

National Workshop

# Scaling Up Adaptation: Strengthening alignment of the National Adaptation Plan (NAP) process and Nationally Determined Contributions (NDC) in Grenada

*Workshop Report*



Ministry of Climate Resilience,  
the Environment, Forestry,  
Fisheries, Disaster Management  
and Information



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## 1. Rationale for the Workshop

Grenada is among the Small Island Developing States that need to adapt to the changing climate and make the necessary shift to long-term integration of adaptation into national development planning. It is clear that the Government of Grenada is committed to adapting to climate change, as it has finalized its National Adaptation Plan (NAP) document. However, resource shortages and limited capacities have hindered or slowed down successful adaptation efforts across most government ministries and other stakeholder groups.

Grenada is now in the process of developing its Nationally Determined Contribution (NDC) strategy and seeks to explore approaches to scale up and advance implementation of its adaptation needs and goals. The focus is on the role of the NAP process and adaptation in the NDC and potentially gaining efficiencies by aligning the two processes.

The national workshop, Scaling Up Adaptation: Strengthening Alignment of the National Adaptation Plan (NAP) Process and the Nationally Determined Contributions (NDC) in Grenada, was co-hosted by the Ministry of Climate Resilience, the Environment, Forestry, Fisheries, Disaster Management and Information and the NAP Global Network, in collaboration with the Integrated Climate Change Adaptation Strategies in Grenada (ICCAS) project. It took place on January 31 and February 1, 2019. The workshop was supported by the Government of Germany and brought together approximately 35 representatives from the Government of Grenada and civil society to address the following objectives:

- *Increase the overall understanding of potential linkages and alignment between the NAP process and the NDC among key national stakeholders.*
- *Undertake a guided country self-assessment to explore and identify the objectives of alignment for Grenada and potential entry points and key actions to strengthen alignment between the NAP process and the NDC.*
- *Promote dialogue and exchange of views between workshop participants with respect to perspectives and expectations in relation to the opportunities, challenges, strengths and weaknesses of linking the NAP and the NDC in Grenada.*

**Figure 1. Conference participants in Grenada**



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## 2. Key Messages

- The **NDC and the NAP process represent important elements of Grenada's responses to climate change**, in line with the Paris Agreement. The **two are interrelated**: NDCs communicate the goals and targets that are envisioned for adaptation, while NAP processes (which are country-driven) elaborate how adaptation will be planned, implemented and monitored.
- The **NAP process and the NDC represent important ongoing policy processes** in Grenada that address the impacts of climate change and build a more climate-resilient island. There appeared to be a **general agreement to strengthen the connections among different government representatives working on the parallel policy processes**. The aim is to improve the management and optimize the allocation of resources, and to prevent the duplication of efforts.
- When considering alignment between the NDC and the NAP process, there was some **uncertainty as to who is responsible for implementation** (as opposed to policy formulation). Many participants were **not aware of the institutional structures around climate change** and how they relate to each other.
- The majority of **participants aspire to strategic alignment between the NAP process and the NDC**, which would entail more strategic coordination mechanisms and planning processes. Some of the content of the adaptation information included in the NDC could be drawn from the NAP process.
- Participants discussed the value and opportunities of alignment, including **optimizing allocation of resources (technical, human, financial) and realizing existing synergies**. However, they also raised the importance of **understanding challenges and barriers in determining the degree of alignment possible in the Grenadian context**, such as slowing down processes and coordination fatigue. One must be aware of the conflicts of interest and political economy factors related to aligning different policy processes.
- Alignment of the NDC and the NAP process under the Paris Agreement **may represent a feasible starting point for Grenada and can provide a strong foundation for alignment with other agendas**, as outlined during the workshop, specifically between the NAP process and disaster risk reduction processes.
- There is a **need to strengthen the existing coordination mechanisms for effective formulation and implementation of the NAP process as well as implementation of the NDC**. Representatives referred to mechanisms (e.g., coordination committees, technical working groups, climate change focal points) that may already have an overarching mandate for climate change that should be **strengthened to provide a stronger coordinating role**.
- Participants also identified a strong need for **building and enhancing understanding of the NAP process and the NDC** within the government and among key stakeholders through more **strategic communication and education strategies**.



