

# Long-term planning for climate and development

Ideas from and for the  
Least Developed Countries

Case study  
July 2020



## About the authors

Gabrielle SA Swaby is a researcher in IIED's Climate Change Group. Amir Sokolowski is an independent consultant and advisor on climate governance.

With contributions from Joseph Epitu (Ministry of Water and Environment, Uganda) and Kirata Tekiera Mwemwenikeaki (Office of Te Beretitenti (President), Republic of Kiribati).

Corresponding author: Gabrielle SA Swaby, [gabrielle.swaby@iied.org](mailto:gabrielle.swaby@iied.org)

## More on this case study

This case study builds on a policy briefing, 'Harnessing long-term strategies for low-carbon climate-resilient LDC development' (IIED, 2018). It is available at [pubs.iied.org/17480IIED](https://pubs.iied.org/17480IIED)

This case study is also part of an ongoing series where the Least Developed Countries share their experiences, successes and challenges in strengthening national policy and legislative frameworks to implement climate action. The series offers transferable lessons and an opportunity for mutual learning to support climate ambition through developing countries. Previous titles include: Namgyel, T, Gebreyes, BY and Tenzing, J (2018) From global ambition to country action: low-carbon climate-resilient development in Bhutan. IIED, London. [pubs.iied.org/17477IIED](https://pubs.iied.org/17477IIED)

## Acknowledgements

The authors would like to thank the following individuals for their invaluable contributions and insights in the development and review of this publication: Sebastien Korwin and Ugo Ribet (Takin Consulting), Siddharth Pathak (2050 Pathways Platform), and Elaine Harty and Jérémy Davis (IIED).

## Produced by IIED's Climate Change Group

Working in collaboration with partner organisations and individuals in developing countries, the Climate Change Group has been leading the field on adaptation to climate change issues.



Published by IIED, July 2020

Swaby, GSA and Sokolowski, A (2020) Long-term planning for climate and development. IIED, London.

<http://pubs.iied.org/17759IIED>

ISBN 978-1-78431-818-5

Printed on recycled paper with vegetable-based inks.

International Institute for Environment and Development  
80-86 Gray's Inn Road, London WC1X 8NH, UK  
Tel: +44 (0)20 3463 7399 | [www.iied.org](http://www.iied.org)

 @iied

 [www.facebook.com/theIIED](https://www.facebook.com/theIIED)

Download more publications at <http://pubs.iied.org>

IIED is a charity registered in England, Charity No.800066 and in Scotland, OSCR Reg No.SC039864 and a company limited by guarantee registered in England No.2188452.

# CONTENTS

<b>Introduction</b>	<b>2</b>
<b>Uganda: from vision to action</b>	<b>4</b>
Policy pointers in action	6
<b>Kiribati: underpinning policy with planning</b>	<b>8</b>
Policy pointers in action	10
<b>Collaborative platforms and financial opportunities</b>	<b>12</b>
<b>Long-term planning, early benefits</b>	<b>14</b>
Multiple benefits	14
Long-term and in reach	15
<b>References</b>	<b>16</b>

## 01

# Introduction

During the UN climate negotiations of 2015, the Least Developed Countries (LDCs) Group called for the Paris Agreement to embrace a long-term outlook, knowing that ambitious and visionary planning and actions are essential if the world is to limit warming to 1.5°C. The negotiation outcomes and final text of the Agreement backed the need for a long-term vision, calling on countries to communicate mid-century long-term strategies by 2020.<sup>1</sup> Nearly five years on, 17 countries have submitted a long-term strategy (LTS),<sup>2</sup> with many others expected to follow before COP26 takes place in late 2021.

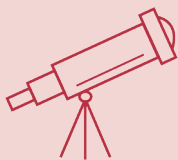
While only one LDC has submitted its LTS so far,<sup>3</sup> the 47 LDCs are no stranger to long-term climate and development planning. This case study showcases two strong examples of how these long-term policies are being planned and delivered, which highlight some of the opportunities and benefits for developing countries that arise from formulating and implementing an LTS. Indeed, given the unique and unprecedented challenge for LDCs of lifting their people out of poverty while achieving sustainable development, there are exclusive context-specific rewards to long-term planning.

