



Initiating
**NATIONAL
ADAPTATION
PLAN (NAP)**
Process in Nepal

*Understanding Stakeholders Opinion and Perception on
Using the Experience of NAPA and LAPA*

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Initiating National Adaptation Plan (NAP) Process in Nepal: *Understanding Stakeholders Opinion and Perception on Using the Experience of NAPA and LAPA*

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INTRODUCTION

The global temperature is rising significantly resulting in the increasing number of climate catastrophes across the globe. The people of least developed countries are to be affected the most because of the climate induced impacts. For them, adapting to a changing climate is not a choice but compulsion. The impacts of climate change are increasingly felt in Nepal. Despite the negligible share in the global GHGs emission, the country is highly exposed to the climate change impacts.

As the severity of climate change impacts increase, there is a need of mainstreaming Climate Change Adaptation (CCA) into development planning process. The urgent and immediate adaptation needs have to be promptly addressed and extended to identifying and addressing mid and long-term adaptation needs.

To address the urgent and immediate adaptation needs, global community agreed on preparing National Adaptation Programme of Actions (NAPA) back in 2001 at Marrakesh, Morocco in Seventh Conference of Parties (COP 7) of the United Nations Framework Conference on Climate Change (UNFCCC). Later, the sixteenth conference of parties (COP 16) decided to start National Adaptations Planning process in LDCs (including developing countries) to identify medium and long-term adaptation needs, prioritize adaptation actions and integrate into development planning.

National Adaptation Plan (NAP) process aims to reduce vulnerability by increasing adaptive capacity and resilience and integrate climate change adaptation in existing or upcoming policies, programs and actions. This process is believed to help developing and least developed countries to evaluate climate change vulnerabilities, mainstream risk and address adaptation needs in mid and long term.

Nepal prepared National Adaptation Program of Action (NAPA) in 2010 to address the most urgent and immediate adaptation needs of the country. Similarly, in 2012 a national framework for Local Adaptation Plan of Action (LAPA) was prepared to help implement LAPA and to initiate climate change adaptation interventions at the community level. Such initiatives aimed at supporting the local communities for a short term in addressing the urgent and immediate needs. As Nepal is increasingly vulnerable to the impacts of climate change and various studies have revealed that impacts will become more severe in future, there is a need to initiate the mid and long term adaptation planning based on the experience of NAPA and LAPA implementation.

In order to assess the needs of NAP and process to follow, a study was carried with an aim of examining Nepal's readiness for NAPs process based on the experience of NAPA and LAPA through stakeholder interviews. This study was

presents the understanding of the stakeholders on formulating NAP in Nepal. Stakeholder stressed that NAP should facilitate the integration of climate change adaptation into the development planning process and should build synergy between different sector and subsector that have direct linkages to the changing climate. Moreover, NAP should be the further development of adaptation intervention in a coherent manner assessing the present needs and preparing for the future in line with the development planning. NAP should consider the experience of NAPA and LAPA development and the weakness and gaps from these has to be assessed while preparing the NAP for Nepal.

The stakeholders interviewed for the study comprised representatives from concerned ministries, development agencies, international and national nongovernmental organizations and major projects on climate change currently being implemented in Nepal. Due to time concerns, the researchers could not take opinions from community members engaged in climate change adaptation.

International decisions on NAP Formulation Process

The COP 16 in Cancun, Mexico decided to establish a process to enable LDC Parties to formulate and implement national adaptation plans, building upon their experience in preparing and implementing NAPAs, as a means of identifying medium- and long-term adaptation needs and developing and implementing strategies and programmes to address those needs (Decision 1/CP.16, paragraph 15).

The COP 17 in Durban, South Africa agreed the objectives of the NAP as follows (Decision 5/CP.17, paragraph 1):

- To reduce vulnerability to the impacts of climate change, by building adaptive capacity and resilience; and
- To facilitate the integration of climate change adaptation, in a coherent manner, into relevant new and existing policies, programmes and activities, in particular development planning processes and strategies, within all relevant sectors and at different levels, as appropriate.

