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National communications from Parties not included in Annex I to the Convention

Provision of financial and technical support

**Update of information on the operational procedures for the expedited
financing of national communications from Parties not included
in Annex I to the Convention**

Note by the secretariat*

1. The Conference of the Parties, at its twelfth session, invited the Global Environment Facility (GEF) to provide updated information on the operational procedures for the expedited financing of national communications from Parties not included in Annex I to the Convention (non-Annex I Parties) for consideration by the Subsidiary Body for Implementation at its twenty-sixth session (decision 3/CP.12, para. 2(b)).

2. In response to this invitation, the GEF secretariat has provided the secretariat with the required information (see annex); it covers eligibility for GEF support and the preparation of proposals, including a standard format for proposals for the financing of national communications from non-Annex I Parties.

* The information annexed to this note was submitted after the due date and is reproduced as received from the GEF without formal editing.

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Global Environment Facility

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**OPERATIONAL PROCEDURES FOR THE EXPEDITED
FINANCING OF NATIONAL COMMUNICATIONS
FROM NON-ANNEX I PARTIES**

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INTRODUCTION

1. The eighth session of the Conference of the Parties (COP 8) of the United Nations Framework Convention on Climate Change (UNFCCC), held in October – November 2002 adopted revised guidelines for the preparation of national communications by non-Annex I Parties to the UNFCCCⁱ, replacing the earlier guidelines that were in use since 1996.
2. The revised guidelines provide guidance to the Global Environment Facility (GEF) for the provision of further financial support to non-Annex I Parties for the preparation of their national communications. By decision 6/CP.8, the COP asked the GEF to:

“Provide resources at an appropriate level to cover the requirements of the guidelines annexed to decision 17/CP.8, in an expedited manner ... on an agreed full cost basis for the preparation of national communications....”
3. In May 2003, the GEF Council authorized the expedited financing of projects for the preparation of national communications using the COP 8 guidelines, on the basis of operational procedures to be prepared by the GEF Secretariat in consultation with the Implementing Agencies and the UNFCCC Secretariatⁱⁱ.
4. Accordingly, these operational procedures have been prepared to assist eligible countries to formulate and submit proposals for the expedited financing by GEF for the preparation of national communications based on the COP 8 guidelines.
5. Furthermore, in April 2004, the GEF approved a \$60 million umbrella project¹ to provide financial assistance for countries who may use the expedited process to prepare their second (and in some cases third) national communications. This approach adopted a decentralized project-approval process, based on the GEF Operational Procedures for national communications. Funding for this program was released from GEF to UNDP and UNEP, as GEF Implementing Agencies, who were delegated the authority to approve the projects.

LESSONS LEARNED

6. In preparing these operational procedures, the GEF has taken into account its experience in providing support for the preparation of initial national communications, including the conclusions and recommendations of reviews and evaluations of GEF-financed enabling activities in the climate change focal area. The *Review of Climate Change Enabling Activities (2000)* prepared under the auspices of the GEF's Monitoring and Evaluation Unit pointed out several areas that could be improved in the design of GEF's enabling activity support.
7. According to this review, country drivenness should have been interpreted more broadly. Therefore, the Review recommended that appropriate and broad stakeholder consultations and participation be conducted prior to the submission of a project proposal to ensure better national ownership. This finding and recommendation have also been echoed by the reviews of the initial round of Enabling Activities conducted by UNDP and UNEP, which also called for the involvement of experts from a diversity of ministries and organizations.

¹ A 6- year National Communications Program for Climate Change was funded by GEF. The program includes \$54.6 million for countries to prepare national communications and \$4 million for a technical support program. The project received a further co-financing of \$1.5 million.

8. The *Review (2000)* found that the design of projects had been premised on a strong presumption of success of previously funded activities and recommended a fuller assessment of the quality of previously undertaken climate change related activities. The Agency reviews also called for building upon previous work, activities and knowledge, capturing best practices and developing linkages with other projects. The findings related to implementation questioned the sustainability of capacity created in countries partly because project steering committees often functioned in isolation and partly because the project implementation periods should have been longer.
9. In addition to support for initial communications in national and regional projects, the GEF has provided financing for interim measures for capacity building in priority areas (top-up funding)ⁱⁱⁱ, support for National Capacity Needs Self-Assessments, and the preparation of National Adaptation Programs of Action (NAPAs) in Least Developed Countries^{iv}. Other multilateral and bilateral institutions have also provided assistance for activities that contribute to the preparation of national communications. Clearly, there are linkages between the content and requirements of the second national communications and the activities already carried out in non-Annex I countries, and these should be recognized and built upon in preparing second and subsequent national communications.

