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IMPLEMENTATION OF ARTICLE 4, PARAGRAPHS 8 AND 9, OF THE CONVENTION

MATTERS RELATING TO THE LEAST DEVELOPED COUNTRIES

Views on strategies for implementing national adaptation programmes of action and ways and means to address the various elements of the least developed countries work programme

Submissions from Parties

1. The Conference of the Parties (COP), by its decision 8/CP.8, decided to adopt additional guidance to an entity entrusted with the operation of the financial mechanism of the Convention, for the operation of the Least Developed Countries Fund established under decisions 5/CP.7 and 7/CP.7 (FCCC/CP/2002/7/Add.1). By the same decision, the COP invited Parties, the Least Developed Countries Expert Group and the Global Environment Facility and its implementing and executing agencies, to submit, by 15 April 2003, views on strategies for implementing national adaptation programmes of action and ways and means to address the various elements of the least developed countries work programme, in order to meet the urgent and immediate adaptation needs of least developed countries, for consideration by Parties at the eighteenth session of the Subsidiary Body for Implementation.
2. The secretariat has received four such submissions. In accordance with the procedure for miscellaneous documents, these submissions are attached and reproduced* in the language in which they were received and without formal editing.

* These submissions have been electronically imported in order to make them available on electronic systems, including the World Wide Web. The secretariat has made every effort to ensure the correct reproduction of the texts as submitted.

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PAPER NO. 1: BANGLADESH

Views of the Government of Bangladesh on Strategies for Implementing NAPAs and Ways and Means to address the Various Elements of the LDC Work Programme, in order to meet the Urgent and Immediate Needs of the LDCs for Consideration by Parties at the 18th Session of the SBI (in response to Para 6 of the Decision 8/CP.8):

Bangladesh as one of the most vulnerable countries to climate change impacts always emphasized on the need for adopting policies and measures for adaptation. We view adaptation as an option not by choice, but by compulsion, as insurance to our efforts in achieving sustainable development. Therefore, in no way it should be considered as a substitute for mitigation of GHG emissions. Even with the envisaged mitigation efforts under the Kyoto Protocol, adaptation would be necessary because of the impending effects of the already accumulated GHGs in the atmosphere. In response, preparation of NAPAs by the LDCs on full cost funding from the LDC Fund is only a means to the ultimate objective of implementing the urgent and immediate adaptation activities identified in the NAPA. However, the key to implementing NAPAs and other elements of the LDC Work Programme remains the level of funding by the donor agencies. Article 4.4 of the Climate Convention stipulates that the Annex II Parties will assist the particularly vulnerable developing country Parties in meeting their adaptation costs.

In view of the above, the Government of Bangladesh puts forward the strategies and ideas below for consideration by the Parties to the UNFCCC:

Implementation of NAPA Projects

- As the number of prioritized projects is likely to be quite substantial in each of the LDC NAPAs, their implementation may be initiated through a phased approach. Initially, the projects, which contribute to poverty reduction, sustainable development, gender equality and capacity building, may get preferential treatment. Projects in those countries, which are most vulnerable, particularly in socio-economic terms, should get priority in the implementation process. The criteria for prioritizing the implementation of NAPA projects by the funding agencies should be country-driven and based on intensive consultation with the LDCs.

Capacity Building

- A Plan should be developed by the Convention Secretariat on Training in Negotiation Skills and Language for the LDC Negotiators for consideration by COP9. The focus should be on improving the multi-facet capacities needed for the negotiation process.
- LDCs need to enhance national capacities in assessing vulnerability & adaptation at all levels - individual, sectoral and systemic. This should be based on country-driven need assessment. This will invariably require HRD, enhanced R&D on V&A and adaptation technology and bridging research and policy. For capacity building and sustaining it, "Climate Cells", to be supported by the Special Fund, may be established within the environmental ministries/departments in the LDCs. This Cell may work closely with the LEG, EGTT, NAPA Team and other related groups and organizations.

Financing of NAPA Projects

- The commitment of COP8 particularly to adaptation implies that there should be adequate funding for the same. As is known, four multilateral funds - the GEF Trust Fund, Special Climate Change Fund (not yet operational), LDC Fund and Adaptation Fund (with 2% levies of CER of CDM projects) - are available for financing the adaptation activities. However, the financial commitments by the Annex-1 Parties for the purpose till to date are far from being adequate by any measure. So we want a clear commitment on how much resources would be allocated for adaptation activities from the Trust Fund and the Special Fund. Also new commitments are needed for enhancing the resources of the LDC Fund, which at current level would barely suffice for preparation of NAPAs by the LDC Parties.

