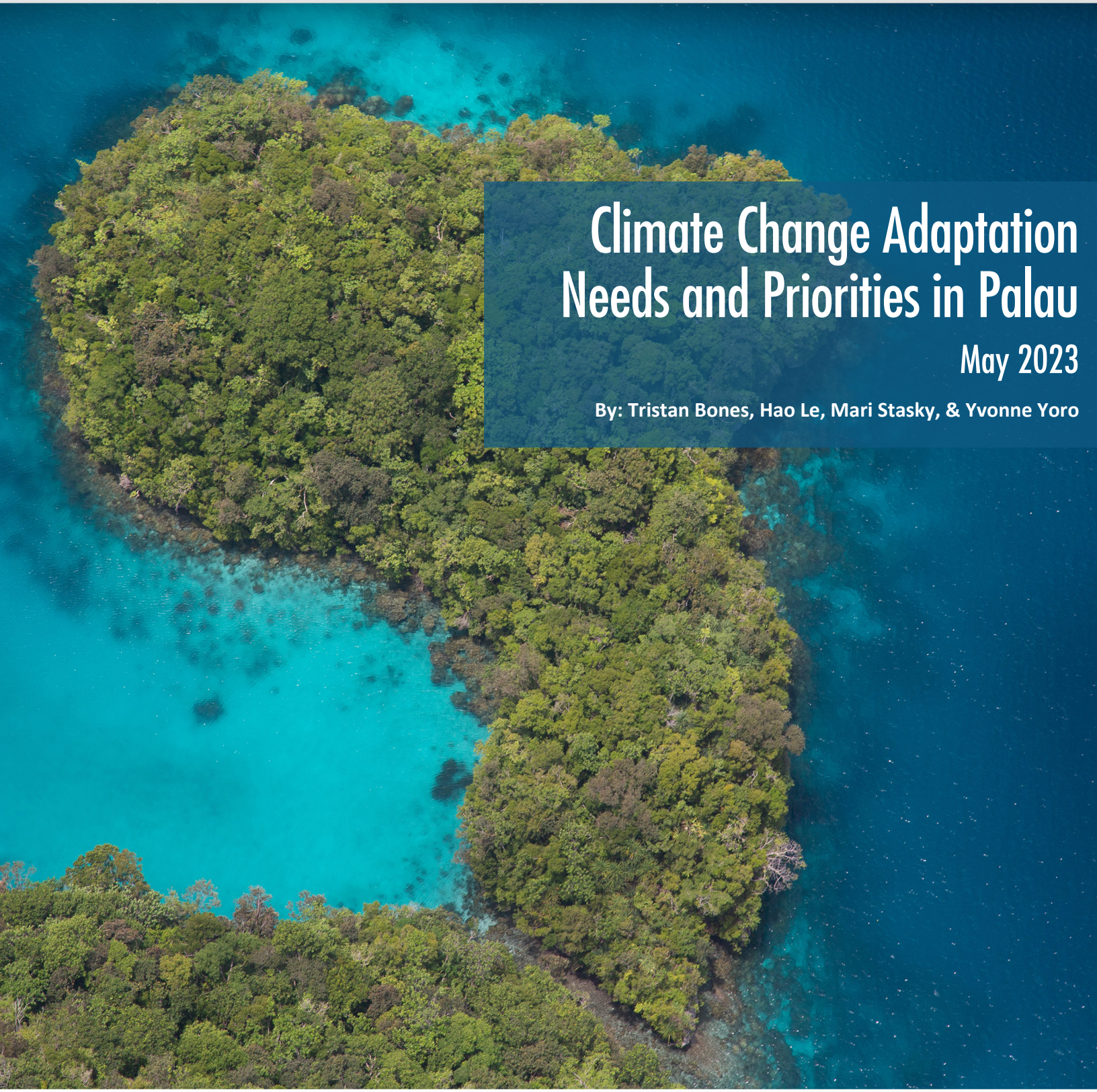
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UNIVERSITY OF HAWAI'I, COLLEGE OF SOCIAL SCIENCES, PUBLIC ADMINISTRATION PROGRAM



Climate Change Adaptation Needs and Priorities in Palau

May 2023

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Executive Summary

Purpose: This report examines pertinent climate change adaptation and mitigation plans, strategies, and frameworks in the Republic of Palau to identify potential points of entry where the U.S. Government (USG) including U.S. Indo-Pacific Command (USINDOPACOM) can collaborate with the Government of Palau (GoP) to enable achievement of the country's climate change adaptation goals.

