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Jamaica's National Adaptation Plan: Integrating Climate Change into National and Ministerial Budgets

Workshop Report

Workshop dates: July 25-26, 2017

Hosts: The workshop was hosted by the Climate Change Division of the Ministry of Economic Growth and Job Creation, in partnership with the Ministry of Finance and the Public Service and the National Adaptation Plan Global Network (NAP-GN).

Venue: Ministry of Finance and the Public Service

Participants: Budget officers and Policy officers

Coordinator of the workshop and representative of the beneficiary: Ms. UnaMay Gordon, Principal Director of the Climate Change Division at the Ministry of Economy, Growth and Job Creation.

Facilitation team: Mr. Alec Crawford, Ms. Anila Cili and Ms. UnaMay Gordon.

Presenters:

Dr. Orville Grey – Country NAP Focal Point, Climate Change Division at the Ministry of Economic Growth and Job Creation.

Mr. Alec Crawford - Senior Researcher for Resilience, International Institute for Sustainable Development.

Ms. Anila Cili – Financial Expert and Trainer, International Institute for Sustainable Development

Ms. Judith Robb-Walters, Principal Finance Officer, Ministry of Economic Growth and Job Creation

Peer exchange participant: Ms. Janeel Miller-Findlay, Head of Climate Change Division, Saint Vincent and the Grenadines.

Summary of the workshop

The workshop was designed to build the capacity of budget and policy officers from across the Jamaican government to identify the climate change initiatives within their sectors and to understand how these adaptation activities will affect the budgeting and planning process. The aim of the workshop was to ensure that government budget and policy officers understand what the national adaptation planning process in Jamaica entails, and to be able to relate it to their work in their sectors. It is hoped that once they are able to make the link between national adaptation goals and the operations of different ministries, departments and agencies of government, it should be easier for them to integrate adaptation initiatives into their work, which will be crucial to the successful implementation of the NAP.



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The workshop was attended by budget and policy officers from the 12 ministries covering those sectors deemed most vulnerable to the climate change, and was delivered in close co-operation with the Principal Director of the Climate Change Division. It had the full support of the Office of the Prime Minister of Jamaica, the Ministry of Economic Growth and Job Creation, the Ministry of Finance and Public Service and the Planning Institute of Jamaica. The workshop was opened by the Honourable Fayval Williams, Minister of State in the Ministry of Finance and the Public Service, as well as Dr. Pauline Knight from the Planning Institute of Jamaica. During her opening remarks, Principal Director of the Climate Change Division, UnaMay Gordon, emphasized the importance of the workshop and encouraged participants to work with the Division to ensure that climate change resilience efforts are properly targeted and that the financial resources required to support the work are allocated.

Background

The Government of Jamaica is currently working on the development and formulation of 12 sectoral adaptation strategies and action plans. These sectoral strategies are being developed for those sectors identified as being the most vulnerable to climate change, and will form the basis of the country's National Adaptation Plan. The strategies are expected to be completed by 2018. Given that the state is still relatively early in this process, there is an urgent need among budget officers to enhance understanding of how to integrate climate change adaptation into national and ministerial budgeting processes for the upcoming fiscal year. Recognizing this, the Climate Change Division submitted a request for support from the NAP Global Network's [Country Support Hub](#) to design and deliver a training workshop aimed at highlighting existing approaches and experiences in mainstreaming climate change adaptation into budgeting, drawing on examples from other countries and looking for Jamaica-specific entry points, tools and coordination mechanisms.

Objectives of the workshop

The four main objectives of the workshop were to:

- To enhance the ability of the government to integrate climate change adaptation into national and ministerial budgets
- To increase understanding among budget officers of Jamaica's National Adaptation Plan
- To raise awareness among budget officers of the crosscutting impacts of climate change adaptation, and ensure their understanding of the implications it holds for the budget process
- To strengthen communication and coordination among budget and policy officers across ministries

Participants

Workshop participants were invited and attended from all line ministries who are involved in the NAP process, representing 12 sectors that are vulnerable to climate change:

- Ministry of Economic Growth & Job Creation
- Development Bank of Jamaica
- Forestry Department



