



# A Strategic Environmental Assessment of Fiji's Tourism Development Plan

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***‘There is a great need for auditing, impact assessments and such exercises to ensure that decisions made to implement sustainable environmental programmes are strategic, people focused, cost effective and sustainable’***

Fiji’s National Assessment Report 2002 to the World Summit on Sustainable  
Development



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## **ABBREVIATIONS**

<b>ADB</b>	<b>Asian Development Bank</b>
<b>NZAID</b>	<b>New Zealand Aid</b>
<b>EIA</b>	<b>Environmental Impact Assessment</b>
<b>EU</b>	<b>European Union</b>
<b>FLMMA</b>	<b>Fiji Locally Managed Marine Area Network</b>
<b>FTIB</b>	<b>Fiji Islands Trade and Investment Bureau</b>
<b>FVB</b>	<b>Fiji Visitors Bureau</b>
<b>MoU</b>	<b>Memorandum of Understanding</b>
<b>NLTB</b>	<b>Native Lands Trust Board</b>
<b>PRES</b>	<b>Pacific Region Environmental Strategy</b>
<b>RETA</b>	<b>Regional Technical Assistance</b>
<b>SA</b>	<b>Sustainability Assessment</b>
<b>SDB</b>	<b>Sustainable Development Bill</b>
<b>SDP</b>	<b>Strategic Development Plan</b>
<b>SEA</b>	<b>Strategic Environmental Assessment</b>
<b>SPREP</b>	<b>South Pacific Regional Environmental Programme</b>
<b>TDA</b>	<b>Tourism Development Area</b>
<b>TDP</b>	<b>Fiji Tourism Development Plan (Ministry of Tourism 1998)</b>
<b>UNCA</b>	<b>Upper Navua Conservation Area</b>
<b>UNESCAP</b>	<b>UN Economic and Social Commission for Asia and the Pacific</b>
<b>USP</b>	<b>University of the South Pacific</b>
<b>WWF SPP</b>	<b>World Wide Fund for Nature - South Pacific Program</b>



## **EXECUTIVE SUMMARY**

### **Background**

The Asian Development Bank (ADB), in co-operation with the Government of New Zealand is formulating the Pacific Regional Environmental Strategy. This will review major environmental challenges in the region and put forward strategic objectives and activities for ADB assistance.

To help in achieving this case studies are being conducted to develop and test, in co-operation with partners in the Pacific, tools and approaches such as Strategic Environmental Assessment (SEA) and methodologies for policy integration. These case studies are intended to guide ADB on appropriate strategies for mainstreaming environmental dimensions into its economic and social development interventions.

The World Wide Fund for Nature - South Pacific Programme (WWF-SPP) and ADB formed a partnership agreement to carry out a 'Strategic Environmental Assessment (SEA) of Fiji's Tourism Development Plan'. This case study was chosen because tourism is the fastest growing industry in Fiji with potentially significant impacts on its natural and social environment. Also, a mid-term review of Fiji's Tourism Development Plan (TDP) is planned for this year.

### **Objectives of the Case Study**

The basic objectives of the study were to:

- Inform the mid-term review of the TDP in 2003 by assessing the environmental and sustainable development impacts of the current plan. This will allow the Ministry of Tourism and its partners make future plans as sustainable as possible;
- Test the usefulness of SEA as a tool for improving the sustainability of strategies and plans in the Asia-Pacific region, with a view to using it more widely in the region.

### **The Project Team**

WWF-SPP formed a project team consisting of a team leader and SEA expert, a socio-economist and a tourism specialist. This team carried out the assessment in March and April 2003 over a seven-week period. A consultation strategy was devised to ensure full stakeholder participation. As a first step a Memorandum of Understanding was agreed between WWF-SPP and the Ministry of Tourism. The two parties agreed the SEA would provide the environmental and social elements of the mid-term review. An Advisory group, made up of the key players within tourism in Fiji, was formed to help guide the process.

## **Fijis Tourism Development Plan**

The plan under review was Fiji's Tourism Development Plan. This calls for 'step change' growth in tourism. The strategy argues that Fiji must move away from 'bumbling along' much as before with a modest increase in the accommodation stock to a large-scale growth in its tourist industry. This growth is viewed as critical to compensate for losses in the ailing sugar industry. The plan suggests a number of policies to assist Fiji in achieving this change.

## **The Strategic Environmental Assessment Process**

A Strategic Environmental Assessment was carried out to understand the likely environmental and social impacts of the plan. This was achieved by comparing the current environmental, social and economic baseline and likely trends under the TDP against sustainability objectives. This allows an assessment to be made of whether or not the TDP is sustainable.

## **The Main Findings from the Report are:**

- There are particular areas within Fiji where tourist development is causing serious environmental degradation and where the situation is extremely precarious. Many environmental pressures, for example on coral reefs, are close to levels at which irreversible damage could occur. Further pressures could tip the balance resulting in long term environment damage.
- Tourism is currently providing considerable economic benefits to Fiji. However, these economic benefits are far smaller than what the gross tourist spend figures suggest - some estimates indicate that more than 60% of the money coming in leaks back out of the country. Also, the loss of earnings from other sectors, especially the sugar industry, leaves Fiji's economy highly dependent on one sector only, the tourism sector.
- While a lot of tourist developers and operators are following good practice, Fiji lacks the frameworks to ensure such practices are adopted across the industry. Much of the policy, legislation and regulation needed to ensure good practice already exist on paper. However, much of the necessary legislation has not been enacted; or has not been implemented or enforced.
- Therefore the "step-change" growth in tourism, advocated under the TDP would tip the balance. This type of development is highly demanding on the natural environment in terms of resource use and the pollution generated. In fact seeking 'step change' in tourism development is likely to cause problems for a number of sustainability objectives; in particular it is likely to lead to growing tensions between tourist developers, landowners and the local communities.

## **Conclusions and Recommendations:**

**Conclusion 1:** A precautionary approach to future tourism development in Fiji is required: that is, to give weight to maximising the benefits and safeguarding advantages Fiji currently has, given the resources and constraints it possesses, and avoiding any action which could cause serious environmental harm or create further social tension.

### **Accordingly we recommend the following direction for tourism in Fiji:**

- Set growth objectives and targets for tourism in terms of *benefits to Fiji* rather than gross volume of traded activity, and to treat (and evaluate) expansion in tourism activity as a means to increase the benefits for Fiji not an end in itself.
- Concentrate support for those kinds of tourism that put more into local economies (have lower leakage), have less damaging concentrations of environmental pressure and attract visitors with stronger motivations to come to Fiji. For example, ecotourism, community-based tourism and non-‘package’ travellers. This requires a diversion of funds and incentives to promote and develop these kinds of tourism.
- Establish effective ‘bottom up’ planning of tourism at province and tikina level, and only permit tourism developments which are approved through such a process. A prerequisite for this would be thorough building of the capacity of local communities to understand the options available to them.
- Design and successfully implement programmes to substantially reduce economic leakage from resort based tourism. A prerequisite for this would be a rigorous study establishing what the real current position is over economic leakage from different kinds of tourism activities in Fiji.

**Conclusion 2:** The full implementation of institutional and regulatory frameworks for environmental assessment and management, including capacity building and enforcement is a prerequisite for tourism expansion to be sustainable. Impact assessments therefore must guide tourism development, and a fully effective system for enforcing their conclusions must be in place.

### **Accordingly we recommend:**

- The Government of Fiji must implement and enforce the environmental policy, assessment and management framework which already largely exists ‘on paper’. In particular, the Sustainable Development Bill (SDB) should be enacted as soon as possible, and fully implemented, including the necessary budgets and resource allocations. This will provide much of the procedural mechanisms and framework required.
- Many of the detailed policies and proposals in the TDP will help deliver sustainable tourism and should therefore be fully implemented.
- Universal standards for minimising environmental impacts should be set which all developments must comply with unless a properly specified EIA identifies any ‘headroom’ for impacts.
- An Environmental Fund should be established from user fees from visitors.

By following the above guidelines Fiji will be able to develop tourism at a pace and scale more in line with the resources and constraints that exist within the country and which will bring long lasting benefits to the country.

### **Lessons learnt**

The SEA process provided a robust and logical structure to assess the environmental and social impacts of the TDP. The project raised important points about emphasis and use, which should be reflected in future applications of SEA in the South Pacific, as well as any guidance produced.

- The assessment benefited considerably from the existence of a number of related studies carried out in the region, and a large number of local experts who were able to advise and guide the project. Where information was lacking the assessors were able to make judgements based on the best available information. Important issues should not be discounted because of a lack of data.
- The assessment shows the importance of looking at social and economic issues together with environmental issues. This proved vital for gaining a good understanding of the situation and formulating practicable and achievable recommendations.
- SEA guidance assumes that once a strategy or policy is duly adopted, or laws or regulations enacted, that they will be enforced. However in Fiji much of the policy is not implemented. Therefore, the assessment of current policies must ask both what is 'officially' stated and what is really happening on the ground. Assessments must wherever possible be consciously designed to be within the capacity (including political, cultural, skill, time and money) of the target organisations to implement.
- A critical component of the SEA process was the consultation strategy. In the assessment we had a highly able and effective group of people representing a range of stakeholder interests who actively partook in the advisory group meetings. Without their participation and full support any recommendations from the report are unlikely to be taken forward. Sufficient time must be set aside to liaise and work with key stakeholders. If there are sceptical stakeholders a concerted effort should be made to work with them and find common ground.
- It is critical there is a project champion once the consultants depart. Members of the advisory group must also be expected to champion the work and help push through the recommendations.

- It is important that the role of the consultant is constructive, builds local knowledge and expertise, and gives local organisations and people ownership and capacity. The short time-scale meant more of a top down approach was adopted - the consultants producing and then trying to 'sell' a package of recommendations - than was desired. It also meant that the project hardly achieved any transfer of skills or capacity to local people. This needs to be built into the project before its inception.
- It was good to work through an NGO as they can act as an arbiter between groups who have divergent viewpoints.
- How ADB (and other potential aid agencies) respond to the recommendations of the report will make a big difference to its effectiveness. Support for tourism projects should be conditional on Fiji having the frameworks for sustainable management of tourism fully operational.
- ADB should consider commissioning guidance on applying SEA in the specific circumstances of the Pacific. The experience of the Fiji tourism pilot provides a valuable starting point for this, but it would be necessary to test any guidance on a range of plans and countries to test its breadth of applicability.
- Provided the lessons are taken on board, ADB should promote SEA as a valuable tool for sustainable policy development in the Asia-Pacific region



## **1. Background and Rationale of the Case Study**

1.1 The Asian Development Bank (ADB), in cooperation with the Government of New Zealand (NZ Aid), is currently implementing Regional Technical Assistance (RETA) to help formulate a Pacific Region Environmental Strategy (PRES). The main purpose of the PRES RETA is to produce a strong and well-articulated regional environmental strategy that will review major environmental challenges in the region and clearly formulate the strategic objectives and activities for ADB's assistance for 2004–2008.

1.2 The focus is on developing a clearly defined operational strategy detailing specific modalities for ADB intervention, both through country or regional environmental assessments and lending programs, and the inclusion/mainstreaming of environmental priorities into non-environmental projects. This strategic framework with its various components will constitute an important thematic assessment as a key input to the new ADB Pacific Regional Strategy (2004–2008) to be prepared in 2003.

1.3 The World Wide Fund for Nature—South Pacific Program (WWF SPP) is a regional non-governmental organisation working in Pacific Island Countries with a mandate to develop and direct a strategic program of conservation activities in the Pacific Islands region on behalf of the WWF network. WWF SPP's activities currently encompass six program areas: forest conservation; marine conservation; freshwater management; climate change; species conservation; and capacity building. A Memorandum of Understanding (MoU) encouraging an active partnership between WWF and ADB was executed in September 2001.

1.4 To achieve its objectives, the PRES RETA includes provision for the conduct of several case studies to develop and test—in co-operation with partners in the Pacific development and environmental management community—tools and approaches such as strategic environmental assessment and methodologies for policy integration. These case studies are intended to guide ADB on appropriate strategies for mainstreaming environmental dimension into its economic and social development interventions.

1.5 WWF, identified as a strong partner in the region with experience and capacity to work on policy issues were approached to supervise a case study. WWF and ADB agreed on carrying out a 'Strategic Environmental Assessment (SEA) of Fiji's Tourism Development Plan'. This case study was chosen for two reasons: 1) tourism is the fastest growing and one of the largest sectors within Fiji impacting on all facets of the country's natural and social environment; and 2) a mid term review of Fiji's Tourism Development Plan (TDP) was coming up. With the backing of the Ministry of Tourism it was agreed that the assessment would form the environmental and social component of the mid-term review.

## 2 The Case Study

### **Objective and Scope**

The basic objectives of the study were to:

- Inform the mid-term review of the TDP in 2003 by assessing the environmental and sustainable development impacts of the current plan. This will allow the Ministry of Tourism and its partners make future plans as sustainable as possible;
- Test the usefulness of SEA as a tool for improving the sustainability of strategies and plans in the Asia-Pacific region, with a view to using it more widely.

### **The Project Team**

2.1 As the project co-ordinating agency, WWF SPP had overall logistic responsibility for project implementation, organising meetings and workshops, housing the project and reporting to ADB.

2.2 WWF SPP formed a project team consisting of a team leader and SEA expert Roger Levett (Levett-Therivel consultants), a socio-economist Richard McNally (WWF) and a tourism specialist Manoa Malani (Ministry of Tourism). The project team were responsible for carrying out and writing up the assessment. The terms of reference for the different members of the project team are found in Appendix 1. The project team was supported by Aporosa Draunibaka from the University of the South Pacific (USP) as well as a number of technical experts from the region.

2.3 The project team were responsible for performing a number of tasks: including the compiling of relevant data and information; conducting public meetings and relevant consultations; and writing the SEA reports. Based on their findings the team put forward a number of recommendations to the Government and the industry on tourist development within Fiji.

2.4 The assessment was carried out in March and April 2003. It drew heavily on earlier research and reports. The authors have aimed to identify and acknowledge all these in the references, and apologise in advance if any have inadvertently been missed.

### **Consultation and Partnerships**

2.5 SEA is a consultative and iterative process. Dialogue and exchange amongst a range of stakeholders is viewed as a critical element to the success of any SEA. A World Bank study examining the experience of applications of SEA to date states 'the quality of consultation processes have often been decisive in determining the usefulness of SEAs in influencing outcomes'. A consultation strategy was devised early on to ensure that stakeholders could partake in the assessment in a meaningful way.

2.6 As a first step towards building partnerships WWF approached the Ministry of Tourism to collaborate on the project. A MoU was subsequently agreed between the WWF-SPP and the Ministry of Tourism (see Appendix 2). In this the two parties 'agree that the SEA will provide the environmental and social elements of the mid-term review and the results of the assessment are integrated into the Tourism Plan as well as into other national and sector development policy, plans and programs.' Manoa Malani's time was made available to the project by the Ministry of Tourism under this MoU with WWF.

2.7 A critical part of the consultation strategy was the formation of a Advisory Group. A list of the members of the group can be found in Appendix 3. The group has overall responsibility for reviewing the major activities of the project team and giving due guidance. The group includes representatives from WWF SPP, the Tourism Industry, the Ministry of Tourism, the Ministry of Local Government, Housing and Environment, USP, and the Fiji Visitors Bureau (FVB). This group was formed to provide a transparent and participatory process for analysing sustainability issues within the tourism sector.

2.8 The group met three times during the assessment. At the first meeting the proposed project was discussed; at the second its provisional conclusions were reviewed. The group has agreed to meet once more to review the final report and to help take forward the recommendations coming out of the study.

### **Application of the Findings**

2.9 The MoU between WWF and the Ministry of Tourism confirms the Ministry's intention to take account of the SEA's results in taking forward the TDP. We hope it will also be of early, direct, practical use to:

- ADB, in guiding future projects and setting conditions on financial support for tourism related developments;
- Other international donors and partners with potential interests in tourism, who we hope will find it helpful in guiding projects in Fiji toward sustainability;
- WWF and other environmental NGOs in developed countries for use in encouraging prospective tourists to make more sustainable decisions and informing policies on outbound tourism.

2.10 Above all we hope that it will be helpful to all the organisations involved in tourism in Fiji (including but not only those represented on the advisory group) in developing their own businesses and activities sustainably.

## **3 The Methodology**

### **Strategic Environmental Assessment (SEA)**

3.1 SEA is a tool for integrating environmental considerations into decision-making by ensuring that significant environmental effects of a plan, policy or programme are taken into account (Adapted from Levett-Therivel, 2003). The

term has been in common use for over a decade, but without any universally agreed definition or standard.

3.2 In 2001 the European Union (EU) adopted Directive 2001/42/EC 'on the assessment of the effects of certain plans and programmes on the environment' (Commission of the European Communities 2001) setting out an approach to SEA and requiring Member States to apply it to all plans and programmes started after July 2004. Its purpose is 'to provide for a high level of protection of the environment and contribute to the integration of environmental considerations into the preparation and adoption of plans... with a view to promoting sustainable development' (Article 1 of the Directive).

3.3 Of course this Directive has no legal force in Fiji. It has been taken as the basis for the Fiji project because:

- It provides an explicit codification of what SEA is and how it should be done;
- It is written in a very generalised way that should be suitable for plans and strategies for a wide range of topics anywhere in the world;
- As the first standard adopted and given statutory force by a large and influential group of nations, it is likely to become a *de facto* world standard or benchmark. (It has already been applied or adopted in many countries outside the EU, and some non-EU members are using it as the basis for their own SEA standards);
- It will be the tool familiar to and expected by European investors and aid partners.

### **Critical Elements of a SEA**

3.4 Some aspects of the appraisal likely to be of particular importance in designing a more sustainable tourism strategy for Fiji are summarised in this section.

#### ***Cumulative, Indirect and Synergistic Effects***

3.5 These have often been given insufficient attention in environmental impact assessments of single projects or decisions in isolation. Examples of each of these could be:

- *cumulative*: the total effect of a whole series of tourism developments on fresh water resources in a catchment area;
- *indirect*: if taking prime land for tourism development pushes farmers onto erosion-prone slopes, or if presence of more foreigners erodes young peoples' appreciation / respect for traditional ways of life;
- *synergistic*: if a combination of individually small and apparently separate effects - for example increases in nutrient loading from sewerage, seepage from landfill, more boat movements, more contact from divers and warming of the sea due to climate change - might in combination cause enough stress to corals to kill reefs.

## ***Outcomes***

3.6 It is important to distinguish between *outcomes* or *results* that a plan may seek to achieve and the *means* or *inputs* that may be applied to achieve them. Assessment can perform a valuable role in helping check whether policies that may appear ‘obvious’ or be conventional wisdom will actually be the best way to achieve desired ends. For example:

- If a plan included actions such as protected area designations and management programmes for the sake of nature conservation, assessment could consider whether these were effective in maintaining and enhancing the health and extent of fragile habitats or species populations;
- An objective implicit in all tourism policy is to bring benefits to Fiji and Fijian Islanders. Assessment should test how well policies are actually doing so, and not simply assume that ‘input’ measures such as visitor arrivals or tourist spend are valid proxies for benefits.

## ***Integrating Environmental, Social and Economic Aims***

3.7 Sustainable development entails *integrating* or *reconciling* environmental, social and economic objectives, rather than balancing or trading them off. Sustainable tourism should be seen not as deciding how much environmental damage is worth accepting in return for economic benefits, but finding forms of tourism that bring quality of life benefits for Fiji without undermining the environment. This SEA follows the option of including the full range of sustainability objectives.

## ***Options / Alternatives***

3.8 The SEA Directive requires that assessment compares the environmental effects of the plan with those of ‘reasonable alternatives’ to the plan. Generating and giving fair and serious consideration to an adequate range of options and alternatives is therefore seen as an essential part of good plan making.

3.9 The directive also requires that the reasons for the choice of alternatives used must be stated. This is to ensure that a sufficiently wide range of realistic options are considered, and to guard against any risk that only weak or bad ‘straw man’ options are put up to avoid genuine consideration of whether the plan’s chosen approach is the best one possible from a sustainability point of view.

## ***Consultation***

3.10 The Directive emphasises that relevant stakeholders should have opportunities to comment on the assessment. During preparation of the report engagement was maximised through the advisory group.

## **The SEA Process**

3.11 The following table summarises the SEA process:

**Table 1: SEA/SA Process**

SEA/ SA Stage	What to decide	What to record	
A. Identify relevant plans and programmes and their relation to the plan	What other plans and programmes influence the plan in question	In the Scoping Report (linked to issues & options report)	List of relevant plans and programmes and their requirements
B. Devise draft SEA objectives, indicators and targets; collect baseline data, including data on likely future trends; issues and constraints	What are the sustainability objectives, targets and/or indicators to test the plan options and policies against; what sustainability issues and constraints to consider during plan-making		List of SEA objectives, and indicators and targets where relevant; data on baseline environment; list of relevant sustainability issues and constraints
C. Identify (more sustainable) options for dealing with the plan issues	What options to consider for each issue identified		List of options for each plan issue
D. Prepare Scoping Report; consult	What to include in the Scoping Report		Results of Stages A-C; agreed written statement of how to proceed with Stages E-H
E. Assess the plan options' effect on the SEA objectives, and their consistency with relevant other plans and programmes; choose preferred options; propose mitigation measures	What are the preferred (mitigated) options from Stage C, using the objectives, indicators and targets developed in Stage B	In the environmental Report (linked to draft plan)	List of preferred (mitigated) options; explanation of why these are preferred; effects of these options; mitigation measures proposed
F. Screen the plan policies and proposals; assess their effect on the SEA objectives; propose mitigation measures including links to EIA	What policies and proposals to assess; what the effects of those policies and proposals are on the sustainability; how effects can be minimised/enhanced		Summary of effects of plan policies and proposals; mitigation measures proposed, including links to EIA and lower-level plans and programmes
G. Propose SEA monitoring	How to measure actual effects of plan on sustainability		Proposed monitoring measures
H. Prepare the Environmental Report to accompany the draft plan; consult	How to present the data from stages A-G; how to consult the environmental <i>and other</i> authorities and the public		Prepare the Environmental Report; amend if necessary in response to consultation
I. Take consultation results into account	How to respond to consultation results		How consultation results were addressed

(Adapted from Levett-Therivel 2002)

3.12 The assessment process was adapted to fit the circumstances and time constraints. The first step was to identify and examine the different policies, plans and programmes and how they relate to the plan under review. Fiji's TDP, the focus of this assessment, is discussed at length in Chapter 4. A discussion of other policies, plans and strategies that relate, or have a bearing on the TDP are found in Appendix 4.

3.13 The next step was to draft SEA objectives, indicators and targets. The sustainability objectives were devised by the project team and discussed, amended and agreed at the first Advisory Group meeting. The assessment objectives were based on the overall aim of achieving sustainable development measured in terms of improving the quality of life within environmental carrying capacities. With the objectives decided upon, the targets and indicators could be devised. The likely effects of the TDP could be compared against these to see if they are sustainable or not. These can be found in Chapter 5.

3.14 To assess the likely impacts of the TDP baseline data, including data on likely trends, had to be collected. The environmental, social and economic baseline data is summarised in Chapter 6. The data was collected from secondary sources, either past studies or personal communications. With this information it was possible to assess the environmental, social and economic effects of the TDP and compare them against the sustainability objectives. The findings are in Chapter 7.

3.15 This comparison allowed the critical issues and constraints to be identified. Chapter 8 discusses these key issues and looks at some possible sustainable options for dealing with them. Conclusions and recommendations are presented in Chapter 9; and finally the lessons learnt from the study are put forward in Chapter 10.

3.16 The European Directive presents SEA as an orderly linear stepwise process. However, on this occasion different streams of work were carried out in parallel. This had to be done given the time constraints.

## **MAJOR FINDINGS AND ANALYSIS**

### **4 Relevant Plans and Programmes**

4.1 The first step of the SEA process is to identify the main points of the plan under assessment. Related plans and strategies, which may have a bearing on the one under review and its achievement of sustainable development, must also be examined.

4.2 For convenience, plans and programmes have been grouped as follows:

- The Tourist Development Plan;
- Social and economic development policies and strategies;
- Investment support programmes relevant to tourism;

- Environmental policies and strategies.

4.3 In this section the Tourism Development Plan is outlined. A discussion of related plans and programmes can be found in Appendix 4.

### **The Tourism Development Plan**

4.4 The key document and subject of this appraisal, is the Fiji Tourism Development Plan (TDP) (*Ministry of Tourism, 1998*). The dominant argument of the strategy is that:

- Tourism is already Fiji's biggest foreign exchange earner. It is one sector where Fiji's remote, small island character - an impediment to most export industries - is instead a competitive advantage;
- Fiji's former largest export industry, sugar production, is facing sharp decline for a combination of reasons. Tourism is the only industry that has any hope of making up for the foreign exchange losses from this;
- The tourist industry is currently vulnerable for various reasons: development in locations dictated by freehold land availability rather than market logic; an older accommodation stock, becoming 'tired' and falling behind competitor standards through lack of investment; restricted range of 'things to do'; lack of a unique selling point or 'must see' icon to differentiate Fiji from other 'tropical paradise' island destinations; over reliance on a generic 'sun, sea, sand' offer on which other countries can compete;
- Only enough air traffic to support a small number of carriers, consequent vulnerability to changes by any one of them, and small scale of marketing effort.

4.5 The strategy poses a choice between 'bumbling along . . . much as before, with some new development leading to a modest increase in accommodation stock [while] the remaining product becomes steadily more tired and less competitive internationally . . . and a modest growth in ecotourism, community and adventure based holidays' and a 'step change' which would achieve a total of 500,000 to 600,000 visitors by 2005, an additional F\$325 million in foreign exchange (implying a total of F\$775M) up to 2,500 new rooms, and up to 22,000 new jobs for Fiji.

4.6 The strategy argues strongly that the 'step change' is needed to achieve the critical mass to:

- pay for the level of renewal, upgrading and reconfiguring of provision needed to remain internationally competitive;
- provide the extra foreign exchange necessary to offset sugar industry contraction;
- anchor the existing air services more securely, and if possible support a wider range, thus reducing vulnerability to problems with any one of them.

