



## White Paper

# Assessment of Agriculture Stakeholder Engagement in GCF and Climate Financing Processes in CARICOM Countries

The Bahamas, Belize, Dominica, Haiti, St. Kitts and Nevis, Saint Lucia,  
Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago

2022







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## List of Acronyms and Abbreviations

<b>AEs</b>	Accredited Entities
<b>AFOLU</b>	Agriculture Forestry and other Land Use
<b>AGRICORD</b>	Global alliance of agri-agencies, mandated by farmers organisations
<b>CARICOM</b>	Caribbean Community and Common Market (comprising 15 member states)
<b>CBO</b>	Community Based Organisation
<b>CGIAR</b>	Consultative Group on International Agricultural Research
<b>CSOs</b>	Civil Society Organizations
<b>ECCB</b>	Eastern Caribbean Central Bank
<b>FAO</b>	Food and Agriculture Organisation
<b>FBO</b>	Faith Based Organisations
<b>FFF</b>	The Forest and Farm Facility (A partnership between FAO, IIED, IUCN and AGRICORD)
<b>GCF</b>	Global Climate Fund
<b>GDP</b>	Gross Domestic Product
<b>GHG</b>	Greenhouse gas emissions
<b>IICA</b>	Inter-American Institute for Cooperation on Agriculture
<b>IIED</b>	International Institute for Environment and Development
<b>ILO</b>	International Labour Organization
<b>IUCN</b>	International Union for Conservation of Nature
<b>NDA</b>	National Designated Authority
<b>NDC</b>	Nationally Determined Contribution
<b>NGO</b>	Non-Governmental Organization
<b>NLC</b>	National Liaison Consultant
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OECS</b>	Organisation of Eastern Caribbean States
<b>SIDS</b>	Small Island Developing States
<b>SPSS</b>	Statistical Package for the Social Sciences

## Executive Summary

Accessing climate financing from the Green Climate Fund (GCF) or via other processes presents an opportunity to develop climate resilience and sustainable agricultural development at the sectoral, national, and regional level in the Caribbean. This is particularly so for small island and low-lying coastal developing states of the Caribbean that are highly vulnerable to climate hazards. However, the argument of high vulnerability to climate hazards at a sectoral, national, and regional level have not always translated into greater access or availability of funds for climate action in the agriculture sector in the Region.

For example, although the agriculture sector is one of the most vulnerable sectors due its high dependency on natural resources and climate, it has received less than 1% of the climate funds accessed by the Caribbean. Previous reports have suggested that low climate financing in this sector was due in part to limited representation and engagement of relevant stakeholders in the design and implementation phases of GCF projects and programmes, weak agricultural expertise within the National Designated Authority (NDA) and/or Accredited Entities (AEs), and the negative social and environmental stigma attached to agriculture. Stakeholder engagement holds specific importance in agriculture because the sector is highly decentralized and fragmented, with multiple, heterogenous and interdependent stakeholders with varying levels of vulnerabilities.

This report assesses the present engagement of agricultural stakeholders in the (GCF) and in broader climate change processes. It covers nine Caribbean Community (CARICOM) countries: The Bahamas, Belize, Dominica, Haiti, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago, and was conducted under the GCF Readiness Project titled “Strengthening the foundation for a climate responsive agricultural sector in the Caribbean” (GCF CARICOM AgREADY). It is envisioned that these findings will help inform efforts to strengthen and systematize the participation of agricultural stakeholders in climate financing processes in the region.

A desk review of secondary data was conducted to guide the research process and identify contextual factors from existing publications on stakeholder engagement in agriculture and climate change financing. This was followed by a mixed methods approach to assess the engagement of agricultural stakeholders in the Green Climate Fund (GCF) and in broader climate change processes, using data from 220 completed online questionnaires and two focus groups. Stakeholder inventories and mapping exercises conducted across the nine participating countries identified 599 stakeholder groups involved with the Green Climate Fund, as well as broader climate programming and financing processes from, or related to, the agriculture sector. A weighted sample was used to target the views of women, youth, and Indigenous Peoples.

### **The main findings reveal that:**

1. Overall, the engagement of agricultural stakeholders in GCF programming processes was deemed inadequate. In other words, while agriculture sector stakeholders were expectant about broader climate change financing, and had taken a generally positive stance, they remained at the lower levels on the stakeholder engagement pyramid.
2. Stakeholders would like to participate more in higher level engagements with shared decision-making authority through a more structured engagement process that is more inclusive of marginalized stakeholders.
3. Agriculture stakeholders perceived that they were less involved in stakeholder engagement for GCF finance processes, when compared to climate change stakeholders.

4. Unlike climate change stakeholders, agriculture stakeholders believed that minority groups were better represented in the stakeholder processes than did climate change groups.
5. In contrast to agricultural stakeholders, the climate change group tended to disagree that there was transparency of information, sufficient allocation of time for information exchange, honouring of timelines and information exchange opportunities.

Stakeholders were willing to work with other agencies and foster country driven approaches as part of their professional role in organizations. They also reported that their organizations had a broad supportive stance on stakeholder engagement, with communication between multiple types of agencies and institutions at various levels. In that regard, they noted that the limiting factor may not be the unwillingness or limited guideline, but rather the limited capacity of staff to engage stakeholders.

In conclusion, the study highlighted the need for more tailored strategies and guidelines for stakeholder engagement at the sector and sub-sector of agriculture. Recommended strategies and guidelines for improving the engagement of agricultural stakeholders in GCF and broader climate change processes are presented in a subsequent report. In summary, countries will benefit from further developing their inventories and stakeholder maps to ensure that they are as broad based and inclusive as possible for supporting successfully conducted stakeholder engagement processes.

# Chapter 1. Introduction

## 1.1 Intersectional vulnerabilities faced by smallholder livelihoods in the agriculture sector of small island developing states.

Climate change is a growing global challenge. Described as a “wicked problem<sup>1</sup>,” it is multidimensional, complex and intersecting, continuously evolving and involving conflicting interests from a multiplicity of actors (Collins and Ison, 2009; FitzGibbon and Mensah, 2012). Not all countries and stakeholders are equally affected, and the most vulnerable people and systems suffer disproportionately (IPCC, 2022). Agriculture plays a multifunctional role in socioeconomic development and has been identified as facing some of the highest climate risks in Small Island Developing States (SIDS) of the Caribbean. Despite this recognized vulnerability and socioeconomic significance to rural livelihoods and national economies, the agriculture sector has not been meaningfully prioritized in climate finance programming and processes.

The role of stakeholder engagement is to enhance knowledge flow and interaction among stakeholders, which is essential for improved innovation, more inclusive policy making, and building adaptive capacity (Saint Ville et al., 2017). Therefore, stakeholder engagement in the agriculture sector for climate-financing processes will need to drill down to the sub-sector level because of considerable heterogeneity in vulnerability within the sector. Hence, this assessment sought to understand how agricultural stakeholders are currently being mobilized in stakeholder engagement processes linked to the GCF as well as broader climate change processes in the agriculture sector. It also sought to identify the level at which the agriculture sector and sub-sectors have been included in the engagement processes conducted, in nine CARICOM countries: The Bahamas, Belize, Dominica, Haiti, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago, as well as perceptions of this engagement.

