



*Empowered lives.  
Resilient nations.*

# Achievements in 2011:

## Strategic Initiative to Address Climate Change in Least Developed Countries

Boots on the Ground Report

United Nations Development Programme

ENVIRONMENT AND ENERGY



# THE LEAST DEVELOPED COUNTRY CONTEXT

## Background

### *Responding to the needs of UNDP's core constituents*

There is increasing concern that climate change, including variability, could undermine the achievement of a number of the Millennium Development Goals (MDGs), most notably in poverty reduction. This is particularly true for Least Developed Countries (LDCs), which are most likely to bear the brunt of climate change, yet the least equipped to adapt. LDCs face a broad range of climate change challenges – from flooding risks in glacial mountain countries and sea-level rise in island and low-lying coastal and to increased rainfall variability and hotter and drier climates in land-locked arid countries. Some LDCs could see increasing health threats from diseases such as dengue, typhoid, and diarrhoea as temperatures rise. LDC populations are also heavily reliant on climate-vulnerable sectors such as agriculture, fisheries, and forestry to drive their economies.

*In 2009, UNDP's Executive Board demonstrated its commitment to providing sustained institutional support and capacity development services to LDC governments in the area of climate change through the establishment of the Strategic Initiative to Address Climate Change in LDCs, aka "Boots on the Ground".*

Developing countries are increasingly turning their attention to the formulation of comprehensive approaches to address climate change that include both human development and economic dimensions, as well as the investment decisions that need to be made to implement these. The ability to understand and adapt to climate change impacts, and chart growth paths that are low emission and pro poor is essential. However institutional capacities within LDCs to address these myriad challenges are lacking. Indeed, in the context of the UNFCCC negotiations, LDC governments have frequently requested not only financial and technical assistance from the international community and UN institutions, but also policy and institutional support to address the challenges of climate

change. A stronger institutional setting at the national level would help LDCs to better respond to climate change by developing and implementing low emission, climate-resilient development strategies; particularly as the landscape in which decisions are made about climate change continues to change rapidly, as new funding sources are revealed, new technologies emerge, and new policies and approaches are developed.

### *UNDP's strategic initiative*

In 2009, UNDP's Executive Board demonstrated its commitment to providing sustained institutional support and capacity development services to LDC governments in the area of climate change through the establishment of the Strategic Initiative to Address Climate Change in LDCs, aka "Boots on the Ground" (USD 5.6 million in 2010-11). The objective of the project is to support 26 low-income countries, including 23 LDCs, in the climate change arena by strengthening UNDP's capacity to deliver high-quality and timely policy advice on climate change at the country level.

Through this initiative, UNDP has intensified its policy support to LDC governments through a network of 26 national climate change specialists and 4 regional advisors (see Annex 1). The national climate change specialists are based in each country's respective UNDP Country Office, and are integrated into the relevant environment, climate change, sustainability, disaster risk reduction or poverty team. Their roles are guided by the needs of their country, as determined by the senior management of their Country Office in discussion with their governments. This cohort of national advisors is supported by a team of Regional Policy Advisors, based in the relevant regional service centre. The regional service centres provide technical advice and support to the national advisors, with global coordination, backstopping, knowledge/project management, and training provided by BDP/EEG in New York, drawing on the expertise of other UNDP practice areas as relevant.

The programme works towards the following key outcomes:

- **Outcome 1:** Governments and civil society supported in their preparations for and substantive engagement with the UNFCCC negotiations across the key negotiation themes including climate finance
- **Outcome 2:** Improved capacity of governments & other stakeholders to integrate climate change concerns into

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development planning and policy processes at the national, sub-national and/or sectoral levels and implement these policies

- **Outcome 3:** Climate change mainstreaming in UN/DP portfolio & programming enhanced
- **Outcome 4:** UNDP's knowledge management and communication of impact results in the area of climate change policy enhanced
- **Outcome 5:** Country Office's climate change portfolio enhanced and specific policy-related needs satisfied.

These outcomes draw from the objectives of both UNDP's Strategic Plan and UNDP's Climate Change Strategy, both of which have been extended until 2013. The Boots on the Ground programme seeks to contribute to UNDP's institutional goals by promoting, as relevant, a multi-practice approach (drawing on corporate expertise on gender, democratic governance, capacity building, and poverty reduction); South-South cooperation (both intra and inter regionally); and climate-specific "task teams" that could, as requested, provide broader support and integrated policy advice to specific governments, regional bodies, and the UN.

Based on the initial success of the programme to mid-2011, in September 2011, UNDP's Executive Board committed to extending the programme for another 2 years through 2012-2013.

