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# Frontline Insights on Climate Resilience and Adaptations in SIDS

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## Frontline Insights on Climate Resilience and Adaptations in SIDS

#### Introduction

Climate resilience and adaptation in Small Island Developing States (SIDS) have been global models since the earliest signals of the climate emergency yet the tools needed for SIDS to overcome this growing crisis have not been sufficiently provided. This deficiency is a common problem among SIDS which is becoming more severe in proportion to the climate crisis. According to the report *Climate Change 2022: Impacts, Adaptation and Vulnerability*, launched by the Intergovernmental Panel on Climate Change (IPCC): "Small islands present the most urgent need for investment in capacity building and adaptation strategies (*high confidence*) but face barriers and constraints which hinder the implementation of adaptation responses." My research corroborates this truth. It is informed by a review of relevant literature and four interviews conducted with experts and youth activists on themes of climate resilience in SIDS at the United Nations Framework Convention on Climate Change (UNFCCC) 27<sup>th</sup> Conference of the Parties (COP) hosted in Sharm El Sheikh Egypt in November 2022.

At the COP world leaders from the Global North and Global South assemble along with civil society to discuss and ultimately decide on the next steps in the response to the climate emergency. As frontliners of the climate crisis SIDS have established a place at the COP and use it to deliver their concerns, emphasize their needs and relay insights that may be beneficial to the wider COP community. The conference is meant to encourage support of member states, The Paris Agreement reads, "Support shall be provided to developing country Parties...recognizing that enhanced support for developing country Parties will allow for higher ambition in their actions." Out of necessity, SIDs have developed higher ambitions but support from the COP community – particularly developed countries which are documented as member states meant to take the lead – is insufficient to uphold the great ambitions of SIDS.

This paper offers further insights on the limitations to adaptation faced by SIDS. It also aims to illuminate the importance and success that community resilience, reliance on Indigenous and local knowledge, inclusion of diverse perspectives and mutual support between activists, community leaders and policy makers have on the implementation of sustainable adaptation strategies within SIDS. I argue that the lack of sufficient, well directed support for SIDS from the wider COP community has led to them being unequipped to address the challenges they face from the climate crisis. This only increases the difficulties SIDS experience when endeavoring to implement successful adaptation strategies. Nevertheless, findings reveal that community-based approaches to the climate emergency help SIDS continue to adapt to its increasing impacts. The path to climate justice for SIDS involves radical inclusion that streamlines stronger community integration and strengthens overall resilience to the climate crisis as well as a dedicated effort from the COP community to provide SIDS with finance for mitigation, adaptation, and loss and damage.

## **Literature Review**

#### Challenges and Constraints

SIDS experience serious limitations to adaptive action while simultaneously combating the already-present impacts of the climate crisis. These limitations fall into four typologies -- technological, social, economic and "natural adjustment limitations" which are commonly described as physical and ecological (Azadi, H., et al., 2021). Technological limits are those that arise when the necessary technology to support adaptations is financially or otherwise inaccessible. They are also perceived as the inability of current technology to "maintain the changes needed for a successful adaptation," in other words it is when the current technology fails to keep up with growing problems or is unable to implement new solutions (Azadi, H., et al., 2021). Social limits are dependent on cultural values and are represented in SIDS as a lack of proper knowledge dissemination and community involvement. "...economic limitations arise when the costs of adaptation exceed the costs of the averted impacts" (Azadi, H., et al., 2021). Lastly, the physical and ecological limitations are related to the unique geography, geology, and biodiversity of SIDS. They include SIDS being low-lying chains of islands that are reliant on coastal ecosystems and situated offshore of larger nations that benefit from exporting to SIDS. The specific challenges and constraints hindering successful adaptations of SIDS can all be traced back to one of these four categories.

Moreover, the amplifying factors of these limitations are the already existing impacts of climate change which lead to a neglect of multilateral adaptation approaches in order to prioritize the management of current impacts. Typically, funding is largely directed toward loss and damage resulting in limited funding for adaptation strategies. Results from a study by Stacy Ann Robinson reveal that of 462 national level adaptation actions of seven Caribbean SIDS: "The single most commonly reported action was vulnerability and impact assessments, which accounted for 10% of adaptation actions" (Robinson, S.A.). Robinson also relays that countries were reporting on responses to climate induced vulnerabilities like hurricanes and storm surges at 12% each, additional vulnerabilities addressed according to reports included "rainfall (11%), air and sea surface temperatures (10%), and drought conditions (10%)" (Robinson, S.A. 2018). Robinson connects these vulnerabilities to the limitations discussed under the umbrella term of adaptive capacity. In the context of SIDS and the climate crisis, adaptive capacity refers to the ability of SIDS to adjust to climate impacts, seize opportunities and respond effectively.

