

Delivering transformational change: A plan to achieve development resilient to climate change in the Caribbean

Key Messages

- The Caribbean Community Climate Change Centre has developed an Implementation Plan for 2011-2021 to support climate resilient development in the Caribbean.
- The Liliendaal Declaration provided the political vision of transformational change required in the CARICOM region to respond to climate change and its impacts on development.
- The CARICOM Regional Framework establishes a strategic approach to address climate change mitigation and adaptation. The Framework consists of strategic elements and goals to provide a roadmap for action.
- The Implementation Plan lays the ground-work to mainstream climate change into the national development and planning processes in CARICOM member states.
- The Plan was prepared following an extensive programme of consultation with over 200 stakeholders including politicians, government officials, regional agencies, NGOs, private sector and donor agencies.

The threats posed by a changing climate to the development prospects of the 15 Caribbean Community (CARICOM) member states are severe. Adaptation to ensure resilience to a more hostile regional climate and rising sea levels will require a complementary series of policy actions supported by a sizeable and sustained investment of resources. To meet the challenge, the CARICOM countries have worked together to form an implementation plan to deliver the strategic elements and goals of a regional framework which was developed from an urgent political commitment to manage the effects of climate change on development. This brief outlines the process through which the implementation plan was developed and shares key lessons.

The CARICOM Climate Change Declaration and Framework

In 2009, two significant steps were taken to address climate change in the Caribbean. The Heads of Government of CARICOM endorsed the Liliendaal Declaration on Climate Change and Development which defines the national and international political positions of the CARICOM member states. To support the Declaration, they subsequently approved "A Regional Framework for Achieving Development Resilient to Climate Change" prepared by the Caribbean Community Climate Change Centre (CCCCC). The Framework articulates the strategic direction for the region's response to climate change risks and provides a roadmap for action over the period 2009 to 2015. The Heads of Government further mandated the CCCCC to prepare an Implementation Plan (IP) to deliver the actions envisaged within the Framework.

"It is absolutely necessary that all our countries identify and implement, in the shortest possible timeframe, a series of measures designed to minimise and mitigate the effects of global warming on our countries and populations..."

Chair CARICOM 2009,
Hon. Dean Oliver Barrow, Prime Minister of Belize

Implementation Plan Preparation Process

The IP was developed by the CCCCC from September 2010 to June 2011 with funding from the UK Department for International Development and the Climate and Development Knowledge Network. It will serve as the mechanism to take forward and deliver the strategic elements and goals identified in the Regional Framework.

The IP was prepared following an extensive programme of in-country consultations with key stakeholders representing more than seventy organizations and institutions. Consultations were held with national government ministries and departments; regional organizations; non-governmental organizations; the private sector; regional and national universities; and international development partners in fourteen CARICOM member states.

The IP has received endorsement and approval from the CARICOM Council of Ministers with responsibility for Trade and Economic Development with a recommendation for approval by the Heads of Government. It will be presented to the Heads of Government at their next meeting in the first quarter of 2012 for endorsement and approval.

Towards Transformational Change

The transformational changes required by the Liliendaal Declaration are necessary to deliver the strategic elements and goals in the Regional Framework require corresponding changes in the process of policy-setting and decision-making in all organisations. The IP acknowledges that this will involve a transformational change in mindset, institutional arrangements, operating systems, collaborative approaches and integrated planning mechanisms in the region. These shifts have been initiated by the strong political leadership which paved the way for the Regional Framework and the Implementation Plan.

The Implementation Plan is tailored to the regional context, linking specific actions with wider regional and national sustainable development and growth strategies to effectively mobilise limited resources. Central to this is the ‘three-ones’ approach.

The ‘three-ones’ approach to resource mobilisation

The execution of the IP will be guided by a ‘three-ones’ approach at regional and national levels. This is based on the principle of establishing a sustainable resource mobilisation plan with three core elements:



The CCCCC team lead by Executive Director Dr. Kenrick Leslie consulting with the Minister of Environment in Suriname.

- **One co-ordinating mechanism** to manage the process. A proposed Liliendaal Bureau will coordinate actions at the regional level while Governments will coordinate actions at the national level. The Bureau will be chaired by the Head of Government with responsibility for sustainable development and emergency management and will be supported by leaders from key regional institutions, both public and private.
- **One plan** that provides the framework for co-ordinated action by all partners. The Liliendaal Declaration provides common goals and objectives which drive the Regional Framework and the IP.
- **One monitoring and evaluation framework** to measure progress, transparency and value for money.

The ‘three-ones’ approach will, at the regional level, allow for the coordination of resource mobilization on the part of CARICOM and its Member States. It will also allow donors and funding agencies to have a politically approved one-stop mechanism through which they can rationalize and allocate scarce resources for the Caribbean Community. This will not affect the ability of each national government to raise funding for national programmes and projects through bi-lateral sources to meet country-specific needs.