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- Ministry of Foreign Affairs & Foreign Trade
- Ministry of Industry Commerce, Agriculture & Fisheries
- Ministry of Justice
- Ministry of Science Energy Technology
- Ministry of Tourism
- Ministry of Health
- Ministry of Transport & Mining
- Planning Institute of Jamaica
- Water Resource Authority
- National Water Commission
- Office of Disaster Preparedness & Emergency Management
- Cabinet Office

The budget officers had practical background in budgeting and the policy officers had good proficiency on sectoral policies. The Climate Change Division of the Ministry of Economic Growth and Job Creation was responsible for the local organization.

The presentations

While the workshop largely focused on group exercises and exchange, a number of presentations were delivered to ensure that participants had a solid understanding of the NAP process and of related accounting and financing needs.

- Introduction to National Adaptation Planning in Jamaica: Dr. Orville Grey
- Introduction to the NAP Global Network: Alec Crawford
- Integrating Climate Risk Management into Planning and Policy Processes: Anila Cili
- Adaptation Financing Instruments and Opportunities: Alec Crawford
- Institutionalizing Financing Climate Change Adaptation: Anila Cili
- Tracing Public Expenditures and Monitoring: Anila Cili
- Budget Planning and Monitoring System in Jamaica: Judith Robb-Walters
- Tools, Resources and Guidelines on planning and budgeting: Alec Crawford & Anila Cili

Methodology

The workshop emphasized the importance of discussion and exchange by creating opportunities for close cooperation and facilitating coordination between the employees of different institutions, focusing on solving the problem rather than in its theoretical approach. All presentations are publicly available through the NAP Global Network website: www.napglobalnetwork.org

Participants took keen interest in practical discussion among the small working groups. Three group sessions were scheduled, each involving five working groups of up to seven participants. Several questions/ topics were presented for discussion to help better understand the key messages of the



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presentations and to direct the discussions, creating opportunities for sharing experiences between participants and ministries, understanding the practical implications of good practices, and finding ways to adopt better solutions in their respective line ministries.

Supporting materials (post-it notes of different colors, markers, supporting research documents) were distributed to each group in order to support the discussion and simplify the presentation of the conclusions at the end of each session. Opportunities were provided for presenting the feedback from each group on pin boards for visualization of the solutions and proposals.

Workshop evaluations were completed by participants upon the close of the event. The feedback has been analysed and the salient features are presented in Annex 2. The participants also made some recommendations, some of which are presented in the last section of the report and detailed in Annex 2.

Key messages of the workshop

Presentations and discussions focused on the three main pillars of the budgeting process (planning, implementation, monitoring). Specifically, presentations touched on:

- The differences, similarities and interconnections among the climate adaptation risk management (CARM) cycle, strategic planning cycles, and the project cycle. The CARM cycle was presented as an important input across the different stages of the planning and project cycles.
- Strategic planning and the medium-term budget cycle: Entry points for climate change adaptation
- The budget formulation process (different types of budget formulation and examples)
- Potential domestic public and private resources for financing of the NAP process
- Potential bilateral and multilateral international climate funds for the NAP process
- Crosscutting issues and options for institutionalizing financing for climate change adaptation
- The role of the Ministry of Finance and Public Service and the Ministry of Economic Growth and Job Creation
- The importance of collaboration between policy and budget officers
- The importance and challenges of reporting and monitoring on climate adaptation
- The OECD Adaptation Rio Markers
- Examples of climate adaptation activities and the scoring system

Presentations were accompanied with examples from Albania's national planning and climate change institutionalization process as well as Jamaican and St Vincent experience.

Results of the workshop and lessons learned

The workshop achieved its main objective: Budget officers are now fully aware of Jamaica's NAP process, and recognize that climate change is more than just an environmental issue: it is a development problem. Participants are aware of how important early integration of climate change adaptation is for each stage of the national planning cycle, risk management cycle and project cycle, the links among these cycles, and the different stakeholders required across the different stages. For example, the budget officers learned



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how to improve the quality of climate adaptation planning and programming process through the early adoption of relevant, adaptation-specific reporting and evaluation criteria. In addition, the importance of collaboration throughout the process between the budget officers, sector policy officers and the climate change division was well understood by the end of the workshop.

