

## Regional Framework for Achieving Development Resilient to Climate Change

### Implementation Plan Executive Summary

This document sets out the Implementation Plan for the CARICOM 'Regional Framework for Achieving Development Resilient to Climate Change' approved by the CARICOM Heads of Government in July 2009.

It is a core planning document to guide your organisation and its objectives, plans, and governance and covers the period from 2011-2021.

It is your responsibility to own it and ensure your organisation delivers:

“...a regional society and economy that is resilient to a changing climate”

The Implementation Plan is not:

- ..... just for those interested in climate change,
- .....green rhetoric or 'green wash',
- ..... merely about protecting the environment,
- .....another organisation's responsibility to deliver,
- .....about getting developed nations to pay for global warming,
- .....something you can ignore.

CARICOM countries have considerable cause for concern as the threats posed by a changing climate to their development prospects are severe and both mitigation and adaptation will require a sizeable and sustained investment of resources that governments are unable to provide on their own.

This concern is reflected in the *Liliendaal Declaration* which the CARICOM Heads of Government endorsed at their meeting in Guyana in July 2009 (*Annex 1*). In the Declaration, the Heads of Government expressed grave concern that the region's efforts to promote sustainable development and achieve the MDGs are under severe threat from the devastating effects of climate change and sea level rise. Of particular note is the increasing intensity of extreme weather events, resulting in severe damage to the region's socio-economic resource base. They also emphasized that dangerous climate change is already occurring in all Small Islands and Low-lying Coastal Developing States (SIDS) regions including the Caribbean requiring urgent, ambitious and decisive action by CARICOM states and by the international community.

The CARICOM Heads of Government at their July 2009 meeting approved the '*Regional Framework for Achieving Development Resilient to Climate Change*' (the Regional Framework) which defines the strategic approach for coping with climate change. The Regional Framework is guided by five strategic elements and some twenty goals designed to significantly increase the resilience of the CARICOM member states' social, economic and environmental systems. The strategic elements are as follows:

1. Mainstreaming climate change adaptation strategies into the sustainable development agendas of CARICOM states.
2. Promote the implementation of specific adaptation measures to address key vulnerabilities in the region.
3. Promote actions to reduce greenhouse gas emissions through fossil fuel reduction and conservation, and switching to renewable and cleaner energy sources.
4. Encouraging action to reduce the vulnerability of natural and human systems in CARICOM countries to the impacts of a changing climate.
5. Promoting action to derive social, economic, and environmental benefits through the prudent management of standing forests in CARICOM countries.

The Regional Framework provides a roadmap for action over the period 2009-2015, while building on the groundwork laid by the Caribbean Community Climate Change Centre (CCCCC) and its precursor programmes and projects in climate change adaptation such as the National Enabling Activities (NEAs) including the First National Communications Projects, the Caribbean Planning for Adaptation to Climate Change (CPACC) project (1998-2001), the Adaptation to Climate Change in the Caribbean (ACCC) project (2001-2004), and the Mainstreaming Adaptation to Climate Change (MACC) project (2003-2009). It also builds upon the extensive work undertaken by governments, regional organisations, NGOs and academic institutions in recent years.

At the Georgetown meeting in July 2009 the CARICOM Heads of Government mandated the Caribbean Community Climate Change Centre to embark on a process to develop a comprehensive regional Implementation Plan.

This Implementation Plan has been prepared following an extensive programme of in-country discussions with politicians, government officials, regional agencies, NGOs, the private sector, donors and development banks. For the most part these discussions have been on a one-to-one basis or in small groups, followed up by further engagement and supported by building on existing analysis as well as regional and national development strategies. This stage has now been completed and the results are set out in this document.

The implementation Plan:

- Covers the period 2011 to 2021.
- Identifies priority activities under each strategic element and goal area of the Regional Framework.
- Identifies capital and revenue costs for each of the actions in consultation with the implementing organisations. Indicative costs have been provided where actions require further scoping and design.
- Allocates responsibilities and outlines functional co-operation between regional and national agencies.
- Provides the basis for investment programming for national budgets and in discussions on funding priorities with the international donor community.
- Considers governance and institutional capacity.
- Identifies the essential actions required to de-risk the Caribbean and open up the private sector investment streams that are a key element of the Copenhagen Accord.
- Proposes a monitoring and evaluation process to provide transparency, donor confidence, and to an evidence base on which to refine and improve the Regional Framework and the Implementation Plan.