In a 2018 IIED policy briefing,<sup>4</sup> we unpacked the challenges and opportunities for LDCs in preparing their long-term strategies and suggested four policy recommendations to support the process (see Box 1). This case study builds on that thinking by detailing how two LDCs have already applied the first three ‘policy pointers’ and exploring the benefits seen as a result. We also offer examples of how collaboration is aiding LDCs in taking forward long-term planning — as suggested in the fourth policy pointer — and note some resources available to support this work.



**‘Harnessing  
long-term strategies  
for low-carbon  
climate-resilient LDC  
development’  
pubs.iied.org/  
17480IIED**

## BOX 1. HARNESSING LONG-TERM STRATEGIES FOR LOW-CARBON, CLIMATE-RESILIENT DEVELOPMENT IN LDCs: POLICY POINTERS FOR GOVERNMENTS



1. For LDCs to achieve low-carbon, climate-resilient development, having a long-term vision is crucial. Their strategies must address vulnerability to economic and environmental shocks while confronting inherent structural barriers to sustainable development.



2. In LDCs, any long-term climate response will need to go beyond emission reduction scenarios; long-term strategies provide opportunities to plan more effective adaptation and enhanced resilience for present and future needs.



3. Long-term strategies offer greater certainty for support and investment, showing commitment and creating clear investment roadmaps that fuse with LDCs' own development priorities. This gives LDCs a competitive edge to receive long- and near-term technical, financial and institutional support.



4. Collaborative platforms can enhance experience and knowledge sharing to promote better policy design and highlight opportunities and challenges as LDCs prepare long-term strategies.

# 02

## Uganda: from vision to action

Uganda is an LDC leader in terms of extensive long-term planning experience. Indeed, while Uganda has seen an average of 7% annual economic growth over the last two decades, the country has learned that reverence for such statistics is misplaced. Long-term economic gains will only be valuable if they stem from and integrate with lasting, sustainable development across a range of sectors.

In 2007, the cabinet approved the National Vision Statement: 'A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years'. To make this vision a reality, the National Planning Authority worked with other government institutions and stakeholders

to develop the 'Uganda Vision 2040'.<sup>5</sup> Launched in early 2013, this document is the country's ambitious long-term development blueprint; it aims to transform Uganda from a predominantly low-income country to a competitive upper middle-income country.

