

Submission by Nepal on behalf of the LDC Group on National Adaptation Plans

The LDC Group welcomes the invitation to submit information on experiences with the application of the Initial Guidelines for the Formulation of National Adaptation Plans, as well as any other information relevant to the formulation and implementation of the National Adaptation Plans (NAPs). In response to this invitation, the Least Developed Countries Group (LDC Group) is pleased to submit the following views for consideration by the SBI.

1. LDCs experience in adaptation planning and implementation

Consistent with the latest findings of the IPCC Working Group II of 5th Assessment Report on Impacts, Adaptation and Vulnerability, adaptation experience is accumulating in the LDCs as a result of past and ongoing initiatives. Examples of such initiatives include:

- *National Adaptation Programmes of Action (NAPAs)* which provided a process for the LDCs to identify priority activities that respond to their urgent and immediate adaptation needs for which further delay could increase vulnerability or lead to increased costs at a later stage. NAPAs provided valuable experience to the climate change process in LDCs. In many LDCs, NAPAs provided the first opportunity to undertake various climate change related studies and to align adaptation projects with national development priorities. NAPAs have improved the level of awareness, increased capacity at the national and community levels and enabled mobilization of national and international financial resources for adaptation. Indeed, NAPAs remain the cornerstone of emerging adaptation work in the LDCs including the NAP process.
- *Multilateral programmes such as the Pilot Programme for Climate Resilience*, through which some LDCs are being supported to integrate climate risk and resilience into core development planning and implementation.
- *Regional bilateral programmes such as the Africa Adaptation Programme* which was designed to assist 20 countries across Africa to incorporate climate change risks and opportunities into their national development processes in order to protect development gains from climate change.
- *Pacific Adaptation to Climate Change (PACC) Programme* which was the first major climate change adaptation initiative in the Pacific region. LDCs in this region benefitted from support on laying the groundwork for more resilient communities that are better able to cope with climate variability and climate change. The Programme helped in demonstrating best-practice adaptation in three key climate-sensitive areas: coastal zone management, food security and food production, and water resources management.
- *Mekong River Commission Climate Change and Adaptation Initiative (MRCCCAI)* assists MRC member countries to demonstrate how climate change adaptation is effectively harmonized with strategies and plans at various levels and applied at priority locations throughout the basin.

Most importantly, despite virtually no resource at their disposal, many LDCs undertook various measures, varying in scale from local level initiatives, to national level programmes in adapting to climate change. Such measures include the promotion of local coping measures to climate change, awareness raising, generating political buy-in, and promotion of approaches that focus on the most vulnerable communities and societies.

Through the above initiatives and efforts, LDCs have been able to put in place various arrangements in varying degrees, to plan and implement adaptation measures. Some examples are:

- National institutional arrangements such as climate change secretariats, committees, technical working group, task forces to lead and guide the adaptation efforts at national level. As such, all support provided to LDCs should recognize and build on these existing institutions.
- Regulatory/legislative instruments such as policies and strategies to address climate change issues in their countries.
- Rich experiences on addressing adaptation from NAPA implementation and other national initiatives. The NAP process can build on these experiences.
- Integration of climate change into national development strategies and plans.
- Capacity building and training in the areas that are relevant to the NAP process, e.g. climate scenario development and modeling, economic appraisal, monitoring and evaluation, etc.

These experiences put LDCs in the right place to coordinate and lead their efforts at the national level in adapting to climate change. A coordinated approach in supporting LDCs would, therefore, not only reflect national priorities and needs but also complement previous, ongoing and planned efforts.

2. LDCs experiences in the application of the guidelines for NAPs

The LDCs note that the “Initial Guidelines for the Formulation of NAPs” from the COP (Annex to decision 5/CP.17) are meant to guide the formulation of NAPs as part of a process to “formulate and implement NAPs” established under the Cancun Adaptation Framework.

The LDCs understand that the “Initial Guidelines for the Formulation of NAPs” include the following major elements:

- The guidelines provide great flexibility to take account of different national circumstances and underscore the importance of a country-driven process.
- An important element for the long-term nature of the NAP process is starting with appropriate national mandates.
- It also allows stocktaking of what has already been done will inform further action
- The process identifies the needs and gaps for undertaking a long-term sustainable NAP process.
- It also allows the preparation of implementation strategies for adaptation. The LDCs note that the “Initial Guidelines” stop short of how NAPs are to be implemented and that the Initial Guidelines themselves are for “formulation of NAPs” and not for “formulation and implementation of NAPs”.
- The NAP process is iterative, continuous and that monitoring and evaluation will be important to provide the necessary feedback in this iterative and continuous process.

The LDCs also welcome the Technical Guidelines for the NAPs Process prepared by the LDC Expert Group (LEG) as part of the support modalities. The LDCs also recognize that the current guidelines and support so far provided under NAP process have built the initial capacity to initiate the formulation of NAPs. The LDCs are also aware of several supplements to the NAP

guidelines that could further enrich the support available to the LDCs. These could be very useful for LDCs, provided they supplement missing details, rather than duplicate the information that already exist in the Technical Guidelines.

