

## **Submission by the Gambia on behalf of the least developed countries (LDCs)**

*Information on experience with the implementation of the least developed countries work programme, including the updating and implementation of national adaptation programmes of action (NAPAs), and in accessing funds from the Least Developed Countries Fund (LDCF).*

---

### **Introduction**

The LDCs would like to underscore that the implementation of all the elements of the LDC work programme, in particular the national adaptation programmes of action (NAPAs) among them, is of paramount importance for the group. The LDCs acknowledge that good progress has occurred on the preparation of NAPAs, and that works has also started on the implementation phase. However, a lot remains to be done to accelerate the full implementation of the **NAPAs** and all the **other elements of the LDC work programme other than NAPAs**. The group strongly believes that appropriate decisions in Doha are needed to advance these issues to ensure expedited actions by the GEF and its agencies in providing support to both the implementation of NAPAs and the other elements of the LDC work programme.

The LDC work programme, established under decision 5/CP.7, contains the following elements:

- (a) Strengthening existing and, where needed, establishing, national climate change secretariats and/or focal points to enable the effective implementation of the Convention and the Kyoto Protocol in LDCs;
- (b) Providing training, on an ongoing basis, in negotiation skills and language, where needed, to develop the capacity of negotiators from the least developed countries to participate effectively in the climate change process;
- (c) Supporting the preparation of NAPAs;<sup>1</sup>**
- (d) Promotion of public awareness programmes to ensure the dissemination of information on climate change issues;
- (e) Development and transfer of technology, particularly adaptation technology (in accordance with decision 4/CP.7);
- (f) Strengthening the capacity of meteorological and hydrological services to collect, analyse, interpret and disseminate weather and climate information to support implementation of NAPAs.

---

<sup>1</sup> Only this element of the work program has been implemented so far.

The LDCs welcome recent decisions by the COP to advance work on the implementation of the LDC work programme and the NAPAs, including the Durban decisions that allow the LEG, in consultation with the GEF, to specify the elements of the LDC work programme and identify how the GEF could provide further support. The group therefore calls for urgent action to be taken in implementing the recommendations contained in the LEG report from its 21<sup>st</sup> Meeting. The LDCs look forward to decisions being taken in Doha which will provide opportunities to better identify ways in which this issue could be addressed, with a view to consolidating information that would inform the COP on the guidance to be provided to the GEF.

The LDCs continue to recognize the important contributions by Annex II Parties of resources into the LDCF, and express their appreciation on this. Additional resources are still required to meet the full implementation of the NAPAs, as well as for addressing the remaining elements of the LDC work programme.

### **LDCs experience and proposals for the implementation of the LDCs work programme**

It is now over a decade since the LDC work programme was established in 2001. So far, the support has allowed 47 LDCs to prepare their NAPAs, an impressive result despite the delays. However, NAPA projects also need to be fully implemented and the elements of the LDC work programme other than NAPAs need to be addressed. The future challenge and achievement is thus: funding the implementation of NAPAs and of the full work programme. If not fulfilled, this situation will continue to prevent many LDCs to effectively address the adverse effects of climate change on their most vulnerable populations and communities. Indeed, if the LDCs basic prerequisites, which were agreed to be funded more than 10 years ago, have not been funded, it is extremely difficult, even impossible for LDCs to tackle the more complex challenges ahead that LDCs will face with climate change.

Sometimes, it has been argued that some elements of the LDC work programme are being addressed by processes such as the NAPAs themselves, and other climate change processes such as the preparation of national communications. From the LDCs perspective, neither the implementation of NAPAs nor the national communication processes have adequately led to the implementation of the entire LDC work programme. The scope of the NAPAs, designed to address urgent and immediate needs mostly at the local level, does not address the needs identified in the other elements of the work programme, which mainly strive to build national endogenous capacity to address the adverse effects of climate

change. In fact, if things were to be done well, all the other elements of the LDC work programme should have been addressed in order to provide an effective platform for the implementation of NAPAs.