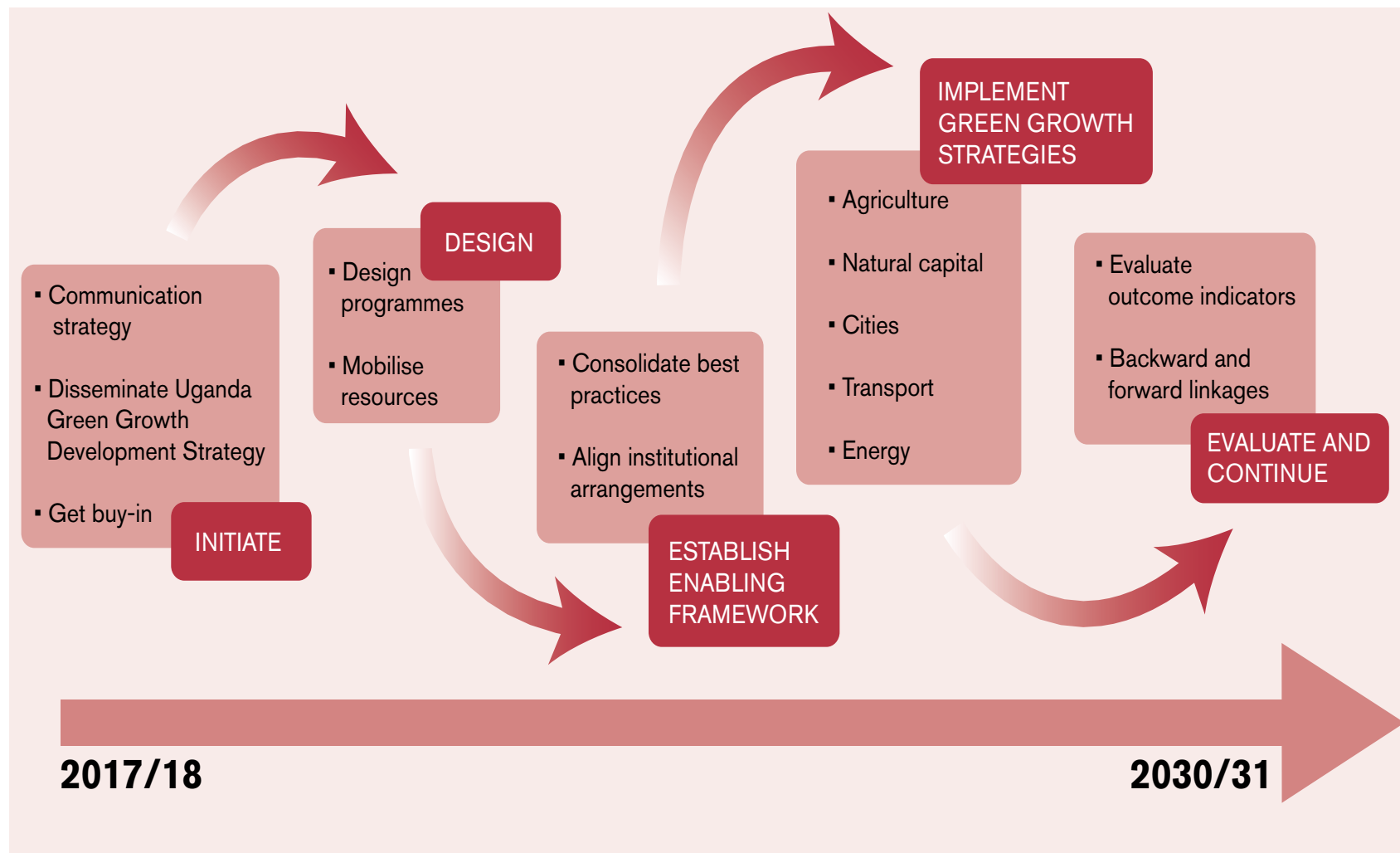
The Comprehensive National Development Planning Framework (CNDPF), also approved in 2007, not only set the stage for the development of Vision 2040, but also determined that the Vision would be implemented through six accompanying five-year National Development Plans (NDPs). Attaching these short-term implementation plans shows Uganda is learning from past experiences: failure to realise previous national visions (Vision 2025

and draft Vision 2035) was mainly due to the absence of appropriate policy, legal and institutional frameworks, and a lack of ownership at different levels of leadership.<sup>5</sup>

Vision 2040 is complemented by the Uganda Green Growth Development Strategy (UGGDS 2017/18–2030/31),<sup>6</sup> which aims to ensure the goals of the Vision and associated NDPs are reached in a sustainable manner. This involves unpacking the broad principles of green growth espoused in the 2030 Agenda for Sustainable Development and the Sustainable Development Goals into key intervention areas that can then be acted on (see Figure 1).

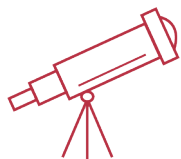


**FIGURE 1. UGANDA'S GREEN GROWTH DEVELOPMENT STRATEGY: IMPLEMENTATION PATH AND TIMELINE**



Adapted from: National Planning Authority of Uganda (2017) The Uganda Green Growth Development Strategy 2017/18–2030/31. [bit.ly/37YWU7Z](https://bit.ly/37YWU7Z)

## Policy pointers in action



### VISION

Uganda Vision 2040 explicitly recognises that climate change affects all sectors of the economy. It actively weaves preparedness

through adaptation and mitigation strategies across all sectors to ensure resilience to the adverse impacts of climate change. The Vision recognises that, with about 70% of the population reliant on subsistence farming, economic diversification and sustainable agricultural production will be important factors for future development.

