CLIMATE ANALYTICS

Refining the proposal for a Regional Goal on Adaptation for the Caribbean

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ABOUT CLIMATE ANALYTICS

Climate Analytics is a global climate science and policy institute. Our mission is to deliver cutting-edge science, analysis and support to accelerate climate action and keep warming below 1.5°C.

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Summary

Adaptation is often a context specific and localised process which can result in global climate adaptation negotiation processes being relatively disconnected from the local climate change realities that vulnerable communities face in Caribbean small island states (SIDS). In this regard, Climate Analytics Caribbean launched a proposal for a Regional Goal on Adaptation (RGA) for the Caribbean at COP28 through a participatory and inclusive approach whereby Caribbean civil society stakeholders defined the priorities, targets and needs for adaptation in the region. Over the past eighteen months, Climate Analytics Caribbean has continued to revise and update the proposed RGA to align with current developments in the global climate change negotiations, relevant regional and national climate adaptation policies and strategies as well as further consultations with diverse Caribbean stakeholders.

This technical paper entitled "Refining the proposal for a Regional Goal on Adaptation for the Caribbean" outlines the updated proposal for the Caribbean which was launched at COP30 in Belem in November 2025. The updated proposed RGA consists of fourteen high level targets comprising eight thematic targets and six dimensional targets which are grounded in Caribbean realities and priorities. The updated RGA intends to raise the visibility of adaptation in the Caribbean, quantify and fill adaptation gaps and needs including finance, capacity and technical assistance and enable collective review of progress on adaptation through more effective climate governance processes and practical adaptation actions at the local, national and regional levels.

The updated RGA could serve as a regional vehicle to support achieving the Global Goal on Adaptation and the UAE-Belem Global Resilience Framework through regional leadership and collaboration on adaptation. In so doing, the updated RGA seeks to bridge the gap between Caribbean adaptation actors and activities at the regional, national, local levels and the broader GGA discussions at the international level. The updated RGA proposal also provides an initial overview of RGA implementation requirements including financing, coordination, further refinement activities. A preliminary implementation roadmap is also outlined to support the operationalisation of the updated RGA.

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Introduction

Caribbean Small Island Developing States (SIDS) face existential threats from rising sea levels, extreme weather events, and cascading socio-economic impacts, as a result of being on the frontlines of the climate crisis. SIDS are considered a "special case both for their environment and development" due to their unique and structural characteristics and needs such as small populations, remoteness, high transportation costs, susceptibility to exogenous economic shocks and fragile ecosystems which exacerbate their existing vulnerability in the face of climate change.

For SIDS, adaptation has always been an urgent priority as this is a means to minimise loss and damage associated with increased impacts of climate change (AOSIS 2023; Pringle et al. 2021). Still, global progress on adaptation remains inadequate with actions being often small-scale, siloed and generally insufficient to build the level of long-term climate resilience that SIDS populations, communities and economies urgently require. Adaptation also continues to be significantly underfunded, with an estimated annual adaptation finance gap of US$3.0–4.8 billion for SIDS (UNEP 2025).

The Global Goal on Adaptation (GGA) is considered the "North Star" for global adaptation efforts. It aims to guide and catalyse adequate action for adaptation globally, especially in the light of inadequate mitigation ambition, by providing a clear framework and targets for measuring progress on adaptation (Wilkinson et al., 2021). The GGA is inherently tied to the Paris Agreement's long-term temperature goal and mitigation ambition and is also closely connected to the Global Stocktake (GST), which periodically reviews (every five years) the overall global progress in meeting the goals under the Paris Agreement.

Box 1. The Global Goal on Adaptation

Article 7 of the 2015 Paris Agreement established the Global Goal on Adaptation (GGA) of enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change with a view to contributing to sustainable

development and ensuring an adequate adaptation response in the context of the 1.5°C temperature goal referred to in Article 2.

Despite its importance, little progress was made on the GGA until COP26 in 2021, which established the two-year Glasgow Sharm-el Sheikh (GlaSS) Work Programme to better conceptualise, define and ultimately operationalise the GGA. The GlaSS Work Programme concluded at COP28 in 2023, with the establishment of the United Arab Emirates (UAE) Framework for Global Climate Resilience. The UAE Framework guides efforts to achieve the GGA by supporting both long-term transformational and incremental adaptation. It also outlines how progress will be reviewed, aiming to reduce the increasing adverse impacts, risks and vulnerabilities associated with climate change, while enhancing adaptation action and support. At COP28, the UAE-Belém Work Programme on Indicators was launched– a two-year work programme dedicated to developing indicators that measure progress towards achieving the GGA targets. Since then, work has been ongoing to develop a comprehensive set of global adaptation indicators. A set of 59 indicators were adopted at COP30 in Belém in November 2025 and further work has been that will be focused on improving metadata and methodologies for the Belém Adaptation Indicators

Ideally, a well-constructed GGA framework can serve as a meaningful tool to elevate adaptation to the same level of global priority as mitigation in international climate negotiations. In so doing, the GGA will drive global adaptation action in conjunction with mitigation ambition and action, through raising the visibility of adaptation, measuring collective progress on adaptation while also better defining the needs, gaps and issues which have resulted in the ‘adaptation gap’ as well as quantifying the finance, capacity and technology transfer needed to close this gap (Wilkinson et al. 2021).

According to the 2025 Adaptation Gap Report, the adaptation finance gap for developing countries is estimated at US $284 to $339 billion/year for this decade and it is not reducing (UNEP 2025). Adaptation finance has never been sufficient to render support for the level of adaptation actions needed in developing countries, like

Caribbean SIDS. As mitigation efforts continue to fall behind the ambition needed to avoid exceeding the 1.5°C limit, the cost and difficulty of adaptation actions are set to rise. In fact, hard limits to adaptation may occur much sooner than expected.

Operationalising the GGA can therefore help drive adequate adaptation responses, despite inadequate current levels of mitigation ambition, while also improving the provision of much needed adaptation finance and support to SIDS and other developing countries for adaptation action (AOSIS 2023; Beauchamp/Motaroki 2021). An implementable GGA framework must therefore include measurable, clear, relevant and forward-looking indicators, particularly those that include indicators on Means of Implementation (MOI) to drive global action and investment on adaptation. Many Parties were not satisfied with the indicators adopted in Belem. It is hoped that the additional work to begin in 2026 that will substantially improve the package adopted in Belem in support of making the GGA framework fully implementable.

The GlaSS and the UAE-Belem work programmes have enabled the participation of diverse adaptation actors – particularly technical experts. However, local and regional civil society organisations and community actors have had limited participation in the GGA process, due to the technical and political complexity of processes under the international climate change negotiations (Bahadur et al. 2022). Furthermore, although submissions from civil society on the GGA framework have been welcomed, this is only open to accredited organisations and most civil society organisations (CSOs) and vulnerable, local communities from SIDS and other developing countries have generally been excluded from adding their voice to the GGA process.

Consequently, work on the GGA framework and indicators has largely been led by negotiators, academics and technicians who can be disconnected from the local climate change realities that vulnerable communities actually experience on the ground. For instance, Caribbean civil society organisations and community groups often take the lead in on-the-ground climate action, especially adaptation and resilience building as well as advocacy and awareness-building, thus enabling local voices to be heard and advocate for climate justice and local needs and priorities (Crawford et al. 2021). Unfortunately, many Caribbean CSOs have had limited avenues to participate and input into informing the GGA process, due to their limited awareness of the dynamics of the global climate change negotiations (Martinez et al. 2021).

In this regard, Climate Analytics Caribbean engaged Caribbean civil society to co-lead the development of a proposal for a Regional Goal on Adaptation (RGA) for the

Caribbean which was launched at COP28 in December 2023. This proposed RGA has been revised and updated over the period July 2024 to October 2025 and was relaunched at COP30 in Belém in November 2025. This revised RGA is intended to serve as a regional vehicle to support the implementation of the GGA framework in the Caribbean.

Rationale for a proposed Regional Goal on Adaptation

The rationale for the proposed RGA for the Caribbean is to develop a practical mechanism to connect the international climate change negotiations on the GGA with local, national and regional adaptation actors in the Caribbean and vice versa. In so doing, the RGA will facilitate better coordination of efforts among adaptation actors, enable more effective climate governance processes, and support concrete adaptation actions across all levels in the Caribbean.

Specifically, the proposed RGA can:

- Enable Caribbean communities to ***build collective adaptation stories***, identifying shared challenges as well as common solutions and goals - given the context-specific and local scale of adaptation;
- ***Facilitate learning and knowledge exchange*** on adaptation through capturing a variety of voices, data, knowledge, experiences and practices via engagements with multiple stakeholders in the Caribbean; ;
- ***Amplify the voices*** and enhance the representation in relation to the specific adaptation needs of marginalised communities and facilitate targeted qualitative and quantitative data collection to quantify these needs;
- ***Empower Caribbean communities*** and local actors involved in climate action to contribute to and help shape international climate change negotiations on the GGA and adaptation;
- ***Raise the visibility of adaptation*** in the Caribbean and potentially secure greater political support and buy-in for adaptation; and
- Facilitate the ***quantification of Means of Implementation (MOI)*** for adaptation action, including adaptation finance, capacity building, technology transfer and technical assistance to achieve the regional goal and track progress on adaptation action and support.

Approach and methodology

The proposed RGA was developed and refined using a participatory and consultative approach to enable active and meaningful engagement of diverse adaptation stakeholders across different levels, sectors and countries in the Caribbean. See Annex 1 for a list of stakeholder organisations consulted during this process. The proposed RGA was developed and refined in two phases:

Phase 1: Development of civil society-led proposed RGA (2023): The initial proposed RGA was developed through a civil society-led and bottom-up process harnessing the Caribbean Climate Justice Alliance[1] and took place over the period June to November 2023. The initial proposed RGA was largely informed by desktop review, focus groups, consultations and key informant interviews.