4.7 To achieve this the strategy calls for:

- 'A dramatic improvement in the investment climate and in investment procedures, making it easier for both Fijians and foreigners to invest in the industry;

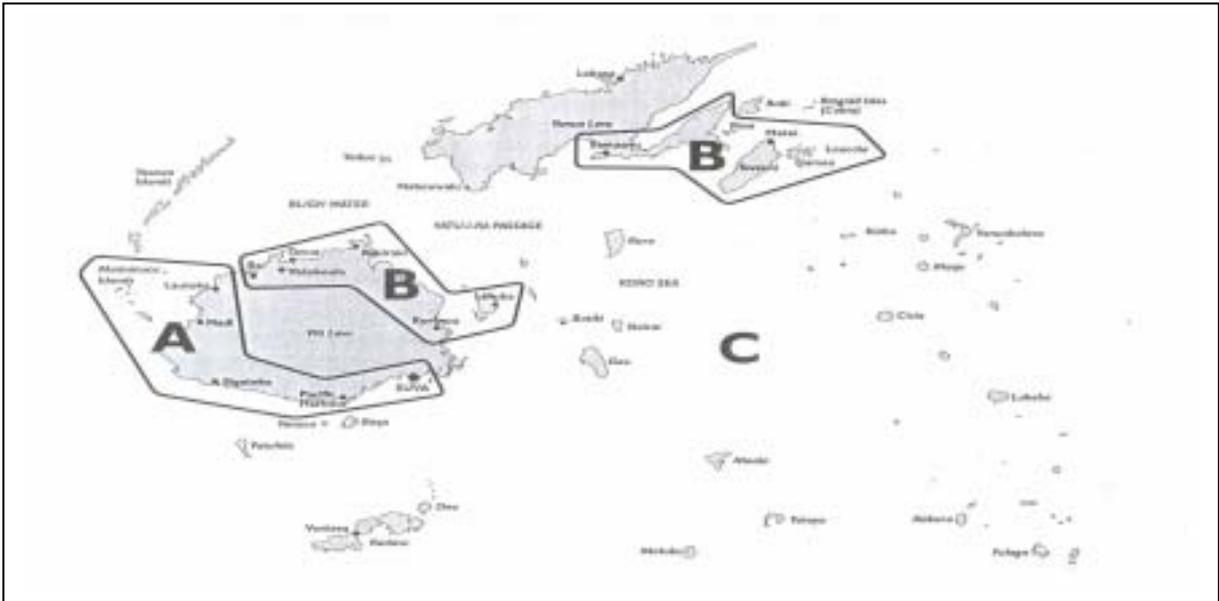
- A substantially increased marketing budget for the Fiji Visitors Bureau (FVB) to give an impetus to increased visitor numbers and expenditure’
- A push for the development of quality hotels and resorts, ranging from 3 to 5 star in quality;
- A fiscal and taxation regime which also encourages the refurbishment of existing hotels and the improvement of other elements of the tourism product;
- The continued development of small environmentally sensitive ‘boutique resorts which enhance the image of the country’;
- New visitor attractions and the improvement of existing ones;
- Continued expansion of Air Pacific, with other airlines also providing a vital role;
- Much closer collaboration within Government especially between the Ministry of Tourism and Transport, the Ministry of National Planning, the Native Lands Trust Board (NLTB), the Ministry of Fijian Affairs, the Department of Town and Country Planning and the Fiji Trade and Investment Board(FTIB)’

### ***Main policies of the TDP***

4.8 To implement this, the strategy prescribes the following main policies. The numbers are the section numbers in the strategy where each main policy starts, these are used to refer to these policies later in this appraisal:

- (7.1) An overall planning policy differentiating three classes of areas:
  - ‘type A’ areas - in fact only one area: the south and west coast of Viti Levu (from Lautoka to Suva) and part of the Mamanucas - where ‘physical planning policy should provide for the improvement and expansion of the existing main tourism areas including the provision of appropriate infrastructure, and encourage the range of activities and attractions in the terrestrial hinterland’;
  - ‘type B’ areas - the north coast of Viti Levu (from Ba to Korovou) with Ovalau, and the south of Vanua Levu with Taveuni, for selective development ‘conserving the character and environment’;
  - ‘type C’ - everywhere else, that is, including all the more remote islands, most of Vanua Levu and inland Viti Levu - where ‘only small developments of quality’ should be allowed, and ‘development control procedures should be applied to ensure that tourism developments are in a suitable location’;
- (7.2) Designation of demarcated ‘tourism development areas (TDAs)’ where land ownership and lease problems are resolved in advance, and infrastructure provision, design quality standards, land use and tax breaks are all co-ordinated to provide the confidence for investment in major resort centres. Nadi Bay is proposed as the first pilot, with other candidates at Natadola (although other parts of the strategy express doubts as to whether large scale resort development is appropriate there), Korolevu, Korotogo

and part of the Mamanucas. These candidates are all within the 'type A' area earmarked for expansion by policy 7.1;



*Map taken from the Tourist Development Plan*

- (7.7) Detailed development guidelines covering:
  - consolidated and upgraded building standards (e.g. fire, safety, disabled access, health, amenity);
  - water, waste and other environmental standards;
  - provision of adequate utilities and services;
  - requirements for environmental impact assessment (EIA) and social impact assessment;
  - architectural, design and landscaping standards, with emphasis on maintaining a distinctive Fijian tradition, quality and use of local craft skills;
- (8.2) Coastal zone protection and integrated management;
- (8.5) Encouragement of 'ecotourism' (understood as community based tourism);
- (8.6) A system of designated protected areas, including potential
  - National Parks, Marine Parks, Marine Protected Areas, Terrestrial Parks and World Heritage Sites;
- (8.7) More development of cultural heritage and tourism;
- (8.8) Legislation and funding (especially collection of user fees, costs for pollution and external assistance) to put better environmental management of tourism in place;
- (9.1) Changes in institutional arrangements and responsibilities, especially at the Ministry and FVB, to provide a more coordinated and proactive public sector engagement with the tourism industry and issues;
- (9.8) More classification, licensing and user charges;

- (10) Concerted action on human resource development at all levels from basic skills training to academic teaching and research on tourism;
- (11) Promoting small and medium enterprises;
- (12) Simplifying investment and permitting procedures, and switching from a reactive, bureaucratic approach to one that encourages, supports and facilitates investment;
  
- (13) An integrated support framework bringing together public and private funding, including 5 specific technical assistance projects:
  - 1. To set up TDAs;
  - 2. Human resource development and institutional strengthening at the Ministry of Tourism and Transport;
  - 3. Helping the Government create a more attractive investment package;
  - 4. A 'Bula host' customer care programme to change attitudes and enhance customer service skill
  - 5. Marine awareness workshops to raise understanding and commitment to marine conservation by both traditional owners and tourism operators.

4.9 The strategy concludes with proposals for implementation and monitoring, including an 'outline implementation timetable'.

4.10 *A vibrant and sustainable tourism industry: Ministry of Tourism Corporate Plan 2003 - 2005 (Ministry of Tourism, 2003)* endorses the TDP and sets out programmes and activities relevant to delivering it.

### ***Implementation***

4.11 At the time of writing (April 2003) it appears that very little of the TDP has been implemented. In particular:

- There has been some discussion with local communities about the acceptability in principle of establishing a pilot TDA at Nadi. However there has been no resolution of how the infrastructure improvements local communities would seek are funded, and the Government does not have a clear sense of direction or sequence of steps that would need to be carried out to move towards implementation. It has not proved possible to fund the technical assistance project proposed to help with this;
- No significant changes have been made to encourage or expedite investment in new or refurbished infrastructure or facilities. Some new infrastructure has been built, but piecemeal and incrementally, in response to either pressure from current operators (e.g. Korotogo bypass) or to encourage new ones (e.g. Natadola access road, built as a contribution to new resort development which however has not yet proceeded);
- FVB has not had the budget increase proposed;
- Institutional arrangements and responsibilities remain overcomplicated, tangled and unclear;

- Only one of the five technical assistance projects, number 4 ('Bula host' programme) has been implemented.

4.12 It appears that there simply has not been the political will or administrative capacity to implement the strategy. What has actually happened since 1998 has been much closer to the 'bumbling along' option warned against in the strategy than the 'step change' it advocated.

4.13 In appraising the strategy it would therefore be misleading to assume either that its provisions have been implemented, or that alternative or additional policies or actions of the same sort of level of ambition, difficulty or complexity would be implemented either.

## 5 Objectives

### Objectives, Indicators and Targets

5.1 The next step of the assessment is to draft sustainability objectives, indicators and targets. These are used to assess whether or not the TDP is sustainable. The first column of Table 2 shows the objectives provisionally agreed by the Advisory Group, with a few 'tidying' changes.

5.2 The second and third columns suggest possible topics for indicators and targets to monitor and test progress towards these objectives. It must be emphasised that these are *topics* on which indicators would be desirable, not specifications of actual indicators.

5.3 The second column suggests *outcome* indicators of the kind advocated for SEA. The third column suggests indicators of *inputs*, *outputs* and/or *processes* which might help achieve these outcomes. They are often easier to measure than the outcome indicators, and can help guide action. But they must not be treated as ends in themselves, only as potential means to achieve the outcomes.

5.4 Outcomes are generally the cumulative result of lots of different activities and influences, so the outcome indicators often do not refer specifically to tourism. In contrast, *inputs*, *outputs* and/or *processes* are usually specific to particular sectors or activities. This table concentrates on those related to tourism, and does not attempt to cover the full range of indicators for all sectors which might be relevant to the outcomes. The indicators are described in ways that make clear the desirable direction of change.

**TABLE 2: Sustainability Appraisal Objectives and Possible Topics for Indicators**

<b>Objective</b>	<b>Outcome indicator topics</b>	<b>Tourism related input/output/process indicator topics</b>
<b><i>1 Maintain and enhance Fiji's environmental quality</i></b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	Area and quality of ecosystems (e.g. absence of coral bleaching; diverse age structure of forest trees); large areas intact; avoidance of fragmentation	Tourism development complying with management regimes - e.g. Managed Marine Area network; logging controls; bans on mangrove clearing
1.2 Maintain and where possible increase populations of species under threat;	Populations of these species	Tourism developments avoiding stress on these populations Tourism developments funding conservation / protection programmes
1.3 Protect archaeological, historical and cultural assets;	Assets maintained	Tourism access constrained to avoid damage; funding conservation / interpretation programmes
1.4 Protect sites of geological interest.		
<b><i>2 Keep Fiji beautiful</i></b>		
2.1 Maintain tranquil unspoilt areas;	Large areas free from conspicuous development	Planning system which identifies and prevents development in particular areas
2.2 Avoid visual, aesthetic, noise pollution;	Proportion of residents and visitors' outlooks spoiled by inappropriate development; noise levels	Permitting system which enforces design, noise standards
2.3 Minimise traffic and congestion;	Traffic levels; congestion	Traffic generation from tourism development, e.g. vehicle miles per visitor day
2.4 Avoid over development;	Areas where density and type of development ceases to have recognisable local character; separation between different settlements / developments	Application of appropriate regulations on density of development - including refusal of permission where density already near limits
2.5 Sensitive, high quality, distinctive design;	Proportion of built areas with recognisable Fiji style	Application of high design standards to all tourism development
2.6 Unobtrusive infrastructure;	Lack of obtrusive roads, pipes, power lines, A/C installations	Standards (e.g. roads following existing terrain; undergrounding of pipes and cables) applied whenever infrastructure built or upgraded
2.7 Avoid litter, dumping.	Volume and locations affected by litter, dumping	Existence of adequate waste collection and disposal systems (including separation and recycling); incentives and education to use them
<b><i>3 Develop within environmental resource carrying capacities</i></b>		
3.1 Maintain fresh water resources;	Water supply meeting human needs (e.g. drinking, washing, food growing) without breaching environmental capacities (e.g. flow rates in streams,	Water efficiency and reuse measures in resorts and tourism developments; freshwater collection and storage either on- or off-site'

	maintenance of freshwater lenses, salinity in lagoons within ecological tolerances)	
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	Amount of soil loss from vulnerable areas and in rivers / coastal areas	Careful soil management to prevent loss during construction of tourist developments and infrastructure serving them. Avoidance of tourism development which would displace existing uses (e.g. farming) onto erosion risk soils
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	Extent of ecosystems (e.g. area of reefs, lagoons, mangroves, forests) showing nutrient and pollutant-related stress; degree of stress (especially whether irreversible damage taking place)	Application to tourism developments of rules preventing emissions which (taking into account all other emissions) could breach carrying capacity limits
3.4 Minimise solid waste for disposal;	Minimum quantities of waste going for disposal; disposal methods (e.g. sanitary landfill or low-emission incinerator) able to handle waste	Separation and composting / digestion of organic waste; avoidance of non-reclaimable wastes, e.g. bans on packaging that cannot be reused or recycled; reuse / refilling schemes e.g. deposit - return schemes on drinks containers; separate collection and reprocessing of recycleable materials
3.5 Minimise climate change impacts.	Minimise greenhouse gas emissions per tourist day/ tourist dollar (including those from air travel)	Longer stays, closer origins, fuller, more fuel-efficient planes, low energy accommodation, renewable energy production (on or off site)
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	Amount of each dollar of tourist spend that stays within Fiji / creates multipliers within Fiji	Minimise payments going overseas: e.g. loan interest / repayment, profits, dividends, goods and services imported
4.2 Increase resilience and stability of the Fijian economy;	Ability of the economy to contain and compensate for any kind of external economic change / shock	Minimise the percentage of economic activity and employment that is dependent on any one economic sector or vulnerable to any one kind of disruption; diversify tourism sector to appeal to a range of tourist types and minimise seasonality of tourism, thus dividing market for greater stability
4.3 Reduce poverty and give benefits to the less well off;	Reduction in the number of people unable to obtain basic necessities of decent life	Degree to which tourism income increases the number of people who can obtain basic necessities (i.e. corrected for any effects tourism might have on raising prices, or making people have to buy things they previously obtained through subsistence activities displaced by tourism)
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	Amount of tourism income (or other benefits) reaching people outside the areas where tourism development has taken place	Mechanisms for redistributing tourism benefits to other areas
4.5 Maintain local people's access to	Number of people deprived of (e.g.) farming land,	Existence of fair and transparent process for negotiating

environmental resources;	fishing rights or beach access; whether they consented to the loss because of gains in return.	compensation, ensuring that majority of all residents (not just wealthy ones) consent to deals
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	Continuity of (desired aspect of) village / community life	Process for identifying social carrying capacities and constraining tourism development within them
<b>5 Make decisions in ways that reconcile different needs and demands</b>		
5.1 Manage resources in a co-ordinated way;	Total resource demands kept within carrying capacities	National process of planning all resource-dependent activities (including tourism) together within identified carrying capacities. Adopting Integrated resource management practices
5.2 Resolve any competition for resources between different activities fairly and accountably;		
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	Absence of conflict / resentment / confrontation over resource allocation agreements	Consultative process involving tourism developers and traditional resource owners (involving whole communities, not just elites)
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.		Transparent, systematic, accountable decision process, with publicly accessible 'audit trail' of basis for decision

## 6 Environmental, Social and Economic Baseline

6.1 In order to assess the likely impacts of the TDP it is first necessary to look at the current environmental, social and economic baseline. In this chapter we present an overview of the current state of the environment and the socio-economic situation as a result of tourism activities.

### Overview of Fiji

6.2 Fiji consists of over 300 islands spread over a large area of the South Pacific, thousands of miles from the nearest large land masses. The total land area is 18 272 km<sup>2</sup> of which about 16 000 km<sup>2</sup> is made up of the two largest islands, Viti Levu and Vanua Levu. Fiji has a large Exclusive Economic Zone of 1.26 million km<sup>2</sup>.

6.3 The population of Fiji was estimated at 814,000 in 2000 (UN ESCAP), with the majority of people living on the main two islands. This population is made up of two main ethnic groups – indigenous Fijian and Fijian-Indians. The remaining population (accounting for approximately 5% of the total) are Rotuman, Chinese, European, part-European and others.

6.4 Environmental consequences of these basic factors are:

- Life is highly dependent on the sea. ‘Tropical maritime’ climate, high dependency on sea for food, vulnerability of large proportions of population and settlements to storms, storm surges, cyclones and any long term changes in sea level or conditions;
- small island ecosystems with less resilience and scale - taken to extreme on smaller islands;
- carrying capacities are often highly localised, with little scope for spreading ‘source’ or ‘sink’ pressures over a wider catchment. This may make environmental damage more likely. But it also has the advantage that - if there is the political will to do so - it may be easier to identify and quantify carrying capacity limits and set conditions for development to comply with them;
- young, mountainous terrain - unstable, prone to erosion and landslides;
- interrelated fragile ecosystems, especially on coasts - coral reefs are dependent on clean water with low nutrients, absorb a lot of wave energy and protect the coast; mangroves scavenge nutrients (ensuring offshore conditions for coral) and further protecting coastlines; both support high marine productivity providing food. Disruption of any of these (e.g. cutting mangroves allowing more nutrients out; damaging coral by fishing or harvesting for aggregate; more sediment coming down rivers) can easily break the set of mutually supportive effects and tip ecosystem into a different state (dead and disintegrating coral reefs, shoreline erosion, sedimentation) far less supportive of either local subsistence livings or of tourism.

#### 6.5 Socio - economic factors:

- Traditional ways of life and community structures are still very strong and influential. 86% of Fiji's land area is still under traditional ownership, meaning that developers cannot buy native land outright but must negotiate for time-limited permission to develop;
- the division between indigenous Fijians and Fijian Indians is a central fact of Fijian life;
- small local markets and consequent difficulty developing internationally competitive businesses, but conversely very high openness to imports;
- very small number of significant export industries, and consequently large vulnerability of the economy to fluctuations in any one of them. The prospect of major loss of earnings from the sugar industry is prompting the rapid expansion in tourism to offset the losses.

#### **State of the Environment**

6.6 The State of the Environment report by Watling and Chape (1992) is still the most thorough statement of environmental states and problems in Fiji. While emphasising caution and gaps in data, nevertheless it points to series of major issues:

- loss and degradation of important and characteristic ecosystems, especially mangroves and forests;
- coral reefs under multiple pressures;
- species populations under threat;
- fresh water shortage / management;
- climate change vulnerability

6.7 The best available evidence on these is summarised in the following subsections.

#### ***Mangroves and Forests***

6.8 Mangroves provide natural protection against storms, tides, cyclones and storm surges. The cutting back of them is likely to lead to reduced resilience to sea-level rise and wave surges and affect the traditional uses of mangroves for wood, building materials and medicine. They also regulate nutrients and act as filters against introduction of pests. The estimated value of mangroves in Fiji is FJD 100.88M (*Sisto 1997*).

6.9 It was estimated in 1992 that approximately 42 000 ha remain of an original source of about 45 000ha. The state of mangroves is seen as a significant environmental issue in Fiji (*Watling & Chape 1992*). Although no recent nation wide surveys have been carried out there is evidence to suggest that land reclamation and infrastructure development associated with tourism is having a negative impact on mangroves in Fiji. However, there are also examples of hotels, working in partnership with local groups, establishing mangrove nurseries.

6.10 The creation of artificial coastal 'buffer zones' by resorts and hotels such as sea walls adds to environmental problems as walls do not absorb wave energy and can lead to the degrading of beaches.

6.11 Since 1967 an estimated 90-140 000 ha (11-16%) of Fiji's forests have been converted from forest to non-forest land use. The most significant losses have been on the western half of Viti Levu – particularly Sigatoka and Ba river valleys - and on the smaller islands of Beqa and Kadavu (*Watling & Chape 1992*).

6.12 Most tourist facilities are built along the coast to take advantage of Fiji's sun, sea and sand. As a result tourism has so far had little impact on forests. However, with the promotion of adventure tourism such as trekking and white water rafting into the interior of Viti Levu, tourism is likely to have a growing influence on the state of the forests in Fiji.

6.13 Deforestation can lead to the build up of sediment in rivers affecting freshwater supplies, habitats and the aesthetic environment. In one case upland erosion as a result of poor logging practices in the catchment along the Coral Coast lead to the siltation of a resort's water supplies. It also diminished secondary tourism opportunities such as bushwalking and freshwater swimming in the rainforest (*Watling & Chape 1992*). This highlights the need for integrated management of resources in such areas.

### ***Coral Reefs***

6.14 Mosley LM and Aalbersberg W (2002) studied the effects of nutrient releases on coral reefs: 'Nutrient (nitrate and phosphate levels potentially damaging to coral reefs have been detected at several sites along the Coral Coast of Viti Levu, Fiji . . . The mean nitrate level was 1.69  $\mu\text{M}$  and the mean phosphate level was 0.21  $\mu\text{M}$  which exceeded levels considered to be harmful to coral reef ecosystems ( $>1.00 \mu\text{M}$  Nitrate,  $>0.1 \mu\text{M}$  Phosphate). . . . Nutrient levels were highest at sites located near hotels and other populated sites. At sites not significantly influenced by human activity, levels were comparable to levels in non-polluted sites elsewhere in Fiji.'

6.15 They noted that 'increased nutrient levels have led to a 'phase shift' to algal dominated reefs in the Coral Coast area. . . . Algal dominated reefs in other parts of the world have been noted to be lower in fish stocks, have less tourism appeal and coral biodiversity . . . The elevated nutrient levels in the coastal water are of concern given the importance of the Coral Coast for the local communities and as a tourist destination. A large number of tourists come to Fiji to see tropical reefs, colourful fish and to swim in clear, clean water (not floating algae). If the reef ecosystems and biodiversity contained there are degraded further the income and image of the resorts will suffer. The local villagers will also be affected as tourism is the major source of employment in this part of Fiji, and many still rely on fish caught from the reefs for their daily food. In addition, coastal erosion along the Coral Coast is likely to increase as the reefs are broken down by wave action and not regenerated'.

6.16 The report cautions that ‘more intensive sampling is needed to try to determine the major sources of these nutrients . . .’ and notes that levels varied with tide level but points out that ‘some of the highest levels of nitrate were found at sites . . . located in one of the most intensively developed areas on the coast with one very large resort, several smaller resorts and guest houses, a couple of local villages and a number of private dwellings’.

6.17 It points out that ‘the nature and quality of waste discharge from the resorts is variable. Some discharge partially treated effluent direct into the ocean, some discharge to land and others to municipal sewage treatment plants. The local villages, many of which use pit latrines or septic tanks for treatment of their waste, are also likely to be discharging nutrients in groundwater to the ocean. There are also a number of small pig farms situated near the rivers or on the coast, and when the pens are washed down they are likely to discharge high levels of nutrients.’

6.18 The report recommends:

- ‘A tertiary and biological treatment plant is necessary for all areas on the Coral Coast with a population density greater than 500 people per 100m of shoreline [figure based on Jamaican research] and particularly at resorts’. . . ‘One resort (Shangri-La Fijian) is using biological treatment ponds with aquatic plants present that uptake significant amounts of nutrients from the resort’s sewage effluent . . . This approach is one that could be more widely adopted, as it is relatively low cost’ [See details of this in Case Study 7)
- Other practical options to consider may be a ban on the use of phosphate detergents in the area, the use of composting toilet systems in the villages and small resorts, and establishing more marine protected areas;
- ‘On a government level, water quality standards specific for coral reefs should be developed into legislation and effluent charges made to conform to them’

6.19 A similar study by this team in Kadavu, a popular tourist island also showed background ambient levels already close to tolerable, so very little ‘headroom’ for more development.

6.20 It is clear that current levels of nutrients appear to jeopardise the future of the reefs along the Coral Coast. Until discharges are substantially reduced, any increase in tourism provision on the Coral Coast would be economically risky as well as environmentally irresponsible. Therefore actions to reduce discharges are urgently necessary. The example of the Shangri La Fijian indicates that relatively low technology, low cost methods are available and can help address multiple environmental problems synergistically.

### ***Freshwater Shortage/Management***

6.21 Fiji’s freshwater supplies are relatively plentiful, although there are localised deficiencies, particularly in the heavily populated sugar cane growing areas in the dry zones of Viti Levu and on low-lying, smaller and outer islands. However, in areas subject to frequent shortages, water conservation is

sometimes lacking and is lost through leaking pipes and faulty storage facilities. There is no effective legislation or management, yet development and exploitation of the resource is proceeding rapidly (*Watling & Chape 1992*).

6.22 Tourist developments put extra strain on the resource particularly as many hotels and resorts are based in the dry zones of western Viti Levu and the small low-lying islands of the Mamanucas and Yasawas where the supply comes from wells and rainwater collection. Also the larger resorts, such as Sheraton Denaru, which has its own golf course demand considerable quantities of water. All future large-scale tourist developments are planned for the West and South-West of Viti Levu which will put further demands on freshwater in this region.

6.23 Water shortages have also been experienced in the wetter East coast of Viti Levu, Fiji. This is due to poor and decaying infrastructure that needs upgraded. Water shortages in the Lami area of Suva in February 2003 saw guests checking out of the Raffles Tradewinds Hotel as they were unable to shower.

### ***Species Populations under Threat***

6.24 The tourist industry in Fiji relies on an abundant marine environment, as visitors come to see species such as turtles and a large variety of fish, as well as Fiji's birds and plants which are endemic to the islands.

6.25 The sector, however, is disturbing such species due to a lack of adequate environmental planning and management. For example, by cutting back mangroves, which serve as an important habitat and breeding grounds for fish. The red prawn pools, a famous tourist and cultural site on the island of Vatulele have been subjected to habitat disturbance due to visitors (*Watling & Chape 1992*).

6.26 Resorts and hotels have, however also been working since the 1970s on the establishment of coastal-marine conservation sites. The first of these were set up by Beachcomber and Treasure Island in the Nadi Waters area (*Whippy-Morris & Pratt 1999*).

### ***Effects of Climate Change on Fiji***

6.27 *Assessment of Vulnerability and Adaptation to Climate Change and Sea Level Rise in Fiji: National Statement* (Feresi J and L Limalevu) draft 10/9/99 uses a range of results from two climate models to predict changes. The report rightly emphasises the continuing uncertainty in all climate modelling, and this is reflected in wide ranges between 'high' and 'mid range' estimates. With this caveat, the results suggest the following possible changes by 2100 (with roughly linear trends between now and then - i.e. about a quarter of the change could happen by 2025 and half by 2050):

- overall temperature rise of up to 3.6 degrees

- either increases or decreases of precipitation of up to 22% (depending on how climate change moves the South Pacific Convergence Zone - the two climate models diverge on this point)
- increases in extreme weather events including cyclones, floods and droughts;
- sea level rise of up to 94cm.

6.28 Feresi J and L Limalevu (1999) include an integrated assessment of effects. Ones particularly relevant to tourism include:

- bleaching of coral, coastal erosion and inundation, sedimentation of shoreline and coral reefs, all of which could spoil the coastal environments which are Fiji's main tourist 'drawcard';
- increased vulnerability to flooding and storm damage of tourism facilities, especially those on or near shorelines;
- more frequent disruption to tourist travel and restrictions on enjoyment due to extreme weather events;
- increased health risks to tourists from (e.g. contamination of water, increased risk of dengue outbreaks and water-borne diseases);
- greater competition and conflict over access to natural resources (eg clean water, fishing, land suitable for food growing, forest land) as non-tourism demands (e.g. food for a growing population) increase at the same time as change erodes the resource base (e.g. by inundating and salinisation of cropland).