SCOPE AND CONTENT OF NATIONAL COMMUNICATIONS

10. Article 12, paragraph 1, of the Convention determines the scope of the national communication to include the following information:
 - (a) A national inventory of anthropogenic emissions by sources and removal by sinks of all greenhouse gases not controlled by the Montreal Protocol, to the extent its capacities permit, using comparable methodologies to be promoted and agreed upon by the Conference of the Parties;
 - (b) a general description of steps taken or envisaged by the non-Annex I Party to implement the Convention;
 - (c) any other information that the non-Annex I Party considers relevant to the achievement of the objective of the Convention and suitable for inclusion in its communication, including, if feasible, material relevant for calculations of global emission trends.
11. In consonance with this overall scope, the objectives of the COP 8 guidelines are to:
 - (a) assist Parties in meeting their reporting requirements;
 - (b) encourage the presentation of information in a consistent, transparent and comparable manner while incorporating flexibility to account for specific national circumstances;
 - (c) facilitate the presentation of information on support required for the preparation and improvement of national communications; and
 - (d) ensure that the COP has sufficient information to carry out its responsibility for assessing the implementation of the Convention by the Parties.
12. The COP 8 guidelines specify that national communications should consist of the following six sections:
 - (a) Executive summary, translated into English;

- (b) National circumstances;
 - (c) National greenhouse gas inventory;
 - (d) General description of steps taken or envisaged to implement the Convention;
 - (e) Other information considered relevant to the achievement of the objectives of the Convention; and
 - (f) Constraints and gaps, and related financial, technical and capacity needs.
13. While each national communication should contain these six sections, the content and coverage in each section may vary according to country capacity and discretion. The guidelines, however, encourage and invite countries to provide all available and necessary information under each part.
14. The GEF will respect the varied emphasis countries may wish to place on different parts of the national communication in accordance with the COP 8 guidelines, and allow the requisite flexibility in financing different activities.

ELIGIBILITY FOR GEF SUPPORT

15. A non-Annex I Party to the UNFCCC will be eligible for expedited financing for the preparation of national communications using these procedures if it has:
- (a) submitted its first national communication to the UNFCCC Secretariat but has not yet been funded by the GEF for its second communication, or
 - (b) submitted its second national communication and wishes to prepare its third communication using the COP 8 guidelines, or
 - (c) recently become a Party to the UNFCCC and will prepare its initial national communication using the COP 8 guidelines.v
16. Actual disbursement of financing for second national communications for countries that have previously approved GEF financing for their initial communications will commence once activities under the initial GEF enabling activity project, including additional ‘top-up’ funding, where provided, have been substantially completed. Nonetheless, countries may prepare project proposals for the financing of second or third national communications in advance of substantially completing previously funded activities so as to avoid a hiatus in project financing.

PREPARATION OF PROPOSALS

Stocktaking and Stakeholder Consultation

17. In order to build upon existing activities, institutions and knowledge, countries seeking GEF support under these operational procedures^{vi} are encouraged to conduct a self-assessment of the activities already completed, as a first step in preparing a proposal for such support. Related objectives of this assessment or stocktaking will be the identification of gaps and consultation with more stakeholders who could contribute to the national communication. Such consultations will help non-Annex I Parties collate information on financial resources and technical support for the preparation of their national communications provided by themselves, the GEF and other agencies, Annex II Parties, or

bilateral and multilateral institutions, for inclusion in the national communication (paragraph 50 of the COP 8 guidelines). It will also help these Parties to prepare a description of existing institutional arrangements relevant to the preparation of their national communications on a continuous basis (paragraph 5 of the COP 8 guidelines).