This stakeholder engagement assessment was conducted as part of a Readiness Project titled “Strengthening the foundation for a climate responsive agricultural sector in the Caribbean” (GCF CARICOM AgREADY) funded by the GCF<sup>2</sup> and implemented by the Inter-American Institute for Cooperation on Agriculture (IICA).

<sup>1</sup> Described by Rittel and Webber, wicked problems have 10 key characteristics that require intentional action to bring stakeholders together to resolve differences and reduce conflict. Source: <https://www.stonybrook.edu/commcms/wicked-problem/about/What-is-a-wicked-problem>

<sup>2</sup> The Green Climate Fund (GCF), the world’s largest fund dedicated to climate finance, supports developing countries to reduce their carbon emissions and strengthen their resilience to climate change. Set up by the United Nations Framework Convention on Climate Change (UNFCCC) in 2010, GCF is an operating entity of the UNFCCC’s Financial Mechanism that also serves the Paris Agreement. GCF drives climate finance to where it is needed most: in the Least Developed Countries, Small Island Developing States, and African States.

## Chapter 2. Literature Review

### 2.1 Who are stakeholders?

A stakeholder is defined as either an individual, group or organization that is impacted by the outcome of a project or a business venture. Various GCF guidelines provide insights into facets of defining stakeholders with relevance to the agriculture sector. The GCF Revised Environmental and Social Policy (2018) broadly defines a “stakeholder” as: (a) an individual or group affected or likely to be affected by the planned GCF-funded project activities; and (b) an individual, group or community having an interest in planned activities. Based on these definitions, stakeholders are place-specific, or focused on a detailed issue or planned activity and, as a result, will vary based on the nature of the activity, issue, and location.

### 2.2 Trends in agricultural stakeholder engagement

Early work on stakeholder engagement in the agriculture sector focused on participation of stakeholders in planned projects rather than engagement in the development and design of policies, programmes, plans and projects for meaningful rural development. Informed by the one-way linear communication pathway from the Green Revolution, the 1970s and 1980s led stakeholder participation/engagement in the agriculture sector with a top-down approach, which meant a leading role for government officials and scientists (Rogers, 1983). The inability of these top-down projects to meet the needs of smallholder farmers raised questions regarding the effectiveness of stakeholder engagement as a means of achieving policy goals or outcomes (Jones et al., 2018). This instrumental view supported the involvement of individuals and groups in the design, implementation and evaluation of a project or plan to improve success, often using lower-level strategies such as tokenism, and forms of manipulation such as material incentives for participation (See Pretty (1995) on the ladder of participation.)

While there have not been region-focused studies on the Caribbean, Saint Ville et al. (2015) noted that, historically, the agriculture sector lacked the supportive institutional structure for knowledge exchange and stakeholder engagement to build adaptive capacity. Furthermore, in conducting a stakeholder analysis of policy development in the agri-food system of Saint Lucia, researchers described conflicting interests, low trust, inadequate types of interactions between stakeholders, and missing “boundary” actors needed to enhance knowledge exchange and learning for innovation (Saint Ville et al., 2017).

Increasingly, it has been recognized that the collaboration of stakeholders, organizations, communities, NGOs, and civil society working together improves societal problem solving at all levels (Ansell & Gash, 2007). Such collaborations function most successfully under the following enabling conditions: high levels of mutual respect; transparency; commitment to shared goals; and willingness to engage in joint decision-making. Bryson et al. (2015) identified additional conditions necessary for successful collaboration with high level stakeholder engagement. This includes:

- Shared definition of the problem.
- Commitment from members and low conflict.
- Sufficient resources.
- A strong external champion.
- An experience of prior success.
- Strong empowering leadership.
- Appropriate and accepted collaborative structures.
- An agreed upon governance structure.

## 2.3 Stakeholder engagement and the Green Climate Fund

Stakeholder engagement is a key component of the Environmental and Social Policy that applies to all activities financed by the GCF, and to both private and public sector accredited entities (AEs). This includes projects directly financed by the GCF, as well as the many sub-projects supported and implemented through GCF-supported programmes, financing frameworks and financial intermediaries (FIs). As summarized from GCF documents that cover stakeholder engagement, for GCF-related processes applied to the agriculture sector, stakeholder engagement may cover different aspects at the national level:

1. **Regional/country-level:** Developing a regional/country programme and building a project pipeline. This would involve bringing national stakeholders together to improve overall outcomes of all GCF-financed projects/programmes/activities. In addition, this includes monitoring and evaluating the implementation of the Country Programme as part of an ongoing review and eventual revision of the Country Programme.
2. **Project Planning level:** In the design and planning of selected projects, stakeholder engagement would involve effectively and equitably reducing and managing environmental and social risks and impacts.
3. **Project Implementation level:** Facilitating project implementation, monitoring, and evaluating the implementation of individual projects in applying the resulting data, findings, and recommendations towards the adaptive management of the projects. In the case of the agriculture sector, this would meaningfully involve the sub-sector or community level.

This integral role for stakeholder engagement highlights the importance of collaborative processes for high level stakeholder engagement as part of the GCF finance mechanisms. Such collaborative processes are not widely inherent in agricultural programmes, activities, and climate change processes in the Caribbean region (Saint Ville et al, 2015). Further, social and institutional conditions needed to sustain collaborative processes at the intra-group level (such as group formation, annual general meetings, membership drives, regular reporting, transparent processes) and broader national levels may not be well developed.

Consequently, there are concerns that motivation, rationale, and resource needs for those tasked with leading engagement processes may be lacking. Collaborative processes, when lacking these supporting intra-group conditions, may undermine broader national-level stakeholder engagement required by the CGF. Gates and Watkins (2010) highlight that collaboration may work negatively by perpetuating stereotypes, prejudice, and supporting destructive habits and practices where there are entrenched social hierarchies. The authors suggest that where there are low expectations from stakeholders, processes likely will not question the status quo. As a result, there will be limited understanding of the needs of the disempowered and most vulnerable stakeholders, which is likely to reinforce pre-existing expectations rather than giving voice to and empowering the marginalized. In such settings, the role of leadership facilitation is critical.

For this assessment, guidelines and policies of the GCF play a critical role of leadership facilitation in stakeholder engagement. Jeffrey Caufude, in discussing the art of facilitative leadership, identifies that facilitative leaders need to:

1. Make connections and help group members understand the issues (intra-group level). In the context of the agriculture sector, it would involve responding to issues at hand, future climate risks, and opportunities.
2. Provide direction, but allow group members to share their knowledge (traditional, local, scientific), decisions, and planned outcomes.
3. Balance content (what is to be discussed) and process (means by which decisions are made and who should be involved to increase legitimacy).
4. Invite disclosure and feedback to unearth and resolve unacknowledged or contentious mental models, and patterns.