Economic Costs of Inaction:

An economic analysis of the costs of a changing climate in just three categories—increased hurricane damages, loss of tourism revenue, and infrastructure damages—projected that the Caribbean’s annual cost of inaction could total \$10.7 billion annually by 2025, \$22 billion by 2050 and \$46 billion by 2100. These costs represent 5%, 10% and 22% respectively, of the current Caribbean economy (2004 GDP).

The net effect of costs on this scale is equivalent to causing a perpetual economic recession in each of the CARICOM member states.

Shaping a regionally appropriate IP

To deliver on the actions envisaged within the Regional Framework, the IP incorporates key elements of The Framework including the mainstreaming of climate change adaptation and mitigation strategies, policies and measures into the sustainable development agendas of CARICOM member states. This will result in the promotion and the implementation of actions, including specific adaptation measures, to address key vulnerabilities in the region. It will also promote actions to reduce greenhouse gas emissions and recognises the value of standing forests.

Caribbean priorities drove the identification of actions included in the IP. For example since some countries currently spend between 30-40% of foreign exchange earnings on fuel, the desire to reduce dependencies on fossil fuels was a key driver in the development of appropriate actions. Alignment of national priorities into the regionally orientated IP was essential to create agreement and the space to advance the IP.

The success of the IP will rely highly on the involvement and support of key stakeholders including national governments, regional organisations, NGOs, the private sector, the donor community, international financial institutions, academic and research institutions, and the citizens of each member state. To support this on-going engagement, the IP has been framed as a 'live process' which is subject to review and modification over time. This will ensure that the IP is flexible to new knowledge of climate science and the direct and indirect impacts and innovations that address climate change, the development of climate finance mechanisms, prevailing economic conditions and insights from the monitoring framework.



Consultations with the Vice-President and the Minister of Labour, Technology Development and Environment of Suriname



It is expected that climate change will lead to increasingly frequent and intense extreme weather events in the Caribbean.

Priority challenges and actions targeted under the IP

The actions identified by stakeholders together with those drawn from a variety of regional and national strategy documents are grouped in the IP under three broad headings: Institutional and governance building blocks; technical and physical impacts; and cross-cutting challenges. Each CARICOM country will draw upon these generic actions and apply them in their unique contexts. The following is a sample of the priority challenges and associated actions which provide the immediate focus for delivering the transformational change envisaged by the Liliendaal Declaration.

Institutional and governance building blocks

- **Caribbean states must become low-carbon economies:** Building a low carbon climate resilient economy should be an integral element of the wider sustainable development agenda of the CARICOM. Regional institutions and national Governments are to review their existing strategies, policies and actions to ensure they align with building resilience and delivering a low carbon economy.
- **Building resilience through transformational change and effective mobilisation of scarce resources:** "Business as usual" will not drive the transformation required to build resilience to a changing climate. The Caribbean cannot deliver resilience and create low carbon economies without financial and technical assistance built on effective partnerships between national governments and international development partners.

A multifaceted system of public and private finance is required to provide the incentives that are necessary to build low carbon climate resilient economies. The private sector has a fundamental role in providing and financing solutions

We must develop a risk management ethic in the Caribbean

Decision-making based on subjective value judgements without using the information and the expert advice and guidance that is available will compromise resilience building. Risk management assists in the selection of optimal cost-effective strategies for reducing vulnerability, using a systematic and transparent process. Policies or initiatives that aim to reduce this vulnerability can be designed to complement and support the goals of poverty reduction, sustainable development, disaster preparedness and environmental protection.

- **CARICOM and its regional organisations must play a key and critical role in execution of the IP:** The regional organizations will work collectively through a regional support structure that will allow countries to maximise their resources and technical expertise to the benefit of all.
- **Risk assessment and management must be the standard in decision-making and resource-allocation processes:** The Regional Framework is founded upon the principle of using risk management processes and tools to aid decision-making. Risk management processes can be used to manage our responses to aspects of climate variability and climate change that create or increase a risk to the Caribbean region, its member states, citizens, infrastructure, economies and environment.

Technical and physical impacts

- **Uncertainty is not a reason for inaction:** There is sufficient information available to make some decisions now. While there are issues with baseline data and knowledge gaps, there is a wealth of existing information, knowledge and expertise which must be built upon to develop capacity. Specific actions such as conducting a full inventory of Saint Lucia’s water utility assets’ could be undertaken, followed by a risk assessment of the assets’ vulnerability to climate variability.

Cross-cutting challenges

- **Disaster risk reduction and climate change are inextricably linked:** Building resilience to existing climate variability and the changes already experienced will be enhanced through the disaster risk reduction programmes across the Caribbean. The work of the Caribbean Disaster and Emergency Management Agency must remain a priority.
- **Global climate change will very likely adversely affect the Caribbean in the future:** The IP recognises that the challenges ahead may be far greater than those that CARICOM countries are currently planning for and recommends efforts to strengthen the Caribbean’s international negotiating position and its long-term capacity to plan.