### 3. Workshop Approach

This workshop report provides the key messages delivered during the workshop as well as results from the discussions and interactions. A list of meeting participants and guest speakers is provided in Annex A, and the workshop agenda is provided in Annex B.

The workshop brought together approximately 35 representatives of the Government of Grenada and civil society. The workshop had an interactive and participatory format emphasizing the importance of discussion and exchange.

Approaches to alignment will be different depending on each country's unique context. The goal of the workshop was not to be prescriptive about alignment but to explore if alignment is feasible, if it makes sense in the Grenadian context and, if so, how can it be strengthened. To explore these overarching questions, the NAP Global Network developed a guided self-assessment approach that is based on the following **objectives**:

- Explore how respective processes of the NAP and NDC are interlinked and how links between them are perceived among key stakeholders.
- Explore the potential values and risks of aligning these two processes.
- Explore the degree of alignment in the Grenadian context.
- If alignment is considered valuable, identify next steps toward alignment.

**Figure 2. Guided self-assessment processes**



The guided self-assessment session provided participants with the opportunity to reflect on current efforts to link the NAP process with adaptation information in their NDC within their own country context. It walked them through the process of a stakeholder mapping exercise in order to identify key stakeholders and overlaps between both processes. Exploring the opportunities and challenges of alignment supported the identification of potential entry points and actions to strengthen and build on existing linkages between the NAP process and the NDC.

Participants completed workshop evaluations at the close of the event. The feedback and recommendations have been analyzed and will be used to improve the organization of future peer learning summits.

