

## Proposal for Approval

**Project Title:** Global: Enabling Activity (CC:TRAIN Phase Two Training Programme to Support the Implementation of the UNFCCC)

**GEF Focal Area:** Climate Change

**Countries Eligibility:** *Africa* : Benin (6/30/94), Chad (6/7/94), Nigeria (8/29/94) Senegal (10/17/94),  
*Latin America and the Caribbean* : Bolivia (10/3/94), Cuba (1/5/94), Ecuador (2/23/93), Paraguay (2/24/94), Peru (6/7/93)  
*Pacific* : Cooks Island (4/20/93), Fiji (2/25/93), Kiribati (2/7/95), Marshall Islands (10/8/92), Nauru (11/11/93), Samoa (11/29/94), Solomon Islands (12/28/94), Tuvalu (10/26/93), Vanuatu (3/25/93)

**Total Project Costs:** US\$ 3.2 million

**GEF Financing:** US\$ 2.7 million

**Government Counterpart Financing of GEF Component:** US\$ 0.5 million

**Cofinancing/Parallel Financing:** In kind contribution of training materials from bilateral programme (\$ 0.5 million)

**Associated Project:** NA

**GEF Implementing Agency:** UNDP

**Executing Agency:** UNITAR

**Local Counterpart Agency:** National Teams for the Implementation of the UNFCCC

**Estimated Starting Date:** July 1995

**Project Duration:** Three Years

**GEF Preparation Costs:** NA

**GLOBAL: ENABLING ACTIVITY  
(CC:TRAIN PHASE TWO  
TRAINING PROGRAMME TO SUPPORT THE IMPLEMENTATION OF THE UNFCCC)**

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**BACKGROUND**

1. The UN Framework Convention on Climate Change (UNFCCC) is an international agreement which seeks to achieve the "stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system". Parties to the Convention commit to take measures to address climate change within a framework of action which include, *inter alia*, commitments to reduce GHG emissions, financial support to developing countries, and scientific and technical cooperation.
2. Responding to the requests of the INC/FCCC for support to address the implementation needs of developing countries, particularly to implement article 12, UNITAR, working with the interim secretariat of the INC/FCCC, developed a training programme to promote the implementation of the UNFCCC in 1992. The training programme, later called CC:TRAIN, was approved for special development assistance from the GEF through UNDP in 1993. In January 1994, the pilot phase of CC:TRAIN began and was implemented in three countries - Lithuania, Viet Nam, and Zimbabwe - with the following objectives:
  - (a) To create a package of global training and information materials on the policy aspects of climate change;
  - (b) To create a replicable methodology for facilitating policy dialogue on climate change issues at the national level which could lead to the formation of an institutional framework for coordinating future activities and plans; and
  - (c) To generate recommendations for a policy-level training and communications strategy and assist in creating linkages and synergies among on-going programmes.

**Country Selection in Phase Two**

3. At the ninth and tenth sessions of the INC/FCCC, the Committee expressed its interest in expanding CC:TRAIN in both scope and coverage. Between the tenth and eleventh session of the INC, requests for participation in the next phase of CC:TRAIN were received from 56 developing countries and countries with economies in transition, including a block request from the 12 developing island countries of the Pacific region.
4. In selecting the countries for phase two, extensive consultations with the secretariats of GEF, UNDP, UNEP and the bilateral programmes were undertaken to ensure cost-effectiveness, coordination, and maximum impact. The following criteria were considered in selecting the participating countries in the next phase:
  - (a) The country has ratified the Convention.

- (b) The government is interested in participating in the programme and commits to its guidelines. In particular, it agrees to:
    - (i) contribute to logistical costs and arrangements;
    - (ii) designate national experts from various sectors to form a country team;
    - (iii) involve a cross-section of sectors, e.g., NGOs, business community, industry;
    - (iv) assist in the follow-up process by providing local resources (staff, funding, and materials) to the country team during and after the programme.
  - (c) The country has sufficient infrastructure/capacity to organize national workshops and meetings.
  - (d) The country has not been through a collaborative process of developing a comprehensive national implementation strategy.
  - (e) The country can work in either one of the following three official U.N. languages - English, French, or Spanish.
5. In addition, account was taken of the following: (a) that the country's development process is likely to involve a significant increase in greenhouse gas emissions and/or affect the capacity of its sinks to capture greenhouse gas emissions; or (b) that the country is especially vulnerable to the impacts of climate change and is interested in the implementation of the Convention.
6. It is proposed that the second phase of CC:TRAIN be implemented in the following countries:
- 4 Countries in the Africa Region : Benin, Chad, Senegal (Francophone); Nigeria (Anglophone)
  - 5 Countries from the Latin America and Caribbean Region : Bolivia, Cuba, Ecuador, Paraguay, Peru (Hispanophone)
  - 9 Countries in the Pacific Region : Cooks Island, Fiji, Kiribati, Marshall Islands, Nauru, Samoa, Solomon Islands, Tuvalu, and Vanuatu (Anglophone)
7. The 9 countries in the Pacific region will be treated as a regional group in the implementation of the project, and will be allocated the resources equal to 5 countries in the Latin America and Caribbean region.