The COP 17 also agreed planning for adaptation at the national level is a continuous, progressive and iterative process, and its implementation should be based on nationally identified priorities. The decisions focuses that enhanced action on adaptation should be a country-driven, gender-sensitive, participatory and fully transparent approach and it should be non-prescriptive (Decision 5/CP.17, paragraphs 2-4). The COP 17 adopted the initial guidelines to enable LDCs to formulate and implement NAPs. The LDC Expert Group was requested to, inter alia, assist the LDCs in NAP formulation process by providing technical guidance, supporting to the NAP process, and by preparing techni-

cal guidelines, based on the initial guidelines, including identification of support needs for NAP formulation and implementation. This decision also requested the developed country Parties to continue to provide LDCs with finance, technology and capacity building.

The COP 18 provided guidance to the GEF to provide fund-NAPS

ing from LDCF to enable activities for the preparation of the national adaptation plan process by the least developed country Parties (Decision 12/CP.18). There are additional decisions that mandate the LEG to support LDCs in the formulation and implementation of the NAPs.

TABLE 1: DIFFERENCES BETWEEN NAPAS AND NAPs

SN	Particulars	NAPAs	NAPs
1	Scope	Identification and prioritization of most urgent and immediate adaptation options	Identification and prioritization of medium and long-term adaptation options and their integration into development plans
2	COP decisions	COP 7 in 2001 at Marrakesh, Morocco Issuance of NAPA preparation guidelines	<ul style="list-style-type: none"> • COP 16 in 2010 at Cancun, Mexico for NAP formulation process • Issuance of initial guidelines for NAP formulation at COP 17 in 2011 at Durban, SA
3	For whom	LDCs	Developing countries, including LDCs
4	Who prepares	LDCs through country-driven process	Developing countries, including LDCs through country-driven process
5	Funding Support	LDC Fund	LDC Fund for LDCs, and Special Climate Change Fund for developing countries
6	Channeling of Funds	GEF Implementing Agencies	GEF Implementing Agencies
7	Technical Support	LDC Expert Group (LEG)	LEG for LDCs and developing countries to prepare themselves
8	Current State (as of February 2014)	<ul style="list-style-type: none"> • 49 LDCs (including Cape Verde and Maldives who graduated from LDCs) • NAPA at different stages of implementation in LDCs 	<ul style="list-style-type: none"> • NAP formulation process started in several LDCs by preparing roadmap and using LEG prepared Technical Guidelines • Few developing countries also engaged in NAP formulation process

Initiating NAP process in Nepal

The study analyses why Nepal should initiate the NAPs process at a time NAPA is in implementation phase and there is a framework for LAPA with almost the same objectives i.e. mainstreaming and integrating adaptation into development planning process. Based on the stakeholder's opinion, the study focuses primarily on ways of capitalizing the experiences from NAPA and LAPA implementation, coordination mechanism, priority sectors and resources to be considered and modality of formulation.

It is unavoidably true that the poor economic status and the difficult topography triggered with limited knowledge and skills are limiting factors for climate change adaptation in Nepal. However, the ultimate option for a country

like Nepal, at this stage, is to adapt to a changing climate with a broad and long-term vision along with the planning that is more directed towards combating climate change along with increasing the adaptive capacity. Over the years, the country has built knowledge and experience on adaptation intervention through implementation of NAPA and LAPA and that has to be taken into consideration while formulating NAP.

NAP is about identifying, prioritizing and integrating mid and long term adaptation needs into development planning. NAP should be beyond the political boundary and should address the priority areas not only specified to a VDC level rather to a river system and watershed approach. For Nepal, NAP offers the following opportunities (LEG, 2012a, 8):

- Advance from NAPA experiences into comprehensive, longer-term planning for adaptation while maintaining the implementation of NAPA guided activities.
- Integrate adaptation into existing planning systems and prioritize activities so as to prevent negative climate impacts on development.
- Create confidence in agencies to support a country-owned, country driven process that requires action beyond the implementation of projects.
- Consolidate overall adaptation activities and embark on a coherent and strategic adaptation approach.
- Identify the level of climate risk which can be addressed given economic, social and ecological constraints.
- Contribute to learning on managing multiple stress factors that combine in complex ways across scales.
- Ensure continuity and learning in planning and predictable support which takes in to account comprehensive, continuous and iterative nature of the NAP process.
- Encourage the provision of adequate and predictable support which takes into account the comprehensive, continuous and iterative nature of the NAP process;
- Promote streamlining of adaptation approaches under the Convention.