Through its most recent five-year National Development Plan, Uganda achieved targets ranging from developing a national climate change policy to creating guidelines for including climate change in budgeting and planning



### INTEGRATION

Vision 2040 integrates climate change governance into development planning.

Every sector must not only consider climate change, but integrate climate goals within their targets; a 'climate change focal point' within the sector is responsible for ensuring this happens. In the 2015–2019 NDP, which largely focuses on embedding climate change considerations and governance across sectors, Uganda achieved targets ranging from developing a national climate change policy to creating guidelines for including climate change in budgeting and planning. Once included in national planning programmes, the targets form the basis for the annual budget and approval of funding from government.



### FINANCE

Any government bid for external funding must align with the current NDP, and by extension, Vision 2040. Uganda's requests for funding from the international community must

show which NDP target it serves, as verified by the National Planning Authority. "One of the lessons learned for any meaningful mobilisation of resources is that you must have a reference document to give to development partners", Joseph Epitu, who works at Uganda's Ministry of Water and Environment, explains, "and if you go to a donor saying our targets are in the NDP, all of Uganda's sectors are singing from same hymn sheet... Funding from the World Bank, the African Development Bank and so on must be aligned with the NDP — this is a condition for Uganda."<sup>7</sup> With this approach, Uganda ensures it always funds its mission, guided by its national priorities, rather than following donors' concerns.





Women carry spear grass to the market in Pakwach, Northern Uganda. Spear grass is a useful indicator of soil fertility and so can help with sustainable agriculture production, which is one of five focus areas in the Uganda Green Growth Development Strategy

# 03

## Kiribati: underpinning policy with planning

Home to nearly 90,000 people, the low-rise atolls of Kiribati are highly vulnerable to climate change and natural disasters. Kiribati's exposure to warmer temperatures, sea level rise, increased storm surges, climate variability and the growth of associated impacts (such as coastal erosion) place immense pressure on the government's priority sectors, including tourism and fisheries. This has prompted the government to be proactive and develop a long-term framework for climate change adaptation. The framework integrates all government sectors, faith-based organisations, nongovernmental organisations and others in a national effort to coherently address the effects of climate change.

Almost all climate change-related activity in Kiribati is defined through policies and plans, which are distinctly reflected in the 'Kiribati Joint Implementation Plan (KJIP) for Climate Change and Disaster Risk Management 2019–2028' (revised from the 2014–2023 plan). This framework sets out clear guidelines that emphasise the integration of climate change and disaster risks into all sector plans and budgets.<sup>8</sup> It outlines the climate change and disaster risk context for Kiribati, identifies 12 major strategies to reduce vulnerability (see Figure 2) and presents a detailed action matrix. The KJIP also aims to uphold and safeguard Kiribati's

unique culture, heritage and identity through enhanced resilience and sustainable development programmes.

The KJIP builds on the 2007 National Adaptation Programme of Action (NAPA) and the 2013 National Framework for Climate Change and Climate Change Adaptation. It also serves as Kiribati's National Adaptation Plan. The plan is strong but has scope to evolve: gender considerations in the KJIP were strengthened in light of an analysis conducted in 2017.

**FIGURE 2. REDUCING VULNERABILITIES AND RESPONDING TO THE IMPACTS OF CLIMATE AND DISASTER RISKS: 12 STRATEGIES UNDER THE KIRIBATI JOINT IMPLEMENTATION PLAN**

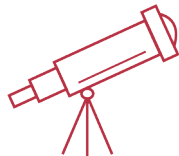


Adapted from: Government of Kiribati (2019) Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management 2019-2028.  
<https://bit.ly/30wel73>

Sitting above the KJIP exists a higher-level strategic policy document, the National Climate Change Policy (2018),<sup>9</sup> which is further complemented by the National Disaster Risk Management Plan (2012)<sup>10</sup> (see Figure 3). The Climate Change Policy brings together all climate issues related to national institutional arrangements, vulnerability, mitigation, adaptation, and financing issues and needs. The KJIP is the policy's detailed action plan. The policy has been developed to strategically guide and support decision-making processes, setting the direction for enhanced coordination and scaled-up implementation of climate change adaptation, mitigation and disaster risk reduction.