The desktop review included a comprehensive mapping of adaptation targets and commitments in 14 Caribbean SIDS: Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, as well as Trinidad and Tobago, through regional and national adaptation-related policies, strategies and plans, particularly Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs).

A focus group with the Adaptation and Loss and Damage Working Group of the Caribbean Climate Justice Alliance was convened on July 27, 2023, to identify priorities and elements of the proposed RGA including key sectors, thematic areas, cross-cutting considerations, principles and timeframes. Challenges, gaps and needs which hamper adaptation efforts in the Caribbean were also identified and discussed.

Key informant interviews were also conducted over the period July 2023 to October 2023 with various actors including civil society, government, academia and adaptation practitioners. The interviews served to provide inputs into the RGA elements,

[1] The Caribbean Climate Justice Alliance, which is convened by the Caribbean Natural Resources Institute (CANARI) and Panos Caribbean, is an informal network of Caribbean civil society organisations, grassroots leaders and activists, academics, creatives and the media which advocate for and catalyse actions for climate justice in Caribbean SIDS.

corroborate the initial findings of the desktop review and identify additional information, particularly on targets and priority needs.

A virtual stakeholder consultation to present the proposed RGA and solicit feedback and comments was held on October 4, 2023, with representatives from civil society, academia and government agencies across the Caribbean. The proposed RGA was subsequently finalised and launched at COP28 in December 2023.

Phase 2: Refining the Proposed RGA (2024 to 2025): The second phase involved targeted stakeholder engagements with Caribbean adaptation actors including government agencies, regional organisations, academia, civil society representatives and adaptation practitioners to refine and update the proposed RGA over the period July 2024 to November 2025. This refinement of the proposed RGA was informed by an additional desktop review, key stakeholder interviews and virtual and in-person consultations.

The desktop review sought to update the initial findings of the original proposal by incorporating recent developments in regional and national adaptation-relevant policies, strategies and plans. This review encompassed the Biennial Transparency Reports (BTRs), newly developed and updated NAPs and the latest round of NDCs (NDC 3.0) published by Caribbean countries up until September 30, 2025.

An in-person consultation was held on June 17, 2025 during the Bonn Climate Change Conference (SB 62), bringing together Caribbean and other SIDS regions climate change negotiators and technical experts to review and provide feedback on the updates to the proposed RGA, its alignment with relevant UNFCCC negotiations processes, and the proposed implementation modalities.

Later, a virtual stakeholder consultation to present the revised proposed RGA and solicit stakeholder feedback was held on October 16, 2025, with participation from representatives of civil society, academia and government agencies across the Caribbean. The revised proposed RGA was later finalised and relaunched at COP30 in Belém, Brazil in November 2025.

Key findings informing the updated RGA proposal

Adaptation goals, targets and indicators in the Caribbean

All Caribbean countries recognise the importance of adaptation in key sectors such as health, water, agriculture, fisheries and energy. However, specific approaches and adaptation objectives vary between Caribbean countries, and depend largely on how adaptation is framed nationally. The NDCs, NAPs and other policies, plans and strategies reviewed also reveal other common priorities and gaps across the region.

Caribbean SIDS also tend to have adaptation goals, targets and indicators that are largely process-oriented and capacity-building focused rather than being outcome-focused. This is the same for SIDS in other regions where their adaptation goals and targets tend to focus on the processes (i.e. the broader policies and plans, capacity building initiatives such as training, awareness raising, and data collection) that are required to address climate risks before they can advance to measuring outcomes of these processes (Wilkinson et al. 2021). For example, a goal may be to lay the foundation for food security (Government of Grenada 2017), to promote sustainable agriculture (The Commonwealth of Dominica 2022), or to adopt practices and technologies for reducing health impacts and building capacity of health institutions (Government of Belize 2025). Therefore, achieving these goals will be defined by successfully executing processes as opposed to concrete improvements in the levels of impacts or resilience that are hoped to result from those processes.

These process and capacity-focused adaptation targets also demonstrate commitments from SIDS to enhance their data collection systems and processes to better assess climate risks and develop suitable strategies and plans to respond to climate risks and vulnerability more effectively (Wilkinson et al. 2021). Adaptation support, especially the need for adaptation finance is also highlighted in almost all Caribbean NDCs as a crucial enabling factor for this response.

Most Caribbean countries have conducted climate risk and vulnerability assessments and have engaged stakeholders to evaluate and prioritise high-risk sectors. However,

very few countries substantively address intersectoral coordination and linkages among these priority sectors. Also, while there is some degree of alignment between identified risks and proposed sectoral adaptation strategies, gaps still exist - particularly in areas like mental health. Most countries do not explicitly propose strategies or actions to address the mental health impacts of climate change, despite some (e.g. Antigua and Barbuda, Grenada, and St Vincent and the Grenadines) acknowledging such impacts elsewhere in their policy documents. Notably, Saint Kitts and Nevis highlights the "lack of data and understanding of the psychological impacts of more extreme weather events, such as drought, floods and hurricanes, due to climate change," as a key gap (Government of Saint Christopher and Nevis 2018). This may partially explain the absence of targeted mental health adaptation measures and highlights a critical opportunity for further research and policy development in the region. A systems approach to health adaptation was also largely absent from the policy documents reviewed. While most countries emphasised strengthening the resilience of health facilities and infrastructure, few addressed other critical components of the health system - such as healthcare workers, access to medical products, vaccines and technologies, and the robustness of health information systems.

Adaptation in the agriculture and fisheries sector is consistently framed in terms of enhancing food security while being cognisant of the perceived risks due to high import dependence and the impacts of climate change at the global, regional and local levels. This is reflected in the CARICOM “25 by 2025” Initiative which seeks to reduce the region’s food import bill by 25% and which has been extended to 2030, partly due to the growing impacts of climate change (CARICOM 2025). The disproportionate effect on the poor and other vulnerable and marginalised groups is also often acknowledged. In recent times, adaptation measures tend to focus on building resilience in agricultural production and sustainable fisheries management. Most Caribbean countries, including Belize, Saint Kitts and Nevis, Saint Lucia, and Suriname also explicitly articulated the need to provide support for farmers and fisherfolk to adopt proposed adaptation measures through mechanisms like extension services, training, incentives, research, etc. Notably, only Grenada explicitly highlighted the provision of demand-side support through “capacity-building for food insecure and vulnerable households to mitigate against livelihood losses from a variable and changing climate" (Government of Grenada 2017).

There is a clear and widespread commitment across the region to transition from fossil fuel dependence to renewable energy, often with ambitious targets. Countries generally understand that diversifying their energy mix with renewables is key to reducing

dependence on imported fossil fuels, improving energy security and building resilience. A major gap is the overall lack of focus on improving energy access for underserved communities and providing targeted support for vulnerable groups (e.g., the poor, elderly, persons with disabilities, youth, women, Indigenous communities) in the context of energy security and renewable energy adoption.

While several countries acknowledge vulnerable groups in their policies, the specificity of support measures for them in relation to priority sectors is often lacking. Belize is a notable exception, clearly articulating strategies for mainstreaming Gender, Equality, and Social Inclusion (GEDSI) in key areas, including setting quotas for vulnerable groups in capacity building for agriculture, fisheries, and renewable energy. Belize defines GEDSI as referring to those groups that experience a higher risk of poverty and social exclusion.

As of September 2025, seven Caribbean countries have submitted NAPs to the UNFCCC: Grenada, Haiti, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and most recently, Trinidad and Tobago and Antigua and Barbuda (United Nations 2025). Other countries such as Belize, Guyana, and Jamaica are currently developing their NAPs. The review of the submitted NAPs shows that they are cross-sectoral and include relevant adaptation targets and indicators for climate-vulnerable sectors such as agriculture, fisheries, ecosystems, tourism and water.

Cross-cutting considerations such as gender and social inclusion, data collection and analysis, knowledge, including local or traditional knowledge, disaster risk reduction, community-based adaptation and ecosystem-based adaptation are also included in these submitted NAPs. Table 1 shows the range of adaptation targets and indicators identified in the NAPs submitted by these seven Caribbean countries.

Most of these adaptation indicators measure progress of building human and institutional capacity for adaptation rather than building resilience to climate change. In other words, the focus tends to be on processes rather than outcomes.

Table 1: Adaptation indicators identified in NAPs submitted to the UNFCCC by Caribbean SIDS by September 2025 (Updated and adapted from Wilkinson et al. 2021).

Adaptation Action	*Indicators*	*Countries*
Climate information/ information systems	Comprehensive climate information centralised in a national meteorological agency/body, but the implication is that this intended outcome/indicator around climate information systems pertains to the gathering, compiling and analysis of observed data	St Lucia, Grenada, Saint Vincent and the Grenadines, Trinidad and Tobago, Antigua and Barbuda
Hazard/vulnerability assessment and mapping	Climate-related hazard assessments and maps in place	Saint Lucia, Antigua and Barbuda
	Sector-by-sector vulnerability assessments undertaken and widely socialised in relevant machinery of government	Grenada, Saint Lucia, Suriname, Antigua and Barbuda, Trinidad and Tobago
Mainstreaming in development plans	Evidence of adaptation measures mainstreamed into national development plans	St Lucia, Grenada, Saint Vincent and the Grenadines, Suriname, Haiti, Antigua and Barbuda, Trinidad and Tobago
Climate risk screening	Evidence of climate risk screening tools, such as CCORAL, applied to project ideas at feasibility stage	Saint Lucia, Grenada, Antigua and Barbuda
Climate-related health surveillance	Systems in place, with regard to water-related disease vectors, as well as insect and other biological vectors	Haiti, Saint Vincent and the Grenadines, Suriname
Whole-of-government oversight	Evidence of highly active, well-informed (trained), cross-sectoral national climate change committee in place to oversee/advise government action on adaptation and resilience	Saint Lucia, Grenada, Saint Vincent and the Grenadines, Antigua and Barbuda
Identify most climate-vulnerable sectors and institute action plans for them.	Evidence of climate information integrated in sectoral decision-making processes	Grenada, Saint Vincent and the Grenadines, St Lucia, Suriname, Haiti, Antigua and Barbuda
	Identification and prioritisation/ranking in place for most climate-vulnerable economic sectors; and strategies and plans in place for addressing those vulnerabilities and reducing risk	Grenada, Saint Vincent and the Grenadines, Saint Lucia, Suriname, Antigua and Barbuda, Trinidad and Tobago
Gender responsiveness	Ensure that women are not differentially more affected by climate change impacts. Ensure that women are benefiting from equal leadership roles and opportunities to forge climate solutions	Saint Lucia, Grenada, Saint Vincent and the Grenadines, Suriname, Haiti, Antigua and Barbuda, Trinidad and Tobago