GEF Funding Criteria

- We are of the view that environmental additionality and incremental cost criteria of GEF funding guideline should not be applicable in adaptation projects, as they will contribute mostly to local or national benefits. Therefore, these criteria cannot and should not be applied to adaptation projects. Also the fund mobilization and implementation processes should be made easier and simplified. These issues should be considered by SBI-18 and COP9.

Mandate of the LDC Expert Group

- In view of the NAPA preparation and its implementation processes going beyond 2003, we strongly recommend that the mandate of the LDC Expert Group (LEG) as an advisory body to the LDC Parties be extended beyond COP9.
- We recommend that the donor agencies cooperate with and consult the LEG during the NAPA preparation and implementation processes, so that the collective expertise of the Group can be put to effective use for the benefit of all parties.

PAPER NO. 2: BURKINA FASO

**CONTRIBUTION DU BURKINA FASO AU PORTEFEUILLES D'ACTIVITES
COUVERTES PAR LE FONDS PMA**

En 2000, à Lyon (France), lorsque les pays les moins avancés ont exprimé leurs sentiments sur le processus inéquitable des négociations et mis sur la table des débats leurs préoccupations légitimes de vulnérabilité aux effets néfastes des changements climatiques, il y avait une réelle urgence. La patience dans les prises de décisions jusqu'à Marrackech avait été concluante. Elle s'est soldée par l'acceptation de la préparation d'un programme d'actions spécifique et la mise en place d'un fonds particulier dit PMA.

Le groupe PMA a partagé avec la communauté internationale un nombre de questions, de carences et d'insuffisances qui handicapent des changements qualitatifs au sein de ses Etats membres pour permettre une contribution substantielle à la protection de l'atmosphère. Des concertations pré-sessions de Conférence des Parties ou des Organes Subsidiaires, au profit du groupe ont permis d'évaluer les besoins prioritaires ; il s'agit des points suivants :

- L'appui à la mise en place d'un bureau national chargé de la gestion des activités liées aux changements climatiques,
- Le renforcement des capacités logistiques en matériel informatique,
- Le développement des aptitudes à la négociation par des techniques et stratégies de communication,
- L'amélioration de la langue anglaise par les pays francophones en vue de levée la barrière linguistique et permettre ainsi, une défense conséquente des intérêts des PMA,
- Le renforcement des centres de météorologie, d'hydrologie, et la mise en place et/ou le renforcement des centres d'alerte précoce,
- La préparation des Programmes d'Actions Nationaux d'Adaptation (PANA),
- Le financement des PANA.

Si certains points ont connu un début de solutions (acquisition de matériels informatiques et audio-visuel, appui à la formulation des fiches de projets pour la préparation des PANA) d'autres semblent encore souffrir d'une considération, augmentant chaque jour le degré d'exposition et de vulnérabilité de nos Etats et de leurs institutions en matière d'évolution du climat.

Le Burkina Faso estime que le fonds PMA ne devrait faire duplication ni avec le fonds d'adaptation sous le Protocole (lequel n'est pas encore fonctionnel) ni avec le fonds spécial changements climatiques dont le champ d'application est clairement défini. Cependant, au regard de l'urgence des besoins exprimés et des motifs réels qui ont animé la communauté internationale pour l'adoption des décisions relatives aux PMA une souplesse dans le mécanisme doit garantir les intérêts supérieurs de ces Etats. En conséquence, le fonds PMA devrait couvrir les besoins exprimés par les pays eux-mêmes comme prioritaires.

En fonction des réalités des pays et de la hiérarchisation des besoins, le Burkina Faso propose la répartition suivante :

- Le fonctionnement d'un bureau restreint composé du point focal changements climatiques, de deux assistants (juriste et économiste) et d'une secrétaire pendant deux à trois ans. Coût : 8 % du fonds.
- La tenue de deux séances annuelles d'atelier de formation pratique sur les techniques de négociations. Des bureaux privés de formation dans des pays en développement,

l'International Institute for Sustainable development, des négociateurs d'Asie ou d'Amérique Latine peuvent être mis à contribution. Coût : 8% du fonds.