18. Stakeholders who may usefully be consulted include representatives of sector ministries, planning commissions, the various GEF and Convention focal points in the country, academia, NGOs, and representatives of provincial governments, where appropriate. A detailed list of potential stakeholders can be drawn from the sub-components of the national communications listed in the *User Manual for the Guidelines on the Preparation of National Communications from non-Annex I Parties* prepared by the UNFCCC Secretariat. *The Guide for Self-Assessment of Country Capacity Needs for Global Environmental Management* also provides useful ideas on ensuring successful stakeholder participation^{vii}.
19. To facilitate preparatory stocktaking and stakeholder consultation, the GEF will provide immediate support of up to \$15,000, if so requested. This support will be additional to the maximum support available under paragraph 34 below for the actual project itself. Countries requiring amounts larger than \$15,000 for the preparatory exercise may draw upon the total resources available to them indicated in paragraph 34.
20. The extra support for stocktaking and stakeholder consultation will be offered as a continuation of the country's initial climate change enabling activity, on the basis of a letter of request from the GEF operational focal point to the Implementing Agency concerned. In countries where all climate change related enabling activity projects have closed, a different modality will be worked out to provide this support as expeditiously as possible^{viii}.
21. Proposals submitted for GEF financing under these expedited procedures will be expected to include a summary of the stocktaking exercise (except for countries applying for the initial national communication) and details of the stakeholder consultation carried out (with or without GEF assistance) in preparing the proposals.

Submission of Proposals

22. The GEF significantly reduced the project cycle by delegating the authority of approving enabling activity project under expedited process to the GEF Implementing Agencies (UNDP and UNEP).
23. On the basis of a stocktaking and stakeholder consultation, proposals may be prepared and submitted to the one of the GEF's Implementing Agencies (UNDP, UNEP, or the World Bank). In recognition of the continuity of the process of preparing national communications emphasized by the COP, and in light of paragraphs 18 to 21 above, countries that have received GEF support for initial national communications are strongly encouraged to work with the same Implementing Agency (IA) through which they received earlier support. LDCs that have switched to a different IA for their NAPAs are similarly encouraged to work with the new IA they have selected. Countries, however, will continue to have flexibility in the choice of the IA, and if they should decide to use a different IA, they are requested to elaborate upon the reasons for changing.
24. The proposal should be submitted as a project brief including a summary sheet, a report on the stocktaking and stakeholder consultation undertaken in preparing the proposal, a description of project activities, outputs, and monitoring indicators, a budget in the prescribed format, and letters of endorsement from the country's GEF operational focal point and UNFCCC focal point. To facilitate

a speedy review by the GEF Implementing Agencies, proposals should be in the format shown in Annex A.

Good Practices in Project Preparation

25. The guidelines approved by COP-8 for the preparation of national communications will form the basis for funding of proposals from eligible non-Annex I Parties. In order to maximize the use of aggregate resources available for these activities, reviews of project proposals by the GEF Implementing Agencies will seek to ensure that the good practices listed below are followed.

Country Drivenness

26. As with all GEF-supported projects, proposals for GEF support must be endorsed on behalf of each country by the GEF operational focal point. The letter of endorsement should explicitly acknowledge that the project provides sufficient support to allow the country to prepare in a timely manner its national communication in accordance with the guidelines approved by the Conference of the Parties. The letter of endorsement should also indicate that the proposal is based on a stocktaking of related activities undertaken in the past and on wide stakeholder consultation. The proposal should also be accompanied by a letter of endorsement from the country's UNFCCC focal point.

Efficient use of resources

27. In a review of the financial mechanism, the COP invited the GEF to increase the administrative efficiency and the cost effectiveness of its operations in line with the recommendations of the Second Overall Performance Study of the GEF and the Beijing Declaration of the Second GEF Assembly. The COP has also decided that the GEF should promote complementarity of funding between the different funds which the GEF is managing (see for example, Decision 1(a)/ CP.8).^{ix}
28. COP 8 guidelines for national communications (paragraph 36) invite Parties to report on the use of policy frameworks, such as national adaptation programs (such as NAPAs for LDCs), plans and policies for developing and implementing adaptation strategies and measures. Table 1 of Annex A shows the possible similarity between different enabling activities supported by the GEF. Wherever these projects are being undertaken by different teams, there is a need for institutional coordination.