The Implementation Plan provides guidance on the actions that can be taken by CARICOM member states, regional organisations, the private sector, and NGOs. This document should be considered as an aid to planning and decision-making, providing clear guidance on the priority steps to be taken in order to build resilience to a changing climate.

A number of themes have emerged during the preparation of this Implementation Plan and these provide headline messages and perhaps some of the 'sound bites' to aid dissemination and understanding. The Implementation Plan identifies actions for each of these themes, examples of which are provided:

1. **Building resilience requires transformational change.** A multifaceted system of public (from both national budgets and development assistance) and private finance is required to provide the incentives that are necessary to go beyond 'business as usual' in the Caribbean and to allow access to capital to build low carbon climate resilient economies. What is required is to move beyond one-off independent project focused initiatives which at best can only lead to marginal efficiencies and improvements; and focus on transformational changes. This requires leadership at all levels.

## **ACTION:**

The CARICOM Secretariat, national governments and regional organisations to ensure all their institutional strategies, policies and actions are consistent with (and make a positive contribution to) delivering a low-carbon economy, and will continue to meet objectives over time within the context of a changing climate. Existing strategies, policies and actions should be reviewed within the next 2 years and all new initiatives should be designed to

make a positive contribution to building low carbon climate resilient economies. CCCCC to develop an appraisal template, in partnership with the lead agencies.

Lead: CARICOM Secretariat, national governments, regional organisations.

Collaborating partners: CCCCC, donors and IFIs.

2. **Building a low carbon climate resilient or a green economy is an integral element of the wider sustainable development agenda.**

Addressing climate change without addressing the existing underlying sustainable development and growth challenges faced by member states will not deliver resilience. This Implementation Plan and the Regional Framework provide the guidance and the planning-aid to help deliver climate resilient sustainable development.

**ACTION:**

The establishment of a Natural Hazard Risk Management and Climate Change Adaptation Fund to support the actions of CDEMA and the CCCCC in carrying out their mandates in providing an adequate adaptation response to climate change.

Lead: CDB, CCCCC, CDEMA, CARICOM Secretariat

Collaborating partners: Donors and IFIs.

The Caribbean region should reflect on whether financing mechanisms that build low-carbon climate resilience can be differentiated from those aimed at wider sustainable development objectives. A CARICOM negotiating position on additionality is required for the Durban COP.

Lead: CARICOM Secretariat, national governments.

Collaborating partners: Donors and IFIs

3. **Caribbean governments and organisations have to step up to the plate.**

Technical and financial assistance alone from the international community will not deliver the levels of resilience building that are required. All countries, regional organisations, NGOs, and the private sector will have to institutionalise climate change. Building low carbon climate resilience within the context of the wider sustainable development objectives has to become an integral feature of all decision-making.

**ACTION:**

Economic and operational planning by governments and by critical infrastructure operators must factor in the impacts of, and responses to a changing climate. Standard economic appraisal processes are required to enable comparisons and cross-sector implications to be assessed.

Lead: National governments, critical infrastructure operators, CDB.

Collaborating partners: ECLAC, CCCCC, CCRIF.

4. **Acting regionally to deliver nationally.** CARICOM and the regionally mandated organisations have a key role to play. The scale of the challenges limits the ability of any country acting on its own to build resilience. Working collectively through a regional support

structure allows countries to maximise their resources and technical expertise to the benefit of all.

Securing the necessary resources and political will to move forward on CARICOM policy initiatives and deliver sustainable development actions inclusive of energy, food and trade are essential. Regional institutions including the Caribbean Development Bank can also make an important contribution as implementing entities.

#### **ACTION:**

Continue the growth, development and institutionalization of the climate modelling program to provide data and support for the conduct of vulnerability assessment, preparation of adaptation strategies and conduct of scientific research.

Lead agencies and institutions: CCCCC, University of the West Indies and INSMET of Cuba.  
Collaborating partners: The Hadley Centre, regional organisations, CaribSave.

Develop and secure the capital and operational finance required to enhance regional food security through the provision of expanded food storage and processing infrastructure in selected countries.

