



United Nations
Economic Commission for Africa



Enhancing Readiness for Implementing Nationally Determined Contributions in Africa

**A Report on Proceedings of an Expert Group Workshop held at
Kadoma Hotel and Conference Centre in Zimbabwe on 24-25
April 2018**

May 2018

DAY ONE

1. Welcome and Official Opening

On behalf of the Government of Zimbabwe and on behalf of the Director of Climate Change Management in the Ministry of Environment, Water and Climate, Mr Elisha Moyo welcomed participants to the workshop. The participants came from Botswana, Namibia, United Nations Commission for Africa in Addis Ababa and Zimbabwe. Participants were asked to introduce themselves and highlight their expectations.

Mr Moyo highlighted Zimbabwe's National Determined Contributions NDCs process and reported that Zimbabwe focused on Mitigation and Adaptation.

2. Workshop Objective, Background, Challenges of Preparedness in Africa and Discussion

2.1. Workshop Objective

On behalf of the Special Initiatives of the United Nations Economic Commission for Africa, Dr James Murombedzi outlined the main objective of the workshop which was to review and evaluate the governance systems that are being put in place by the African governments to ensure that the commitments to the Paris Agreement, the NDCs, are integrated into development policies and programmes and particularly into national and subnational programmes that are designed to achieve the Sustainable Development Goals.

2.2. Background to the Workshop

Dr Murombedzi highlighted that the key aspect of the Paris Agreement are the NDCs centring on Mitigation and Adaptation. He highlighted that there is a challenge among developing countries of understanding the objective of the NDCs and the Paris Agreement because some countries NDCs show that they saw it as an opportunity to acquire foreign funds as 68% of the NDCs are expected to be externally funded. The NDC were taken as a climate goal and did not explicitly take into consideration implications of NDCs for development processes and potential synergies with Sustainable Development Goals. Thus there was therefore no relation between NDC and the development process thus the workshop would look into how NDCs can be made a key component of the development process through existing governance systems.

Appraising the status and readiness for implementing NDC to Climate change in Africa

A survey was carried out to assess the status and readiness on NDC implementation in Africa. The main purposes were to:

- Diagnose challenges that African countries are encountering with their NDCs;
- Quantify and qualify need to refine NDCs; and

- Shed light on priority sectors as entry points for adaptation and mitigation.

Challenges of Preparedness in Africa

The survey found out that African countries are facing challenges with respect to:

- Preparedness in implementing NDCs;
- Programming NDCs;
- Mainstreaming of NDCs into development policies and plans;
- Establishing appropriate institutional arrangements;
- Financial constraints;
- Resource mobilisation;
- Capacity building; and
- Limited or no technology transfers.

2.3. Discussion

- It was noted that NDCs are obligations that need to be achieved and different actions can be put in place to achieve these, hence they can be implemented through projects, programmes or even policy statements. Zimbabwe's NDC is to reduce 33% emissions below the business as usual scenario by 2030 and Namibia aims to reduce emissions by 89% with 90% being conditional and 10% unconditional.
- There is need to look at real issues and the uptake by private sector of NDCs. The role of private sector should be clearly defined.
- Long-term plans are important because climate change has long term implications.
- In Zimbabwe, CSOs and private sector were involved in coming up with NDCs. The Business Council for Sustainable Development Zimbabwe played a pivotal role on behalf of private sector in providing data and Civil Society Organisations were also involved in the process.
- A suggestion was made that there was need learn from South Africa their good practices.

3. Presentation of Main Findings of the Desk Study

The presentation focused on mainstreaming climate change and sustainable development highlighting the climate change governance processes, actions and mechanisms developed to mainstream the two components. Specific examples of successful mainstreaming and gaps in mainstreaming climate change into development were also outlined.

3.1. Background Information

The presenter, Dr Solomon Mombeshora, highlighted the (I)NDCs stages including the Sustainable Development Goals roadmap.