## Boots on the Ground: Delivering Results

A significant part of 2010 was invested in laying the groundwork for programme implementation at Country Office level, including defining the right profile for the National Policy Advisors and launching the recruitment process. Once the prerequisite activities of relationship building, identifying a joint approach, and recruitment were implemented, the programme developed significant momentum, accelerated financial delivery and began showing results at national level in 2011.

### *Achievements in 2011*

The preparatory work undertaken in 2010 paved the way for effective delivery of results in 2011. A wide range of activities were implemented across each outcome, determined by the specific context and needs of each country. Achievements include:

#### *i. Global and Regional:*

The work of the global and regional teams is to:

- A. Provide technical support, knowledge management, and policy coherence to the cohort of national advisors;
- B. Improve the flow of information and communication both within the organization and to an external audience so that they are aware of the resources available and the achievements realised as a result of UNDP's work on climate policy; and
- C. Manage the overall programme delivery: programme design, budget (and HR) management, and monitoring and evaluation functions.

To this end, in 2011 the global and regional teams were heavily involved with further developing and implementing the programme, building on the work of 2010. In particular, recruitment, training, technical backstopping, and the development and dissemination of knowledge products were areas of focus in 2011. Some key results include:

#### **A. Technical Support and Knowledge Management:**

- Extensive technical support has been delivered across a range of content areas. For example, both country offices and governments were supported in their preparations for COP17. In addition to dedicated Knowledge Topics and trainings (see below), policy briefs and analyses on topical issues such as the Green Climate Fund (GCF) and Direct Access to climate finance were circulated to the cohort.

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- Engagement and support has been delivered to key regional partners and stakeholders in each of the participating regions (Africa, the Arab States, Asia-Pacific, and Latin America and the Caribbean). For example, support has been provided to:
  - the **African Union Commission**. One Boots Regional Policy Advisor for Africa was the lead expert for the African Union training on multinational environmental agreements, including the UNFCCC and the Kyoto Protocol.
  - a joint **UNITAR/UNDP** training on climate change diplomacy, from Cancun to Durban, for ambassadors and high commissioners accredited to South Africa.
  - an **OECD/AfDB/UNDP** Dialogue on Climate Change Finance and Aid Effectiveness in Africa.
  - the **Central American Integration System's (SICA's) Central American Commission for Environment and Development (CCAD)** to prepare for COP17 and develop the Action Plan for the Central America Climate Change Strategy.
- Having dedicated climate change policy advisors in the regions has also improved UNDP's engagement with key regional organisations on climate change such as the **African Climate Policy Centre (ACPC)**; **CCAD** in Central America; and the **Secretariat of the Pacific Regional Environment Programme (SPREP)**. This collaboration will allow UNDP to better consolidate regional experiences to inform regional strategies.
- Regular virtual trainings facilitated through UNDP's online knowledge sharing platform, Teamworks, have been undertaken to continuously build the expertise of the National Policy Advisors on key and emerging issues and thereby the level of service they can offer to their respective country governments. In 2011, four Knowledge Topics were held, with active participation from the Boots on the Ground cohort. These covered: the UNFCCC negotiations, direct access to climate finance, disaster risk reduction and the links to climate change adaptation, and national climate funds. These have been embraced by a much wider audience, and indicate that the programme is building capacity across the organization – for example, the virtual training on direct access was cross posted to the UNDP Maldives Country Space.
- Several global and regional workshops held throughout 2011 to develop the capacities and knowledge of the National Policy Advisors, including an orientation in February, and a global workshop in October.

## **B. Communications:**

- A concise 2-page flyer is available on the [UNDP website](#) that provides an overview of the programme. Further efforts to showcase best practices and results on the ground will be carried out in 2012.

## **C. Programme Delivery:**

- 2011 involved a continual scaling up of the activities undertaken in 2010 including: recruitment of the final positions – in particular, the Regional Policy Advisors; establishing key results and targets for the year; and establishing M&E systems. At the end of 2011, 24 out of 26 National Policy Advisor positions, 3 out of 4 Regional Policy Advisor positions, and 2 HQ positions were filled. The programme outcomes were agreed with the relevant Regional Bureaux and the cohort itself at the February 2011 orientation, and were reported against throughout the year.