### ***Valuation of Ecosystems***

6.29 Monetary valuation of ecosystem services and other environmental services is contentious (*see McNally and Shahwahid 2002*). The main source of information for the valuation of Fiji's resources (*Sisto 1997*) emphasises a range of problems and limitations with valuations and states that its estimates are 'very conservative' - the numbers arrived at must be regarded as lower bounds of values that might be much higher, and a large number of important environmental benefits are not given values at all because of lack of data or reliable methodology.

6.30 With these caveats the report arrives at total figure of F\$973M (at 1994 prices) for the total value of Fiji's ecosystem services. This excludes an estimate of F\$24,253M for the value of climate regulation of Fiji's sea area. The sea area climate regulation figure is so large in comparison to all the other numbers for the simple reason that Fiji's sea area is so large relative to its land area, as Fiji consists of small islands spread over a very large expanse of sea.

6.31 F\$973M at 1994 prices would be worth over F\$1 billion at 2003 prices. In other words the value of ecosystem services to Fiji already exceeds the value of the 'billion dollar tourist industry' aspired to, even on very conservative figures for environmental benefits and the optimistic assumption that all the billion dollars of income from tourism would be of benefit to Fiji. Of particular interest to tourism the paper estimates the recreational benefits from coral reefs, lagoons and beaches is F\$336M.

6.32 In considering a SEA of the Tourist industry, the key is perhaps not just in the valuation itself but in the influence that new or changing tourism development can and will have on these values. Values of the coral reef are dependent on tourism numbers and their related 'spend'. However further use and insensitive expansion of the tourism industry without sufficient controls to limit or stop all damage to the reef, will clearly deter use, and thus the value to the economy and the people of Fiji will fall.

6.33 This discussion underlines that economic development that significantly undermines these benefits is likely to be a very bad deal for Fiji in the longer run, however commercially lucrative it may appear in the short term. This is the key point that should be kept in mind in any discussion of the pros and cons of tourism development.

### **Conclusion: Environmental Impacts of Tourism Development**

#### ***Aggregated Impacts***

6.34 There is evidence at the aggregate level that economic development is damaging environmental carrying capacities. Tourism is not solely responsible, but tourism related development is intensive in many of the most serious pressures: damage to coastal ecosystems (especially coral reefs and mangroves), consumption of fresh water, aggregates, high quality (low, flat, stable, fertile) land and production of non-biodegradable solid waste.

#### ***Individual Impacts***

6.35 There is evidence from some specific locations that tourism related development is a major contributor to breaches or near breaches of carrying capacity limits. Studies have focused on the Coral Coast of Viti Levu because it has the largest concentration of tourism related impacts. This is not necessarily typical of other islands or the less developed parts of Viti Levu. However, such evidence as is available suggests that smaller ecosystems may be even more vulnerable to change.

6.36 Fiji's environment still looks beautiful and for the most part healthy and unspoilt. But the research reviewed for this report suggests that margins of environmental resilience and security - that is, the environment's reserves of ability to absorb change - have already been breached in some places, are generally dangerously thin, and will be further eroded and potentially be breached if subject to more pressures.

6.37 Many of the studies we have consulted emphasise the need for further work to fill gaps and complete the picture. But this is not an excuse for inaction. There is no reason to assume that these studies, carried out using a range of techniques by a number of highly qualified and experienced independent scientists, tend to overstate rather than understate the problems and risks. Indeed, because of the gaps in the coverage, it is more likely that there are further serious problems that have not yet been identified because the relevant

research has not been done. This again highlights the utmost need for a careful and precautionary approach to be taken in the encouragement and planning of further tourism development in Fiji.

## **Socio-economic Trends and Pressures**

### ***Background: Tourism in Fiji***

6.38 Tourism is often viewed as an engine of economic growth that can generate considerable amounts of foreign exchange for the host countries. As a result many poorer countries are putting emphasis on the promotion and development of this industry for future economic prospects. This is particularly the case in small island nations which tend to have very few significant export industries and the natural and cultural environment that tourists seek. However, the economic impacts of tourism, particularly certain types of tourism are far from clear cut and many of the negative consequences are understated.

6.39 Tourism is a critical pillar of the Fijian economy. Since 1989 it has generated more foreign earning than any other sector. In 2001 it led to gross receipts of F\$521.1, compared to F\$319.9 for the second largest earner - garments. It is a large employer of people, providing employment directly and indirectly for 40,000 people in 1999.

6.40 Visitor arrivals had been increasingly steadily since 1996 until the political unrest of 2000 causing a considerable drop in numbers. Visitor arrivals in 2002 were 397,859 a 14.3% increase from the previous year. Projections are that visitor numbers will increase considerably in 2003, surpassing the highest number in a year [409,955] recorded in 1999 before the coup.

6.41 Current expectations are that Fiji's tourism sector will grow. How much and how fast depends on many factors, both internal and external. Australia and New Zealand have so far been Fiji's major markets accounting for over 47% of the market in 2001. However, markets further afield such as the US and Europe are also significant. The vast majority of visitors (80%) come to Fiji for their holidays.

### ***The Spread of Tourist Activities***

6.42 The distribution of tourist expenditure is shown in Table 3. The bulk of tourist activities and expenditure (84%) is concentrated in the Southern and Western side of Viti Levu and its islands. Fiji's other large island, Vanua Levu, accounts for only 3.6 % of total expenditure. Clearly, the economic benefits from tourism are unevenly spread. Also, many of the poorest areas of Fiji are those with the least tourist expenditure. This uneven distribution of benefits will be further reinforced under the TDP that aims to concentrate future tourist development in the same regions.

6.43 In order to spread benefits more evenly across Fiji greater emphasis needs to be placed on carefully developing those areas which need the economic

benefits most. However, it is not only the tourist dollar that by-passes these areas but it may also result in fewer public services becoming available. As is seen in places like Natadola developers are requiring the Government to improve the basic infrastructure before they move in. This diverts public money to upgrade public services away from where it is required most.

**TABLE 3: Estimated Total Overseas Visitor Expenditure by Area of Stay**

Zone/ Area of stay	Visitors	Ratio of total expenditure (%)
North and Eastern Viti Levu	5,220	1.5
Lautoka (cruising)	7,656	2.7
Nadi Area	104,753	30.1
Mamanuca/Yasawa	83,534	24.0
Coral Coast	99,184	28.5
Deuba	8,700	2.5
Suva	23,665	6.8
Vanua Levu	2,436	0.7
Outer Islands	9,396	2.7
Unknown	1,740	0.5
<b>Total</b>	<b>348,014</b>	<b>100%</b>

Ministry of Tourism, (2001): *Fiji International Visitor Survey Summary Report, Suva, Fiji Islands*

### ***Leakage of Economic Benefits***

6.44 Leakage is the loss of tourist expenditure as a result of goods and services being brought in from outside the area. These may be the import of foods and other hotel requirements, outside managerial expertise, repatriation of profits by owners, overseas marketing costs, transport and other services from the tourist source country. According to the UNEP 'about 80% of travellers' expenditures on all-inclusive package tours leak out of the country. Most of the money goes to airlines, hotels and other international companies and not to the local areas where the tourist facilities are located' (<http://www.uneptie.org/pc/tourism/sust-tourism/economic.htm>).

6.45 Another study on tourism leakage found that '70% of all money spent by tourists ends up leaving Thailand (via foreign-owned tour operators, airlines, hotels, imported drinks and food etc). Estimates for other countries range from 80% in the Caribbean to 40% in India' (<http://www.uneptie.org/pc/tourism/sust-tourism/economic.htm>). A 1990 study looking at the economic impacts of tourism in Fiji found that the total import leakage at direct, indirect and induced levels of impact amounts to over 60 % (TCSP 1990).

6.46 Although the authors have hesitation in using data 12 years old, the various coefficients derived from the study will not change much so long as there are no structural changes to the economy or make-up of the tourist

industry. Since 1990 the changes have been minimal so the findings can still be used as a useful guide. However, the economic impact analysis needs updated.

6.47 In terms of where the money is being spent the recent Fiji visitors' survey (2001) showed that accommodation (board and lodgings) accounted for 70.2% of all tourist expenditure. Of the accommodation 89% of visitors use hotels. These are most likely to have all-inclusive packages providing everything the visitor needs leaving fewer opportunities for local businesses to prosper.

6.48 Total tourist expenditure on accommodation has continued to increase throughout the 1990s despite efforts to develop "secondary tourist activities" as outlined in the 1989 tourist development plan. Such activities were promoted to encourage local participation in the tourism sector and increase the visitor's length of stay.

6.49 The large hotel chains are particularly prone to leakages. This is because they tend to supply common standards across all their hotels. In countries with small domestic markets that may not supply or meet international standards for particular goods the hotels will import equipment, food and drink and other goods. Therefore much of the tourist expenditure ends up abroad. There are also prone to "export leakages" which result when the overseas investors repatriate profits. This is most likely when it is an international hotel chain.

6.50 A survey of the Jamaican tourist industry was carried out by The Organisation of American States comparing all-inclusive holidays with other types of accommodation. The study concluded that all-inclusive developments import more and employ fewer people per dollar generated (<http://www.oas.org/>).

6.51 Certain types of accommodation are less prone to leakage. In Samoa, for example, where smaller-scale community based tourism dominates there is a near complete reliance on local goods and services. Although hotel operators are entitled to duty relief on imported goods only one hotel has taken advantage of this.

6.52 Ecotourism allows more benefits to be captured locally. As a result of the Eco tourism programme established in Fiji in 2000 by the end of 2002 750 people were directly employed in such ventures. This type of tourism has closer links to the local economy not only by using local entrepreneurs but also through indirect employment. An estimated 1040 have been indirectly employed.

### ***The Social Impacts***

6.53 On the positive side tourism creates employment and Government revenues which can be reinvested into public services. The considerable improvements in the basic facilities in villages along the Coral Coast are testimony to this. On the negative side there has been social stress caused by conflicts between tourist developers and local communities.

## ***Land Conflicts***

6.54 Land issues are a central part of Fijian life. Native lands, owned by communities can be leased but not sold to foreign investors. Uncertainties surrounding the renewal of leases are a cause for concern to tenants. Even with the security of tenure purportedly being provided for under the terms of the lease, people leasing native land are still insecure in so far as their occupation and use of these lands are concerned. The increasing number of illegal take over of these lands, including tourist resorts by the native landowners is testimony of this fact (*The Fiji Times*, 9/9/1992; *Lea*, 1996; *The Fiji Times*, 12/7/2000 and *The Fiji Times*, 4/10/2000). Some of the conflicts are discussed in Case Study 1.

6.55 Such conflicts tend to be as a result of one of the following factors (*comms Viliame Koyamaibole; Patterson 2002*)

- 1) Terms of lease are not clear to both parties (landowners and investors).
- 2) Landowners are not permitted to be stakeholders in the new development.
- 3) Whole landowner clans are mis-informed by the investors.
- 4) The investors try to speed-up the process by informing certain landowners leaving the remainder in the dark.
- 5) Both parties (landowners and investors) do not involve or formally inform Government agencies or ministries that deal with tourism.
- 6) Decisions are made about the use of land by persons unauthorised to do so.
- 7) Return and benefits from agreed use of land are not received by all who are entitled to receive them.
- 8) Leases do not provide avenues for landowners to seek review and fair remuneration within the lease period.
- 9) Disputes between custom chiefs, which have implications for the management and use of land.

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### **Case Study 1: Land Conflicts in Fiji**

#### **Case 1: Tavarua**

The dispute at Tavarua which has been on-going for a little more than a decade now, although has somewhat subsided, involves matters over fishing rights. The Island of Tavarua is owned by the chiefly clan of Cuvu village.

A tourism lease exists over the island and the main attraction and activity at Tavarua is surfing over its surrounding waters. All waters over the high water mark in the country are owned by the Government but the usufruct (in this case, fishing rights) rests with the indigenous Fijian people. Fishing rights in waters surrounding Tavarua Island are jointly owned by villagers of Solevu in Malolo and Nabila on Viti Levu.

The respective fishing right holders have consistently complained to the authorities that the use of their fishing grounds for recreational purposes scares away the fish and they ought to be compensated. The two authorities involved in this matter are the Government as owner of the sea/water and the Native Land Commission, the agency responsible for the determination of fishing rights. Past Governments have tried but failed to resolve this issue.

### **Case 2: Vulani Tourism Project**

The multi million dollar Vulani tourism project has been put on hold as a result of a court injunction instituted by the NLTB and Fijian landowners of Sabeto Vulani, an island a few kilometers from Nadi Airport was granted a tourism lease by the Lands Department as it is State land. The people of Sabeto have claimed that although it is State land, legal processes are underway to have the land reverted to them. They are of the view that the Lands Department should not have granted the tourism lease in the first place.

### **Case 3: Turtle Island**

This case featured prominently in the news immediately after the military Coup of May 19, 2000; Turtle Island is situated on freehold property.

Villagers of Naisisili, Yasawa, forcefully took control of the destination and locked up the resort owner for five days, used the resort boat to transport people from one island to another and used farm animals to cart goods from one point to another (*The Fiji Times*, 12/7/2000, p. 1). The villagers had a long-standing claim of ownership over the island. They believed that the land was originally theirs but because of some deal made many years ago, they lost it unfairly. The people took advantage of the uncertain situation prevailing in the aftermath of the Coup to take action.

There was a Court case over the incident and the wrong doers received jail sentences ranging from three to eighteen months.

### **Case 4 Lako Mai Resort case in the Mamanuca**

In this instance, landowners have been directed by the NLTB to take over the running of the resort because, among other things, the owners had not paid their land rent since 1998 (*The Fiji Times*, 31/12/2002, p.1). Other breaches include:

1. Failure to produce audited accounts since the operation began.
2. Failure to comply with other conditions of the lease, for example, providing training to landowners and giving landowners employment in jobs they are capable of doing.
3. Failure to comply with health and safety requirements.

As a responsible time-share partner, Lako Mai Resort should have abided by the conditions of the lease. The NLTB should have consistently persisted in having the company abide by the terms of the lease rather than having to take the action in December 2002 when, for example, rent has not been paid since 1998.

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6.56 These case studies highlight that the current system of leasing native land can be confusing to the parties involved, can be non-inclusive and there may be an asymmetry of information between the negotiating parties. The fact that the bulk of future tourism developments must take place on native lands implies that efforts need to be in place to ensure such conflicts do not take place. Under the TDP TDAs are proposed to resolve rights in advance. However, TDAs basically view traditional owners interests as an obstruction to be bought out in advance, rather than actively involving resource owners in the development process. This is likely to cause more tensions.

### ***Other Socio-cultural Problems***

6.57 A Background paper prepared for the Fiji National Workshop on Integrated Coastal Management (*Sustainable Coastal Resources Management for Fiji, Batiri Thaman*) identifies other negative social impacts along the Coral Coast. As it states " The level of crime along the Coral Coast has increased over recent

years, especially in the areas between Maleveu Village and the Korotogo area. As a result of increasing crime a police post was built in Korotogo".

6.58 The paper also identified other social changes along the Coral Coast "including changes in cultural attitudes, reliance on hotel employment rather than pursuing education, and new diseases. In Cuvu tikina the increase in the number of villagers employed at the hotel has led to a change in diet as a result of people buying food from the store as compared to the past where food was obtained from the ocean and forests."

6.59 If tourism is allowed to develop unchecked it can cause profound social and cultural changes. A push for large-scale tourism development, as proposed under the TDP could be the catalyst to such negative changes. Lessons must be learnt from other countries, which have gone down this path (see Case Studies 2 and 3).

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### **Case Study 2: Borocay Island, Philippines: The Erosion of Local Benefits**

This case study demonstrates how local benefits from tourism can be eroded by the uncontrolled expansion of the industry. Tourism initially had a beneficial effect on the local population stemming out migration, creating jobs and so forth. However as the area became increasingly popular things began to change.

"In 1986, when tourism was already a major activity, the island's population was about 3000, but this was increased to about 9000 by 1996 as a result of people coming into the region. The local population was outnumbered, two to one, and were largely displaced from their traditional occupations of farming and fishing. During the same period, tourist arrivals increased from 27,000 to 150,000. By 1996, 18 operators owned 30% of the accommodation registered at the Department of Tourism, and only six of them were Borocaynons. In the last few years, approximately a quarter of the island has been bought by outside corporations. Non-locals now own the largest units with the best facilities, which tend to have good business throughout the year. This is also indicative of the ownership of other assets such as restaurants, boats, karaokes and boutiques".

"The majority of foreign tourists to the island are now Asians, particularly Koreans who tend to travel in groups, stay only for short periods and demand high standards of amenities. This has resulted in custom shifting from the smaller to the larger resorts, with many small businesses only attracting guests in the peak season when larger facilities are fully booked. Disparities in resource ownership have become stark, and many small resort owners struggle to survive or have joined those who had never owned land to become a part of the service sector. As new tourism demand is concentrated in larger hotels which demand higher educational standards than smaller resorts, skilled staff continue to be recruited from outside the island. A tourist skills training scheme, part of the earlier development plan for Borocay, has not been implemented. The spin-off benefits of tourism in terms of infrastructure and environment have been minimal. The utility needs of large new projects are enormous and have brought to a head the island's chronic problems of sanitation and water supply."

Extracts from Shah K and Gupta, V (2000): *Tourism, the poor and other stakeholders* Overseas Development Institute, London ISBN 0 85003 459 0

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### **Case Study 3: Bali: Growing Social Problems**

'In the 'tourism triangle' of Kuta-Denpasar-Sanur . . . major resorts such as the 2500 room complex at Nusa Dua are built with large investment inputs, generally require imported technology, materials and foreign-trained staff, occupy areas of valuable farmland and consume vast amounts of water. Gains to the local community from employment generated by the industry are limited, particularly compared with losses - displacement can arise as a major issue when access to farmland and irrigation water is reduced, and the ability to earn a living from a shrinking natural resource base is limited. The Island has also witnessed a gradual erosion of cultural values around these resorts'.

'A number of studies report that water availability for local communities is reduced by diversion to the tourism industry, especially for luxury resorts. This has now become an important environmental issue in Southeast Asia. In Serangan, near Bali, the development plans include a luxury cruise terminal, a marina, gold resort and numerous other tourist facilities and environmentalists predict water shortages on the island. Although the developers promise to recycle waste water to maintain the golf course and other grounds, the project will still require 5,000-7,000 cubic metres of water daily . . . equivalent to the domestic daily consumption requirements of a population of around a quarter of a million . . . building golf courses in Indonesia is one of the most blatant transfers of land and water resources from the poor to the rich'.

A survey that analysed the attitude of villagers towards tourism in different regions of Bali demonstrates that villages located near luxury and mass tourism complexes were less enthusiastic about the advantages of tourism than those who had been less exposed to the impacts of mass tourism.

Extracts from Shah K and Gupta, V (2000): *Tourism, the poor and other stakeholders* Overseas Development Institute, London ISBN 0 85003 459 0

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6.60 What is clear from these case studies and others contained in the Shah and Gupta (2000) report is that the simple assumption that the large-scale growth of tourism will necessarily be good for the host country is not true. The evidence indicates to the contrary, that mass tourism can have significant negative social impacts on local communities. Nicholson (1997) found that this type of intervention does not tend to alleviate poverty, but is likely to be exploitative and leave the poor worse off in economic terms.

6.61 McElroy and Albuquerque (1998) developed a Tourism Penetration Index to assess the environmental and socio-economic impacts of tourism on countries. According to the Index Fiji was a low to medium impact destination. A later study by McElroy (2003) recommended "that the key challenge facing intermediate destinations [such as Fiji] is controlling growth and the expansion of a facility scale that usually accompanies international visibility within insular socio-economic and environmental limits."

#### **Uncertainties in the Practicability of Strong Growth**

6.62 The TDP advocates "step change". The 'situation analysis' in the Ministry of Tourism's Corporate Plan (*Ministry of Tourism 2003*) highlights forecasts for strong growth in visitor arrivals in East Asia and the Pacific until 2020. The 'headline' statement is that 'As compared to 1995 figures, East Asia and the Pacific can expect a 500% increase in visitor arrivals by 2020.' The situation

analysis also states that 'more people will travel long distances to obtain the experiences they want'.

6.63 Forecasts are always uncertain. The potential danger of relying too much on a single forecast of this kind is acknowledged in the TDP itself (Ministry of Tourism 1998): 'The 1973 Tourism Development Programme . . . failed to anticipate developments in aircraft technology which enabled trans-Pacific carriers to overfly Fiji. The history of tourism planning in Fiji suggests that it is easy to be over-optimistic, to put ideas and visitor projections down on paper, but much more difficult to realise them . . . it is probably fair to say there has been more misguided investment in Fiji than in any other similar destination'.

6.64 Given this history and warning we suggest it would be prudent to consider carefully whether the 'headline' assumption of growth potential just quoted might be vulnerable to changes. There are possible short term and long term risks which need to be accounted for:

### ***Short Term Risks***

6.65 The dramatic reductions in transatlantic travel after the US terrorist attacks, in tourist travel to Indonesia after the Bali bomb, and to South Asia because of Severe Acute Respiratory Syndrome (SARS) show how vulnerable tourism can be. Fiji's own experience after the unrest of 2000 underlines the message. Crises like these can easily have knock-on effects on both general confidence and willingness to travel, and on the ability of airlines to sustain services. Such events have forced some airlines into bankruptcy and many others to seek state handouts to survive (e.g. United Airlines).

6.66 These events could happen anywhere at any time, for either domestic or international reasons. Even if arrivals bounce back afterwards, damage will be done, and tourism businesses operating at the margins of commercial viability may not recover. For tourists coming to Fiji for the sun, sea and sand it only takes a small hint of possible inconvenience or uncertainty to make them choose not to go there, because they only had weak and marginal motivations to choose it in the first place.

6.67 This has a paradoxical message for Fiji. The more successful Fiji's tourism industry (and supporting public agencies) become in competing for visitors - that is, attracting visitors who do not have any overriding reason to come to Fiji rather than alternative holiday destinations - the more vulnerable the industry becomes to any disturbance or uncertainty. And the more dependent any local economy is on tourism income, the more vulnerable that area will be to any disturbance.

6.68 Geopolitical uncertainty will also affect people's ability and willingness to spend money on luxuries. For example, the current economic downturn has greatly reduced the value of many pensions invested on stock markets, especially in the UK. This is likely to influence peoples' retirement age and therefore the opportunity to travel overseas.

### ***Longer Term Trends***

6.69 World events since 2001 have brought into question the assumption made that henceforth, liberal democracy and free trade would advance steadily and incrementally across the whole world. It would now seem more prudent to plan for the possibility that - as has happened many times before in history - international trade and freedom of movement may decrease as a result of shifting political events.

6.70 As already mentioned, Fiji has ratified the Framework Convention on Climate Change. So have many of its major potential tourism markets. Air travel has very large climate change impacts. A return flight from Los Angeles to Fiji (about 9,000 km each way) emits more than (1.2 times) an individual's entire annual entitlement of carbon dioxide, even in favourable circumstances direct 'great circle' route, 95% full Boeing 747 (www.chooseclimate.com. 2001). There are several different climate calculators available on the Web; they vary in detail, but produce results comparable in scale.)

6.71 Demand management for air travel may become an integral part of international climate change reduction policies. Long haul holiday flying would be an obvious target for reduction efforts.

6.72 Such risks will make potential investors seek to structure deals in ways that reduce their exposure to risk (e.g. by expecting government to provide or underwrite infrastructure provision and/or increase their rate of return if the development is commercially successful. The first puts risk on the Fiji Government (and thus ultimately the people of Fiji) of sinking substantial money in infrastructure and other support. The second means that even if and when development is successful, little of the benefit will be left for Fiji. In other words, the more uncertain the world becomes, the more likely that the concessions needed to make tourism a good deal for external investors will make it a poor deal for Fiji.

### **Conclusions and Issues:**

6.73 Tourism in Fiji is growing rapidly. With other sectors in the Fijian economy, particularly the large sugar industry ailing, there is a greater reliance on tourism to prop up the Fijian economy. The TDP calls for "step change" and incentives to attract external investment in large-scale tourist resorts. However, greater dependence on one sector and one type of visitor who is likely to have the weakest motivation to visit the Islands in the face of growing risks and uncertainties puts Fiji in a highly vulnerable situation.

6.74 The kind of tourism needed to meet the TDP's step change aspirations is the kind that will generally bring less benefits to Fiji than other types of tourism, with larger, less tangible social and environmental costs. A number of countries have followed this route and the local populations are now paying the costs. Lessons can and should be learnt.

6.75 The fast expansion envisioned under the plan is likely to meet difficulties and be problematic. A critical issue is tourist development on native lands and the potential for conflict. The TDP treats traditional owners interests as an obstacle to surmount. Such an approach is unlikely to put a stop to future conflicts.

## 7 Assessing the Impact of the Tourism Development Plan

7.1 Drawing on the information from the previous chapter it is possible to assess the likely social and environmental impacts of the TDP and compare them against the sustainability objectives. This allows us to determine whether or not the plan is sustainable.

7.2 First, in Table 4 the likely impacts of the TDP under a scenario of "step change" or accelerated growth as advocated in the TDP in isolation of any mitigation measures is examined (including those specified in the plan).

