

GREEN CLIMATE FUND
INDEPENDENT EVALUATION UNIT

Second Performance Review of the Green Climate Fund

GRENADA COUNTRY CASE STUDY REPORT

05/2023

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ABBREVIATIONS

AE	Accredited entity
CCCCC	Caribbean Community Climate Change Centre
CN	Concept notes
CP	Country programme
DAE	Direct access entity
DETC	Department of Economic and Technical Cooperation
DoE	Department of Environment
EE	Executing entity
FAA	Funded activity agreement
FP	Funding proposal
GCF	Green Climate Fund
GDB	Grenada Development Bank
GDP	Gross domestic product
GEF	Global Environment Facility
GHG	Greenhouse gas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
IAE	International accredited entities
IEU	Independent Evaluation Unit
IMTC	Inter-Ministerial Technical Coordination Committee on Climate
IRM	Initial resource mobilization
MCRE	Ministry of Climate Resilience, the Environment and Renewable Energy
MoF	Ministry of Finance
NAP	National adaptation plan
NAWASA	National Water and Sewerage Authority
NCCC	National Climate Change Committee
NDA	National designated authority
NDC	Nationally determined contribution
PMU	Project Management Unit
PPF	Project Preparation Facility
PURC	Public Utilities Regulatory Commission
RPSP	Readiness and Preparatory Support Programme
SIDS	Small island developing States
SPR	Second Performance Review
UNFCCC	United Nations Framework Convention on Climate Change
USD	United States dollar

A. INTRODUCTION

This country case study has been conducted as an input into the Second Performance Review (SPR) of the Green Climate Fund (GCF), as launched by the Board of the GCF through decision B.BM-2021/11. The SPR is being conducted by the GCF’s Independent Evaluation Unit (IEU). The SPR focuses on assessing the progress made by the GCF in delivering on its mandate, as well as the results of the GCF, including its funded activities and its effectiveness and efficiency. The SPR is informed by multiple data sources and methods, including country case studies.

This country case study report for Grenada is based on desk review, interviews (see annex 1) and a country mission undertaken from 25 to 29 July 2022. The country mission included site visits to the Climate Resilient Water Sector in Grenada project (FP059), referred to as “G-CREWS”. The country mission team included Laura Hammett (ICF consultant) and Yeonji Kim (GCF IEU).

B. BACKGROUND AND CONTEXT

This section presents background information to better contextualize Grenada’s experience with the GCF, including both the broader country (Table 1) and climate finance contexts.

1. COUNTRY CONTEXT

Table 1. Overview of Grenada country context

CATEGORY	COUNTRY
Demographics	<ul style="list-style-type: none"> The total population of Grenada is 113,949; approximately 33 per cent of the population lives in the capital of Saint George’s. The island’s population is concentrated along the coast (Central Intelligence Agency, 2022). Approximately 38 per cent of Grenada’s population lives in poverty (Central Intelligence Agency, 2022).
GCF group status	<ul style="list-style-type: none"> Small island developing States (SIDS) (Green Climate Fund, 2022)
Governance conditions	<ul style="list-style-type: none"> As evaluated on six World Bank governance indicators (2020), Grenada ranks high for Political Stability and Absence of Violence/Terrorism (87th percentile) and Voice and Accountability (70th percentile). It ranks slightly lower for Control of Corruption (64th percentile) and Rule of Law (62nd percentile), followed by Government Effectiveness (51st percentile) and Regulatory Quality (46th percentile) (World Bank, 2022b). Fragile and conflict-affected state status: N/A (World Bank, 2022a). Grenada has a common-law system governed by a parliamentary democracy under a constitutional monarchy. King Charles III, represented by Governor-General Cécile La Grenade (since May 2013), is the Chief of State, and Prime Minister Dickon Mitchell is the Head of Government (since June 2022) (Central Intelligence Agency, 2022; Grenada, 2022b).
Economic and development conditions	<ul style="list-style-type: none"> Development status: Upper-middle-income (World Bank, 2022b). Important economic sectors: The services sector accounts for 78 per cent of Grenada’s gross domestic product (GDP), followed by industry at 16 per cent and agriculture at 7 per cent (Central Intelligence Agency, 2022). Outlook: Grenada’s economy was negatively affected by the COVID-19 pandemic, with a decline in real output of 14 per cent in 2020 due to a collapse of the tourism sector and the suspension of in-person classes at Saint George’s University. Growth in 2021 is estimated to have partly recovered to 5.6 per cent,

CATEGORY	COUNTRY
	<p>due to construction and agriculture. The Government of Grenada’s policy response mitigated the pandemic’s impact; key actions included containment measures, increased health and social spending, and an expanded public investment programme (including to build resilience to natural disasters). The financial sector fared well, and the economy is projected to increase by 3.6 per cent in 2022 due to construction and agriculture. However, tourism’s recovery is not expected to be as strong due to a further rise in global commodity prices amid the war in Ukraine, which could lead to further increases in inflation and/or a more prolonged pandemic, with implications for tourism and students’ return to Saint George’s University. These risks could impact recovery and require additional government support, in turn contributing to greater public debt and external imbalances (International Monetary Fund, 2022).</p>
Access to finance	<ul style="list-style-type: none"> • Grenada has a public sector led development model. • Central government debt rose to 70 per cent of GDP in 2021, up from 59 per cent in 2019 (International Monetary Fund, 2022). • World Bank Ease of Doing Business Index: Grenada ranks low among developing countries, at 146 out of 190 countries (World Bank, 2021).

2. CLIMATE CHANGE PRIORITIES, POLICIES AND INSTITUTIONS

a. Climate vulnerability

Grenada’s development pathway is threatened by recurring climate-related hazards including rising air temperatures, changing rainfall patterns, increased sea surface temperatures, greater intensity of hurricanes, sea level rise and storm surges. For instance, the country was hit hard by hurricane Ivan, a category 5 storm, which devastated the island in September 2004; it was also hit by hurricane Emily in July 2005. Hurricane Ivan, in particular, caused widespread destruction and damage in the country, and some parts of the country have still not completed rebuilding efforts. These climate hazards and changing conditions are expected to negatively affect water resources, agriculture, fisheries and coastal ecosystems, human health, tourism, human settlements and infrastructure (Grenada, 2017a).

b. National climate change and related policies

Grenada’s climate change policies and strategies are summarized in Table 2 below. Grenada’s guiding policy on climate change is its National Climate Change Policy (2017–2021), and the country has integrated climate change into other development policies, including the National Sustainable Development Plan (2020–2035). Grenada has also submitted a second nationally determined contribution (NDC) and a national adaptation plan (NAP) to the United Nations Framework Convention on Climate Change (UNFCCC). These policies identify the following climate-related priorities for Grenada:

- Actions for both mitigation and adaptation and strategies to mainstream climate into planning and key sectors (Grenada, Ministry of Climate Resilience, the Environment, Forestry, Fisheries, Disaster Management and Information, 2017; Grenada, 2020)
- As outlined in the NDC, a 40 per cent reduction in greenhouse gas (GHG) emissions by 2030, to be achieved by focusing on energy (including transport), waste, forestry, and industrial processes and product use, as well as by leveraging mitigation co-benefits of adaptation actions (Grenada, 2020)

Table 2 summarizes key national climate change policies and strategies of Grenada.

Table 2. Grenada national climate change policies and strategies

STRATEGY	STATUS	BRIEF DESCRIPTION
National Climate Change Policy (2017–2021)	Enacted	The National Climate Change Policy for Grenada, Carriacou and Petite Martinique (2017–2021) builds on the foundation laid by the National Climate Change Strategy and Action Plan (2007–2011). The strategic priorities of the new policy reflect the current gaps in addressing mitigation and adaptation, including Grenada’s institutional setting and ability to respond to present and future risks posed by climate change; data and data access (digitalization) for climate data such as weather data, sea level rise, ocean surface temperature, land use, climate and health; funds for investment in climate-related technology and infrastructure and capacity-building; reliable estimates on revenues from climate-related investments such as energy efficiency or ecosystem-based adaptation; and increased awareness of climate change among civil society, the private sector and political decision makers (Grenada, 2017b).
National Sustainable Development Plan (2020–2035)	Enacted	Grenada’s National Sustainable Development Plan (2020–2035) sets out the vision for the country’s sustainable development and long-term transformation, improving the way Grenadians live, work and interact with the environment and institutions. The three national goals outlined in the plan include high human and social development by putting people at the centre of sustainable development and transformation; a vibrant, dynamic and competitive economy with supporting climate- and disaster-resilient infrastructure; and environmental sustainability and security (Grenada, Ministry of Finance, Planning, Economic, and Physical Development, 2019).
Second NDC (2020)	Submitted	Grenada’s second NDC demonstrates a commitment to reducing GHGs by 40 per cent below 2010 levels by 2030. Mitigation targets will be achieved by focusing on energy (including transport), waste, forestry, and industrial processes and product use, and by leveraging the mitigation co-benefits of adaptation actions (Grenada, 2020). The second NDC also emphasizes taking a holistic, equitable approach to climate action, incorporating consideration of gender, youth and other groups most vulnerable to the effects of climate change. Grenada is linking its second NDC to its national policy framework, including its National Climate Change Policy, National Sustainable Development Plan, NAP, Gender Equality Policy and Action Plan, and National Youth Policy (NDC Partnership, 2022).
NAP (2017)	Submitted	Grenada’s NAP vision is to become a resilient nation that adapts to climate change by reducing its vulnerability through comprehensive adaptation strategies. The main objectives of the process are to take medium- and long-term approaches to reducing vulnerability to the adverse impacts of climate change and facilitate the integration of climate change adaptation into relevant new and existing programmes and activities (Hobson, 2020). The NAP focuses on water availability, food security, ecosystem resilience, integrated coastal zone management, resilient infrastructure and sustainable land management, disaster risk reduction and disease prevention, climate and sea level rise data and projections, and sustained public education and participation. The NAP is one of Grenada’s main mechanisms for accessing external climate finance and acts as a vehicle for strategic investments in Grenada’s climate-resilient development. Moreover, the NAP will provide the framework to further integrate climate change considerations into planning and budgetary processes to “climate-proof” public and private investments. This will ensure that financial resources are spent most efficiently (Grenada, Ministry of Climate Resilience, the Environment, Forestry, Fisheries, Disaster Management and Information, 2017). Updates to the NAP are planned with GCF Readiness and Preparatory Support Programme (RPSP) and funding proposal support, as described in section 3 below.