5. Build the capacity of stakeholders (actors and groups) to meaningfully participate in present and future processes.
6. Restrain top-down action and prioritize group-based decision making to foster high levels of collaboration.

While acknowledging the benefits of stakeholder engagement, GCF Guidance Note (2019) identifies practical steps, guidance in developing tools and approaches that comply with requirements for stakeholder engagement and consultation detailed in GCF policies. This note provides the framework used for this stakeholder analysis and is based on the five steps outlined below. In the context of the agriculture sector, it would involve the following:

**Step one: develop a national high-level agriculture sector strategy.** This involves developing an overall regional or national stakeholder strategy that would cover the broad agriculture sector. It would require understanding of the climate risks and vulnerabilities at the sub-sector levels to support the development of the strategy and the key sub-sector that needs to be engaged with, as well as their capacity to participate in these national engagement processes.

**Step two: map agricultural stakeholders and issues reaching down to the sub-sector level.** This involves mapping stakeholder roles, issues, and details related to the stakeholder groups that are directly and indirectly connected to the specific broader climate financing or GCF-financed projects/programming. In the case of key agricultural sub-sectors, it would involve an objective means of identifying stakeholder interests in planned projects/processes (what they want) and influence (their ability to address their needs).

**Step three: communicate with agricultural stakeholders at the sub-sector level on acceptable practices for engagement.** This takes place after the initial engagement with stakeholders. These efforts are needed to test run the stakeholder plan and devise appropriate mechanisms for a more in-depth understanding of stakeholder expectations, interests, and motivations. In the context of the agriculture sector, it would involve, at the sub-sector level, developing appropriate approaches for communication and engagement and finalizing the stakeholder map, which leads to a revised stakeholder engagement strategy that includes key sub-sectors.

**Step four: finalize stakeholder engagement plans and implement them in key agricultural sub-sectors.** The execution of the stakeholder engagement plan involves a lengthy process of relationship building that requires supportive management, time, and resources. The GCF guidelines note that a stakeholder engagement process can lose momentum and trust if elements or agreements reached with key stakeholders are not implemented.

**Step five: monitor stakeholder engagement in key agricultural sub-sectors and follow up.** Monitoring the stakeholder engagement plan at the sub-sector or community-level, allows for evaluating of the effectiveness of engagement strategies, which includes targeting stakeholders at the various levels.

## Chapter 3. Methods

This stakeholder assessment employed mixed methods that led to the capture of both qualitative and quantitative data. These diverse data sources and methods allowed for improved data quality and validation. After a full document review of secondary data, which included peer reviewed and grey literature focusing on the Caribbean, a local coordinator in each of the countries drafted a national stakeholder map. Across the nine countries, 599 stakeholder groups were inventoried and stratified into three groups, based on GCF guidelines. These groups are characterized as ‘engage’, ‘communicate’ or ‘inform’ based on levels of stakeholder interest and influence, as shown in Table 1 below. Lists of these groups for each country constituted the basis on which national-level samples were developed. Additional weightings were applied to promote representation of women’s groups, Indigenous Peoples, and other marginalized groups.

*Table 1. Mapping of all stakeholder group types to generate study samples based on their interest and influence levels*

Stakeholder group type	Characteristics based on levels of stakeholder interest and influence	Sample weighting
<p><b>“Engage”</b>  <i>High interest and high influence</i></p>	<p>Highest-priority stakeholders.                      Smallest in number.                      Highest interest and ongoing impact based on their livelihood vulnerability. Highest influence is based on their evident ability to change plans and contribute to success or failure of planned actions by contributing local, technical, or traditional knowledge, resources, and social organizing.</p>	<p>50% from women’s groups, Indigenous peoples, and other marginalized groups</p>
<p><b>“Communicate”</b> <i>High interest and low influence, or high influence and low interest</i></p>	<p>Medium priority stakeholders.                      Relatively high interest but lacking influence, or low interest but highly influential.                      Influence is seen through their willingness or potential to participate in processes through expertise, resources, knowledge, or ability to marshal social organizing, as needed.</p>	<p>50% came from women’s groups, Indigenous peoples and other marginalized groups</p>
<p><b>“Inform”</b>  <i>Low interest and low influence stakeholder groups</i></p>	<p>Lowest priority stakeholders.                      Largest number of stakeholders.                      Low interest is seen through the unwillingness to participate in processes.</p>	<p>80% came from women’s groups, Indigenous peoples, and other marginalized groups</p>

Researchers developed an online questionnaire for deployment around the region. It contained five sections for collecting data on: participant information, structuring of stakeholder engagement and mechanisms, perceptions of stakeholder engagement processes, conditions for successful stakeholder engagement, and vision for future engagement. At the national level, data collection involved several formats including telephone calls, online completion of questionnaires, and face- to-face, structured interviews.

Due to Covid-19 restrictions, convenience sampling was used to select the target number of stakeholders from the three target groups. Of the initially planned target of 274 stakeholders, 220 completed submissions were received across the nine responding countries. The country level breakdown of stakeholders appears in Table 2.

Table 2. Country-level sample

Country	Sample Completed
The Bahamas	14
Belize	16
Dominica	30
Haiti	18
Saint Lucia	37
Saint Vincent and The Grenadines	21
Saint Kitts and Nevis	28
Suriname	40
Trinidad and Tobago	7
Regional ( <i>not tallied</i> )	9
<b>Total:</b>	211

Two regional focus group meetings were conducted to elicit the views of participants. The first was planned for NDAs and their representatives, while the other meeting targeted women, Indigenous Peoples, and underrepresented peoples. Following detailed analysis of secondary data, the following list of themes emerged:

- Gender and marginalized stakeholders
- Successful engagements
- Failures / lessons learned
- Why are they involved / what is their interest?
- Other / miscellaneous.

Respondents were asked to make word associations with stakeholder engagement to better understand the mental models of respondents. This helped to shed light on common framing and narratives.

Further details of the methodology employed can be found in Appendix D, provided in a separate document of Appendices.

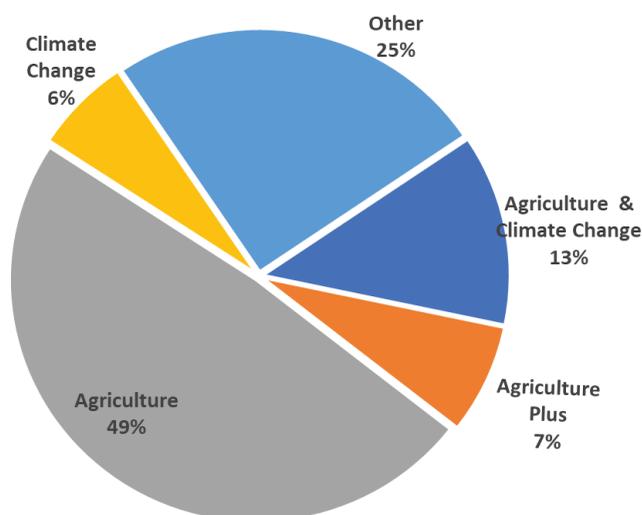
## Chapter 4. Results

Results are presented with illustrative quotes to support key points being made. The chapter is divided into subsections that cover the characteristics of the sample, findings from respondents who were involved in GCF climate change processes (n=43), and findings from those involved in broader climate change processes (n=220).