**Table 4: Assessing the Impact of "Step Change" without any Mitigation Measures**

Objective	Score	Comments
<b><i>1 Maintain and enhance Fiji's environmental quality</i></b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	--	Further development (concentrated in areas already developed) will tend to increase pressure on these ecosystems, especially reefs and mangroves.
1.2 Maintain and where possible increase populations of species under threat;	--	Further development will tend to increase disturbance of these species and their habitats.
1.3 Protect archaeological, historical and cultural assets;	-	Higher visitor pressures will hasten erosion.
1.4 Protect sites of geological interest.	-	Higher visitor pressures will hasten erosion.
<b><i>2 Keep Fiji beautiful</i></b>		
2.1 Maintain tranquil unspoilt areas;	0/-	Concentration of development in already-developed areas will generally protect currently tranquil areas, though proposals for more secondary attractions may encroach.
2.2 Avoid visual, aesthetic, noise pollution;	-	Development likely to add to intrusion (although damage will be limited because it will be concentrated in areas already developed).
2.3 Minimise traffic and congestion;	-	Development will generate more visitor traffic, concentrated on corridors (especially Nadi-Suva) which already has relatively high traffic.
2.4 Avoid overdevelopment;	-	Concentration of development in already-developed areas risks overheating them.
2.5 Sensitive, high quality, distinctive design;	?	Unclear whether developers will see this as necessary for attractiveness, or an unnecessary extra cost.
2.6 Unobtrusive infrastructure;	-	Emphasis on high capacity infrastructure likely to cause damage (e.g. Natadola road).
2.7 Avoid litter, dumping.	-	More development will generate more waste. Currently much of this will be littered and/or

		dumped.
<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	-	Large scale resort development is highly thirsty; for example through golf courses
3.2 Prevent soil loss / erosion / sedimentation through eg agriculture, dredging;	-?	Possible effects through river sand dredging or bad land management during construction.
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	--	Nutrients from concentration of development; threat to reefs.
3.4 Minimise solid waste for disposal;	-	Waste will increase.
3.5 Minimise climate change impacts.	--	Long haul flying is highly fuel intense.
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	--	Investors likely to require fast and high returns to make tourism investment worthwhile; large scale resorts have higher leakage
4.2 Increase resilience and stability of the Fijian economy;	--	Will further increase dependence on tourism (already the largest foreign exchange earner).
4.3 Reduce poverty and give benefits to the less well off;	0	Some job opportunities for less skilled people - but in areas where the most opportunities already exist.
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	-	Benefits concentrated in areas which already benefit from tourism.
4.5 Maintain local people's access to environmental resources;	0/-	Risk of volume and intensity of activity displacing local uses. Though contained in certain areas.
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	0	Concentration of tourism and money likely to worsen; erosion of traditional norms already noted.
<b>5 Make decisions in ways that reconcile different needs and demands</b>		
5.1 Manage resources in a coordinated way;	-	Fast growth would entail tourism being given priority over other resource uses.
5.2 Resolve any competition for resources between different activities fairly and accountably;	-	
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	-	Fast growth would require a relatively crude 'buying out' approach to resource rights in certain areas. This is the antithesis of the continuing partnership implied by the objective.
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	-	The rest of this table indicates that the rate of opening up of development opportunities required would be incompatible with an evidence based approach.

Score (from best to worst): ++, +, 0, -, -- with ? meaning unsure and ~ meaning complex effects.

7.3 Table 4 reveals a major conflict. The kinds of large scale, high investment tourism development advocated in the TDP, and the decision-making processes and financial packages needed to secure it, would undermine many of the sustainable development objectives. This is further illustrated in the Table 5.

7.4 Table 5 compares the SEA objectives against the current policy position, as well as the policies under the TDP relevant to achievement of the objective - whether positively or negatively (The numbers refer to paragraphs in the TDP). There is also a column outlining the conditions under which tourism development would support the SEA objectives. A more detailed appraisal of the different TDP policies can be found in Appendix 5.

7.5 The key messages which can be drawn from Table 5 are:

1. It is not hard to identify conditions under which tourism development can be compatible with all the appraisal objectives. As will be examined in the next chapter good practice on many of them has already been developed and demonstrated at the individual development level in Fiji;
2. However, many of them require strong and thoroughly enforced policy and/or regulation at the national level, for one or more of the following reasons:
  - to ensure that all relevant players meet common standards (without 'free riders');
  - to define consistent standards, methods and processes;
  - to allocate responsibilities, rights and resources fairly between different communities and parts of Fiji;
  - to build and share expertise and capacity;
  - to provide common infrastructure;
  - to coordinate and reconcile tourism's requirements with those of other economic and social sectors.
3. There are many impressive documents and statements of government policy which would go a long way towards achieving this (albeit with gaps that need to be filled.) But very little of this policy or regulation is actually operative. For example the SDB could provide a large amount of what is needed, notably an effective and consistently implemented EIA process and a national resource management plan. But six years after an earlier version of the Bill was first published, it has still not been enacted.

7.6 The TDP is a case in point. Many of its detailed policies would be highly valuable in achieving sustainability objectives. But few seem to be applied.

**Table 5 Comparing SEA Objectives with Current Policy Positions and the TDP**

Objective	Conditions for tourism development to support objective	Current policy position	Relevant TDP policies (scored +/?/- for effect on objective)
<i>1 Maintain and enhance Fiji's environmental quality</i>			
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests	Systematic appraisal of current states and pressures on any fragile ecosystems potentially affected by tourism development; mechanism for setting and enforcing constraints and conditions on development to ensure development is within carrying capacities.	No universal mechanism. Some individual developments voluntarily take initiatives to protect the environment, but this is piecemeal and dependent on individuals' commitment and ability to pay. SDB's provisions for resource inventory, designated areas and EIA/SEA could (depending on implementation detail) achieve this.	+7.7 require EIA +8.2 coastal zone protection and integrated management +8.6 system of designated protected areas +8.8 user fees (etc) to pay for better environmental management +13.5 marine awareness workshops
1.2 Maintain and where possible increase populations of species under threat	Systematic appraisal of current states and pressures of species at risk and possible contribution of tourism to either pressures or conservation measures; mechanism for securing contributions (practical or money) from tourism to safeguarding these populations.	Biodiversity strategy provides a base of knowledge about threatened species and habitats (though it emphasises that knowledge is incomplete). Some tourism businesses are careful to protect species under threat and support conservation initiatives, but this is piecemeal and dependent on individuals' commitment and ability to pay while competitors do not. SDB's provisions, especially for designated areas and a trust fund, could (depending on implementation detail) achieve this.	

1.3 Protect archaeological, historical and cultural assets	Systematic inventory of important assets and their significant attributes/qualities, statutory obligation on owners to manage them to conserve these attributes/qualities and provide reasonable public access; an agency with adequate funding, skills and statutory powers to monitor and enforce these,	This was the intended role of the National Trust, but papers suggest that vicious circle of poor performance and inadequate government funding prevented this.	+7.7 require EIA +8.6 system of designated protected areas ?8.7 more development of cultural heritage and tourism +8.8 user fees (etc) to pay for better environmental management
1.4 Protect sites of geological interest			
<b>2 Keep Fiji beautiful</b>			
2.1 Maintain tranquil unspoilt areas	Land use planning system to designate tranquil areas and prevent disturbing development in them.	No current complete land use plan. Planning controls would be triggered by application to develop in currently undeveloped areas, but because there is no stated principle of tranquillity this would not necessarily be taken into account. Complete land use plan promised by 2010.	+7.1 selective / small scale development only in 'type B' and 'type C' areas ? 7.1 'encourage range of activities in the terrestrial hinterland' ie currently tranquil areas. +8.6 system of designated protected areas
2.2 Avoid visual, aesthetic, noise pollution	Design code and design appraisal process (involving qualified architects, landscape professionals and planners) integral to consenting process, and with teeth - bad designs not allowed to be built. Noise standards applied to all development and associated infrastructure.	Planning process could require design appraisal but no systematic, entrenched process.	+7.7 detailed development guidelines including design
2.3 Minimise traffic and congestion	Demand management measures to constrain total traffic within road capacity.	No policy on traffic numbers.	?7.7 'adequate utilities and services'
2.4 Avoid overdevelopment	Limits on concentration of development (taking into account design quality).	There are density standards in the planning system: not clear they would have desired effect.	+7.1 calls for revised density standards
2.5 Sensitive, high quality, distinctive design	Design code and design appraisal process (involving qualified architects, landscape professionals and planners) integral to consenting process, and with teeth - bad designs not allowed to be built.	Planning process could require design appraisal but no systematic, entrenched process.	+7.7 detailed development guidelines including design

2.6 Unobtrusive infrastructure	Requirements for services to be underground, roads fitting contours.	No general rules at present	+7.7 detailed development guidelines partly cover
2.7 Avoid litter, dumping	Effective anti-litter and anti-dumping rules applied at all tourism sites; clean-ups when necessary.	Sporadic anti-litter initiatives.	?+7.7 detailed development guidelines could cover
<b>3 Develop within environmental resource carrying capacities</b>			
3.1 Maintain fresh water resources	Requirement for developments to avoid abstracting water beyond locally sustainable limits (taking account of other current and future uses in the catchment) - if necessary building or contributing to additional collection or storage. (Also need existing developments to move toward this standard.)	No current general rule or requirement for new developments, or mechanism for requiring or giving incentives for existing ones.	?+7.7 detailed development guidelines could cover
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging	Requirement for developments to avoid destabilising soil or beaches in construction or use (including indirect effects of displacing crops or sourcing aggregates)	No current general rule or requirement for new developments, or incentives for reversing past damage.	?+7.7 detailed development guidelines could cover. +8.2 integrated coastal zone management.
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems	Requirement for new developments to achieve zero nutrient release to watercourses or sea, and for existing developments to be retrofitted to achieve this.	No current general rule or requirement for new developments, or mechanism for requiring or giving incentives for existing ones, though some operators have taken enlightened approach voluntarily.	?+7.7 detailed development guidelines could cover. +8.2 integrated coastal zone management.
3.4 Minimise solid waste for disposal	Industry should compost or digest all biodegradable wastes, minimise use of materials and packaging which cannot in practice be reused or recycled, and maximise recovery of materials.	No national policy on waste minimisation, reuse, recycling and composting. New sanitary landfill being built on Viti Levu. Waste collection standards vary. Only a little tokenistic recycling.	?8.2 integrated coastal zone management refers, but without clear recommendations.
3.5 Minimise climate change impacts	Need to reduce 'climate change intensity' of tourism, especially by reducing air travel impacts in proportion to tourism benefits.	Fiji has signed international conventions, but little practical action.	+7.7 good guidance about energy efficiency in developments.
<b>4 Improve the quality of life</b>			

<i>of Fijians</i>			
4.1 Maximise retention of benefits within Fiji	Development with highest possible local ownership, investment, sourcing of goods and services within Fiji.	Grant and loan schemes favour larger, more capital intensive investments likely to be foreign financed.	-7.2,12: support for (by implication largely foreign) investment; +7.7 encourage use of local craft skills +8.7 support for ecotourism +11 support for smaller enterprises
4.2 Increase resilience and stability of the Fijian economy	Diverse tourism markets; maximising visitors with specific reasons to come to Fiji; avoiding overdependence on generic sun, sea and sand market; spread tourism nationally; minimising investment risk to Fiji if development fails.	National policy of fast expansion will increase Fiji's reliance on tourism (already high proportion of foreign exchange) and will rely on the kind of investment-intensive, concentrated, generic development which is most risky.	- 'step change' philosophy -7.2,12: support for (by implication largely foreign) investment; +8.7 support for ecotourism +11 support for smaller enterprises
4.3 Reduce poverty and give benefits to the less well off	Standards to ensure that poorer local people have full and effective engagement in decisions; employment opportunities for local people at all skill levels are maximised; that infrastructure and services provided for tourism benefit rather than exclude local people on lower incomes.	Traditional land and fishing rights should ensure that local people can reject development if not satisfied it will provide sufficient benefits. However, not clear this always takes adequate account of needs of the poor or marginalised groups. Establishment of Resource Owners Association and increase in consultatives / joint management approaches are improving the situation.	?7.2 TDAs aim to resolve rights in advance - depending on details this could either safeguard or exclude rights of poor.
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas)	Develop sustainable tourism in other areas; mechanism (e.g. trust fund) to redistribute monies from environmental user fees. Commission compensatory projects in areas with less benefit from tourism.	No current mechanism. Proposals in SDB.	+8.8 mechanisms to collect and allocate funding for environmental management +9.8 more user charges
4.5 Maintain local people's access to environmental resources	Standards to ensure that tourism developments never exclude local people from subsistence activities (e.g. fishing, farming) or displace them without providing full substitutes.	Traditional land and fishing rights should ensure that local people can reject development if not satisfied it will provide sufficient benefits. However confusion over lease agreement has created conflicts.	?7.2 TDAs aim to resolve rights in advance - depending on details this could either safeguard or exclude rights of poor. +8.2 integrated coastal management to recognise traditional uses.

		Establishment of Resource Owners Association and increase in joint management approaches are improving the situation.	
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings	Volume of tourism and tourist development limited to levels that do not undermine local communities.	No explicit 'social carrying capacity' assessment.	+7.1 Zoning seeks to restrain development in sensitive areas. ?7.2 Tourism Development Areas risk over-concentrating visitor presence in areas where traditional ways of life already under threat. +7.7 Social impact assessment
<b>5 Make decisions in ways that reconcile different needs and demands</b>			
5.1 Manage resources in a co-ordinated way	Tourism development guided by a national process of assessing and allocating resources; Integrated Coastal Management.	No current process. SDB proposes National Resource Management Plan. Programme of work on Integrated Coastal Management.	No specific reference. EIA at level of individual projects (+7.7) could - if done well enough - partially address this. +8.2 integrated coastal management to recognise traditional uses.
5.2 Resolve any competition for resources between different activities fairly and accountably	Thorough consultative process in which all traditional and commercial interests / users are represented to resolve resource conflicts <i>before</i> any project commitment is made.	Consultation of traditional owners provides a basis, but needs to ensure that all interests fairly reflected. Some voluntary consultative processes are helping, but without statutory backing.	- 7.2: TDA idea sees traditional owner interests as a potential obstruction to be bought out in advance rather than actively involved in development.
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers	Active engagement of local communities in cooperative management of resources, not only as employees or agents of developers	Some good examples of partnerships - but not entrenched or given much support by current formal structure of lease negotiations.	- 7.2: TDA idea sees traditional owner interests as a potential obstruction to be bought out in advance rather than actively involved in development.
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based	All relevant social and environmental impact information 'on the table' and open to comment before decision process in which all stakeholders have a say.	Decision and permitting processes generally opaque; evidence base varies.	+7.7: supports social and environmental impact assessments.

Score (from best to worst): ++, +, 0, -, -- with ? meaning unsure and ~ meaning complex effects.

## 8 Sustainable Options for Dealing with Key Issues

8.1 In this chapter we look at the key issues that have come out of the assessment and put forward suggestions to address them. Case studies, mainly from Fiji, of good practices on particular issues are put forward to act as examples to follow.

### **Issue1: Fiji must give greater priority to managing its resources sustainably:**

The state of the environment and the abundance of natural resources are vital for the sustenance and growth of any country. For small island nations such as Fiji, which are highly vulnerable to environmental threats, this is especially the case. However, the existing institutional arrangements are not adequate to ensure sustainable development. It is therefore of utmost importance that greater prominence be given to environmental issues within Fiji.

8.2 Much of the policy, legislation and regulation needed already exists on paper. In particular the SDB which focuses on EIA, codes of environmental practice, natural resource management and the establishment of a National Council for Sustainable Development. The Bill now needs to be passed in Parliament.

8.3 However, it is clear from numerous previous reports that Fiji has a serious 'implementation gap'. There are many impressive statements of policy and intent but they do not reflect what is actually happening. Therefore as well as relying on national legislation there needs to be greater appreciation and adoption of local-level initiatives. Two examples, currently taking place within Fiji, are the Fiji Locally Managed Marine Area Network (FLMMA) (Appendix 6) and Integrated Coastal Management (Case Study 4).

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### **Case Study 4 – Integrated Coastal Management in Fiji**

In many coastal areas people are not benefiting from development and resources are continuing to be degraded. This is due to the current approach to managing coastal and marine resources in Fiji. Current practice combines sectoral government policies and local level initiatives. Although this approach is in some cases achieving significant results it is not seen as sufficient. The absence of cross-sectoral planning often leads to conflict among coastal resources uses. A programme of work supported by the Packard foundation and carried out by the University of the South Pacific is looking at the viability of Integrated Coastal Management (ICM) in Fiji.

"ICM is a continuous and dynamic process that combines government and the community, sciences and management; sectoral and public interest in preparing and implementing an integrated management plan for the protection and development of coastal ecosystems and resources."

It was felt that although there are multiple small- scale coastal management success stories in Fiji (such as FLMMA) mechanisms to sustain and expand these approaches are insufficient due to lack of a cohesive policy framework at either the national, district or local level. In the first stage of the programme a meeting was held to look at joint planning and the implementation of appropriate resource management schemes along the Coral Coast, combining input from national government, local communities, NGOs and the private sector. The project is currently looking for further funding to take the findings from the first workshop forward.

## **Issue 2: Fjii must develop tourism within its environmental carrying capacity**

The assessment indicates that many environmental pressures are near, and possibly over, levels at which - if action is not taken soon - then irreversible damage could result. The "step change" called for under the TDP will result in large-scale development and unless, carefully managed, will tip the balance.

8.4 There are already many examples of good practice on particular issues. General guidelines for more sustainable tourism developments exist (see Appendix 7). Although the guidelines are specifically for reducing impacts of small-scale resorts they could be applied to larger ones. Specific guidelines for larger resorts may be produced in the near future. Some hotels have introduced their own schemes; for example nutrient capture by artificial wetlands at the Shangri-la Fijian Resort (Case Study 5).

8.5 It is clear that considerable expansion could be environmentally sustainable. This does not require any novel ideas, only thorough and consistent application of the best methods already being practised by some parts of the industry.

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### **Case Study 5: Nutrient Capture at the Shangri-La Fijian**

In response to growing environmental problems the Shangri-La Fijian resort working with Coral Gardens Initiative of the Foundation for the Peoples of the South Pacific established a biological treatment plant. The plant treats about 1/3 of the total sewage effluent from this very large resort complex accommodating up to 1,500 visitors and 900 staff. This removes about 75% of the nitrate and 50% of the phosphate from this effluent - i.e. reducing the total quantity of nitrate released to the sea by about 25% and phosphate by about 17%.

Further study is needed to establish whether all the nutrients are being removed by the weed, or whether some is being taken up by algae on the rocks, and if so, what the longer term removal rate would be. The main nitrate scavenging plant is water hyacinth. This is growing so fast that the ponds have to be cleared weekly to prevent clogging.

Despite support from both the resort management (who put up the F\$30,000) and the local Fijian community (who dug the ponds by hand for free) implementation had been difficult and fraught with problems. However, all parties are now sufficiently impressed with the results that the resort management has committed a further F\$300,000 to extend the approach to all the effluent, and pay for technical improvements.

The capital cost of the complete system is around F\$220 per visitor space - a very small sum in relation to potential turnover, and a bargain compared to the potential loss of business if the reef died (although possibly significant in relation to actual profit margins).

Fish were also added to the ponds to kill pathogens and control mosquitoes, which they now do effectively. There are potential opportunities for further 'closed loop' resource management options, including the use of the water hyacinth and other plants as animal feed, co-composting with other organic materials and larger scale fish farming. Many of these could solve multiple environmental problems and produce economic benefits simultaneously.

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### **Issue 3: Fiji needs to develop tourism at a pace and scale that equates more with the resources it possesses and the constraints and risks that exist**

To develop tourism as set out in the TDP requires large amounts of investment finance, technical know-how and the ability of areas to absorb large numbers of people and use large quantities of natural resources. We have already discussed the issue of environmental carrying capacity. Issues such as a lack of investment finance, a lack of capacity, access to customary land remain persistent and pervasive. Add to this the fact that efforts towards "mass tourism" will expose Fiji to greater external risks implies the need for the careful development of tourism within Fiji.

8.6 Fiji is more suited to a smaller-scale, slower pace of development. This would be more aligned to the resources it possesses as well as allowing Fiji to utilise its comparative advantage - the stunning environment and strong community structure without eroding the distinctiveness of what Fiji has to offer. Such an approach will reap greater rewards for more Fijians far into the future.

8.7 Lessons can and should be learnt from the tourist development in other Pacific Island Countries. The example of Samoa is interesting. In the early 1990s, efforts were made to develop large-scale tourism. The past 10 years has shows that tourist development has taken place at a slower pace more in line with the resources and constraints that exist.

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### **Case Study 6: Community Tourism: An example of Samoa**

In Samoa, like Fiji, 81 percent of the land is traditionally owned with the rest in private or government ownership. However, unlike Fiji 95 % of the tourist industry is locally owned and the locals are working closely with the authorities to lay down the rules for government investment. Non Government Organisations such as the Indigenous Conservation Organisation play a critical role and help ensure that local priorities are reflected in Governments' National Tourism Plans. Clearly, a critical part of tourism development in Samoa is the ongoing dialogue between the different stakeholders in tourism.

This has resulted in low-key, locally managed development. The tourism industry is dominated by small-scale beach fale (houses) owned and operated by local people, who are trained by the Samoa Visitors Bureau. Such houses are inexpensive and make a positive contribution to rural development.

Such developments are not in line to the aspirations of the earlier Samoa Tourism Development Plan 1992-2001 which set out a blueprint for large-scale growth of the industry, outlining investments and actions required. A review of the Plan highlights a number of points that are relevant to the aspirations of the Fiji National Tourism Plan:

*"The development process has essentially been supply led but not entirely of the form envisaged in the TDP. Small, modest establishments in Apia and elsewhere have been more in evidence than the high quality beach resorts advocated in the plan. This would appear in large part to reflect what the local economy and society can provide in terms of finance available land and entrepreneurial skills." . . .*

*"Lack of investment finance, identified as the crux of the problem in the TDP's initial analysis, remains a crucial issue. Other constraints identified in the plan, such as access to customary land, remain persistent and pervasive. These points are widely recognised and are being addressed but the results of these activities have yet to bear fruit..." SPTO (1998)*

In Samoa tourism is now one of the countries' main revenue earners and is one of the fastest growing markets in the South Pacific. According to the Samoa Tourist Development Plan (2003) expected growth in tourism will be 5-10 % annually, growing from 86,688 in 2000 to 118,000-157,000 by 2006. This growth is based on a product of small-scale developments working closely with the local communities within the constraints of the environment.

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#### **Issue 4: Fiji needs to spread the socio-economic benefits of tourism and reduce leakage**

Tourism needs to develop so that the economic benefits it generates stay within the country and are more evenly spread across it - particularly to the poorest parts of the Islands. Such a pattern of tourist development is more aligned to small-scale community based "ecotourism", run or jointly owned by local populations. This type of tourism is more reliant on local expertise as well as products.

8.8 At present in Fiji there seems to be some confusion of what actually constitutes "ecotourism". It is therefore vital that before ecotourism projects are supported there is clear guidance on what it is and what is expected from potential eco-tourist lodges. In some areas tourist operators have worked together and have agreed to implement and be bound to codes of conduct (see Appendix 8). The Nacula Tikina Tourism Association covers the Nacula district in the Northern Yasawas. One of the lodges established is Oarsman's Bay (see Case Study 7).

8.9 As a national priority any development activities should spread economic benefits to all parts of the country and target those areas most in need. Tourism in Fiji is very concentrated. The TDP will concentrate the industry even further. Efforts are needed to promote pro-poor tourism. One project proposed by Dive Fiji to spread the tourism dollar is Liveaboard operations. Liveaboards are small cruise boats specifically designed to carry divers from one dive site to another. The idea is to train communities in non-tourist areas of Fiji to take ownership of the boat while a dive company is contracted to run the diving operations. A partnership agreement is established with the hope of bringing benefits to both parties.

8.10 A more ambitious programme has been undertaken in St. Lucia to promote pro-poor tourism. This is briefly described in Case Study 8.

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### **Case Study 7: Ecotourism: Oarsman's Bay Lodge, Yasawas**

Located on the South-Western tip of Nacula Island in the Yasawa Group, this resort was initiated by the Tui Drola, paramount chief of the island, to provide a permanent source of income for his people. He sought the assistance of Richard Evanson the owner of Turtle Island Resort, regarding the development of a resort. Evanson agreed to put up the money for this lodge and another. The resort has 6 double bures, 3 family units and the main centre (office/reception, restaurant and kitchen). Two more family units will be built. Estimated cost of the project is \$0.5 million. The resort is mid-market and has been built on unleased land.

From development to operation, the management of the resort has totally been in the hands of Evanson/Fairley. There is a board which is chaired by Evanson. Members include, amongst others, Tui Drola and Andrew Fairley (a Melbourne lawyer who is responsible for the marketing of Turtle Island Resort). Tui Drola is the Managing Director. No cash is transacted on the island as all payments are either by credit cards or vouchers.

Funding was provided by Evanson as an interest free loan. Payment varies according to monthly performance. All of Tui Drola's families are involved in the resort. Resort ownership is 30%, Tui Drola and 70%, Mataqali (clan). All the money made is fairly distributed amongst this group.

Success of the resort has been due to a number of factors: the stunning setting of the lodge, unique funding arrangements, involvement of the community in the resort, the hands on approach and the realisation of benefits (re employment and increased income) by the villagers.

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### **Case Study 8: An Example from St Lucia: Pro Poor Tourism**

A programme of work was developed and funded by the European commission (EC) and the Government of St Lucia (GOSL) to promote pro-poor tourist development. This was undertaken because it was clear that the poor were receiving few benefits from the tourist industry. The programme had two aims: 1) to improve the distribution of benefits from the existing tourism sector; and 2) establish heritage tourism as a viable and sustainable component of St Lucia's tourism product.

The emphasis of the programme was on enhancing the impact of tourism on communities. The programme worked simultaneously in five areas: policy, product development, public awareness, capacity building and niche marketing.

This programme is in its second year and some conclusions can already be drawn. Most importantly it has generated a new perception of tourism within the country and the need to transform the tourist product. It has also illustrated the link between the social institutions on one hand and the capacity to stimulate economic growth on the other. Communities better understand and want a stake in tourism development with projects based on using their traditional skills. It was also found that branding and marketing is central to the success of the programme.

The programme emphasises that national level initiatives towards pro poor tourism need to be guided by a clear vision and objectives such as environmental sustainability, social cohesion and cultural integrity. This vision must be backed up by strong commitment from the national government, particularly in policy formation and establishing institutional structures. Another conclusion emphasises that pro-poor tourism requires an established tourism industry and associated infrastructure, which more easily provides the conditions to develop initiatives to alleviate poverty.

Renard, Y (2001), 'Pro poor tourism: a case study of the St Lucia Heritage Tourism Programme', *PPT Working Paper No. 7*, CRT, IIED, ODI.

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## **Issue 5: There needs to be an improved, bottom-up process for processing tourism development on native lands**

The current system of tourist development on native land involves a range of government bodies, resource owners and developers. This makes it confusing to all parties involved. As highlighted, misunderstanding about the leases can cause tensions between communities and tourist operators as well as amongst communities. Moreover, such processes often lack the appropriate participation of all stakeholders who may not be adequately informed. There is an urgent need for decisions pertaining to tourist development to take place in a more transparent and participatory manner. For the industry to prosper now and into the future resource owners have to play a crucial role.

8.11 A critical issue for the future of tourism development in Fiji is the leasing of native land. As stated throughout this report, if tourism wants to develop in Fiji most of it will need to do so on native lands with the backing of resource owners. They, in turn want a greater say on how development proceeds on their land and the returns they receive. Lease agreements between the developer and the landowners need to be more than bargaining between two parties about what economic benefits the communities should receive. Closer, working relationships between the two groups, now and into the future, are needed to actively involve communities in development and ensure no conflicts will arise. A good example of where these groups have worked well together is Rivers Fiji (see Case Study 9).

8.12 The resource owners must play a more active role; both during lease negotiations and on the strategic direction of tourism within Fiji. Currently we have a situation where the direction of tourism is decided independently of the people upon whose land it is hoped to develop on.

