



National Adaptation Plans in focus: Lessons from Saint Lucia



Saint Lucia, located in the West Indies in the eastern Caribbean Sea, is a Small Island Developing State (SIDS) within the Lesser Antillean Arc of the Caribbean Archipelago. In the north, Saint Lucia borders the island of Martinique with the island of Saint Vincent located to its south, and Barbados to its southeast. The country's approximate land area of 616 square kilometres is inhabited by a population of around 177,301 people, as of its latest population estimate of 2017. Saint Lucia is dominated by a mountainous topography.

The local climate of Saint Lucia is categorised as tropical and is highly determined by the northeast trade winds. Its dry season is between December and May and the wet season is between June and November, respectively. The mean maximum temperature is about 30.2°C and mean minimum temperature about 24.6°C. Annual rainfall varies depending on geography with around 1,265mm along the

coastline to around 3,420mm in the high interior regions. The volume of rainfall during the wet season is primarily determined by the frequency and intensity of tropical disturbances, such as storms and hurricanes.

Over the past three decades, Saint Lucia's economy went through significant structural adjustments. Resulting from negative impacts of frequent storms and hurricanes as well as liberated trade markets, agricultural contribution declined from 9.96 percent in 1990 to 2.07 percent in 2018. Today, tourism is leading the country's economic growth and its direct contribution to GDP of 15.61 percent (2018) increased by 2.71 percent on a year-on-year average.ⁱ Poverty levels declined between 2006 and 2016 from 28.8 percent to 25 percent, most significantly in Saint Lucia's rural areas where the poverty head count decreased from 41 percent to 32.9 percentⁱⁱ.

Climate change risks

Like other SIDS, Saint Lucia faces an increasing number of emerging impacts from climate change. Rising sea levels, more frequent extreme weather events, changing rainfall patterns and increasing temperatures that result in both floods and droughts, as well as saline contamination are forecast to increasingly threaten all aspects of the country's development. In particular, its socio-economic infrastructures, ecosystems, as well as its health, water, food production and financial services sectors are at high risk.

As a result of the 2010 Hurricane Tomas, Saint Lucia experienced intense and excessive rainfall, triggering countrywide landslides and flooding that resulted in total damages and losses amounted to

US\$336.2 million. This is equivalent to more than 43.4 percent of the country's 2010 Gross Domestic Product (GDP), nine times its agriculture GDP, three times its tourism GDP, 62 percent of all exports and services, 19 percent of gross domestic investment, and 47 percent of public external debt. This has significantly aggravated the country's recovery process following significant fall-outs in its primary markets as a result of the economic recession.ⁱⁱⁱ Overall, the costs of inaction on climate change for the country are estimated at around 12.1 percent of its GDP by 2025, rising to 24.5 percent by 2050 and almost half of its GDP (49.1) by 2100.^{iv}



Empowered lives.
Resilient nations.



Groundwork for supporting the NAP process

© Bethia Thomas 2020



Policy, planning and budgeting

The Government of Saint Lucia has demonstrated its commitment to responding to climate change by taking a proactive role at the international, regional and national levels. Saint Lucia's revised Climate Change Adaptation Policy (CCAP), which was approved by Cabinet in 2015, seeks to ensure the people of Saint Lucia, their livelihoods, and social systems are resilient to the risks and impacts of climate change. The CCAP provides an integrated framework for responding to climate change across all sectors that is based on three interconnected processes, including adaptation facilitation, financing, and implementation.^v

A Strategic Program for Climate Resilience (SPCR), approved for funding in 2011, provides a complementary framework for planning and implementing climate change adaptation measures.

In April 2016, the Government submitted its first Nationally Determined Contribution (NDC) to the United Nations Framework Convention on Climate Change (UNFCCC)^{vi}, recognising the need to place emphasis on adaptation, while also contributing to the global mitigation effort. The Government initiated a National Adaptation Plan (NAP) process in 2017 with the aim of integrating climate change adaptation into national development planning (medium to long-term) and budgeting.

The NAP document, published in 2018, sets out a ten-year plan (2018–2028) that combines cross-sectoral and sectoral measures across all levels of society. This plan includes Sectoral Adaptation Strategies and Action Plans (SASAPs) for all development sectors, including water^{vii}, agriculture^{viii} and fisheries^{ix}, infrastructure and spatial planning, natural resource management/resilient ecosystems (including coastal, marine and terrestrial biodiversity), education, and health. A similar plan was developed in 2015 for tourism.

In 2017, Saint Lucia's Third National Communication was submitted to the UNFCCC, drawing upon the growing international understanding of the vulnerabilities of SIDS to the impacts of global climate change, the expanding national policy framework, and local experiences.