STRATEGY	STATUS	BRIEF DESCRIPTION
Adaptation communication	Not developed	None
Long-term strategy	Not developed	None

c. Institutional roles and responsibilities for climate change

Climate change programming in Grenada is coordinated by the ministries responsible for finance and the environment. The former plays a role in economic and technical cooperation arrangements, and the latter plays a role in operations and implementation. In the wake of the 23 June 2022 general election in Grenada, ministries have been realigned. As reported by interviewees and presented on the Government of Grenada’s website (Grenada, 2022a), the Ministry of Climate Resilience, the Environment and Renewable Energy (MCRE) is now the national focal point for the UNFCCC. The MCRE and the Ministry of Economic Development, Planning, Tourism, ICT, Creative Economy, Agriculture and Lands, Fisheries and Cooperatives are the national focal points for several regional and international multilateral environmental agreements, to which Grenada is party, and they both serve as focal points for active GCF investments. The Ministry of Finance (MoF) houses the national designated authority (NDA).¹

Grenada’s National Climate Change Committee (NCCC), comprising stakeholders from government and non-government entities, provides technical oversight of and input into climate change-related activities in Grenada. The NCCC is chaired by the Ministry of Education, Human Resource Development and the Environment which serves as the national focal point for the UNFCCC and the Kyoto Protocol and has four working groups including Mitigation, Adaptation, Finance and Sustainable Development, and International Negotiations and Relations (Grenada, 2017a).

Grenada’s second national communication identifies key constraints and gaps, including those related to data information and research such as the limited availability and/or consistency of country-specific data for GHG inventories reporting and climate change adaptation; human resource capacity; policy legislation and institutional arrangements; and adaptation financing (Grenada, 2017a).

3. CLIMATE FINANCE CONTEXT

a. Support for readiness

The ND-GAIN Country Index summarizes a country’s vulnerability to climate change and its readiness for climate finance. The index’s readiness score “measures a country’s ability to leverage investments and convert them to adaptation actions” (University of Notre Dame, 2022). In 2019, Grenada had an ND-GAIN readiness score of 0.523, making it the 44th most ready country for utilizing climate finance.

Grenada has coordinated with the NDC Partnership since 2018 (NDC Partnership, 2022). The NDC Partnership’s support has included working with a World Bank embedded economic adviser in the MoF to mobilize financing and investment for the key sectoral actions outlined in Grenada’s NDC Implementation Plan. Moreover, the economic adviser is supporting the MoF and the MCRE to assess the economic impacts of COVID-19 and recovery mechanisms (NDC Partnership, 2022).

¹ This arrangement was unchanged during the 2022 realignment.

b. Climate investment

From 2016 to 2019, development finance to Grenada that targeted climate change totalled USD 33 million (Stockholm Environment Institute, 2022). The GCF total investment in Grenada, covering both mitigation and adaptation, was USD 61.5 million for the period of 2016-2019.

Adaptation. Development finance commitments to Grenada targeting climate adaptation totalled USD 45.5 million between 2016 and 2019. A recent climate adaptation project is the Climate Smart Agriculture and Rural Enterprise Programme (2017–2024), funded by the International Fund for Agricultural Development and co-financed by the Caribbean Development Bank, with a total project cost of USD 14 million. This project provides capacity-building and technical assistance to smallholder farmers vulnerable to climate change-related temperature and precipitation variability and focuses on livelihood development for youth and women (Stockholm Environment Institute, 2022; International Fund for Agricultural Development, 2022). Table 3 describes the top development partners, sectors and instruments for adaptation investments in Grenada.

Table 3. Top development partners, sectors and instruments for adaptation investments in Grenada (2016–2019)

TOP DEVELOPMENT PARTNERS		TOP SECTORS		TOP INSTRUMENTS	
Name	USD (M)	Name	Share (%)	Name	Share (%)
World Bank	24.2	General environmental protection	35.7	Multilateral development bank loans	92.6
Germany	1.9	Government & civil society	20	Other development assistance grants	7.4
International Bank for Reconstruction and Development	.508	Disaster prevention & preparedness	13.9	NA	NA
Japan	.005	Communications	6.5	NA	NA

Source: Stockholm Environment Institute (2022). Aid Atlas.

Note: The Stockholm Environment Institute’s Aid Atlas did not classify recent GCF, Caribbean Development Bank and International Fund for Agricultural Development projects as “climate adaptation” projects. These projects are therefore not included in this table but were still considered for this case study based on a determination by the country mission team.

Mitigation. Development finance commitments to Grenada targeting climate mitigation totalled USD 16 million between 2016 and 2019. Recent climate fund projects include Accelerating the Introduction of Low-emission and Climate Resilient Electric Mobility in Grenada, financed by a Global Environment Facility (GEF) grant. This project seeks to reduce national fossil fuel consumption and GHG emissions in support of the goals in the NDC. Table 4 describes the top development partners, sectors and instruments for mitigation investments in Grenada.

Table 4. Top development partners, sectors and instruments for mitigation investments in Grenada (2016–2019)

TOP DEVELOPMENT PARTNERS		TOP SECTORS		TOP INSTRUMENTS	
Name	USD (M)	Name	Share (%)	Name	Share (%)
World Bank	5.81	General environment protection	53.8	Multilateral development bank loans	97
International Bank for Reconstruction and Development	.79	Health	18.6	Other development assistance grants	3
Germany	.202	Agriculture, forestry, fishing	15.9		

Source: Stockholm Environment Institute (2022). Aid Atlas.

c. GCF portfolio

National designated authority (NDA). The NDA of Grenada is located within the MoF’s Department of Economic and Technical Cooperation (DETC).

Accredited entities (AEs). In addition to international accredited entities (IAEs) and regional direct access entities (DAEs), Grenada has two prospective national DAEs (i.e. applicants for DAE accreditation), which are referred to as Candidate 1 and Candidate 2 in this report. However, Grenada currently has no accredited national DAE.

Readiness and project preparation. Grenada has received more readiness support from the GCF than other SIDS countries have received on average.² Grenada has received six RPSP grants (see Table 5) for a total of USD 3.2 million, of which USD 1.8 million has been disbursed.

Country readiness support has included support to develop a GCF country programme (CP), advance the capacity of NDA and DAE candidates, and develop sector-specific concept notes (CNs) and adaptation plans. As of July 2022, Grenada has developed a CP, but it is not yet finalized or adopted. Grenada has not received support from the Project Preparation Facility (PPF), although the country may seek PPF funding for a potential project at a later stage if its DAE candidates gain accreditation with the GCF. Table 5 lists the RPSP grants to Grenada.

Table 5. RPSP grants to Grenada

RPSP GRANT NAME	DELIVERY PARTNER	APPROVAL DATE	OUTCOME AREAS
Getting Grenada GCF-Ready (3G) - Establishing and strengthening the National Designated Authority (NDA) and development of a strategic framework for engagement with the Fund, including the preparation of a country programme	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH	13 June 2017	NDA strengthening, including country programming
Strengthening institutional and implementation capacity for delivery of climate change investment projects:	Caribbean Community Climate Change Centre (CCCCC)	22 December 2018	NDA strengthening, including country programming

² On average, SIDS have received USD 0.7 million in GCF financing for readiness projects. Source: IEU DataLab, RPSP grants approved for 2015 to 2022.