8.13 Communities must be properly informed of potential impacts on their land, now and into the future. The actual decision-making process needs to be made more participatory to ensure that all decisions between developers and owners are widely supported and understood. To this end when the developers outline their plans to the community there needs to be input and consultation from independent advisors, for example groups in the FLMMA network or WWF. This will ensure that decisions made are based on the best available information.

8.14 The Ministry of Tourism needs to play a more active role in the process. A dedicated staff member should be created who can act as a conduit between the two groups and ensure tourist development is aligned with the Ministry's vision. This person would be able to help the developer work through any issue pertaining to land issues. The NLTB must work closely with the Ministry of Tourism.

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## **Case Study 9: Rivers Fiji - Working with Local Communities**

This venture started in 1997 and operates adventure tours to the rural highlands and coastal areas of Navua. Village involved are: Nabukelevu, Naboutini and Nakavika. The project was established in the Upper Navua Conservation Area (UNCA) which is a 17 kilometre conservation corridor. The company involved was able to convince landowners and NLTB not to allow the area to be logged and was granted a 50-year lease. This is the first such lease for conservation in Fiji. In return for the lease, landowners and NLTB receive lease monies, user fees, employment and income from other activities. The business is founded on a comprehensive and reinforcing partnership between the American shareholders of the company, landowners, and guests to protect the environment.

### **Landowners**

The company believes that co-operation with local communities will make its “programs” successful. The following practices have therefore been incorporated into its daily operations:

- guiding priority given to those who live within the project area;
- direct payment of lease monies and part of guest fees to each Mataqali and village after each trip;
- assistance for village fundraising; and
- provision of best training for employees including 3-month guide school, swiftwater rescue, first-aid.

Several mechanisms are also in place to allow landowners to ‘participate in the long term sustainability of the company’:

- the mataqali are responsible for approving lease/operational management plan for UNCA, employee hiring process using traditional selection systems;
- mounting of river trips for children as a means of gaining long term support for UNCA;
- regular meetings with mataqali to discuss project benefits, UNCA management, etc;
- mounting awareness campaigns and international events; and
- appointment of a liaison officer who participates in meetings on UNCA and its operations.

Meetings with local communities are held in the highest regard and feedbacks are incorporated into the decisions of the company. Indeed, the company has implemented several strategies incorporating the feedback from community meetings. All decisions with cultural and environmental implications are brought to the guides and Mataqali for input before implementation. The result of all these efforts is that the overall response from the community is very positive.

Guides also share “leave no trace” and minimum impact techniques with guests to help protect the environment. Guests also get briefed on culture and tradition – protocol re dress and behaviour, kava ceremonies, etc. Guests are also advised not to give to individual families and rather make educational and monetary contributions to the community as a whole.

Success factors include extensive consultations with landowners before and during the project. Consultations are treated seriously and incorporated into business strategies. A deliberate policy action was taken by the company to ensure benefits of the project are maximised to landowners. There is also high quality guide training and involvement in operations of the business as well as high motivation of guests to observe environmental practices on tours.

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## **Issue 6: There are a lack of user fees to pay for sustainable tourism**

Greater attention needs to be given to the use of economic instruments and (dis)incentives to pay for sustainable tourism. Countries around the world have introduced various economic instruments to capture some of the value of their biodiversity and ensure those who receive it pay for it. Fiji is missing a

real opportunity to receive revenue from visitors for its biodiversity which can be used to help ensure its long term survival.

8.15 In 2001 an economic valuation of the terrestrial and marine resources of Samoa was carried out (*Shahwahid and McNally 2001*). This identified where the user fees could be introduced so that Samoa could capture some of the value of its natural resources that it was entitled to. This has helped with the establishment of an environmental fund.

8.16 The user fees can take many different forms. A Pacific Island country that has successfully introduced diver fees is the Island Republic of Palau. Here divers pay weekly user fee of US\$15 to the local authorities. 50% of the collected fee is used to ensure the protection and preservation of the area, while the other 50 % is used to compensate the local population due to resource restrictions. The dive fees amount to an average of US\$40 000 per annum which has helped bring environmental and social improvements to the area. Diver fees were also introduced in the Bonaire Marine Park in the Dutch Antilles (see Appendix 9)

8.17 Fees can also be levied indirectly on the users of biodiversity amenities and earmarked for conservation purposes: for example on fishing or diving equipment. They can also be levied on tourists arriving or departing the country. Such a tax was successfully introduced in the Cook Islands (see Case Study 10). It has also been proposed for Fiji.

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### **Case Study 10: Environmental Protection Fund (EPF) in the Cook Islands**

In 1994 the Government of the Cook Islands set up the Environmental Protection Fund (EPF). The fund is made up of the proceeds from part of the country's departure tax (in 2000 it was NZ\$5 of a total departure tax of NZ\$25). It was felt that most tourists visited the country to experience its beautiful environment and would not object to paying this additional amount. The funds are earmarked specifically for the conservation and protection of the country's natural environment - more specifically the protection of the reef and foreshore, soil conservation and the protection from pollution to land, sea and air. In 1999 the fund captured approximately NZ\$225,000.

An Environmental Fund Committee was established to oversee the fund and to assess and evaluate grant proposals. This fund initially had problems, stemming from the fact that the monies were collected and controlled by the treasury and there was little transparency with regards to the use of the fund. The committee collapsed principally as a result of the lack of clear leadership and the fact that it did not have clear control over the fund.

With pressure from the Environmental Council and environmental NGOs the issue of where the EPF was going came to a head in 1998. This resulted in a dedicated EPF account being established in a local bank controlled by the government's environmental institutions. In 1999 these bodies received NZ\$297, 000 from the EPF. The Environmental Fund Committee has not been re-established; the Environmental Council now approves grant proposals.

It could be argued that the government is still using the monies for general revenue purposes; simply using this money to replace what would have been committed to these bodies anyway. However, spending on environmentally related projects in the Cook Islands has increased as a result of the fund.

The major lessons from establishing the trust fund is the need to stipulate from the outset that the funds be placed into an account earmarked for conservation purposes. The allocation of funds should be made

transparent and be closely monitored, and not used to replace existing expenses on the environment. An independent board of trustees should be established to oversee the fund.

Presently there is no advertisement of the fact that part of the departure fee goes towards protecting the islands environment. Most visitors come to the islands to experience a pristine environment and have paid significant travel expenses to get there. It is likely they will be more willing to pay a tax if they knew it was going to meet environmental objectives.

Tiraa, A (2000): *The Environment Protection Fund: The Cook Islands Experience 1994-1999*, South Pacific Biodiversity Conservation Program, Apia, Samoa

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## 9 Conclusions and Recommendations

### **The main findings of the report are:**

9.1 There are particular areas where tourism developments are causing serious environmental degradation. Here the situation is extremely precarious. Many environmental pressures, for example on coral reefs, are close to levels at which irreversible damage could occur. Further pressures could tip the balance resulting in long term environment damage.

9.2 Tourism is currently providing considerable economic benefits to Fiji. However, these economic benefits are far smaller than what the gross tourist spend figures suggest - some estimates indicate that more than 60% of the money coming in leaks back out of the country. Also, the loss of earnings from other sectors, especially the sugar industry, leaves Fiji's economy highly dependent on the tourism sector.

9.3 While a lot of tourist developers and operators are following good practice, Fiji lacks the frameworks to ensure such practices are adopted across the industry. Much of the policy, legislation and regulation needed to ensure good practice already exist on paper. However, much of the necessary legislation has not been enacted; or has not been implemented or enforced.

9.4 Therefore the "step-change" growth in tourism, advocated under the TDP would tip the balance. This type of development is highly demanding on the natural environment in terms of resource use and the pollution generated. In fact seeking 'step change' in tourism development is likely to cause problems for a number of sustainability objectives; in particular it is likely to lead to growing tensions between tourist developers, landowners and the local communities.

### **Conclusions**

9.5 We urge all concerned to take a *precautionary* approach to future tourism development: that is, to give great weight to safeguarding the benefits and advantages Fiji currently has, and avoiding any action which could undermine them.

**Conclusion 1:** Seeking ‘step change’ in tourism development is likely to cause problems for a number of sustainability objectives. We therefore suggest a different direction for tourism within Fiji.

Accordingly we recommend that the Government should:

1. Set growth objectives and targets for tourism in terms of *benefits to Fiji* rather than *gross volume of traded activity*, and to treat (and evaluate) expansion in tourism activity as a *means* to increase the benefits for Fiji not as an end in itself.
2. Concentrate support for those kinds of tourism that put more into local economies (have lower leakage), have less damaging concentrations of environmental pressure and attract visitors with stronger motivations to come to Fiji. For example,
  - ecotourism
  - community based tourism
  - special interest
  - non-‘packaged’ travellers who are more likely to use and support local transport, markets, lower-capital, locally owned facilities

This requires a diversion of funds and incentives to promote and develop these kinds of tourism.

3. Establish effective ‘bottom up’ planning of tourism at province and tikina level, and only permit tourism developments which are approved through such a process. A prerequisite for this would be through building capacity of local communities to understand the options available to them and the potential benefits and well as disbenefits of tourism, to enable them to make informed and intelligent decisions about the kinds and scale of tourism development they would wish - and not wish - to see. Tourism projects should only go ahead when supported through such a process.
4. Design and successfully implement programmes to substantially reduce economic leakage from resort based tourism. A prerequisite for this would be a rigorous study establishing what the real current position is over economic leakage from different kinds of tourism activities in Fiji.

9.6 These directions may appear inconsistent with the TDP growth objectives. However we suggest they may be more likely to achieve lasting benefits than an emphasis solely on maximising the rate of growth of the tourism economy measured in visitor arrivals or contribution to GNP.

9.7 All the foregoing recommendations tend to point consistently toward a general set of directions for tourism on:

- limiting the scale of tourism to environmental and social carrying capacities;
- use of local produce, skills and investment as much as possible;
- based on identifying what is special and distinctive about Fiji, and reaching people who will have a strong motivation to come to Fiji for it, rather than on competing in a generic ‘sun, sea, sand’ market;

- maintaining Fiji's distinctiveness while maintaining good standards in all aspects of service provision;
- diversifying tourism into interior areas.

9.8 These directions define forms of tourism that may provide more net benefits to Fiji and Fijians than a push for conventional development. This is because:

- They are generally less intensive in infrastructure, and capital therefore reducing the amount of earnings that must be 'clawed back' to pay for investment;
- The kinds of facilities and infrastructure they require are more capable of being produced and managed within Fiji, increasing retention in the economy;
- They have potential for fairer distribution between different locations, and therefore spread benefits more widely among different Fijian communities (i.e. not all concentrated on coral-reef coastlines);
- They have greater potential for combination with traditional ways of life, both contributing to cultural continuity and providing a 'fallback' in case of failure of the tourism industry (another form of resilience);
- They are likely to impose less cost on public infrastructure providers.

9.9 We therefore suggest that these directions should be seen not as a second-best which global uncertainties might induce Fiji to accept reluctantly, but rather as 'no regrets' policies which can yield important benefits anyway, as well as helping safeguard Fiji's tourism future against multiple risks and uncertainties. Moreover they are entirely consistent with a great deal of the detailed actions and objectives of the TDP, although they would imply some changes.

**Conclusion 2:** The full implementation of institutional and regulatory frameworks for environmental assessment and management, including capacity building and enforcement, is a prerequisite for tourism expansion to be sustainable.

Our recommendations in support of this are:

5. The Government of Fiji is recommended to implement and enforce the environmental policy, assessment and management framework which already largely exists 'on paper' in the form of many statements of Government policy and reports endorsed by Government over the years.
6. In particular, the SDB should be enacted as soon as possible, and fully implemented, including the necessary budgets and resource allocations. This will provide much of the machinery required. Passing and then fully implementing this legislation would be the single action that would do most to 'mainstream' sustainable environmental management and signal Fiji's environmental commitment to the rest of the world.
7. Many of the detailed policies and proposals in the TDP (as identified in the detailed appraisal matrices in chapter 7) should also be fully implemented.

8. All tourism developments should be required to meet the minimum impact standards set out above unless a properly specified EIA identifies any 'headroom' for impacts.
9. Government and other stakeholders should support partnerships between tourism developers and local communities to manage environmental resources for common benefit.
10. An Environmental Fund should be established from user fees.

9.10 We suggest a simple rule of thumb: tourism developments should be required not to add to pressures on any of the environmental resources which have been identified as under pressure at national level and in many individual areas.

9.11 Specific technical standards and approaches to the construction and design of tourism resorts and other facilities are therefore needed:

- minimising consumption of energy, water and non-local materials and products, through, for example, design of passive ventilation, solar panels and the collection and reuse of rainwater on-site;
- fully reprocessing wastes (especially sewage, waste water, putrescible wastes) back to a state which causes no environmental pressure - in particular, achieving zero release of nutrients or pathogens to ground water or watercourses;
- not damaging or disrupting natural habitats - notably forest, mangroves, coastlines.

9.12 Impact assessments must guide tourism development. This calls for an ambitious standard of appraisal of projects.

9.13 EIA would have to:

- identify any aspects of the environment potentially significantly affected by the development, including cumulative, indirect and synergistic effects.
- assess the importance of each of these, including which people or social groups are potentially affected, how trends compare with target levels and whether anything could substitute or make up for the environmental damage;
- derive constraints or conditions under which development would be acceptable.

9.14 This assessment goes beyond more conventional EIA practices. The emphasis on cumulative, indirect and synergistic effects would be necessary to ensure that individually acceptable projects do not lead to incremental degradation. This would mean that on occasion, a project would need to be turned down despite being as good as - or perhaps even better than - another project already accepted, because the cumulative result would be to exceed some environmental capacity.

9.15 A system for carrying out assessments is the easy part, and is of very little use unless there is also a fully effective system for enforcing conclusions.

While a lot of developments are following good practice, Fiji lacks the framework to enforce them. Much of the policy, legislation and regulation needed to ensure this exist on paper. In particular, most of the detailed policies in the TDP would further the kinds of tourism which would help promote sustainable tourism. However, much of the necessary legislation has not been enacted; or has not been implemented or applied.

9.16 By following the above guidelines Fiji will be able to develop tourism at a pace and scale more in line with the resources and constraints that exist within the country and whilst bringing long lasting benefits to the country.

## 10 Lessons learnt

### **Usefulness of SEA as a tool**

10.1 The SEA process provided a helpful structure and ‘road map’ for assessing the environmental impacts of the TDP. It justified and made us spend time on several steps which were essential to achieve the objectives of the work. SEA is a generic tool; we hoped and expected it would prove applicable and useful in very different circumstances to where it originated, and this proved to be the case.

### **Adaptation of SEA to South Pacific context**

10.2 The project raised important points about emphasis and application, which should be reflected in future use of SEA in the South Pacific and any guidance produced.

10.3 *Environmental baseline* - collecting and collating the available information about environmental states and pressures was essential to understanding the way tourism is affecting the environment. There turned out to be substantial literature and individuals working in this area who provided us with good insights into environmental states and pressures. This work provided a body of knowledge that enabled clear and robust conclusions to be drawn. The presence of the regional University with an Institute of Applied Science was a great benefit.

- **Lesson 1:** the existence of studies carried out in the region and a large pool of local expertise was crucial in drawing robust conclusions. Universities, NGOs, government agencies and consultancies based in the region are all important sources of information.

10.4 Relevant up to date information was harder to obtain on many key social and economic questions. There was a danger of discounting the weight given to these because of relatively poor information.

- **Lesson 2:** where ‘hard’ information is not available, assessors should make estimates or judgements, based on the best available information (including information from other countries). Important issues should not be discounted because of data availability.

10.5 *Combined environmental, economic and social appraisal* - the option of looking at social and economic issues together with environmental issues proved essential for getting a coherent understanding and formulating practicable recommendations. We were able to formulate an argument that the same approaches to tourism that are necessary for environmental protection would also be beneficial for social and economic objectives that enabled us to get beyond confrontation and suggest a future path which (on the evidence so far) a wide range of interests will support.

- **Lesson 3:** assessments should always consider social and economic aspects as well as environmental.

10.6 *Outcome objectives:* Plans and policies often formulate objectives in input or output terms (especially in the economic sphere). Appraisal objectives will not necessarily be the same as plan or policy objectives, but should be based on "outcomes" in terms of the overall sustainable development aims of ‘improving the quality of life within the carrying capacities of supporting ecosystems’.

- **Lessons 4:** emphasising outcome objectives is essential to formulating the proposed future path.

10.7 *Review of current policies:* SEA guidance assumes that once a strategy or policy is duly adopted, or laws or regulations enacted, that they will be enforced, - i.e. that what is written in official documents generally happens. This is seriously misleading in Fiji which has lots of impressive policy, much of which is not implemented.

- **Lesson 5:** the assessment of current policies must ask both what is ‘officially’ stated (in laws, regulations, Government plans, strategies, policy statements and such like) and what is really happening - and to seek to understand the reasons for discrepancies between the two.

10.8 Assessments must avoid making recommendations for which implementation capacity does not exist.

- **Lesson 6:** the SEA’s recommendations must wherever possible be consciously designed to be within the capacity (including political, cultural, skill, time and money) of the ‘target’ organisation(s) to implement. If recommendations must be made which are beyond current capacities to carry out, ‘second-order’ recommendations should be made for how the necessary capacities could be developed.

10.9 *Relation of activities:* The European Directive presents SEA as an orderly linear stepwise process. On this occasion we actually carried out four different streams of work in parallel:

- collecting and analysing background data;
- formulating ideas (initially intuitions, hunches and speculations about problems and solutions);
- testing the views and reactions of stakeholders;
- drafting project outputs including sections of the final report.

10.10 These often overlapped. For example most stakeholder interviews were a mixture of obtaining factual information, getting a feel for 'where people were coming from' and testing ideas; some material was written for the purpose of discussions with particular stakeholders and then was used in the draft report, and so on. This 'parallel processing' was necessitated by the short timetable for the work. But a certain amount of parallel processing was actually helpful and appropriate.

- **Lesson 7:** we should acknowledge that SEA can work in this way. In fact short, simple interim outputs, eg notes of emerging messages and draft conclusions, are important tools of consultation, negotiation and communication, and should be encouraged.

10.11 *Stakeholder engagement:* A highly able and effective group of people representing a range of stakeholder interests and kinds of expertise were identified and partook in the advisory group meetings. Without their active participation and full support any recommendations from the report are unlikely to be taken forward. Therefore, more time than we first envisioned was put aside to liaise and work with key stakeholders.

- **Lesson 8:** stakeholder engagement is pivotal to the success of the SEA. Considerable time and effort needs to go into working closely with this group. It is particularly important to identify and involve opinion leaders and other influential individuals (who are not necessarily people with formal positions of authority.) Local knowledge and contacts are essential for this.

10.12 Two senior figures from the tourism industry did not attend the second advisory group meeting where the main conclusions and recommendations were presented, debated and (by those present) unanimously agreed upon. This opened up a dangerous possibility of a split developing and the industry feeling that the SEA was being done 'to' them rather than 'with and for' them.

10.13 One of the most important and valuable activities we carried out during the project was some 'shuttle diplomacy' with those two individuals and some other potentially sceptical stakeholders who were not in the advisory group - relaying messages back to them and offering and negotiating changes to the emphases and nuances of messages to try to secure 'buy-in' from the widest

range of people. This seems to have been successful in keeping on board potentially dissenting voices. Whether it is fully successful remains to be seen, but the project could certainly not succeed without it.

- **Lesson 9:** 'shuttle diplomacy' - individual discussions with key stakeholders - should be emphasised as an important activity to help keep all necessary interests engaged in the process.

10.14 However we were unable to talk to as many industry players as we hoped. This is a priority for the follow-up activity.

### **Management of the SEA process**

10.15 *Follow-through:* 'In and out' consultants risk failing to achieve 'buy in' and implementation. Fiji has amassed a number of excellent reports which have had a negligible influence because they were not connected to any process of 'follow through' - after the consultant had left, or it is nobody's job to push for implementation.

10.16 It was unfortunate that the project manager is also on a short-term contract and it is not clear how much time WWF has to pick up and implement the recommendations from the report. There is a serious risk that this will falter and the money sunk into the external consultancy will not achieve its full benefit because of a lack of funding for follow up.

- **Lesson 10:** there should always be a 'project champion' who is a permanent member of staff in the local organisation, if at all possible a local person who should have time allocated to following up and ensure implementation of the results. Project proposals and budgets should provide for this as an integral element before any external consultancy is contemplated.

10.17 *Role of outside consultants:* It is important that the role of the consultant is constructive and worthwhile, builds on and extends rather than displaces local knowledge and expertise, and gives local organisations and people ownership and capacity.

10.18 The advisory group ensured that the technical/detailed work was driven by discussions between the various players (government, tourism industry, NGOs including WWF and regional agencies such as ADB). However, the short time-scale meant more of a top down approach was adopted - the consultants producing and then trying to 'sell' a package of recommendations - than was desired. It also meant that the project hardly achieved any transfer of skills or capacity to local people. More of the consultant's time should have been used to support and build the capacity of officers of Fijian agencies to appraise the sustainability implications of the tourism strategy and suggest improvements.

- **Lesson 11:** have lower key, more flexible and interactive input from the external consultants: geared as much as possible to helping the Fijian agencies and stakeholders involved use SEA techniques to find their way to

the most sustainable tourism strategy, over a less compressed timescale. This is also likely to be less costly.

10.19 It was good to work through an NGO as they can often act as an arbiter between groups who have not traditionally seen eye-to-eye.

- **Lesson 12:** NGOs have an important role to play in SEAs as they can bring together parties with quite different viewpoints and help forge common solutions.

10.20 How ADB (and other potential aid agencies) respond to the recommendations of the report will make a big difference to its effectiveness.

- **Lesson 13:** Donor agencies have an important role to play as they should follow assessment recommendations as criteria for funding.

### **Overall lessons**

10.21 Section 2 above argues that several of the features of SEA are extremely important for success in a Pacific context, and also that several further features are necessary to make SEA work effectively in the region.

- ***ADB should consider commissioning guidance on applying SEA in the specific circumstances of the Pacific.***

10.22 The experience of the Fiji tourism pilot could provide a valuable starting point for this, but it would be necessary to test any guidance on a range of plans and countries to test its breadth of applicability. Given the likelihood of the European SEA Directive becoming a de facto world standard, guidance tailored to the region's circumstances and needs could be a useful investment in reducing the risk of inappropriate and unhelpful techniques being applied.

10.23 Section 3 argued that the framework within which an SEA is carried out, and the way agencies such as ADB itself respond to the results, will be crucial for success.

- ***Any guidance on SEA should include firm recommendations about provision for follow-through and for application of results by agencies including ADB.***
- ***Finally, provided the previous lessons are taken on board, ADB should promote SEA as a valuable tool for sustainable policy development in the Asia-Pacific region.***

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## APPENDIX 1: Terms of Reference

### **TERMS OF REFERENCE for Project Team Leader (SEA Specialist)**

#### **Case Study: A Strategic Environmental Assessment (SEA) of Fiji's Tourism Development Plan (TDP) (1998-2005)**

Expected Time Input: 30 Calendar Days

Duty Station: WWF South Pacific Regional Office, Suva, Fiji

#### **Background:**

The Asian Development Bank (ADB), in cooperation with the Government of New Zealand (NZAID), is currently involved in Regional Technical Assistance (RETA) in order to formulate a Pacific Region Environmental Strategy (PRES). As part of this, ADB is supporting the preparation of case studies documenting a wide range of environmental planning and management approaches in order to gain an improved understanding of such practices in the region. Consistent both with achieving the PRES RETA objectives and the programmatic interests of WWF SPP, ADB and WWF SPP have agreed to undertake a case study on Strategic Environmental Assessment (SEA) of Fiji's Tourism Development Plan (1998-2005) (TDP).

The aim of the TDP is to provide a common vision for the development of tourism in Fiji. Current projections for the industry are for it to grow from FJD\$485 million (and more than 25% of GDP) to a FJD\$1 billion by the year 2007. Given that a healthy environment is necessary to attract tourists, the protection of the environment is fundamental to reaching these growth targets. Nevertheless, there has been a lack of a strategic assessment of the impact of tourism development on Fiji's environment.

Strategic Environmental Assessment (SEA) is a critical tool for mainstreaming environment and social considerations into policies and plans. It is therefore critical that a SEA of the tourism sector is performed in order to assess, and make adjustments at the national plan level if necessary, to promote sustainable tourism. The SEA will provide some of this important information to ensure the mainstreaming of the environment into national and sectoral development policy, plans and programs.

To date, only one SEA has been carried out in the South Pacific region and this did not focus on tourism. This case study will not only help promote sustainable tourism Fiji, but other Pacific Islands countries will also derive considerable benefits and insights into the application of SEA in their respective areas, particularly in the aspect of tourism.

#### **General Activities and Outputs:**

The assessment requires the establishment of partnerships with government departments, civil society groups and the tourism industry to provide both a transparent and participatory process for analyzing sustainability issues within the sector. This will help in developing constructive partnerships for addressing specific issues that result from the SEA.

As the Project Coordinating agency, WWF SPP will take overall logistic responsibilities for project implementation, organizing meetings and workshops, housing the project and reporting to ADB. A Project Team (PT) consisting of a Team Leader with field specialization in SEA, a Tourism specialist, and a Socio-Economist will be recruited as the core team for conducting the case study. WWF SPP will provide a member of staff who specializes in Resource Economics to be part of the PT. The PT is expected to perform specific tasks like: compiling of relevant data and information; conducting public meetings and relevant consultations; and writing the SEA reports. Based on their findings, they will put forward a number of recommendations to the Government and to the tourism industry (particularly in reorienting the TDP in 2003 to make it more viable and responsive to the environment), as well as to ADB, on measures needed to ensure sustainable tourism in Fiji Islands.

A Project Coordination Team (PCT) will act as an advisory group and will backstop all relevant tasks to be undertaken by the PT. The PCT will be composed of representatives from the WWF SPP itself, the Tourism Industry, the Ministry of Tourism and Transport, the Ministry of Local Government, Housing and Environment, NGO's, the University of the South Pacific (USP), and the Fiji Visitors Bureau (FVB). The PCT will review the draft report of the case study and present the same to a national workshop for wider stakeholder inputs before submission to ADB.

This activity is to be carried out in March/April 2003, with the final report produced by 15 May 2003.

### **Specific Tasks:**

Generally, the Team Leader/ SEA specialist is responsible for guiding and undertaking the overall implementation of the case study until the presentation of the findings to the Government of Fiji, the Asian Development Bank, and other key stakeholders. He/she will guide the work of the PT members in close consultation with the WWF SPP coordinators, and liaise closely with ADB, and the PCT.