- La mise en position de stage de représentants francophones dans un pays anglophone voisin de préférence (à moins qu'il n'y ait des conflits politiques ou armés). Il sera placé dans une structure qui abrite le point focal de la CCNUCC. Le stage pourrait durer trois mois et permettrait à la fois de continuer à travailler dans le domaine du climat et de perfectionner la compréhension de la langue anglaise. La proximité du pays choisi réduira les charges. Coût : 10% du fonds.
- L'équipement centres de météorologie, d'hydrologie en matériel de mesures, et la mise en place et/ou le renforcement des centres d'alerte précoce pour prévenir les catastrophes et autres effets climatiques non maîtrisable. Coût : 10% du fonds.
- La préparation des Programmes d'Actions Nationaux d'Adaptation (PANA). Coût : 24% du fonds.
- Le financement des PANA ; donc des activités prioritaires et urgentes en vue de réduire la vulnérabilité des PMA. C'est le volet le plus important de ce programme. Coût : 40% du fonds.

NB : Il reste entendu que les estimations faites peuvent être revues à la baisse de sorte à intégrer une à deux activités d'importance qui auraient été omises.

Mamadou HONADIA

PAPER NO. 3: CANADA

Canadian Submission to the UNFCCC Secretariat on the LDC Fund

April 15th, 2003

1. Background:

The LDC Fund was established at CoP7 to support the work programme for the least developed countries, including, *inter alia*, the preparation and implementation of National Adaptation Programmes of Action, as per Decision 5/CP.7 and 7/CP.7. In addition, specific decisions on LDC matters were taken at CoP7. Guidance was given on the LDC Fund to support the preparation of NAPAs (27/CP.7), Parties approved the creation of and the mandate for the LDC Experts Group (29/CP.7) and the guidelines for the preparation of NAPAs (28/CP.7).

At CoP8, further guidance to the GEF for the LDC Fund consisted of encouraging the rapid disbursement of funds for the preparation of NAPAs and for four regional workshops to advise LDCs on the process of preparing NAPAs. Parties views are now sought “*on strategies for implementing national adaptation programmes of action and ways and means to address the various elements of the least developed countries work programme, in order to meet the urgent and immediate adaptation needs of the least developed countries*”.

It is important to note that the LDC Fund was established to support the LDC work programme but is not the only source of support for LDC activities. Other sources of funding for the implementation of Articles 4.8 and 4.9 of the Convention, amongst others, which are listed in 7/CP.7 include increased Global Environment Facility Trust Fund replenishment; the Special Climate Change Fund; and bilateral and multilateral sources. Furthermore, Decision 28/CP.7 clearly provides that priority actions identified through the NAPA process will be funded through the LDC Fund and other sources of funding.

Canada is of the view that the LDC Experts Group (LEG) is fulfilling its mandate and that LDCs are being well supported in preparing their NAPAs in order to communicate their urgent and immediate adaptation needs. Canada would like to commend the LEG for their active and dedicated efforts in carrying out the activities outlined in its mandate and noted above. We note that the regional workshops have been underway since March of 2003 and are contributing to building the capacity of LDCs to identify and communicate their urgent and immediate adaptation needs. It remains important to ensure that activities supported through the LDC Fund maintain the coordinated and step-wise approach which has taken place so far.

2. Scope of Guidance:

Canada would like to note that the guidance at this time should focus on assisting LDCs meet their urgent and immediate adaptation needs which are to be communicated through NAPAs. The guidance on the LDC Fund should therefore not emphasize any particular work item or type of adaptation activity as this could pre-judge the results of NAPAs. In addition, capacity needs are country specific and pre-establishing priorities for funding in the area of adaptation could limit the ability of some countries to access the LDC Fund. That being said, the LDC Fund should not go beyond the scope set by the Marrakech Accords.

3. General Principles for meeting urgent and immediate adaptation needs through the LDC Fund

Setting Priorities Strategically

While LDCs' specific priorities will be identified in their individual NAPAs, a strategy or approach to the overall LDC work programme is required. Canada supports a prioritization process for further work to determine how the LDC work programme can best be supported through the LDC Fund and by other means. The LDC Fund could support the implementation of NAPAs but the modalities of such an endeavor will require more thought and discussion. As NAPA preparations are underway, it is an opportune time to identify what activities need to be undertaken to develop a strategy for their implementation. A discussion paper proposing implementation options would be useful in this respect.

Lessons Learned

It is crucial to develop a strategy for implementation so that the NAPA process established for LDCs build on the experiences of similar processes under other Multilateral Agreements such as the UN Convention to Combat Desertification and the UN Convention on Biological Diversity. Opportunities to learn from these other opportunities could prove useful to ensuring a successful NAPA process.