#### PROJECT OBJECTIVES

8. The project will help the participating countries develop the institutional and policy framework necessary to implement the UNFCCC and to prepare national communications.
9. The proposed project has three principal objectives. First, it will enhance the capacity of each of the participating countries to implement the Convention by facilitating the establishment



of a national institution and process for the development of a strategy to implement the Convention. Second, it will enhance the capacity of four regional partner institutions to play the major role in carrying out the first objective, which includes programme delivery, and the provision of training and technical assistance. Third, it will create an informal training network to allow the sharing of training resources developed by other programmes and institutions. This network would also include the use of the CC:TRAIN package and methodology by other institutions to reach out to even more countries not covered by the proposed second phase of CC:TRAIN.

#### **PROJECT DESCRIPTION**

10. The proposed project will build the capacity of the participating countries to implement the Climate Convention. It consists of six components.

**Component 1 :** Establishing and training a network of regional partner institutions to support the implementation of the programme and the delivery of training and technical assistance

11. The goal of this component is to train dedicated staff of the regional partners to deliver the programme, including the provision of technical assistance and training on climate change analysis tools such as national GHG inventory, mitigation analysis, and vulnerability and adaptation assessments. The establishment of this network would ensure timely delivery of training and technical assistance as well as reduce the costs of programme delivery.

12. The main activities involved in accomplishing this goal are :

- (a) The preparation of the CC:TRAIN Operational Manual based on the guidance material and experience gained in implementing the pilot phase; for use in training regional partner institutions on implementing CC:TRAIN and the dissemination of the CC:TRAIN approach to other programmes;
- (b) The training of staff from the regional partners on the CC:TRAIN operational manual, the use of the CC:TRAIN Workshop Kit and Guidance Manual on Preparing National Implementation Strategies, the delivery of technical training on climate change analysis tools based on material already developed by other institutions and programmes, and course development; and
- (c) The adaptation of the CC:TRAIN materials (Workshop Package on the UNFCCC and the Guidance Manual on Preparing National Implementation Strategies) into French and Spanish by the regional partners.

**Component 2 :** Establishing a country team and building its capacity to implement the UNFCCC

13. The goal of this component is to identify and establish politically-supported country teams in the participating countries which will be responsible for implementing the cycle of activities of

the programme and developing national implementation strategies. The main activities involved in accomplishing this goal in each country are :

- (a) The training of the country team coordinator on the CC:TRAIN Operational Package and Workshop Kit;
- (b) The training of the country team on the preparation of the national implementation strategy;
- (c) The establishment of a country team fund to support the operation of the country team;
- (d) The establishment of a training fellowship mechanism to finance the training of the country team and/or designated national experts on climate change analysis tools either through technical training workshops conducted by other programmes or through workshops organized by the regional partners using material developed by other programmes;

### **Component 3 : Facilitating a national policy development process**

14. The goal of this component is to support the establishment of a process for the preparation of national implementation strategies which can provide the overall context for the preparation of national communications as well as identify policy areas where climate change considerations can be harmonized with national development goals in ways which promote its acceptance by a broad constituency. Its main activities, which represent the CC:TRAIN cycle of activities, will be the responsibility of the country teams and regional partners, under the overall supervision of the programme manager. Together, they will organize and undertake the following in each of the participating countries:

- (a) A National Workshop on the Challenges and Opportunities of the UNFCCC - this workshop will be organized by the country team to raise the awareness of national policy-makers and decision-makers on the importance and value of implementing the UNFCCC, as well as consolidate political support for the work of the country team;
- (b) Four National Consultative Meetings - these meetings will be organized by the country team with key government agencies and non-governmental sectors to review the first drafts of the national implementation strategy and generate input into and consensus on the national implementation strategy;
- (c) A National Conference on the Implementation of the UNFCCC - the country team will present the national implementation strategy they have developed to senior policy-makers and decision-makers.