Appropriate Sequencing

29. In order to ensure that GEF assistance is provided to Parties in a timely and logical manner, proposals will be reviewed by the Implementing Agencies to see if the activities to be undertaken are appropriately sequenced. Thus, for example, the evaluation of strategies and measures for adapting to climate change should build upon an earlier assessment of vulnerability to the impacts of climate change in key vulnerable areas. The sequence of activities should also take into account the progress in other related projects in which the country may be participating (for instance, the GEF's global project on capacity building for systematic research and observation).

Special case of LDCs

30. LDCs that are preparing NAPAs are expected to generate some information from that effort for reporting on Part A of the section entitled 'General Description of Steps Taken or Envisaged to Implement the Convention.' Residual work, if any, that needs to be done for the purpose of preparing the second national communication project should be listed and budgeted in the proposal. Further, any such residual work may best be assigned to the same NAPA country team. If the

country team that will work on vulnerability and adaptation under the national communication project is to differ from the team that worked on the NAPA project, this should be justified in the proposal. Resources saved by utilizing information generated through the NAPA may be used on other activities required in the national communications.

Established and recommended methodologies

31. Projects are expected to follow good practices, and observe established guidelines for tools and methodologies, whenever available. COP 8 has recommended that Non-Annex-I Parties should use the *Revised 1996 IPCC Guidelines for National GHG inventories* (see paragraph 8 of the Guidelines) and are also encouraged to apply the *2000 Good Practice Guidance* (see paragraph 11 of the Guidelines) for estimating and reporting their national GHG inventories. Also, for assessing climate change impacts, programs to mitigate climate change, and adaptation strategies, Parties are encouraged to use appropriate technical resources, methodologies and guidelines that are available. The IPCC Guidelines encourage Parties to use national methodologies when these are better able to reflect their national situation, provided these methodologies are consistent, transparent and well documented. If Parties intend from the outset to depart from established methodologies and use national methodologies, this should be stated and explained in the proposal in accordance with paragraphs 9 and 21 of COP 8 Guidelines. It is recognized that Parties may discover the need to apply different methodologies during the course of project implementation.

Local and regional expertise

32. Local, national and regional expertise should be used wherever available and whenever possible. This not only builds local capacity and contributes to cost-efficiency in the project, but also helps in the creation of a broad range of stakeholders in the project, which will be important to ensure its success and sustainability.

Existing support programs and technical resources for training

33. Many bilateral and multilateral bodies and programs exist to support Parties in preparing their national communications. Such bodies and programs (or their equivalent) should be tapped appropriately for technical assistance (for example the participation of national experts in training programs) and for improving the quality of reports. Resources for such anticipated technical assistance should be allocated in the 'technical assistance' part of the proposed budget (Table 2 of Annex A). The COP of the UNFCCC has recognized the important role that can be played by the Consultative Group of Experts (CGE) on National Communications in facilitating technical advice and support for the preparation of national communications, in accordance with the rules and procedures established for the CGE. The role of the GEF's 'National Communications Support Program' was similarly appreciated during the preparation of initial national communications.

Time Frame

34. Parties that are eligible to receive financing under paragraph 14 c) of these procedures are required to submit their initial national communications within three years of receiving financing^x. The frequency of submission of subsequent national communications (i.e., beyond the initial) by non-Annex I Parties was not yet agreed by the COP when GEF issued the operational procedures. The GEF funding was provided for second (or third) national communications on the assumption that the period of submission will be three years from submission of the first (or second) national communication or from the availability of financial support for the purpose. Accordingly, the timeframe for projects using the expedited process will be typically 3 years.

Monitoring and reporting

35. Proposals for national communications under these procedures should also include provisions for monitoring not only to assess the progress of activities but also to make the necessary adjustments, if needed, to ensure timely completion of proposed activities. As expected in the main body of the project brief (Annex A) the proposal should include indicators that monitor that activities are being carried out, outputs are being obtained and the objectives are being achieved.

Review of Proposals

36. Proposals will be reviewed by the GEF Implementing Agencies in accordance with the expedited process. Proposals that do not exceed \$405,000^{xi} (per country in the case of regional projects) and have been prepared in accordance with these operational procedures will be recommended for approval. Proposals that exceed this amount (or this amount per country in the case of regional projects) will be processed in accordance with the GEF's normal project cycle and require approval by the GEF Council.