Climate-smart land-use planning	Climate change-informed land-use planning/spatial planning system in place	Saint Lucia, Grenada, Antigua and Barbuda
Ecosystem conservation and restoration	The intention is mainly to create plans for undertaking conservation and restoration	Saint Lucia, Grenada, Haiti, Antigua and Barbuda
Public education and awareness-raising	Range of public education and awareness raising activities related to adaptation	Saint Lucia, Antigua and Barbuda, Trinidad and Tobago
Climate finance	Various metrics around mobilisation of climate finance e.g., evidence of securing Green Climate Fund (GCF) readiness to number of GCF project proposals submitted	Grenada, Haiti, Antigua and Barbuda, Trinidad and Tobago
Climate tagging in public expenditure/national budgets implemented	N/A?	Saint Vincent and the Grenadines

Relevant national climate policies, plans and legislation in the seven Caribbean countries were also reviewed to identify adaptation targets and supplement the NDC and NAP analysis. Some of the key findings from this exercise are reflected in the section below.

Adaptation priorities, challenges and considerations for the Caribbean

The Adaptation and Loss and Damage Working Group of the Caribbean Climate Justice Alliance, which includes civil society organisations, academics and activists working on adaptation and local resilience building, identified the following thematic areas for undertaking adaptation actions in the Caribbean and which should be incorporated into the proposed RGA:

- food security and agriculture (including fisheries)
- water
- ecosystems and biodiversity (oceans, coastal, terrestrial and freshwater ecosystems)
- poverty and livelihoods
- health
- cities and infrastructure

These priority areas are generally in keeping with the findings of the desktop review on NDCs, NAPs and national policies, plans and legislation for the Caribbean. The desktop review revealed that energy security is also an adaptation and resilience priority across the region.

Furthermore, the main challenges to implementing adaptation actions in the Caribbean were identified by the Adaptation and Loss and Damage Working Group as:

- limited data collection and analysis and research
- limited human and technical capacity
- low access to and availability of adaptation finance, especially at the local and community levels
- top-down approaches rather than bottom-up approaches
- lack of political will
- limited public awareness and education on adaptation
- little or no economic incentives for adaptation
- limited access to technology and expertise
- limited engagement and participation of local communities and civil society on adaptation planning, implementation and monitoring and evaluation

These adaptation challenges are in keeping with those facing SIDS in other regions, particularly adaptation support such as finance, human and technical capacity and technical assistance (Wilkinson et al. 2021; AOSIS 2023).

Furthermore, these adaptation challenges are not mutually exclusive and interact with each other, potentially reinforcing and exacerbating constraints. Solutions should therefore consider these interdependencies to enable successful adaptation measures in the region (Theokritoff et al. 2023). The proposed RGA should therefore include measuring progress on addressing these interacting adaptation challenges for the Caribbean.

The Adaptation and Loss and Damage Working Group also identified key considerations or principles which should inform and guide the development and implementation of the proposed RGA for the Caribbean. These considerations or principles include:

- locally led adaptation (LLA)[2]

[2] Local actors and communities have meaningful input in shaping decisions over how, when and where to adapt. LLA recognizes the value of local knowledge and expertise to address climate

- people-centred, just and transformative
- grant-based climate finance that is decentralised and accessible
- devolved decision-making through empowering local communities, civil society and small and microenterprises to plan and implement adaptation solutions.
- gender equity and justice and social inclusion
- whole of society approach[3]
- intergenerational equity
- rights-based approaches
- nature-based solutions
- meeting essential needs of indigenous peoples, local communities and the most vulnerable groups first
- community and local ownership and support
- building local socioeconomic resilience and supporting economic diversification

Finally, the Adaptation and Loss and Damage Working Group also recommended that the timeframe of the proposed RGA for the Caribbean should include both medium-term (5 to 7 years e.g. target year of 2028 or 2030) and long-term (30+ years e.g. target year of 2050) targets if possible to effectively assess the progress of achieving the proposed RGA and to reflect linkages with other international frameworks and processes such as the Sustainable Development Goals (with an end date of 2030) and the Second Global Stocktake (to conclude in 2028).

Adaptation lessons and best practices

Caribbean SIDS are often considered 'adaptation pioneers' since, throughout their histories, they have had no choice but to grapple with and build resilience in the face of challenging environmental conditions. Thus, they are suitable locations for piloting innovative and inclusive adaptation actions, which can then be scaled up and applied, even in non-island contexts (Klock/Nunn 2019). The shared realities within the region

risk and ensures that local actors on the front lines of climate change have equitable access to power and resources to build resilience (IIED).

[3] Involves civil society as well as the public and private sectors in the joint pursuit of common solutions to complex problems and contributes to building effective partnerships and cooperation in seeking a generalized agreement across society about policy goals and the means to achieve them (UN).

enable Caribbean SIDS to learn from and build upon the experiences and success stories of their neighbours.

Two Green Climate Fund (GCF)-funded projects in Grenada and implemented through Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and in Barbados through the Caribbean Community Climate Change Centre (CCCCC) respectively, support building climate resilience in the water and wastewater sectors in these countries.[4,5] Similar project concept notes have also been developed for building resilience in the water and wastewater sectors in Belize and Dominica by the CCCCC for consideration by the GCF. These examples can be considered good practice for Caribbean SIDS, in terms of successful project proposals and concept notes being utilised as templates for securing financing for adaptation projects in the water sector. These can be tailored to local contexts and national priorities and considerations across the Caribbean.

Furthermore, the Caribbean region has continued to strengthen its climate change data collection and analysis systems over the years particularly through its regional institutions such as the CCCCC, the Climate Studies Group at The University of the West Indies (UWI) Mona, the Caribbean Public Health Agency (CARPHA), Caribbean Agricultural Research and Development Institute (CARDI) and the Caribbean Institute of Meteorology and Hydrology (CIMH) among others. Several projects have contributed to improving the availability and analysis of climate data in the region (Rahat 2020). However, additional work is required to enhance data quality and accessibility to enable evidence-based decision making at the local, national and regional levels (Climate Studies Group Mona 2020).

This has informed the development of adaptation projects in various sectors such as health, water, energy, infrastructure, agriculture etc. that have been successfully funded. These adaptation projects, however, generally focus on process and capacity building (and not outcomes) in the Caribbean. One such project is the EU/CARIFORUM Climate Change and Health Project implemented by PAHO/WHO in collaboration with CCCCC, CIMH, CARPHA, The UWI and the Caribbean Disaster Emergency Management Agency (CDEMA) (PAHO/WHO n.d.). This project involves training and

[4] Resilient Water Sector in Grenada (G-CREWS). https://www.greenclimate.fund/project/fp059
[5] The R's (Reduce, Reuse and Recycle) for Climate Resilience Wastewater Systems in Barbados (3RCReWS). https://www.greenclimate.fund/document/rs-reduce-reuse-and-recycle-climate-resiliencewastewater-systems-barbados-3r-crews

technical support for CARIFORUM countries to develop chapters directly addressing health adaptation in their NAPs (or equivalent documents) (PAHO/WHO 2022). Barbados, Saint Lucia, Grenada, The Bahamas, Jamaica, Belize, Haiti, Guyana, Dominican Republic and St. Vincent and the Grenadines have all received support in this regard (PAHO/WHO 2025).

The region has recognised the importance of the adaptation policy cycle in defining climate risks and vulnerabilities to then determine suitable adaptation actions based on available resources. Good practice is therefore the use of the adaptation policy cycle in determining priority adaptation actions that are conditional to available adaptation finance. Guyana's First Biennial Transparency Report (BTR) offers a good example in this regard. The BTR presents the findings of climate vulnerability and risk assessments for key sectors which were conducted via "a combination of literature review, expert judgement and stakeholder consultation" (Government of Guyana, 2024). Each proposed adaptation action is then directly linked to the defined risks, which are prioritised based on likelihood and impact, clearly demonstrating how these risks are to be addressed.

While there has been progress in risk evaluation and appropriate adaptation response planning, the amount of adaptation finance available and the limited access to these resources have limited the scale and pace of implementation of these actions in Caribbean SIDS. This, however, does not reflect the urgency of the climate emergency and the dire need for building climate resilience in SIDS.

This gap is most apparent when considering the needs of the most vulnerable in society and incorporating vulnerability considerations at all stages of the adaptation policy cycle. Belize stands out as an example of good practice in the region in this regard. Gender, equality, disability and social inclusion (GEDSI) have been systematically integrated into Belize's NDC 3.0 and National Climate Change Policy Strategy and Master Plan. Specific actions are defined in the NDC 3.0 to empower and respond to the unique challenges of vulnerable groups, including women, youth, the elderly, indigenous populations, the poor, and people with disabilities (PWD). These measures also enable mainstreaming GEDSI into plans for climate-sensitive sectors such as

tourism, fisheries and health, in alignment with the National Climate Change Gender Action Plan (NCCGAP)[6] and training[7] that was conducted to facilitate this process.