RPSP GRANT NAME	DELIVERY PARTNER	APPROVAL DATE	OUTCOME AREAS
Grenada			
National adaptation planning for improved food security in Grenada	Food and Agriculture Organization of the United Nations (FAO)	3 November 2021	-
Climate Smart Cities: Grenada	New York University	18 April 2018	Strategic framework
Accelerating Grenada's DAE Modality for the Effective Implementation the Country's Goal Towards a Small Smart State	Department of Environment (DoE), Antigua and Barbuda	6 December 2019	Strategic framework
GPS-4-GCF – Getting Private Sector ready for Grenada's Climate Finance	Grenada Development Bank	12 November 2021	NDA strengthening, including country programming

Source: IEU DataLab, June 2022

Funding proposals (FPs). Grenada has received more GCF financing than other SIDS countries on average.³ Three projects have been approved for Grenada (see Table 6) for a total of USD 59.9 million in GCF financing, of which one is a national project and two are multi-country projects.

All three approved projects are currently operating in Grenada and span both mitigation and adaptation focal areas. The G-CREWS project (FP059), currently in the third year of implementation, is the only single-country project operating in Grenada. Two regional multi-country projects are also under operation: Sustainable Energy Facility for the Eastern Caribbean (FP020) and Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states (FP061), referred to as the “Enhanced Direct Access” project.

Grenada's pipeline includes two CNs. Table 6 describes the funded activity portfolio for Grenada.

Table 6. PPF grants to Grenada

PPF	NAME	SINGLE/ MULTI- COUNTRY	PUBLIC/ PRIVATE	FOCUS	AE	APPROVAL DATE
FP061	Integrated physical adaptation and community resilience through an enhanced direct access pilot in the public, private, and civil society sectors of three Eastern Caribbean small island developing states	M	Public	Adaptation	DoE, Antigua and Barbuda	1 March 2018
FP059	Climate Resilient Water Sector in Grenada (G-CREWS)	S	Public	Adaptation	GIZ	1 March 2018
FP020	Sustainable Energy Facility for the Eastern Caribbean	M	Public	Mitigation	Inter-American	14 October 2016

³ On average, SIDS have received USD 39.3 million in GCF financing. Source: IEU DataLab, finance by results area for 2015 to 2022.

PPF	NAME	SINGLE/ MULTI- COUNTRY	PUBLIC/ PRIVATE	FOCUS	AE	APPROVAL DATE
					Development Bank	

Source: IEU DataLab, June 2022

C. KEY FINDINGS

1. COUNTRY NEEDS, OWNERSHIP AND STRATEGY

a. Links of GCF programming to broader climate strategy and finance processes

Currently, GCF programming is substantially linked to broader climate strategy and finance processes in Grenada. In Grenada, the NDA responsibilities fall within the DETC in the MoF. The DETC also serves as the focal point for all other public sector investment projects (PSIPs) for the country and holds the mandate for public finance management under the Public Finance Management Act No. 17 of 2015. As a result, the DETC is well linked with other external donors and sources of climate finance for Grenada and is regularly working with a variety of other line ministries and external entities to manage PSIPs and climate finance projects. This integration is further coordinated by the NCCC (which the MoF participates in) and the National Climate Change Policy. These coordination mechanisms are reflected in the process of developing the GCF CP, which is currently ongoing and in its final stages. The CP has been developed, although not yet finalized, through a consultative process and is currently in the process review against the second NDC and the NAP priorities. The GCF CP is specifically mentioned in the NDC as an example tool in use to link NDC implementation to the national policy and development frameworks in Grenada. As further evidence of the strong link between GCF programming and broader climate strategy and finance in the country, Grenada plans to update its NAP with support from some of the policy-strengthening activities funded under the G-CREWS project (FP059) as well as with a subsequent NAP readiness grant currently being pursued via the RPSP pipeline.

The GCF Secretariat has primarily played a reactive yet helpful role in Grenada with respect to the upstream programming process and aligning GCF partners and programmes with national and/or country strategy objectives. The role of the GCF in Grenada's programming and pipeline development is predominantly to provide an as-needed and reactive level of support. Project ideas are originating with the country and communicated via the NDA. Stakeholders noted that the relationship with the GCF and access to the advice and support of GCF Secretariat teams have been fruitful and positive. In particular, a wide variety of stakeholders noted that the regional and Secretariat-based Country Programming Division teams have been very helpful and responsive – during both project development and implementation. For example, stakeholders representing the Government of Grenada, DAE candidates and IAEs noted that they frequently call GCF staff directly and receive informal feedback and guidance on proposals or the DAE accreditation process. The GCF Secretariat team has also reviewed and provided feedback on the CP, but their role remains a facilitating one rather than a hands-on approach, and the interviewed stakeholders emphasized that the CP development process is country owned and driven. GCF involvement in pipeline development is limited to this CP review and facilitating support where needed. Concerning the CP of Grenada, stakeholders highlighted that the CP finalization and subsequent approval by the GCF remains an urgent and high priority for the country. This is because they believe it would enable a rapid injection of capital that the country needs to recover from the economic shock caused

by COVID-19. In addition, stakeholders noted that they have engaged with the GCF during regional dialogues and that the GCF is active in helping to resolve challenges with AEs – particularly during implementation.

Grenada’s GCF portfolio shows some evidence of complementarity with other climate finance channels. While none of the existing FPs under implementation are a direct follow-on or scaling up from prior climate finance investments, there are several examples of how the GCF portfolio is aligned with other climate finance channels and creating complementarity. For example, the CP has been developed with GCF and other climate finance opportunities in mind and is currently undergoing revision to align with allocations from the GEF’s System for Transparent Allocation of Resources and other climate programming under way via other donors. In addition, the NDA and other entities are regularly utilizing resources available under other funding sources to complement GCF investments and/or RPSP processes and build readiness in the country. For example, the NDA is utilizing a consultant under a parallel European Development Fund project to provide support for finalizing the CP.

Several other donor projects are working in parallel with the GCF FP investments in Grenada to complement the FP outcomes. For example, the World Bank is currently financing updates to the country’s Climate Change Policy and Energy Policy. These both have implications for all GCF investments but particularly for the G-CREWS project (FP059) and the Sustainable Energy Facility for the Eastern Caribbean project (FP020). The project teams from both FPs mentioned that they are coordinating closely with these policy processes. In addition, the World Bank is currently developing an integrated resource plan to enhance energy resilience. This will inform the GCF-funded geothermal energy development efforts under way as part of FP020. The G-CREWS project will be further complemented by investment from the United Kingdom Caribbean Infrastructure Partnership Fund, which will pay for water leak detection that was deemed ineligible for investment under the GCF project. As evidenced by interviews, this effort to achieve coherence and complementarity between projects at the national level is at least partially driven by the NDA, which has visibility over these other projects due to its position in the office managing all other PSIPs. The NDA team has been actively seeking ways to make connections between projects and programmes and to leverage funding from multiple sources to advance the country’s climate goals.

b. Perceived comparative advantage of the GCF in country

Compared to other climate finance channels, stakeholders in Grenada report that the comparative advantages of the GCF are the country-driven nature of the portfolio, the technical support available from the Secretariat, the climate change focus of the Fund, the size of investments available, and the ability to crowd in other investments. Stakeholders consulted in Grenada emphasized that the country is prioritizing local action and building local capacity for climate action. The country-driven nature of the GCF portfolio helps support this goal, and the country is leveraging its CP to match NDC targets and prioritizing advancing DAE accreditation with the GCF. Stakeholders also referenced their positive relationship with the GCF Secretariat team and the fact that they feel they have access to ad hoc support and technical advice when needed (see section a above). For Grenada as a SIDS country, climate action is a national priority; the fact that the GCF is a climate-focused fund is seen as an avenue to help advance the country’s goals as described in the NDC and NAP. Furthermore, the size of investments available from the GCF are transformative and enable paradigm shift for the country. For example, a GCF investment has the potential to transform the entire energy system in the country, given the scale of the utility in Grenada.

The areas where the GCF is perceived as less well positioned in Grenada are related to limitations associated with AE and DAE modalities, the GCF co-finance expectations, and the

requirements for documenting the climate rationale, which are seen as limiting for SIDS such as Grenada. Stakeholders expressed challenges with the limitations associated with access modalities, as described below under sections c and 2. In particular, the country is very eager to have a DAE accredited and has experienced delays in this process. In addition, stakeholders noted that the GCF's co-finance expectations mean that there is a cost associated with GCF finance for Grenada that other finance options that are fully grant based may not have. Further, the requirements for climate rationale documentation, particularly those regarding historical climate data, were noted as limitations to the proposal development process and seen as unrealistic expectations for SIDS such as Grenada.

c. Effectiveness of NDA, Secretariat and AE roles and relationship at the country level

NDA staffing and technical capacity in Grenada have stayed the same since the initial resource mobilization (IRM) period. Overall capacity is strong but limited to few personnel.

Interviewees uniformly mentioned the strength of the NDA office as a focal point for the GCF portfolio, pipeline and processes in Grenada. Stakeholders noted that the NDA office has been strong, despite staffing changes over time. No clear changes or improvements were noted since 2020. Although personnel have changed since the IRM period, the number of people has remained the same in the NDA office.