## 4. Mapping Key Elements of the NDC and the NAP Process in Grenada

<p><b>GRENADA:</b> NDC is concise, includes information on adaptation and mentions development of NAP. NAP is highly detailed, building on some adaptation priorities included in the NDC.</p> <p><i>Timing:</i> NAP developed after NDC.</p> <p><i>Alignment:</i> Informal – NAP Programs of Action (PoAs) build on some adaptation priorities identified in the NDC and align with national development targets.</p> <p><i>Issues to Consider:</i> Grenada faces capacity challenges, as well as challenges in attracting private investment due to a high-risk rating from being highly indebted. Therefore, success of the NAP will rely on securing external adaptation financing.</p> <p><i>Good practice:</i> High level of stakeholder participation through consultative process, including initial stocktaking analysis. PoAs in the NAP include clear goals and indicators.</p>			
Aspect	NDC Adaptation-Related Elements	NAP	Comments
Risks and Vulnerabilities	<ul style="list-style-type: none"> <li>Adaptation section lists climate change risks.</li> <li>Agriculture and tourism identified as vulnerable sectors.</li> </ul>	<ul style="list-style-type: none"> <li>Lists extreme climate events and “creeping changes” such as sea-level rise.</li> <li>Includes summary of climate projections from other studies and assessments.</li> </ul>	<ul style="list-style-type: none"> <li>NAP provides a more holistic approach and more detailed information on climate risks and vulnerabilities within each priority area.</li> </ul>
NDC/NAP Process	<ul style="list-style-type: none"> <li>INDC became NDC in 2016.</li> </ul>	<ul style="list-style-type: none"> <li>NAP is a 5-year plan (2017–2021).</li> </ul>	<ul style="list-style-type: none"> <li>Detailed NAP with 12 PoAs.</li> </ul>
Institutional Arrangements	<ul style="list-style-type: none"> <li>Government-driven process through National Climate Change Committee and technical working committee of representatives (Ministry of Agriculture, Lands, Forestry, Fisheries and the Environment and the Energy Division in the Ministry of Finance).</li> <li>Coordinated process of gathering data and national stakeholder engagement.</li> </ul>	<ul style="list-style-type: none"> <li>Consultative process following 2012 United Nations Framework Convention on Climate Change guidelines.</li> <li>Over 160 stakeholders had input.</li> <li>Includes a figure with steps of NAP process development.</li> <li>PoA 1 focused on institutional arrangements.</li> </ul>	<ul style="list-style-type: none"> <li>NAP aligns with NDC and Climate Change Policy.</li> <li>NAP supports national strategic development targets and CARICOM’s Climate Change Implementation Plan.</li> <li>NAP and NDC to inform incorporation of adaptation into National Strategic Development Plan 2030.</li> </ul>
Adaptation Plans and Actions	<ul style="list-style-type: none"> <li>Includes section on adaptation, proposes integrated approach to adaptation.</li> <li>Ecosystem-based adaptation a priority.</li> <li>Building adaptation through enhancing institutional framework, building coastal resilience, improving water resource management and building resilience of communities.</li> </ul>	<ul style="list-style-type: none"> <li>Lists adaptation actions prior to NAP.</li> <li>NAP includes 12 PAs, 14 goals, 20 indicators.</li> <li>Process started with a stocktaking analysis with seven success areas to build from.</li> <li>Each PoA includes a budget, current status and priority actions.</li> </ul>	<ul style="list-style-type: none"> <li>12 PoAs in NAP align but go far beyond adaptation action priorities included in NDC.</li> </ul>
Implementation of Adaptation	<ul style="list-style-type: none"> <li>National Climate Change Policy and Action Plan (NCCPAP) main mechanism for implementation of adaptation, as well as the Resilience Building Plan.</li> <li>Technology needs assessment focused on water, tourism and agriculture.</li> </ul>	<ul style="list-style-type: none"> <li>Priority actions include objectives related to achieving goals under PoAs.</li> <li>PoA 12 related to monitoring and evaluation (M&amp;E) indicators.</li> <li>Assessment reports on NAP process to be released every two years.</li> </ul>	<ul style="list-style-type: none"> <li>NCCPAP was reviewed as a part of the NAP process.</li> <li>M&amp;E indicators added to strengthen NAP process.</li> </ul>
Support for Adaptation Actions	<ul style="list-style-type: none"> <li>Total cost to implement NDC (mitigation and adaptation) through to 2025 is USD 161,430,500.</li> <li>Anticipates meeting costs through multilateral and bilateral support.</li> <li>Need for greater capacity, human resources, data, knowledge and awareness to reduce vulnerability.</li> </ul>	<ul style="list-style-type: none"> <li>Total cost to implement NAP is USD 260 million dollars.</li> <li>PoA 11 related to accessing and leveraging external adaptation financing from private sector investments and international financing sources.</li> </ul>	<ul style="list-style-type: none"> <li>NDC and NAP identify limited human resources and capacity as a challenge.</li> <li>Financial requirements do not align between NAP and NDC (NDC quotes lower financial requirements for both adaptation and mitigation).</li> <li>Plans to meet this challenge through international financial support.</li> </ul>