Specific actions in the IP are also categorised into sections covering each of the Regional Framework’s strategic elements and goals and against the key sectors of agriculture and food security, water, health, energy, coastal and marine, forests, and tourism as well as cross-sectoral actions. Lead executing agencies for each of the actions together with indicative collaborating partners have also been identified.

The IP Priority Milestones

Key milestones have been set for the achievement of the priority actions under the IP and these will serve as means of monitoring progress of actions over the first two years. A biennial review is proposed of both the Regional Framework and the IP to ensure that they continue to provide the right focus for the required transformational changes and to add new and updated information as and when it becomes available.

During the first two years of execution it is expected that the IP will have achieved the following milestones:

- Establishment of and functioning of the Liliendaal Bureau as the regional coordinating mechanism for the IP;
- Develop and begin to use the CARICOM Risk Management Guidelines to review and assess projects/investment;
- Establishment of a Funding Advisory Facility with the CCCCC;
- Selected country investment risk profiles completed;
- Complete a policy review by CARICOM and regional organizations; and
- Review of the Regional Framework and the Implementation Plan.

Key lessons learned from developing the IP

- 1 The mandate given to the CCCCC by the Heads of Government in CARICOM to develop the IP provided politically powerful credibility for the process and ensured the buy-in of key stakeholders. Armed with this robust mandate the CCCCC and consultant team, gained access to a wide range of stakeholders and meaningful consultations were held. The Presidential endorsement for the IP process was preceded by the 2007 request for the CCCCC to prepare the Regional Framework and reflects the long-running political engagement and momentum generated to tackle climate change out of which the IP emerged. This was a crucial enabling factor for the IP process.
- 2 Aligning national and regional priorities for a successful implementation plan. Although the IP is a regional plan for addressing climate change, the elements that make up the IP also had to address national issues and national priorities. This was assured through the identification of key regional issues in the five strategic elements of the Regional Strategy for Building Climate Resilience in the Caribbean. The Implementation Plan, building on the foundation of the Regional Strategy, provides individual countries with a roadmap for national action on climate change within an overarching regional mechanism, facilitating the successful implementation of national actions.
- 3 Targeting key senior actors and institutions, for focused face to face consultations, ensured that inputs were truly reflective of national circumstances. Rather than convening meetings with national stakeholders in one place at one time or meeting just with national climate change committees, the consultation approach was more directly targeted at key individuals. When dealing with a wide variety of stakeholders and interest groups in fifteen sovereign states, this approach allowed for free expression of ideas which may have been inhibited in open forums and got to the heart of national policies and priorities. Senior officials were also engaged successfully through this method and therefore interviewees were able to accurately articulate the national position on key issues.
- 4 The iterative stakeholder review process of the IP document, full national participation in a regional workshop and inviting inputs for finalisation of the IP, gave national entities a clear stake in the development of the IP and fostered ownership among stakeholders. The process involved building a consensus among fifteen sovereign states, with a wide range of country and stakeholder interests. It was important to be sensitive to key issues that emerged as vital to national interests and to ensure that they were reflected in the final compilation of priority actions in the IP. This was also essential in helping the CARICOM countries to view the IP as a regional plan to which they were committed and for which they all had a responsibility to execute and derive benefits from. National ownership was demonstrated through feedback and inputs to the respective ministerial delegations that participated in the COTED meeting that unanimously endorsed the IP.
- 5 Combining the region-specific knowledge and experience of the CCCCC team with the services of a reputable consultancy firm was a strength. The selection of an experienced and reputable consulting firm with knowledge of and exposure to working in the region to work in partnership with the CCCCC was critical for successful completion of the work. The consulting team's leadership and guidance in key technical areas was complemented by the on-the-ground knowledge and experience of the CCCCC team that had been built up over the years and capitalised on existing and excellent working relationships with key national and regional organizations. This supported easy access to key stakeholders and was instrumental in facilitating a complex regional process.
- 6 Additional benefits have emerged from the Implementation Plan process. The IP process has enhanced knowledge of region-specific climate issues across a wide range of stakeholders in the Caribbean and this has strengthened the position of the CCCCC to support the mainstreaming of climate change into different sectors.

Concluding remarks

Delivery of the IP is a shared responsibility. Regional organisations have a role in supporting and guiding action on climate change, however the focus for transformational change is at the national level and below. The pace at which such change can be achieved will be a function of the capacity, resources, empowerment of and engagement across and between all sectors and stakeholders, along with the political will to effect change. The adoption of the 'three-ones' approach to resource mobilisation is considered to be the most effective process by which this change can be delivered.

For more information from the Caribbean Community Climate Change Centre, please visit: <http://caribbeanclimate.bz/>



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