Return to work planning

The workshop closed with a session in which budget and policy officers from each ministry worked together to develop return to work plans, which they would use to apply the learning gained during the event to their work.

The budget officers, in collaboration with the climate change focal points in their ministries, agreed to establish links for communication and coordination between policy and budget departments with regards to incorporating the NAP strategic goals into the budget documents. The budget officers also pledged to be advocates for climate adaptation within their organizations. It was requested that representatives from the CCD participate in and provide technical assistance to future meetings within the line ministries on budgets and between the institutions of different sectors.

With priority actions in the NAP not yet identified and the next phase of budgeting set to begin in September 2017, officers could start by identifying existing program and project activity costs associated directly or indirectly with climate adaptation. In addition, current efforts for the development of sectoral strategies, the NAP document and the awareness-raising process could be costed and included in the budget.

Feedback from participants¹

Olive Neblett, Corporate Planner from the Office of the Cabinet, commended the organizers and shared that the presentations were very enlightening. She said, “The session which spoke to integrating climate risk management into planning and policy processes served as an eye-opener for me. It emphasized the fact that climate change is more of a developmental problem, rather than just an environmental one. While my organization is not primarily involved in climate change projects, based on what I have learnt, I should now be better able to provide technical assistance to ministries in crafting pertinent policies to support climate change adaptation.”

Adrian Thompson, Senior Accountant at the Forestry Department, found the workshop very beneficial. Mr. Thompson said, “The workshop was extremely relevant especially as it relates to the mandate and functions of the Forestry Department. I appreciated learning about the different ways of introducing financial planning for climate change adaptation within budget processes and I also learnt a lot from the presentation which explored the external financing options for activities related to climate change.”

Antoinette Emmanuel, Corporate Planner at the Ministry of Transport and Mining, and Hermine Downer, Director of Accounts at the Water Resources Authority, found the presentation on tracing public expenditure and monitoring especially valuable. In commenting on the session, Ms. Emmanuel said, “The information was

¹ Petchary's Blog -The Ministry's press release, Jamaica



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particularly useful in demonstrating how to score and prioritize climate change adaptation initiatives. The concept is also transferrable to other areas so it is something I will take into consideration while performing my duties generally.”

Next steps and recommendations

The high interest among budget officers to learn about Jamaica’s NAP and the planning process indicate that it would be very useful to organize similar workshops in other countries that are at the beginning of the NAP process. In addition to budget officers, extending this training to medium and high level managers with decision making powers right at the beginning of the process would accelerate work at the national level and could spur the successful implementation of needed reforms.

Other recommendations from the participants to be considered in the future workshops:

- Similar workshops should include influential Heads of Ministries and the Ministry of Finance
- It would also be beneficial to have increase the knowledge of climate change adaptation among project managers, to ensure this understanding is built into projects
- It could be useful to have a mock sector plan developed as an exercise within the workshop
- It would be useful to hear more about the effects of climate change in other neighbouring and similar countries (for example, the effects/impacts of climate-related natural disasters on GDP). This would provide a comparative analysis through the region
- More information from peers from other countries on how they are addressing and planning for climate change adaptation



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Annex 1 - Jamaica's National Adaptation Plan: Integrating Climate Change into National and Ministerial Budgets

July 25-26, 2017 | MINISTRY OF ECONOMIC GROWTH AND JOB CREATION | 9:00-17:00

Objectives of the workshop:

1. To enhance the ability of the government to integrate climate change adaptation into national and ministerial budgets
2. To increase understanding among budget officers of Jamaica's National Adaptation Plan
3. To raise awareness among budget officers of the crosscutting impacts of climate change adaptation, and ensure their understanding of the implications it holds for the budget process
4. To strengthen communication and coordination among budget and policy officers in ministries