COP 17 noted that adaptation planning should be “continuous, progressive and iterative”. The “NAP process” is seen as a larger process for enabling planning and implementation of adaptation at the country level, within the broader development context. It will produce many outputs ranging from actions to assess and fill capacity gaps, to national adaptation plans or a series of plans that contain adaptation priorities and strategies for implementation. The outputs of the NAP process may, depending on a country’s priorities, include more urgent and short-term NAPAs or NAPA-like activities, longer-term national, sub-regional and local climate adaptation plans and activities, and other relevant plans and/or processes, such as sector-based and development plans. The NAP process builds on the NAPA process in several ways, maintaining a country-driven, participatory, and multidisciplinary and gender sensitive approach. The COP’s initial guidelines as well as the LEG Technical Guidelines place emphasis on building on work already undertaken, and strengthening the enabling environment for a sustainable process for adaptation.

NAP is a country driven process so there is no such rule-of-thumb for moving forward with it. However, with the mandate from COP17 (decision 5/CP.17, paragraph 15-16), the LDC Expert Group (LEG) has prepared technical guide-

lines for the NAP process which recommends four elementary activities as initial guidelines for NAP: (1) Laying the groundwork and addressing gaps, (2) Preparatory elements, (3) Implementation strategies, and (4) Reporting, monitoring and review (ibid., 23).

Is Nepal ready to initiate NAP?

Institutional arrangement:

Nepal’s readiness in terms of institutional arrangement to climate change is good enough. The government of Nepal established Climate Change Council under the chairmanship of Prime Minister in 2009. In addition, Climate Change Management Division under Ministry of Science, Technology and Environment was formed in 2010 which works as a focal point to UNFCCC. The creation of Multi-Stakeholder Climate Change Initiatives Coordination Committee (MCCICC), formation of Core Negotiation Team (CNT) and establishment of REDD+ Forest and Climate Change Cell under ministry of Forest and Soil Conservation and establishment of Climate Change Unit in each Ministry and at Energy, Environment and Climate Change Sections at the District Development Committees provide meaningful institutional strength.

For NAP, Nepal should enhance the functionality of these institutions and make more vibrant and effective with strong internal and external communication and coordination among the relevant stakeholders. MoSTE, as the focal ministry for climate change can lead the NAPs process by formation of steering committee comprising the major line ministries including Ministry of Forest and Soil Conservation (MoFSC), Ministry of Federal Affairs and Local development (MoFALD), Ministry of Agricultural Development (MoAD) and National Planning Commission (NPC).

Policy Work and Programs:

Nepal has policy to support the climate change initiatives and facilitate Climate Change interventions in key areas. The Climate Change Policy was formulated in 2010. In addition, National Framework on Local Adaptation Plan of Action with seven key steps was endorsed so as to localize the adaptation intervention while addressing climatic impacts and poverty reduction. Nepal prepared NAPA so as to address the urgent and immediate adaptation needs and some of the programmes are into implementation phase with support from UNFCCC basket fund and some bilateral funding. In addition, Nepal is implementing projects of Climate Investment Fund (CIF), the Pilot Project on Climate Resilient (PPCR) to design and build in-country capacity to implement Strategic Program on Climate Resilient (SPCR) and Scaling up Renewable Energy Programme (SREP). Several other programmes are currently being implemented.

These experiences could help to shape the NAP formulation process in an effective and convenient way. The limitations and gap assessment of previous programs and project helps in the formulation of NAPs process. The experience from LAPA implementation accounts much as LAPA is about Integrating LAPA into local developmental planning. The rigorous process adopted while developing NAPA could also be useful. The several interactions based on the Thematic Work group could be considered. Both the top down (information sharing and capacity build up) and bottom up(ideas and areas of priority) approach can be applied while formulating NAPs.

Capacity: Institutional and Human

Nepal has set example in establishing institutional arrangement to deal with climate change. However, lack of coordinated and consolidated efforts in implementation has always been the hindrance. Experienced and dedicated human resources with clear mandate and responsibility will be of immense need during the formulation and implementation of NAP.

Institutions

- GoN has a focal institution- MoSTE to coordinate work on climate change and adaptation.
- Many sectoral ministries have set up climate change sections.
- GoN has been implementing LAPA through the involvement of local government line agencies.