15. In addition, a Regional Workshop on the Implementation of the UNFCCC will be conducted in each of the three regions. These workshops will bring together country team representatives in each region to exchange national implementation strategies and explore possibilities for regional cooperation in implementing the UNFCCC. These workshops will be organized with support from the International Academy of the Environment based in Geneva.

**Component 4 : Preparing the national implementation strategy**

16. The goal of this component is to assist the country team in preparing a national strategy to implement the UNFCCC by providing technical assistance and seed funding for research and studies deemed necessary by the country team to formulate the national implementation strategy. The main activities involved are:

- (a) The provision of technical support by the regional partners to the country teams on the preparation of national implementation strategies; and
- (b) The establishment of a country team research fund to provide the seed financial resources to carry out the initial climate change analysis required to prepare a national implementation strategy (such as national GHG inventories, and vulnerability and adaptation assessments), as determined by the country team;

**Component 5 : Carrying out the national implementation strategy**

17. The goal of this component is to facilitate the carrying out of the national implementation strategy by promoting the institutionalization of the country team approach and the policy development process established during the programme, and to assist in identifying coordinated national projects to implement the national implementation strategy. The main activities involved in each participating country are:

- (a) National Workshop on Project Identification - this workshop will use GEF/UNDP materials on project identification and development, and will help the country team and national institutions identify and formulate project proposals;
- (b) Follow-up National Workshop on the Implementation of the Convention - this workshop will review the relevance of the national implementation strategy and the role of the country team, present possible projects based on the areas identified in the national implementation, and set the stage for the development of the national communication required by UNFCCC using the national implementation strategy.

**Component 6 : Use of the CC:TRAIN package by global partners**

18. The goal of this component is to facilitate the use of the CC:TRAIN methodology and training packages by other institutions and programmes and to leverage other funds for servicing the needs of developing countries. This component will also facilitate the sharing of training

resources among and across programmes such as the bilateral programmes, the ALGAS project, the Africa project on capacity building, the proposed training programmes of UNEP on mitigation and vulnerability analysis. The main activities involved in accomplishing these goals are :

- (a) Sharing and joint improvement of the CC:TRAIN package with the various enabling projects funded by GEF through UNDP (e.g. ALGAS project, Africa Capacity Building project, etc.), bilateral programmes, and others for use in their respective programmes;
- (b) Joint fund-raising with global partners such as the International Academy of the Environment for use of the CC:TRAIN methodology and package in other countries not included in the proposed second phase of CC:TRAIN.

#### *Sequence of Activities*

The proposed project envisages the following cycle of activities in each country:

1. Identification and establishment of country team
2. Training of country team coordinator
3. Planning of the country team's work
4. Country team training on preparing the NIS and climate change analysis tools
5. Organization of national workshops on the UNFCCC
6. Drafting of national implementation strategy
7. Organization of national consultative meetings
8. Finalization of national implementation strategy
9. Presentation of NIS at the national conference on implementing the UNFCCC
10. Regional exchange of national implementation strategies
11. Identification and development of national and/or regional projects
12. Evaluation

#### **RATIONALE FOR GEF FINANCING**

19. The project has been developed and structured in conformity with the guidance provided to the financial mechanism of the UNFCCC to give priority to enabling activities and the preparation of national communications. It effects a cost-effective programme to enable countries to implement the UNFCCC in a sustainable and country-driven manner. It builds on the experience and lessons learned in the pilot phase and the outputs of past and ongoing enabling projects and programmes. It presents a unique opportunity to leverage the strategy and training materials developed in the pilot phase for the benefit of an expanded group of countries at substantially lower costs - including hispanophone and francophone countries.

20. The proposed project has been requested, at all stages of its development, by developing countries and has been designed based on the experience gained in the pilot phase. The



programme is designed to maximize public involvement and to be adapted by the participating countries to their specific needs and priorities.