Key Points:

- Palau is a signatory to the 2018 Boe Declaration on Regional Security, which recognizes that "climate change remains the single greatest threat to the livelihoods, security, and wellbeing of the peoples of the Pacific". Palau stands committed to progress the implementation of the Paris Agreement, as adopted in 2015.
- Since a significant portion of Palau's population, infrastructure, and culturally relevant sites is situated on its coastline, the nation is especially vulnerable to rising sea levels and an increasing numbers of extreme weather events.
- Palau recently submitted a Readiness Proposal to the Green Climate Fund's (GCF) to develop a National Adaptation Plan (NAP). If approved and developed, the NAP will be the preeminent climate adaptation policy for Palau – setting national adaptation priorities and a course of action for implementation. Based on proposal documents, the NAP will address the same areas of concern outlined in Palau's Climate Change Policy of 2015, such as human security, infrastructure, economic security, and food security. Still, the NAP aims to provide program development and implementation strategies.

Key Recommendations:

- With ongoing USINDOPACOM engagements in Palau, USINDOPACOM is well positioned to support the USG interagency to accelerate the implementation of Palau's climate adaptation priorities. USINDOPACOM should consider engaging in climate adaptation assistance in Palau, to bolster climate change adaptation assistance from the USG including by the United States Agency for International Development (USAID), as well as climate change adaptation assistance provided by multilateral organizations such as the United Nations Development Programme (UNDP), the Green Climate Fund, and national entities including the Palau Office of Climate Change and the Palau Ministry of Finance.
- There are three points of entry for USINDOPACOM climate change adaptation collaboration. The first is to address the need for increased interagency cooperation to accelerate climate change adaptation action in Palau through supporting the capacity development of Palau's interagency government personnel through foundational climate change education and training.
- Another entry point is to support Palau to build capacity in climate change adaptation focused-research, development, and technical skills training. Of importance to Palau is the technical capacity to implement the adaptation and mitigation priorities identified in the Climate Change Policy and the National Determined Contribution (NDC), pending completion of the final NAP. In particular,

climate change financial technologies are needed to coordinate interagency climate adaptation efforts including between the Office of Project Management of the Ministry of Finance and the Office of Climate Change, to enhance the effectiveness of the planning process.

- A third entry point is through infrastructure development, including critical infrastructure improvement projects to enhance Palau's telecommunications, observational data, and data processing infrastructure.

Introduction

The Republic of Palau is a tropical archipelago consisting of 586 coralline limestone and volcanic islands.[1] The nation lies in the Pacific, south of the Philippines and near the southwest corner of Micronesia.[2] Palau's highest point is the peak of Mount Ngerchelchuus, at 794 feet, on the island of Babelthuap.[3] Palau has an estimated population of 21,779 as of 2023.[4] Most of the nation's islands are covered by forests and are largely uninhabited. Over 60 percent of the nation's population currently live in the city of Koror, which lies 140 meters above sea level.[5, 6] Palau has approximately 1,500 kilometers of coastline, making the coastal and marine areas of the country highly vulnerable to the impact of climate change.[7]

Palau has signed onto the Pacific Island Forum's Boe Declaration on Regional Security of 2018, a regional security proclamation acknowledging climate change as "the single greatest threat to the livelihoods, security, and wellbeing of the peoples of the Pacific." [8] Palau signed the Paris Agreement in 2016 and is committed to halving its national emissions by 2025 and to a complete clean energy transition.[9] Palau is a member of the alliance of Small Island Developing States (SIDS), a distinct group of 37 UN Member States that face unique social, economic, and environmental vulnerabilities based on their island geographies."[10] Palau participates in the Alliance of Small Island States (AOSIS); a coalition that has been effective in garnering global attention to the climate crisis and it's severe impacts on small island states. Moreover, Palau is in a Compact of Free Association (COFA) with the U.S whereby the U.S. has agreed to, among other things, "provide Palau with access to U.S. federal programs and assistance, including funding for education, health care, and infrastructure development." [11] A new COFA agreement between the U.S. and Palau was signed on May 22, 2023, through which the U.S. commits to $7.1 billion in investments in Palau over the next 20 years.[12]