Outputs to be provided to the GEF

37. Each country is requested to submit the electronic versions of the 'outputs' of the activities (as identified in Annex A) financed by the GEF, including the finalized draft of the national communication to the relevant Implementing Agency, which will transmit such outputs to the GEF Secretariat.

ANNEX A: STANDARD FORMAT FOR PROPOSALS FOR THE FINANCING OF NATIONAL COMMUNICATIONS FROM NON-ANNEX I PARTIES (2003)

Cover Page/Project Summary

Country

Project Title

GEF Focal Area

Country Eligibility

Date of submission of first/ second national communication/s

Project Duration and Expected Starting Date

GEF Implementing Agency

In-country Executing Agency

GEF Operational Focal Point

UNFCCC Focal Point

GEF Financing for Project:

GEF financing for stocktaking and stakeholder consultation (if any):

Government Counterpart Financing

Other cofinancing (if any)

Main Body of Project Brief

Background/Context

Project objectives, activities, outputs and indicators

Linkage with first enabling activity
and first/ second national communication

For LDCs only: linkage with NAPA, and activities (if any)
to be assigned to the NAPA team

Institutional Framework for Project Implementation
(including linkage with previous EA, and with NAPA team in LDCs)

Project Financing, with budget as shown in Table 2

Annexes:

Endorsement letters from GEF Operational Focal Point and by UNFCCC focal point (of each participating country in case of regional projects).

Brief Report on stocktaking and stakeholder consultation for project preparation containing following sections:

- (a) Describe the methodology used;
- (b) Stakeholders and institutions consulted; and
- (c) Results and findings of the exercise.

The results of the stock-taking exercise could be summarized in the format shown in Table 1 of Annex B.

Table 1. Matrix to assist in stocktaking of activities financed under GEF enabling activities and other efforts²

Activity in Second National Communications	NAPAs	NCSAs	Phase II	INCs	Other ³
II. NATIONAL CIRCUMSTANCES					
Description of development priorities, objectives and circumstances, etc. (para. 3)				X	
Description of existing institutional arrangements for preparing communications continuously (# 5)				X	
III. NATIONAL GREENHOUSE GAS INVENTORIES					
Estimation of national GHG Inventories for '90, '94, 2000, depending on circumstances (para. 7).				X	
Formulation of cost-effective programs to develop country-specific emission factors and activity data (para. 10)			X	X	X
Description of arrangements to collect and archive data to make inventory preparation a continuous process (para. 13)				X	
Information on the level of uncertainty associated with the inventory data (para. 24).				X	
IV. GENERAL DESCRIPTION OF STEPS					
Description of steps taken towards formulating programs containing measures to facilitate adequate adaptation (para. 28)	X			X	X
Information on vulnerability to the adverse effects of climate change and on adaptation measures being taken (para. 29)	X			X	X
Information on evaluation of strategies and measures for adapting to climate change (para. 35)	X	X		X	X
Policy frameworks, national adaptation programmes, plans and policies for developing and implementing adaptation strategies (para.36)	X	X		X	
Description of steps taken for formulating programs containing measures to mitigate climate change (para. 37)				X	
V. OTHER RELEVANT INFORMATION					
Information on integrating climate change considerations into social, economic and environmental policies and actions (para. 41)	X	X		X	
Information on transfer of, and access to ESTs and know-how, development of endogenous capacities; measures to enhance enabling environment for transfer of technologies (par 42)	X	X			
Information on Climate change research and systematic observation (para. 43)		X	X	X	X
Information on CC education, training and public awareness (para. 45)	X	X	X	X	
Capacity Building Activities, Options and Priorities (para. 46)		X	X	X	X

² Please see paragraph 26 of the operational procedures

³ Efforts undertaken with other bilateral/ multilateral institutions (list by country/ institution), or through other GEF projects, or through national efforts.

Information on efforts to promote information sharing and networking (para. 48)	X	X		X	X
VI. CONSTRAINTS AND GAPS; RELATED FINANCIAL, TECHNICAL AND CAPACITY NEEDS					
Constraints and Gaps and related financial, technical and capacity needs, and activities for overcoming gaps and constraints for national communications, and climate change measures and programs (para. 49)		X	X	X	
Financial resources and technical support for preparing national communications provided by themselves, GEF, Annex II Parties, bilateral or multilateral institutions (para. 50)				X	
Financial resources and technical support provided by various sources (para. 51)		X		X	
List of projects proposed for financing or in preparation for arranging technical/financial support (para. 52)	X	X	X	X	
Opportunities, barriers for implementation of adaptation measures, including pilot and/or demonstration projects (# 53)	X			X	X
Country-specific technology needs and assistance received from developed country Parties and the GEF, and how assistance was utilized (# 54)		X	X	X	

Note: Possibility of “overlap” between activities required under second national communications and those conducted in other projects earlier is most significant in boxes marked with “X”.