**The Kiribati Joint Implementation Plan aims to uphold and safeguard Kiribati's unique culture, heritage and identity through enhanced resilience and sustainable development programmes**

## Policy pointers in action



### VISION

The KJIP and related policies fall within the broader scope of the 'Kiribati 20-Year Vision 2016–2036'<sup>11</sup> as well as the most recent accompanying development plan (2016–2019). These national-level plans are developed to coordinate with sectoral plans, highlighting specific climate change and adaptation needs as they are integrated into development plans. The priorities identified in the KJIP are used as the basis for action.



### INTEGRATION

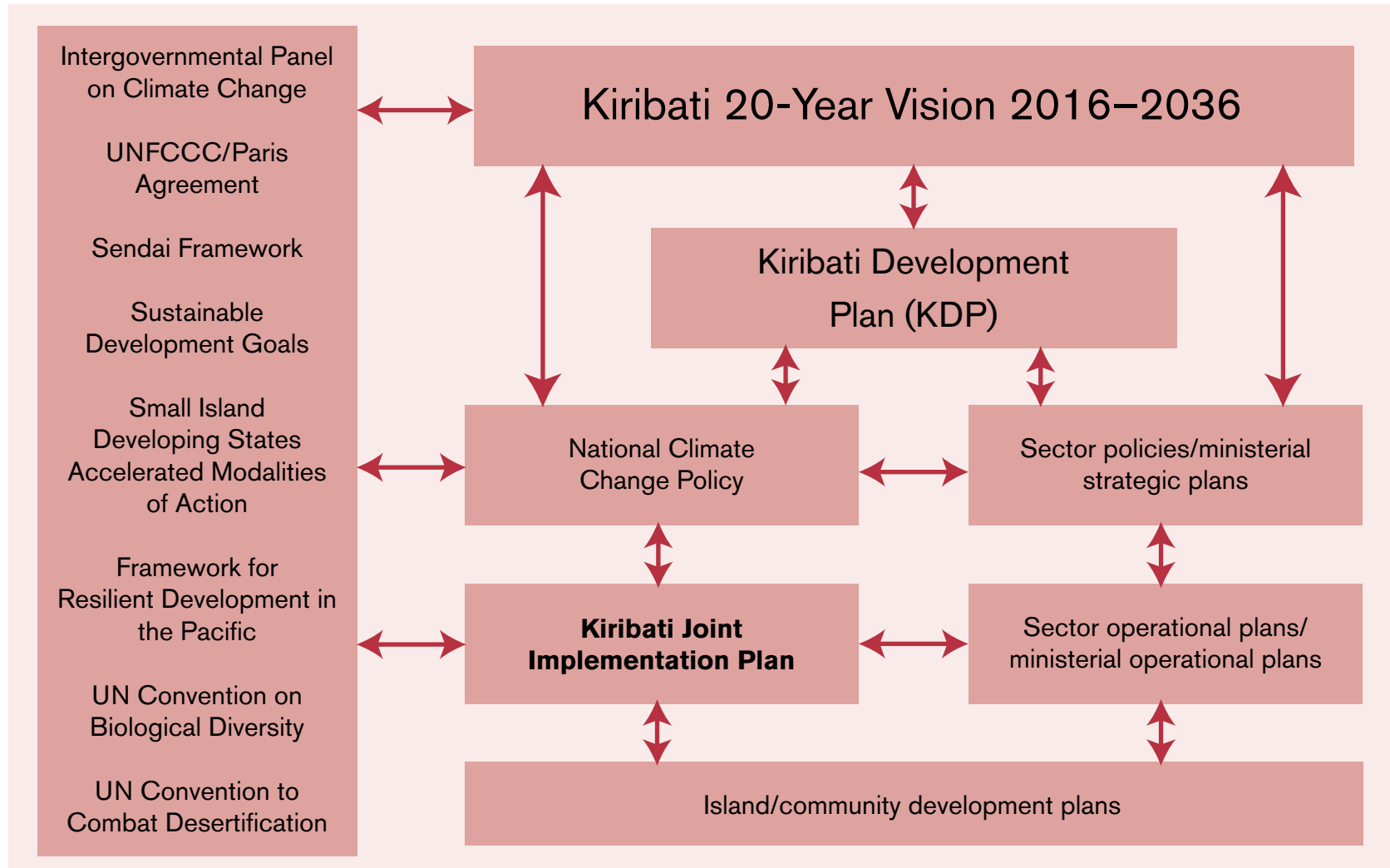
Taneti Maamau, President of Kiribati, highlighted that the KJIP seeks to increase resilience to climate change and disaster risks using a 'whole-of-country' approach;<sup>12</sup> it works by focusing on mainstreaming and coordination across sectors and scales of governance, including civil society and the private sector. This systematic and integrated plan identifies tangible actions and maximises the efficiency and effectiveness of existing capacities and resources, ensuring new initiatives are well supported and have maximum impact.