Key lessons learnt over the years are the need to better socialise climate information in local communities and sectors as well as the importance of community buy-in and ownership for adaptation actions. The CIMH for example, prepares and publishes regular bulletins on agriculture, drought, coral reefs, health and tourism which provide relevant climate information to stakeholders to support their activities. The bulletin of the Caribbean Society for Agricultural Meteorology (CariSAM) for example, is prepared by CIMH and CARDI and provides relevant climate information to climate forecasts, agricultural impacts, as well as climate smart information to agricultural stakeholders in the region.[8] However, increased dissemination of these bulletins, leading to enhanced uptake by key sectoral actors such as farmers, fishers and local communities is needed to better socialise these climate information and knowledge products. Nevertheless, adaptation projects in the Caribbean often have strong participatory governance components highlighting the importance of community ownership and buy-in.[9]

Aligning the updated RGA with international outcomes (GlaSS Work Programme, UAE Global Climate Resilience Framework and UAE-Belem Work Programme)

The proposed RGA was developed while the Glasgow Sharm-el Sheik (GlaSS) Work Programme on the GGA was being undertaken. As such, the inputs, activities, and outcomes of the GlaSS Work Programme informed the framework and elements of the

[6] Belize's National Climate Change Gender Action Plan (NCCGAP) 2022 – 2027 "provides guidance to all stakeholders of the climate change sector on how to mainstream gender in their policies and programmes."

[7] "In 2022, a Training Manual was developed to facilitate gender mainstreaming in Climate Change Policies, Strategies, and Programme Development." More than 30 government and civil society organisations also received targeted training on how to mainstream gender into their climate policies and projects.

[8] See https://rcc.cimh.edu.bb/carisam-bulletin/

[9] CSOs for Disaster Resilience: Empowering civil society and local communities to build resilience to hurricanes and climate extremes in the Eastern Caribbean. https://canari.org/csos-for-disaster-resilience

proposed RGA. The GlaSS Work Programme was concluded at COP28 with the establishment of the UAE Global Climate Resilience Framework.

The UAE Framework now guides global efforts to achieve the GGA and establishes seven thematic targets and four dimensional targets, which is outlined in decision 2/CMA.5 paragraphs 9 and 10, also recognising the need to enhance adaptation action and support for means of implementation (See Figure 1). The final GGA indicator package was agreed upon at COP30 in Belém in November 2025 and is set to be further refined. The proposed RGA was therefore developed to better align with the UAE Global Climate Resilience Framework and key outcomes under the UAE-Belém Work Programme.

In particular, the proposed RGA was updated to incorporate the GGA thematic and dimensional targets established by the UAE Framework while still ensuring Caribbean adaptation priorities. The original RGA targets for example, do not include a culture target, however, subsequent stakeholder consultations validated the importance of such a target and it was therefore included in the updated RGA proposal. Furthermore, the updated RGA refines the energy resilience target, to better align with regional policy. See Annex 2 for more a comparison of the GGA targets, the original RGA targets and the updated RGA targets.

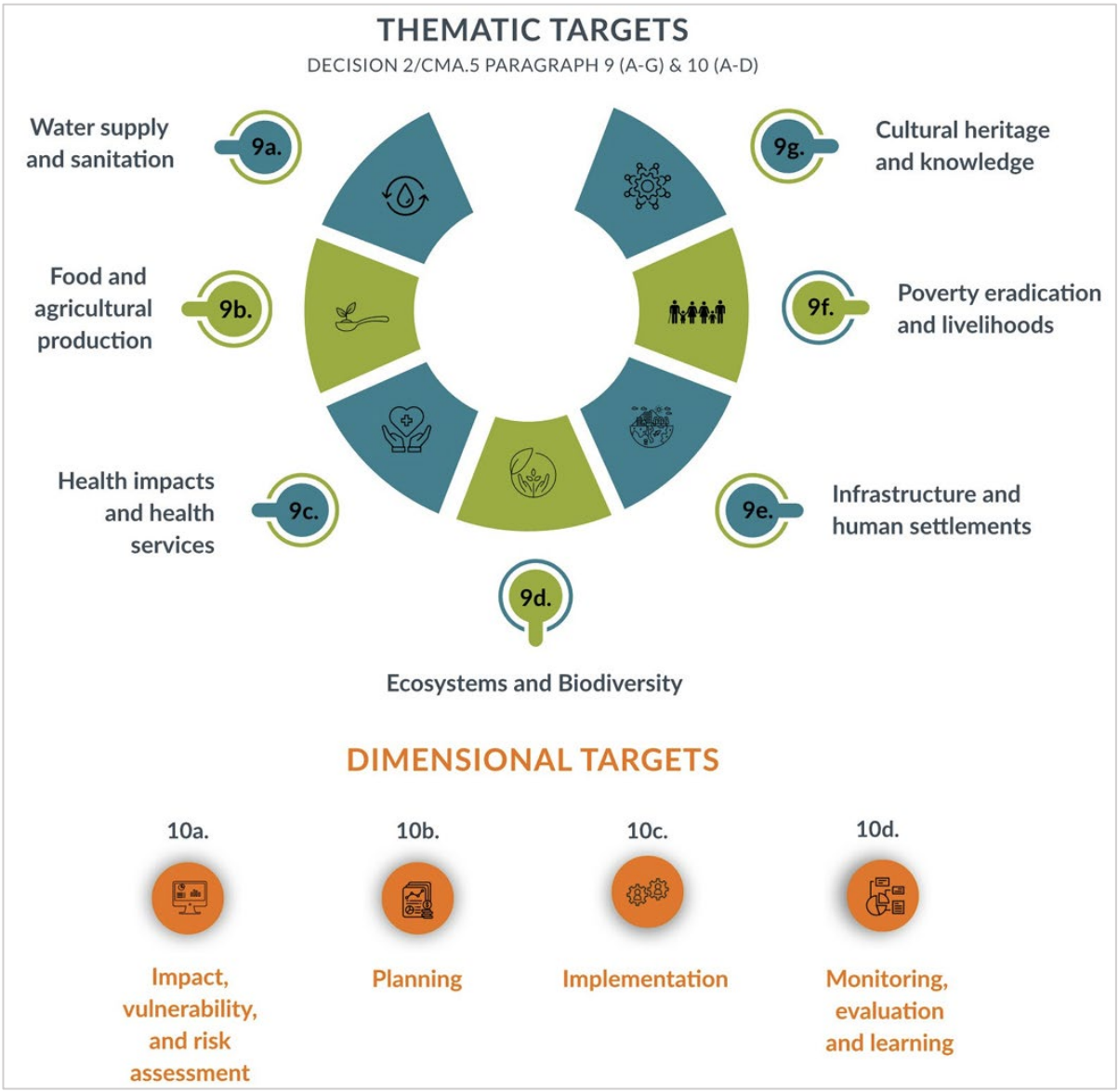
Workshop reports and submissions from the GlaSS Work Programme and the UAE-Belem Work Programme were also reviewed to inform and refine the proposed RGA. . Specifically, submissions from the Alliance of Small Island States (AOSIS), which includes small islands and low-lying states in the Caribbean, were reviewed and considered in detail.[10,11]

[10] AOSIS submission on the UAE-Belém Work Programme to develop indicators for the UAE Framework for Global Climate Resilience (2024).

[11] AOSIS submission on information on existing indicators for measuring progress towards the targets referred to in paragraphs 9-10 of decision 2/CMA.5 (2024)

GGA thematic and dimensional targets

Figure 1: Thematic and Dimensional Targets of the UAE Global Climate Resilience Framework (from Climate Analytics 2025).



Case study: Health and climate adaptation in the Caribbean

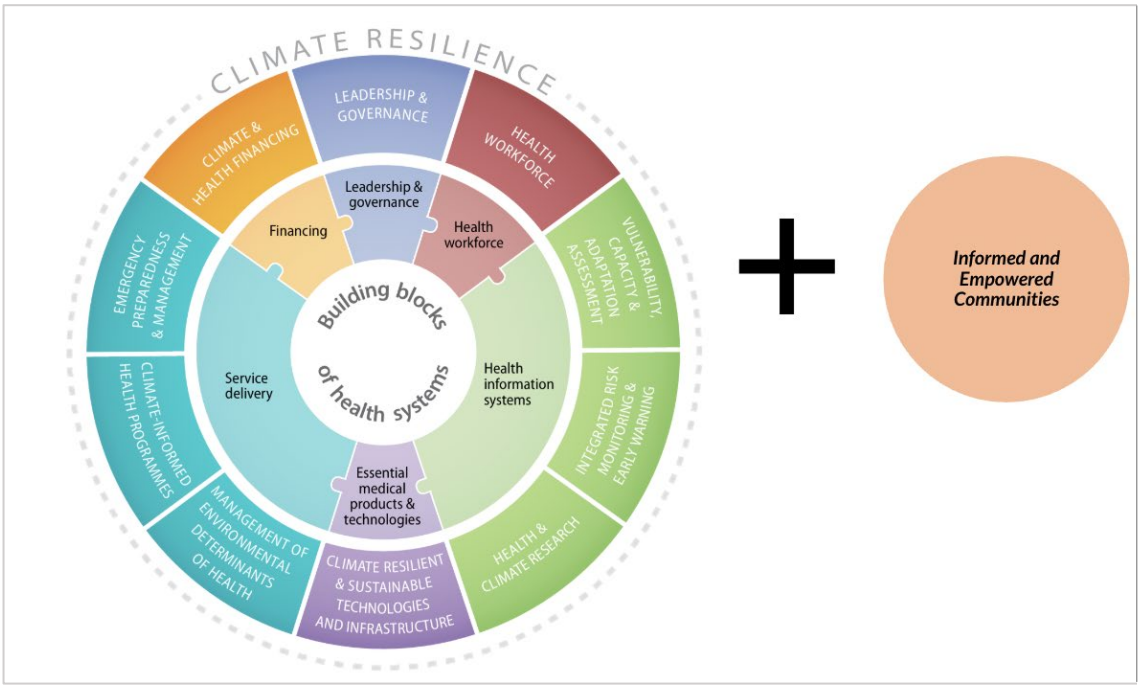
Health has been identified as a key adaptation priority for SIDS, including those in the Caribbean region. A small expert working group was established with representatives from Climate Analytics, EarthMedic and EarthNurse Foundation and the University of the West Indies to determine the priorities, needs and gaps for health sector adaptation and climate resilience in the Caribbean, and by extension, other SIDS. Through this work, the proposed RGA targets and guiding principles were updated and criteria for SIDS-relevant adaptation indicators were determined.