#### PROJECT SUSTAINABILITY AND PARTICIPATION

21. The success of sustaining the national mechanism and process established during the programme would depend on the positive perception of the national governments and non-governmental stakeholders of the benefits of implementing the UNFCCC. By integrating national benefits in the design and implementation of the programme and by identifying implementation responsibilities within existing national institutions, it is more probable that the participating countries will take over the mechanism and process introduced during the programme and allocate local resources to continue them. By including the non-governmental sector in the programme approach and activities, public involvement is maximized. By designing the programme to be determined in all of its aspects by country teams, it ensures that national interests are incorporated. By promoting South-South cooperation and strengthening regional institutions, the programme creates an environment for regional cooperation.

22. In addition, the training methodology and materials developed during the pilot phase and improved during the proposed phase would make the project replicable in a cost-effective manner and would allow other institutions and programmes to leverage other funds to increase the scope of its implementation. This would contribute to the timely and wide-spread delivery of enabling technical assistance to the Parties of the Convention.

#### LESSONS LEARNED AND TECHNICAL REVIEW

23. The design and proposed implementation scheme of CC:TRAIN Phase 2 evolved from the experience in the pilot phase and the recommendations of the UNDP evaluation and the STAP review. The following considerations, confirmed during the pilot phase, have been taken fully into account in the formulation of the Phase II project:

- that the Convention and the issue of climate change are not well known or understood in many countries;
- that the implementation of the Convention calls for decisions and actions involving multiple governmental and non-governmental actors;
- that the Convention requires developing country parties to build sustainable capacities to prepare national communications that involve technical and policy decisions reflecting broader national policies;
- that the Convention, its financial mechanism and other associated activities, provide opportunities for countries to respond to climate change in ways that also address national economic, social and environmental goals.

24. On the basis of these considerations, CC:TRAIN has evolved a "country team" approach which involves inviting participating countries to designate national experts from various



government agencies, industry, NGOs and the research/academic community to form a country team. The country team is charged with organizing the activities under CC:TRAIN and preparing the national implementation strategy and national communication. In turn, the country team is provided with the resources and training necessary to undertake the programme's activities and tasks. The country team approach has been shown to have the following advantages:

- it focuses the training and technical assistance effort on a well-defined group of national experts;
- it stimulates a process for inter-agency dialogue and consensus building;
- it facilitates the establishment of a participatory decision-making process among existing institutions;
- it ensures ownership of the outputs by the country and facilitates the implementation of follow-on activities.

25. The proposed implementation scheme to deliver the programme and training through regional partner institutions was recommended in the evaluation of the pilot phase and the review of the initial phase two proposal. The implementation scheme builds on the work already accomplished and planned by other programmes such as the UNEP methodological studies, the US Country Study Programme's technical training materials on climate change analysis tools. In addition, it would build capacity at the regional level, which could be used by other programmes and projects, and seize the opportunity to network various programmes that have developed and intend to develop climate change training materials and courses and to build regional capacities to deliver those materials in a cost-effective and sustainable manner.

26. *Pilot Phase Evaluation* - A mid-stream evaluation of CC:TRAIN was conducted by UNDP in October 1994 to assess the progress of the pilot phase and to provide recommendations for the next phase. The UNDP evaluation confirmed the validity of the programme's objectives and approach. In particular, the evaluation suggested that (a) the time frame of the programme be increased to at least 30 months, (b) a full-time national focal point be identified and made responsible for the implementation of the programme at the national level, (c) more resources be allocated to the operation of the country team, (d) the delivery and timeliness of technical assistance be improved through the involvement of regional expert institutions, and (e) the training packages should be finalized before proceeding to the next phase. These recommendations have been fully incorporated in the proposed second phase.

27. *STAP Reviews* - The STAP reviews also confirmed the project's approach and design and suggested changes which have also been integrated into this proposal.

#### PROJECT FINANCING AND BUDGET

28. The project would cost a total of US\$ 3.2 million or an average of \$228,000 per country in Africa and Latin America and \$126,000 per country in the Pacific region. It is proposed that the project be funded by the GEF up to \$2.7 million or \$192,000 per country in Africa and Latin

America and \$107,000 in the Pacific region, with the difference financed by each of the participating countries as part of their contribution to implement the programme. These contributions are estimated to amount to at least \$40,000 per country in Africa and Latin America and \$18,000 per country in the Pacific region. At the minimum, these contributions will cover the following: (a) staff time of members of the country team, (b) operational costs incurred by the country team, (c) logistical costs for organizing the in-country activities of the country team. The contributions would vary from country to country but can be estimated to account for between 20 to 30 percent of the total cost of programme implementation. Of the total GEF budget, 81% will be spent on developing country regions and countries.