#### Adaptive Capacity vs. Adaptation Action

Limited adaptive capacity is a key factor responsible for the lack of adaptation actions seen in SIDS. In their literature review of the current academic research on climate change adaptation in SIDS, Klock and Nunn explore the disconnect between adaptive capacity vs adaptation action. They posit that in general, adaptive capacity does not naturally produce "effective sustainable adaptation policies and plans" (Klock, C., & Nunn, P. D., 2019). Policies and plans do not automatically lead to tangible adaptation actions. The research explains that this is especially true for SIDS because, "there are institutional, capacity, and even cultural constraints on global adaptation solutions" (Klock, C., & Nunn, P. D., 2019). Successful adaptation is difficult to implement within SIDS because of how these various constraints reduce the adaptive capacity of SIDS. In the past, adaptive capacity within SIDS has been focused on overcoming only one of the limitation typologies -- natural adjustments. SIDS can improve on Ecosystem-based adaptation which relies on sustainable ecosystems management to avert the impacts of climate change on coastal regions and reduce the vulnerability of communities (Bush, M.J., 2017). However, a continued, singular focus on impacts and vulnerabilities will further limit the ability of SIDS to increase their adaptive capacity and subsequently implement tangible multilateral adaptation strategies (Pathak, A., et al., 2021).

Improved access to finance for SIDS is necessary to build adaptive capacity and increase adaptation action. Established funding sources for SIDS include, "bilateral and multilateral donors such as the Organisation for Economic Co-operation and Development (OECD)" (Kalaidjian, E., & Robinson, S., 2022). Other pathways to funding for SIDS involve relationships with the Green Climate Fund (GCF), World Bank and collaborations with developed countries through the United Nations. These funding sources present challenges for SIDS when trying to obtain adaptation financing. This is described as "the bureaucracy of access," (Kalaidjian, E., & Robinson, S., 2022). Within the context of the UN alone, there are procedures permitting the formation of Multilateral Climate Funds (MCF) which are funded by developed countries and managed by representatives from both developed and developing countries. To obtain funding through these channels, "eligible developing country applicants, determined differently by each MCF, [must] submit funding proposals through an accredited implementing entity, which may be a (sub-) national, regional, national, or multilateral organization" (Kalaidjian, E., & Robinson, S., 2022). Similar procedures are needed for the "accredited implementing entities" to be formed as well as their governing bodies and so on. The process of determining the appropriate channels to apply through is a deterrent to SIDS who are often seeking these funds to manage adaptation strategies to current impacts and prevent serious loss and damage from impending ones (Robinson, S., & Dornan, M., 2017). A compounding issue arises when SIDS have obtained the necessary funding but are being heavily influenced by external parties and in some cases even explicitly directed to allocate funds towards mitigation or away from areas in need of specific adaptation actions (Kalaidjian, E., & Robinson, S., 2022).

#### Community-based adaptation

Despite limited funding, vulnerability to impacts of the climate crisis and other constraints communities within SIDS face, they continue to exemplify climate resilience which bolsters the adaptive capacity of SIDS. Research conducted on adaptation strategies specific to Pacific Island SIDS outlines how in response to these constraints, "communities in the region are leading climate adaptation strategies, often combining traditional practices and cutting-edge science, to build the resilience of their communities and ecosystems" (Terk, E., et al., 2019). This is defined by the literature as community-based adaptation (CBA). CBA increases the adaptive

capacity of communities, which incentivizes collaborations with various stakeholders that lead to climate resilience on a national level within SIDS (Robinson, S.A., 2018).

As CBA is becoming more common, there has been an increase in the amount of literature promoting the need for radical inclusion in the climate conversation. For example, a study focused on iTaukei women of an Indigenous Fijian community, "recognizes the expertise of women and their capacity to make a valuable contribution towards developing adaptation strategies" (Singh, P., Tabe, T., & Martin, T., 2022). The study's findings reveal that, "women have strong connections to informal networks, which enhance social interactions between communities. Women, through their engagement in many different informal networks, have easier access to social capital" (Singh, P., Tabe, T., & Martin, T., 2022). iTaukei women rely on social capital to establish effective communication across different communities about perceived climate change impacts and adaptation strategies gained from shared experiences. Current rhetoric on CBA emphasizes the value of including women's perspectives in the climate conversation and how this promotes climate resilience. The lack of insights from women has proven disadvantageous in the climate fight because it results in limited social context on the true impacts of the crisis. The solutions for SIDS need to include the input and continued engagement of all frontline actors making CBA the only effective approach to addressing the climate crisis for SIDS.

