

GOVERNMENT OF THE REPUBLIC OF HAITI

Implementing Adaptation Under the Paris Agreement: The key role of stakeholders

November 2022



Executive Summary

Given the country's extreme vulnerability, adaptation is the Republic of Haiti's principal strategy to respond to climate change—a phenomenon to which it has contributed almost nothing. Haiti's first National Adaptation Plan (NAP)—covering four main sectors (agriculture, water, health, and infrastructure) and extending over the period 2022–2030—intends to make the country increasingly resilient to climate change. In addition to financial needs, which are estimated at a minimum of USD 980 million during the 2022–2030 period, the strengthening of human capacities, adoption of appropriate climate technologies, improvement of inter-institutional cooperation mechanisms, and effective and efficient participation of all stakeholders (whether strictly national or established in the country with regional or international branches) are key elements in the implementation of the NAP and consequently in the process of strengthening the country's climate resilience.

The National Adaptation Plan of the Republic of Haiti: In brief

Period covered: 2022–2030

Priority sectors: agriculture, water, health, infrastructure

Financial needs: USD 980 million minimum

Number of identified priority adaptation actions: 340, of which 21 are priority actions

Gouvernement d'Haïti, 2022b

All actors must be involved in the process of implementing the NAP. This full participation can be facilitated by developing a strong bond of trust fuelled by respect for the guiding principles of the NAP—specifically, transparency and accountability. The implementation of the NAP also depends on the capacity to mobilize appropriate financial, human, and material resources; effective implementation of the actions selected; and a simple monitoring, evaluation, and learning (MEL) system adapted to the country's institutional realities.

The implementation of the NAP cannot wait. The survival of the majority of Haitians depends on the ongoing national adaptation planning process. The country will therefore have to take steps in the very near future to (i) widely disseminate the plan, (ii) develop the MEL system, (iii) create baselines in the priority sectors of the NAP, (iv) develop a portfolio of programs and projects—at a minimum for the priority actions, and (v) finalize the NAP roadmap in order to provide more details on the timelines of these immediate actions.

Introduction

Unlike other countries in the Caribbean region, the Republic of Haiti—a small island developing state (SIDS)—has suffered a decline in recent years in almost all the main strategic socio-economic sectors. The contribution of its agriculture sector to national GDP has fallen from 33.9% in 1994 to 20.6% in 2021 (World Bank, n.d.-a); there has been a decline in the quality of life in the country's main urban areas (Lozano-Gracia & Garcia Lozano, 2017); forest area has been steadily decreasing (Wampler & Sisson, 2010; World Bank, n. d.-b); social inequalities continue to grow (World Bank, n.d.-d); and the security situation has deteriorated considerably with the proliferation of armed gangs, especially in the metropolitan area (United Nations Office for the Coordination of Humanitarian Affairs, 2022). Exacerbating these existing difficulties, the country must also face anthropogenic climate change, a phenomenon to which it has contributed almost nothing. Indeed, for the past two decades, Haiti has been consistently ranked among the most vulnerable countries in the world (ND-GAIN Country Index, 2020). This unprecedented phenomenon has a multiplier effect on other drivers or risk factors related to the livelihoods of the majority of Haitians, as well as the socio-political stability of the country and, in some respects, the region. Over the past 2 decades, climate disasters have occurred almost every year with dramatic consequences on the country's economy, which has not been able to return to growth since 2019 (World Bank, n.d.-c). Future climate projections suggest even more catastrophic negative impacts on the country's various critical socio-economic sectors (Gouvernement d'Haïti, 2011).

Despite this situation posing a major threat to the country's existence, there is relatively marginal participation in the national fight against climate change by most categories of stakeholders. This is especially true for adaptation. Several factors drive this reality: (i) climate change is perceived as a future phenomenon or that of developed countries; (ii) the difficulty of properly communicating the causes and consequences at the national level of climate change; (iii) basic issues such as food, education, security, health, and political stability occupy a prominent place in national debates, thus overshadowing the new challenges posed by climate change; and (iv) the positive impacts of adaptation actions are generally recorded on a time scale greater than that of projects and programs, and thus their benefits and scope are often perceived as relatively small.

Present and future climate change risks to which Haiti is exposed

- Increase in temperatures
- Increase in intense rainfall episodes
- Rise in sea level
- Likely increase in hurricane intensity
- Flooding
- Heat waves

Gouvernement d'Haïti, 2022a

Despite these barriers, several adaptation initiatives have been successfully implemented in the country. The flagship projects are included in the country's first national communication on adaptation (Gouvernement d'Haïti, 2022b).