29. The proposed GEF financing is broken down as follows:

Component 1 : Establishing Network of Regional Partners	219,000
Component 2 : Establishing and Training Country Teams	753,400
Component 3 : Facilitating a National Policy Development Process	400,000
Component 4 : Preparing a National Implementation Strategy	480,000
Component 5 : Carrying out the National Implementation Strategy	186,000
Component 6 : Use of the CC:TRAIN Package by Other Institutions	60,000
Project Implementation Costs	593,000
Net Administrative Overheads	596
<b>TOTAL</b>	<b>\$ 2,691,996</b>

30. UNITAR will use its overhead to provide the full-time project manager; therefore, the net administrative overhead for the project will be insignificant.

31. Significant contributions are expected from other programmes in the form of training and technical material, which would save significant resources and time in the delivery of the programme. The UNFCCC Secretariat plans to produce a version of the CC:INFO database for the use of the GEF Secretariat in producing a programmatic framework for all GEF-supported enabling activities. CC:INFO will also produce a version of the CC:INFO database for use at the national level, which when ready, will be provided to the participating countries within the activities under component 2. In addition, technical assistance and additional resources can be expected to be leveraged by the regional partners from bilateral donors.

#### ISSUES, ACTIONS AND RISKS

32. The primary risk involved in the proposed project concerns the political stability of the participating countries. Changes in government and administration may delay or derail the



efforts at policy development. This risk is mitigated by working with technical staff of key government agencies under the overall coordination of an implementing ministry and by involving the public through workshops, conferences and consultative meetings.

## **INSTITUTIONAL FRAMEWORK AND PROJECT IMPLEMENTATION**

33. The project is proposed to be executed by UNITAR. UNITAR is a training institute with considerable experience in implementing environmental training. It has developed training programmes in chemical and waste management, the application of geographical information systems to environmental and natural resource management, coastal resource management, and has been developing training programmes in cooperation with UNEP to implement the London Guidelines and Basel Convention. UNITAR will provide programme management, training expertise, inter-agency and intra-national coordination, and the administrative support to implement the programme. The programme manager will report directly to the Acting Executive Director of UNITAR and the Steering Group of the programme. UNDP will provide project oversight, substantive and administrative support from the UNDP country offices, and ensure coordination with other GEF-funded UNDP projects. UNITAR will provide programme management, administrative support and training expertise to implement the project. The programme manager of the project will report directly to the Executive Director of UNITAR and the Steering Group of the programme.

34. *Steering Group* - UNITAR will manage CC:TRAIN and seek advice from a Steering Group, comprised of the secretariats of the UNFCCC, GEF, UNDP, World Bank, UNEP and the Intergovernmental Panel on Climate Change (IPCC). The Steering Group will advise on key issues, particularly on programme development and implementation, programme evaluation and selection of priority activities within the selected countries to ensure compliance with overall guidance on enabling activities.

35. *Network of Regional and Global Partner Institutions* - A network of regional partners is proposed to be established to implement the programme and to deliver training. It is proposed to be comprised of the following and coordinated by UNITAR:

Francophone Africa:	Environnement et Développement du Tiers-Monde (ENDA), Dakar, Senegal
Anglophone Africa:	Southern Centre for Energy and the Environment (SCEE), Harare, Zimbabwe
Latin America:	Organisation Latino-Americana de Energía (OLADE), Quito, Ecuador
Pacific Region:	South Pacific Regional Environmental Programme (SPREP), Apia, Western Samoa



36. It is expected that the regional partners will attract further assistance and support from other institutions. A number of institutions such as the International Academy of the Environment (IAE) have agreed to assist in organizing the regional workshops and in jointly implementing the CC:TRAIN programme in other countries not covered by the proposed second phase. The IAE and other institutions like it will eventually form a global network of CC:TRAIN partners.

## TECHNICAL REVIEW

### GLOBAL: ENABLING ACTIVITY (CC:TRAIN PHASE TWO TRAINING PROGRAMME TO SUPPORT THE IMPLEMENTATION OF THE UNFCCC)

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(Project proposal by UNITAR & UNDP to the GEF Project no. GLO/91/G31)

1. This is a very well-conceived project which appears to embody considerable thought and experience. I had to think long and hard trying to come up with serious criticisms. I present here a number of specific suggestions that may help to enhance the project further. I have focused on the structure and content of the project, rather than the financing which I am not in a good position to judge.