### 4.1 Characteristics of sample

The sample comprised 220 respondents, 112 (51%) women, 92 (42%) men and 16 (7%) self-reported as “non-binary”, “both”, or “prefer not to say”. Stakeholders were re-classified into seven basic categories (based on their agriculture and/or climate change sector connection). As seen in figure 1, respondents from agriculture and agriculture-related sectors and sub-sectors dominated the overall sample. Agriculture-related categories together accounted for 69% of respondents (with agriculture alone at 49%, ‘Agriculture and Climate Change’ at 13%, and ‘Agriculture Plus’ at 5%). Stakeholders who selected only ‘Climate Change’ comprised 6% of the sampled respondents. The re-classification category ‘Other’ contributed 25% of the sample and was made up of 27 sub-categories, of which 42% came from the Natural Resources and the Environment sectors.

Figure 1. Categories of stakeholders represented in the survey



Note: This is a re-classification of original stakeholder responses using seven basic categories, for ease of communication.

### 4.2 Stakeholder engagement in GCF climate change processes

Stakeholders were drawn from eight of the nine countries; there were no recorded stakeholders from Trinidad and Tobago. Stakeholder engagement as part of GCF-financed processes is often led by National Designated Authorities (NDAs) who are typically public servants operating from ministries of planning, sustainable development, or finance. In some cases, stakeholder engagement may be led by Accredited Entities (AEs). Stakeholder engagement activities covered would involve GCF project prioritization, programming, planning, and project implementation related specifically to the agriculture sector, as well as representation by the agriculture sector as part of stakeholder engagement on developing Nationally Determined Contributions, and National Adaptation Plans.

#### 4.2.1. Profile of stakeholders involved in GCF climate change processes

The sample assessed here consists of one fifth of Dominicans, bi-modal (male and female) with a majority from the agriculture sector, with some of the stakeholders employed within the national government. The summary table (Table 3) provides a snapshot of modal responses from respondents involved in GCF-financed processes.

Table 3. Snapshot of responses received from respondents involved in GCF-financed projects/programmes/activities

Question	Modal Response	Respondents
Importance of working with other agencies as a key part of your professional role in organisation.	Extremely Involved	63.4%
Involvement in other broader climate change processes (NDCs, NAPs or other efforts to address climate change in your country).	Extremely Involved	29.3%
Main role played by organisation in GCF-financed projects.	Supporting effective implementation of a policy, reform or project (key stakeholder).	53.7%
Are agriculture sector priorities typically incorporated into national climate change priorities in their design and implementation phases?	Often incorporated	31.7%
Are national climate change priorities typically incorporated into agriculture programmes, activities, and strategies?	Often incorporated	36.6%
Importance of your organisation's attendance at consultations/ meetings on implementing projects in the agriculture sector, climate change adaptation, or GCF projects.	Extremely important	51.2%
Organisation's perspective or stance in addressing climate change in the agriculture sector, or GCF projects.	Supportive	78%
Conditions most important for effective engagement of your organisation as a stakeholder.	Human resources available to ensure proper engagement (staff, skills, expertise, capacity development).	31.7%
Involvement in projects that successfully engaged stakeholders (in the agriculture sector, climate change adaptation, or GCF projects.)	Yes	48.8%
What option best describes the role of major agencies involved in stakeholder engagement processes for climate change financing?	Efforts are made to gain input and consensus from stakeholders before making decisions and taking actions.	46.3%
How would you like to see stakeholder engagement in future projects? (In the agriculture sector, climate change adaptation, or GCF projects.)	Formal collaboration takes place with agreements signed to share authority and responsibility for making decisions and taking actions.	48.8%

Based on modal responses shown in Table 3 above, it can be said that:

- Organizations and stakeholders are generally supportive in addressing climate change issues in the agriculture sector; however, issues of effective engagement arise from limited capacity and less involvement in broader climate change processes.
- Overall, the roles played by stakeholder groups in GCF-financed projects, programmes, and/or activities were viewed as “Supporting Effective Implementation”.

#### 4.2.2. Differences in perception between agriculture and climate change stakeholders

The findings revealed differences in perception of stakeholder engagement between climate change and agriculture sector stakeholders in four areas described below:

- **Involvement in GCF financed processes.** The agriculture group tended towards lower levels of involvement in stakeholder engagement processes, when compared to the climate change group.
- **Perceptions of current stakeholder practices and transparency of information.** Generally speaking, the climate change group tended toward neutrality or disagreement while the agriculture group leaned more toward positive agreement.
- **Representation and decision making of minority groups in stakeholder engagement practices.** The agriculture group, in contrast to the climate change group, believed that minority groups were represented in engagement activities.

Analysis of focus group responses also supported these findings, as demonstrated in Table 4 below.

*Table 4. Focus group issues highlighted with responses from stakeholders involved in GCF-financed projects, programmes, and/or activities*

Focus Group	Issue/ Theme	Supporting Quotes
Women, Marginalized Groups and Indigenous peoples	Inclusiveness - need for more structure and capacity building for effective engagement	<p>“One of the limitations is, if they are not invited or seem as necessary to be invited it is because they are not on the immediate list or not aware of the event.” (Focus group Participant)</p> <p>“One of the issues that exist is that if you’re not part of a group you may not be invited to any meetings or forums because you may not be known as a stakeholder.” (Focus group Participant)</p>
	Frustration with consultation process and lack of influence in engagement processes.	<p>“Many times, where there are large group meetings, points may be put forward and may not be taken into consideration, there should be a more organized approach to getting things done if there is a meeting or consultation.” (Focus group Participant)</p>

#### 4.2.3. Summary of GCF-financed processes - stakeholder engagement

Overall, the engagement of stakeholders in parts of GCF-financed processes was perceived as lacking, with a focus on targeting stakeholder needs and alignment to a national approach for addressing capacity and implementation gaps. This is further supported by findings shown in Table 5.