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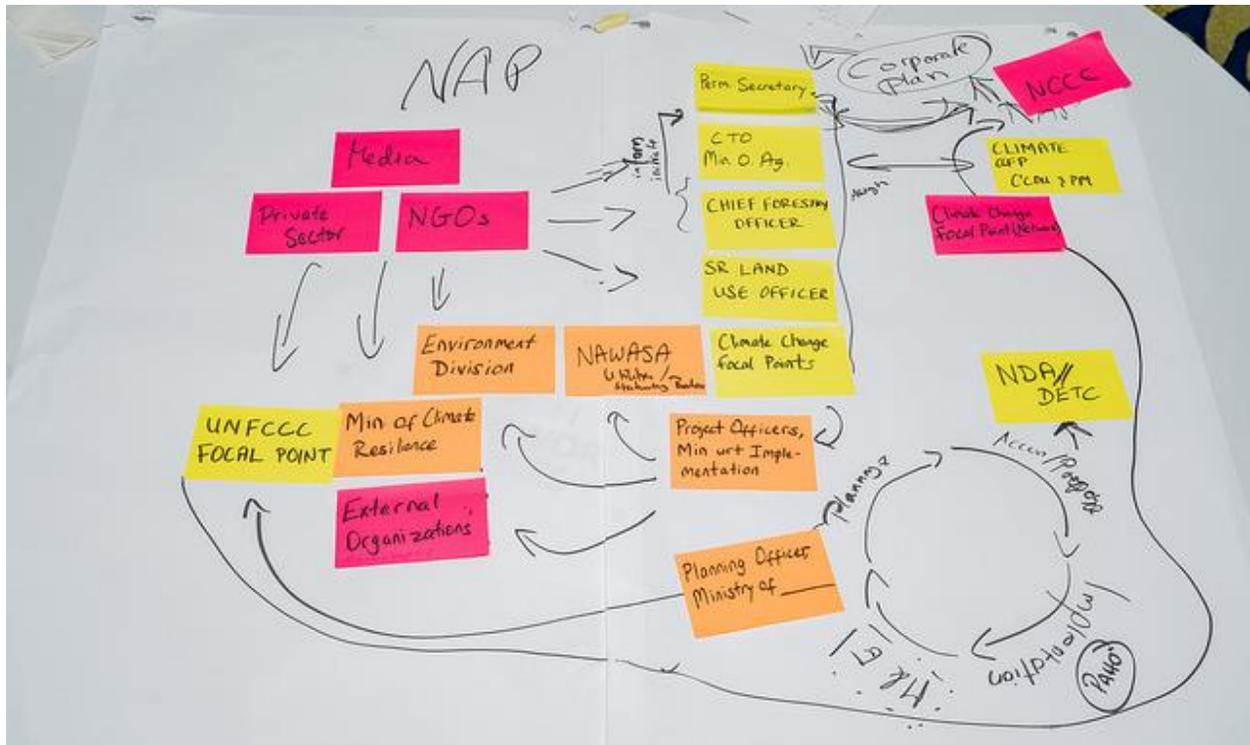
## 5. Stakeholder Mapping

Far too often, we work in isolation when developing and implementing a plan, strategy or policy. It is useful to understand and identify the stakeholders that are engaged in both the NDC and the NAP process to identify commonalities and key actors that are able to advance and influence both processes. It can also be helpful to be more efficient in wider stakeholder engagement and awareness-building activities. It helps to identify the key influencers and players who, following proactive engagement, will then positively support a plan and assist with its future implementation.

Participants sought to map stakeholders both for the NDC and the NAP process. The mapping exercise provided a visual overview of all the stakeholders involved in a particular process, their relative power and influence, and the relationships that exist among them.

However, when considering alignment between the NDC and the NAP process, there was some uncertainty among participants as to who is responsible for implementation (as opposed to policy formulation). Many participants were not aware of the institutional structures around climate change and how they relate to each other in Grenada.

**Figure 3. Stakeholder map of NAP process in Grenada**



## 6. Pros and Cons of Alignment: Exploring the potential values and possible risks of alignment

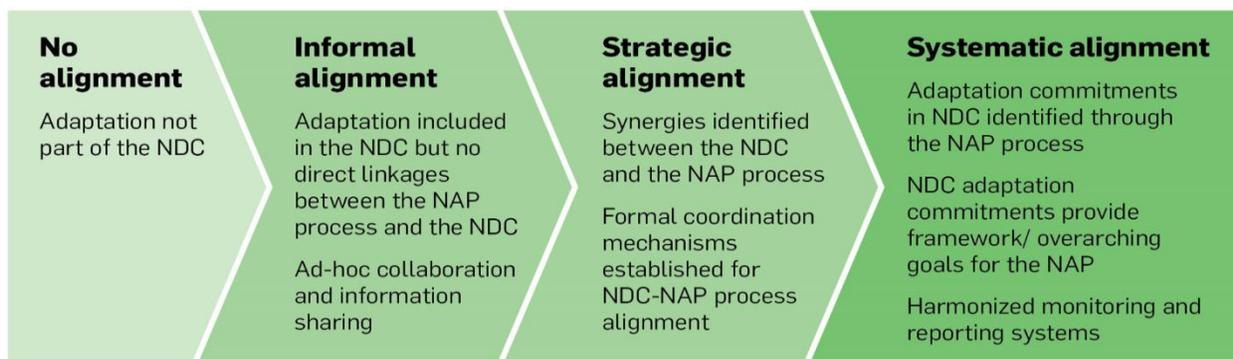
The following table summarizes the key messages among participants and takeaways from the assessment of risks and values the group identified in linking the NAP process and the NDC. The discussion around the challenges and opportunities was helpful to advance the conversation around the possibilities for alignment in Grenada and to explore what degree of alignment may be feasible within the Grenadian context.