The main strengths of the NDA office include a strong understanding of GCF requirements, country needs and coordination processes within the Government of Grenada. The team is embedded in the MoF and regularly coordinates with many other ministries as part of its role. In addition, the NDA's coordination with non-government partners (including utilities, local banks, community supported organizations (CSOs) and other entities) is evidently routine and proactive. Even during the prolonged lockdown in Grenada during the initial waves of the COVID pandemic, the NDA continued to support adaptive management of the GCF portfolio. During consultations for this case study, stakeholders demonstrated that the NDA team is providing regular support to DAE accreditation processes, CP development, FP implementation, RPSP grant proposal development and implementation, and climate policy discussions in the country. In addition, the NDA is in regular contact with GCF Secretariat entities and IAE focal points to track progress and resolve challenges when they arise.

However, despite this strong capacity, stakeholders noted that the team's small size and its additional responsibilities beyond the GCF portfolio are limiting factors. The NDA team consists of one focal point and one support staff member. Additional staff members in the DETC office provide ad hoc support, and one of these DETC team members is also serving as project manager for the G-CREWS project. There are limits to how much the small NDA team can actively support the development of CNs or readiness proposals and how quickly it can respond to the several rounds of feedback and comments from the GCF Secretariat. One interviewee mentioned that if there were a fully funded independent NDA team member that had sole responsibility for GCF coordination, the NDA capacity would be more robust. Stakeholders mentioned that such a lack of personnel and the insufficient human capacity that SIDS are commonly faced with should be taken into consideration in improving the GCF business model and processes.

The NDA's working relationship with the GCF Secretariat has improved since the IRM period. Stakeholders knowledgeable about the NDA and GCF Secretariat's working relationship described their relationship as positive. As noted above under section a, the NDA is proactive in reaching out to the Secretariat when needed, and they facilitate regular ad hoc consultations with the Secretariat on a variety of topics related to the portfolio. The relationship is perceived to have improved since 2020, when the current staff of the NDA team joined the DETC, and the GCF

Secretariat is perceived to listen to country issues and discuss potential solutions candidly. A few challenges were noted, however. For example, stakeholders mentioned that reviews from the Secretariat could be more streamlined and faster and that more specific and clear guidance on DAE accreditation processes would be welcome.

The IAEs and DAE candidates working in Grenada engage regularly with the NDA; however, IAEs and regional DAEs without a physical presence in Grenada engage less often. One IAE partner is GIZ, which maintains a country office in Grenada. GIZ has a history of supporting the country's RPSP portfolio as a delivery partner and was involved in the initial development of the CP. It currently has two staff members dedicated to the support of the G-CREWS project (FP059). GIZ therefore communicates with the NDA on an almost a daily basis, and the relevant coordination with regional and headquarters-level colleagues regarding GCF matters is strong. While the G-CREWS project is country-driven, stakeholders did note that the implementing arrangement with GIZ means there is less national ownership of the project; key technical roles on the project management unit (PMU) are filled by GIZ staff, thus reducing opportunities for building the capacity of local entities via participation in the PMU.

The two DAE candidates in Grenada are also in regular contact with the NDA. The NDA is engaged regularly in the process of their DAE accreditation. By contrast, IAEs and delivery partners – including FAO and New York University – working with Grenada on GCF programming remotely were noted as having less regular communication with the NDA. In the region, Grenada is working on GCF programming with the regional DAEs CCCCC and the Caribbean Development Bank. Grenada's relationship with both entities was noted as strong, and they are in regular communication about project implementation and pipeline development. Stakeholders noted that these entities also have strong communication with the GCF. Another DAE partner, the DoE, Antigua and Barbuda (AE for FP061), is in less frequent contact with the Grenada NDA, and the relationship was noted as more reactive. In the case of FP061, stakeholders noted that they were less clear on how the idea for this project and Grenada's involvement originated. The challenges with maintaining country ownership and aligning with country needs in multi-country projects such as FP061 were raised several times during consultations with a variety of country stakeholders.

2. IMPROVING ACCESS TO THE GCF

a. Access to AEs that cover country programming priorities for the GCF

Grenada currently has access to AEs that adequately cover its programming priorities for the GCF. The major gaps are DAE capabilities (including a private sector DAE) and broader coverage of the energy and infrastructure sectors. Despite delays in the DAE accreditation process, Grenada is looking forward to having a DAE accredited soon because the country is eager to expand its GCF programming and prioritize projects that further leverage the local knowledge of national entities during implementation. There was noted interest in having a national DAE that could conduct on-granting. Although this is not yet included in the accreditation consideration for Candidate 1 due to ineligibility, the DAE candidate is already thinking to take steps towards eligibility and pursue this in subsequent reaccreditation processes. While there are a variety of regional DAEs and IAEs that are working with Grenada across a well-established portfolio of GCF projects, notable gaps mentioned by stakeholders consulted include AEs that specialize in renewable energy, energy transition and low-carbon development (including transportation). After articulating their NDC update, Grenada is eager to accelerate action on climate mitigation, especially in the energy sector, as most of its energy supply (about 90 per cent) is fossil fuel dependent.

While Grenada is interested in having national DAE accreditation, the country does not appear to be aligning its country programming priorities specifically with DAE nomination or accreditation

plans. Rather, it is focused on facilitating those entities that have the capacity and interest to become accredited. There have been additional discussions and initial exploration of accreditation options for either the Ministry for Climate Resilience and Environment or the MoF via the activities of the Enhanced Direct Access project (FP061) and its corresponding RPSP grant, Accelerating Grenada's DAE Modality of the Effective Implementation of the Country's Goal (1909-15884). However, this process has been stalled as there is still a need to officially decide which ministry will carry the accreditation forward. Some interviewees suggested that there would be a benefit to the MoF accreditation given their management of public finance investment and familiarity with the GCF process via hosting of the NDA.

There is evidence that Grenada is successfully matching executing entities (EEs) with the various projects and activities under the GCF portfolio that are a good fit for their expertise. For example, various ministries and departments have been engaged as EEs in GCF implementation, including the MoF (through the DETC, Rural Development Unit, and Energy Division) and MCRE. Beyond the government, the Grenada Development Bank (GDB) and the National Water and Sewerage Authority (NAWASA) are both serving as EEs and are building their capacity to implement climate change projects through this process.

b. Meeting DAEs' needs for capacity-building to access the GCF

In Grenada, national DAE candidates' needs for capacity-building to access the GCF are being adequately met through GCF support. As previously noted, Grenada currently has two DAE candidates that have progressed in the accreditation process. Of the two entities, Candidate 2 is still in the early stages of the DAE accreditation process, whereas Candidate 1 is more advanced and already serving as a delivery partner for GCF RPSP support. Candidate 1 has received regular support from the GCF over time via ad hoc consultation and advice on the accreditation process. In addition, it is directly involved with GCF FP programming as an EE under both the G-CREWS project (FP059) and the Enhanced Direct Access (FP061) project. Candidate 1 has also been the beneficiary of capacity-building efforts under various RPSP grant projects.

Although Candidate 1 is advanced in its accreditation process, stakeholders noted that the process has been delayed as it was not a priority for the candidate during the COVID-19 pandemic, when the candidate was active in government response measures. Interviewees explained that the process of accreditation has been tedious, and the GCF requirement that a SIDS-based candidate go through the same process as an international commercial bank seems unreasonable and does not reflect the urgency of climate action needed in the SIDS context. However, stakeholders also noted that the recent introduction of the GCF online access system has made the process more streamlined, and they appreciate the alerts of various requirements at certain points in the process. Candidate 1 is currently pursuing on-lending and blending accreditation but would also like to be approved for on-granting. Even though Candidate 1 is currently an EE for an on-granting process under the G-CREWS project, its understanding is that it is deemed ineligible by the GCF at present for this to be a part of its accreditation. This is something Candidate 1 plans to pursue in the future if it updates its accreditation.

While Candidate 2 is just starting its accreditation process, it has already received support in the form of ad hoc advice and calls with the GCF Secretariat. It is considering pursuing either RPSP grant support or PPF support to advance its DAE application moving forward. Both candidates are working closely with the NDA on accreditation and have access to GCF support and knowledge-sharing via the NDA team.

In addition to these two financial entities, as noted above in section a, there is ongoing discussion within the Government of Grenada about the feasibility of a ministerial DAE. The MCRE and the

MoF have both expressed interest in the process, and the MoF has filled out the GCF-provided checklist. Neither are directly in touch with the GCF to advance this process yet.

3. PROGRAMMING AND IMPLEMENTATION

a. Meeting country programming needs through GCF readiness support

Grenada has engaged with the GCF’s RPSP in several ways and benefited from ad hoc support for country readiness. Government of Grenada stakeholders noted that they are prioritizing readiness in terms of building government and public and private sector capacity for climate action. With support from RPSP grants, the country has not only built capacity within the NDA and developed the CP but also focused on developing climate programming and capacities at the sector level. For example, FAO is working with the Ministry of Economic Development⁴, via GCF support to enhance national adaptation planning for food security. The US-based New York University supported an RPSP grant as delivery partner to develop CNs focused on climate-smart cities and urban development in Grenada. The full complement of RPSP grants received and in development in Grenada are detailed in section B.3.a above.