A systems approach for a climate-resilient healthcare system for Caribbean SIDS is feasible due to their small size and unique circumstances as follows:

- Small populations - Caribbean SIDS rely on island neighbours to support our health systems and services e.g. medical training, disaster management etc.
- Isolatedness but Interconnectedness- Caribbean SIDS work with each other on regional health policies and programmes. SIDS resilience is about sharing burdens through working together to find fit for purpose solutions
- Climate-Resilient Communities – There is a need for a climate literate population and health workforce
- Small size: Smallness of SIDS make a systems approach more feasible

The WHO Operational Framework for building climate resilient health systems (WHO, 2015) was reviewed and adapted to encompass these nuances and local realities in Caribbean SIDS. An additional pillar, “Informed and Empowered Communities” was included in this framework to ensure a climate literate population and health workforce in the region (Figure 2). Locally led adaptation through informed decision making is crucial for building climate resilience in health systems. This additional pillar will improve participatory action in decision-making and implementation by civil society, communities and other local adaptation actors on health and adaptation actions at the local, national and regional levels in the Caribbean.

Figure 2: Proposed Framework for A Climate Resilient Health System in Caribbean SIDS (Adapted from WHO, 2015).



The update of the RGA was also informed by the "Research for Action on Climate Change and Health in the Caribbean: A Public, Private, People's and Planetary Agenda" which was launched in 2024.[12] This is the first comprehensive research agenda for climate change and health in the Caribbean. The agenda was produced by a consortium, which includes representation from the Pan American Health Organization (PAHO), the University of the West Indies, the Center on Climate Change and Health at Yale School of Public Health, the Emory Rollins School of Public Health and the EarthMedic and EarthNurse Foundation. This research agenda was designed to support Caribbean countries to enable achieving their national climate and health goals. Furthermore, the research agenda highlights the need for data and research to better understand the

[12] Research for Action on Climate Change and Health in the Caribbean: https://earthmedic.com/research-for-action-on-climate-change-and-health-in-the-caribbean/

climate risks and impacts on health as well as to support evidence-based decision-making and investment for enabling climate-resilient health systems in the region.

The refinement of the proposed RGA for the Caribbean, along with the identification of SIDS-relevant health and adaptation indicators, serve as examples of how the GGA can be practically applied at the regional level. The proposed RGA also provides a mechanism for SIDS regions to be empowered to meaningfully evaluate the relevance of the GGA and determine indicators that are nationally and regionally appropriate, while aligning to their existing capacities. This is necessary given the data constraints and subsequent reporting realities in SIDS and is consistent with the AOSIS position of avoiding additional reporting burden.

Updated proposal for RGA

This updated proposal for a Regional Goal on Adaptation (RGA) for the Caribbean offers an aspirational vision of what adaptation success could look like for the Caribbean and reflects the needs, priorities and realities for adaptation in the region. The proposed RGA was led by Caribbean civil society and was developed collaboratively by a diverse range of actors from civil society, local communities, government agencies, academia and development organisations over the period 2023 to 2025.

The purpose of the proposed RGA is to raise the visibility of adaptation in the Caribbean, quantify and fill adaptation gaps and needs including finance, capacity and technical assistance and enable collective review of progress on adaptation through more effective climate governance processes and practical adaptation actions at the local, national and regional levels.

In so doing, the proposed RGA aims to bridge the ga between Caribbean adaptation actors and activities at the regional, national and local levels and the broader GGA discussions at the international level. It is aligned to the Principles of Locally-Led Adaptation (IIED, 2021) as well as the Caribbean Climate Justice and Resilience Agenda 2023 – 2030 (Caribbean Climate Justice Alliance, 2023). It is also designed to complement and support achieving the GGA while emphasising the needs of the most vulnerable through Caribbean adaptation priorities. Furthermore, the proposed RGA intends to empower Caribbean communities and local adaptation actors to better

engage and participate in implementing and reviewing progress of adaptation action and support at the regional and international levels.

The proposed RGA should not increase the reporting burdens for Caribbean SIDS and will utilise existing reporting mechanisms under the UNFCCC and Paris Agreement processes such as Adaptation Communications, NAPs, Biennial Transparency Reports under the Enhanced Transparency Framework; as well as other multilateral processes such as the Sustainable Development Goals (SDGs), the Sendai Framework and the Montreal-Kunming Global Biodiversity Framework under the Convention on Biological Diversity (CBD).

The current levels of adaptation finance are woefully insufficient, particularly for developing countries like Caribbean SIDS, which constrain the implementation of adaptation measures in these countries (IPCC 2023). Moreover, the adaptation finance gap for developing countries has been estimated at US$284 to $339 billion/year for this decade and growing (UNEP 2025). The proposed RGA, can help Caribbean countries to better identify and quantify adaptation finance gaps and needs in the Caribbean. In so doing, Caribbean SIDS are better able to potentially attract greater adaptation finance in response to these needs.

It is hoped that the RGA will eventually be endorsed by Caribbean governments as CARICOM regional policy on adaptation. The RGA is a living document that will be updated regularly (e.g. every five years) to reflect new science and policy development at the national, regional and international levels, with the view to incrementally increasing adaptation ambition in the region. The RGA can serve as a good example to support achieving the GGA through regional leadership and collaboration on adaptation.

Guiding principles

The development, refinement and implementation of the proposed RGA for the Caribbean will be guided by the following principles:

- enabling people-centred, just and transformative adaptation approaches
- strategically leveraging and linking projects and programs along defined transformational pathways
- supporting intersectoral and systemic approaches
- focusing on locally led adaptation
- ensuring participatory and inclusive climate governance processes

- enabling meaningful engagement by building local stakeholder awareness and capacity
- emphasising rights-based approaches that advance gender equity, justice and social inclusion
- incorporating traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems
- encouraging science-based approaches by supporting context-relevant research
- ensuring no one is left behind, particularly through meeting the needs of the most vulnerable groups and communities first
- advancing ecosystem-based approaches and nature-based solutions
- enabling community-based adaptation, local ownership and support
- increasing socioeconomic resilience and supporting economic and livelihood opportunities

Vision

A strong and resilient Caribbean where our people, livelihoods and ecosystems are prosperous, healthy and thriving through accelerated adaptation action and support and climate-resilient development that reduces climate risk, strengthens resilience and enhances adaptive capacity.

Updated RGA targets

The original RGA targets, developed in 2023, were refined and updated based on desktop review and further consultations with Caribbean governments, regional organisations, civil society organisations and technical experts. The RGA targets are updated to align with the UAE Global Climate Resilience Framework as well as the work and outcomes of the UAE-Belem Work Programme on Indicators. The updated proposed RGA for the Caribbean comprises fourteen high-level targets of which eight are thematic targets and six are dimensional targets. The RGA proposal includes an energy target since energy security has been identified as a key adaptation and resilience priority in the region. In addition, the proposal also includes specific RGA targets related to access to international finance and allocation and disbursement of adaptation finance to local communities and civil society organisations to enable adaptation action at the local level, which are not included in the GGA targets.

The updated thematic RGA targets, which are aligned with Caribbean adaptation priorities are as follows:

1. ***Water security***: Significantly enhancing water security and climate resilience by reducing climate-induced water scarcity, strengthening resilience to water-related hazards, and improving access to safe and reliable potable water, particularly for the most vulnerable groups and communities.
2. ***Food, agriculture and fisheries:*** Enhancing food security, nutrition, availability and quality in the agriculture and fisheries sectors through appropriate adaptation measures and adaptation support in the Caribbean for the most vulnerable groups and communities.
3. ***Health***: Increasing resilience against climate change related health impacts, promoting climate-resilient, integrated and people-centred health systems, strengthening regional support networks for disaster response, and significantly

reducing climate-related morbidity, mortality, and mental health impacts, particularly in the most vulnerable communities.

4. ***Ecosystems and biodiversity***: Ensuring that coastal, ocean, freshwater and terrestrial ecosystems are maintained, enhanced or restored through conservation and protection to enhance the resilience and adaptive capacity of critically important ecosystems and ensure the provision of ecosystem services, including support for fish stocks, coastal protection, and sustaining livelihoods.
5. ***Human settlements and infrastructure***: Substantially increasing the resilience of human settlements and infrastructure to climate change impacts, especially by ensuring that critical government and emergency facilities and services (including education, agriculture, health, water, power generation and security) are climate-resilient and are fully functional during and after extreme weather and climate events.
6. ***Vulnerable groups and livelihoods***: Increasing the social and economic resilience of the most vulnerable groups and communities through improved access to nationally appropriate adaptive social protection systems, increased resilience within climate-vulnerable livelihoods, and increased livelihood and economic opportunities through enhanced locally led adaptation measures in Caribbean countries.
7. ***Cultural heritage***: Strengthening the resilience of tangible and intangible cultural heritage to the impacts of climate change by developing adaptive strategies for preserving Indigenous/cultural practices and heritage sites and by designing culturally appropriate, climate-resilient infrastructure, within a sustainable development framework.
8. ***Energy***: Increasing access to clean energy and reducing local reliance on imports of fossil fuels by improving energy security and resilience through enabling the transition from fossil fuels to renewable energy, especially for the most vulnerable groups and communities in Caribbean countries.