Staged Approach to Adaptation

In designing a strategy for the implementation of NAPAs, the operational principles of the Global Environment Facility (GEF) also need to be considered and overall support for adaptation activities through the GEF need to be discussed. In the UNFCCC process, a staged approach has been used to fund adaptation activities that ensure that general vulnerabilities as well as those directly relevant to climate change are well understood and maladaptive interventions are avoided. Funding the implementation of NAPAs should be consistent with the approach used thus far taking into account funding priorities identified under the Special Climate Change Fund.

Coordination and Consultation

In meeting the needs of countries, including the LDCs, it is important to take stock of activities already underway under different Conventions, elements of the FCCC Convention and other initiatives, such as through official development assistance programs, so that the work done and the activities supported are not duplicative but make the best use of resources available. Coordination is becoming increasingly important in light of the number of international processes that are underway in what are sometimes duplicative systems. This is especially true of capacity building for adaptation activities, as these tend to be cross-sectoral and multidisciplinary efforts closely related to sustainable development efforts. Considering vulnerabilities and adaptation options in the context of national development plans and priorities will also be essential to effectively increase the ability of Parties to respond to the impacts of climate change.

PAPER NO. 4: TANZANIA ON BEHALF OF LEAST DEVELOPED COUNTRIES

TANZANIA SUBMISSION ON BEHALF OF LDCS ON DEC. 8/CP.8

The LDC group believes that effective guidance on the LDC Fund should be provided at COP 9, with a view to providing additional guidance at COP 11.

Decision 5/CP.7 states that the LDC Fund will support the work programme for LDCs. This work programme includes:

- Preparation and implementation of NAPAs
- Promotion of public awareness programmes to ensure the dissemination of information of climate change issues;
- Development and transfer of technology, particularly adaptation technology (in accordance with decision 4/CP.7);
- Strengthening of capacity of meteorological and hydrological services to collect, analyse, interpret and disseminate weather and climate information to support implementation of national adaptation programmes of action

..etc.

Since guidance has already been provided at COP 7 on the preparation of NAPAs, this submission will focus on two issues: implementation of NAPAs, and other priority elements of the LDC work programme.

- Implementation of NAPAs:

NAPAs will contain prioritized urgent adaptation activities identified through a country-driven bottom-up process. These activities may range from small scale activities to fairly large adaptation projects. Some activities may be more effective than others and some may be more urgent than others, depending on the extent to which they satisfy the national criteria developed through the NAPA process.

The LDC group expects that the first few NAPAs would be finalized during the first half of 2004. In this light, the COP should invite Annex II Parties to provide contributions to the LDC Fund for funding the highest priority adaptation activities as identified in the completed NAPAs. Further, SBI 18 should embark on a collaborative process including the GEF, IAs, UNFCCC Secretariat, and LDC Expert Group, to examine the most effective ways to identify eligibility requirements and priorities in funding activities identified through NAPAs, which could serve as input into discussions on further guidance on the LDC Fund at COP 9.

This same collaborative effort could also examine the modalities for funding adaptation activities in NAPAs through the LDC Fund. So far, incremental cost has been applied to mitigation activities given their global environmental benefits. This cannot be applied to adaptation, given the primarily local nature of its benefits. The GEF has provided full cost funding for stage I and stage II adaptation. Most adaptation activities under NAPAs will have to be funded on a full cost basis. For a few others, an equitable and effective alternative to the incremental-cost process needs to be agreed in order to ensure the funding of adaptation activities in a way consistent with the priorities identified through the national processes, and not based on global mitigation potential. Such examination would also conclude whether the GEF is able to create a funding window for adaptation that is not based on incremental cost, and if it is not able to do so, what alternative institutional arrangements are available to provide such funding.

- LDC Work programme

Given that COP 8 has already provided guidance relating to supporting negotiating and language skills training on a bilateral level, the LDC Group views the following activities as having the highest priority in the period 2004/2005, and invites Parties to contribute towards their funding:

- Strengthening hydrological and meteorological services to collect, analyze, interpret and disseminate weather and climate information to support implementation of national adaptation programmes of action;
 - Enhancing public awareness (level of understanding and human capacity development);
 - *Strengthening the existing and, where needed, establishing national climate change secretariats of focal parts to enable the effective implementation of the Convention and effective participation in the Kyoto Protocol process, including preparation of national communication;*
 - *Supporting the development of integrated implementation programmes which takes into account the role of research and training in capacity building;*
 - *Developing and enhancing technical capacities and skills to carry out and effective integrate vulnerability and adaption assessments into sustainable development programmes and develop national adaptation programmes of action;*
 - *Strengthening existing and, where needed, establishing national research and training institution in order to ensure the sustainability of the capacity building programmes;*
- (Dec.2/CP.7)