In addition to the RPSP grant portfolio, stakeholders in Grenada noted that they have received ad hoc support from the GCF in terms of developing capacity and country readiness. This has taken the form of participation in regional dialogues, calls with the GCF Secretariat and the GCF’s provision of informal review of project concepts. The usefulness of GCF readiness funding and support in allowing country stakeholders to see how different priorities can be structured and aligned under the theme “climate” was noted in particular.

The ideas for RPSP grant requests are primarily being driven by the NDA in consultation with other ministries, CSOs, IAEs and DAE candidates. The one notable exception to this is the active RPSP grant being delivered by the regional DAE – the DoE, Antigua and Barbuda. This RPSP grant was intended as a supplement to the Enhanced Direct Access project (FP061), yet stakeholders expressed that it was not designed in a way that was consultative and reflective of the Grenada country context and readiness needs. While the RPSP grant has prioritized working with the MCRE, to further their DAE accreditation process, there is still discussion within the Government of Grenada as to whether the MCRE or the MoF is the most appropriate DAE candidate.

The readiness needs of Grenada appear to be substantially met through GCF resources or from others available to them, although gaps remain. GCF support for country readiness in Grenada has been extensive, as detailed above. RPSP funds have supported the development of the CP and have included activities with various ministries and DAE candidates as well as CN development. Climate policy in the country has been strengthened via the development of an adaptation plan for food security, and there are further plans to update the NAP via a NAP readiness grant in the RPSP pipeline.

One of the priorities expressed by a variety of stakeholders is to build the awareness of the private sector, CSOs and the general public regarding climate change risks and low-carbon, climate-smart development more broadly beyond the Government of Grenada. This is under way with support of RPSP grant funds as well as FP investments. For example, raising awareness of climate-resilient water use and the improvements planned for the water sector is a core component of the G-CREWS project (FP059). The recently approved RPSP grant to be delivered by GDB, Getting Private Sector Ready for Grenada’s Climate Finance, will specifically work with private sector entities to explore

⁴ Full name: Ministry of Economic Development, Planning, Tourism, ICT, Creative Economy, Agriculture and Lands, Fisheries & Cooperatives

opportunities for climate programming, including with the GCF. Despite this progress, stakeholders mentioned that one remaining main gap is targeted engagement with the energy and transportation sectors (target are CSOs, private sector, general public) on low-emissions development pathways and options for climate finance for mitigation action. While there is some preliminary work being funded to advance geothermal technology in Grenada as part of the multi-country project Sustainable Energy Facility for the Eastern Caribbean (FP020), scaling up mitigation action and energy independence is a priority for the country – especially in the wake of global supply chain disruptions and fuel price fluctuations in recent years. This is an area that will help advance progress towards NDC goals, and the NDA plans to pursue climate mitigation as part of future readiness grant applications and as a priority for FP development as part of the CP.

Noted remaining readiness needs include access to ongoing technical support to advance climate finance initiatives. For example, it is challenging for the NDA to support GCF pipeline development and project implementation in a consistent manner given the limitations in staff availability. Existing projects, including G-CREWS, have been challenging to manage as they have required a large investment in time and support from the DETC (the project manager role is embedded in the DETC). While the current model is for GCF project management or project officer support to be only a part of the responsibilities of ministry personnel, it is increasingly evident that full-time, dedicated staffing is needed to adequately deliver a GCF project.

In addition to GCF funds, Grenada receives support from other donors to enhance capacity and readiness for climate finance. Notable efforts include the World Bank's support for enhancing energy and climate policy in the country as well as investments by the European Development Fund that support technical assistance to advance the CP.

While Grenada continues to pursue readiness, stakeholders do note some process-related challenges, including the time and effort necessary to bring forward a successful RPSP grant proposal. Stakeholders from both AEs and the Government of Grenada noted that RPSP grants have been more predictable and accessible in recent years, citing the increased pace of approval timelines. However, the challenge remains that an RPSP grant proposal and delivery partner are necessary to access readiness support. Stakeholders at the NDA mentioned that it has sometimes been more efficient to leverage ad hoc support from existing projects and funds that are already committed in other areas to support readiness efforts rather than to pursue additional GCF RPSP grant funding. For example, the CP process is in finalization after review from the GCF Secretariat, and the NDA chose to utilize a consultant funded by an ongoing European Development Fund project rather than spend the time to put together an additional RPSP proposal.

b. Effectiveness of processes for FP origination, development and appraisal to meet country needs

Grenada has been active in engaging the GCF but has only one national FP in the pipeline, which has been stalled since 2016. This is less than would be expected relative to the country's level of readiness and need. The country appears to be focused on existing project implementation and DAE accreditation while the CP is being finalized; stakeholders expressed interest in working to expand their CN and FP submissions soon, following the Government of Grenada's adoption of the CP.

In Grenada, project concepts originate within the Government of Grenada and are led by either the NDA or key line ministries. Stakeholders from across ministries all mentioned that the NDC is the guiding framework for all climate finance efforts, and that the GCF CP is in the process of revision to be mapped more closely to NDC goals and targets.

Examples of top reasons for not submitting more FPs to the GCF include the pending finalization of the CP, the time and personnel needed to support development of FPs and

implementation of projects once approved, the lack of DAE accreditation and the co-financing expectations of the GCF.

Grenada is eager to expand its GCF portfolio, and in particular to have DAE accreditation, to pursue GCF projects with national entities in the AE role, and to finalize several draft CNs that have been developed under various RPSP grant efforts (including with support from New York University). Currently, there is one national FP CN that has been submitted to the GCF: Enhancing Coastal Protection for Climate Change Resilience. However, the last action on this was in 2016, and stakeholders consulted were unclear of the latest status, though it appears to be stalled. In addition, there is one multi-country SAP CN in process with support from CCCCC (the Road to Resilient Fisheries project), which was submitted in early 2022.

The Government of Grenada is not currently prioritizing the submission of FPs to the GCF, however, as it is focused on finalizing the CP. As described above, this is undergoing review to map the current concept ideas against the updated NDC targets, prioritize accordingly, and ensure complementarity with existing and planned investments from other donors. The Government of Grenada's goal is to submit a finalized CP in late 2022.

Beyond the CP, stakeholders noted challenges with the requirements for the government in the process of advancing FPs to the GCF. For example, there is significant time and effort necessary on the part of the NDA or other line ministries to support development of FPs, even if IAE and/or PPF support is also available. It was mentioned that time spent pursuing GEF-funded projects is seen as having better return on investment in terms of time spent. This is because GEF System for Transparent Allocation of Resources allocations are already set and funds committed, whereas the GCF requires a competitive and lengthy process. In addition, the expectations for co-financing through the GCF were seen as a hindrance, as opposed to the GEF, which provides full grant investments.

Because there is not an active national FP in the pipeline beyond CN stage, stakeholders consulted did not comment on the process of submitting FPs and any changes since the IRM.

Grenada is not yet seeking PPF support for FP development. Grenada has so far relied on support from IAEs to assist in developing FPs. Stakeholders consulted from both the AE and Government of Grenada perspectives demonstrated a lack of familiarity with the PPF requirements. It was noted that the country would likely rely on the AE partner to determine what is required and take the lead in future PPF submissions. Stakeholders noted a lack of clarity in the GCF's PPF strategy in general.

Currently, stakeholders find the submission through appraisal process manageable, but requiring a heavy level of support. Because Grenada is not currently in the process of moving forward with a national FP submission, there was limited discussion of submission and appraisal under GCF-1. The CN for Enhancing Coastal Protection for Climate Change Resilience does not currently appear to be active.

The country stakeholders do not have experience with the approval to funded activity agreement (FAA) stage under GCF-1. Because all three of the current projects under implementation were approved prior to 2020, stakeholders consulted did not have experience with approval to FAA stage under GCF-1 to comment on.

c. Sufficiency of funded activity implementation and supervision processes

Grenada does not yet have an accredited national DAE. However, the country is working with two regional DAEs (the CCCCC and Caribbean Development Bank) and one national DAE (the DoE, Antigua and Barbuda) on portfolio implementation. The NDA mentioned positive, proactive relationships with the CCCCC and Caribbean Development Bank and that they are in regular

communication to resolve challenges as they arise. No specific challenges were noted beyond delays in implementation due to COVID-19. Collaboration with the DoE, Antigua and Barbuda, has been more challenging. Stakeholders mentioned that this may be due to the nature of a national DAE working with other sovereign governments and noted that clearer guidance from the GCF for such a regional approach to public sector DAE implementation would be welcome.

The GCF has had only limited engagement with DAEs during implementation to identify and manage risks and results. In the case of the multi-country Enhanced Direct Access project (FP061) – for which the DAE is the DoE, Antigua and Barbuda – the GCF Independent Integrity Unit has initiated a proactive integrity review focused on the DoE, Antigua and Barbuda, and its capacity to oversee a multi-country project with EEs in the governments of Dominica and Grenada. This is still in process and does not focus on Grenada-based entities. This investigation is intended to inform adaptive management of the subsequent implementation of the project.