In 2020, the Government plans to finalise the following policies in their NAP process: First Monitoring and Evaluation Report; Climate Change Private Sector Engagement Strategy; Climate Financing Strategy; Resilient Ecosystems Adaptation Strategy and Action Plan; Climate Change Research Policy and Strategy.



© Bethia Thomas 2020

Preparing for adaptation planning

There is substantial information available about climate change impacts and vulnerabilities in Saint Lucia. Initial assessments of adaptation priorities were undertaken as part of the First (2001)^x, Second (2012)^{xi}, and Third (2017)^{xii} National Communications to the UNFCCC. Additional sector-specific and regional studies and projects provide important supporting information on climate modelling, impact analysis, vulnerabilities, and potential adaptation measures, including those under the NAP process^{xiii}.

Saint Lucia's NAP process has developed a Monitoring and Evaluation (M&E) system^{xiv} to track the implementation of the cross-sectoral and sectoral measures included in the NAP (and SASAPs). The system assumes that over time, the successful implementation of these measures will increasingly contribute to attaining the outcomes and overarching goals of the NAP. This will allow for iterative and continuous, evidence-based adaptation planning, and will help to enforce the gradual integration of adaptation priorities in development strategies. The NAP M&E system also aims to ensure transparency of adaptation planning processes by tracking progress (following the formulation, review, and update of SASAPs and the review and update of the NAP itself) and the CCAP core elements. Saint Lucia's NAP process is guided by a detailed roadmap, which details the sequence of activities that create and organise the country's work around the NAP.

Implementation of adaptation actions

The Government of Saint Lucia has implemented a range of projects over the years, largely focused on adaptation, but also including mitigation. Adaptation initiatives have included infrastructure, capacity building, awareness raising and communication, policy/legislative and institutional arrangements, research, data and knowledge management, reporting, monitoring and evaluation, and resource mobilisation. For example, Saint Lucia is currently implementing a US\$68 million Disaster Vulnerability Reduction Project (DVRP) focused on climate change adaptation and disaster risk management and received approval for a US\$10 million project from the Adaptation Fund for the implementation of a multi-component agriculture-based initiative.

.....

“ We believe in building capacity. We want to develop these sectoral strategies and action plans for adapting to climate change in all key sectors, further to the ones completed to date. Every sector is impacted, and we must work together to prepare for climate change.”

Annette Rattigan-Leo, Chief Sustainable Development and Environment Officer

.....

Challenges and successes

Support programmes

The advancement of Saint Lucia's NAP process has benefited from the financial support from UNDP, as well as the Japan-Caribbean Climate Change Partnership (JCCCP). Technical and financial support for Saint Lucia's NAP process has also been provided through the United States In-Country NAP Support Programme (NAP-SP), implemented by the IISD. Technical support for the chapter on the 'limits to adaptation' in the NAP was provided under the IMPACT project, funded by the German Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB), as part of the International Climate Initiative (IKI).

Challenges

The NAP highlights 'limits to adaptation', which includes the inability of coastal ecosystems to adapt to increased sea level rise, insufficient financial resources to implement required adaptation strategies, and the lack of effective or affordable technology to provide coastal

protection from sea level rise and other slow onset events and extreme events. The NAP Stocktaking Report^{xvi} outlines critical gaps and barriers mainly related to institutional, financial, and policy obstacles to be addressed in the short to medium term.

Successes

Within recent years, Saint Lucia became a climate change pioneer among other vulnerable Caribbean countries having already assigned around 25 percent of its capital budget to adaptation, and has developed significant mechanisms to an all-inclusive approach by engaging key stakeholders throughout the process, including a more involved private sector, and finalising the climate finance strategy to further enhance these efforts.^{xvii}

The country implemented a successful Communications Strategy as part of its NAP process, with assistance from the NAP Global Network^{xviii}. The Strategy, built upon the Government's previous experience of climate change communication campaigns, set out the communications objectives for the NAP process, priority audiences, messages for priority sectors, channels of communication, and M&E options for NAP communications.



The process to formulate and implement NAPs

As the designated NAP coordinating mechanism, Saint Lucia's National Climate Change Committee (NCCC) leads the overall coordination of cross-sectoral measures in the NAP. As a multi-sectoral advisory body, the NCCC coordinates implementation of climate change-related actions, assisted by Saint Lucia's climate change focal point, the Department for Sustainable Development^{xv}. The NCCC also monitors progress on adaptation, while individual state agencies facilitate the implementation of enabling activities for capacity development and oversee resource allocation for adaptation. The implementation of sectoral adaptation measures in the NAP and SASAPs are the responsibility of line ministries for the respective sectors. The NCCC comprises key stakeholders from public, statutory, academic, and private sector bodies and may co-opt other members as needed. In this way, various stakeholders are engaged in the decision-making process, ensuring different priorities are reflected. The NCCC meets periodically as a formal committee, while members are constantly involved in national climate change response activities.