Day 1: July 25 2017

9h00 – 9h45	Welcome address and introductions
9h45 – 10h30	Introduction to National Adaptation Planning in Jamaica
10h30 – 11h00	Coffee and tea
11h00 – 12h30	Integrating Climate Risk Management into Planning and Policy Processes
12h30 – 13h30	Lunch
13h30 – 14h30	Adaptation Funding Instruments and Opportunities
14h30 – 15h00	Coffee and Tea
15h00 – 16h00	Institutionalizing Financing for Climate Change Adaptation
16h00 – 16h45	Group Exercise: Coordination Mechanisms
16h45 – 17h00	Recap and Close

Day 2: July 26 2017

9h00 – 9h15	Welcome
9h15 – 10h45	Tracing Public Expenditures and Monitoring
10h45 – 11h15	Coffee and Tea
11h15 – 12h30	Jamaica's Budgeting and Financing System
12h30 – 13h30	Lunch
13h30 – 14h30	Group discussion: Daily/monthly/annual tracking and reporting
14h30 – 15h00	Coffee and Tea



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15h00 – 15h30

Tools, Resources and Guidelines

15h30 – 16h00

Return to Work Planning

16h00 – 16h30

Workshop Summary, Evaluation and Close



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Annex 2 – Evaluation of the Jamaica NAP Workshop, July 2017

Professional Role	On the scale below, how would you rate the usefulness of this event for your work on the NAP process? (1-5)	How would you rate the content and structure of the workshop?						How would you rate organisation and logistics for the workshop?			Do you now feel better equipped to integrate climate change adaptation into your work and budgeting?	Comments			Other notes
		Structure and flow of the sessions	Facilitation	Balance between presentations and group work	Opportunities for dialogue and knowledge sharing	Relevance of experiences shared by my peers from other countries	Degree to which expectations were met	Venue / meeting space	Materials and resources	What was your favourite part of the workshop and why?		What would you suggest improving for future workshops in other regions and countries?	Is there anything in particular you would like to learn more about from your peers from other countries?		
Director, Policy and Planning Unit	4	3	4	3	5	4	4	3	4	Yes	The group discussions	The same format can be used	Applications of the NAP tool		
Finance and Planning Representative	4	4	4	4	4	3	3	4	4	May need further training on this to be assured that the relevant information is provided for funding	Learning how climate change can have implications for national development	Cannot think of anything right now	The requirements of a climate change focal point		
Finance and Planning Representative	4	4	4	3	4	2	3	4	3	To some degree. More training and information would be very helpful	None specifically, but overall it was very informative				
Finance and Planning Representative	4	3	3	3	3	4	3	4	4	Yes					
Finance and Planning Representative	5	4	4	4	4	4	4	4	3	Yes	Learning about the OECD mitigation factors and other critical areas				
Finance and Planning Representative	4	3	2	2	3	2	2	3	3	Yes, but the integration of CCA would be based on the organization or Ministry's support and projects for			How successful, and evidence of the success of their projects		
Invited expert/resource person	4	4	4	4	4	3	4	3	4		Group sessions were very useful	A more hands-on approach in incorporating Rio markers in the system	How other budget officers elsewhere are supporting the process		
Invited expert/resource person	3	4	4	4	5	4	4	3	3		The group discussions				
Finance and Planning Representative	3	3	3	3	3	3	3	3	3	Yes, just need to check the NDC related commitments for my ministry, and engage in dialogue with my focal point	Group discussions were helpful			To ensure continuity, the Performance Monitoring and Evaluation Unit at the Cabinet Office should be included as they can include climate change adaptation in their annual planning call for corporate and operational plans	