(I)NDCs were nationally defined before adoption of the Paris Agreement

- 2015 signing of the Paris Agreement and submission of the INDCs to the Secretariat of the United Nations Framework Convention on Climate Change (UNFCCC) to COP 21,
- 2018 the Talanoa dialogue in Fiji to rectify issues with NDCs and secure adequate support with means of implementation,
- 2020 - First report of NDCs every five years,
- 2023 - First Global Stocktake
- 2025 - NDC higher ambitions report
- 2028 - Second Global Stocktake
- 2030 - SDGs stocktake and NDCs submission

The study focused on four countries which are Liberia, Ethiopia, South Africa and Zimbabwe and the Sustainable Development Goals 1; 7; 13 and 17.

3.2. Objectives of the Study

3.2.1. Overall Objective

The overall objective of the study was to:

Review and evaluate the governance systems that are being put in place by the African governments to ensure that the commitments to the Paris Agreement, the NDCs, are integrated into development policies and programmes, and particularly into national and subnational programmes that are designed to achieve Sustainable Development Goals.

3.2.2. Specific objectives

The specific objectives of the study were to:

1. Identify the different governance arrangements, including climate action plans and programmes that have been put in place to support the implementation of the NDCs;
2. Review the mechanisms that have been developed to ensure that the NDCs are integrated across sectors into national and subnational development programmes;
3. Identify the mechanisms that exist or are in development to monitor the implementation of NDCs in selected African countries;
4. Identify the technical support that can be provided to selected African countries by the ECA/ACPC to ensure that climate change is fully mainstreamed into national development processes; and
5. Recommend support that can be provided to selected African countries by the ECA/ACPC on reporting on the NDCs and integration of climate change into national development programmes and policies.

3.3. Conceptual Framework: Political Economy Conceptual Framework

The conceptual framework includes four purposes of analysis which are:

- **Policy context**
 - The 2015 Paris Agreement &NDCs; the 2030 Agenda for Sustainable Development
 - Political Economy of the Country
 - Institutions-in-use at global, national and subnational levels
- **Action Arena**
 - Action situations – cross-sectoral integration of NDCs into national and subnational development programmes
 - Stakeholders’ or Actors’ – interests & power relations
- **Policy Reform Process**
 - Dialogue, alliances or networks & decision making on NDCs
 - Technical support, implementation, monitoring & evaluation, reporting & verification
- **Outcomes**
 - NDCs integrated in national development
 - Reduced GHGs
 - Climate resilience at national & subnational levels

3.4. Alignment of SDGs and NDCs in select African Countries

The alignment of SDGs and NDCs provides opportunities for national and subnational governments in African countries to approach implementation in an integrated and synergistic manner.

Table 1: Alignment of SDGs and NDCs in select African Countries

Country	SDG1: End poverty	SDG3: Ensure access to affordable, reliable, sustainable and modern energy	SDG 13:Climate Action	SDG17: Global Partnership for Sustainable Development	Institutional and Organisational Arrangements	Policies, plans and strategies
Ethiopia	The Climate Resilient Green Economy (CRGE) Strategy addresses both climate change adaptation and mitigation and the Growth and Transformation Plan (or National Development Plan) aims to make Ethiopia a carbon-neutral and middle-income country by 2030 thereby demonstrating the reduction of poverty.	Ethiopia’s plan to mitigate GHG emissions is built on four pillars which include expanding electric power generation from renewable energy	Ethiopia aims to improve crop and livestock production practices for greater food security while reducing emissions, protecting and re-establishing forests for their economic and ecosystem services and sequestering significant amounts of carbon dioxide, and leapfrogging to modern and energy efficient technologies in transport, industry and building sectors.	The implementation of NDCs is contingent on international support that stimulates investments.	The CRGE Strategy established the following institutional and organisational structures that are of immediate relevance to the implementation of NDCs: <ul style="list-style-type: none"> • Ethiopia’s Environmental Council; • CRGE Ministerial Committee; and • Technical Working Group. 	Significant policies, plans, strategies and programmes relevant to supporting the translation of NDCs into practice include: <ul style="list-style-type: none"> • Growth and Transformation II (2015-2020); • Climate Resilient Green Economy Strategy; • Ethiopia’s Agricultural Sector Policy and Investment Framework 2010-2020; • Health Sector Programme of Adaptation to Climate Change ; • National Policy and Strategy on