Risks/Disadvantages	Values/Opportunities
<ul style="list-style-type: none"> <li>• Senior managers lack understanding of mandate of alignment</li> <li>• Attrition</li> <li>• Alignment happens at the policy level but not during implementation</li> <li>• Current structure doesn't generate results</li> <li>• Longer decision-making process is slowing down overall process</li> <li>• Different priorities and more of them</li> <li>• One process overpowers the other one</li> <li>• Alignment may require projects to share resources</li> </ul>	<ul style="list-style-type: none"> <li>• Prevent duplication and conserve resources</li> <li>• Optimize allocation of resources (technical, human, financial)</li> <li>• Realize existing synergies:               <ul style="list-style-type: none"> <li>○ Management practices</li> <li>○ Changes in behaviour</li> <li>○ Harmonization of policies</li> </ul> </li> <li>• Potential to reduce consultation fatigue</li> </ul>

Recognizing that pursuing alignment provides opportunities but also creates challenges and requires resources, the NAP Global Network introduced the NAP–NDC alignment continuum that recognizes that, in addition to synergies, alignment may reveal conflicting priorities among the different policy processes, requiring negotiation and adjustment toward the best results. It is therefore so important to explore the values, challenges and trade-offs of alignment before pursuing it.

It is important to note that systematic alignment is not better than informal alignment or no alignment—these are simply degrees of alignment that will differ depending on the particular country context and the common understanding of the values and challenges that are related to alignment.

Figure 4. NAP–NDC alignment continuum



Participants were asked to consider what kind of alignment might work best in Grenada. The majority felt that strategic alignment would be most appropriate in Grenada, although some felt informal or no alignment was more realistic. One person advocated for systematic alignment. The following issues were raised for consideration when pursuing alignment in Grenada:

- There is a possibility for competing priorities when using shared resources for two or more policy processes.
- There are currently too many constraints in place; too many silos exist that are difficult to systematically work together.
- Grenada should aim for systematic alignment, but it takes a very long time to change routines and behaviours to overcome barriers.
- Consider only seeking alignment for special projects with shared resources.
- Coordination structures exist, but sometimes mandates are not entirely clear and do not reach their full potential.
- There is a high turnover in staff from different positions and many people are new to the climate change file, which makes alignment difficult. There is a need to ensure people understand both their roles and responsibilities and existing structures and functions around climate change in Grenada.
- It is important to recognize existing capacities and realities to assess how much alignment is feasible; however, individual officers should still push for better management if it improves efficiencies and effectiveness.

## 7. Next Steps for Alignment in Grenada

Based on the guided self-assessment, participants identified, discussed and developed potential ideas for strengthening alignment of Grenada's NDC and NAP process over the coming months. The ideas that were explored in more depth are outlined in Annex C.

Participants also discussed immediate next steps to strengthen alignment between the NAP and the NDC:

- Participants shared ideas and proposals around structural reforms to address existing gaps and limitations in existing institutional structures with Permanent Secretary Merina Jessamy, who acknowledged existing gaps and welcomed ideas about how to address them.
- Grenada's Sustainable Development Council (SDC) discussed and explored the option of alignment of both strategies and agreed that closer synergies and linkages should be sought, in particular given that Grenada is currently developing its NDC implementation strategy. [The SDC meeting took place concurrently with the workshop.]
- Participants, including the Permanent Secretary, agreed that the development of an NDC implementation strategy should reflect Grenada's extensive work on the NAP process.
- Countries are asked by the UNFCCC to enhance and update their NDCs in 2020. This may present an opportunity for Grenada to update the adaptation information within their NDC and build closer linkages between the NDC and their now finalized NAP document.