#### Methods

This research relies on participant observation and three interviews conducted with a selection of key stakeholders at the COP27 to the UNFCCC in Sharm El Sheikh, Egypt in November 2022. The methodology also included a detailed review and analysis of the current literature available on climate resilience in SIDS to bolster insights from interviews. Among interviewees were youth and Indigenous activists from SIDS, representatives from the Alliance of Small Island States (AOSIS) member countries, AOSIS leadership and advisors, United Nations (UN) representatives from SIDS and participants in the UN Global Innovations Hub (UNGIH). As a participant observer, I visited the pavilions of SIDS and attended presentations and panels hosted by or featuring organizations concerned with climate resilience in SIDS. I engaged specifically with topics centered on the barriers to successful adaptation, community led approaches and financing adaptation strategies. I also regularly attended sessions held at the (UNGIH). Throughout my engagement with the second week of negotiations held between 13–19 November I recorded fieldnotes, summarizing the discussion and inclusions I observed at the COP that were relevant to climate resilience in SIDS.

Interviewees responded to a range of questions concerning six key themes: community resilience and involvement with climate adaptation, inclusion of diverse perspectives at the local and global level of the climate conversation, the impacts being experienced by SIDS and actions being taken by stakeholders, challenges with funding adaptation strategies, and the ability of SIDS to meet their goals and the goals of the COP. Interviews typically lasted between 15 to 45 minutes with an average duration of 25 minutes. The recordings were reviewed, and areas of importance were transcribed for inclusion into the paper. Each interview was summarized using the themes covered in order to get the overall perspectives of the interviewees. Relying on

evidence from the literature and using comparative analysis to understand the insights gained from the interviews I was able to draw useful conclusions from the data. To further support findings, I photographed visual experiences at the COP which are included in this paper and took videos of important events I attended relying on that audio to verify fieldnotes.

Being from the Bahamas, a small island developing state that has seen increasingly severe, more sustained, and inevitably destructive impacts of the climate crisis within the last decade, I set out to conduct this research to gain a better understanding of the following questions: What progress has been made? What progress needs to be achieved? What is preventing the necessary progress? Although I am genuinely concerned about this issue, I acknowledge my privilege first as a person with the ability to be present at the COP. Secondly, as someone with greater access to information through my tertiary education. And lastly, among fellow citizens of SIDS many of whom have experienced far more life altering impacts of climate change in comparison to myself. Keeping this in mind, I approached interviewees with a degree of empathy and the intention of illuminating their insights and perspectives while seeking a better understanding of the challenges being faced by SIDS as they continue on the path of climate resilience.

#### Analysis

Interviews confirmed both the presence of adaptation limitations and vulnerability within communities as well as a lack of tangible adaptation actions. Findings revealed that communityled approaches are more successful because they not only incorporate the perspectives of community members but also engage them in the implementation of solutions. Additionally, the leadership of SIDS was proven to be a crucial component for the future of climate action.

Frontline actors from SIDS at COP27 were critical of the solutions being pedaled by developed countries. The loudest voices rising in protest came from Indigenous People who refused to accept more 'false solutions' (Fieldnotes, 11/14/2022). Their efforts were echoed inside the plenaries by speakers representing global Indigenous organizations and by those who stood in solidarity with these protestors. Drue Slatter, an Indigenous, youth leader from the Pacific Warriors group, explained that on the local level, "solutions imposed are not applied with a lens of justice and equity," (Interview, 11/16/22). Slatter is pointing to how external bodies ignore the perspectives, solutions and needs of those living in these communities. The protests at COP27 revealed that Indigenous People are exhausted from the travel burden to attend these climate conferences, the endless explanations of the impacts being experienced in their homelands and the exclusion from decision making processes that affect the land they live on and have sustainably interacted with for centuries (Fieldnotes, 11/17/2022). It was also evident that many other groups are excluded from these conversations including youth, disabled persons, women, and underprivileged persons. Solutions designed and implemented by engaging all of these people within communities lead to sustainability through a sense of local ownership and are more palatable than those introduced from a 'western lens' (Interview, 11/16/2022).