Specific tasks will include the following:

- 1) Convene the core team and together develop a strategy to carry out the SEA of Fiji's TDP. This strategy will be presented and discussed with the members of PCT, who will then provide the approval for its implementation;
- 2) With the help of PCT, identify key stakeholders who will be included and consulted during the consultation process;
- 3) With the help of other PT members:
  - assess the existing policy, legal and institutional set-up affecting the environment and examine the relevant aspects and the likely evolution of the state of the environment without implementation of the TDP;
  - assess the TDP vis-à-vis impacts on biodiversity, energy, pollution, social and cultural dimensions and identify potential secondary, cumulative, significant positive and negative, short and long-term, permanent and temporary effects on the environment;
  - identify alternatives and examine mitigation measures to prevent, reduce, and as much as possible, offset any significant adverse affects on the environment of the TDP; outline reasons for selecting alternatives and different mitigation measures;

- write the final report of the case study to include a description of steps taken, problems encountered, policy measures that need to be undertaken to integrate the recommendations of the SEA into Fiji's TDP and associated development and sectoral plans and policies. He/She must recommend how the ADB's lending and grant-based assistance should facilitate the implementation of SEA recommendations and suggest a monitoring plan;
- 4) present an outline of the case analysis in a regional workshop to be organized by ADB in Nadi, Fiji on the 22 March 2003;
- 5) submit the final draft report of the case study following the attached format by 1 April 2003 and the final report no later than 15 April 2003; and
- 6) perform other tasks that may be deemed necessary by ADB.

**Timeframe:**

The case study will be carried out intermittently over a period of three months. Approximately 30 calendar days of consultant time will be devoted to the case study preparation.

**Qualifications:**

1. An advanced degree in a field relevant to the analysis to be undertaken. Priority will be given to one with advanced academic preparation and experiences in the field of Strategic Environmental Assessment and Tourism Development.
2. Basic working knowledge of the Pacific Island peoples' culture, traditional knowledge and practices, values and belief, etc.; and
3. Ability to work with people of different cultural orientations and background.

**TERMS OF REFERENCE**  
**for**  
**Project Team Member (Tourism Specialist)**

**Case Study: A Strategic Environmental Assessment (SEA) of  
Fiji's Tourism Development Plan (TDP)  
(1998-2005)**

Expected Time Input: 15 Calendar Days

Duty Station: WWF South Pacific Regional Office, Suva, Fiji

**Background:**

The Asian Development Bank (ADB), in cooperation with the Government of New Zealand (NZAID), is currently involved in Regional Technical Assistance (RETA) in order to formulate a Pacific Region Environmental Strategy (PRES). As part of this, ADB is supporting the preparation of case studies documenting a wide range of environmental planning and management approaches in order to gain an improved understanding of such practices in the region. Consistent both with achieving the PRES RETA objectives and the programmatic interests of WWF SPP, ADB and WWF SPP have agreed to undertake a case study on Strategic Environmental Assessment (SEA) of the Fiji's Tourism Development Plan (1998-2005) (TDP).

The aim of the TDP is to provide a common vision for the development of tourism in Fiji. Current projections for the industry are for it to grow from FJD\$485 million (and more than 25% of GDP) to a FJD\$1 billion by the year 2007. Given that a healthy environment is necessary to attract tourists, the protection of the environment is fundamental to reaching these growth targets. Nevertheless, there has been a lack of a strategic assessment of the impact of tourism development on Fiji's environment.

Strategic Environmental Assessment (SEA) is a critical tool for mainstreaming environment and social considerations into policies and plans. It is therefore critical that a SEA of the tourism sector is performed in order to assess, and make adjustments at the national plan level if necessary, to promote sustainable tourism. The SEA will provide some of this important information to ensure the mainstreaming of the environment into national and sectoral development policy, plans and programs.

To date, only one SEA has been carried out in the South Pacific region and this did not focus on tourism. This case study will not only help promote sustainable tourism Fiji, but other Pacific Islands countries will also derive considerable benefits and insights into the application of SEA in their respective areas, particularly in the aspect of tourism.

**General Activities and Outputs:**

The assessment requires the establishment of partnerships with government departments, civil society groups and the tourism industry to provide both a transparent and participatory process for analyzing sustainability issues within the sector. This will help in developing constructive partnerships for addressing specific issues that result from the SEA.

As the Project Coordinating agency, WWF SPP will take overall logistic responsibilities for project implementation, organizing meetings and workshops, housing the project and

reporting to ADB. A Project Team (PT) consisting of a Team Leader with field specialization in SEA, a Tourism specialist, and a Socio-Economist will be recruited as the core team for conducting the case study. WWF SPP will provide a member of staff who specializes in Resource Economics to be part of the PT. The PT is expected to perform specific tasks like: compiling of relevant data and information; conducting public meetings and relevant consultations; and writing the SEA reports. Based on their findings, they will put forward a number of recommendations to the Government and to the tourism industry (particularly in reorienting the TDP in 2003 to make it more viable and responsive to the environment), as well as to ADB, on measures needed to ensure sustainable tourism in Fiji Islands.

A Project Coordination Team (PCT) will act as an advisory group and will backstop all relevant tasks to be undertaken by the PT. The PCT will be composed of representatives from the WWF SPP itself, the Tourism Industry, the Ministry of Tourism and Transport, the Ministry of Local Government, Housing and Environment, NGO's, the University of the South Pacific (USP), and the Fiji Visitors Bureau (FVB). The PCT will review the draft report of the case study and present the same to a national workshop for wider stakeholder inputs before submission to ADB.

This activity is to be carried out from February 2003 to April 2003, with the final report produced by 15 April 2003.

### **Specific Tasks:**

The Tourism Specialist will be responsible for all aspects of the assessments related to tourism. He/She will work closely with the other Project Team members and will be guided by the Team Leader. Together with the other Team members, he/she will also need to liaise closely with WWF, ADB and the PCT.

Specific tasks will include:

- 1) As a member of the Project Team, help carry out the SEA of Fiji's TDP. In particular, assess the likely tourist development scenarios as a result of the TDP and identify key issues [positive and negative] which are likely to shape these trends. Also, help in identifying the socio-cultural and environmental impacts under the different scenarios;
- 2) Examine the Government's regulatory framework and institutional set-up, particularly the strengths and weaknesses of the planning process relative to tourism, and ascertain its impacts on tourism development. Initially assess the likely development of tourism industry in the country without the TDP;
- 3) Identify [if necessary] possible changes needed in existing tourism policies and strategies, as well as their application to ensure maximization of tourism industry potentials, now and into the future; and outline reasons why these changes are needed;
- 4) Review, analyse, and consult with representatives of the tourism industry on opportunities for private sector-driven sustainable resource use investments and management practices (e.g., compliance to ISO 14000, preparation of tourism guidelines, visitors management, etc);

- 5) Write a chapter describing tourism in Fiji and formulate recommendations on policy and planning measures that need to be incorporated into the TDP and associated development and sectoral plans, policies and programs;
- 6) Help in formulating the draft report and final report and other relevant documents relative to the implementation of the case study to be submitted to ADB.
- 7) Assist in presenting the outline of the case analysis in a regional workshop to be organized by ADB in March 2003; and
- 8) Perform other tasks that may be deemed necessary by ADB.

**Timeframe:**

The case study will be carried out intermittently over a period of three months. Approximately 25 calendar days of consultant time will be devoted to the case study preparation, particularly on tourism aspect. The assignment will begin in 17 March 2003 and will be concluded by 15 April 2003.

**Qualifications:**

1. An advanced degree in a field relevant to the analysis to be undertaken. Priority will be given to one with advance academic preparation and experiences in the field of Tourism/Ecotourism Development and Natural Resources Management.
2. Basic working knowledge of the Pacific Island peoples' culture, traditional knowledge and practices, values and belief, etc.; and
3. Ability to work with people of different cultural orientations and background.

**TERMS OF REFERENCE**  
**for**  
**Project Team Member (Socio-Economist)**

**Case Study: A Strategic Environmental Assessment (SEA) of  
Fiji's Tourism Development Plan(TDP)  
(1998-2005)**

Expected Time Input: 20 Calendar Days

Duty Station: WWF South Pacific Regional Office, Suva, Fiji

**Background:**

The Asian Development Bank (ADB), in cooperation with the Government of New Zealand (NZAID), is currently involved in Regional Technical Assistance (RETA) in order to formulate a Pacific Region Environmental Strategy (PRES). As part of this, ADB is supporting the preparation of case studies documenting a wide range of environmental planning and management approaches in order to gain an improved understanding of such practices in the region. Consistent both with achieving the PRES RETA objectives and the programmatic interests of WWF SPP, ADB and WWF SPP have agreed to undertake a case study on Strategic Environmental Assessment (SEA) of Fiji's Tourism Development Plan (1998-2005) (TDP).

The aim of the TDP is to provide a common vision for the development of tourism in Fiji. Current projections for the industry are for it to grow from FJD\$485 million (and more than 25% of GDP) to a FJD\$1 billion by the year 2007. Given that a healthy environment is necessary to attract tourists, the protection of the environment is fundamental to reaching these growth targets. Nevertheless, there has been a lack of a strategic assessment of the impact of tourism development on Fiji's environment.

Strategic Environmental Assessment (SEA) is a critical tool for mainstreaming environment and social considerations into policies and plans. It is therefore critical that a SEA of the tourism sector is performed in order to assess, and make adjustments at the national plan level if necessary, to promote sustainable tourism. The SEA will provide some of this important information to ensure the mainstreaming of the environment into national and sectoral development policy, plans and programs.

To date, only one SEA has been carried out in the South Pacific region and this did not focus on tourism. This case study will not only help promote sustainable tourism Fiji, but other Pacific Islands countries will also derive considerable benefits and insights into the application of SEA in their respective areas, particularly in the aspect of tourism.

**General Activities and Outputs:**

The assessment requires the establishment of partnerships with government departments, civil society groups and the tourism industry to provide both a transparent and participatory process for analyzing sustainability issues within the sector. This will help in developing constructive partnerships for addressing specific issues that result from the SEA.

As the Project Coordinating agency, WWF SPP will take overall logistic responsibilities for project implementation, organizing meetings and workshops, housing the project and reporting to ADB. A Project Team (PT) consisting of a Team Leader with field specialization

in SEA, a Tourism specialist, and a Socio-economist will be recruited as the core team for conducting the case study. WWF SPP will provide a member of staff who specializes in Resource Economics to be part of the PT. The PT is expected to perform specific tasks like: compiling of relevant data and information; conducting public meetings and relevant consultations; and writing the SEA reports. Based on their findings, they will put forward a number of recommendations to the Government and to the tourism industry (particularly in reorienting the TDP in 2003 to make it more viable and responsive to the environment), as well as to ADB, on measures needed to ensure sustainable tourism in Fiji Islands.

A Project Coordination Team (PCT) will act as an advisory group and will backstop all relevant tasks to be undertaken by the PT. The PCT will be composed of representatives from the WWF SPP itself, the Tourism Industry, the Ministry of Tourism and Transport, the Ministry of Local Government, Housing and Environment, NGO's, the University of the South Pacific (USP), and the Fiji Visitors Bureau (FVB). The PCT will review the draft report of the case study and present the same to a national workshop for wider stakeholder inputs before submission to ADB.

This activity is to be carried out from March 2003 to April 2003, with the final report produced by 15 April 2003.

### **Specific Tasks:**

The Socio-Economic Specialist will be responsible for all aspects of the assessments related to socio-economic aspects of tourism and tourism industry in Fiji. He/She will work closely with the other Project Team members and will be guided by the Team Leader. Together with the other Team members, he/she will also need to liaise closely with WWF, ADB and the PCT.

Specific tasks will include:

- 1) As a member of the Project Team, help carry out the SEA of Fiji's TDP, paying particular attention to the socio-economic impact of tourism and tourism industry in Fiji;
- 2) Examine the Government's regulatory framework and institutional set-up and identify socio-economic and cultural factors that drive (or hinder) tourism development in Fiji, and help review current and proposed national development and sectoral plans, policies and programs in relation to the activities (both on-going and proposed) in the TDP;
- 3) Assess the likely social and economic outcomes as a result of tourism development in Fiji – with and without TDP. Also, identify key social and economic issues that are likely to shape the impact of tourism on the environment;
- 4) Identify [if necessary] possible changes needed in economic-related policies and/or institutional arrangements to enable the TDP to promote sustainable development; and outline reasons why these changes are necessary;
- 5) Write a chapter describing relationships between socio-economic-cultural issues and tourism in Fiji and formulate recommendations on policy and planning measures that need to be incorporated into the TDP and associated development and sectoral plans, policies and programs;

- 6) Help in formulating the draft report and final report and other relevant documents relative to the implementation of the case study to be submitted to ADB.
- 7) Assist in presenting the outline of the case analysis in a regional workshop to be organized by ADB in March 2003; and
- 8) Perform other tasks that may be deemed necessary by ADB.

**Timeframe:**

The case study will be carried out intermittently over a period of three months. Approximately 20 calendar days of consultant time will be devoted to the case study preparation, particularly on tourism aspect.

**Qualifications:**

1. An advanced degree in a field relevant to the analysis to be undertaken. Priority will be given to one with advance academic preparation and experiences in the field of Natural Resource Economics, Socio-Economic Assessment, and Cultural and Institutional Assessment, and other related fields like Tourism/Ecotourism Development, and Natural Resources Management.
2. Basic working knowledge of the Pacific Island peoples' culture, traditional knowledge and practices, values and belief, etc.; and
3. Ability to work with people of different cultural orientations and background.



## APPENDIX 2: Memorandum of Understanding between the Ministry of Tourism and the World Wide Fund-South Pacific Programme: mid term review of the Fiji Tourism Development Plan (1998- 2005).

The Asian Development Bank and World Wide Fund SPP in cooperation with the Ministry of Tourism in Fiji, have agreed to undertake a "Strategic Environmental Assessment (SEA) of the Fiji Tourism Development Plan (TDP) (1998-2005)". This Plan provides a common vision for the development of tourism in Fiji. Current projections for the industry are for it to grow from FJD\$485 million (and more than 25% of GDP) to a FJD\$1 billion by the year 2007. Given that a healthy environment is necessary to attract tourists, the protection of the environment is fundamental to reaching these growth targets.

To date, there has been no strategic assessment of the likely impact of tourism development on Fiji's natural and social environment. Strategic Environmental Assessment (SEA) is a tool for mainstreaming environment and social considerations into policies and plans. It is therefore critical that a SEA of the TDP is performed in order to develop sustainable tourism in Fiji.

A mid-term review of Fiji's TDP (1998-2005) is planned to be undertaken this year. *In this regard, The World Wide Fund and the Ministry of Tourism agree that the Strategic Environmental Assessment-SEA will provide the environmental and social elements of the mid-term review and the results of the assessment are integrated into the TDP as well as into other national and sector development policy, plans and programs.*

The assessment will not only help to ensure that more sustainable tourism is promoted in Fiji - bringing greater rewards now and into the future - it will also help other countries in the South Pacific on planning and developing their tourist industries in a sustainable manner.

### **THE STUDY**

The assessment requires the establishment of partnerships with government departments, civil society groups and the tourism industry to provide both a transparent and participatory process for analysing sustainability issues within the sector. This will help in developing constructive partnerships for addressing specific issues that result from the SEA.

As the Project coordinating agency, World Wide Fund WWF SPP will take overall logistic responsibilities for project implementation, organizing meetings and workshops, housing the project and reporting to Asian Development Bank. A Project Team (PT) consisting of a team leader with field specialization in SEA, a tourism specialist, and a socio-economist will be recruited to conduct the case study. This team is expected to perform specific tasks like: compiling of relevant data and information; conducting public meetings and relevant consultations; and writing the SEA reports. Based on their findings, they will put forward a number of recommendations to the Government and to the tourism industry (particularly in reorienting the Fiji Tourism Development Plan (1998-2005) in 2003 to make it more viable and responsive to the environment) as well as to ADB, on measures needed to ensure sustainable tourism in Fiji Islands.

A Project Coordination Team (PCT) will act as an advisory group and will backstop all relevant tasks to be undertaken by the PT. The PCT will be composed of representatives

from the WWF SPP itself, the Tourism Industry, the Ministry of Tourism and Transport, the Ministry of Local Government, Housing and Environment, NGO's, the University of the South Pacific, and the Fiji Visitors' Bureau.

As part of the close collaboration between WWF-SPP and the Ministry of Tourism Mr. Manoa Malani will be part of the Project Team responsible for all aspects of the assessment related to Tourism. Mr. Malani will work closely with the other project team members and will be guided by the Team Leader. Together with the other team members, Mr. Malani will also need to liaise closely with WWF, ADB and the Project Coordinating Team.

Specific tasks will include:

- 1) As a member of the project team, help carry out the Strategic Environmental Assessment of Fiji Tourism Development Plan (1998-2005) (FTDP).
- 2) Examine the Government's regulatory framework and institutional set-up, particularly the strengths and weaknesses of the planning process relative to tourism, and ascertain its impacts on sustainable tourism development. Initially assess the likely development of tourism industry in the country without the TDP(1998-2005);
- 3) Identify [if necessary] possible changes needed in existing tourism policies and strategies, as well as their application to ensure maximization of tourism industry potentials, now and into the future; and outline reasons why these changes are needed;
- 4) Formulate recommendations on policy and planning measures that need to be incorporated into the TDP (1998-2005) and associated development and sectoral plans, policies and programs;

**TIMEFRAME:**

The specific tasks outlined above will be carried out intermittently over 15 calendar days of consultant time, particularly on tourism aspects. The study will take place between March 17<sup>th</sup> and April 22<sup>nd</sup> 2003.

Napolioni Masirewa  
**Permanent Secretary for Tourism,**  
**Ministry of Tourism, Fiji Islands**

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Kesaia Tabunakawai.  
**Acting Representative World Wide Fund South Pacific Region**

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Aporosa Draunibaka.  
**Witness:**

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## **APPENDIX 3: SEA Advisory Group**

**Tevita Kuruvakadua**  
Office of the Auditor General  
Suva.

**Tevita Dawai**  
National Planning Office  
Suva.

**Peter Erbsleben**  
Tourism Consultant.  
Suva.

**Ratu Osea Gavidu**  
President of the Fiji Resource Owners Association  
Suva

**Napolioni Masirewa**  
Permanent Secretary  
Ministry of Tourism  
Suva.

**Bill Gavoka**  
Fiji Visitors Bureau  
Suva.

**Tracy Berno**  
Co-ordinator Tourism Studies  
University of the South Pacific  
Suva.

**Kesaia Tabunakawai**  
WWF Fiji Office  
Suva.

**Olivia Pareti**  
Fiji Hotel Association  
Suva.



## APPENDIX 4:

### 11 Relevant Plans and Programmes

#### Socio-economic policies

##### **Ecotourism strategy**

11.1 In 1995 a taskforce was established to set out a coherent policy and strategy on ecotourism and nature based tourism. This identifies five overarching principles to guide ecotourism:

- **Complementarity:** eco-tourism cannot replace conventional tourism but can supplement it and add new dimensions to visitor experience and spread the benefits of tourism to rural areas;
- **Environmental conservation:** parts of Fiji are so vulnerable to tourism development that tourism in such areas must be banned or restricted;
- **Social co-operation:** the different organisations involved in village based nature tourism should collaborate on a regular basis;
- **Centralised information:** any information pertaining to ecotourism must be collated continually monitored and updated;
- **Strong and effective institutions:** the development of a strong, effective and well supported formal organisation that co-ordinates ecotourism activities within Fiji.

11.2 In 2000 an Ecotourism programme was established in an effort to employ more Fijians directly into small-scale tourist enterprises. Awareness raising, training and grants are offered under the programme.

11.3 Although the programme has had some teething problems it has led to a growing number of people involved in the tourism industry. By the end of 2002 it was estimated that 750 people were directly employed as a result of the programme. The areas that have benefited the most are the Yasawas and Nadroga - both when established tourist destinations. Efforts are underway to target areas off the main tourist routes.

11.4 However, there are concerns that the grants are not being strictly administered so that they promote tourism that is both community-based and responsible towards the environment.

11.5 As well as Government sponsored efforts in parts of Fiji tourist operators have worked together and have agreed to implement and be bound to codes of conduct (see appendix 4). The Nacula Tikina Tourism Association covers the Nacula district in the Northern Yasawas. The code, which covers both environmental and social aspects, aims to promote locally owned responsible tourism in the area. Some of the lodges have been established with the financial

and technical assistance of the owners of the exclusive Turtle Island resort. Their aim is to create 300 jobs in the district.

### ***Strategic Development Plan (SDP) 2003-2005***

11.6 The strapline of this plan is 'Rebuilding Confidence for Stability and Growth for a Peaceful, Prosperous Fiji' and its central preoccupation is to move on from the coup of 2000 and 'forge a unified Fiji . . .'. Its background is the division between indigenous Fijians and Indo-Fijians.

11.7 This raises three particular issues for tourism. First, the coups in 1987 and 2000 caused significant damage to the industry. Both caused short term collapses in visitor numbers and consequent crises for many businesses in or dependent on tourism. Both times, numbers recovered quickly, although they never fully caught up with the rising trends predicted before each coup. Obviously any further unrest could damage Fiji's attractiveness as a holiday destination as well as causing further damage to the general investment climate and confidence of both local and international business in long term planning in Fiji.

11.8 Second, native land and fishing rights are a symbol of the rights of indigenous Fijians. Any pressure to compromise or constrain these rights for the sake of tourism would be extremely politically sensitive. But for as long as development depends entirely on traditional owners' free and voluntary agreements with developers, there can be no guarantee that resources will be made available in locations or ways that would be needed to fulfil any national policy objectives, and the constraint of land availability on tourism development noted in many policy papers is likely to continue.

11.9 Third, the SDP and the more detailed *20-year development plan for the enhancement of participation of indigenous Fijians and Rotumans in the socioeconomic development of Fiji (50/50 by year 2020)* (Government of Fiji, 2000) aims to increase indigenous Fijian involvement in business and enterprise. This implies a need for tourism to develop in ways that provide more business opportunities for indigenous Fijians. A tourism industry that gives more opportunities for relatively small, simple, low-capital businesses in rural areas would help achieve this goal. Accordingly the SDP calls for 'promoting sustainable ecotourism development':

11.10 'Ecotourism is considered the most viable means of spreading the tourist dollar beyond the industry's traditional areas of concentration and of increasing the retention of the tourist dollar. Ecotourism also provides enormous potential for the involvement of indigenous Fijians and Rotumans.' However, the Plan also endorses strong expansion of 'mainstream' tourism including 'up-market accommodation and airline capacity' even though these are by implication not supportive of social and redistributive objectives.

### ***Land use planning system***

11.11 Government of Fiji (2002) states that 'a land use plan is expected to be completed for the whole country by 2010'. Meanwhile there is no Fiji wide spatial strategy to guide development. Plans are only required for large settlements and certain kinds of development (including all large-scale tourist developments) have to be referred to Director of Planning, who can ask for information and set conditions for acceptance. The lack of rural land use plans is a major constraint for the sustainable use and management of natural resources in rural areas.

11.12 The existing system would appear in principle to provide wide enough powers to apply sustainable development conditions to tourism developments. For example, they could require production of independent EIAs. But evidence suggests these powers have not been applied in anything like the way needed to do this.

11.13 A Policy Statement on Rural Land Use was published with endorsement from the Minister of Agriculture, Sugar and Land Resettlement in 2002 (Leslie and Ratukalou, 2002) based on a comprehensive Review of Rural Land Use in Fiji (Leslie and Ratukalou, 2002a). This includes a set of 'policy principles' highly supportive of sustainable development, and 'proposed national policies' covering:

- Increased public awareness that land resources are interdependent and must be managed in a integrated way;
- A regulatory framework for the protection and management of rural land resources.

### **Investment incentives for the Tourism Sector**

11.14 Foreign investors have historically played a major role in the tourism development in Fiji. Tourism is dominated by the private sector, controlled mainly by international hotel chains, such as the Sheraton, Warwick and the Shangri-la. Investors are viewed as pivotal to achieving the objectives laid out in the TDP. To this end a range of incentives and concessions are provided to lure them. These include:

- The Hotels Aid Act that contains provisions offering 55 percent investment allowance. This allows the hotel owner to offset 55 percent of the initial capital expenditure against profits derived over the next five years. In 1999 this Act introduced an additional incentive package - the Short Life Investment Package (SLIP) to encourage construction of up-market hotels and resorts.
- Duty-free shopping and duty concessions on imported materials, machinery and furniture. For materials and furniture, assistance will only be provided if they are not produced locally.

- Accelerated depreciation allowance

11.15 The investment incentives are very much geared to attract outside capital for large-scale resort accommodation. The 1999 amendments to the Hotels Act are a direct response to the TDP's call for step change. Although such incentives were meant to be available for only five years there is pressure for them to be extended.

11.16 There continues to be a lack of incentives for the lower and middle income market segments. This was noted in the recommendations from an investment sub committee meeting to the National Tourism Forum Planning Committee (2001) "Backpacker visitor arrivals are on the rise and because they spend longer, more is spent. Concessions in terms of custom duties and capital cost write-offs are not offered for development of motels, backpacker dwellings and guesthouse because they do not fall under the provisions of the Hotels Aid Act. Government could therefore explore incentivising such investments which will also contribute to the building of additional rooms".

11.17 The report goes on to recommend that further efforts are needed to get resource owners engaged in the tourism industry as well as making the investment climate more attractive to foreign firms through less responsibility and requirements on their part.

#### ***Investor Approval Process: Tourism Leases***

11.18 Land and water ownership is a critical issue within Fiji and has an enormous impact on tourism development. 86% of land is "native land" owned by indigenous Fijians, while the remainder tends to be private or state owned. Sometimes ownership is blurred. Rivers and streams, for example, belong to the state whilst resource owners only have a right of usage through traditional fishing grounds. This has been a source of tension between tourism operators and neighbouring local communities.

11.19 The NLTB is part of the central government that works with the tribal chiefs in managing native lands on behalf of the mataqalis [village groups]. Leases can be arranged for different lengths of time depending on use, but native land cannot be sold. Acting as a trustee for the villagers, the NLTB is also responsible for development. While there are numerous types of leases - commercial, residential and tourism leases are the most common.

11.20 The procedure for a hotel developer wishing to lease land to build a resort varies. The suggested route is for them to register interest with the Fijian Islands Trade and Investment Bureau (FTIB). FTIB then helps the developer identify landowners if the developer has a particular site in mind. The NLTB will negotiate on behalf of the villagers and process the applications for the lease. Signed agreement from 50% of the landowners is needed for the development to go forward as well as permission from the Department of Town and Country Planning and possibly other Government departments. The

Ministry of Tourism has an advisory role reviewing the viability of potential projects.

11.21 This complex system has been a major impediment to tourist development on native land. Tourism operations on government or freehold land face far less difficulties. This has influenced tourist development in the past. For example Pacific Harbour - deemed by many a bad location in terms of climate and distance from the international point of arrival - was developed in part to avoid having to negotiate on native lands. The fact that there is little scope to develop on remaining private land means that if tourism is to prosper in Fiji it has to be with the backing of the native landowners.