Opportunities and next steps

The Government of Saint Lucia will continue to advance the NAP process through its roadmap including addressing capacity gaps and continuing stakeholder consultations across sectors and all levels of society. As additional adaptation funding is made available through finance and private sector strategies, the Government will continue to develop SASAPs for the priority sectors and initiate measures presented in the NAP.

To overcome the barrier and need to leverage financing to advance Saint Lucia's adaptation response, Saint Lucia is seeking access to international funding through the Green Climate Fund, while pursuing a mix of other financing options and sources, including private sector financing and support from regional agencies and programmes^{xix}.

Key documents

- [National Climate Change Policy and Adaptation Plan \(2003\)](#)
- [Second National Communication to the UNFCCC \(2012\)](#)
- [The Saint Lucia Climate Change Adaptation Policy \(2015\)](#)
- [First Nationally Determined Contributions \(2016\)](#)
- [Third National Communication to the UNFCCC \(2017\)](#)
- [Monitoring and Evaluation Plan of Saint Lucia's National Adaptation Planning Process \(2018\)](#)
- [National Adaptation Plan Stocktaking, Climate Risk and Vulnerability Assessment Report \(2018\)](#)
- [Saint Lucia's Climate Change Communications Strategy under the NAP Process \(2018\)](#)
- [Saint Lucia's National Adaptation Plan 2018-2028](#)
- [Sectoral Adaptation Strategy and Action Plan for the Fisheries Sector 2018-2028](#)
- [Sectoral Adaptation Strategy and Action Plan for the Agriculture Sector 2018-2028](#)
- [Sectoral Adaptation Strategy and Action Plan for the Water Sector 2018-2028](#)
- [Guidelines for the Development of Sectoral Adaptation Strategies and Action Plans: Saint Lucia's experience under its national adaptation planning process](#)
- [National Adaptation Plan Roadmap and Capacity Development Plan 2018-2028](#)