The national communications main objective is only to report information to the Convention, thus they only address the need for information at the international level, but does not sufficiently support national actions and coordination.

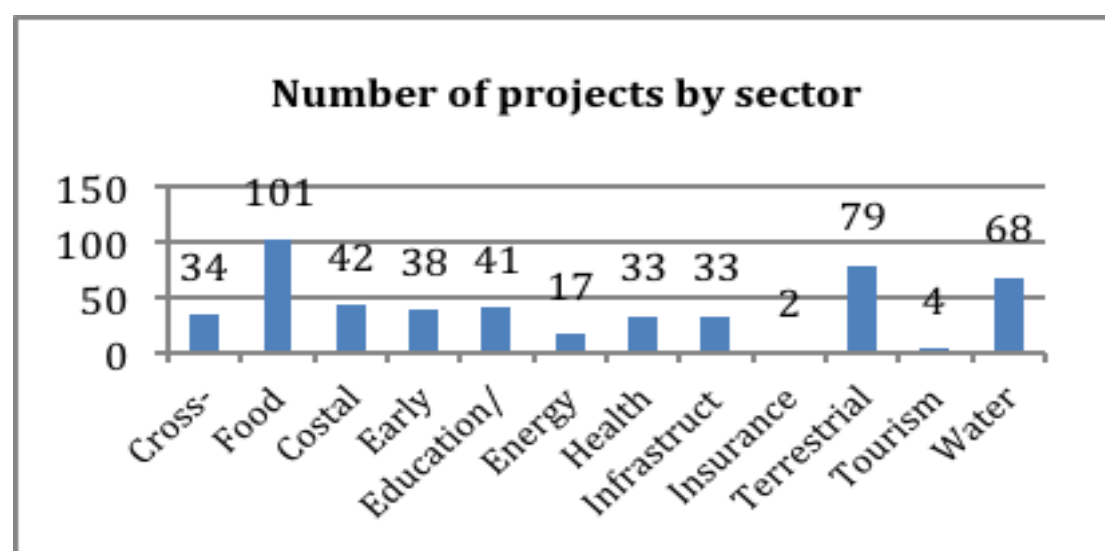


Figure 1: Numbers of NAPAs projects by sectors.

Furthermore, by looking at the NAPAs projects by sectors, as seen in Figure 1, there are few eventualities for overlapping with the activities proposed in the other elements of the LDC work programme other than NAPAs.

There are only a few experiences where Parties were able to implement bilateral programmes that helped to address some of the elements of the work programme other than NAPAs, such as the establishment of climate change focal points or secretariats. However, while the situation is not universal for all LDCs and the established secretariats do not have the same level of full operationalization, the need for a collective support for the group is thus still persistent.

The LDCs would like to thank the LEG for its work at its 21<sup>st</sup> meeting, in particular on the provision of further specification on each of the elements of the LDCs work programme other than the NAPAs, prepared in consultation with the GEF. The group acknowledges the results of these deliberations, in particular the proposals that have been made on how the GEF could support these activities.

The LDCs believe that some of the proposals made in the LEG report are useful in

order to implement the work programme, these include:

- establishment of enabling activities as part of a global programme for all LDCs with support provided to each country based on their prioritization of the elements of the LDC work programme;
- establishment of medium- or full-sized projects based on the LDCF resources available to each LDC using existing modalities for implementing NAPA priorities;
- facilitation of direct access by GEF to the LDCs for the implementation of the other elements of the LDCs work programme other than the NAPAs.
- ensuring GEF contributes to the ongoing efforts of activities that are related to certain elements of the LDCs work programme that might be partially supported, including through bilateral support, as a means of catalysing continuous and predictable support from the international community.