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## Annex A: Participant List

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## Annex B: Agenda

### Scaling Up Adaptation: Strengthening alignment of the National Adaptation Plan (NAP) process and the Nationally Determined Contributions (NDC) in Grenada

January 31–February 1, 2019 | Grand Anse, Grenada

Time	Session
<b>Jan. 31</b>	<b>Day 1 – Setting the context</b>
08:30	<i>Registration</i>
09:00	<b>Welcome address and opening prayer</b> <ul style="list-style-type: none"> <li>Opening remarks by NAP Global Network</li> </ul>
09:15	<ul style="list-style-type: none"> <li>Icebreaker</li> <li>Group exercise “What do we already know?”</li> <li>Introduction to the agenda</li> </ul>
10:15	COFFEE/TEA BREAK
10:45	<b>Introduction and overview of Grenada’s NAP and NDC processes</b> <ul style="list-style-type: none"> <li>Grenada’s NAP process (Marion Geiss)</li> <li>Grenada’s NDC process (Dr. Spencer Thomas)</li> <li>NDC Partnership presentation (Yamide Dagnet and Ralien Bekkers)</li> <li>Facilitated discussion</li> </ul>
12:00	<b>Guided Self-Assessment - PART I</b> <ul style="list-style-type: none"> <li>Key elements of the NDC</li> <li>Key elements of the NAP process</li> </ul>
12:30	LUNCH BREAK
13:30	<b>Guided Self-Assessment PART II</b> <ul style="list-style-type: none"> <li>Stakeholder mapping</li> <li>Institutional arrangements</li> <li>Identifying synergies between the NAP process and NDC</li> </ul>
14:45	COFFEE/TEA BREAK
15:00	<b>Exploring the potential value and possible risks of alignment</b> Interactive session



Time	Session
15:30	Identifying the objectives of alignment
16:15	Reflection of input and results of Day 1
16:30	Close of day 1

Time	Session
<b>Feb. 1</b>	<b>Day 2 – Looking forward and action planning</b>
09:00	Reflection of Day 1 and introduction to Day 2
09:15	Identifying potential entry points for NAP–NDC linkages (NAP Global Network)
09:25	<b>Guided Self-Assessment PART III – Realizing linkages between the NAP and NDC in Grenada</b> <ul style="list-style-type: none"> <li>Identifying entry points</li> <li>Identifying key actions toward alignment</li> </ul>
11:00	COFFEE/TEA BREAK
11:30	Sharing results & next steps
12:15	LUNCH
13:15	Evaluation
13:30	Reflections and takeaway
13:50	Closing remarks by organizers
14:00	Close of the workshop



## Annex C: Entry Points and Key Actions for Alignment in Grenada

<b>Idea 1: Use Climate Change Focal Points to Champion both the NDC and the NAP Process</b>
<p><i>Key points:</i></p> <ul style="list-style-type: none"> <li>• Need for holistic approach on mitigation and adaptation.</li> <li>• Need regular Climate Change Focal Point (CCFP) meetings (including opening it up for external stakeholders). Meetings should take place every month and then transition into quarterly meetings.</li> <li>• Meetings should include a rotating chair (annually) who should also have a seat on the National Climate Change Committee (NCCC) to report back.</li> <li>• Include all CCFPs on the email invitation list for the Sustainable Development Committee.</li> <li>• Need to develop terms of reference for the operation of the CCFPs network.</li> </ul>
<p><i>Who needs to support/approve this idea?</i></p> <ul style="list-style-type: none"> <li>• SMB (including relaxation of other responsibilities).</li> </ul>
<p><i>What is the first step to making it happen?</i></p> <ul style="list-style-type: none"> <li>• Cabinet mention (including a list of CCFPs).</li> <li>• Ask NCCC to approve.</li> <li>• Set up first meeting and nominate chair.</li> </ul>