Table 2. Budget Table. Figures are indicative only. Parties have flexibility amongst rows except for Rows 8 through 10.

Activity in Second National Communications	Activities	Outputs	Total
II. NATIONAL CIRCUMSTANCES			~10
Development priorities, objectives and circumstances, etc.			
Existing arrangements for preparing communications continuously			
III. NATIONAL GREENHOUSE GAS INVENTORIES			~100
National GHG Inventories for '90, '94, 2000, as appropriate.			
Cost-effective programs to develop country-specific emission factors			
Arrangements to collect and archive data for continuous inventory preparation			
Level of uncertainty associated with the inventory data.			
IV. GENERAL DESCRIPTION OF STEPS			~150
Steps towards formulating programs to facilitate adequate adaptation			
Vulnerability to adverse effects of climate change & on adaptation			
Evaluation of strategies & measures for adapting to climate change			
Policy frameworks, NAPAs, etc., for developing and implementing adaptation strategies			
Steps for formulating programs to mitigate climate change			
V. OTHER RELEVANT INFORMATION			~20
Integrating climate change considerations into social, economic and environmental policies and actions			
Transfer of, and access to ESTs, development of endogenous capacities; enabling environments			
Climate Change research and systematic observation			
Climate Change education, training and public awareness			
Capacity Building Activities, Options and Priorities			
Efforts to promote information sharing and networking			
VI. CONSTRAINTS & GAPS; RELATED FINANCIAL, TECHNICAL, & CAPACITY NEEDS			~10
Constraints, gaps and needs, and activities for overcoming gaps, etc.			
Financial resources & technical support for preparing communications provided by various sources			
Financial resources and technical support provided by various sources			
Projects proposed for financing or in preparation for arranging support			
Opportunities, barriers for implementation of adaptation measures			
Country-specific technology needs and assistance received			
VII. TECHNICAL ASSISTANCE			~10
VIII. COMPILATION, PRODUCTION OF COMMUNICATION, INCLD. EXEC. SUMMARY & ITS TRANSLATION			<=15
IX. PROJECT MANAGEMENT (BASED ON 3 YEARS DURATION)			<=75
X. MONITORING AND REPORTING			<=15
TOTAL			<=405

ENDNOTES:

ⁱ Decision 17/CP.8 of COP 8

ⁱⁱ Paragraph 9(b) of the Joint Summary of the Chairs of the GEF Council meeting of May 14-16, 2003.

ⁱⁱⁱ That is, funding under the GEF's Operational Guidelines for expedited funding of climate change enabling activities, Part II: Expedited financing for (interim) measures for capacity building in priority areas' (October, 1999). GEF financing for initial national communications, including for "top-ups" totals more than US\$67 million.

^{iv} Funding for the preparation of NAPAs is provided through the Least Developed Countries Trust Fund for Climate Change.

^v Eligibility under this category will need to be individually verified by the UNFCCC Secretariat, on request by the GEF Implementing Agency concerned.

^{vi} Countries preparing a national communications for the first time may not need a comprehensive stock-taking, but will find that stakeholder consultations help to build ownership of the project.

^{vii} Prepared by the GEF Secretariat, September 2001, with the assistance of UNITAR, and in collaboration with UNDP, UNEP, the World Bank, FAO, UNIDO, the Secretariats of CBD, CCD, and UNFCCC.

^{viii} This additional support is available for countries seeking expedited support under these operational procedures. Countries proposing full-sized projects using regular GEF project cycle will have to use other modalities for seeking support for their stocktaking and stakeholder consultation, such as PDF resources.

^{ix} Decision 5/ CP.8, paragraph 4(b).

^x Least Developed Country Parties may submit their national communications at their discretion.

^{xi} Subject to any adjustment on account of paragraph 18 above.