The group also welcomes recent decisions, which invite Parties included in Annex II to the Convention and other Parties in a position to do so to contribute to the Least Developed Countries Fund for the implementation of the LDCs work programme. **The group would like to reiterate that the LDCF is the most appropriate fund to provide this support. However, it is essential to ensure that support for the LDC work programme is not being implemented by means of rerouting funds dedicated to the implementation of NAPAs. It is clear that the agenda item refers to the other elements of the LDC work programme other than NAPAs, and as such, funding for the implementation of this programme should be distinct to the funding dedicated to NAPAs implementation, which still remains insufficient.**

### **LDC experience and proposals on accessing resources from the LDCF for the implementation of NAPAs**

47 LDCs have successfully completed preparation of their NAPAs with resources from the LDCF. Access for this funding, was met with a number of procedural and systemic issues:

- Complex procedures for accessing resources that took a long time before LDCs could figure them out. The figure 2 below shows the date of completion of NAPAs by countries, clearly indicating that most NAPAs were completed in 2007, exactly 6 years after the LDCF had been operationalized to support their preparation.
- Difficulties in communication between the countries and the related agencies.

- Limited expertise and/or understanding of addressing urgent and immediate needs

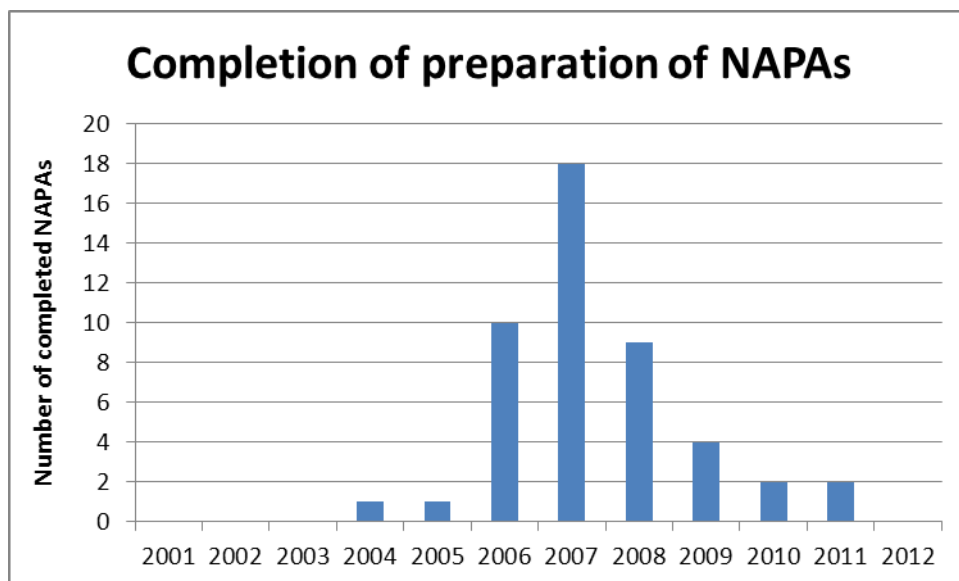


Figure 2: Completion of preparation of NAPAs

Very little experience exists to date for updating these NAPAs (Bangladesh for the full NAPA and Chad for the priority project).

The implementation however is still slow as indicated by the following data that summarizes the recent status of implementation (see Figure 3, 4 and 5 as well as table of data below).