However, there is still a long way to go for the actions taken to contribute to a considerable increase in the country's level of climate resilience. In order to provide the country with a national reference for adaptation and to create a framework conducive to the implementation of adaptation actions that are commensurate with the phenomenon and likely to concretely reduce its level of vulnerability, the Haitian State—through the Ministry of the Environment and the Ministry of Planning and External Cooperation—has just developed its first NAP for climate change with the support of several institutions, including the Green Climate Fund and the United Nations Development Programme (UNDP).

Flagship Adaptation Project: Strengthening the adaptive capacities of coastal communities in Haiti

The project aimed to promote development that protects local communities from the impacts of climate change. This project included creating resilient economies and societies while reducing risks to vulnerable populations in Haiti and building institutional capacity.

Project duration: 2010–2018

Amount: USD 13,380,000

Funding: Least Developed Countries Fund and Global Environment Facility (GEF)



Photo: UNDP

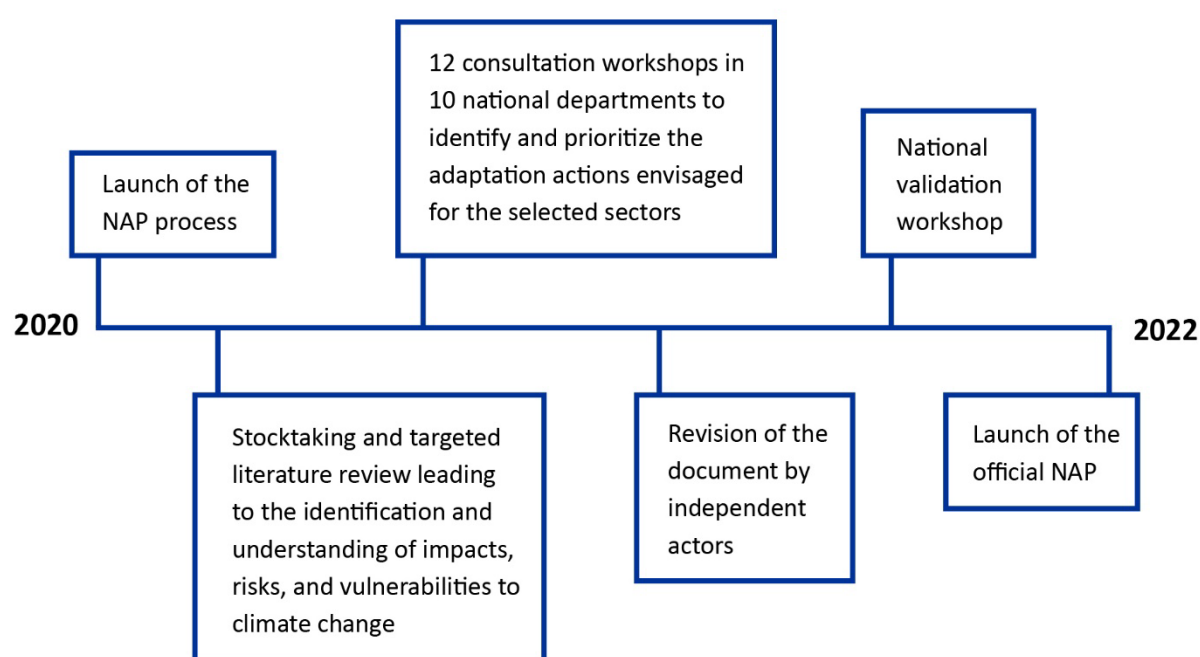
The NAP at a Glance

Methodological Approach

In 2020, the Republic of Haiti launched an inclusive, participatory, forward-looking, and systemic approach to develop the country's first NAP.

The process consisted of a stocktake of the existing situation; a targeted literature review that led to identification and understanding of the impacts, risks, and vulnerabilities to climate change; 12 consultation workshops in the country's 10 departments that resulted in the identification and prioritization of adaptation actions needed to increase the resilience of the selected sectors; the revision of the document by independent actors; and the conduct of a national validation workshop during the summer of 2022 for the technical endorsement of the document by the various stakeholders who were involved in the process (Gouvernement d'Haïti, 2022a).