The national benefits of the Boots on the Ground programme, outlined below, are not restricted to the 26 participating countries. By placing the Regional Policy Advisors in the teams of experts based in UNDP's Regional Service Centres, the knowledge, experiences, lessons learned, and key products developed through Boots on the Ground are shared also with other countries and thus enhance UNDP's overall knowledge base and ability to support countries on climate change. In addition, UNDP is supporting this initiative through additional Regional Policy Advisors funded through Integrating Climate Change Risks into Development Planning and Programming (ICPP), with whom the national and regional Boots advisors work very closely. There are also specific examples of additional countries directly benefitting from Boots on the Ground, for

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example, the Boots advisor for **Samoa** is based in the Samoa multi-country office, and has also been providing support to **Cook Islands, Tokelau, and Niue**.

ii. *National.*

**Outcome 1: Governments and civil society supported in their preparations for, and substantive engagement with, the UNFCCC negotiations across the key negotiation themes including climate finance**

- Capacity building activities to better prepare national delegates to participate in the international climate negotiations, especially CMP7/COP17, were undertaken in **Benin, Bangladesh, Burkina Faso, DRC, Djibouti, Guinea-Bissau, Kenya, Lao PDR, Lesotho, Liberia, Maldives, Mozambique, Nicaragua, Senegal, Solomon Islands, Tanzania, Yemen, and Zambia**. The Boots support included preparing country-specific briefs on key aspects of the negotiations, supporting countries to understand policy positions in advance of the negotiations, and hosting preparatory meetings or training sessions for delegates. Detailed updates on the Green Climate Fund Transitional Committee deliberations were also shared.
- **Lao PDR and Togo** were supported in their post-Durban analysis and understandings (in most countries this has been undertaken in 2012). In **Togo**, a national workshop on the findings and recommendations of the COP 17 was held with 80 participants from various sectors and civil society groups.
- Similar activities to the above were carried out to support NGOs, CSOs, media, and/or the private sector in **Benin, DRC, Guinea-Bissau, Lesotho, Liberia, Mozambique, and Tanzania**.
- Seven governments were kept abreast of key developments of the discussions of the Transitional Committee (TC) of the GCF, its design, and potential implications – in particular, this included countries whose governments were members of the TC: **Bangladesh, Burkina Faso, Nicaragua, and Zambia**.
- Technical support was provided to the National Communications process in 8 countries.
- Three countries were supported to develop other components or submissions under the UNFCCC process, such as on NAPs, and four countries are now better prepared to engage with UN-REDD.

## **South-South Exchange**

One unique opportunity the Boots initiative readily affords is for South-South cooperation and exchange between LDCs, which is a key focus for the programme's capacity building aspects. To this end, in July 2011, an eight-member delegation from **Mali** travelled to **Ethiopia** to learn from Ethiopia's experience in establishing their Climate Resilient Green Economy (CRGE) Strategy and funding facility.

**Outcome 2: Improved capacity of governments & other stakeholders to integrate climate change concerns into development planning and policy processes at the national, sub-national and/or sectoral levels and implement these policies**

- A range of countries were assisted to mainstream climate change into their national plans. For example, **DRC, Guinea Bissau, Liberia, and Senegal** were assisted to mainstream climate change into their revised Poverty Reduction Strategy Papers (PRSP), while **Bangladesh, Benin, Djibouti, Lesotho, Mali, Mozambique and Tanzania** were supported to do

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the same for their more general development plans (such as Bangladesh's sixth five-year plan, or Tanzania's MKUKUTA-II).

- In **DRC**, the National Policy Advisor provided support for the implementation of a Youth Forum on the PRSP to improve understanding of climate change issues related to the PRSP and to formulate recommendations in this regard.
- Mainstreaming climate change into sectoral plans and policies was also a significant area of work in many countries, including for example in **Liberia** (Environment and Agriculture, Forestry, and Water and Sanitation sectors), **Samoa** (Agriculture and Fisheries sector) and **Yemen** (Water, Fisheries, and Agriculture sectors).
- Several countries were supported in their efforts to establish a national climate change plan or policy, including **Cambodia** (where inputs were provided to Cambodia's Climate Change Strategic Plan), **Kenya, Mali, Nicaragua, Solomon Islands, Togo, and Zambia**
- Inter-ministerial delegations from **Bangladesh, Bhutan, Cambodia, Lao** and **Nepal** were supported with their preparations for participation in the Asia-Pacific Regional Dialogue on Climate Finance and Development Effectiveness
- Technical support and information dissemination to improve countries' ability to access climate finance was delivered in 7 countries. For example, in **Tanzania**, a brief entitled "Financing Climate Change Adaptation and Mitigation: Key Issues and Opportunities for Tanzania" was developed. An additional 6 countries were provided with specific support on national climate funds, and 3 countries in Asia were supported in their work on *Climate Public Expenditure and Institutional Reviews and Climate Fiscal Frameworks*.
- Several countries were provided with technical support and guidance in their efforts to establish a National Implementing Entity (NIE) to access the Adaptation Fund, including **Bangladesh, Burkina Faso, Djibouti, Lao PDR, and Mali**.
- Trainings were run in several countries to build understanding and appreciation of the overlaps and distinctions between the fields of Disaster Risk Reduction and Climate Change, including in **Bangladesh, Benin, Burkina Faso, Cambodia, and Togo**.
- Capacity building work was likewise undertaken to support countries to address climate change in a gender-sensitive manner in **Djibouti, Kenya, Nepal, and Tanzania**.
- In **Lao PDR** and **Liberia**, training was provided to build the capacity of national GHG inventory experts.
- National climate coordination bodies were supported in **Bhutan, Kenya, Lao PDR, Liberia, Mozambique, Tanzania, and Zambia**. The kind of support varies from country to country, but includes drafting Terms of Reference for the establishment of such a body, providing information and updates to the coordination bodies, and supporting the chairing of these meetings.