In addition, Grenada noted challenges with the implementation and supervision processes in the context of multi-country projects, particularly in the context of FP061. Country stakeholders noted that the project came at the height of COVID-19, which resulted in significant delays. Grenada, through its NDA, contacted the GCF Caribbean Desk for a no-cost extension of project activities. However, such communication needed to come through the DoE, Antigua and Barbuda, as the AE for the project, which was also recommended by the GCF Secretariat. As a result, the NDA of Grenada had been waiting to hear from the AE and the GCF Secretariat on the final decision about the no-cost extension request for FP061. In the context of FP061, a question was also raised as to whether it could unintentionally create a conflict-of-interest situation if the AE of a multi-country project is a beneficiary of the project at the same time. Due to these challenges and complexities associated with multi-country projects, Grenada country stakeholders expressed that they prefer single-country projects. Moreover, it was noted that the project activities are not likely to speak to the needs of each country participating in multi-country projects.

In the case of the G-CREWS project (FP059), the GCF Secretariat has been active in helping GDB – the EE of the project – to adjust the implementation of the Challenge Fund for Climate Resilient Commercial Water Users. GDB has requested modifications to the Challenge Fund in the wake of the COVID-19 pandemic in Grenada to be able to help advance grant finance to the hotels and farmers participating in the G-CREWS project, rather than rely on reimbursement.

4. PROGRESS TOWARDS RESULTS AND IMPACT OF GCF INVESTMENTS

Implementation of GCF projects in Grenada has been significantly impacted by the ongoing challenges associated with the COVID-19 pandemic. Both the G-CREWS project (FP059) and the Enhanced Direct Access project (FP061) became FAA effective in late 2019 and were scheduled to begin implementation in earnest around the time of the COVID-19 lockdown in Grenada. This lockdown caused delays in activities requiring fieldwork, construction or outside expertise from off-island. All projects under implementation in Grenada have implemented adaptive management and are recovering from these delays, but it has affected the entire portfolio, with implementation just starting to recover.

a. Evidence that intended outputs and outcomes have been achieved/are likely to be achieved

GCF-funded activities are mostly on track to deliver expected results in Grenada, although there have been significant delays in achieving outcomes. Despite delays associated with the COVID-19 pandemic, the three GCF projects under implementation in Grenada have achieved significant progress towards achieving their outcomes, as confirmed by the SPR team during field

visits and consultations with the project teams. In particular, the projects have already demonstrated meaningful results in transforming the climate policy landscape and enabling environment for coordinated action on climate resilience in the country and have put in place the framework for physical investments to come.

The G-CREWS project (FP059), now in the third year of implementation, has had success in advancing all planned project components, although it is facing delays. In the early years, the project focused on implementing the components concerning climate-resilient water governance and water use and setting up the needed foundation for the construction of climate-resilient water infrastructure for hotels (tourism) and farmers (agriculture). In addition, a broad awareness and outreach campaign has contributed to enhancing knowledge about the water sector and impacts of climate change throughout Grenada.

Other aspects of the project have had to be adjusted based on the ongoing impacts of COVID-19 lockdowns on the local economy and global supply chains and are somewhat delayed. For example, the Challenge Fund for Climate Resilient Commercial Water Users – executed by GDB – is in the process of requesting a change to the financial delivery model with the GCF. The fund was originally designed to have recipients finance their water improvements upfront and be reimbursed after construction. Given the current state of the economy, there is little liquidity for hotels and farmers who would like to participate, so GDB is helping to adjust to enable earlier disbursement of funds based on an upfront payment of only 20 per cent. Despite this, there is a high level of interest in participation in the programme. The construction of climate-resilient water supply systems has been delayed largely due to the pandemic but also due to the need for more detailed feasibility studies after project approval. Some of the planned assets mentioned in the proposal have been reassessed, and adjustments have been made to designs for construction. These adjustments have been raised to the level of the Cabinet and been approved. Detailed designs have been developed and land acquisition or use agreements are under way. However, this process of land acquisition has encountered delays, and the process of international tenders for equipment has also been slow. Still, the project team anticipates beginning construction in earnest soon to achieve the intended outcomes.

The Grenada-based components of the multi-country Sustainable Energy Facility for the Eastern Caribbean (FP020) are delayed but are achieving intended results. The project, focused on geothermal energy development in Grenada, has completed the first phase of exploratory work to understand development options and is now doing more precise site-level drilling and exploration. The project team is in the process of developing a CN for the remaining activities necessary for geothermal development – including procuring a contractor – and is in the middle of completing an environmental and social impact assessment. The project has also been instrumental in drafting geothermal resource legislation and working with the Public Utilities Regulatory Commission (PURC) to develop the enabling environment for geothermal power development. This project builds on the foundation of early exploration for geothermal energy conducted in 2014 with support from the governments of Japan and New Zealand. The project, despite encountering delays due to COVID-19 and difficulties sourcing relevant expertise, is making good progress towards achieving its proposed outcomes.

The multi-country Enhanced Direct Access project (FP061) has been most delayed in Grenada. It was off to a slow start due to communication challenges with the AE and also discussion within the Government of Grenada about which national ministry should pursue accreditation under Output 1

of the project: the MCRE (focal point for this project) or the MoF.⁵ Despite this as-of-yet unresolved discussion, there has been limited but demonstrated progress towards other key outputs. For example, the process of disbursing grants to advance climate-resilient retrofits in four infrastructure assets is under way under Output 3 of the project. The assets are in the process of being determined and plans for construction are under way under the leadership of the Rural Development Unit and its Basic Needs Trust Fund within the MoF. However, given delays in the implementation timeline, the schedule for construction is very rushed, and stakeholders expressed concerns about being able to finalize all components of construction before project closure. Under Output 4, GDB is helping to implement a revolving fund for climate resilience, which has faced similar challenges. GDB only received its first disbursement in May 2022 and now must disburse all funds very quickly.

Stakeholders involved in the Enhanced Direct Access project from a variety of ministries and institutions in Grenada all mentioned that this project has been challenging. It is sometimes unclear why delays occur, due to lack of clear communication with the AE. Disbursements have been slow, and the project team has received contradictory advice on when financial closure for the project is required. For example, although the project is slated to close in March 2023, GDB and the Rural Development Unit are both required to utilize project funds by December 2022. In addition, the project suffers from the fact that the main focal point EE in Grenada is the MCRE; the MoF, which houses the NDA and the Rural Development Unit, is not always part of communications with the AE, and this is not aligned with Grenada’s collaborative cross-ministry approach to GCF implementation seen in other projects. There is a desire to accelerate action on this project on the part of the Government of Grenada, and it has requested an extension of six months via the AE (the DoE, Antigua and Barbuda) to allow for time to achieve the planned outcomes. However, it is not known whether this request has been forwarded to the GCF. Table 7 summarizes the evidence of various outcomes from GCF-funded activities.

Table 7. Summary of evidence of outcomes

OUTCOMES	EVIDENCE FROM GCF-FUNDED ACTIVITIES
Reduced GHG emissions	<p>The Sustainable Energy Facility project is in the process of geothermal power generation exploration and policy development, putting in place the necessary steps to facilitate future development of geothermal infrastructure.</p> <p>Although the G-CREWS project has a climate adaptation focus, some activities are developing renewable energy technology options for the water sector, to transition the power used in the delivery of water supply to renewable sources. The project team has completed a GHG inventory for the water sector in Grenada and is in the process of selecting sites within the NAWASA distribution network for solar photovoltaics installation and microturbines.</p>
Increased resilience*	<p>The G-CREWS project has reached a wide variety of beneficiaries through its climate-resilient water users’ awareness and education campaign. This has included public engagement sessions, social media messaging and a variety of public-facing interviews, blog posts and newsletters. In addition, the Challenge Fund for Climate Resilient Commercial Water Users has already completed audits of 21 hotels (17 more are planned) and 150 farms. These audited entities are now in the process of certification for disbursement of funds to develop water-resilience improvements. Four hotels have already been certified and two have already utilized funds to install rainwater harvesting</p>

⁵ Outputs for FP061 are as follows: Output 1: Enhanced capacity for climate adaptation planning, implementation, and monitoring and evaluation via direct access; Output 2: Governments implement concrete adaptation measures using ecosystem-based approaches where appropriate; Output 3: Community resilience to climate impacts is enhanced through tangible adaptation benefits; Output 4: Privately owned physical assets of vulnerable populations are more resilient to climate variability and change through concessional microfinancing.