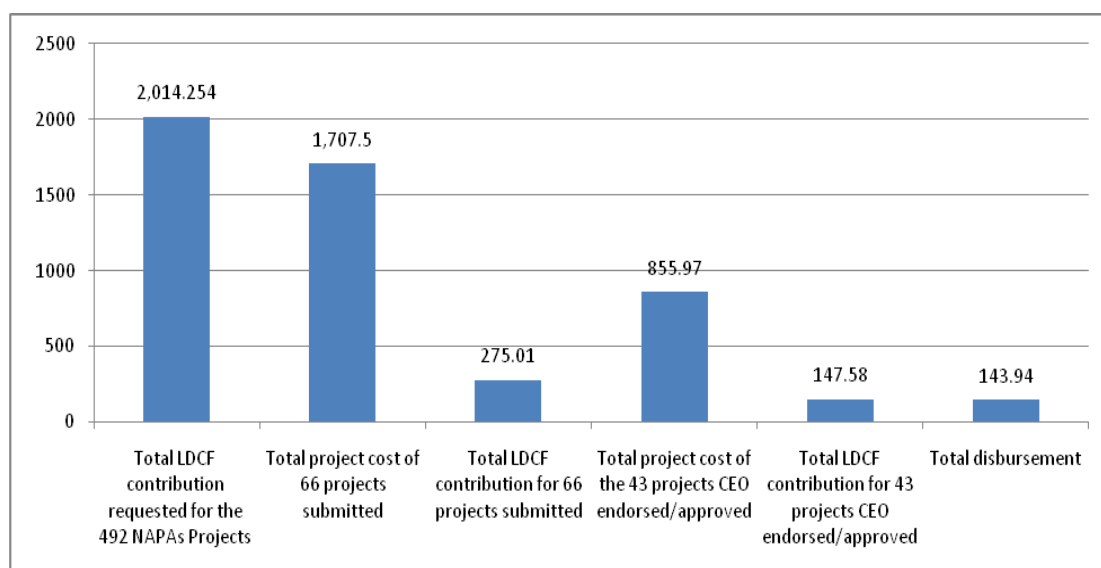


Figure 3: Status of NAPAs formulation and implementation (Amount in \$ US million)<sup>2</sup>

<sup>2</sup> Numbers (199 and 43) are from GEF report as of December 31, 2012

## Table of data

### Coverage

Number of LDCs	48
Number of NAPAs submitted	47 <sup>3</sup>

### Projects

Total number of projects included in submitted NAPAs	492
Number of Project Identification Forms (PIF) submitted <sup>4</sup>	66 <sup>5</sup>
Number of PIFs CEO endorsed/approved	43
Number of PIFs council approved	20

### Funding (all values in US \$ million)

#### Total project cost

Total project cost of the 66 projects <b>submitted</b>	1,707.5
Total project cost for the 43 projects CEO <b>endorsed</b>	855.97

#### Total LDCF contribution

Total LDCF contribution requested for the 492 NAPA projects	2,014.254
Total LDCF contribution <sup>6</sup> for the 66 projects <b>submitted</b>	275.01
Total LDCF contribution for the 43 projects <b>endorsed</b>	147.58
Total disbursement as of may 2012	143.94

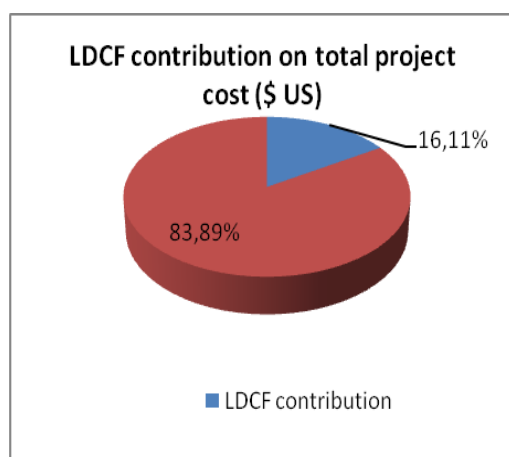


Figure 4: LDCF contribution on total project cost.

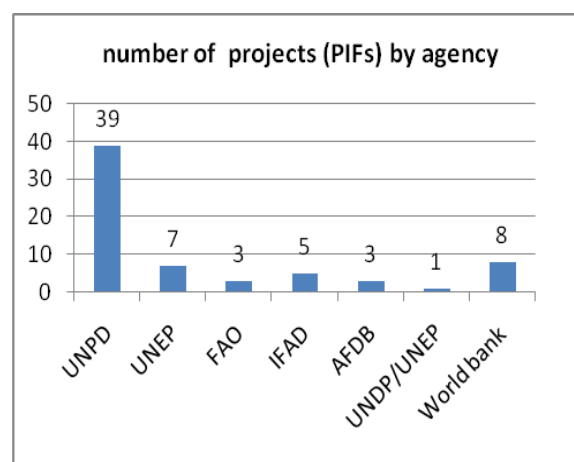


Figure 5: Repartition of projects by agencies (PIFs)