#### CONCEPTION OF THE PROJECT

2. The project addresses a clear need in a focused way, building upon and integrating experience from the pilot phase. Specifically, I like the approach of initiating with a general training and awareness-raising initiative and then focusing upon developing the institutional capabilities of a "stakeholder" team, which can both develop the expertise to analyze options and act as a bridge between the many different institutions that must be involved in any implementation.

3. I tried to contrast the approach with the way that national strategies have emerged in some developed countries. The experience has been varied, but generally has involved one or more "task forces" - eg. the business sector - in parallel with more government-directed processes which vary from being controlled and written largely by the Ministry of Environment, to being quite broad and relatively open processes with drafts open to public consultation. The national team approach suggested in CC:TRAIN seems to me good in comparison with many of these experiences, but of course a team with broad stakeholder participation and supported from abroad is unlikely to have authority over government policy (see discussions below).

4. I think the project is a bit simplistic in appearing to aim for a "national implementation strategy" as a definitive, clearly defined product accepted by all parties. Even in the most dedicated and best coordinated countries, climate policy tends to emerge more as a continually iterative process of proposals, initiatives, and seizing of opportunities provided by other events (eg. decisions to privatize power systems), guided by a general conception of goals and important elements - pushing forward where possible, revising where proposals are blocked. However, I do acknowledge that focusing upon development of "a strategy" is a useful focus that can galvanize a lot of productive activity and analysis, and publication of it can be an important landmark in the evolution of implementation. Perhaps if people see it more in this context, the experience will be both less threatening to those in a country that are very cautious about climate policy, and it will reduce the danger of the "strategy" being seen as an end point which can then, after approval at the conference, be put on a shelf to gather dust; it will invoke more attention to the follow up (see below).

5. This is partly implicit in the list of aims on page 6, but the "strategy" might be more explicitly represented as having multiple purposes: the basis for the communication to the Convention, a focus for the other activities, a springboard for future work, and first guiding text for starting the implementation process.

6. One other aspect of the conception which might be considered is the question of crossnational dissemination of ideas and experience. I am unclear how much of the follow up section 4 (p.26) is intended to be supported as an integral part of the package, but a regional or sub-regional meeting (4.3) could also be considered at a much earlier stage. This would introduce people in neighboring countries at a much earlier stage who may be facing similar problems, allowing cross-feeding of ideas between some of the most able people in each team. This would also of course incur additional costs, though there might be scope for exploring if this could also give economies (eg. of scale, in involvement of CC:TRAIN personnel in early presentations).

#### DEFINITION OF COMPONENTS

I have a few minor comments here.

7. Keeping training package up-to-date. Understanding of climate change, response options, technologies etc all evolve, as do the international discussions. The project proposal states (item 5) that provisions exist for improving and updating the CC:TRAIN training package without further detail. I assume that adequate mechanisms will be established for carrying this out, and for distributing updated versions to national teams. Perhaps exploration of a regular (annual or biannual) update process, and associated seminar in each country, could be built into the process; such update meetings might also serve as a focal point for the national teams to meet and review progress long after the main project has been formally completed?

8. Expected "end of Project" situation. See comments about the national strategy above. Also in the list on p.6, I doubt that a country team can really be "responsible for the implementation of the Convention"; that is formally the responsibility of the government itself. The responsibility of the country team could be further clarified in this context (obviously linked to its composition and the status of the strategy as discussed below) - but this presumably would depend in part on country specifics.

9. Composition of the national teams. This seems well conceived, with appropriate emphasis upon government and non-government stakeholders. I would supplement this with three comments.

- (a) One is to underline the importance of the industry sector (whether government or not); in particular, in almost all countries I think it would be important to have someone from the power/electric sector (probably strategic planning department) and (for many countries) someone involved in agricultural / land use activities (eg. Farmer's Unions).
- (b) Remember that relevant policies will often be components of other policy areas - notably energy policy and land use policy. In forming the country teams it would be useful to try and get people who may be particularly influential and/or knowledgeable



about these policy areas, and may be involved with studies on other aspects of these sectors.