11.22 The TDP has tried to address this issue with the establishment of TDAs-where native land leases are bought up so as to clear the area of potential land disputes making it more attractive to investors. However, the fact that the TDP is in its fifth year and none of these areas have been established clearly highlight and difficulties in this approach.

11.23 There is general agreement that Fijian land ownership and customary rights and their future management are central to sustainable development and sound environmental management (Leslie and Ratukalou 2002).

## **Environmental policies**

### ***Fijian environmental legislation***

11.24 Over the past decade Fiji has made some real strides in environmental legislation, through the creation of the Department of the Environment and steps taken towards enacting a SDB.

11.25 For a small country, Fiji has a quite staggering number of Ministries and Departments that deal with the environment. Table 6 briefly describes the role of the different agencies. Environmental responsibilities tend to be left to the different departments. The fact that these agencies often lack the capacity or technical know-how to deal with them means that they are not properly addressed. The Inter-ministerial Environmental Management Committee, established in 1980 to develop a co-ordinated cross sectoral approach to environmental planning and management, has proved to be ineffective and plays only a advisory role.

**Table 6: Summary of agencies dealing with the environment**

<b>Ministry</b>	<b>Agency</b>	<b>Responsibilities</b>
Ministry of Agriculture, Sugar and ALTA	Agriculture department	<ul style="list-style-type: none"> <li>• Expansion of commercial agriculture</li> <li>• Promotion of appropriate forms of agriculture</li> <li>• Land resource planning</li> </ul>
Ministry of Fisheries and Forestry	Fisheries Department	<ul style="list-style-type: none"> <li>• Development of Fisheries in EEZ</li> <li>• Management of fisheries area</li> <li>• Prosecution for illegal practices</li> </ul>

	Forestry Department	<ul style="list-style-type: none"> <li>• Develop forest sector</li> <li>• Promoting sustainable practices</li> <li>• Logging and plantation</li> </ul>
Ministry of Lands, Mineral Resources and Energy	Dept. of Lands and Survey	<ul style="list-style-type: none"> <li>• Administer state owned land and water below high tide mark</li> <li>• Approve projects involving reclamation and dredging of foreshore and foreshore leases</li> </ul>
	Dept. Of Mineral Resources	<ul style="list-style-type: none"> <li>• Regulate exploitation and extraction of mineral resources</li> </ul>
Ministry of Housing, Urban Development and the Environment	Dept. of Town and Country Planning	<ul style="list-style-type: none"> <li>• Accountable for planning of multiple land use and development</li> </ul>
	Dept. of the Environment	<ul style="list-style-type: none"> <li>• Advises other Governments departmentson environment related issues (e.g. EIAs)</li> <li>• Develop environmental policy</li> <li>• Environmental education and awareness</li> </ul>
Ministry of Public Works, Infrastructure and Transport	Public Works Dept.	<ul style="list-style-type: none"> <li>• Advises other Government Departments for works on buildings and engineering construction</li> <li>• Provision of potable water and sewage treatment in major populated areas.</li> <li>• Household and industrial waste disposal</li> </ul>
	Marine Dept.	<ul style="list-style-type: none"> <li>• Implementation of international conventions dealing with the marine environment</li> <li>• Issuing certificates of sea worthiness</li> </ul>
	Ports Authority of Fiji	<ul style="list-style-type: none"> <li>• Provision and maintenance of adequate and efficient port services</li> <li>• Pollution in ports</li> </ul>
	Native Lands Trust Board	<ul style="list-style-type: none"> <li>• Manage and lease native land on behalf of landowners</li> </ul>
Ministry of Fijian Affairs	Fijian Affairs Board	<ul style="list-style-type: none"> <li>• Formulate, implement, co-ordinate and monitor policies aimed at promoting welfare and good Government of indigenous Fijians</li> </ul>
Ministry of Tourism	Dept. of Tourism	<ul style="list-style-type: none"> <li>• Promotion and regulation of the development of the Tourism Industry</li> </ul>
Ministry of National Planning	Central Planning Office	<ul style="list-style-type: none"> <li>• Preparing strategic development plans for Fiji</li> <li>• Budget proposals for different Ministeries</li> </ul>
Ministry of Health		<ul style="list-style-type: none"> <li>• Polluted harbours, air pollution, drinking water quality</li> <li>• Disease vector control</li> </ul>

Adopted from Thaman, B (2002): *A Background Paper prepared for the Fiji National Workshop on Integrated Coastal Management: April 9-11, 2002, USP, Suva, Fiji*

11.26 In 1998 the UN Economic and Social Commission for Asia and the Pacific (UNESCAP) carried out an analysis of the institutions within Fiji. It remarks that "the almost insignificant Government funding of the Department of the Environment clearly shows that the environment still holds a rather minor position in national development priorities".

11.27 This point is elaborated elsewhere. Nicole and McGregor (1999) 'The paper on Fiji clearly illustrates the dilemma that small island countries face in terms of environmental issues. While small countries like Fiji are not facing the same demographic and economic pressures as many parts of the world and hence there is a general overall lack of environmental concern among both the policy makers and the community at large, these small countries cannot be complacent for too long. This is because the traditional modest conservation and sustainable resource utilisation are tending to give way to active exploitation of for cash of land and other natural resources. The general lack of environmental awareness in Fiji in part is explained by the current lack of of an appropriate administrative and institutional framework.'

11.28 The UNESCAP report recognised "the major weakness of the Department of the Environment is the apparent lack of significant influence on the economic planning process." Vital decisions continue to be made in the economic committees, such as the "economic strategy committee" and the "macro economic committee". Neither of these have any systematic means for integrating environmental concerns. If environmental issues are to be integrated into the economic decision-making process there will need to a central Government body dealing with such issues. The National Council for Sustainable Development, which has been proposed under the Sustainable Development Act, would have the role of co-ordinating environmental policy across departments (see next section).

11.29 A critical issue is implementation of legislation. This is acutely lacking. This point is picked up by Nicole and McGregor (1999) 'Fiji's environmental legislation is not very effective. Current laws are old, fragmented and uncoordinated'. They are mostly command and control, and have not been kept up to date to reflect changing needs and circumstances, or been adequately enforced. Nunn (1998) agrees: 'The effectiveness of environmental legislation is hampered by lack of enforcement'

### ***The National Environment Strategy Fiji***

11.30 *The National Environment Strategy Fiji* (Watling and Chape, 1993) included recommendations for a range of detailed policies and commitments. The Sustainable Development Bill [see next section] was subsequently introduced as the means for implementing them.

### ***The Sustainable Development Bill***

11.31 A Sustainable Development Bill was first published in 1997. This was 'found to be too cumbersome and too ambitious in scope and it has never been introduced into the parliament' (Government of Fiji 1999.) A smaller and more limited Bill was produced in 1999 (Government of Fiji 1999). Government of Fiji (2002a) describes it as 'a comprehensive and integrated piece of legislation that focuses on Environmental Impact Assessments, Codes of Environmental Practice, Natural Resource Management and the establishment of a National Council for Sustainable Development to provide effective and coordinated

decision making on sustainable development planning, policies and implementation of programs.’

11.32 Elements that would be particularly valuable for sustainable tourism include:

- A requirement for all development proposals with potentially significant environmental impacts to undergo environmental impact assessment; for the assessment to be taken into account in the decision whether the development should be allowed and any conditions to be imposed; and for failure to meet those conditions to be an offence. If fully enacted and enforced, and provided the EIA methodology required was broad and rigorous enough, this would provide a substantial safeguard against environmentally damaging development;
- A requirement to produce a National Resource Management Plan to ‘determine the carrying capacity of the natural resources of the Fiji Islands and the most appropriate uses for them’. Again provided it was fully researched and its conclusions and their consequences systematically applied to individual development decisions, this could be a powerful tool for ensuring that tourism development took place within carrying capacity limits;
- The establishment of administrative machinery throughout government to ‘mainstream’ environmental awareness and good practice. This includes the National Council for Sustainable Development which would fulfil the role of co-ordinating national environmental policy across departments;
- Establishment of an environmental trust fund to receive various user fees and charges, and to apply them to various environmental management and protection purposes. Though currently framed more narrowly, this could be a valuable vehicle for mediating the creation of ‘shadow projects’ to substitute for loss of environmental resources.

11.33 If the Bill is enacted it will lead to a real strengthening of environmental legislation within Fiji. Amongst other things it will result in better co-ordination between the various Ministries and Agencies and critically the incorporation of environmental considerations by Fiji’s policy makers into their macroeconomic decisions.

11.34 However, the Bill’s most serious shortcoming is that at the time of writing (April 2003) it has still not been passed into law. Several members of this project’s advisory group and a number of civil servants expressed optimism that it would soon be enacted. However, given that 6 years have now elapsed since it was first published, and the general recurrent problems about enacting and implementing environmental and other policies in Fiji, it would be unwise to assume that any of the Bill’s provisions will come into effect before this actually happens.

### ***Regional and International Agreements***

11.35 Fiji is a member of numerous regional and international conventions and treaties that relate to the environment. They are an active member of the South

Pacific Regional Environment Programme (SPREP) and are party to the "Apia Convention (1989)" on the conservation of representative ecosystems and the "SPREP Convention (1989)" to implement effective environmental management procedures. Fiji has also participated in environmental meetings and conferences in the Asia-Pacific region organised by ESCAP.

11.36 Fiji is party to a number of Multilateral Environmental Agreements: most notably the UN Convention on the Law of the Sea's (1982), UN Convention on Biodiversity (1992) and the UN Framework for Climate Change (1992). Fiji's involvement with bilateral and multilateral donors is having a growing influence on environmental planning and management practices as donors require the environmental assessment of many types of potential projects as a pre-condition for funding.

11.37 Most of the agreements place a legal requirement on Fiji to adhere to its articles and put in place the appropriate activities, at the national and international level. However, as with domestic environmental regulation there is a real lack of implementation. One reason it is argued is that the "agreements are not understood by the management-level people in the government or the private sector. Fishers, Loggers, Miners or Public Works employees, for example, will seldom have any understanding of the relation between their actions and Agenda 21 or the Biodiversity Convention" (web link [http://www.unescap.org/drpad/vc/orientation/pic\\_confl.htm](http://www.unescap.org/drpad/vc/orientation/pic_confl.htm)).

11.38 Fiji has trade agreements with other Pacific Island countries and Australia and New Zealand under the South Pacific Regional Trade and Economic Cupertino Agreement - SPARTECA. Economic integration is set to increase with the Pacific Agreement on Closer Economic Relations (PACER) and the Pacific Islands Countries Trade Agreement (PICTA). It also enjoys a bilateral agreement with the European Union (the Lomé Convention) and is a member of the World Trade Organisation.

11.39 Fiji has benefited considerably in terms of volumes of trade from its regional agreements and its bilateral agreement with the EU. This gave Fiji's sugar producers preferential access to European sugar markets. However with the EU and Fiji members of the World Trade Organisation such preferential agreements are being outlawed. This is set to have a devastating impact on the Fiji's economy and has shifted emphasis towards the tourism sector. One of the sectors covered under the General Agreement on Trade-related Services is tourism. Ongoing negotiations are likely to have future impacts on the industry.

### ***The implementation gap***

11.40 If all the statements of environmental and sustainable development ideals, principles, aims and objectives to be found in Fijian national policies and laws were fully implemented, Fiji would be adhering to sustainable development. The way that many environmental and sustainability indicators seem to be continuing to drift in the wrong direction indicates a big gap between aim and reality.

11.41 It would therefore be unwise for the SEA to frame its conclusions in terms of new laws without also considering the realistic prospects for their implementation.

## APPENDIX 5: Detailed Appraisal of Tourism Development Plan Policies

The following matrices appraise the policies in the Tourism Development Plan (TDP) as listed in chapter 4 against the SEA objectives listed in chapter 5. The following points need to be kept in mind:

- The TDP does not explicitly include separate formal recommendations or policies. The list of policies have been drawn out from the text to provide explicit statements of policy or intention suitable for appraisal. They are referred to by the section numbers in the TDP where the relevant text starts;
- Some policies have been subdivided (e.g. there are two columns in the matrix for policy 7.1; one for type A areas and the other for types B and C). Other policies have been combined (e.g. 8.8 and 9.8), and some have not been appraised using the full matrix. In some cases the same comment applies to several lines in the matrix. The reason in all these cases is to give the clearest conclusions as simply and briefly as possible.

Key:

- + policy would be good for this objective
- policy would be bad for this objective
- . policy would have no significant effect on this objective
- ? effect uncertain or depends on conditions - explained in the comments.

**Policy:** (7.1) An overall planning policy differentiating three classes of areas:

- ‘type A’ areas - in fact only one area: the south and west coast of Viti Levu (from Lautoka to Suva) and part of the Mamanucas - where ‘physical planning policy should provide for the improvement and expansion of the existing main tourism areas including the provision of appropriate infrastructure, and encourage the range of activities and attractions in the terrestrial hinterland’;
- ‘type B’ areas - the north coast of Viti Levu (from Ba to Korovou) with Ovalau, and the south of Vanua Levu with Taveuni, for selective development ‘conserving the character and environment’;

- ‘type C’ - everywhere else, that is, including all the more remote islands, most of Vanua Levu and inland Viti Levu - where ‘only small developments of quality’ should be allowed, and ‘development control procedures should be applied to ensure that tourism developments are in a suitable location’

### Appraisal:

Objective	Score		Comment
	(A)	(BC)	
<b><i>1 Maintain and enhance Fiji's environmental quality</i></b>			
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	-	+	Will further concentrate pressure on A area where carrying capacities are already under pressure. Will safeguard B and C areas
1.2 Maintain and where possible increase populations of species under threat;	-	+	
1.3 Protect archaeological, historical and cultural assets;	-?	+	Could damage special sites unless combined with effective mechanisms to designate and protect them
1.4 Protect sites of geological interest.			
<b><i>2 Keep Fiji beautiful</i></b>			
2.1 Maintain tranquil unspoilt areas;	-?	+	Under type A encouraging activities and attractions in the terrestrial hinterland risks eroding large currently tranquil area of inland Viti Levu unless it is properly controlled and managed
2.2 Avoid visual, aesthetic, noise pollution;	-	+	Will increase these in A areas
2.3 Minimise traffic and congestion;			
2.4 Avoid overdevelopment;			
2.5 Sensitive, high quality, distinctive design;	.	+	‘Quality’ provision should help
2.6 Unobtrusive infrastructure;	+?	.	Concentration of demand could fund higher quality shared infrastructure in ‘A’ areas (e.g. pay for underground cables)
2.7 Avoid litter, dumping.	+?	.	Concentration of demand could fund better waste management practices
<b><i>3 Develop within environmental resource carrying capacities</i></b>			
3.1 Maintain fresh water resources;	-	+	Will further concentrate pressure on A area where carrying capacities already under pressure. Will safeguard B and C areas
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	.	+	
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of	-	+	Will further concentrate pressure on A area where carrying capacities already under pressure. Will safeguard B and C areas

receiving ecosystems;			
3.4 Minimise solid waste for disposal;	+?	.	Concentration of demand could fund better waste management practices
3.5 Minimise climate change impacts.	+/-	.	Concentration could support renewable energy and energy efficiency measures. However, increase in volume of tourism will unavoidably increase greenhouse emissions from air transport
<b>4 Improve the quality of life of Fijians</b>			
4.1 Maximise retention of benefits within Fiji;	-	+?	Emphasis on large scale developments will increase leakage; tourist developments in B and C areas have the potential to increase retention
4.2 Increase resilience and stability of the Fijian economy;	-	-?	Benefits concentrated in one sector; though the different areas should ensure a diverse range of visitor
4.3 Reduce poverty and give benefits to the less well off;	-	?	In type A benefits are concentrated in one area. There is a overall lack of poverty focus to tourist development
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	-?	+	The encouragement of activities into the interior under type A and the development of tourism in more remote areas should allow some benefits to be spread. However, the general focus is to concentrate tourist development in one area
4.5 Maintain local people's access to environmental resources;	-	+	Risk of crowding out local access along the coast
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	-	+	Risk of overload in A areas
<b>5 Make decisions in ways that reconcile different needs and demands</b>			
5.1 Manage resources in a co-ordinated way;	-	?	Likely to increase existing imbalances; particularly in Type A areas
5.2 Resolve any competition for resources between different activities fairly and accountably;	-	-?	Imposes tourism demands top down: pre-empts allocation of resources
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	-	?	In Type A areas it would require 'buying-out' rather than a partnership approach. A more bottom up approach is proposed for Type B and C
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	-	?	Unless there is a bottom up, transparent approach, this is unlikely to happen

**Comments:** Overall, this will tend to:

- protect the environment in B and C areas by preventing large scale development;
- add to existing environmental stresses in A areas in a dangerous way *unless* accompanied by strong controls to ensure that development does not add to pressures;

- risk eroding the tranquillity of inland areas;
- encourage kinds of development with high economic leakage overseas;
- concentrate economic benefits in areas and for people who already do well;
- require 'buying out' of native rights rather than partnership development.

**Recommendation:** Reconsider desirability of promoting large-scale development in 'A' areas. If this is maintained as an aim of policy, it will be essential to set and enforce stringent standards to avoid problems of over-development in the 'A' areas.

**Policy:** (7.2) Designate ‘tourism development areas’ where land ownership and lease problems are resolved in advance, and infrastructure provision, design quality standards, land use and tax breaks are all co-ordinated to provide the confidence for investment in major resort centres. Nadi Bay is proposed as the first pilot. (Including technical assistance project (13) 1, to set up Tourism Development Areas (TDAs)).

**Appraisal:**

Objective	Score	Comment
<b>1 Maintain and enhance Fiji's environmental quality</b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	-	Will put greater pressure on ecosystems in designated areas unless very tough standards for ecosystem protection are built into the designation; these may be so tough as to prevent the kinds of development sought
1.2 Maintain and where possible increase populations of species under threat;	./-	TDA would be damaging where there were endangered populations. Potential sites should be screened
1.3 Protect archaeological, historical and cultural assets;	./-	TDA would be damaging where there were important assets unless very tough standards for identification and protection of such assets are built into the designation. These might need to be so tough as to prevent the kinds of development sought. Potential sites should be screened
1.4 Protect sites of geological interest.	./-	
<b>2 Keep Fiji beautiful</b>		
2.1 Maintain tranquil unspoilt areas;	+/-	Designation in already heavily developed areas (e.g. Nadi Bay) could help protect other, more fragile, areas. But designation could shatter current tranquillity e.g. at Natadola.
2.2 Avoid visual, aesthetic, noise pollution;	+/-?	If the intended ‘package’ of upgrading and the tidying of existing development can be implemented, this could improve aesthetics of areas already developed (e.g. Nadi Bay) High standards are needed to avoid damage to currently undeveloped areas, e.g. Natadola
2.3 Minimise traffic and congestion;	-	Likely to add to traffic levels
2.4 Avoid overdevelopment;	-	Risk of creating ‘concrete seafronts’, especially in already developed areas, though TDA philosophy of intensive development would risk this anywhere
2.5 Sensitive, high quality, distinctive design;	?	If stringent conditions built in to TDA designation process this could have positive impacts
2.6 Unobtrusive infrastructure;	?-	Could provide critical mass for higher quality infrastructure; however in more remote areas it is likely to have negative impacts
2.7 Avoid litter, dumping.	?	Could provide critical mass for more effective solid waste management systems

<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	-	Concentration will create problems of excess demand unless developers are required to source water in ways that do not breach carrying capacities. The larger the concentration of demand, the more this is likely to require expensive remote supplies
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	./-	Unless conditions are set and enforced to avoid soil damage, dredging etc during construction this may not be met
3.3 Keep nutrient and pollution levels (eg chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	-?	Unless all developers are required to achieve zero pathogen and nutrient release
3.4 Minimise solid waste for disposal;	-/+	Will increase waste. But concentration could provide critical mass for more effective solid waste management systems, e.g. source separation, composting, recycling, controlled incineration with energy recovery
3.5 Minimise climate change impacts.	-/+?	Concentration of development could increase opportunities for renewable energy and other climate change reduction measures. However, increase in volume of tourism will unavoidably increase greenhouse emissions from air transport
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	-	Likely to increase leakage
4.2 Increase resilience and stability of the Fijian economy;	-	Reliance on resort based tourism likely to increase vulnerability to external shocks
4.3 Reduce poverty and give benefits to the less well off;	-	Will concentrate benefits in a few areas
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	-	
4.5 Maintain local people's access to environmental resources;	-	Concentrated development likely to exclude of local people in areas designated.
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	-/+	Intensity of tourist presence likely to undermine local values in and near TDAs - but could help avoid damage elsewhere.
<b>5 Make decisions in ways that reconcile different needs and demands</b>		
5.1 Manage resources in a coordinated way;	-?	Depends on whether choice of areas for TDA designation is guided by any national resource management plan
5.2 Resolve any competition for resources between different activities fairly and accountably;	-	Unless designation and management of TDAs is subordinated to local communities' wishes and decisions about desirable types of tourism development this is likely to create conflict
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	-	TDA model presupposes 'buying out' of native rights rather than development partnership

5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	-	Unless designation and management of TDAs is subordinated to local communities' wishes and decisions about desirable types of tourism development this is likely to cause conflict
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**Comments:** TDA would concentrate benefits and impacts of tourism in a few places. Whether this is good or bad overall will depend on how strongly the TDAs are regulated to prevent pollution, carrying capacity breaches, overdevelopment and undermining of traditional ways of life, and to exploit the opportunities their critical mass creates for more sustainable resource management and infrastructure; for example waste reduction and recycling.

A lot also depends on where TDAs are designated. If they are in areas already developed for tourism (which generally they are), the risk of damaging unspoilt environments is reduced, but the conditions and constraints needed to protect environmental carrying capacities may be so stringent as to make development uneconomic. Designating TDAs in hitherto undeveloped or very lightly developed areas such as Natadola could shatter their tranquillity and environmental quality.

The TDA model intrinsically accentuates the uneven distribution of tourism benefits. It is only justified by the aim of rapid development of high volume, investment led, high leakage resort based tourism, and it presupposes the buying out in advance of traditional owners' rights and interests. For these reasons it is both unnecessary and incompatible with the more gradualist, distributed, community led approach advocated in this report.

**Recommendation:** The TDA proposal should be scrapped.

**Policy:** (7.7) Detailed development guidelines covering:

a: consolidated and upgraded building standards (eg fire, safety, disabled access, health, amenity);

b: water, waste and other environmental standards;

c: provision of adequate utilities and services;

d: requirements for environmental impact assessment (EIA) and social impact assessment;

e: architectural, design and landscaping standards, with emphasis on maintaining a distinctive Fijian tradition, quality and use of local craft skills

[Reference letters added for convenience in this appraisal]

**Appraisal:**

Objective	Score	Comment
<b>1 Maintain and enhance Fiji's environmental quality</b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	+	d should ensure environmental protection - provided the guidelines cover these issues adequately and have means of enforcement [the same caveat applies to all references to d] b and e should also help safeguard surrounding areas
1.2 Maintain and where possible increase populations of species under threat;	+	b and d should ensure that developments safeguard these on-site
1.3 Protect archaeological, historical and cultural assets;		
1.4 Protect sites of geological interest.		
<b>2 Keep Fiji beautiful</b>		
2.1 Maintain tranquil unspoilt areas;	+?	provided standards are written to minimise adverse impacts off-site
2.2 Avoid visual, aesthetic, noise pollution;	+	e particularly valuable
2.3 Minimise traffic and congestion;	+?	provided a and c include standards for minimising traffic generation in both construction and operation
2.4 Avoid overdevelopment;	+	e particularly valuable
2.5 Sensitive, high quality, distinctive design;		
2.6 Unobtrusive infrastructure;	?	provided a and c are written in terms of minimising infrastructure needs and keeping it unobtrusive, rather than requiring elaborate provision
2.7 Avoid litter, dumping.	+?	b could help, depending on what is covered
<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	+?	b should help

3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	+?	d and e should help
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	+?	b should cover this
3.4 Minimise solid waste for disposal;	+?	b should cover this
3.5 Minimise climate change impacts.	+?	provided all standards incorporate relevant points about minimising energy consumption and greenhouse gas emissions
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	+?	Emphasis on local crafts (e) should help. Other standards should emphasise maximum use of local materials and minimising use of imported technology
4.2 Increase resilience and stability of the Fijian economy;	+?	
4.3 Reduce poverty and give benefits to the less well off;	.?	Possible benefits from local sourcing
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	+?	
4.5 Maintain local people's access to environmental resources;	+	Should be covered by e
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	+?	Resorts that work so far as possible with the grain of local climate and established methods of building, and adapt rather than rejecting traditional approaches to resource management, can minimise disruption
<b>5 Make decisions in ways that reconcile different needs and demands</b>		
5.1 Manage resources in a co-ordinated way;	+?	The cultural and environmental impact assessments proposed under d should provide the information to meet these objectives
5.2 Resolve any competition for resources between different activities fairly and accountably;		
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	+?	
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	+?	

**Comments:** Impacts depend on the detailed *contents* of the guidelines, and on whether there are effective means of *enforcement*. EIA should be one of the most important methods for safeguarding most of the environmental objectives - provided there are means to ensure not only that EIAs are scoped and carried out properly, but that developers are required to apply the findings. The recommendations under e are highly enlightened. The other guidelines will be beneficial provided they apply sustainability principles

and encourage locally appropriate (and often low technology) solutions, rather than calling for elaborate imported technologies. The appraisal scores assume that the guidelines will be written in appropriate ways. This will need to be checked.

**Recommendation:** Guidelines for impact assessment - building on existing guidelines - should be produced with input from stakeholders. Means of implementation and enforcement must be developed.

**Policy:** (8.2) Coastal zone protection and integrated management (including technical assistance project (13) 5: Marine awareness workshops to raise understanding and commitment to marine conservation by both traditional owners and tourism operators.)