Figure 1. Process for the development of Haiti's NAP



Strategic Directions

In order to guide the actions to be implemented within the framework of the NAP process, the Republic of Haiti has adopted the following vision (Gouvernement d'Haïti, 2022a):

A country that is increasingly resilient to climate change—where building the adaptive capacity of all communities and informing adaptation in all its multiple dimensions with robust data are central to national development planning and implementation processes.

The NAP is guided by the following guiding principles: (i) participation, (ii) transparency, (iii) use of science and traditional knowledge, (iv) gender sensitivity and special consideration for the most vulnerable, (v) country ownership and country-driven, (vi) integration and coordination of actions, and (vii) decentralization.

The NAP has four main objectives:

- Implement large-scale, gender-sensitive programs and projects aimed at increasing resilience to adverse climate conditions in the priority sectors of the NAP.
- Strengthen human capital, especially that of women and girls, for adaptation planning in the most vulnerable local communities to climate change.
- Improve the institutional and legal framework related to adaptation in economic and priority sectors.
- Formulate and implement communal climate change adaptation plans for at least half of the country's municipalities.

Priority Sectors and Areas of Intervention

The implementation of the Republic of Haiti's first NAP covers four priority sectors for the period 2022–2030: agriculture, water, health, and infrastructure. The intervention axes are described in Figure 2.

Figure 2. Strategic interventions by priority sectors of the NAP



Implementation of the NAP: Needs, priorities, and stakeholder involvement

The Main Gaps and Needs for the Implementation of the NAP

The implementation of Haiti's first NAP must address financial, human, technological, and institutional needs.

The **financial requirements** for the 21 priority actions of the NAP (out of the 340 listed) are estimated at USD 980 million (UNDP, 2021), and this amount should be considered as a floor (minimum) for the total cost of implementing the NAP.

For **human resources**, there is a great need to strengthen the capacities of the actors involved in the country's adaptation process. This strengthening of human capital will have to place particular emphasis on planning, implementation, monitoring, evaluation, and learning capacities at all levels. For planning, special attention should be given to capacity building on vulnerability, risk, and impact assessments, as well as on the identification of adaptation actions aligned with the results of the assessments carried out and the guiding principles of the NAP.

For **technology**, for the sake of synergies, the findings of the country's climate technology needs assessment reports should be used in the NAP implementation process. Particular emphasis should be placed on the actions included in the technology action plan for the adaptation component.

At the **institutional level**, innovative cross-institutional mechanisms appropriate to the national context are needed. These mechanisms should essentially contribute to the guiding principles of the NAP, in particular, the participation of the greatest number of stakeholders. With this perspective, special efforts must be made to facilitate the work of the National Committee on Climate Change (CNCC), which was formally established by the decree organizing the Ministry of the Environment (Décret organisant le ministère de l'environnement, 2020), and to accelerate the implementation of communal adaptation plans. In addition, the new institutional mechanisms must be designed to allow for the implementation of a relatively flexible MEL system that capitalizes as much as possible on existing systems in order to avoid duplication.