### FINANCE

Identifying 12 major strategies and presenting a detailed action matrix means the KJIP can also be used as an investment plan for climate financing. For example, the Ministry of Finance has recommended that all budget proposals be assessed against how far they address KJIP strategies. The Ministry has also called for the KJIP to form the basis for a National Climate Finance Roadmap, which will guide progress towards identified climate finance outcomes for 2020 and beyond.<sup>13</sup>

**FIGURE 3. HOW THE KIRIBATI JOINT IMPLEMENTATION PLAN LINKS TO NATIONAL FRAMEWORKS**



Adapted from: Government of Kiribati (2019) Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management 2019-2028.  
<https://bit.ly/30wel73>

# 04

## Collaborative platforms and financial opportunities



Long-term planning in general, and developing a long-term strategy in particular, may seem daunting at first, but opportunities for partnership and collaboration can help make the long-term planning process — and subsequent implementation — robust and mutually beneficial. This section offers examples of collaborative work that is already underway and which focuses explicitly on supporting LDCs to develop their long-term strategies (Box 3). We also provide a snapshot of the abundant resources available to support LDCs and other developing countries in this area (Boxes 2 and 4).

### BOX 2. EXAMPLES OF PLENTIFUL FINANCIAL SUPPORT

- Several multilateral development banks are working together to develop services for countries to put in place long-term strategies and accelerate the transition to low-emission and climate-resilient development pathways<sup>14</sup>
- The French Development Agency (Agence française de développement, AFD) has created the '2050 Facility': a grant program supporting around 30 developing countries, particularly the most vulnerable and those that emit the most
- See also Box 4.



### **BOX 3. LDCs WORKING THROUGH OR WITH COLLABORATIVE PLATFORMS: NOTABLE EXAMPLES**

- Bhutan and The Gambia are working with support from the 2050 Pathways Platform to develop their LTS for submission to the UNFCCC
- Senegal is looking at long-term emissions modelling with think tank IDDRI (Institut du développement durable et des relations internationales), drawing on expertise from their Deep Decarbonization Pathways Project
- Ethiopia is preparing its LTS for UNFCCC submission with the support of the World Resources Institute and the New Climate Economy
- Uganda is doing the same with the support of Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ, the German Development Agency)
- The LDC Group on Climate Change leads on various collaborative initiatives to support LDCs' transition towards a climate-resilient future, including the LDC Renewable Energy and Energy Efficiency Initiative for Sustainable Development (LDC REEEI), the LDC Initiative for Effective Adaptation and Resilience (LIFE-AR) and the Least Developed Countries Universities Consortium on Climate Change (LUCCC).<sup>15</sup>

### **BOX 4. GET CONNECTED: SOURCES OF REGIONAL AND INTERNATIONAL TECHNICAL EXPERTISE**

#### **Technical providers/ organisations**

- The International Institute for Environment and Development (IIED)
- 2050 Pathways Platform
- Global Green Growth Institute (GGGI)
- United Nations Development Program (UNDP)
- Regional UN Economic and Social Commissions
- Climate Analytics
- World Resources Institute (WRI)
- Food and Agriculture Organization (FAO)
- National statistics offices or bureaus

#### **Networks**

- Low Emission Development Strategies Global Partnership (LEDS GP)
- Climate Action Network

#### **Funders**

- Various multilateral and regional development banks
- Green Climate Fund
- European Commission
- Various national development agencies (such as GIZ, AFD, USAID)

#### **Private sector**

- Business councils
- Banking
- Domestic and regional transport services
- Key revenue-generating industries and sectors in-country

# 05

## Long-term planning, early benefits

Long-term strategies are not intended to be an additional burden to LDCs. Rather, they should provide a focal point that supports governments' desire to contribute to the goals of the Paris Agreement on one hand, while tending to their own national needs, priorities and context, on the other.