The updated RGA dimensional targets, which incorporate the iterative adaptation policy cycle, are as follows:

9. ***Impact, vulnerability and risk assessment***: Caribbean countries have implemented a systematic and participatory approach to conduct comprehensive assessments of climate change impacts, vulnerabilities, and risks across various critical sectors and considering intersectoral linkages by 2030
10. ***Planning***: Caribbean countries have made progress in updating or developing gender-responsive and participatory national adaptation policies and plans that

incorporate the findings from their climate vulnerability and risk assessments by 2030

11. ***Implementation***: Caribbean countries have progressed in implementing adaptation measures, which are locally led and guided by evidence-based national policies, in order to achieve tangible results that reduce climate change impacts and enhance resilience systemically and across key sectors by 2030.
12. ***Access to International Finance***: Caribbean countries have increased access to grant-based or highly concessional international climate finance and adaptation support to develop and implement their NAPs, sectoral adaptation plans and other adaptation policies, strategies and programmes.
13. ***Finance to Local Levels***: Caribbean countries have increased allocation and disbursement of grant-based and highly concessional adaptation finance to local communities and civil society organisations through the establishment and implementation of decentralised financing mechanisms to support locally led and community-based practical adaptation actions.
14. ***Monitoring, evaluation and learning***: Caribbean countries have designed, established, and made operational a participatory system for monitoring, evaluation, and learning (MEL) to track their national adaptation efforts, and have progressed in building the necessary institutional capacity to fully implement that system by 2030.

Operationalising the RGA

Financing the RGA

Identification of funding sources for RGA implementation was undertaken based on funder priorities, available funds, financial instruments, implementation arrangements and regional focus to implement the RGA and track progress on adaptation action and support. The potential funding sources for RGA implementation are outlined below:

- International Climate Finance – e.g. Green Climate Fund (through mechanisms such as Multi-country Readiness or Simplified Application Process), Adaptation Fund, Global Environment Facility
- Bilateral Funding – e.g. European Union, United Kingdom Foreign, Commonwealth and Development Office, International Development Research Centre (Canada), Swedish International Development Agency (SIDS), Japan International Cooperation Agency (JICA)

- Foundations and Philanthropies – e.g. Open Society Foundations, Wellcome Trust, ClimateWorks Foundation, Gates Foundation, Caribbean Philanthropic Alliance
- Private Sector Financing – e.g. Caribbean Climate-Smart Accelerator, commercial banks, and financial institutions

Further work will need to be undertaken to determine the most appropriate funding sources and the implementation modalities required. This will include exploring means for channelling adaptation finance to local communities and civil society organisations to support locally led and community-based practical adaptation actions, in accordance with RGA targets and principles.

Coordinating the RGA

The RGA seeks to enable collective adaptation governance and progress review, direct the regional adaptation research agenda, address adaptation gaps and needs, promote learning and knowledge sharing, and foster synergies and shared solutions.

Table 2 shows the suitability of key Caribbean entities for fulfilling the defined RGA coordination roles, considering their mandate alignment, technical capacity, and institutional capacity. Green indicates high alignment and capacity while yellow is for medium alignment/capacity. The Caribbean Community Climate Change Centre (CCCCC), Caribbean Development Bank (CDB) and The University of the West Indies (UWI) stand out as well-aligned, competent regional institutions, each with their own complementary strengths. Refer to Annex 3 for the detailed evaluation of key Caribbean organisations.

Table 2: Organizational Suitability Matrix for RGA Coordination Roles. (Green = High; Orange = Medium)

Organisation	*CCCCC*	*UNFCCC RCC Caribbean*	*CDB*	*UWI*	*OECS*
Strategic Leadership and Policy Harmonisation					

Resource Mobilisation and Financial Management					
Technical Support and Capacity Building					
Monitoring, Evaluation and UNFCCC Reporting Facilitation					
Stakeholder Engagement and Partnership Development					
Programmatic Oversight and Implementation Support					

An interim coordination mechanism for the RGA should be established which includes these entities. Civil society will also be crucial to the implementation the RGA and must be represented on the interim coordinating mechanism for example, through the Caribbean Climate Justice Alliance among others. This interim coordination mechanism will be tasked to determine the formal governance and operational procedures for the formal coordination mechanism and Secretariat for the RGA.

Implementing the RGA

Further additional work to establish the operational modalities for implementation of the RGA will be required over the immediate to short-term. Table 3 provides an indicative roadmap of key implementation activities over the immediate to short-term. This roadmap outlines the next steps to support the eventual full operationalisation of the RGA in the region. The RGA is intended to be a living document that will be

regularly updated every five to ten years with the view to incrementally increasing adaptation ambition in the region.

Table 3: Indicative roadmap of key implementation activities for rolling out the RGA

Implementation Action	*Key Stakeholders*	*Timeframe* [13]	*Cost (No/ Low/ High)*
Conduct an institutional capacity assessment for Caribbean countries for implementing the RGA[14]	Climate Analytics,	Immediate	No
Determine relevant indicators for measuring RGA progress	Climate Analytics	Immediate	No
Establish interim RGA coordination mechanism	Regional organisations, National governments, Caribbean Climate Justice Alliance, Climate Analytics	Short-term	Low
Secure formal RGA endorsement by Caribbean governments	Interim Coordination Mechanism	Short-term	Low
Develop work plan for RGA operationalisation	Interim Coordination Mechanism	Short-term	Low
Develop resource mobilisation strategy for RGA operationalisation	Interim Coordination Mechanism	Short Term	Low
Develop stakeholder engagement and communication strategy for the RGA	Interim Coordination Mechanism	Short-term	Low
Determine RGA monitoring and evaluation plan and review process	Interim Coordination Mechanism	Short-term	Low

[13] Immediate (less than 1 year), short term (1-3 years), medium term (3-5 years), and long term (5+ years)

[14] This institutional capacity assessment will include an analysis of intersectoral and systems linkages, challenges and opportunities as well as national policy alignment to RGA targets for CARICOM countries

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Annex 1: Organisations consulted during RGA development

Name of Organisation	*Type*	*Country/ Region*	*Focus Group (July 27, 2023)*	*Regional Consultation (October 4, 2023)*	*Interviews (July 2023 to October 2023)*	*Regional Consultation (October 16, 2025)*	*Stakeholder Engagement Activities (July 2024 to June 2025)*
Agency for Rural Transformation	Civil Society	Grenada		x			
Agriculture Alliance of the Caribbean	Civil Society	Regional/ Bahamas	x				
Alliance of Small Island States (AOSIS)	International	International	x	x	x		x
Attorney General's Chamber	Government	Antigua and Barbuda		x			
Canadian Association of Nurses for the Environment	Civil Society	Canada		x			
Caribbean Biodiversity Fund	Regional	Saint Lucia		x			

Name of Organisation	*Type*	*Country/ Region*	*Focus Group (July 27, 2023)*	*Regional Consultation (October 4, 2023)*	*Interviews (July 2023 to October 2023)*	*Regional Consultation (October 16, 2025)*	*Stakeholder Engagement Activities (July 2024 to June 2025)*
Caribbean Climate Network/ 350.org	Civil Society	Guyana	x				
Caribbean Climate Smart Accelerator	Regional	Regional/ Jamaica		x			
Caribbean Community Climate Change Centre (CCCCC)	Regional	Regional/ Belize					x
Caribbean Feminist	Civil Society	Guyana				x	
Caribbean Natural Resources Institute	Civil Society	Regional/ Trinidad and Tobago	x	x		x	
Caribbean Network of Fisherfolk Organisations	Civil Society	Regional/ Bahamas	x				
Caribbean Youth Climate Council	Civil Society	Grenada		x			
CARICOM	Regional	Regional/ St Lucia					x
Centre for Agricultural Research (CELOS)	Civil Society	Suriname		x			

Name of Organisation	*Type*	*Country/ Region*	*Focus Group (July 27, 2023)*	*Regional Consultation (October 4, 2023)*	*Interviews (July 2023 to October 2023)*	*Regional Consultation (October 16, 2025)*	*Stakeholder Engagement Activities (July 2024 to June 2025)*
Climate Analytics	Civil Society	International	x	x	x	x	x
Climate Justice Resilience Fund – Youth Advisory Board	Civil Society	Trinidad and Tobago	x				
Climate Mind	International	Germany				x	
Climate Rights and Justice International Inc.	Civil Society	Barbados/Saint Vincent and the Grenadines				x	
Climate Tracker Caribbean	Civil Society	Regional/ Cayman Islands		x			
Coastal Dynamics Ltd.	Private Sector	Trinidad and Tobago		x			
Department of Coastal and Environmental Resources, Turks and Caicos	Government	Turks and Caicos		x			
Department of Environment	Government	Antigua and Barbuda		x			
Department of Fisheries and Marine Resources	Government	Trinidad and Tobago		x			

Name of Organisation	*Type*	*Country/ Region*	*Focus Group (July 27, 2023)*	*Regional Consultation (October 4, 2023)*	*Interviews (July 2023 to October 2023)*	*Regional Consultation (October 16, 2025)*	*Stakeholder Engagement Activities (July 2024 to June 2025)*
Management, Trinidad and Tobago							
Environmental Protection in the Caribbean (EPIC)	Civil Society	Regional		x			
EY Consulting	Private Sector	Trinidad and Tobago		x		x	
FirecircleTT To End ALL Abuse	Civil Society	Trinidad and Tobago		x			
Foundation for Knowledge and Liberty - FOKAL	Civil Society	Haiti				x	
Fragments of Hope	Civil Society	Belize				x	
Girl Up Caribbean	Civil Society	Haiti				x	
Google	Private Sector	USA		x			
Government of Barbados	Government	Barbados					x

Name of Organisation	*Type*	*Country/ Region*	*Focus Group (July 27, 2023)*	*Regional Consultation (October 4, 2023)*	*Interviews (July 2023 to October 2023)*	*Regional Consultation (October 16, 2025)*	*Stakeholder Engagement Activities (July 2024 to June 2025)*
Government of the Bahamas	Government	The Bahamas					x
Green Heritage Fund Suriname	Civil Society	Suriname		x		x	
IAMovement	Civil Society	Trinidad and Tobago		x		x	
Ideas I Foundation	Civil Society	Trinidad and Tobago		x			
Individual Consultant	Individual	Barbados		x			
Individual Consultant	Individual	Trinidad and Tobago		x			
Individual Consultant	Individual	Guyana		x	x		
Individual Consultant	Individual	Jamaica				x	
Inter-American Development Bank	Regional	Regional/Trinidad and Tobago		x			
Jamaica Environment Trust	Civil Society	Jamaica	x	x			
Kairi Initiatives	Civil Society	Trinidad and Tobago	x				