## **Outcome 3: Climate change mainstreaming in UN/DP portfolio & programming enhanced**

- Integrating climate change into key UN/DP programming tools such as UN *Development Assistance Frameworks* (UNDAFs), Country Programming Documents (CPDs), Country Programming Action Plans (CPAPs), and/or Annual Work Plans was a strong area of work in 2011. For example, work on UNDAFs was undertaken in **Bangladesh, Benin, DRC, Djibouti, Guinea Bissau, Lesotho, Mali, Mozambique, Nepal, Nicaragua, Samoa, Togo, and Zambia**, while CPAPs were reviewed in **Kenya, Senegal, and Yemen**.
- Work on integrating climate change into other portfolios was also undertaken in many Country Offices. For example, in **Guinea Bissau** and **Zambia**, trainings for staff from other work areas on climate change were carried out, while in **Bhutan, Cambodia** and **Kenya**, inputs to their respective HDRs were provided.

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## *Why Mainstream Climate Change into the UNDAF?*

The UNDAF is the strategic programme framework that describes the collective response of the UN system to a country's national development priorities. The scale and complexity of climate change requires collective and coordinated efforts between all actors, including national governments and UN agencies. Climate change will have significant impacts on countries' capacity for achieving economic growth, poverty alleviation and the Millennium Development Goals (MDGs). Development policies and planning will have to be adjusted as new threats emerge to water and food security, environmental sustainability, production and public health, among others. Long-term investment decisions should accommodate the risks and uncertainties due to climate change impacts over the next decades.

Without increased efforts to ensure income diversification, food security, healthy ecosystems, sustainably managed natural resources, and without reducing risk, improving preparedness and emergency responses, climate change as well as recurring and increasing extreme events will set back development gains. Climate change is thus a cross-cutting issue that has an impact on and links to humanitarian and development activities. At the same time, policies and measures undertaken to move a country along a low-emissions, sustainable development pathway are beneficial in social and economic, as well as environmental terms. Job creation, poverty reduction and economic growth can result from such measures. However, in order for that to happen, coherent policies are needed. As the framework document for the UN system, integrating climate change into the UNDAF is of fundamental importance for development effectiveness and long-term poverty reduction.

## ***Outcome 4: UNDP's knowledge management and communication of impact results in the area of climate change policy enhanced***

In addition to the active participation at the national level in the Knowledge Topics and the contributions and presentations made as part of the regional and global workshops, the National Policy Advisors have been active in the areas of knowledge management throughout the year, including through the UNDP Teamworks platform. While there have been some achievements in the areas of communications, this will be a focus for expansion in 2012. Examples of success in 2011 include:

- In a number of countries, case studies on specific areas of interest have been prepared, for example a **Kenyan** case study on energy efficiency.
- In **Nicaragua**, as part of an agreement between the Alliance of Universities, the private sector, and UNDP, an article entitled "Climate change in Nicaragua: threats and opportunities", was published in August by the Council of Private Sector of Nicaragua (COSEP; Volume 18, pp. 44-46; [www.cosep.org.ni](http://www.cosep.org.ni)).
- In **Ethiopia**, a publication on Climate Resilient Technologies and Practices appropriate for schools and a portfolio of suitable approaches in Ethiopia was developed.
- In **Benin**, the establishment of national day for climate change was supported: "Journée Nationale sur les Changements Climatiques".
- Articles in UNDP country office newsletters (e.g. **Burkina Faso**) and on the UNDP CO websites (e.g. **Mozambique**).