This report explains Palau's current climate change adaptation plans and priorities. The report also identifies areas where Palau needs further assistance to implement its climate adaptation priorities. The report recommends entry points for USG, including USINDOPACOM collaboration with Palau to accelerate climate change adaptation.

Climate Change Impacts

A significant portion of Palau's population, infrastructure, and culturally relevant areas lie on the coast, making Palau particularly susceptible to sea-level rise and extreme weather events, which are becoming increasingly prevalent. Moreover, the intensification of climate patterns, such as El Nino Southern Oscillation, makes Palau increasingly vulnerable to prolonged dry spells.[13]

Human Security

A large part of Palau's climate adaptation effort is focused on addressing human security concerns. Human security "examines how human security models provide (1) different ways of interpreting climate conflict 'triggers' and (2) different and more effective strategies for responding to climate insecurity. This

involves shifting the focus from risk to vulnerability, and mitigation to adaptation and social resilience."[14] Human security encompasses aspects such as food security, economic security, and land erosion that could have direct safety impacts on the people in Palau.

Food Security

The impacts of climate change on agriculture have created food security concerns for Palau.[15] As one of the key issues for policymakers, changes in ocean temperature and chemistry, increased intensity of storms, and warming air are all factors that could impact food security in Palau.[16] The impact of climate change on fisheries is a significant food security risks for Palau as the warmer weather impacts coral reef health, which has correlating effects on near-shore fisheries. With longer periods of exposure to warmer ocean temperatures, coral reef health begins to decline, which affects fish populations that rely on coral reefs for sustenance and shelter. The depletion of fisheries could escalate to a food crisis for the people of Palau, who rely heavily on fisheries as a regular food source.

Palau has also seen a decrease in available fresh water and an increase in drought. In Palau "drought led to depletion of water supplies, crop failures, and uncontrolled wildfires on some islands. In recent years, saltwater intrusion into the taro fields is impacting taro agricultural diversity."[17] In 2016, a significant drought struck Palau, drying up Koror's only dam, causing an eighty percent decline in the level of the Ngerikil River. This led to crop failure resulting in human health risks such as malnutrition, dehydration, and poor sanitation.[18]

Economic Security

Palau has significant concerns regarding its sovereignty, maritime borders, and its Exclusive Economic Zone EEZ. Although Palau is in a COFA with the U.S., Palau is still a sovereign nation and conducts its own foreign relations. One specific area of concern for Palau is the ability to protect its EEZ, an area whereby Palau enjoys the right to fish and to conduct other economic activities.[19] According to Palau, China has been one of the main offenders in violating their rights to this area and threatening Palau's sovereignty.[20] If Palau cannot enforce its EEZ, which provides valuable resources to an already threatened food supply, it could devolve into a state security crisis for the country. Challenges to Palau's rights to its EEZ threatens the country's economic health, food security, and marine ecosystem.

In addition, natural disasters and storms can cause severe damage to coastal infrastructure, hindering Palau's capability to maintain a thriving tourism industry and maintain the economic security of its citizens. Strategies to protect these resources and environments create jobs that contribute to the country's annual GDP.[21] The tourism industry directly depends on showcasing the island's natural environments, thus the protection of the country's land and marine resources is directly tied to the country's economic prosperity.