The LEG training workshops held in 2012-2013, the 2013 NAP Expo, and the more recently held workshop to advance the formulation of NAPs through the NAP Global Support Programme (NAP GSP), have been very useful for LDCs to understand and apply the NAP guidelines. Such training and outreach should continue to ensure that all LDCs are supported adequately in this nascent stage of the NAP process.

Meanwhile, LDCs have started to understand the NAP guidelines based on support by the LEG, and lately the NAP GSP for the LDCs. Some LDCs have already taken concrete steps on their NAP processes at the national level. Countries like Sudan, Burkina Faso, Ethiopia and Tanzania have undertaken work at the national level that goes along with the formulation of NAPs.

Furthermore, while many LDCs continue to gain a better understanding of the Initial Guidelines for the Formulation of NAPs through various support, it has also been useful to learn that many other non-LDC parties, including Annex I Parties, have already prepared national plans and action plans for adaptation through processes that adhere to the principles of the NAP process. These serve as useful examples for LDCs to learn from.

3. Further expanding and enhancing the NAP guidelines

Based on the experiences so far and review of applicability of the guidelines, LDCs continue to share the general feeling that the Initial Guidelines for Formulation of NAPs does not need to be revised, but rather be further expanded or enriched to include elements other than the formulation of NAPs. One key lessons learned by the LDCs in NAPAs was that the absence of early guidelines for the implementation of NAPAs prevented the development of comprehensive implementation strategies during the NAPA preparation phase. While the NAPs will be implemented through the Green Climate Fund (GCF) and other means, LDCs would like to see a discussion at SB40 on how this will be explored, with a view to have a decision on implementation of NAPs at COP20.

Furthermore, some of the elements and areas needing expansion and improvement through such discussions are outlined below:

- While the NAP process has two objectives of reducing vulnerability to climate change, and integrating adaptation into development planning, the Initial Guidelines focus primarily on the integration of adaptation into planning. There are many activities in the guidelines to support integration of adaptation into development planning that is already taking place in many LDCs but the challenge is translating these into actions that reduce vulnerability.
- In view of the NAP being a continuous, progressive and iterative process, LDCs see the “National Adaptation Plan” as an integral part of the NAP process that will in essence be a living document to convey the progress of formulation, implementation, and the monitoring and review of adaptation planning and implementation.
- Given the wide range of activities and many possible permutations of how a NAP process could be carried out, there is the need for elaboration on how activities can be clustered according to their individual needs and circumstances. This would include possible steps or

activities a country may take depending on risks, vulnerabilities, progress in adaptation planning and implementation, etc. It would also include possible key outputs or outcomes that are necessary for an effective process at the national level. The LEG could further explore how the above mentioned issues can be addressed.

- Another area requiring further elaboration to support LDCs in better understanding and applying the guidelines is the clarification of baseline activities and costs from additional climate burden and costs. Such information would be useful for integration of climate change adaptation into national adaptation planning.

4. Challenges, gaps, needs and possible solutions

In addition to the Initial Guidelines for Formulation of NAPs and the LEG Technical Guidelines, there are also supplements to the LEG Technical Guidelines being prepared by different organizations and agencies. There are also additional guidelines and processes that are being prepared that could be interpreted as parallel processes on how to formulate NAPs. While supplements can be useful, guidelines or processes that duplicate can lead to confusion for LDCs who are just initiating the NAPs. With the potential for numerous supplements and parallel guidelines from bilateral and multilateral organizations and agencies, there is a need to ensure coherence of multiple guidelines and supplements for NAPs. While the UNFCCC serves as the driver for adaptation through the NAP process there is a need to minimize potential confusion for LDCs. The COP through the SBI and the LEG should work to further support LDCs in this regard.

The principle of a country-driven approach is essential to ensure ownership and success of long-term adaptation planning and implementation. LDCs already have institutional setups and processes that should be supported for enabling the NAP process. In applying the NAP guidelines and in line with the principles of the NAP process, provision of support from bilateral and multilateral sources should, therefore, support these existing institutions and processes.

There is inadequate financing to support the LDCs in the NAP process. The LDC Fund (LDCF) is presently able to finance the implementation of NAPAs and the formulation of NAPs only for those LDCs that have not yet exceeded their respective allocation. There needs to be adequate financial resources for the LDCs for the NAP process, and adequate arrangements should be made under the LDCF for the formulation of NAPs. To assist LDCs and expedite the NAP process with the formulation of NAPs, workshops and events of the LEG should continue. Adequate financing is required for GSP to support activities in all LDCs relating to laying the groundwork and addressing gaps.

There should be a clearer linkage and interface for adaptation planning and implementation in the long run through the GCF which should prioritize LDCs in their readiness activities, and design such activities in accordance with the NAP guidelines with the engagement of the LEG.

To maintain the momentum and to build on the experiences of the LDCs in understanding and applying the Initial Guidelines, there should be a series of activities to better inform and enrich the process. A synthesis of the submissions for SBI41 needs to be called and a workshop be organized before COP 21. These activities would be useful for: sharing experiences; finding ways to address gaps and needs in the process; and identifying ways to implement NAPs within the “process to formulate and implement NAPs”.