Table 5. Focus group issues highlighted with responses and suggestions from stakeholders involved in GCF-financed projects/ programmes /activities

Issue/ Theme	Suggestion	Supporting Quotes
Importance of meetings and national consultations	Stakeholders suggested targeting stakeholder needs and characteristics	"If you do not know how it affects the different stakeholders, how do you know what the best solution is going to be?" (Focus group Participant)
Transparency of stakeholder engagement objectives, roles and responsibilities	Careful treatment and consideration of marginalized groups	"The issue may also be that each vulnerable group is hardly present during the project development stage and usually just listed as beneficiaries or stakeholders after the project is implemented...sometimes the projects designed, the funding is based on how the budget is allocated...then it's realized that the concerns were not taken into consideration." (Focus group Participant)
Country-driven approach -collaboration with various agencies	A country-driven approach can connect to national strategies, stakeholder targeting and addressing capacity gaps	"So those project ideas or proposals can be aligned to the different national strategies and policies, to enable us to achieve our national goals and those international commitments as well, such as the SDGs." (Focus group Participant)  "Who is important, who is not important must be tailored down into our key priority settings." (Focus group Participant)
	Care in stakeholder mapping as part of operationalizing realistic and meaningful national strategies connected to the needs at the sector/ sub-sector level.	"Our main problem (with stakeholder engagement) is taking it from paper and practicing. The articles are there, the instructions are there. It's just putting it into practice." (Focus group Participant)

National strategies that have been initiated were confirmed by reporting on the GCF website (country-level reporting), which lists engagement strategies conducted in the countries. On the other hand, while many stakeholder engagement strategies and plans are listed on the GCF website, web searches conducted to find electronic documents for the nine countries were unsuccessful, suggesting that they were not widely available online, thus not easily accessible. A desk review of available electronic copies of national strategies online for the nine countries revealed documents for only one country (Saint Lucia). These documents include:

- Saint Lucia's Private Sector Engagement Strategy Under the National Adaptation Planning Process
- Engaging the Private Sector in National Adaptation Planning Processes
- Stakeholder Engagement Plan and Communications Strategy and Action Plan for Saint Lucia's National Designated Authority to the Green Climate Fund

Finally, it was observed that specific plans designed for increased involvement of the agriculture sector and sub-sectors have not been initiated, or are not yet well developed.

### 4.3 Stakeholder Engagement Assessment in Broader Climate Financing Processes

This section focuses on broader climate change financing, stakeholder engagement processes, and assessment of the mechanisms, practices, and perceptions from all 220 respondents.

#### 4.3.1 Consistent word associations, importance of meetings and deployment of diverse mechanisms

A word cloud formed from word associations (see Figure 2) revealed a strong commonality across the nine countries, with most associated words being "capacity" and "awareness", followed by "dialogue" and "knowledge".

Figure 2. Word cloud generated from word association



Like the previous assessment of sample sub-groups with respect to the importance of their attendance at stakeholder engagement meetings, the majority of stakeholders ranked the importance of attendance as high, as demonstrated in figure 3.

Figure 3. Survey results (Detail - importance of meeting attendance)

1.9f) in your opinion, how important is your organisation's attendance at consultations/meetings on implementing GCF-related activities?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	1	.5	2.4	2.4
	2	4	1.8	9.8	12.2
	3	4	1.8	9.8	22.0
	4	17	7.7	41.5	63.4
	5	15	6.8	36.6	100.0
	Total	41	18.6	100.0	
Missing	System	179	81.4		
Total		220	100.0		

Note: ('1' is the lowest importance and '5' is the highest importance)

Stakeholders reported being engaged primarily through some 20 different mechanisms, with some used more often than others. The top three identified were emails, meetings (both in person and online), and national consultations (see figure 4 below). In the area of push communications, innovative web-based instruments, including the full range of information and communications technology (ICT) tools, were reported as becoming increasingly popular in the strategies employed. Regarding pull communications needed to passively share information and raise awareness in a linear and one-dimensional pathway (Arnstein, 1969), more attention to documentation management has been identified for improvement.

Figure 4. Primary method of information reception



Despite these diverse mechanisms, during focused group discussions, stakeholders leading engagement (NDAs and their representatives) and marginalized groups expressed frustration with the effectiveness of typically used mechanisms. One focus group participant suggested that those tasked with leading stakeholder engagement with the agriculture sector and sub-sectors, as well as rural communities, should pursue more place-based (community-centred) strategies that would involve the use of more non-traditional means. The focus group participant suggested that:

*“There are different segments of the population that would appreciate, gravitate towards different forms of communication.”*

*“Coming from some consultations that were held before, looking at the non-traditional ones, like messages, involving the church, the different religious organizations.”*

#### 4.3.2. Internal perspectives on stakeholder engagement

With respect to the stance taken by their stakeholder group in stakeholder engagement processes, most stakeholders described it as a ‘supportive’ role, while a minority viewed their stakeholder group as ‘leading’, or having a neutral role. This finding aligns with others that relate to the expectancy and beneficial framing held by the agriculture sector for broader climate change stakeholder engagement processes (See Table 6).

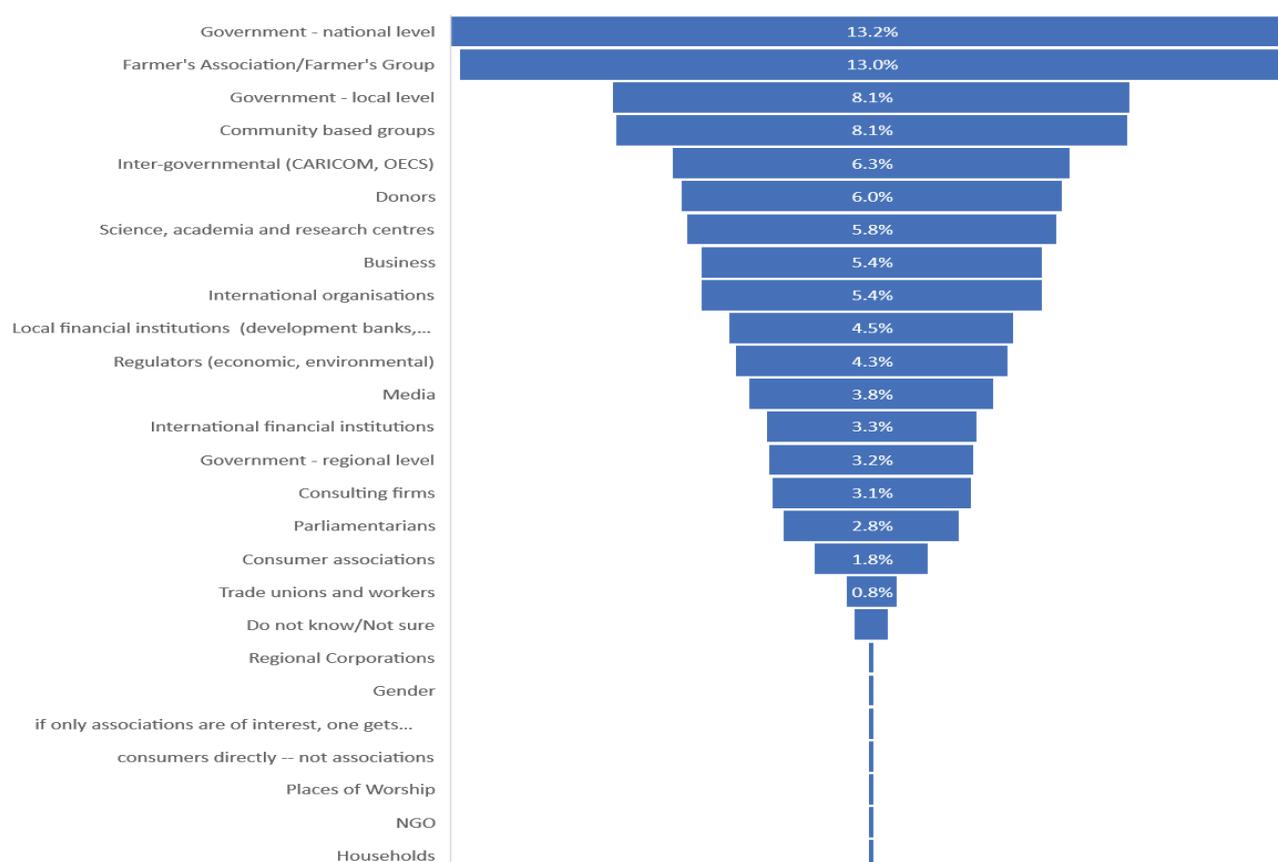
Table 6. Stakeholder group stance on stakeholder engagement processes in agriculture-climate change