						<p>Disaster Risk Management of 2013;</p> <ul style="list-style-type: none"> • Scaling-Up Renewable Energy Programme of 2012; • Biomass Energy Strategy of 2013; • Ethiopia's Programme of Adaptation on Climate Change.
Liberia	<p>Liberia adopted the Agenda for Transformation as a framework for meeting the country's expectation for social development, sustained and accelerated economic growth and attaining middle-income status by 2030 which again will provide evidence of poverty reduction since there are high levels of</p>	<p>Liberia seeks to reduce GHGs emanating from use of firewood, charcoal, palm oil and use of fossil fuels by raising the share of renewable energy and replacing inefficient cooking stoves with stoves that have higher efficiency.</p>	<p>Liberia's climate change mitigation actions are sector based and target the energy, waste management and transport sectors. Three priority areas of adaptation include agriculture; building hydro meteorological monitoring system and protection of forest and biodiversity rich zones and improving infrastructure and transport networks.</p>	<p>The implementation of NDCs on mitigation and adaptation are conditional on the provision of adequate means of implementation by the international community and these include financial resources, capacity building and transfer of technologies.</p>	<p>Liberia's institutional and organisational structures that have the potential to support the implementation of NDCs include the Environmental Protection Agency, the National Environmental Policy Council and the National Climate Change Steering Committee.</p>	<ul style="list-style-type: none"> - National Adaptation Programme of Action - Agenda for Transformation – Steps Towards Liberia RISING 2030 - Short, Medium and Long Term Plans for agriculture, energy, forestry, health, coastal zone management, transport infrastructure. - climate change

	unemployment.					policy that serves as a pillar for sectoral strategies and plans was being developed but it is not yet available on the Internet
South Africa	South Africa aims to eliminate poverty and eradicate inequality through reducing dependence on coal for energy and creating jobs from investments in a green economy.	South Africa is investing in transforming the future energy mix by replacing an inefficient fleet of ageing coal fired power plants with clean and high efficiency technology and investing in renewable energy.	South Africa's NDCs document highlights transitioning its global mitigation commitment from a relative 'deviation from business-as-usual' to an absolute peak plateau and decline GHGs trajectory. In terms of adaptation there is integration of adaptation sector policies into national and subnational policy frameworks to enable implementation of climate change.	For the unconditional commitments, South Africa has mobilised significant financial resources and made investments aimed at mitigating and adapting to climate change.	South Africa has elaborate governance arrangements that have been put in place which the implementation of NDCs can depend on. Climate change is effectively addressed and mainstreamed in every department, under the supervision of the Presidency and National Planning Commission -National Government -Parliament -Inter-ministerial committee on climate change	<ul style="list-style-type: none"> - National Development Plan 2030 - National Climate Change Response Policy - The Climate Change Response Public Works Flagship Programme - The Water Conservation and Demand Management Flagship Programme - The Renewable Energy Flagship Programme - The Transport Flagship Programme - The Adaptation

					<ul style="list-style-type: none"> -Intergovernmental Committee on Climate Change -Provincial and local governments -Market based instruments. 	Research Flagship Programme
Zimbabwe	Zimbabwe's main climate thrust remains adaptation and poverty reduction. The Zimbabwe Agenda for Socio-Economic Transformation (ZimASSET) seeks to achieve sustainable development and social equity anchored on indigenisation, empowerment and employment creation.	The mitigation component is focusing on the energy sector and the promotion of use of renewable energy.	Zimbabwe's low carbon development pathway focuses on the energy sector as well. Actions in this sector are supported by a number of complementary initiatives in the spheres of renewable energy, bio-fuels, and transport and forest policies that seek to keep GHGs at a minimum level while ensuring green growth.	Based on its budget estimates, there are huge financial constraints thus Conditional actions will be implemented subject to the availability of affordable international support	<p>Institutional arrangement and organisational structure for climate change mitigation in Zimbabwe is composed of the following:</p> <ul style="list-style-type: none"> -Parliament of Zimbabwe -Office of the President and Cabinet -Ministry of Environment Water and Climate -Department of Climate Change Management 	<ul style="list-style-type: none"> -National climate Policy -National Climate Change Response Strategy

In a nutshell, the linkages need to be demonstrated in the actual governance arrangements and policy processes.