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Budget office	5	3	3	3	3	3	4	4	4	Yes	Peer group discussions, cross functional areas		How the programme was integrated in the 1st year across ministries
Planning representatives	4	4	4	4	4	4	3	3	4		Return to work planning drew the concepts learnt together		
Other (did not specify)	3	3	4	3	3	3	3	4	4	Yes. Before climate change was probably overlooked or not seen as important	Discussions and presentations by various groups as it highlights each participants' Ministry	Workshops should include influential Heads of Ministries and the Ministry of Finance	The level of risks and mitigation of climate change
Finance and Planning Representative	4	3	3	4	4	3	3	3	3	Yes. On the first day I could not see the link between climate change and budgeting, but all came together by the end of the workshop	Opportunity for dialogue and knowledge sharing. Also the presenters were clear with their deliverables as this came out from the group discussions when they gave their reports	To have the project managers who work directly on projects to have the knowledge of the importance of climate change built into their projects	How their plans for climate change has impacted their country so far
Budgeting and accounting	4	3	3	4	4	4	4	3	3	Yes. Information gain will help me to be an advocate for adaptation, not only at work but in other spheres	Tracking expenditures with trace markers so that proper scoring will be awarded, to enable CCA funding considerations when necessary	Ensure that more planning personnel (project managers, technical staff) are included, and persons who are in top management who would better influence management decisions	How the existing formats can be modified to suit the individual country needs
Budgeting and accounting	4	4	4	3	4	-	3	4	3	Yes. Information gained will give me the confidence to speak to it and help to implement it acceptance of the corporate plan, and hence to seek budgetary	Assigning markers to CCA expenditures. This is necessary to match inputs with expenditures and final outcomes	Incorporate programme/project planners with budget personnel in training	The system in its present form is appropriate and can be adjusted to incorporate in the budgeting process. Any new information is welcomed
Climate change focal point	4	4	4	4	5	3	3	3	3	Yes	Presentations	Having a mock sector plan developed as an exercise within the workshop	Function of climate change focal points, divisions is guiding policy and national activities
Finance and Planning Representative	5	3	3	4	2	4	3	3	3	Yes. Ready to be an advocate for my ministry	Presentations by Alec and the other presenters were informative		
Policy and Planning division (Senior policy analyst)	3	3	3	3	3	3	3	3	3	Not directly related to the budget systems of MFAFT but the information/awareness was invaluable	Jamaica's budgeting and financing system - offered clarity needed with respect to the process. Tracing public expenditures and monitoring was informative with respect to the incorporation of CCA considerations into the budget process		



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Finance and Planning Representative	4	4	5	5	4	3	3	3	3	NA at this time	Discussions and interaction aspect. This gives an insight into the other working parts of the government		
Finance and Planning Representative	4	3	3	3	4	3	3	3	3		Jamaica's budgeting and financing system - very informative and engaging		
Finance and Planning Representative	4	3	3	3	3	2	3	3	3	Yes, a better understanding was gained from the workshop on the process of integrating CCA into the planning and budgeting process			Effects of climate change in their respective countries e.g. the effects/impacts on GDP after natural disasters, thus providing a comparative analysis through the region
Finance and Planning Representative	5	4	4	4	4	4	3	4	4	I have been fairly equipped to integrate CCA into my work budget	My favourite part of the workshop was the group discussions. This expands my understanding and knowledge of how climate change impacts can be addressed in each ministry	I have no suggestions to improve future workshops. Climate change is a contemporary issues. It has become a significant challenge and as such more workshops are needed to improve individual knowledge on these matters	I would like to know how my peers from other countries are addressing and planning about CCA in their countries
Finance and Planning Representative	4	4	4	4	4	4	4	4	4	Yes	The group work sessions because of the shared knowledge	Participation from the Ministry of Finance and Planning, Policy and Budget division	
Climate change focal point	3	5	5	4	4	4	4	4	4	Yes I do feel better equipped, especially since both the budget officers and the climate change focal points were able to work together in the workshop activities	The group discussions and experience sharing sessions were most useful to see the understanding of the participants	I would suggest that the right persons are in attendance who can effect change in their organizations	I would like to learn more about how other countries and regions effectively prioritize CCA into national planning
Technical specialist	4	4	4	4	4	4	3	4	3				
Reconciliation officer	5	4	4	3	5	5	5	3	4	Definitely	Budgeting and finance aspects. All parts were informative but this area was the most important in focusing on the climate change mandate		Yes. How well is it working and the challenges they face in trying to integrate CCA
Climate change division	4	3	4	4	4	5	4	4	4	Yes	all		
AVERAGE RANKING	4.00	3.56	3.67	3.56	3.81	3.33	3.37	3.44	3.44				