- (c) Third, because I see continuity as an important aspect, it is important to ensure that there are some participants who are likely to remain interested and involved in the longer term, after the formal project itself has finished. Given the tendency of both governments and industries to move people around, involving a senior figure from a respected policy or economic research institute in the national team, who can bring in younger analysts to work on specific aspects, could be a way of encouraging this.

#### SEQUENCES AND TIMESCALES.

10. Perhaps the thing I am most missing from this proposal is a good sense of the sequences and timescales involved. I recognize that to a significant extent climate policy is a "spiral" process, with a continuing loop of analysis leading to proposals which are then developed towards implementation, which both requires further analytic support and generates experience. Nevertheless, some things must precede others; I assume this will be built into the second part of the CC:TRAIN training package (formulation of national strategies and national guidelines) but it is not clear from the proposal.

11. For example, in addressing mitigation, the initial emphasis must be upon generating (or synthesizing) a tolerably good emissions inventory and set of rough scenarios as to how these emissions may develop, at subsector level, over subsequent decades. Only then can one have a clear picture of which subsectors really deserve analytic attention and policy effort in the development of a national strategy (which may in turn have implications for the composition of the national team). This would then need to be followed by assessments of both technical and policy options - perhaps carried out in parallel - which would need to be brought together at the sectoral and finally national level. Similarly, analysis of adaptation strategies has to be built upon some understanding of both plausible climatic changes, and demographic and land-use trends. Some of these elements may be available from other programmes (eg. CC:COPE), and the guidelines should usefully clarify this.

12. Finally in this context, the project proposal does not indicate clearly the timescale over which national strategies might be developed. Perhaps this is appropriate, since it will depend upon national capabilities and starting positions, and other factors; but an indication of whether the expected timespan is nearer 1 or 5 years would be helpful. My own guess is that a timescale of 15 to 30 months could be involved from initiation to the presentation of the strategy at a national conference, depending on national circumstances.

13. Again in the spirit of making sure that results are informed by and influence related policy areas, the timing of some aspects (eg. workshops) could be related to that of processes in related areas (eg. the climate strategy should aim feed into a Consultative Paper on energy policy).

#### Status of the national implementation strategy

14. More thought / clarification could be given to the status of the national team and resulting strategy. This is important because it will affect expectations for, and the freedom of, the process. If it is a very informal process with limited political status, non-governmental participants may be tempted to load it as a "wish list" of possibilities, but with rather little impact. On the other hand, it can hardly be a statement of detailed government policy, which would need to be agreed at more senior levels across a range of relevant departments and would tie the timescales to official policy machinery; attempting to make it too close to government policy might also unduly cramp the analysis or risk it getting bogged down in internal political disputes.

15. Most governments have procedures for "consultative papers" of various sorts (eg. Green Papers); seeking to fit the implementation strategy process into such a structure might give it valuable political status, and ease dissemination and acceptance of the findings.

16. Another aspect of this is the relationship between implementation plans and the national report to the climate convention. Concerning inventories at least, and hopefully more broadly, presumably it would be possible to develop some aspects of national plans in accordance with internationally-accepted guidelines (insofar as they exist) for national strategies under the UNFCCC.

#### **Relationship to other national country study efforts**

17. The CC:TRAIN proposal does not clarify its relationship to other country study efforts. It seems close enough to the US-sponsored effort on climate strategies that I assume that different countries would be chosen, unless it can clearly be shown that there is value in collaborating on the same country. But there are also some bilateral efforts; presumably the existing programmes will be surveyed carefully first.

18. Also, I assume that every effort will be made to learn from and cooperate with other such programmes. Notably, it might be appropriate to have someone helping to manage the US country study programme on the advisory group of CC:TRAIN, and *vice versa*.

#### **Links with international research on the development of climate policy**

19. Finally, I believe that it would be beneficial to link the very practical focus of this project with broader research into the nature of obstacles in the implementation of climate policy. Specifically, a major research project proposal on the economic, institutional and political obstacles to implementing climate policy in developing countries (IPAGE-II) has been developed under the direction of the Dutch research institute IVM, led by Pier Vellinga, in association with a number of other relevant research centres in other countries. Assuming this project gets approval, I believe that there would be mutual benefit to arranging some kind of collaboration with the CC:TRAIN programme, perhaps in the form of involving one or more of their leading researchers on the advisory group of CC:TRAIN.