OUTCOMES	EVIDENCE FROM GCF-FUNDED ACTIVITIES
	<p>systems. Once the climate-resilient water supply system infrastructure is installed, there will be increased water resilience (sustained access) for most of the islands of Grenada and Carriacou.</p> <p>Under the Enhanced Direct Access project, the selection process is under way to identify the four beneficiaries for the on-granting for climate-resilient infrastructure retrofits facilitated by the Rural Development Unit of the MoF.</p>
Enabling environment	<p>The G-CREWS project has facilitated strengthening of the enabling environment for climate-resilient water use in the country via close collaboration with government entities and the public-private NAWASA utility. Successfully completed activities include the adoption of a water policy and the drafting of a water resources management bill that will support planned development of a water resources management unit at the national level. The project is engaging closely with PURC, which currently only regulates electric utilities, to enable future regulation of water use and utilities via the water resources management unit. The project has also advanced development of codes and standards for resilient water use, and preparatory measures are under way to develop a climate-responsive water tariff by the end of the project period.</p> <p>The Sustainable Energy Facility multi-country project led the drafting and adoption of geothermal resource legislation and is also working with PURC as well as Grenada Electricity Services, Ltd., the energy utility, on advancing the enabling environment for geothermal power development.</p>
Co-benefits	<p>One of the main co-benefits noted as a result of all three GCF projects happening in Grenada is an increased public awareness of and interest in climate action and climate finance.</p>
Other notable outcomes	<p>none</p>

Source: Annual performance report 2021 and SPR Grenada case study interviews 2022.

Note: *Such as number of beneficiaries, value of physical assets, hectare of natural resource areas/land.

The key drivers influencing the achievement of the intended project-level outputs and outcomes are close coordination between ministries and project EEs and with AE partners.

Stakeholders mentioned several supportive factors in GCF project implementation, citing the close collaboration between ministries and the various entities involved in project execution, particularly in the case of the G-CREWS project. This project has PMU membership disbursed between roles in the various ministries involved in execution, as well as within NAWASA and GDB. This model – while challenging as it means that PMU personnel are not 100 per cent dedicated to the G-CREWS project – has resulted in close coordination and enabled a collaborative, proactive approach to problem-solving during implementation. Additionally, close engagement by the IAE (GIZ) has been helpful in enabling smooth communication with the GCF.

The key drivers preventing the achievement of intended project-level outcomes are the ongoing impacts of the COVID-19 pandemic, delays in disbursements and annual performance report comments, the inflexibility of changes to the proposed workplan or budget, and the challenges experienced in being a part of multi-country regional projects.

Limitations facing project teams largely stem from the ongoing impacts of the COVID-19 pandemic. For example, the infrastructure construction portions of the G-CREWS project have suffered from price fluctuations, supply chain disruptions and an inability to source relevant expertise in Grenada or have experts visit the island during lockdown. All projects have been delayed given the strict lockdown measures that were in place in Grenada for much of 2020. Additional challenges facing implementation include delays in disbursements facilitated by AEs (particularly in the multi-country project context) and delays in receiving comments and feedback from the GCF on annual performance reports. These delays in access to funds mean that timelines

must be adjusted, and the delayed comments are a challenge to responsive, adaptive project management. In addition, during the G-CREWS project, there has been a particular desire for more flexibility to adjust project components and budget to meet current realities. The project has suffered from about a 30 per cent change in purchasing power since the original budget was approved, given the realities of COVID-19 and negative consequences resulting from the war in Ukraine. Consulted stakeholders perceive that the GCF's policies are inflexible and that the process of seeking approval for adjustments is tedious and can cause delays. Finally, stakeholders mentioned the challenges faced when part of a regional, multi-country project: they do not have proximal access to the AE, which results in delays due to the time needed for communication to resolve challenges that cannot be resolved in person.

No unintended consequences associated with GCF-funded activities were identified in Grenada.

Figure 1. Images from field visits to the G-CREWS project (FP059)



Source: SPR Grenada case study field visits 2022.

Note: From left to right: Rainwater harvesting systems installed at a hotel participating in the G-CREWS Challenge Fund; two images of the dam and reservoir at Les Avocat Dam, which will have upgrades as part of the project.

Box 1. Achievements of the G-CREWS project

The Climate Resilient Water Sector in Grenada (G-CREWS) project (FP059) has been under implementation since late 2019. Despite starting just prior to the COVID-19 lockdown and experiencing early delays, the project has had success in its first two years and is on track to achieve its objectives. This project takes a systemic approach to climate proofing the delivery and use of water in the country, with components that seek to build climate resilience in water governance, water users' awareness and behaviour, and water supply systems. In addition, the project is taking strides to integrate water resilience into Grenada's NDC and to share lessons learned on climate-resilient water management with other islands in the region. The project team is integrated with representatives from the MoF, the MCRE, NAWASA, GDB and the IAE (GIZ).

In the first two years of implementation, the project has demonstrated progress in all component areas. A new water policy has been developed and approved by the Cabinet at the national level, and a corresponding water resource management bill has been drafted with support from the project team. This will allow for the development of a water resources management unit within the national government to develop a regulatory structure for efficient oversight of scarce water resources. In addition, initial scoping has been done to support development of a climate-responsive water tariff in country as a follow-on to these policy changes. With support from the EE (GDB), the Challenge Fund for Climate Resilient Water Users has been set up and is currently reviewing applications from farmers and hotel operators for their proposed investments in water-saving measures. Initial investments by two hotels have already enabled the construction of two rainwater harvesting systems. This has been accompanied by a robust awareness and outreach campaign about water resources and efficient water use. The project team has utilized social media, signage and other events and

activities to spread understanding among the general public.

Investments in the climate-resilient water supply system have been undergoing feasibility assessment and re-evaluation of design during the early years of the project. As of July 2022, there have not been any assets installed, but the process of finalizing land and access arrangements is under way in anticipation of starting construction.

Source: SPR Grenada case study field visits and interviews.

b. Progress of funded activities towards paradigm shift

GCF-funded activities in Grenada show emerging signals of paradigm shift.⁶ Projects under way with GCF support in Grenada are catalysing systems change to build climate resilience at the local and household level, the national level and the regional level. The G-CREWS project (FP059) demonstrates these signals of paradigm shift at each scale and at all stages of the water use and distribution chain. For example, the project has a broad communications and engagement component that is working with community groups and local entities to increase awareness and education around climate-resilient water use while simultaneously working with the water utility to perform infrastructure upgrades and with government entities to enable more robust and climate-risk-informed water systems oversight and management via policy and regulatory updates. The project will connect areas of the country, such as the Mourne Rouge neighbourhood, to a freshwater delivery system for the first time. Beyond the national scale, the G-CREWS project is sharing lessons learned on climate-resilient water management with regional entities and helping advance other water-resilience projects, including a GCF CN in St. Lucia.

Beyond the G-CREWS project, Grenada is focusing GCF-financed efforts on bolstering the enabling environment for climate finance in the country. This includes prioritizing and enhancing DAE capacities and the involvement of the private sector in climate finance. These efforts include the activities under a recently awarded RPSP grant (Getting Private Sector ready for Grenada’s Climate Finance) and the multi-country Enhanced Direct Access project (FP061). In addition, stakeholders noted that the country is prioritizing integrated efforts that advance both adaptation and mitigation outcomes, seeking to enhance co-benefits where possible. Table 8 describes evidence of paradigm shift.

Table 8. Summary of evidence of dimensions of paradigm shift

DIMENSION	EVIDENCE FROM GCF-FUNDED ACTIVITIES
Scale* and replicability**	One of the five key components of the G-CREWS project focuses on regional learning and replication of climate-resilient water management throughout the Caribbean. So far, the project has set up a community of practice with regional countries and held two official meetings. The project team has participated in regional exchanges with a variety of NGO, government and AE stakeholders to share project lessons learned. In addition, the project team has contributed informal input and support to similar initiatives in the region (including reviewing and providing advice to develop a GCF CN focused on climate-resilient water management in St. Lucia). The team has also contributed to the Second Implementation Plan of the Regional Strategic Action Plan for the Water Sector in the Caribbean to Develop Resilience to Climate Change. Further activities are planned that will continue to share the lessons learned from the G-CREWS project throughout the

⁶ Emerging signals are those that suggest that paradigm-shifting processes are under way but where outcomes may only be visible yet at lower-level systems (e.g. micro/individual/communities, or demonstrations/subnational). To be an “emerging” signal, there must still be a clear line of sight to connecting lower- and higher-level systems (e.g. sectors, national).