Infrastructure

Palau's small land area and low-lying elevation makes it particularly vulnerable to sea-level rise, storm surges, and other coastal hazards. Palau faces the risk of typhoons which can cause severe erosion of the beaches and coastal areas, leading to the loss of valuable coastal resources and infrastructure and posing a threat to the local communities and ecosystems. In 2012, Typhoon Bopha caused significant damages to the eastward reef faces from Angaur north to the northern extreme of Babeldaob. Although the storm passed 25 nautical miles south of Angaur, it still produced high swells, wave heights of 30-40 feet and high winds on the eastern side of the main island group. Many of the villages along the coast experienced large and aggressive storm surges that destroyed most homes. Post swell and surge, the reef was obliterated down to plain rock from the shore to depths of 130 feet. The following year, Typhoon Haiyan hit near Palau and caused extensive damage on Kayangel Island.[22]

Palau Climate Change Policies

To mitigate the impact of climate change, Palau has developed a Climate Change Policy, which was last updated in 2015. Through the policy, Palau identifies the most significant climate risks and climate change adaptation action. Palau is taking a "no regrets" approach to climate adaptation as the threats they face could be catastrophic for the country.[23] The policy places a heavy emphasis on human security, such as food insecurity, economic security, and land erosion. Along with those focus areas, Palau looks to develop policies and strategies that protect and ensure its sovereignty. The 2015 Climate Change Policy was Palau's first step in identifying policy goals for the country to prioritize over the course of five years. By 2020, Palau recognized that simply identifying priority areas and implementing ad hoc programs was not sufficient, and the country needed a detailed climate adaptation plan to guide the country's efforts and aid in program development .[24]

In September 2022, Palau submitted its Readiness Proposal for the development of a National Adaptation Plan (NAP) to the Green Climate Fund's (GCF). The proposal outlines the country's need for a NAP to address gaps in Palau's current climate adaptation policies and to assist with the implementation of policies at the national and subnational levels.[25] Once developed, the NAP will serve as the preeminent climate change policy for Palau. The NAP will address the areas of concern outlined in Palau's Climate Change Policy, such as human security, infrastructure, economic security, and food security and expand on the policy by providing program development and implementation strategies.[26]

Palau has identified several barriers to national climate change adaptation efforts, such as a lack of administrative capacity, lack of data and knowledge, financing, and the need for increased cooperation with the private sector. Palau's Office of Climate Change is a small team, and the lack of staffing has led to difficulties in implementing large-scale adaptation projects.[27] Lack of knowledge of the effects of climate change and how to successfully implement climate change adaptation plans by state officials also hinders the government's efforts. Palau lacks adequate resources to educate the public and sub-national officials on how to implement climate change adaptation plans successfully.

U.S. Climate Change Policies

In January of 2021, the Biden Administration issued Executive Order 14008: Tackling the Climate Crisis at Home and Abroad.[28] This order establishes the climate crisis as a central part of United States foreign and national policy. In September 2022 The White House published its Pacific Partnership Strategy, which outlines four key objectives for the U.S. in the Pacific including ensuring a "resilient Pacific Islands region prepared for the climate crisis and other 21st-century challenges."[29] The Pacific Partnership Strategy recognizes the importance of building Pacific Island Countries' (PICs) capacities to adapt to climate change risks and insulate themselves against threats to food, economic, and human security. These focus areas align with Palau's priorities.

The Pacific Partnership Strategy identifies four key objectives that express continued interest in partnering with and supporting Pacific Island nations and their efforts to address climate change threats. Those objectives aim to:

1. Fulfill and expand commitments by building the capacity for the U.S. to support the Pacific Islands;
2. Establish plans to coordinate with allies, partners, and the Pacific Islands to best meet the needs of the Pacific Island nations while avoiding redundancy;
3. Support the Pacific Island nations' efforts to address climate change threats and build capacity among stakeholders in government, the private sector, and the community; and
4. Prioritize focusing on key logistics, transportation, and technologies to strengthen the network with the Pacific Islands region.[30]

The Pacific Partnership Strategy recognizes the necessity of improving Pacific Island nations' capacity for climate change adaptation. The strategy proposes leveraging agencies such as the United States Agency for International Development (USAID), the National Oceanic and Atmospheric Administration (NOAA), and the Department of Defense to assist the Palau government in applying for funding and implementing climate change adaptation programs.[31]

Entry Points for Climate Change Adaptation Collaboration

There are recurrent challenges cited across Palau's different climate-relevant national policies. These are the lack of human, financial, and technical resources to implement policy goals.[32] Addressing these resource challenges is one entry for the U.S. Government (USG) to support Palau's climate change adaptation action.