SIDS need an integrated approach to address the consistent impacts they experience as a result of the climate crisis. Rissa Edoo, climate adaptation and SIDS specialist at Small Grants Program (SGP) advocates for CBA as the necessary approach for SIDS because it is, "based on their local experiences, their specific vulnerabilities...and specific context," (Interview, 11/14/22). Beyond mere inclusion in the conversations leading up to local actions, CBA is lauded as a means to engage communities in the implementation and monitoring of unique solutions suited to their needs. A top-down approach will not work for SIDS. Edoo is criticizing

governments and external organizations who deliver pre-packaged solutions to communities and expect successful implementation. These approaches have failed continuously in the past thereby highlighting the importance of external actors integrating at the local level to make their programs more accessible to community members and more successful overall. CBA is hindered by a lack of external funding. However, communities are unable to obtain funding due to lack of knowledge on the available funding resources, complicated application processes, geographical barriers, language, and education barriers. SIDS need to promote the development of stronger relationships between frontline actors, external organizations, and governments to eliminate these barriers and gain greater support for CBA.

In many SIDS, the current infrastructure has reached capacity after experiencing unrelenting climate impacts in the last few decades. In low lying islands flooding has increased significantly due to sea level rise and continues to claim lives and livelihoods. The presence of frontline actors at the conference is a testament to the resilience of the people living in SIDS. However, Sapphire Alexander argues that there is, "a lack of resilience in infrastructure and capacity," (Interview, 11/16/22). Alexander indicated that this was the reason governments of SIDS and frontline actors are urging the wider COP community to commit to a loss and damage finance mechanism. The social inequities faced by the communities most impacted by the climate crisis are amplified by the economic burden SIDS bear in order to respond to these impacts. Alexander believes "SIDS are not asking for too much" and is confident that with proper financing their goals are achievable (Interview, 11/16/22). The way forward for SIDS is through financing for recovery and implementing infrastructural adaptation strategies that phase out currently ineffective technology in favor of more robust systems that can limit the devastation experienced on the frontlines.

SIDS have continuously exhibited climate leadership. Edoo described them as "little labs," that inform the rest of the world on the impacts, challenges, and solutions of the climate crisis (Interview, 11/14/22). COP27 had a heavy focus on loss and damage finance. Voices from SIDS, occupying key roles in the climate fight through organizations like AOSIS offered innovative solutions for financing such as reparations and debt cancellations. However, large emitters like the United States and the European union continue to stall and dismiss the need for a Climate Fund. In addition to that, developed countries have adopted the idea that when financial support is provided for SIDS it gives license to continue emitting. This is detrimental to SIDS who are dedicating all their efforts and any external support towards recovering from devastating climate impacts which are the result of the accumulation of emissions over time. If financial commitments are upheld by developed countries but mitigation is not also a priority this would be the equivalent of dumping water into a sinking ship.

Climate change is a frightening reality for SIDS but for now seems to only exists on the back burner for some members of the COP community. Slatter argues that "the UNFCCC is failing because the responsibility is on SIDS to step up and make their voices heard," (Interview, 11/16/2022). The UNFCCC is aimed at supporting vulnerable member countries through the implementation of global climate solutions, but developed countries have a greater stake in the conversation causing the importance of SIDS and their struggle with the climate crisis to be overlooked. This was evident in many of the UNFCCC led side events where panelists were pedaling the same false solutions that frontline actors were against yet seemed to benefit developed countries as a way to avoid their responsibility to lower emissions (Fieldnotes, 11/15/2022). The lack of empathy and action being offered in support of SIDS is a foreign concept to many small islanders. Small island communities are often centered on a shared

practice of caring for each other which is the foundation of a community-based approach to addressing the climate crisis. Edoo hopes global actors can adopt this "selfless nature" (Interview, 11/14/2022). The climate crisis can be averted if the example of SIDS is further supported and emulated by the COP community.