Name of Organisation	*Type*	*Country/ Region*	*Focus Group (July 27, 2023)*	*Regional Consultation (October 4, 2023)*	*Interviews (July 2023 to October 2023)*	*Regional Consultation (October 16, 2025)*	*Stakeholder Engagement Activities (July 2024 to June 2025)*
London School of Economics and Political Science	Academia	UK		x			
Ministry of Economic Growth and Job Creation, Jamaica	Government	Jamaica		x			
Ministry of Public Administration, Trinidad and Tobago	Government	Trinidad and Tobago		x			
Ministry of Water, Environment and Climate Change, Jamaica	Government	Jamaica				x	
NAP Global Network	International	Canada		x	x		
Open Society Foundations	Civil Society	USA		x			
Organisation of Eastern Caribbean States (OECS)	Regional	Regional/ St Lucia					x
Overseas Development Institute (ODI)	International	UK				x	

Name of Organisation	*Type*	*Country/ Region*	*Focus Group (July 27, 2023)*	*Regional Consultation (October 4, 2023)*	*Interviews (July 2023 to October 2023)*	*Regional Consultation (October 16, 2025)*	*Stakeholder Engagement Activities (July 2024 to June 2025)*
Oxfam America	Civil Society	USA		x			
RCC Caribbean	International	International/ Guyana				x	
SANOUVLE	Civil Society	Guadeloupe				x	
Silleck Consulting Services LLC	Private Sector	Mexico		x			
The Amazon Conservation Team (ACT) Suriname	Civil Society	Suriname		x			
The Breadfruit Collective	Civil Society	Guyana	x	x			
The Cropper Foundation	Civil Society	Trinidad and Tobago		x		x	
Tobago House of Assembly	Government	Trinidad and Tobago				x	
UNEP Copenhagen Climate Change Centre	International	International/ Belize				x	
United National Economic Commission for Latin	International	Trinidad and Tobago		x			

Name of Organisation	*Type*	*Country/ Region*	*Focus Group (July 27, 2023)*	*Regional Consultation (October 4, 2023)*	*Interviews (July 2023 to October 2023)*	*Regional Consultation (October 16, 2025)*	*Stakeholder Engagement Activities (July 2024 to June 2025)*
America and the Caribbean (UNECLAC)							
University of Bologna	Academia	Italy/ The Bahamas				x	
University of Pretoria	Academia	Grenada		x			
University of the West Indies – Centre for Resource Management and Environmental Sustainability (CERMES)	Academia	Regional/ Barbados		x			
University of the West Indies, St. Augustine Campus	Academia	Regional/ Trinidad and Tobago		x			
Violeta Consulting Services	Private Sector	Barbados		x		x	

Table 4: List of Organisations Consulted during the development and refinement of the proposed RGA (2023 to 2025)

Annex 2: Evolution of RGA targets and GGA alignment

	UAE Global Climate Resilience Framework (GGA Text)	*Original RGA Text*	*Proposed Refined RGA Text*
Guiding Principles	***Decision 2/CMA.5 para 13***: "take into account, where possible, country-driven, gender responsive, participatory and fully transparent approaches, as well as human rights approaches, and to ensure intergenerational equity and social justice, taking into consideration vulnerable ecosystems, groups and communities and including children, youth and persons with disabilities" ***Decision 2/CMA.5 para 14***: "adaptation action should be continuous, iterative and progressive and be based on and guided by the best available science, including through use of science-based indicators, metrics and targets, as appropriate, traditional knowledge, Indigenous Peoples' knowledge, local knowledge systems, ecosystem-based adaptation, nature-based solutions, locally led and community-based adaptation, disaster risk reduction,	-enabling people-centred, just and transformative adaptation -focusing on locally led adaptation -ensuring participatory and inclusive climate governance processes -advancing gender equity, justice and social inclusion -ensuring a whole of society approach, particularly through meeting the needs of the most vulnerable groups and communities first -emphasising rights-based approaches -advancing ecosystem-based approaches and nature-based solutions -enabling community-based adaptation, local ownership and support	-enabling people-centred, just and transformative adaptation -strategically leveraging and linking projects and programs along defined transformational pathways[15] - supporting intersectoral and systemic approaches -focusing on locally led adaptation -ensuring participatory and inclusive climate governance processes -enabling meaningful engagement by building local stakeholder awareness and capacity - emphasising rights-based approaches that advance gender equity, justice and social inclusion

[15] The RGA will provide the vision of what transformational adaptation should/could look like for the Caribbean, enabling decision-makers and practitioners to strategically design and implement projects to move countries progressively along pathways that ultimately achieve the necessary transformational adaptation.

	UAE Global Climate Resilience Framework (GGA Text)	Original RGA Text	Proposed Refined RGA Text
	intersectional approaches, private sector engagement, maladaptation avoidance, recognition of adaptation co-benefits and sustainable development"	-increasing socioeconomic resilience and supporting economic and livelihood opportunities	-incorporating traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems[16] -encouraging science-based approaches by supporting context-relevant research[17] - ensuring no one is left behind, particularly through meeting the needs of the most vulnerable groups and communities first -advancing ecosystem-based approaches and nature-based solutions -enabling community-based adaptation, local ownership and support -increasing socioeconomic resilience and supporting economic and livelihood opportunities
Thematic Targets			
Water security	Decision 2/CMA.5 para 9(a): Significantly reducing climate-induced water scarcity and enhancing climate resilience to water-related hazards towards a climate-resilient water supply, climate-resilient sanitation and towards	Improved access to, availability, and quality of the national water supply by at least XX% of the most vulnerable groups and communities by 20XX	Significantly enhancing water security and climate resilience by reducing climate-induced water scarcity, strengthening resilience to water-related hazards, and improving access to safe and reliable potable water, particularly for the most vulnerable groups and communities.[18]

[16] Reference to indigenous and local knowledge added to align with GGA and ensure inclusion in conceptualisations of participatory processes
[17] Reference to science-based approaches added to align with GGA and recognition that while research exists globally, similar studies and data is often lacking in the Caribbean (e.g. as noted in Research for Action on Climate Change and Health in the Caribbean)
[18] The GGA looks specifically at "climate-induced water scarcity" and a "climate-resilient" water supply, as opposed to the overall state of the national water supply. Moreover, the expert group for water explicitly rejected indicators that referred to water management or development more

	UAE Global Climate Resilience Framework (GGA Text)	Original RGA Text	Proposed Refined RGA Text
	access to safe and affordable potable water for all;		
Food, agriculture and fisheries	Decision 2/CMA.5 para 9(b): Attaining climate-resilient food and agricultural production and supply and distribution of food, as well as increasing sustainable and regenerative production and equitable access to adequate food and nutrition for all;	Enhanced food security, nutrition, availability and quality in the agriculture and fisheries sectors through appropriate adaptation measures and adaptation support in the Caribbean for XX% of the most vulnerable groups and communities by 20XX.	Enhancing food security, nutrition, availability and quality in the agriculture and fisheries sectors through appropriate adaptation measures and adaptation support in the Caribbean for the most vulnerable groups and communities.
Health	Decision 2/CMA.5 para 9(c): Attaining resilience against climate change related health impacts, promoting climate-resilient health services, and significantly reducing climate-related morbidity and mortality, particularly in the most vulnerable communities;	Improved access to and provision of healthcare services for climate-related illnesses through ensuring that XX% of critical health infrastructure is climate resilient by 20XX.	Increasing resilience against climate change related health impacts, promoting climate-resilient, integrated and people-centred health systems, strengthening regional support networks for disaster response, and significantly reducing climate-related morbidity, mortality, and mental health impacts, particularly in the most vulnerable communities.
Ecosystems and biodiversity	Decision 2/CMA.5 para 9(d): Reducing climate impacts on ecosystems and biodiversity, and accelerating the use of ecosystem-based adaptation and nature-based solutions, including through their management, enhancement, restoration and conservation and	All Caribbean countries have ensured that coastal, ocean, freshwater and terrestrial ecosystems are maintained, enhanced or restored by protecting at least 30% of the land and ocean by 2030.	Ensuring that coastal, ocean, freshwater and terrestrial ecosystems are maintained, enhanced or restored through conservation and protection to enhance the resilience and adaptive capacity of critically important ecosystems and ensure the provision of

generally. However, the term "enhancing water security" is more appropriate and holistic for the region. Water security in the Caribbean context encompasses not only reducing climate-induced scarcity but also ensuring the reliable availability, accessibility, and quality of water for all uses, as well as the resilience of water systems against shocks. Caribbean water challenges extend beyond climate impacts to include rising demand and pervasive systemic issues related to aging infrastructure and inefficient water management. Therefore, true resilience in the Caribbean water context cannot be achieved without transformational adaptation to address these systemic issues and balance supply and demand.

	UAE Global Climate Resilience Framework (GGA Text)	Original RGA Text	Proposed Refined RGA Text
	the protection of terrestrial, inland water, mountain, marine and coastal ecosystems;	a. By 2030, there is XX% increased coverage of healthy coral reefs, sea grass beds and other important ecosystems to support increased fish stocks and protect coastlines and livelihoods for Caribbean countries b. By 2030, all Caribbean countries have updated or established national policies and plans for the establishment of special conservation, protected and management areas for critically important coastal, ocean, freshwater and terrestrial ecosystems. c. All Caribbean countries have scaled up and increased implementation of locally led adaptation measures that include climate-smart practices and ecosystem-based approaches to enhance the resilience and adaptive capacity of critically important ecosystems by 2030	ecosystem services, including support for fish stocks, coastal protection, and sustaining livelihoods.
Human settlements and infrastructure	Decision 2/CMA.5 para 9(e): Increasing the resilience of infrastructure and human settlements to climate change impacts to ensure basic and continuous essential services for all, and minimising climate-related impacts on infrastructure and human settlements;	Caribbean countries have ensured that XX% of critical government and emergency facilities and services (including education, agriculture, health, water, power generation and security) are climate-resilient and are fully functional during and after extreme weather and climate events by 20XX	Substantially increasing the resilience of human settlements and infrastructure to climate change impacts, especially by ensuring that critical government and emergency facilities and services (including education, agriculture, health, water, power generation and security) are climate-resilient and are fully functional during and after extreme weather and climate events.