Lead: CARDI, Ministries of Agriculture  
Collaborating partners: CARICOM Secretariat.

- 5. Effective partnerships with donors and international financial institutions (IFIs) are critical.** The Caribbean can't deliver resilience without assistance. CARICOM countries have an opportunity to attract climate change finance to support their initiatives to build the resilience of their economies and achieve low carbon climate resilient development.

Partnerships are being developed, for example the PPCR programme with several Caribbean states. The development of a Low-Carbon Development Strategy has provided Guyana with the road map to guide the sustainable development of the country during the life of the IP. The signing of the Memorandum of Understanding and the Joint Concept Note with Norway has cemented a win-win partnership and will provide financial resources of up to US\$250 million by 2015 to commence and partially support the implementation of the LCDS.

Donors and IFIs have a responsibility to simplify the processes of securing financial and technical assistance, to remove barriers, to reduce the resource burdens of monitoring, reporting and verification (MRV) systems and to achieve greater harmonisation.

#### **ACTION:**

CARICOM member states should develop a region-wide position on the most effective and fairest funding mechanisms and engage with the donor community on the basis of country-led needs assessments and processes.

Lead: CARICOM Secretariat, national governments, regional organisations and CDB.  
Collaborating partners: Donors and IFIs

Develop cross-sectoral adaptation projects in groups of countries with donors, following the current examples of AusAID, European Union (GCCA) and the Greek Government support to CCCCC projects.

Lead: Regional organisations  
Collaborating partners: Donors and IFIs

6. **Governments must address the private sector risk reward balance in order to access the full range of funding opportunities.** Private sector investment was identified in the Copenhagen Accord as the main contributor to the combined adaptation and mitigation funding target of US\$100 billion per annum by 2020.

The Advisory Group on Climate Finance (AGF) was set up to identify how the US\$100 billion could be secured and in its report issued in November 2010 it concluded that finding the extra money was 'challenging but feasible'. Finding the money may be possible, but persuading the private sector to invest in the Caribbean is another challenge, where the risk reward balance may not be seen favourably by investors. If the Caribbean is to attract that part of the US\$100 billion to be provided by the private sector then it must ensure there is a rebalancing of risk to create sufficient interest. This will not be easy. Investors will only invest if they can secure appropriate risk returns on their capital.

**ACTION:**

In partnership with the private sector (operating at national, regional and international levels) assess and review the risk profiles for each CARICOM member state. Identify and implement a 5 year transformational programme to deliver the actions needed to improve the risk balance and attract private sector investment.

Lead: CARICOM Secretariat, national government ministries with responsibilities for finance and economic development, CICA

Collaborating partners: Caribbean financial services sector.

7. **Low-carbon energy generation has to become part of the 'DNA' of the Caribbean.** There is an overriding imperative to improve the resilience of the economies of the Caribbean by reducing the dependency on imported high-cost fossil fuels. This would transform economies, lower unit costs of production and enable countries to increase the resources devoted to resilience building.

Mapping-out the pathways to reduce the dependency on fossil fuels is an imperative and should be completed as a national priority within 5 years. Investment in public debate and engagement on low-carbon development planning and actions is required to secure national mandates. The changes required and their scale and implications necessitate a level of communications and engagement that is perhaps unprecedented.

**ACTION:**

Undertake an immediate region-wide review of the institutional barriers in energy policies and legislation that limit the adoption and commercial viability of low-carbon and renewable energy generation options and the practical steps for their removal.

Lead: CARICOM Secretariat.

Collaborating partners: National government ministries with responsibilities for energy, finance and economic development

Undertake a pilot project to produce bio-fuels from wild cane (*Arundo donax*). Identify and assess the development of commercially viable operations in partnership with the private sector.

Lead: CCCCC.

8. **Uncertainty is not a reason for inaction.** We have sufficient information to make decisions.....NOW.

We know there are issues with baseline data and knowledge gaps, particularly with regard to social and economic impacts, and these need to be addressed. But we also know that there is a wealth of information already available regarding the impacts of a changing climate on the Caribbean. During the preparation of this report nearly 300 current or recently completed Caribbean focussed climate change programmes, plans and actions were identified (included in a database which will be made available on the CCCCC website). This is in addition to the many more projects that have been completed in previous years.