DIMENSION	EVIDENCE FROM GCF-FUNDED ACTIVITIES
	<p>region, and development of replication models is part of the goal of Component 5. The two multi-country projects under way did not demonstrate a notable focus on scale and replicability during the country case study interviews.</p>
Sustainability	<p>The G-CREWS project has implemented steps that seek to maintain the sustainability of GCF-funded activities beyond the timeline of the project. The national water and sewer utility, NAWASA, is an EE of the project and as such has visibility and ownership over many of the project elements related to the installation and/or upgrade of climate-resilient water supply system components. NAWASA will maintain responsibility for the management of the water systems after installation, so its engagement from the outset enables the constructed system components to be integrated from the beginning into the existing water supply network. In addition, the project has coordinated closely with various ministries and PURC to ensure that the national water policy and associated water resources management legislation and oversight mandates are strengthened in ways that enable climate risk-informed management of the country’s water systems. By addressing needed changes to the enabling environment for climate-resilient water resources management at the national level, the project demonstrates steps towards a paradigm shift for the entire country in how water resources are managed for the future.</p>
Source:	Annual performance report 2021 and SPR Grenada case study interviews 2022.
Note:	<p>*Degree to which there has been a significant increase in quantifiable results within and beyond the scope of the intervention. This could include a situation where the GCF is scaling up earlier demonstrations or where a GCF project will be scaled up outside project bounds. ** Degree to which the GCF investments exported key structural elements of the proposed programme or project elsewhere within the same sector as well as to other sectors, regions or countries.</p>

c. Women and other vulnerable populations, including indigenous peoples

In Grenada, GCF-funded activities under implementation include women and rural populations in capacity-building or training activities, decision-making and the sharing of benefits. Grenada interviewees noted that the government is strongly committed to gender equality and inclusion. In the G-CREWS project, the gender action plan is in the process of being finalized, and procurement information has been specifically designed to be inclusive and target a gender balance. The stakeholder engagement activities under way have been designed to reach as many facets of the population as possible, including rural populations, CSOs, women and youth. This includes stakeholders on both the main island of Grenada and the island of Carriacou in the north, where the water supply is especially vulnerable to precipitation variability and drought given the topography and lack of reliable groundwater. Outreach activities under G-CREWS include the approach of going to communities to have community meetings with a wide variety of stakeholders and working with CSOs and schools to host events in local communities. A driving factor in this project’s approach and outreach is NAWASA’s mandate to provide water to the entire population. Beyond the G-CREWS project, interviewees emphasized that the government’s approach generally – and to GCF programming specifically – is to centre the community/end users in activity design. In the case of G-CREWS, this community-centric approach has been a guiding factor in the request to adjust the process of the Challenge Fund to meet the needs of the beneficiary hoteliers and farmers.

d. Catalysing public and private finance

GCF-funded projects in Grenada have mobilized limited public sector co-finance and have not yet mobilized private co-financing. Public sector financing is challenging to mobilize in Grenada as the demands on the national budget for COVID response have been high. However, the consistent engagement of private utilities such as NAWASA, development banks such as GDB, and private financial institutions such as the Republic Bank demonstrates potential for increased private sector financing in the country. The recently approved RPSP grant Getting Private Sector ready for

Grenada's Climate Finance, delivered by GDB, will prioritize outreach and the awareness-raising among local private sector entities, including in the tourism sector. This project will build on the Challenge Fund implemented under the G-CREWS project and focus on developing project concepts and skills within private entities to help engage them more fully in climate finance generally and GCF processes specifically. In addition, the efforts of the NDA to support development of DAE capacity for private entities is catalysing private interests in funding climate action in Grenada.

e. Knowledge management and learning efforts within GCF-funded activities

GCF-funded activities under implementation show some evidence of knowledge and learning efforts, mainly related to the G-CREWS project. The G-CREWS project has already garnered national attention and recognition among the general public due to an awareness campaign and robust outreach efforts. In addition, under its regional learning and replication component, the project has set up a community of practice at the regional level to share lessons learned and develop replication models for climate-resilient water resources management with other Caribbean islands facing similar challenges. The community of practice has held two meetings so far, and the project team regularly participates in regional exchanges on water-related topics. Via this community of practice, the G-CREWS team has advised the Government of St. Lucia on development of a GCF CN for similar climate-resilient water resources management.

D. EMERGING LESSONS FOR THE GCF

The following emerging lessons for the GCF can be drawn from the Grenada case:

- Despite being a small island nation with limited personnel in the NDA office, Grenada has a positive and proactive relationship with the GCF and an active approach to advancing GCF programming. Many different ministries and offices are involved in GCF programming, and there is broad and positive stakeholder engagement across GCF processes. In addition, Grenada has taken a comprehensive approach to guiding the CP process to make sure that the GCF pipeline is fully aligned with national policy and climate planning priorities. The finalization and subsequent approval of the CP remains an urgent priority for Grenada. The country believes it will enable a rapid injection of capital that will help contribute to needed recovery from the economic shock caused by COVID-19 and set the country on a path for climate-resilient and low-carbon development.
- DAE candidates differ across countries, and yet the requirements for accreditation are the same for all countries, irrespective of their status as SIDS or least developed countries or of their level of climate vulnerability. This can delay DAE status and access for countries with smaller candidate institutions or lower capacity. In the case of Grenada, one of the two DAE candidates is a small financial institution with limited staff, yet they have been very proactive in pursuing their accreditation. However, they are finding it challenging to meet the GCF requirements for documentation and procedures, which are standard across all DAE candidates, including larger multinational banks.
- Integration of GCF programming responsibilities throughout relevant government ministries has resulted in strengthened country ownership and readiness and aided in the coordinated delivery of project outcomes in Grenada. The dispersed project management model of the G-CREWS project has been challenging in practice given other staff responsibilities beyond the project, but it has resulted in integration of the GCF in the government and facilitated capacity-

building to bolster readiness for similar future project management. Further, the capacity built in the process resulted in a transfer of knowledge from Grenada to other countries in the region; Grenada has shared its lessons learned from the G-CREWS project with other countries such as St. Lucia that are also pursuing climate-resilient water projects.

- The long-term and unprecedented effects of COVID-19 are still being felt, especially in SIDS, and are having a protracted impact on GCF programming on these countries. In the case of Grenada, where tourism is a significant portion of the economy and the country is reliant on imports, the road to recovery from the disruptions associated with COVID-19 has been a long one that has diverted attention and resources from GCF programming and resulted in delays to project outcomes. Stakeholders noted desire for further flexibility and accounting for unique country experiences when considering changes to FAAs and budgets and extensions of GCF projects and project activities.
- The unique and urgent needs of SIDS such as Grenada should be a consideration for rapid technical assistance provided by the GCF, especially in the initial phase, to assist in project origination, development and subsequent implementation. Grenada faces limitations to in-country capacity and availability of technical staff. Stakeholders noted that it would be helpful to have dedicated, funded personnel available at the country level to support GCF programming, during both pipeline advancement and project implementation.

Appendix 1. LIST OF INTERVIEWEES

NAMES	FUNCTION	AFFILIATION
Ahnivar Peralta	Project Development Specialist	CCCCC
Dan Bader	Climate Scientist	Columbia University Centre for Climate Systems Research
Jacinto Buenfil	Environment and Climate Change Policy Officer	FAO
Neila Bobb Prescott	Climate Finance Specialist	FAO
Sergio Hinojosa Ramos	Climate Finance Expert	FAO
Mervyn Lord	General Manager	GDB
Natasha Joseph	Business Support and Development Officer	GDB
Herbert A. Samuel	Project Coordinator, Geothermal Energy	Geothermal PMU
Battsetseg Tseren	GCF Key Account Manager	GIZ
Karen Tscherning	Portfolio Manager, GCF Oversight	GIZ
Sebastian Gleitz	Manager	GIZ
Hans-Werner Theisen	Head of Project, Climate Resilient Water Sector in Grenada	GIZ Grenada
Clive Hosta	General Manager	Grenada Electricity Services, Ltd.
Kennard Lalsingh	Senior Engineer	Grenada Electricity Services, Ltd.
Jenifer James	Chief Executive Officer	Grenada Sustainable Development Trust Fund
Kirl Grant-Hoschtialek	Product Development and Research Manager	Grenada Tourism Authority
Chris Joseph	Environment and Climate Officer	MCRE
Merina Jessamy	Permanent Secretary, Climate Resilience	MCRE
Celia V. Edwards	Irrigation Technician	Ministry of Economic Development, Planning, Tourism, ICT, Creative Economy, Agriculture and Lands, Fisheries & Cooperatives
Joseph S. Noel	Project Coordinator	Ministry of Economic Development, Planning, Tourism, ICT, Creative Economy, Agriculture and Lands, Fisheries & Cooperatives
Trevor Thompson	Chief Agriculture Officer	Ministry of Economic Development, Planning, Tourism, ICT, Creative Economy, Agriculture and Lands, Fisheries & Cooperatives
Akeza Charles	Project Coordinator, DETC	MoF
Brian Bonaparte	Project Manager, Climate Resilient Water Sector in Grenada, DETC	MoF

NAMES	FUNCTION	AFFILIATION
Kelvin George	Director, DETC	MoF
Terah Antoine	Energy Officer, Energy Division	MoF
Tonya Hyacinth	Deputy Disaster Coordinator	National Disaster Management Agency
Christopher Husbands	General Manager	NAWASA
Whyme Cox	Manager, Planning & Development	NAWASA
Patrick Lamson-Hall	Climate Smart Cities Grenada Team Leader	New York University
Crispin Andrews Jr	Regulatory Engineer	PURC
Davrell Bhola	Regulatory Engineer	PURC
Jennar Jacob	CEO	PURC
Najay Parke	Regulatory Economist	PURC
Kala Bikramsingh	General Manager, Credit	Republic Bank
Naomi DeAllie	Managing Director	Republic Bank
Peaches George	Senior Credit Analyst	Republic Bank
Byron Campbell	Head	Rural Development Unit
Jason C. Williams	Project Engineer (Civil)	Rural Development Unit

Note: Due to legal and ethical considerations, we are not permitted to identify or list any agencies who have applied for but not yet received accreditation. These agencies are therefore not listed.

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