And it is in addressing specific national contexts that the advantages of long-term planning are particularly relevant for the LDCs. Faced with the unique challenges of lifting their people out of poverty while achieving sustainable development, these countries must work with substantial capacity constraints throughout the process (from vision to design and implementation and from political capital to stakeholder engagement). Overcoming these challenges and constraints may be aided by a long-term, integrated approach towards planning for

climate change and development, as the examples from Uganda and Kiribati show.

### Multiple benefits

As LDCs begin to develop long-term strategies, one key consideration is ownership. We have seen that a single coordinating body or text is an approach proven to attract and secure international investment and aid over the long term. Moreover, a long-term strategy that aligns with the economic and social development of the country, across all sectors, can help countries steer through unexpected shocks, such as the COVID-19 pandemic and extreme weather events. With a long-term vision to guide it, a country will steer its response according to established long-term goals, equipped to manoeuvre more effectively from one planning window

to the next and ultimately towards achieving longer-term objectives.

But to work this way, and reap the benefits, countries must tackle the issues of overlap and integration. Within LDCs, development strategies and policies are commonplace but too often siloed. As the examples of Uganda and Kiribati show, integrating social and economic development into the governance and strategic guidance created by the long-term plan allows for a streamlined, effective collaboration between sectors. However, achieving this kind of overarching planning requires increased coordination and fully inclusive stakeholder engagement from the earliest stages, which can stretch LDC capacity.

While capacity is a very real consideration, the benefits of long-term climate and

development planning outweigh the costs. A considered, detailed LTS sends a clear international signal, catalyses stakeholders, fosters coherence and collaboration, and can bring to light potential economic benefits. It enables the planning and designing of economic and development policies nimble enough to create, attract and take advantage of opportunities arising from innovation and technological trends. The very nature of the LTS is to allow countries to engage in an open discussion on pathways for development and on aligning their long-term planning with the Paris Agreement's long-term goals. These pathways are then updated and improved upon as national circumstances change, technology evolves and new learning takes place.

## Long-term and in reach

As Uganda and Kiribati exemplify, the building blocks for long-term strategies often already exist. If countries reappraise their climate development policy with delivery of an LTS in mind, some may find they are closer to this goal than they realised. And if not, the strengths of the long-term planning examples offered here, along with the selection of existing resources, can be considered as potential starting points. These case studies need not be a template to follow, but should act as inspiration for LDCs — and other developing countries — embarking on their own journey to develop long-term, low-carbon and climate-resilient development strategies under the Paris Agreement.

A considered, detailed long-term strategy sends a clear international signal, catalyses stakeholders, fosters coherence and collaboration, and can bring to light potential economic benefits