Stakeholder Stance	Total	Percentage
Supportive	162	73%
Leading	28	13%
Neutral	18	8%
Do not know /Not sure	6	3%
Unaware	6	3%
Resistant	1	0
<b>Total</b>	<b>220</b>	<b>100%</b>

When asked about groups that they typically communicate with as part of their stakeholder engagement practices in climate financing activities, several types of stakeholder groups were listed, each operating at differing levels, with wide differences in social and institutional capacity. This is demonstrated in Figure 5 below.

Figure 5. Types of organisations generally contacted for project implementation

Types of organisations you typically communicate with as part of projects/programmes/activities undertaken in the agricultural sector (including fisheries), forestry, climate change adaptation or if relevant GCF projects in work-related matters?



The centrality of the public sector in the engagement processes was confirmed by a focus group participant:

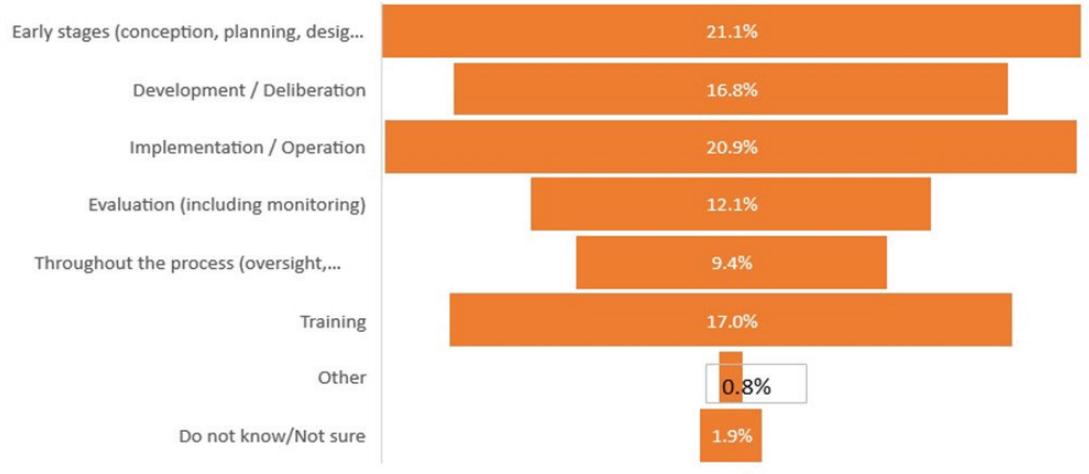
*“Key people like agriculture, health, tourism, education, and finance... are some of the key ministries that drive the economy and [are] always involved in critical discussions.”*

Overall findings suggest that while agriculture sector stakeholders were expectant about broader climate change financing, and had taken a generally positive stance, they remained at the lower levels on the stakeholder engagement pyramid.

Overall findings suggest that while some agriculture sector stakeholders were generally positive in their expectation of climate change financing, they remained at the lower levels on the stakeholder engagement pyramid.

4.3.3. Stage of involvement and perceptions of stakeholder engagement and previous efforts

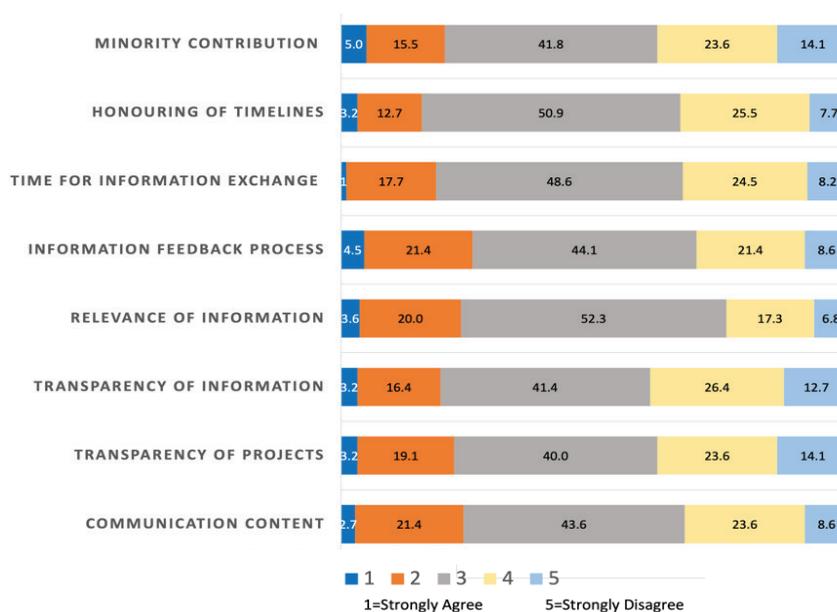
Figure 6. Stage at which organisations typically get involved in projects for climate change or agriculture



Less than 10% of respondents reported being involved throughout the process, with most respondents involved in the earlier stages of project conception, planning and design. Progressively fewer reported that they were involved at the implementation, development, and monitoring and evaluation stages respectively (see Figure 6).

With respect to previous engagement efforts, stakeholders neither agreed nor disagreed with the framed statements, which suggests that they had no strong views on their experiences of the stakeholder engagement process (see Figure 7). With respect to their perception of communication, information, timeliness, and other outputs from stakeholder engagement, a quarter or less of respondents perceived their experiences as explicitly positive based on the outputs, quality, and transparency of the process.

Figure 7. Perception of stakeholder engagement



#### 4.3.4. Conditions for effective stakeholder engagement and involvement in successful projects

The top three conditions for effective stakeholder engagement identified were: power, financial capital, and human capital (see Figure 8). These conditions appeared to have been met by various projects and was evident with half of stakeholders reporting being highly involved in successful projects. Across the region, 79 successful projects were listed as part of GCF and broader climate change financing programmes, projects, and activities in the agriculture sector, 14 of which were GCF-funded projects. Projects had been executed in five of the nine countries and a number of successful projects showed variation across the countries, as shown in Table 7 below.