#### **ACTION:**

Undertake an immediate risk assessment of essential infrastructure located in coastal areas and develop national programmes of resilience-building actions (capital and operational). Programmes to identify financing options from internal national budgets and donors and IFIs. Secure funding for risk assessments from donors and IFIs.

Lead: National government ministries and essential infrastructure operators.

Collaborating partners: CARICOM Secretariat, regional organisations.

9. **Risk management processes are essential to effective decision-making.**

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.

Risk management assists in the selection of optimal, or the most 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.

#### **ACTION:**

All organisations (including donors and development banks) operating at regional and national levels should 'stress-test' decisions against the potential impacts of a changing climate. A standard 'stress-test' process and guidance based on the Caribbean Risk Management Framework to be developed by the CCCCC.

Lead: CARICOM, National strategic planning ministries, CCCCC.

Collaborating partners: National government ministries, regional organisations.

10. **Data and information is a public good.** Attitudes towards data management, collection, storage, control and ownership of data and information will need to change. Building resilience and using risk management to aid decision-making where there is uncertainty requires access to the best available data and information. Institutional cultures which restrict access are not in the long-term interests of the Caribbean. In some cases these restrictions are imposed for entirely understandable budgetary reasons; information can be a revenue earner. In these situations alternative and more viable funding mechanisms are required.

**ACTION:**

The full roll out of the CCCCC Information and Data Clearing House facility to support research, public education and open access to information on climate change in the region will facilitate greater participation of the regions citizens in building a society that is resilient to a changing climate.

Lead: CCCCC.

Collaborating partners: All

Capacity building and support to national meteorological services to enhance their ability to manage, collect, store and distribute meteorological data.

Lead: CCCCC, CIMH.

Collaborating partners: National meteorological services.

11. **We must not lose the information, knowledge and expertise we already have.** A great deal of time, effort and money has been invested into impact studies, vulnerability assessments, and research. In many cases the recommendations and guidance have not been acted upon. Reports sit on shelves through lack of resources, baseline data sets are not digitised and are difficult to access, technical knowledge is lost as staff retire or move out of the Caribbean. Retaining and growing technical, professional, managerial and academic research expertise and capacity is vital.

Traditional farming practices and local community and indigenous knowledge are also vital resources that we are at risk of losing. They are essential resources that will assist in identifying flexible adaptation options.

**ACTION:**

Implement a region wide programme to identify, assess, collate and digitise baseline data sets (e.g. meteorological and hydrological data) held in the Caribbean and by international research institutions and then make available as open source.

Lead: Caribbean universities.

Collaborating partners: CCCCC, national government ministries, regional organisations

12. **The challenges ahead may be far greater than we are currently planning for.** It is clear that individual policy and project interventions will be insufficient to transform the economies of the CARICOM states based on the principles of sustainable development. It is also clear that the current initiatives by the world's developed countries

and the emerging economies to limit greenhouse gas emissions (GHGs) fall short of that which is required to limit average global temperature increases to no more than 2.0° C, never mind the 1.5° C that is the SIDS, CARICOM and Caribbean target.

The reality is that without a major shift in the geo-political balances and a new political urgency by both the developed countries and the emerging economies to implement and enforce action to reduce GHGs, we will be faced with global average temperature increases above 2.0°C. Some commentators are already suggesting that political strategies should be based on 'aim for 2°C and plan for 4°C'. The direct and indirect consequences for the Caribbean, when its social, environmental and economic systems are already stressed and struggling to meet the existing impacts of natural climate variability and current anthropogenic climate change, are enormous.

### **ACTION:**

Strengthen the Caribbean's international negotiating position and its long-term capacity to plan through an enhanced, resourced, comprehensive programme of evidence based peer-reviewed research on the science of climate change and the social, environmental and economic impacts.

Lead: Caribbean Universities, regional organisations.

Collaborating partners: International research institutions, CCCCC

The actions identified in this Implementation Plan will provide stepping stones on which to build resilience. It is recommended that this Plan and the Regional Framework are reviewed biannually to allow reflection on actions taken, changes in the geopolitical landscape and international agreements, and our improving understanding of the science of climate change and the impacts to the Caribbean's social, economic and environmental systems.