# References

- 1 Paris Agreement, Article 4.19, and COP21 Decision, Paragraph 35. <https://unfccc.int/resource/docs/2015/cop21/eng/10a01.pdf> (accessed 19 March 2020).
- 2 UNFCCC, Communication of long-term strategies. <https://unfccc.int/process/the-paris-agreement/long-term-strategies> (accessed 19 March 2020).
- 3 Benin submitted a long-term strategy in 2016.
- 4 Swaby, GSA, Endalew, GJ and Abeyasinghe, A (2018) Harnessing long-term strategies for low-carbon climate-resilient LDC development. IIED, London. [pubs.iied.org/17480IIED](https://pubs.iied.org/17480IIED)
- 5 Uganda National Planning Authority (2012) Uganda Vision 2040. [bit.ly/3jpXH7t](https://bit.ly/3jpXH7t)
- 6 Uganda National Planning Authority (2017) Uganda Green Growth Development Strategy (UGGDS 2017/18 –2030/31). [bit.ly/37YWU7Z](https://bit.ly/37YWU7Z)
- 7 Interview with Joseph Eritu, Ministry of Water and Environment, Uganda. 17 March 2020.
- 8 Government of Kiribati (2019) Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management 2019-2028. [bit.ly/30wel73](https://bit.ly/30wel73)
- 9 Government of Kiribati (2018) Kiribati Climate Change Policy. [www.president.gov.ki/wp-content/uploads/2019/04/Kiribati-Climate-Change-Policy.pdf](http://www.president.gov.ki/wp-content/uploads/2019/04/Kiribati-Climate-Change-Policy.pdf)
- 10 Government of Kiribati (2012) National Disaster Risk Management Plan. [www.president.gov.ki/wp-content/uploads/2014/08/National-Disaster-Risk-Management-Plan-Part-1-2012.pdf](http://www.president.gov.ki/wp-content/uploads/2014/08/National-Disaster-Risk-Management-Plan-Part-1-2012.pdf)
- 11 Government of Kiribati (2016) Kiribati 20-year Vision, 2016-2036. [bit.ly/3eNPzKc](https://bit.ly/3eNPzKc)
- 12 IISD (27 September 2019) Securing our Future in the Blue Pacific. [bit.ly/39b3pW0](https://bit.ly/39b3pW0)
- 13 Government of Kiribati (2019) Kiribati Climate Change and Disaster Risk Finance Assessment, Draft Report. [bit.ly/2ZKZ1Kj](https://bit.ly/2ZKZ1Kj)
- 14 “The MDBs’ alignment approach to the objectives of the Paris Agreement: working together to catalyse low-emissions and climate-resilient development” Declaration. [bit.ly/3joiLLp](https://bit.ly/3joiLLp)
- 15 LDC Group on Climate Change, LDC Long Term Initiatives. [www ldc-climate.org/about-us/long-term-initiatives](http://www ldc-climate.org/about-us/long-term-initiatives) (accessed 15 June 2020).

## Image credits

Cover: Andrew Regan via Wikimedia Commons, CC BY-SA 3.0

Page 7: Jim Joel via Wikimedia Commons, CC BY-SA 4.0

Page 17: AusAID via Flickr, CC BY 2.0

Cover shows a busy street market in Kampala, Uganda. The Uganda Green Growth Development Strategy considers a ‘Greater Kampala Metropolitan City (GKMC)’ as one of five planned green cities





Local fishers in Kiribati, where fisheries are a priority sector

The least developed countries (LDCs) are no stranger to thinking ahead on climate and development. Many are already invested in the process of designing a long-term low carbon climate resilient development strategy; others are closer to achieving this than they may realise. This case study explores how and why LDCs are committing to long-term action plans.

Building on evidence-based policy recommendations, we explore two inspiring examples of long-term LDC planning and the benefits that result. These are supported by resources and approaches that can aid LDCs in advancing their own long-term strategies. We argue that the cost of planning is outweighed by the rewards, at national level and in terms of contributing to global goals. This is especially true for climate-vulnerable nations, who are so often also climate leaders.

IIED is a policy and action research organisation. We promote sustainable development to improve livelihoods and protect the environments on which these livelihoods are built. We specialise in linking local priorities to global challenges. IIED is based in London and works in Africa, Asia, Latin America, the Middle East and the Pacific, with some of the world's most vulnerable people. We work with them to strengthen their voice in the decision-making arenas that affect them — from village councils to international conventions.



International Institute for Environment and Development  
80-86 Gray's Inn Road, London WC1X 8NH, UK  
Tel: +44 (0)20 3463 7399  
[www.iied.org](http://www.iied.org)

---

## Climate Change

---

*Keywords:*  
Least Developed Countries (LDCs), low-carbon resilient development, UNFCCC, Paris Agreement, long-term strategies

Funded by:

This report was produced with the generous support of the 2050 Pathways Platform. However, the views expressed do not necessarily represent those of the Platform.



Knowledge  
Products