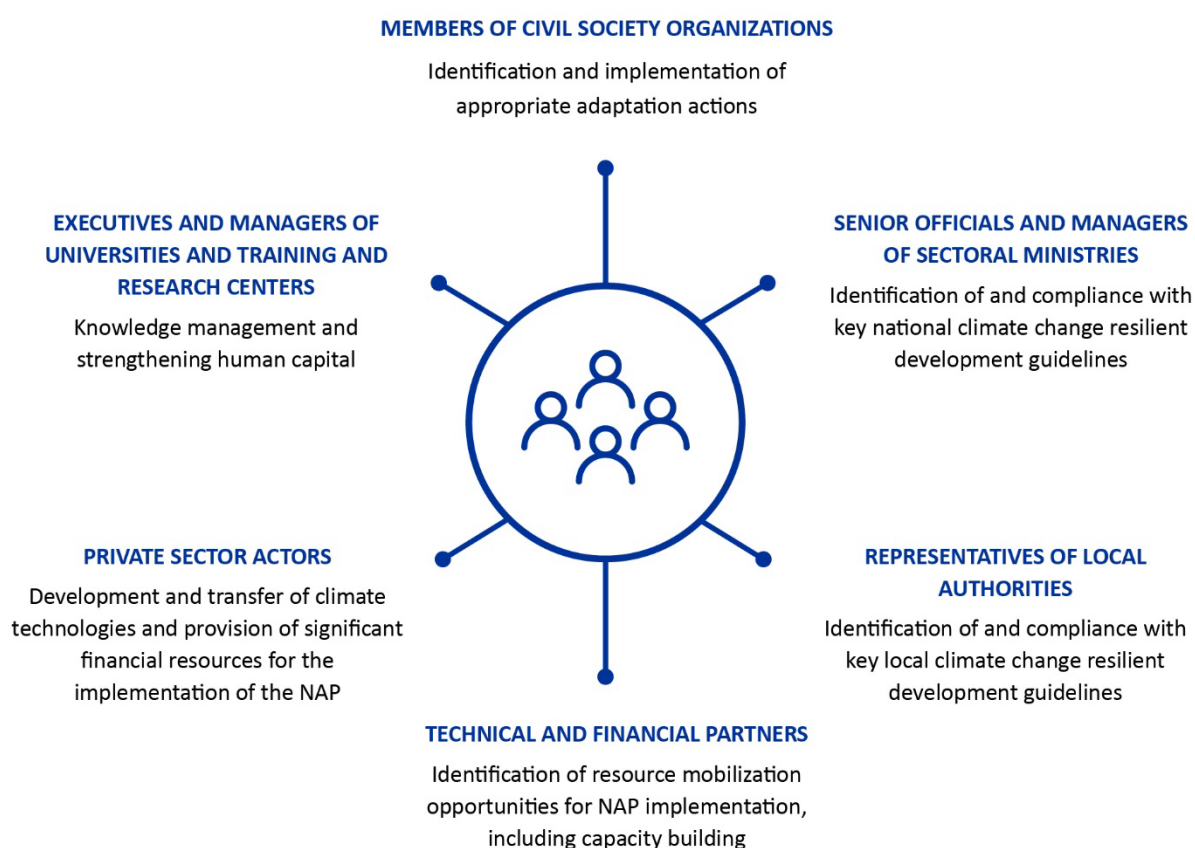
Framework for the Active Participation of all Stakeholders

The Intergovernmental Panel on Climate Change (IPCC) (2022) states that “inclusive governance that prioritises equity and justice in adaptation planning and implementation leads to more effective and sustainable adaptation outcomes.” Thus, without the effective and efficient participation of all stakeholders in the different stages of the NAP process, especially its implementation, the vision and objectives set out in the NAP will not be achieved and, consequently, the country—in particular the most vulnerable people, and especially women and girls—will continue to suffer the severe consequences of climate change.

Broad participation was achieved during the formulation of the NAP, thus promoting ownership by more than one category of stakeholders. The implementation of the NAP must continue in the same vein.

The essential nature of adaptation—including its multiple dimensions and iterative nature—requires the participation of a diverse range of actors at all administrative levels of the country. These actors include the senior staff of universities and training centres; members of the private sector; representatives of technical and financial partners; members of civil society organizations; senior officials and managers of sectoral ministries; and representatives of local governments.

Figure 3. Stakeholders and areas of involvement in the implementation of the NAP



To facilitate the full participation of these stakeholders, the consultation on monitoring, evaluation and learning procedures (i.e., the Conference nationale sur l'adaptation, publication of interim reports on implementation, production of the Adaptation Communication, and assessment of financial flows) provided for in the NAP must be scrupulously applied. The CNCC plays a fundamental role in monitoring the proper implementation of the NAP. In addition, through the relevant working groups, it can facilitate certain steps in the NAP implementation process, particularly the establishment of baselines and the production of data that can be used to monitor the implementation of certain climate change adaptation programs and projects.

Thus, it will be important not only to clearly define the areas and degree of participation of each category of stakeholders but also ensure that cross-cutting aspects such as gender, youth, and social

inclusion are taken into account and that adaptation actions are aligned with those for restoring and maintaining peace in the country.

Focus on gender mainstreaming

The various stakeholders in the process must ensure that:

- Gender is considered in a cross-cutting manner in all of the country's strategic and operational documents on climate change.
- The adaptation actions implemented promote gender equality.
- The country's regional and national consultations allow for the equitable participation of women and gender experts.
- The gender and women's climate negotiation platform receives the necessary support for its functioning and for the capacity building of its members.