#### Conclusion

Based on an understanding of the current literature and reliance on insights from interviews conducted at the COP, the path to climate justice for SIDS involves an acknowledgement of the challenges and constraints being experienced, a dedicated effort to build adaptive capacity and enhance access to financial resources and greater reliance on communitybased adaptations that promote inclusion and strong integration. In general, there is a need for SIDS to shift from reacting to climate change impacts to implementing successful adaptation strategies. For this to happen external support is needed from the wider COP community to alleviate the pressures felt by SIDS in this area. Within SIDS, leaders must recognize the value of community-based adaptation strategies and appropriately support key groups that have been overlooked in the past when seeking contributions for the response to the climate emergency. As expressed by Barbadian Prime Minister Mia Motley at COP26, "many hands make light work."

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#### Appendix

Interviewees: (3-6 of potential interviewees listed below)

#### United Nations Global Innovations Hub (UNGIH) Pavilion stakeholders:

- Cleantech companies learn more about current climate technologies dedicated to helping SIDS adapt to / mitigate against the effects of climate change (intense storms, resources shortages, sea level rise)
- Green Climate Fund German Velasquez, Director (Mitigation and Adaptation) if unable to speak with Velasquez directly, someone working within the Mitigation and Adaptation sector specifically with a focus on SIDS.

 Ms. Nadia Spencer-Henry Antigua and Barbuda Debt Manager Ministry of Finance and Corporate Governance Email: nadia.spencerhenry@ab.gov.ag Phone: +1 268 764 4165 – GCF board member representing developing country parties from Small Island Developing States.

#### Alliance of Small Island States (AOSIS):

- Chair Honourable Minister Molwyn Joseph discuss the successes, drawbacks, and types of aid necessary for SIDS engaged in Climate Adaptation
- Lia Nicholson Senior Advisor for Climate Change (Alternative Francis Fuller, Advisor for Climate Change
- Reps from member states (– understanding where risks are most prevalent and what measures (new policies, adaptations, or innovations) are being taken to address them.
- Ms. Rhianna Neely Representative from SIDS on the UNFCC Adaptation Committee

## **AOSIS Member States' Delegations:**

- Youth Representatives to learn their perspective on current adaptative measures and plans for the future.
- Climate advisors and consultants
- Policy Makers

## Activists from the Caribbean & Pacific Islands and other SIDS

• Organizers – understanding the importance of protests and other forms of direct action on increasing awareness and attention towards adaptation and resilience in SIDS.

• Gain insights from those most at risk and therefore most likely to be actively engaged in some form of climate adaptation or directly benefiting from adaptative measures in place in their home countries.

## Interview Guide

## Community

- Can you explain your understanding of Community-led Adaptation?
  - In what ways have you seen that take shape in your community?
  - In your view what is the degree of significance of this approach for SIDS?
- Can you describe the extent of external support for climate adaptation that your community has received?
  - What are some limiting factors to increased support in your view?
  - What do you think about the effect a lack of support for community action can have on the vulnerability of SIDS?

## Inclusion

- Do you feel that social inequities affect the local response to climate change?
  - What are your thoughts on how discrimination/disparities within the COP community direct the climate conversation?
- What are your thoughts on the inclusion of Indigenous and youth perspectives at COP?
  - In your view, has Indigenous and local knowledge been well incorporated in the climate conversation?
  - What are your thoughts on the role of youth in the climate crisis?
- In your view, is the wider COP community adequately supporting your country?
  - Do you feel the concerns & perspectives of SIDS are included enough at COP?

## Impact & Action

- Can you tell me about the impacts of climate change presently affecting your country?
  - In your view, to what degree are members of your community aware of their vulnerability to these impacts?

- In what ways has the community had to respond to impacts of climate change?
- In what ways do you feel attention is being drawn to this issue?
- Can you describe your understanding of Climate Resilience?
  - What are your views on Climate Resilience in your home country?
  - In your view, how does your local community embody climate resilience?
  - Describe your involvement in climate resilience, what influences you?

# Funding

- Can you tell me any experiences you have had with climate funding organizations?
- Can you describe the major drawbacks of current climate funds and financial organizations?
- How has the lack of pledge fulfillment by developed countries affected adaptive strategies in your country?
- What are your views on the current state of financial support SIDS receive for climate adaptation?

# Goals

- Do you feel that SIDS are equipped to reach the goals of this COP?
- What is your perspective on your country's climate resilience strategies?
- What do you see as some barriers to adaptation in SIDS?
  - What are your thoughts on how those barriers can be overcome?
- Tell me about your goals for this COP, what outcomes are you expecting?
  - How do they relate to climate resilience in your home country?

# Demographic Information

Date of interview

Organization(s)

Age

Where do you call home?

How do you describe your gender?

How do you describe your race and ethnicity?