**Appraisal:**

Objective	Score	Comment
<b>1 Maintain and enhance Fiji's environmental quality</b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	+	Crucial means for protecting the coastal zone
1.2 Maintain and where possible increase populations of species under threat;	+	Key mechanism for identifying and safeguarding sea-living and sea-dependent species
1.3 Protect archaeological, historical and cultural assets;	+?	Should be covered
1.4 Protect sites of geological interest.	+?	Should be covered
<b>2 Keep Fiji beautiful</b>		
2.1 Maintain tranquil unspoilt areas;	+	
2.2 Avoid visual, aesthetic, noise pollution;	+?	Potential benefits if management programmes extend to these matters
2.3 Minimise traffic and congestion;		
2.4 Avoid overdevelopment;	+	Integrated management should set limits to development
2.5 Sensitive, high quality, distinctive design;		
2.6 Unobtrusive infrastructure;	+?	Potential benefits if management programmes extend to these matters
2.7 Avoid litter, dumping.	+	Should be covered
<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	+?	Should be covered
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	+	Should be covered
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	+?	Often a key issue in integrated management
3.4 Minimise solid waste for disposal;	.	
3.5 Minimise climate change impacts.	.	
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	+	Integrated management should safeguard local non-tourism (including subsistence) uses of marine resources
4.2 Increase resilience and stability of the Fijian economy;	+	
4.3 Reduce poverty and give benefits to the less well off;	+	

4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	.	
4.5 Maintain local people's access to environmental resources;	+	Integrated management should safeguard local non-tourism (including subsistence) uses of marine resources
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	+	Integrated management should safeguard this
<b><i>5 Make decisions in ways that reconcile different needs and demands</i></b>		
5.1 Manage resources in a co-ordinated way;	+	Integrated management as developed by NGOs working with local communities and tourism developers, has demonstrated ability to co-ordinate different commercial and non-commercial interests and uses in a fair, respectful and transparent way, e.g. FLMMA
5.2 Resolve any competition for resources between different activities fairly and accountably;	+	
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	+	
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	+	

**Comment:** Integrated coastal zone management is a crucial tool for furthering a range of environmental, social and economic objectives together.

**Recommendation:** Integrated coastal zone management needs to be institutionalised and given statutory force in all coastal areas subject to tourism development.

**Policy: (8.5) Encouragement of ‘ecotourism’ (understood as community based tourism)**

Objective	Score	Comment
<b>1 Maintain and enhance Fiji’s environmental quality</b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	+	Ecotourism depends on - and therefore motivates protection of - these environmental assets If proper ecotourism is developed it will bring real improvements to the environment.
1.2 Maintain and where possible increase populations of species under threat, including bats, turtles, prawns;		
1.3 Protect archaeological, historical and cultural assets;		
1.4 Protect sites of geological interest.		
<b>2 Keep Fiji beautiful</b>		
2.1 Maintain tranquil unspoilt areas;	+?-	Provided ecotourism is managed to avoid undermining these benefits. However, if it is not adequately controlled and managed it can have adverse effects on unspoilt areas.
2.2 Avoid visual, aesthetic, noise pollution;	+?	
2.3 Minimise traffic and congestion;	?	Ecotourism tends to be small scale so should have a minimal impact. However, it can open up areas and cause disruption.
2.4 Avoid overdevelopment;	+	Ecotourism will tend to spread tourism activity away from ‘honeypots’
2.5 Sensitive, high quality, distinctive design;	?	Standards to ensure these need to be built into ecotourism promotion and support.
2.6 Unobtrusive infrastructure;	?	
2.7 Avoid litter, dumping.	?	
<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	+?	Standards to ensure these need to be built in to ecotourism promotion and support. If proper ecotourism is developed it will bring real improvements to the environment.
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	+?	
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	+?	
3.4 Minimise solid waste for disposal;	+?	
3.5 Minimise climate change impacts.	+?	Simpler facilities will tend to have lower climate change impacts
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	+	Generally, much higher proportion of spend stays in local communities than from large scale resort tourism
4.2 Increase resilience and stability of the Fijian economy;	+	Helps diversify rural economies without undermining subsistence patterns
4.3 Reduce poverty and give benefits to the less well off;	+/-	Potential to bring money to poorer people - depending on who is running the tourism ventures and how they distribute the income
4.4 Share benefits with people in areas not developed for	+	Spreads tourism income to remoter areas

tourism (e.g. remote islands, interior areas);		
4.5 Maintain local people's access to environmental resources;	+?	'Good' ecotourism works within traditional ways of life. However, it can also significantly affect it unless developed carefully and properly
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	+?-	
<b>5 Make decisions in ways that reconcile different needs and demands</b>		
5.1 Manage resources in a coordinated way;	+?	Provided ecotourism is developed within traditional communities, and subject to their decisions, rather than imposed from outside, there is likely to be no conflicts. To get the buy-in and support from local communities requires considerable time and effort directed into raising awareness and building up the skills of local communities. There can be tensions between more entrepreneurially minded and ambitious individuals wishing to develop tourism businesses and other members of communities who see this as a threat, or who want to participate in the benefits without contributing to the work
5.2 Resolve any competition for resources between different activities fairly and accountably;	+?	
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	+?	
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	?	Depends on the quality of decision-making processes in local communities

**Comments:** Ecotourism has great potential to motivate appreciation and protection of environmental assets, retain more benefits in Fiji and spread them more fairly among different locations and social groups. However, standards need to be applied to ensure that ecotourism facilities are themselves environmentally sound. For ecotourism to prosper and be supported by the communities requires the gradual building of skills and awareness raising. This takes much time and resources.

**Recommendation:** Ecotourism should be promoted but with attention to the need for international environmental and social standards.

**Policy:** (8.6) A system of designated protected areas, including potentially National Parks, Marine Parks, Marine Protected Areas, Terrestrial Parks and World Heritage Sites

**Appraisal:**

Objective	Score	Comment
<b>1 Maintain and enhance Fiji's environmental quality</b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	+	A formalised (and properly enforced) system of designation and protection would help safeguard all these assets
1.2 Maintain and where possible increase populations of species under threat;	+	
1.3 Protect archaeological, historical and cultural assets;	+	
1.4 Protect sites of geological interest.	+	
<b>2 Keep Fiji beautiful</b>		
2.1 Maintain tranquil unspoilt areas;	+?	Designations should include tranquil areas
2.2 Avoid visual, aesthetic, noise pollution;	+?	Protection should include aesthetic safeguards
2.3 Minimise traffic and congestion;		
2.4 Avoid overdevelopment;	+?	Provided the system of designations includes standards and safeguards on these points in the areas affected
2.5 Sensitive, high quality, distinctive design;	+?	
2.6 Unobtrusive infrastructure;	+?	
2.7 Avoid litter, dumping.	+?	
<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	+?	Provided the system of designations includes standards and safeguards on these points in the areas affected
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	+?	
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	+?	
3.4 Minimise solid waste for disposal;	.	
3.5 Minimise climate change impacts.	.	
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;		
4.2 Increase resilience and stability of the Fijian economy;	+	By safeguarding environmental assets with value for tourism and other benefits (both commercial and subsistence)

4.3 Reduce poverty and give benefits to the less well off;	+?	Provided designations and management regimes recognise and maintain traditional subsistence uses of the assets. The model of National Park applied in some countries, where traditional uses are restricted or excluded, should be avoided
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	+?	
4.5 Maintain local people's access to environmental resources;	+?-	
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	+?-	
<b>5 Make decisions in ways that reconcile different needs and demands</b>		
5.1 Manage resources in a coordinated way;	+?	See comment at 4.3
5.2 Resolve any competition for resources between different activities fairly and accountably;	+?	
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	+?	
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	+?	

**Comments:** A system of designated protected areas and management regimes could be an important tool for safeguarding Fiji's most special and valuable environmental assets - *provided* that:

- it is able to set *and enforce* those constraints on development necessary to safeguard the environmental benefits or qualities that matter;
- it is not used to exclude traditional uses and users (although these share responsibility for keeping pressures and impacts within sustainable limits);
- adequate safeguards are also applied to the rest of the environment. Protection of designated areas should not be achieved at the expense of a free-for-all for damaging activities outside their boundaries.

**Recommendation:** Implement a system of designated areas, with the safeguards and conditions set out in the comments.

**Policy: (8.7) More development of cultural heritage and tourism**

**Appraisal:**

Objective	Score	Comment
<b>1 Maintain and enhance Fiji's environmental quality</b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	+?	Could take pressure off natural environments
1.2 Maintain and where possible increase populations of species under threat;	+?	
1.3 Protect archaeological, historical and cultural assets;	+?	
1.4 Protect sites of geological interest.	+?	Supportive <i>provided</i> development is managed to protect the assets and help fund their management
<b>2 Keep Fiji beautiful</b>		
2.1 Maintain tranquil unspoilt areas;	?	Depends on standards applied
2.2 Avoid visual, aesthetic, noise pollution;	?	
2.3 Minimise traffic and congestion;	?	
2.4 Avoid overdevelopment;	?	
2.5 Sensitive, high quality, distinctive design;	?	
2.6 Unobtrusive infrastructure;	.	
2.7 Avoid litter, dumping.	?	Depends on standards applied
<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	.	
3.2 Prevent soil loss / erosion / sedimentation through eg agriculture, dredging;	.	
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	.	
3.4 Minimise solid waste for disposal;	.	
3.5 Minimise climate change impacts.	.	
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	+?	Real potential to achieve all these benefits, depending on the form of development
4.2 Increase resilience and stability of the Fijian economy;	+?	
4.3 Reduce poverty and give benefits to the less well off;	+?	

4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	+?	
4.5 Maintain local people's access to environmental resources;	+?	Real potential to achieve all these benefits, depending on the form of development
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	+?	
<b><i>5 Make decisions in ways that reconcile different needs and demands</i></b>		
5.1 Manage resources in a co-ordinated way;	+?	Could be good for all these criteria provided local communities fully involved in decisions about development and management of cultural tourism
5.2 Resolve any competition for resources between different activities fairly and accountably;	+?	
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	+?	
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	+?	

**Comments:** Potential to diversify the tourism economy, spread benefits more widely and help safeguard the cultural heritage. But achievement of these benefits will depend on appropriate standards being enforced, and on local communities having a strong say over where, what and how development takes place. Examples from other countries that have developed cultural heritage tourism should be examined.

**Recommendation:** Develop this sector. Entrench appropriate standards for cultural heritage projects.

**Policies:** (8.8) Legislation and funding (especially collection of user fees, costs for pollution and external assistance) to put better environmental management of tourism in place *and* (9.8) More classification, licensing and user charges

**Appraisal:**

Objective	Score	Comment
<b>1 Maintain and enhance Fiji's environmental quality</b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	+	Potential to support all these if there are appropriate processes of collecting, distributing and applying funding. Any monies collected from user fees, for example departure tax, diver fees and entrance fees, must be put into an 'environmental fund' managed and distributed by the Department of the Environment in collaboration with the Ministry of Tourism
1.2 Maintain and where possible increase populations of species under threat;	+	
1.3 Protect archaeological, historical and cultural assets;	+	
1.4 Protect sites of geological interest.	+	
<b>2 Keep Fiji beautiful</b>		
2.1 Maintain tranquil unspoilt areas;	+/-	Potential for fees and charges both to create disincentives to damaging activities and to fund improvement projects
2.2 Avoid visual, aesthetic, noise pollution;	+/-	
2.3 Minimise traffic and congestion;	+/-	
2.4 Avoid overdevelopment;	+/-	
2.5 Sensitive, high quality, distinctive design;	+/-	
2.6 Unobtrusive infrastructure;	+/-	
2.7 Avoid litter, dumping.	+/-	
<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	+?	Introduce water user fees, water rights, water entitlements or water quotas
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	+?	Introduce impact fees. A higher charge is attached to those types of land use which have greater impacts
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	+?	Introduce pollution taxes or legislation to reduce pollution levels
3.4 Minimise solid waste for disposal;	+?	Waste tax or regulation would work
3.5 Minimise climate change impacts.	+?	
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	.	
4.2 Increase resilience and stability of the Fijian economy;	.	

4.3 Reduce poverty and give benefits to the less well off;	+?	Real potential to use the money collected for promoting Integrated Conservation and Development Projects
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	+?	
4.5 Maintain local people's access to environmental resources;	-?	Fees and charges should not become a mechanism for 'buying out' rights of local people
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	.	
<b>5 Make decisions in ways that reconcile different needs and demands</b>		
5.1 Manage resources in a co-ordinated way;	?	Economic instruments can be introduced so that whoever is causing environmental problems pays for their actions. For example, if a hotel is causing pollution they pay the people affected compensation. However, fees and charges should not become a mechanism for 'buying out' rights of local people
5.2 Resolve any competition for resources between different activities fairly and accountably;	?	
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	-?+	
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	+?	

**Comments:** Economic instruments are an important tool for better management of environmental resources, provided:

- they are designed to give incentives for better performance;
- there are effective means for 'earmarking' charges raised to actions that offset or repair the impacts being charged for;
- care is taken not to exclude or discount the interests of (for example) local people who may be less able to afford charges;
- there is a transparent collection and distribution process with full stakeholder involvement.

**Recommendations:** Further analysis into possible user fees and other economic instruments is needed. These then need to be introduced and the monies generated put into projects to help promote sustainable tourism.

**Policy:** (9.1) Changes in institutional arrangements and responsibilities, especially at the Ministry and FVB, to provide a more coordinated and proactive public sector engagement with the tourism industry and issues.

**Appraisal:** Not appraised in detail using matrix because there is only one overall comment.

**Comment:** Better coordination would clearly be desirable. A key issue is capacity to *implement* the TDP, which appears to have been very limited from 1998 to 2003.

However, more coordinated and proactive engagement should not be understood simply as the public sector being more responsive to and supportive of the tourism industry's demands. Instead it should be understood as more proactive engagement *in support of public policy objectives for tourism* - for example the objectives of this appraisal. The rest of the appraisal shows that implementing *most* of the TDP would be supportive of these objectives - but not *all* of it.

**Recommendation:** Promote a more co-ordinated and proactive government engagement with the tourism industry, in support of the objectives set out in this appraisal.

**Policy:** (10.0) Concerted action on human resource development at all levels from basic skills training to academic teaching and research on tourism.

**Appraisal:** Not appraised in detail using matrix because there is only one overall comment.

**Comment:** As many of the comments throughout this appraisal make clear, capacity building at all levels is essential for a sustainable tourism industry.

**Recommendation:** This policy deserves high priority. Understanding of the importance of environmental issues and how tourism activities can minimise adverse impacts would be particularly important.

**Policy: (11) Promoting small and medium enterprises**

**Appraisal:**

Objective	Score	Comment
<b>1 Maintain and enhance Fiji's environmental quality</b>		
1.1 Protect, enhance and restore special ecosystems especially mangroves, coral reefs and forests;	?	Such enterprises are likely to be less intrusive. However, they may also go into areas previously untouched by tourism. Such enterprises may also lack the resources to help protect the environment. Support programmes should address this
1.2 Maintain and where possible increase populations of species under threat;	?	
1.3 Protect archaeological, historical and cultural assets;	?	
1.4 Protect sites of geological interest.	?	
<b>2 Keep Fiji beautiful</b>		
2.1 Maintain tranquil unspoilt areas;	+?	Smaller resorts are likely to have smaller impacts. There is a need to ensure that small enterprises have the capacity (including understanding, motivation and access to technical know-how) to address these issues. Support programmes should help.
2.2 Avoid visual, aesthetic, noise pollution;	+?	
2.3 Minimise traffic and congestion;	+?	
2.4 Avoid overdevelopment;	+?	
2.5 Sensitive, high quality, distinctive design;	+?	
2.6 Unobtrusive infrastructure;	+?	
2.7 Avoid litter, dumping.	+?	
<b>3 Develop within environmental resource carrying capacities</b>		
3.1 Maintain fresh water resources;	+?	Smaller resorts are likely to be less resource intensive. However care must still be taken to ensure that they do not breach locally restricted carrying capacities, and that cumulative impacts are within environmental limits
3.2 Prevent soil loss / erosion / sedimentation through e.g. agriculture, dredging;	+?	Small businesses may have a smaller impact but may lack funds to address some of these issues. Help should be provided so they can benefit from sharing infrastructure (e.g. sewage treatment) and management programmes (e.g. waste collection and sorting) - public provision and incentives for larger businesses should facilitate inclusion of smaller ones where appropriate
3.3 Keep nutrient and pollution levels (e.g. chemical pollution, agrochemical runoff, sewerage) within carrying capacities of receiving ecosystems;	+?	
3.4 Minimise solid waste for disposal;	+?	
3.5 Minimise climate change impacts.	+?	
<b>4 Improve the quality of life of Fijians</b>		
4.1 Maximise retention of benefits within Fiji;	+	Small businesses are more likely to be locally owned, buy more of their services locally, spread wealth further down the income scale. Developing business
4.2 Increase resilience and stability of the Fijian economy;	+	

4.3 Reduce poverty and give benefits to the less well off;	+	management skills will also benefit the economy more widely.
4.4 Share benefits with people in areas not developed for tourism (e.g. remote islands, interior areas);	?	If small businesses encouraged in such areas
4.5 Maintain local people's access to environmental resources;	+?	Locally owned businesses more likely to be sensitive to local access issues
4.6 Do not disrupt or undermine underlying cultural life, norms and meanings.	+/-	Benefits possible by developing businesses within traditional ways of life. But this can also cause friction and mistrust, where commercial disciplines of individual risk taking for individual profit collide with traditional concepts of mutual support and sharing
<b><i>5 Make decisions in ways that reconcile different needs and demands</i></b>		
5.1 Manage resources in a co-ordinated way;	+?	Smaller business, which are more likely to be locally owned, are likely to have closer links to the community. This may ensure a greater understanding and respect for the needs of other resource users. However, it may also cause resentment and conflict within the community
5.2 Resolve any competition for resources between different activities fairly and accountably;	+?	
5.3 Promote a reciprocal, respectful relationship between resource owners and tourism developers;	+?	
5.4 Make negotiations and decisions demonstrably fair, free from corruption and evidence based.	+?	

**Comments:** The promotion of small businesses could spread tourism's benefits more widely and evenly, increase retention of tourism's benefits within Fiji, and spread business skills that would benefit the economy more generally. Smaller enterprises are likely to have smaller environmental impacts, although this does not guarantee they would not be damaging, and efforts need to be taken to ensure that small businesses are given the same environmental management awareness capacities as big ones, and are able to take advantage of shared infrastructure and environmental management programmes.

**Recommendations:** Promote smaller businesses, but help build their capacity for sustainable environmental management.

**Policy:** (12) Simplifying investment and permitting procedures, and switching from a reactive, bureaucratic approach to one that encourages, supports and facilitates investment

**Appraisal:** Not appraised in detail using a matrix because there are only a few comments.

**Comment:** Greater support for investment - which is currently geared towards attracting large scale, foreign owned companies - without more responsibilities placed on the investor is likely to increase development pressure on the environment and problems with the local communities *unless* environmental and social safeguards are in place. Some investors are already adhering to best practice but they are under no obligation to do so. If investment incentives are geared towards certain types of investor - e.g. locals, community based, ecotourism enterprises - this would have more lasting and sustainable benefits.

**Recommendations:** Do not pursue an investment led approach to tourism development without environmental safeguards in place and responsibilities put on the investor. Efforts should be made to attract certain types of investor - e.g. locals, community based, ecotourism enterprises - who can bring longer lasting, sustainable benefits to Fiji.

## APPENDIX 6: The Fiji Locally Managed Marine Area Network

"The experience of the Fiji Locally Managed Marine Areas (FLMMA) network provides an illustration of how to mainstream community based resource management that began with local communities, and were in turn supported by a Government which has witnessed the success of community-based intervention. To improve the success of conservation in the communities and attract attention to its approach FLMMA formed a learning portfolio. This is a network of projects that use a common strategy to achieve a common end and agree to work together to collect, test and communicate information about the conditions under which the strategy works to enable the partners to exchange ideas and experiences. The learning portfolio enhances collaboration and also ensures lessons learnt are shared widely with people in the network. FLMMA is working to increase the effectiveness of conservation and to ensure that the involvement of people in the management of their marine resources is both satisfying and meaningful.

Modern science is an important part of the FLMMA approach because it is used to demonstrate the effects of the use of traditional resource management practices. Using simple biological, social and economic monitoring methods the villagers are collecting impressive results on resources and habitat recovery and the associated social and economic improvements in living conditions.

The success of the community-based conservation in different parts of Fiji has resulted in long term support from the communities. It has also facilitated the articulation of Government fisheries development policies. The Government has set up a new conservation unit and has formalised its support, and adopted the FLMMA method of involving local community units in the sustainable use of their marine resources. Under FLMMA, the success and combined experiences of conservation practitioners are being used to mainstream resource conservation and influence policy development in Fiji."

Taken from Veitayaki, J, Aalbersberg, B, Tawake, A, Rupeni, E and Tabunakawai, K (2003): *"Mainstreaming Resource Conservation: The Fiji Locally Managed Marine Area Network and its Influence on National Policy Development"* Resource Management in Asia-Pacific Working Paper No.42, The Australian National University, Canberra



## **APPENDIX 7: Guide to Setting up Environmentally Sustainable Small Hotels and Resorts: A Simple Checklist**

The guide is designed to provide simple ideas for actions that can be taken by small hotel owners when establishing and operating their hotel. This will ensure they save energy and minimise damage to the environment. Eight issues are covered:

### **1.CONSTRUCTION AND BUILDING DESIGN**

A lot of damage can be caused during the building phase of the project – there is not much point in planning an environmentally friendly resort and then destroying your environment during the building of it. Environmentally sustainable planning starts before construction. Designing buildings with an environmental start will avoid many problems later on.

### **2.MINIMISING ENERGY USE**

More efficient use of energy and fuel reduces air and water pollution and also keeps your costs down – it makes sense all round! Many hotels waste a lot of power because they have never looked closely at how it is being used.

### **3.MINIMISING WATER USE**

Water is a scarce resource on many Pacific Islands and water conservation should be a very important environmental goal. Water is scarce on many outer islands, and expensive on the main ones. Also, fresh water running into the sea from hotel drains can kill corals and impact your coral reef.

### **4.MINIMISING RUBBISH AND GARBAGE**

Rubbish and litter is a huge problem in the Pacific. It can totally spoil a tourist's stay, ruins the natural look of the environment and often causes harmful pollution. Waste disposal is a major problem, especially in outer islands and the needs to be properly and seriously managed.

### **5.MINIMISING DISCHARGES AND EMISSIONS**

All hotels and small resorts produce a number of discharges which have the potential to pollute air, land and water.

### **6.LANDSCAPE MANAGEMNT**

Gardens and neat landscapes are important to hotels and resorts. However, too many times people cut down the local trees and plants and bring in plants that are not native to the area.

### **7.SUPPLIERS AND CONTRACTORS**

As well as your own environmental management, you must look at who you buy your products from. If you are buying from firms that damage the environment, you are partially responsible for the damage they do. Look for firms who have good environmental management policies of their own.

## 8.STAFF AND THE LOCAL COMMUNITIES

The resort environment cannot be separated from its surrounding environment. You cannot keep your grounds clean and beautiful if the area around you is polluted and littered. Therefore, it is in the interests of all operators to take part in efforts to improve the surrounding local environments and to educate and assist the local communities to make their own improvements.

For each of these issues advice on what to do and how to do it is given. There is also a discussion of considerations.

Source: Aalbersberg, Thaman, Berno, Malani, Sykes, Watling: Fiji Integrated Coastal Management Project (2003), *Guide to Setting up Enviromentally Sustainable Small Hotels and Resorts: A Simple Checklist*

## APPENDIX 8 - Nacula Tikina Tourism Association (NTTA)

### **CODE OF CONDUCT**

Properties in this brochure have agreed to and adopted the following Code of Conduct and Practice, and have agreed to implement and be bound by its principles in their Resort operations.

#### **1. Waste Management**

- To implement recycling programs in each property by separating waste and returning bottles, tins and plastics to town monthly;
- To ensure each property has installed best practice sewage disposal facilities;
- To educate staff on what is biodegradable and compostable and to establish a composting program;
- To have a weekly clean up of all litter on beaches, in the sea and around property generally.

#### **2. Fijian Culture**

- To educate guests on Fijian customs important to the Villages and Yasawas including appropriate dress, sevusevu, ceremonies and mekes;
- To train staff members to provide interpretation of local Yasawa history, and to explain operations of village social structure and cultural protocols.
- To respect privacy of Fijian villages and to visit Fijian villages only on Sunday to attend church after permission has been granted.
- To only use beaches and other islands where permission has been obtained.

#### **3. Protection of Ecology and Environment**

- To stop selling shells and precious marine resources and to substitute this income with sales of woven baskets, coconut oil and fruit;
- To educate guests and staff on fragility of marine resources and encourage responsible usage;
- To minimise impact of buildings and structures on the natural and visual environment;
- To have concern for the environment of other properties, other beaches and other islands in Nacula Tikina;
- To observe proper practices in marine resource management including not catching undersize fish;
- To implement program for de-sexing unwanted dogs and cats to eradicate stray and malnourished animals around properties;
- To only use cleaning and chemical products that do not damage or harm the environment.

#### **4. Guest Safety and Care**

- To ensure all boats used for guest transportation are seaworthy and contain all necessary safety equipment;

- To educate staff on safety procedures in the event of fire or cyclone and to provide written safety instructions for guests;
- To provide sufficient drinking water storage for both guests and staff to go through a dry spell;
- To train all staff in provision of basic first aid assistance, and to have essential first aid equipment at the properties;
- To maintain high standards of hygiene in food management and in bar and dining areas.

### **5. Education and Training**

- To educate all key staff members on which products in the resorts can be used safely for specific purposes; to train key staff members to deal calmly but firmly with difficult circumstances including dissatisfied guests, emergencies and cyclones.

### **6. Communication**

- To utilise V.H.F. radio frequency between NTTA members to maintain communication on guests and safety issues;
- To regularly attend NTTA meetings to share information and experiences.

### **7. Self Improvement**

To implement a system of incentive rewards for NTTA properties that continually improve their performance towards best practice.

## APPENDIX 9 - Divers' Fees in Bonaire Marine Park (BMP)

The Bonaire Marine Park in the Dutch Antilles has a total of 2600 hectares of coral reefs, unspoilt seagrass beds and mangroves. Initially many different funding options were considered for the park, including a system of franchises for local dive operations, a general "nature tax" as well as a system of admission fees for selected users. In 1992 a diver admission fee was introduced: this was set at US\$10 per diver per calendar year.

Divers pay the admission fee as part of their standard check-in procedure. The monies are channelled directly to the Marine Park. The funds are used for maintenance, information and education, research and monitoring and law enforcement. Park users therefore have the assurance that the monies they pay in admission fees are used for nature conservation.

In the beginning the dive industry was sceptical about the introduction of admission fees for divers as they felt divers were being unfairly targeted and that Bonaire as a destination would be less competitive. In fact the US\$10 fee is now used as a positive marketing tool demonstrating Bonaire's strong commitment to marine environmental protection. Divers have never expressed concern at the US\$10 fee and in fact, according to a 1991 survey, they would be willing to pay up to US\$25 per annum in admission fees.

BMP is one of the first marine parks to become entirely self-financing. The scheme has also been successful in virtually eliminating destructive activities such as spear fishing and coral collecting and has helped secure the long-term future of its reef ecosystem. However, diver numbers continue to increase and are reaching close to the carrying capacity of the area.