Figure 8. Most important conditions for effective stakeholder engagement

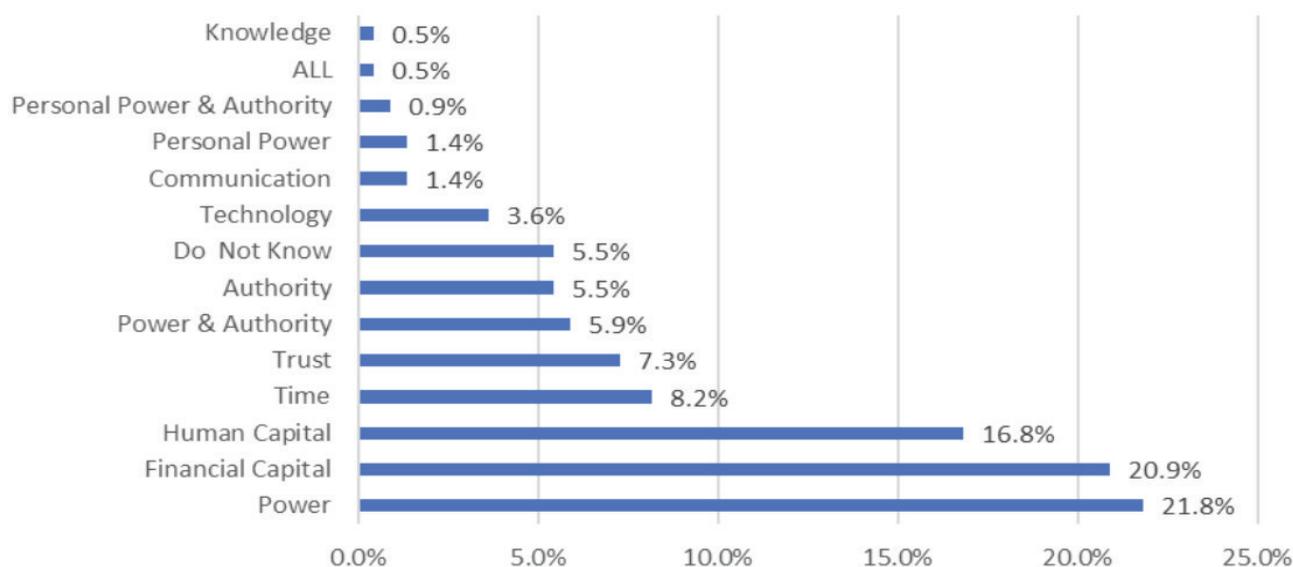


Table 7. Successful projects by country

Country	Total Projects Identified	GCF Projects
The Bahamas	9	0
Belize	3	2
Dominica	11	1
Haiti	11	1
Saint Lucia	10	2
Saint Vincent & The Grenadines	9	0
Saint Kitts & Nevis	15	0
Suriname	9	1
Trinidad & Tobago	2	0
<b>TOTAL</b>	<b>79</b>	<b>7</b>

For improved stakeholder engagement in the future, the following points were highlighted by stakeholders:

- Importance of information and resources to stakeholders
- Procedural legitimacy of the process and change in decision-making culture which includes “active involvement, probing, challenging, and stimulating discussion and dialogue on meaningful issues”
- Importance of working relationships based on trust among stakeholders

#### 4.3.5. Gender and capacity of stakeholders

Of the 220 respondents sampled, 51% were women, ensuring good representation from this critical population group; most stakeholder organisations were reported as having membership from both sexes. When the data was disaggregated, gender differences were observed in involvement in the climate change and agriculture sectors; male respondents were more involved with the agriculture sector, while more women were involved in climate change. Men reported that they participated in the implementation and operations stage (10%), with women reporting less participation (7%) for that stage.

Qualitative data highlighted some of the nuanced issues, expressed in Table 8 below.

*Table 8. Focus group issues highlighted with responses and suggestions from stakeholders involved in GCF-financed projects/ programmes /activities relating to gender and capacity.*

Issue/ Theme	Suggestion	Supporting Quotes
Capacity building for better stakeholder engagement.	<p><i>Specific training to meet existing gaps in meeting/ engaging minority or marginalized groups.</i></p> <p><i>Gender responsive strategies for meeting these groups.</i></p>	<p><i>"The Ministry of Planning has been trying to include many stakeholders, Indigenous People, marginalized groups, and youth."</i></p> <p><i>"A lot of efforts are being made for upgrading and training gender focal points in the government ministries."</i></p> <p><i>"Some people may also know of consultations and choose not to participate"</i></p> <p><i>"Trying to engage those groups is not always successful...sometimes I think, there is no interest."</i></p> <p><i>"I can't say that there are any specific strategies that we use to engage women and children in our consultations"</i></p>
Appropriate mapping of stakeholder groups	<i>Emerging stakeholder groups need to be acknowledged, mapped, and tagged at the appropriate participation level.</i>	<i>"When gender mainstreaming is spoken of, women automatically come to mind, looking at the demographics and issues faced in the region ... the most vulnerable are young males, a few youthful males after leaving school find themselves non-productive, this cascades into other social issues."</i>
Capacity misalignment and challenges with capacity development	<i>Need more hands on, active and micro-level engagement.</i>	<p><i>"Who is important, who is not important must be tailored down into our key priority settings." (Focus group Participant)</i></p> <p><i>"It's articulated in the national resilient development strategy; some key drivers of the economy are being featured...The social sectors are equally important in terms of people empowerment." (Focus group Participant)</i></p> <p><i>"Assign specific persons to work with stakeholders, women's group, and organization in the community, coming down to the level as going to the community."</i></p> <p><i>"Working closely with organizations, monitoring them ensuring they achieve their goals and objectives."</i></p> <p><i>"Get the women and discuss the issues, come together so that you would know what they want to push them forward."</i></p>
Communication strategies	<i>Improve the communication, comfort, and capacity of marginalized groups with appropriate use of ICTs and non-traditional consultation strategies</i>	<p><i>"Give them the assistance needed, if training needs to be done, then they can be assisted."</i></p> <p><i>"Increased stakeholder engagement on the micro scale, and in the environment of the groups that are being worked with."</i></p> <p><i>"Trying to engage persons apart from getting to their level of meeting them at the most appropriate time in a setting. Make them feel comfortable and at ease."</i></p> <p><i>"I think that the language to communicate with the different stakeholders and the different farmer groups, marginalized groups, and women needs to be simplified."</i></p>

## Chapter 5. Discussion

The agriculture sector of the Caribbean is often described as having low adaptive capacity (Lowitt et al, 2015), which limits its ability to respond to climate risk. Considering their inherent vulnerability to climate risk because of their dependence on natural resources, it is of concern that the agriculture groups perceived themselves as having relatively lower levels of involvement in these processes that are critical to their livelihoods and survival. The assessment showed that, despite the lower levels of involvement in GCF financed processes, the agriculture sector stakeholders viewed engagement activities in a positive way, while the climate change stakeholders had a neutral or negative perception. Selection of the option “neither agree nor disagree” has been noted by Sturgis et al (2010) as either masking the absence of an opinion by respondents, or a neutral opinion. This observation may therefore be reflective of the low expectations of the agriculture group as relative newcomers to these GCF-financed processes, unlike the climate change group.