Networks:

- Different I/NGOs are also implementing adaptation actions so they can provide valuable information and insights to the GoN through their network.
- There is some level of awareness on NAP at the central, regional and local level consultation processes have been carried by different organizations.

Knowledge

- Nepal in the capacity of LDC chair in the UNFCCC has actively engaged in formulating technical guidelines of NAP
- The GoN has the CC- Policy and the NAPA/LAPA as the basis for a way forward to plan the NAPs process
- The NAPs technical guidelines will provide a basis to initiate the NAPs process.

Resources:

- The GoN could access and mobilize resources from different international and national sources to initiate the NAPs process.

Sectors of Priority and the Process

The NAPA identified six thematic priority areas and two cross cutting issues. They included; agriculture and food security, climate-induced disaster, urban settlement and infrastructure, public health, forests and biodiversity and water resources and energy as the six thematic areas whereas livelihoods and governance and Gender and social inclusions are the two cross cutting themes.

While identifying priority issue areas, NAP should be able to identify the consequences of leaving behind certain sectors by NAPA. In addition to the sectors identified and prioritized by the existing documents; Energy and climate smart Infrastructure development (Road, Irrigation, and mega infrastructure), Watershed management, Disaster management, Tourism, land use and waste can be considered.

As the integration of climate adaptation in the development planning process is indispensable so as to deal with the climatic impacts. Hence, NAPs should be formulated prioritizing the different dimensions of development with livelihood enhancement and sustainability at the core.

The process of formulation and implementation should be based on the experience of NAPA and LAPA. It should complement NAPA and LAPA to ensure that the intervention achieves midterm and long-term adaptation needs of the country. The areas that NAPA and LAPA has missed have to be identified and considered while formulating NAPs.

There was rigorous process involved while developing NAPA and LAPA. The experiences gained from these short-term adaptation programs will enhance the know-how of adaptation leading to formulating NAPs so as to mainstream it across all sectors.

Some of the key points to be considered for the formulation of NAP should be

- Review of vulnerable district/region prioritized by NAPA i.e. vulnerability ranking and conducting the community level vulnerability assessment and ranking
- Identification of target groups or level of implementation
- Integrating the aspects of Gender and Social Inclusion
- Capacity building and strengthening the stakeholder (specially line ministries and agencies) for smooth implementation

Coordination Mechanism

The NAP process should be inclusive and participatory. Different stakeholders have to be engaged while formulating and implementing the NAPs. The role of Sectoral ministries' is vital so there should be effective coordination among key line ministries and different institutions and key stakeholders. Government and Non government Institutions and stakeholders from local, district, regional to national level play instrumental role.

The Nepal government can decide the lead coordinating agency and the coordination mechanism through an open and transparent process. The focal point or the leading agency should be able build confidence of the stakeholders.

As emphasized in the previous sections, NAP should utilize best practices of NAPA and LAPA and learn from its challenges. The NAPs formulation process should be bottom- up and target all sectors which are impacted by climate change. Based on the adaptation actions on the ground and experiences gained; this should inform the policy framework of NAPs inviting the participation of all sectors so as to understand how NAPs could help mainstream and plan for both mid and long term. Broad based consultation involving government, private sectors, civil society and academicians will be beneficial.

Some of the key activities that could be carried out so as to shape the NAP formulation are listed as:

- i) Planning and Consultation meetings, at national/ regional/ district/ local level

- ii) Research Tools (to identify priority adaptation issues and places – may be define an area),
- iii) Community meeting to verify/assess if the issues prioritized are locally feasible and based on peoples' need
- iv) Formation/ use of existing coordination committee at different level to coordinate and expedite work.

Conclusion

Nepal, at present, is implementing different adaptations programs and projects focusing on the immediate and urgent needs for adaptation. The experience from these programs and projects will be beneficial while formulating NAP. The NAP could contribute to the sector –wise adaptation interventions and thus increases the country's' ability to respond to climatic impacts in mid and long term. Experience from Local Adaptation Plan of Actions (LAPA) which in fact is about integrating adaptation into development planning, could be very much useful. The approach followed while formulating NAPA and LAPA can be instrumental.

The country's' readiness seems good enough formulate climate change policies and programs but there lack the effective and goal oriented implementation. Hence, consideration should be given from the early stage of NAP to bring effectiveness while strengthening coordination mechanism for a timely development and implementation of NAP.





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