Table 1 below lists the existing policies, the source of the policy, the priorities of each policy, and areas where assistance is needed to implement that policy. Areas where USINDOPACOM could assist are identified as entry points in the final column.

Palau Climate Priorities and Needs

Document	Description	Priorities and Needs
Executive Order No. 397	Ensure all plans and procedures are developed, tested, and ready for implementation (p.2)	Standardization and improved coordination. Technical assistance.
Palau Climate Change Policy: For Climate and Disaster Resilient Low Emissions Development	Limited human, financial, and technical resources (p.7)	Improve public awareness, education, and/or training. Infrastructure development.
Palau Energy Policy	Prioritize improving energy-efficiency standards for buildings; the policy goal is to reduce the overall national energy consumption by 30% by 2020 (p.13)	Need support in building capacity in research and development, and training in specific skill requirements of low carbon energy technologies and practices in Palau.
Palau Republic of Palau Intended Nationally Determined Contribution	Emphasize the need to bolster Palau's renewable energy efforts in order to increase energy efficiency initiatives (p.4)	Emphasize the need to bolster Palau's renewable energy efforts in order to increase energy efficiency initiatives (p.4)
Executive Order No. 397	2016 Palau National Disaster Risk Management Framework requires improved coordination so that citizens can better prepare for imminent natural disasters (p.1)	Improve public awareness, education, and/or training.
NATIONAL DISASTER RISK MANAGEMENT FRAMEWORK 2010	Improve national warning systems across varying levels of government to ensure effective communication (p.27)	Palau needs to develop an effective system to disseminate information.
National Security Strategy, The Republic of Palau (2022)	Marine resources are being threatened due to ocean acidification, pollution, increased sediment from run-off, and sea-level rise. Education efforts and water quality testing are important to ensure safe consumption and are critical to Palau's national food security. (p.10) Palau requires better intelligence capabilities, in order to support the level of maintenance and cooperation of the nation's large EEZ (p.5)	Palau needs to develop an effective system to disseminate information

Conclusion and Recommendations

Sea levels and water temperatures rise, coastlines begin to erode, and tropical storms increase in frequency the impacts of climate change pose an ever-growing threat to Palau. Climate adaptation strategies are a matter of survival for the people in Palau. The following are proposed entry points for USG, including USINDOPACOM collaboration with Palau to accelerate climate change adaptation.

Support for Climate Adaptation Implementation

The USG through USAID can expand its support to Palau by investing in the capacity development of Palau's climate change institutions, including support to the Office of Climate Change. USAID could also partner with the Bureau of Budget and Planning and the Ministry of Finance in implementing NAP proposed projects. These projects vary in size, scope, and scale, often calling upon various partners to meet deliverables. Partners and beneficiaries can include public sector organizations, private sector agencies (e.g., contractors), and communities. Palau requires increased investment in personnel to carry out climate adaptation programs. Through USAID, the USG can provide trained personnel to assist Palau in its NAP implementation.

Technical Assistance

The USAID Climate Ready project focuses on improving access to climate change adaptation finance. USAID provided technical support in the preparation of Palau's NAP proposal to the Green Climate Fund and has further identified areas of support that Palau would require for implementation. These areas are potential entry points for USG including USINDOPACOM engagement.

Infrastructure Development

Palau faces critical threats to its infrastructure in coastal regions, creating hazards for citizens as well as tourists. USINDOPACOM can support Palau's efforts to upgrade climate resilient infrastructure, improve management capacity, and develop the knowledge base needed to combat the threats of climate change. USINDOPACOM could assist in strengthening Palau's telecommunications, observational data, and data processing infrastructure. This would reinforce early warning systems and the dissemination of hazard information before a disaster. USINDOPACOM could also focus on strengthening the knowledgebase of national and subnational level stakeholders on climate change processes and impacts.

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