The issue of limited representation of marginalized or minority groups in stakeholder consultation was also visible in this assessment. Since group formation is a prerequisite for participation in stakeholder engagement based on GCF guidelines, low group formation in the agriculture sector in the Caribbean may result in key stakeholders being excluded from engagement processes, suggesting the need for concerted efforts around group building and support for group strengthening. Furthermore, it was noted that even when stakeholders were invited to meetings, the consultative nature of engagement, which is a relatively low level on the stakeholder participation pyramid, may leave stakeholders with limited voice in the process. This highlights the importance of training agriculture sector stakeholders about the GCF stakeholder engagement guidelines and enhancing their knowledge so that they can better participate in raising stakeholder engagement standards.

The observation that specific plans tailored for increased involvement of the agriculture sector and sub-sectors have not been initiated, or are not yet well developed, is of concern since a key component of the national engagement plans should be the identification of key sub-sectors as well as general clarity and detail on the objectives for stakeholder engagement. Key sub-sectors for engagement could be selected based on national priorities as well as present or future vulnerability of the sub-sector to climate risk. While the respondents reported lower involvement of agriculture in stakeholder consultations, this does not appear to be the case. Documentary evidence supports this finding, as in the case of Saint Lucia’s Private Sector Engagement Plan: Under the National Adaptation Planning Process (August 2020). It is noteworthy that the word ‘agriculture’ was mentioned 26 times in the document and described many issues faced at the sector and sub-sector levels.

Furthermore, as was previously stated, “[w]hile the sector in Saint Lucia is currently varied and disparate, there is an array of agricultural enterprises, groupings of fisherfolk, and farmers’ organisations that can be engaged in the NAP process.” However, the plan did not present specific details for engaging with sector or sub-sector stakeholders based on their mapped interest and influence. While the document indicates awareness of the unique peculiarities of the sector/sub-sectors, organisations were listed in the plan without being distinguished by interest and influence, which are required for informing engagement strategies. This information is critical for the development of engagement plans with the sector, and supports the need for capacity building in stakeholder mapping to improve the development of strategies and plans.

Stakeholder mapping and inventories are needed to guide appropriate participation levels: “inform” “communicate” and “engage”. It is important to build capacity in mapping processes across the region with regular efforts at the national level to objectively identify and update stakeholder categories in order to maintain accuracy and avoid undercounting. As in the case of Suriname, Saint Lucia and Dominica, countries that have institutional capacity to effectively map stakeholders often have a larger number of diverse stakeholder groups in GCF or broader climate change financing processes. In the absence of regular mapping exercises, and without clear guidelines oriented toward the sub-sector level, it is likely that mapping exercises will focus on more traditional stakeholder groups and result in a more superficial assessment without the necessary detail integrated into sub-sector engagement plans.

Initiatives such as consultations and formal forums are often used to identify the expectations or needs of the stakeholders involved. At the implementation stage, projects may benefit from partnership development based on shared objectives, which will then facilitate the use of the evaluation phase to assess outcomes and levels of satisfaction. While public sector promoters appear to be interested in stakeholder engagement, they also demonstrate a certain apathy with respect to employing strategies to integrate the stakeholders’ inputs to strengthen the decision-making and implementation processes. The frustrations noted with the commonly used methods of communication for stakeholder engagement activities (i.e., hard copy or electronic documents) indicate that diversification of these methods might improve stakeholder engagement, including the use of non-traditional approaches such as meeting stakeholders in their locality, as suggested by the stakeholders of the focus groups. The choice of mechanism will be critical to the success of the initiative since not all mechanisms are considered to be equally suitable. With the Covid-19 protocols in place, innovative mechanisms and decision-making tools are more widely used as a result of technological advances as well as greater skill and openness in applying the tools for discussion.

Reported findings suggest that while women were adequately represented, they were more interested in using the training and knowledge derived from the stakeholder engagement to enhance their capacity, while men were more interested in the power involved and decision making. This suggests that the presence of women in stakeholder engagement processes did not necessarily transform the power relations among actors. Patriarchal social norms have been seen to shape national policies around gender, agriculture, and climate change (Chandra et al. (2017). Active responses to confront these patriarchal norms should involve more formalized roles for women in decision-making forums, action research to support them in coming together to develop gender-responsive policies, and improved resource sharing based on women’s needs (Mulema et al 2021). It is important for agricultural policies and programmes to consider the differences between men and women in accessing resources to improve the impact of interventions (FAO, 2011). Gender responsive processes are essential to developing interactive and constructive processes to ensure that both women and men are well informed, that their ideas are advanced, and that their concerns are heard and addressed.

Additionally, building a climate resilient future must address the most vulnerable and natural resource dependent groups whose livelihoods are agriculture-based, as well as other smaller, marginalized groups. GCF stakeholder engagement guidelines explicitly prioritize processes that are informed by or address multiple stakeholder interests.

With respect to the capacity of stakeholders, their contribution is limited to information sharing and consultation upstream to secure their support. The ability of smaller or resource-constrained organisations to contribute may be hampered by a lack of capacity and resources; therefore, improving stakeholder capability to understand and better engage in these climate financed processes may be of benefit. The execution of the stakeholder engagement plan and

finalizing of mechanisms for engagement is a lengthy process and involves a relationship building process that will require careful management, time, and resources. The GCF guidelines note that a stakeholder engagement process can lose momentum and trust if elements or agreements are reached with stakeholders but are not implemented; in such cases, the assistance of relationship building specialists can be of benefit. These findings highlight the need for resources, fair and meaningful opportunities for decision making and discussion, quality of relationships, and trust as the most important conditions for effective stakeholder engagement.

## Chapter 6. Conclusion

This report presented an assessment of agricultural stakeholder engagement in the Green Climate Fund (GCF) as well as in broader climate change processes, in nine Caribbean Community (CARICOM) countries. Mixed methods were employed using data from 220 completed online questionnaires and two focus groups.

Overall, the report highlighted the need for more tailored national stakeholder strategies drilled down to the sub-sector level, and for development of sub-sector stakeholder plans specific to local needs and contexts, and enhanced stakeholder engagement capacity development. Each country should work on developing their inventories and stakeholder maps, ensuring that inventories are as broad based and inclusive as possible to better be able to successfully conduct stakeholder engagement processes. As language and policy around stakeholder engagement develops, there should be increased considerations for inclusion of marginalized and minority groups from the design to implementation stage, taking into consideration how climate risks affect them, with allowance for a fair share in information exchange, decision making, and action taking. To further support this, capacity building exercises are recommended to facilitate thorough stakeholder mapping and engagement practices. Finally, document management should be prioritized to better ensure accessibility to stakeholders at each level for better information exchange.

Limitations to this report include the unequal distribution of representatives in the sample from each of the nine countries used for this assessment, as well as the findings not being aggregated according to level of engagement as identified in the methodology (i.e., inform, communicate, engage). This report should therefore be used as a guiding document for the development of stakeholder engagement guidelines and recommendations, with room for tailoring to each country's specific needs based on their unique stakeholder maps.

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