In addition, in order to increase stakeholder confidence in the country's adaptation process and consequently greater participation, transparency, and accountability in the use of resources for the implementation and achievement of results are fundamental factors. Thus, the MEL system provided for in the NAP roadmap should include indicators that can provide information on the progress of the NAP process, as well as the impact of the actions carried out. Formal and, if possible, "binding" memoranda of understanding should also be established between the institutions concerned at both national and territorial levels to ensure that the roles and responsibilities of the various entities involved in monitoring and evaluation are clarified.

Conclusion: Immediate actions to consider

The country is already formulating a strategy for financing national adaptation priorities and will have to take steps in the very near future to (i) widely popularize and disseminate the plan; (ii) develop the MEL system; (iii) create baselines in the priority sectors of the NAP; (iv) develop a portfolio of programs and projects for at least the priority actions; and (v) finalize the NAP roadmap in order to provide further details on the timelines for these immediate actions and to encourage action by all stakeholders.

References

- Décret organisant le ministère de l'environnement. (2020). Moniteur, spécial #28.
- Gouvernement d'Haïti. (2011). *Deuxième communication nationale sur les changements climatiques* [in French]. <https://unfccc.int/documents/107014>
- Gouvernement d'Haïti. (2022a). *Communication d'Haïti relative à l'adaptation* [in French]. https://unfccc.int/sites/default/files/2022-08/Communication%20d%20Haïti%20relative%20a%20l%20adaptation_rev.pdf
- Gouvernement d'Haïti. (2022b). *Plan National d'Adaptation au changement climatique* [in French].
- Intergovernmental Panel on Climate Change. (2022). Summary for policymakers [H.-O. Pörtner, D.C. Roberts, E.S. Poloczanska, K. Mintenbeck, M. Tignor, A. Alegría, M. Craig, S. Langsdorf, S. Löschke, V. Möller, A. Okem (eds.)]. In *Climate change 2022: Impacts, adaptation and vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change* (pp. 3–33) [H.-O. Pörtner, D.C. Roberts, M. Tignor, E.S. Poloczanska, K. Mintenbeck, A. Alegría, M. Craig, S. Langsdorf, S. Löschke, V. Möller, A. Okem, B. Rama (eds.)]. Cambridge University Press. https://www.ipcc.ch/report/ar6/wg2/downloads/report/IPCC_AR6_WGII_SummaryForPolicymakers.pdf
- Lozano-Gracia, N. & Garcia Lozano, M. (2017). *Haitian cities: Actions for today with an eye on tomorrow*. <https://openknowledge.worldbank.org/handle/10986/29202>
- ND-GAIN Country Index. (2020). *Haiti*. <https://gain-new.crc.nd.edu/country/haiti>.
- United Nations Development Programme. (2021). *Finance strategy of climate change adaptation options*.
- United Nations Office for the Coordination of Humanitarian Affairs. (2022). *Haiti: Impact of the deteriorating security situation on humanitarian access* [Background note]. <https://reliefweb.int/report/haiti/haiti-impact-deteriorating-security-situation-humanitarian-access-background-note-8-july-2022>
- Wampler, P. J., & Sisson, A. J. (2010). Spring flow, bacterial contamination, and water resources in Haiti. *Environmental Earth Sciences*, 62(8), 1619-1628. <https://doi.org/10.1007/s12665-010-0645-9>
- World Bank. (n.d.-a). *Agriculture, forestry, and fishing, value added (%GDP) – Haiti*. <https://data.worldbank.org/indicator/NV.AGR.TOTL.ZS?end=2021&locations=HT&start=1988>
- World Bank. (n.d.-b). *Forest area (% of land area) – Haiti*. <https://data.worldbank.org/indicator/AG.LND.FRST.ZS?locations=HT>
- World Bank. (n.d.-c). *GDP growth (annual %) – Haiti*. <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=HT>
- World Bank. (n.b.-d). *Investing in people to fight poverty in Haiti*. <https://www.worldbank.org/en/topic/poverty/publication/beyond-poverty-haiti>

This briefing note was prepared by Dr. Kénel Délusca, Unite Caribbean, with financial and technical assistance from the NAP Global Network Secretariat and the International Institute for Sustainable Development (IISD) via financial support of the United Kingdom's Foreign, Commonwealth and Development Office (FCDO).



This project is undertaken with the financial support of:
Ce projet a été réalisé avec l'appui financier de :

Secretariat hosted by:
Secrétariat hébergé par :



An Roinn Gnóthaí Eachtracha
Department of Foreign Affairs