<b>Idea 2: Use NAP to Inform NDC Adaptation Information</b>
<p><i>Key points:</i></p> <ul style="list-style-type: none"> <li>• Avoid duplication of actions and two different action plans.</li> <li>• Avoid extra burden on CCFPs who are responsible for both processes (but still unclear).</li> <li>• Formalize responsibilities of CCFPs related to NAP/NDC.</li> <li>• Analyze/understand co-benefits of adaptation actions in NAP and mitigation actions outlined in NDC.</li> <li>• Information to include in next round of NDC from NAP: <ul style="list-style-type: none"> <li>○ Vision of adaptation in Grenada.</li> <li>○ NAP process as the mechanism to meet adaptation goal spelled out in the NDC.</li> <li>○ Progress of adaptation in Grenada (based on NAP implementation).</li> <li>○ Vulnerable sectors and progress.</li> <li>○ Required funds to meet adaptation goal (from NAP).</li> </ul> </li> </ul>
<p><i>Who needs to support/approve this idea?</i></p> <ul style="list-style-type: none"> <li>• Dr. Spencer to communicate to Minister of Climate Resilience → Minister brings it to Cabinet for approval.</li> <li>• People outside of the political system also need to understand both processes.</li> <li>• Trevor Thompson &amp; Roxie Hutchinson should communicate inclusion of NAP process in NDC adaptation.</li> <li>• CCFPs to communicate to the NCCC through regular meetings (with a particular focus on cross-cutting issues).</li> </ul>
<p><i>What is the first step to making it happen?</i></p> <ul style="list-style-type: none"> <li>• CCFPs communicate to NCCC.</li> <li>• Communication to CCFPs and to the Permanent Secretary of Climate Resilience.</li> <li>• Create and communicate timelines of both processes.</li> </ul>



### Idea 3: Create Shared Leadership Structure

#### Key points:

- NCCC is in a position to create alignment but needs to change its current structure to provide better and more guidance/support to CCFPs.
- A body like the NCCC should be comprised of external and/or unbiased parties that are incentivized, should not include former government employees.
- If Grenada pursues strategic alignment, a harmonized monitoring and reporting system should be developed (metrics and reporting tools should be the same).
- Challenge: How do we incentivize members?
- Request funding from international agencies and government.

#### Who needs to support/approve this idea?

- Cabinet, existing NCCC, NAP and NDC stakeholders, other civil society organizations, non-governmental organizations and Sustainable Development Council.

#### What is the first step to making it happen?

- Brief Cabinet and propose restructuring of NCCC: Who? Minister of Climate Resilience or Permanent Secretary of Climate Resilience, chief technical officers.
- Write up strategic proposal.

### Idea 4: Enhance Private Sector Engagement

#### Key points:

- Policy clarification required for private sector so alignment can improve.
- There is a need for information that supports business decisions.
- Specifically, data sets are needed that meet multiple needs.
- Requirement for feasibility studies to create incentives for private sector to get involved in NAP process and NDC.
- As a follow-up, need to produce programs and pilots following feasibility studies.

#### Who needs to support/approve this idea?

- Grenada Solid Waste Management Authority, Ministry of Climate Resilience, utility providers, other relevant ministries, community representatives, NCCC, CCFPs.

#### What is the first step to making it happen?

- Approval for Requests for Proposals to undertake feasibility studies to investigate pilots for private sector engagement.

### Idea 5: Civil Society, Government and Private Sector Partnerships

#### Key points:

- Improved facilitating structures for decision making that require the mandatory inclusion of civil society organizations for multiple processes, including the NAP and the NDC; avoid consultation fatigue.
- Common public education strategy to shape mindsets and encourage buy-in.
- Change in governance structure required that acknowledges bottom-up and top-down approaches.

#### Who needs to support/approve this idea?

- Government ministries need ensure mandate is fulfilled and acted on.
- Civil society organizations and private sector need to lobby and generate support.

#### What is the first step to making it happen?

- Development of a governance framework for the ministry that allows for an inclusive consultation process.