Notes

- ⁱ World Bank (n.d.). The World Bank Open Data. URL: <https://data.worldbank.org/>
- ⁱⁱ Saint Lucia (2011). *Macro Socio-Economic and Environmental Assessment of the Damage and Losses Caused by Hurricane Tomas: A Geo-Environmental Disaster*. URL: <https://www.finance.gov.lc/resources/index/23>
- ^{iv} Saint Lucia (2018). *Snapshot of Saint Lucia's National Adaptation Plan 2018-2028*. URL: <https://climatechange.govt.lc/wp-content/uploads/2018/04/saint-lucia-nap-v6-digital.pdf>
- ^v Saint Lucia (2015). *The Saint Lucia Climate Change Adaptation Policy*. URL: <https://www.climatechange.govt.lc/wp-content/uploads/2017/10/Climate-Change-Adaptation-Policy-2015.pdf>
- Saint Lucia. *Climate Change Programme website*. URL: <https://climatechange.govt.lc/climate-change-programme/> [accessed 15th November 2018]
- ^{vi} Saint Lucia (2016). *Saint Lucia First Nationally Determined Contribution*. URL: <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Saint%20Lucia%20First/Saint%20Lucia%27s%20INDC%2018th%20November%202015.pdf>
- ^{vii} Government of Saint Lucia. (2018). *Saint Lucia's Sectoral Adaptation Strategy and Action Plan for the Water Sector (Water SASAP) 2018-2028, under the National Adaptation Planning Process*. Department of Sustainable Development, Ministry of Education, Innovation, Gender Relations and Sustainable Development and Department of Agriculture, Fisheries, Natural Resources and Cooperatives, Ministry of Agriculture, Fisheries, Physical Planning, Natural Resources and Cooperatives. URL: <http://428.e48.mwp.accessdomain.com/wp-content/uploads/2018/07/SLU-Water-SASAP-May-2018.pdf>
- ^{viii} Government of Saint Lucia. (2018). *Saint Lucia's Sectoral Adaptation Strategy and Action Plan for the Agriculture Sector (Agriculture SASAP) 2018-2028, under the National Adaptation Planning Process*. Department of Sustainable Development, Ministry of Education, Innovation, Gender Relations and Sustainable Development and Department of Agriculture, Fisheries, Natural Resources and Cooperatives, Ministry of Agriculture, Fisheries, Physical Planning, Natural Resources and Cooperatives. URL: <http://428.e48.mwp.accessdomain.com/wp-content/uploads/2018/07/SLU-Agriculture-SASAP-May-2018.pdf>
- ^{ix} Government of Saint Lucia. (2018). *Saint Lucia's Sectoral Adaptation Strategy and Action Plan for the Fisheries Sector (Fisheries SASAP) 2018-2028, under the National Adaptation Planning Process*. Department of Sustainable Development, Ministry of Education, Innovation, Gender Relations and Sustainable Development and Department of Agriculture, Fisheries, Natural Resources and Cooperatives, Ministry of Agriculture, Fisheries, Physical Planning, Natural Resources and Cooperatives. URL: <http://428.e48.mwp.accessdomain.com/wp-content/uploads/2018/07/SLU-Fisheries-SASAP-May-2018.pdf>
- ^x Saint Lucia (2001). *First National Communication to the UNFCCC*. URL: https://unfccc.int/sites/default/files/resource/natcom_st.lucia_.pdf
- ^{xi} Saint Lucia (2012). *Second National Communication to the UNFCCC*. URL: <https://unfccc.int/sites/default/files/resource/lcanc2.pdf>
- ^{xii} Saint Lucia (2017). *Third National Communication to the UNFCCC*. URL: https://unfccc.int/sites/default/files/resource/THIRD NATIONAL COMMUNICATION _ SAINT LUCIA 2017.pdf
- ^{xiii} Saint Lucia. (2018). *Saint Lucia's National Adaptation Plan (NAP): 2018-2028*. Department of Sustainable Development, Ministry of Education, Innovation, Gender Relations and Sustainable Development. URL: <http://428.e48.mwp.accessdomain.com/wp-content/uploads/2018/07/SLU-NAP-May-2018.pdf>
- ^{xiv} Saint Lucia. (2018). *Monitoring and Evaluation Plan of Saint Lucia's National Adaptation Planning Process*. Department of Sustainable Development, Ministry of Education, Innovation, Gender Relations and Sustainable Development. URL: <http://428.e48.mwp.accessdomain.com/wp-content/uploads/2018/07/SLU-NAP-ME-May-2018.pdf>
- ^{xv} Saint Lucia. (2018). *Saint Lucia's National Adaptation Plan (NAP): 2018-2028*. Department of Sustainable Development, Ministry of Education, Innovation, Gender Relations and Sustainable Development. URL: <http://428.e48.mwp.accessdomain.com/wp-content/uploads/2018/07/SLU-NAP-May-2018.pdf>
- ^{xvi} Saint Lucia. (2018). *Saint Lucia's National Adaptation Plan Stocktaking, Climate Risk and Vulnerability Assessment Report*. Department of Sustainable Development, Ministry of Education, Innovation, Gender Relations and Sustainable Development. URL: https://www.climatechange.govt.lc/wp-content/uploads/2018/04/Saint-Lucia-NAP-Stocktaking-Report_April_2018.pdf
- ^{xvii} International Monetary Fund (2018). *St. Lucia Climate Change Policy Assessment*. <https://www.imf.org/-/media/Files/Publications/CR/2018/cr18181.ashx>
- ^{xviii} Ledwell, C. (2018). *sNAPshot Strategic Communications for the National Adaptation Plan (NAP) Process in Saint Lucia*. NAP Global Network. URL: <http://www.napglobalnetwork.org/wp-content/uploads/2018/06/napgn-en-2018-snapshotcommunications-saint-lucia.pdf>
- ^{xix} Saint Lucia (2016). *Saint Lucia First Nationally Determined Contribution*. URL: <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Saint%20Lucia%20First/Saint%20Lucia%27s%20INDC%2018th%20November%202015.pdf>
- Saint Lucia. *Climate Change Programme website*. URL: <https://climatechange.govt.lc/climate-change-programme/> [accessed 15th November 2018]

\$336.2m
loss and
damages
from 2010
hurricane

70%
of population
without
electricity
resulting from
2016 hurricane

Cost of
inaction on
climate change
estimated
at **49.1%** of
GDP by 2100

**8 priority
sectors**
defined in
NAP

NAP launch was
supported by **75
government
officials**,
including 6
ministers

Saint Lucia
contributed
approximately
only **0.0015%**
of global
emissions
in 2010

About the NAP-GSP

The joint UNDP-UN Environment National Adaptation Plan Global Support Programme (NAP-GSP) was launched in June 2013, financed by the Global Environment Facility (GEF) Least Developed Countries Fund (LDCF), and the Special Climate Change Fund (SCCF). The NAP-GSP, together with partners, are assisting developing countries to identify technical, institutional and financial needs to integrate climate change adaptation into medium and long-term national planning and financing. The NAP-GSP provides technical expertise and guidance on country NAP processes, and opportunities for knowledge exchange on NAPs.



Email:

Rohini.Kohli@undp.org
Mozaharu.Alam@unep.org

For media enquiries / dissemination:

Melanie.Pisano@undp.org

Website:

<http://globalsupportprogramme.org/nap-gsp>