	UAE Global Climate Resilience Framework (GGA Text)	Original RGA Text	Proposed Refined RGA Text
Vulnerable groups and livelihoods	Decision 2/CMA.5 para 9(f): Substantially reducing the adverse effects of climate change on poverty eradication and livelihoods, in particular by promoting the use of adaptive social protection measures for all;	By 20XX, XX % of the most vulnerable groups and communities have increased social and economic resilience through improved access to nationally appropriate social protection systems and increased livelihood and economic opportunities through enhanced locally led adaptation measures in Caribbean countries	Increasing the social and economic resilience of the most vulnerable groups and communities through improved access to nationally appropriate adaptive social protection systems, increased resilience within climate-vulnerable livelihoods, and increased livelihood and economic opportunities through enhanced locally led adaptation measures in Caribbean countries
Cultural heritage	Decision 2/CMA.5 para 9(g): Protecting cultural heritage from the impacts of climate-related risks by developing adaptive strategies for preserving cultural practices and heritage sites and by designing climate-resilient infrastructure, guided by traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems;		Strengthening the resilience of tangible and intangible cultural heritage to the impacts of climate change by developing adaptive strategies for preserving Indigenous/cultural practices and heritage sites and by designing culturally appropriate, climate-resilient infrastructure, within a sustainable development framework.[19]
Energy		Improved energy security, access and resilience through enabling the transition from fossil fuels to renewable	Increasing access to clean energy and reducing local reliance on imports of fossil fuels[20] by improving energy security and resilience through enabling the transition from fossil fuels

[19] Cultural tourism is a significant economic driver in the Caribbean, supporting local businesses, creating jobs, and helping to preserve heritage. However, as noted in Antigua and Barbuda's NAP, this sector is highly vulnerable to climate impacts, highlighting the need for adaptation strategies that integrate sustainable tourism with heritage protection. The RGA also aligns with the Caribbean Tourism Organisation's efforts to link cultural tourism with adaptation, which noted that diversifying the tourism product through culture can build resilience by reducing the region's reliance on more vulnerable aspects of the traditional sun, sea and sand tourism. While tourism is unanimously highlighted as a priority adaptation sector, culture is excluded from most policies and plans in the region, despite the interlinkages between the two. Therefore, it was deemed necessary to include a target on culture in the RGA to reflect its importance to the region.

[20] Domestic fossil fuel resources are scarce in SIDS, except for Guyana, which is developing its oil sector, and Trinidad and Tobago, which produces oil and gas. The 2024 small island developing states report of the Lancet Countdown on health and climate change.

	UAE Global Climate Resilience Framework (GGA Text)	Original RGA Text	Proposed Refined RGA Text
		energy for the most vulnerable groups and communities in Caribbean countries	to renewable energy, especially for the most vulnerable groups and communities in Caribbean countries.
Dimensional Targets			
Impact, vulnerability and risk assessment	Decision 2/CMA.5 para 10(a): by 2030 all Parties have conducted up-to-date assessments of climate hazards, climate change impacts and exposure to risks and vulnerabilities and have used the outcomes of these assessments to inform their formulation of national adaptation plans, policy instruments, and planning processes and/or strategies, and by 2027 all Parties have established multi-hazard early warning systems, climate information services for risk reduction and systematic observation to support improved climate-related data, information and services;	All Caribbean countries have carried out climate risk and vulnerability assessments and put in place early warning systems and climate information services by 20XX	Caribbean countries have implemented a systematic and participatory approach to conduct comprehensive assessments of climate change impacts, vulnerabilities, and risks across various critical sectors and considering intersectoral linkages by 2030.
Planning	Decision 2/CMA.5 para 10(b): by 2030 all Parties have in place country-driven, gender-responsive, participatory and fully transparent national adaptation plans, policy instruments, and planning processes and/or strategies, covering, as appropriate, ecosystems, sectors, people and vulnerable communities, and have mainstreamed adaptation in all relevant strategies and plans;	All Caribbean countries have developed and are implementing National Adaptation Plans (NAPs) and other national adaptation policies and plans through inclusive and participatory climate governance processes that enhances ownership and support of local communities and the most vulnerable groups by 20XX.	Caribbean countries have made progress in updating or developing gender-responsive and participatory national adaptation policies and plans that incorporate the findings from their climate vulnerability and risk assessments by 2030.
Implementation	Decision 2/CMA.5 para 10(c): by 2030 all Parties have progressed in implementing their national adaptation plans, policies and strategies and, as a result, have reduced the social and economic impacts of the key climate		- Caribbean countries have progressed in implementing adaptation measures, which are locally led and guided by evidence-based national policies, in order to achieve tangible results that reduce climate change impacts and

	UAE Global Climate Resilience Framework (GGA Text)	Original RGA Text	Proposed Refined RGA Text
	hazards identified in the assessments referred to in paragraph 10(a) above;		enhance resilience systemically and across key sectors by 2030.
Access to international finance		By 20XX, all Caribbean countries have increased access to international climate finance and adaptation support to develop and implement their NAPs and other national adaptation policies and plans.	- Caribbean countries have increased access to grant-based or highly concessional international climate finance and adaptation support to develop and implement their NAPs, sectoral adaptation plans and other adaptation policies, strategies and programmes.
Finance to local levels		By 20XX, all Caribbean countries have enhanced access and availability of grant-based adaptation finance to local communities and civil society organisations through the establishment and implementation of decentralised financing mechanisms to support locally led and community-based practical adaptation actions.	- Caribbean countries have increased allocation and disbursement of grant-based and highly concessional adaptation finance to local communities and civil society organisations through the establishment and implementation of decentralised financing mechanisms to support locally led and community-based practical adaptation actions.
Monitoring, evaluation and learning	Decision 2/CMA.5 para 10(d): by 2030 all Parties have designed, established and operationalised a system for monitoring, evaluation and learning for their national adaptation efforts and have built the required institutional capacity to fully implement the system;		Caribbean countries have designed, established, and made operational a participatory system for monitoring, evaluation, and learning (MEL) to track their national adaptation efforts, and have progressed in building the necessary institutional capacity to fully implement that system by 2030.

Table 5: Developing the Updated RGA Targets from the Original Proposed RGA Targets and the UAE Global Climate Resilience Framework (GGA Targets)

Annex 3: Evaluation of Key Caribbean Organizations for RGA Coordination

- Caribbean Community Climate Change Centre (CCCCC)
    - Specialized regional coordinator for climate action and adaptation implementation under CARICOM mandate, with accreditation as Adaptation Fund RIE and GCF delivery partner for direct finance access and project oversight (CCCCC 2021; Adaptation Fund 2022; GCF 2023)
    - Highly suitable for leading RGA coordination due to policy advisory, data repository, and UNFCCC support functions.
- UNFCCC Regional Collaboration Centre (RCC) Caribbean
    - Supports NDCs, NAPs, and UNFCCC/Paris Agreement implementation via technical capacity building and resource mobilization for 16 Caribbean countries (UNFCCC n.d.)
    - Ideal for bridging regional adaptation with global frameworks, including Regional Climate Weeks and finance/transparency enhancements, despite mitigation focus.
- Caribbean Development Bank (CDB)
    - Secures climate finance and integrates vulnerability assessments for borrowing member countries (BMCs) in vulnerable sectors like agriculture/water/energy, managing grants like EU-CARE and upcoming CC PPF (CDB, n.d.a; CDB, n.d.b)
    - Essential for RGA resource mobilization, project pipelines, and policy advisory through dedicated sustainability units.
- The University of the West Indies (UWI)
    - Premier regional research hub with IPCC contributions and centres like the Centre for Resource Management and Environmental Studies (CERMES) and the Climate Studies Group Mona which form part of the wider UWI Resilience Network that provides multi-sectoral expertise and training (UWI, n.d.a; UWI, n.d.b)

    - Key for RGA knowledge generation, innovation, and capacity building via global partnerships and SDG 13 leadership.
- Organisation of Eastern Caribbean States (OECS)
    - Advances sub-regional climate resilience through ESD's CDR program, aligning with SGD 2040 for policy, research, and innovative financing like Virgin Islands Trust Fund (OECS, 2023; OECS, 2020)
    - Valuable for tailored OECS-member adaptation and multi-tiered RGA coordination with upward data flow.

Beyond these primary entities, several other regional organizations may play supporting roles as they possess specialised capacities that can contribute to comprehensive RGA coordination.

- Caribbean Disaster Emergency Management Agency (CDEMA)
    - Focuses on Comprehensive Disaster Management (CDM) (CDEMA n.d.)
    - Particularly relevant for resilience and risk reduction aspects.
- Caribbean Institute for Meteorology and Hydrology (CIMH)
    - Leading centre of research in meteorology and hydrology and associated sciences, providing training, investigations, and specialised services and advice (CIMH n.d.)
    - Contribute to climate data and services, supporting science-based approaches.
- Caribbean Public Health Agency (CARPHA)
    - Its strategic priorities emphasise climate change adaptation strategies, protecting water resources, and effectively managing public health threats exacerbated by climate change (CARPHA 2025)
    - Relevant for health and water targets.
- Caribbean Agricultural Research and Development Institute (CARDI)
    - Plays a critical role in shaping the agricultural sector's response to climate change impacts (CARDI n.d.)
    - Particularly relevant for the agriculture and food security target and related areas.
- Caribbean Natural Resources Institute (CANARI)
    - CANARI focuses on building the resilience within social and ecological systems for equitable access to and use of natural resources in the Caribbean with particular attention to the poor and vulnerable.
    - Contribute to facilitating stakeholder participation and collaboration


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