3.5. Discussion and suggestions

The discussion resulted in the following suggestions:

- i. There is need for the document to be enriched by including the definition of NDCs, whether they are commitments, strategies or actions. The paper should go further to discuss the implications of the agreement, whether it is legally binding or not so that parties have options;
- ii. There is need to add another pillar in the conceptual framework of performance indicators to track where parties are in implementing NDCs;
- iii. There is need to indicate the rationale behind the selection of countries for the study;
- iv. The paper did not go beyond how countries have national development strategies and policies are relevant to mainstreaming climate change. There is need to see whether policies are being implemented. There is need for surveys;
- v. There is no culture of long term planning in African countries and shared vision in the NDCs processes;
- vi. Most documents are talking of “should” instead of “will or shall”.
- vii. There is need to move from capacity building to capacity development since capacity building does not promote development but brings about a dependency syndrome;
- viii. The paper needs to look into foundational issues such as:
 - a. What are the underlined issues or critical issues?
 - b. What are the dynamics
 - c. What are the performance measurements
 - d. What is sensitive- sensitivity analysis
 - e. What are the risks involved- need for risk assessment

It was noted, in the discussion, that these foundational issues require new Terms of Reference and a new assignment;
- ix. There is need to highlight similarities between countries;
- x. There is also need to include the SDG9 which looks at Industry, Innovation and Infrastructure in the mainstreaming with the NDCs;
- xi. There is need for consistency in engagement of research institutions and governments should put enough institutional support in terms of resources to make sure that there are structures enabling building of climate change scenarios among other related policy relevant research;
- xii. There is also need for coordination to be initiated from high offices e.g. the Office of the President and Cabinet or the Office of the Prime Minister;
- xiii. It was suggested that a Climate Change Council could be set up for example in Zimbabwe the Ministry of Health has a Nutrition Council;
- xiv. There is need to assist the SADC Climate Change Office so that they can be able to package Climate Change information for use by member states; and
- xv. It was highlighted that focus should be on the architecture and conditions enabling success of the policies, how much commitment is made and investments on mitigation and adaptation in implementing NDCs as well as the integration of policies.

4. Group Work

In meetings held in the garden of the workshop venue, participants discussed in more detail climate change governance issues, mechanisms for monitoring climate change actions, good practices in mainstreaming climate change and recommendations on ways forward for UNECA. The following paragraphs present the focal questions, emerging issues and what could be done to address the issues.

Working Session 1: What should be done to enable effective multi-level (i.e. national, subnational and cross-sectorial) governance of climate actions in Southern African Countries?

The following issues emerged from Working Session 1:

- ❖ The historical reality is that there is no culture for long term policy planning in Africa hence the need to have long term policies;
- ❖ There is need for equal involvement and equal role for the state, market and society in policy planning;
- ❖ To come up with effective policies, there is need for a central player to coordinate policy located in government. The central player should coordinate high level experts from different sectors, most sensitive government departments, CSOs and private sector to provide advice. There must high level uptake, awareness creation and accountability;
- ❖ There is need for multi-sectoral committees to discuss the underlying issues of climate change and these should comprise high level experts as is the case in Namibia;
- ❖ Climate change is a policy of policies, it is everyone's policy as it is cross cutting and it should be part and parcel of every other policy; and
- ❖ There is need for cooperation of all line ministries involved, CSOs and private sector in joint planning, stakeholder engagement, sensitisation and coordination of programmes. There is need for an integrated policy and planning system and for institutional frameworks to speak to each other.

Working session 2: What mechanisms should be put in place to ensure effective monitoring of climate actions in development processes?