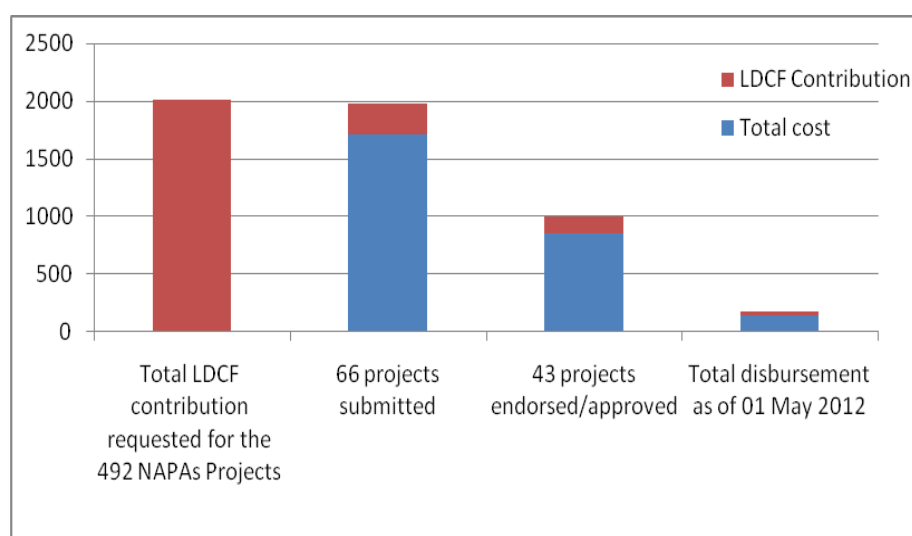
<sup>3</sup> Including Cape Verde and Maldives. These two countries left LDC group respectively in 2007 and 2011

<sup>4</sup> As submitted and published on the UNFCCC website by May 20, 2012

<sup>5</sup> Including one regional project and one global project

<sup>6</sup> Including fees and PPG

The current statutes of LDC experience in accessing the fund to the LDCF can be illustrated as below in figure 6 and show the low level of funds that actually reach implementation for activity on the ground.



**Figure 6: Status of NAPAs project implementation.**

With such a slow rhythm for funding NAPAs, mainly due to the process of implementation of the NAPAs project and to a certain extent, to the low institutional capacity in LDCs, the NAPAs implementation is likely to require years. It is therefore essential to consider ways to accelerate the experimentation of the programmatic and phased approaches as well as review the steps required by the LDCF.

Thus, the implementation of NAPAs, as well as the experience gained by LDCs in accessing funds from the LDCF must be utilized to pave the way for a successful implementation of other decisions to support LDCs address climate change. These include the formulation and implementation of the National Adaptation Plans (NAPs) as well as the implementation of the other elements of the LDC work programme other than NAPAs. It is essential that funding be prioritized for the LDCs to ensure efficient and effective implementation of the whole work programme.

Major problems that have limited progress on implementing NAPAs, and that would still need to continue to be considered include:

- The co-financing requirement
- The lack of capacity for the assessment of the incremental cost (issue of additionally)
- The delays in accessing funding after projects have been approved

- The difficulties of cooperation and coordination associated with the implementing agencies.
- Issues related to communication

Effective implementation of the NAPAs would need a more pragmatic approach, that builds on the lessons learned, and that tries to avoid past mistakes. Some of the issues that could assist along this thinking are contained in the LEG publication on best practices and lessons learned in addressing adaptation.

The system for supporting the implementation of NAPAs needs to go beyond the thinking of individual projects and seek to address the NAPA in a programmatic manner. This would include systematic national institutional mechanisms that would ensure the best results. The LDCF needs therefore allow LDCs to follow a dynamic approach in implementing the NAPAs, which would enable establishment of strong national systems to support NAPA projects and programmes to ensure best results.