# LESSONS LEARNED

## ***Outcome 5: Country Office's CC portfolio enhanced and specific policy-related needs satisfied***

The additional policy coherence and project delivery support achieved through the National Policy Advisors within the UNDP COs have resulted in benefits appreciated by almost every participating country. Supporting existing project delivery occurred in 19 countries, while project development was assisted in nine. Some of the projects supported include:

- The Africa Adaptation Programme (AAP): **Ethiopia, Kenya, Mozambique, Senegal, and Tanzania.**
- GEF projects: **Bangladesh, Bhutan, DRC, Ethiopia, Lao PDR, Lesotho, Mali, Mozambique, Nepal, Samoa, Senegal, Solomon Islands, and Togo.**
- Adaptation Fund projects: **Mali, Nicaragua, and Solomon Islands.**
- The Low-Emission Capacity Building (LECB) Programme: **DRC, Kenya, and Zambia.**
- Pilot Program for Climate Resilience (PPCR): **Yemen.**
- Scaling-Up Renewable Energy Program in Low Income Countries (SREP): **Ethiopia, Kenya, Maldives, Mali, and Nepal.**
- Support to project development: **Djibouti, Mozambique, Nicaragua, Samoa, Senegal, Solomon Islands, Tanzania, Yemen, and Zambia.**

## Lessons Learned

While the Boots programme overall has been very successful to date, a few key lessons have emerged over the first two years:

- *Recruitment of qualified climate specialists in LDCs can be difficult.* While many countries in the initiative, particularly in Africa, were able to find qualified candidates, some countries, particularly the SIDS, advertised the position for several rounds with no success, and instead ultimately utilised International UNVs. The feasibility of recruiting national specialists in such a specific field needs to be assessed, and the importance of capacity building programmes to improve national knowledge on such topics cannot be underestimated for a country's longer term benefit.
- *South-south sharing provides an easy opportunity to expand on the successes of individual projects and individual countries, and UNDP is uniquely placed to support this.* Boots on the Ground is an unusual programme in that it allows not only for intra-regional sharing, but also extensive inter-regional sharing. Additional funds to support this work within this initiative would help to capitalize on this opportunity. More generally, UNDP should continue to approach projects in this more holistic way, building on previous successes and expanding these methods to other countries and regions, and supporting developing country governments to learn from each other's successes and advancements.
- *There is a vital need for continued support on climate change issues within LDCs.* The importance of effectively integrating climate change into development approaches is increasingly recognised, however, capacities at the individual, organisational and enabling environment level within LDCs and low-income countries remain low. Boots on the Ground is active in only half of the LDCs worldwide, and in order to meet the increasing needs of LDCs, there are many other important programmes that could be expanded or upscaled.



# ANNEX I

<b>Distribution of Positions</b>	
<i>Position</i>	<i>Location</i>
Global Coordinator	New York, USA
Knowledge Management Specialist	New York, USA
Regional Policy Advisor: Arab States	Cairo, Egypt
Regional Policy Advisor: Pacific	Suva, Fiji
Regional Policy Advisor: Africa	Johannesburg, South Africa
Regional Policy Advisor: Africa	New York, USA
National Policy Advisor	Dhaka, Bangladesh
National Policy Advisor	Cotonou, Benin
National Policy Advisor	Thimphu, Bhutan
National Policy Advisor	Ouagadougou, Burkina Faso
National Policy Advisor	Phnom Penh, Cambodia
National Policy Advisor	Kinshasa, Democratic Republic of Congo
National Policy Advisor	Djibouti, Djibouti
National Policy Advisor	Addis Ababa, Ethiopia
National Policy Advisor	Bissau, Guinea Bissau
National Policy Advisor	Nairobi, Kenya
National Policy Advisor	Vientiane, Lao PDR
National Policy Advisor	Maseru, Lesotho
National Policy Advisor	Monrovia, Liberia
National Policy Advisor	Bamako, Mali
National Policy Advisor	Male, Maldives
National Policy Advisor	Maputo, Mozambique
National Policy Advisor	Kathmandu, Nepal
National Policy Advisor	Managua, Nicaragua
National Policy Advisor	Apia, Samoa
National Policy Advisor	Dakar, Senegal
National Policy Advisor	Solomon Islands (based in Suva, Fiji)
National Policy Advisor	Dar-es-Salaam, Tanzania
National Policy Advisor	Dili, Timor Leste
National Policy Advisor	Lomé , Togo
National Policy Advisor	Sana'a, Yemen
National Policy Advisor	Lusaka, Zambia

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