The issues that emerged from Working Session 2 are as follows:

- There is need for Monitoring and Evaluation Departments which can be housed in the highest political office or under a National Planning Commission as is the case in Namibia. In other words, there is need for a Nationally Designated Authority which carries out monitoring and evaluation at the highest level possible;
- There is need to understand what is on the ground, what is working and what is not and also the engagement of auditors to monitor GHG inventories. Auditors should be independent inspectors and highly qualified;
- There is need to contextualise climate issues so that NDCs can be viewed as a way of building resilience and development and not as strategies to be submitted to the

UNFCCC secretariat for compliance purposes only. Climate issues should be locally owned and driven by national development imperatives; and

- There is need to put into place reporting and verification together with monitoring.

DAY TWO

Day 2 started with a recap of previous proceedings. The participants proceeded to discuss issues in more detail in working sessions.

Working Session 3: *What are the best practices of mainstreaming Climate Change into development?*

- There is need for institutionalisation of Climate Change across sectors;
- There is need to avoid bureaucracy and enhance direct reporting of climate change issues e.g. extreme weather events. This can be done by reporting directly to the Head of State and/or Government so that action can be taken in cases of hazards and disasters attributable to, *inter alia*, extreme weather events;
- There is need for engagement of high level leaders so that they can have an insight of the needs and important sectors so as to easily involve them in planning (sensitization of governments);
- Awareness raising and mainstreaming of climate change in every sector and implementation of policies is vital;
- There is need to translate climate change issues into local languages in written papers for active uptake. This contextualises climate change issues so that no one is left behind;
- There is need to empower the youth to engage in climate change issues; and
- Training of journalists for climate reporting is critical in order to inform policy and decision makers and the general public.

Using Ayers and Huq's Model¹ the Four Steps to National Capacity Building that could be adopted in implementing NDCs at country and sectoral levels are as follows:

- 1) Awareness raising among:
 - ✓ Government, high level policy makers, sectoral policy makers, planners;
 - ✓ Scientific , community, universities, research institutions; and
 - ✓ Civil Society Organisations
- 2) Targeted Information:
 - ✓ Targeted information and training for policy makers, planners, CSOs, Research Community.

¹ Ayers, J. *et al.* (2014) Mainstreaming climate change into development in Bangladesh, *Climate and Development* 6:4: 293-305

3) Pilot Activities:

- ✓ Accord activities to different entities;
- ✓ Pilot activities on adaptation and mitigation should involve government, private sector and NGOs.

4) Mainstreaming:

- ✓ Capacity building among stakeholders; and
- ✓ Policy and planning should include adaptation to climate change part of everyday business.

NB: The application of the Ayers and Huq's Model should be taken as a dynamic and not static process.

Working session 4: *Recommendations on how UNECA/ACPC can support member states to mainstream climate change into development programs and ensure that Nationally Determined Contributions are properly integrated into the SDGs.*

Recommendations to UNECA included:

- Capacity building for negotiations at the Conference of Parties e.g. diplomacy
- Strengthening already existing lead institutions such as the Climate Change Management Department in Zimbabwe's Ministry of Environment, Water and Climate;
- Sensitisation of strategic stakeholders on mainstreaming of climate change initiatives into development planning and implementation processes;
- Creating synergies with other programmes e.g. creating NDC partnerships;
- Sponsoring Climate Weeks to help in planning and grasping of climate issues;
- Training journalists on Climate Change and climate reporting; and
- Translation of policies into local languages

Recommendations to African Governments included the need to:

- Fully understand the objectives of NDCs and the Paris Agreement;
- Relate NDCs to the development processes;
- Develop long term development policies;
- Fully engage with the Talanoa process to rectify issues surrounding the NDCs; and
- Secure significant and adequate support for means of implementation through finance, capacity development and technology transfers.

5. Conclusion

In his concluding remarks, Dr Murombedzi pointed out that the consultant, Dr Mombeshora shall finalise the report which will help to show NDC implementation in selected countries and how UNECA can come in to support the country level implementation processes. UNECA's vision is the successful implementation of NDCs and their mainstreaming into the sustainable development processes in line with SDGs.

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