



How Nationally Appropriate Mitigation Actions can be effectively used as building blocks for the implementation of countries' Nationally Determined Contributions under the Paris Agreement

Key messages from the Anglophone African Regional Workshop on “Converting (I)NDCs into action: the role of NAMAs in NDC implementation”, Addis Ababa, Ethiopia, 2-4 May 2016

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Key messages

On the one hand **Nationally Appropriate Mitigation Actions (NAMAs) are an important instrument to assist the implementation of Nationally Determined Contributions (NDCs)¹** under the Paris Agreement. On the other hand, **NDCs can provide long-term targets and hence an important framework for the implementation of NAMAs.** In this complementary relationship, NAMAs can play an important function as mitigation building blocks, which will be able to trigger substantial emission reductions. Additionally, they can be a vehicle for international climate finance flows and be used to track and communicate progress on implementing NDC targets.

NAMAs and NDCs are already linked. Many African countries have built their Intended Nationally Determined Contributions (INDCs) formulation on NAMA development experiences and NAMA concepts. The institutional and individual technical capacities gained and experience/knowledge acquired during the NAMA development process provide a good basis for (I)NDC development. Moreover, some (I)NDCs already include specific mitigation actions/NAMAs and/or provide important information as a reference and starting point for developing concrete actions.

NAMAs can serve as a key instrument to convert NDCs into concrete action as part of comprehensive implementation plans, which can make NDC targets more tangible and offer a clear approach to implementation. Linking NAMAs and NDCs (e.g. harmonising metrics, time periods, assumptions and methods used) may help to achieve that NAMAs and NDCs built on and reinforce each other).

Countries view the high political status of NDCs as an opportunity to mainstream climate change into sectoral strategies. It is important to mainstream NDC implementation plans into development planning and sector-specific approaches (e.g. NAMAs), which can be a supportive building block.

Note: All presentations can be downloaded on the website of the International Partnership on Mitigation & MRV [here](#) and on the website of the UNFCCC Secretariat [here](#).

¹ During their preparation for the Conference of the Parties (COP) in Paris in December 2015, many Parties submitted INDCs. 189 Parties have submitted their INDC so far. The INDC automatically becomes a Party's NDC when this Party ratifies the Paris Agreement, unless the Party submits an update or revision (COP decision 1/CP.21, paragraph 22).



Background of the Workshop

The Paris Agreement firmly places NDCs at the centre of Parties' efforts in moving their economies on low-emission and climate resilient development pathways. Parties shall enhance their ambition and communicate new NDCs every five years. By doing so the ambition of NDCs should increase over time ("Ratcheting-up"). While on the international climate policy level, rules and modalities for the implementation of the Paris Agreement will be developed in the next years to come, Parties need to identify and develop mitigation actions and start their implementation. Developing countries should be supported to meet their contribution targets considering their capability and responsibility. In an ideal case no one is left behind, since "if one fails, all will fail" in reaching the overall objective of the Paris Agreement to limit global temperature rise to well below 2°C with efforts to reach 1,5°C.

Strong national policy frameworks will need to be put in place to foster and enable sustained implementation. NAMAs have been identified by a number of developing countries as an instrument that will be used to achieve the targets expressed in their NDCs. NDCs in turn offer the much-needed context for the design and implementation of NAMAs, providing countries with the opportunity to bring forward coherence in climate change and development policies at the national level.

The Anglophone African Regional Workshop on "Converting (I)NDCs into action: the role of NAMAs in NDC implementation"² held in May 2016, in Addis Ababa, Ethiopia, aimed to capitalise on the momentum of the Paris Agreement and facilitated discussion on converting NDCs into tangible, ambitious and implementable mitigation policies, programmes and actions. The workshop brought together mitigation experts from Anglophone and Lusophone African countries from Environment and sector ministries as well as representatives of international organisations. The main objective was to facilitate the discussion on linkages between NAMAs and NDCs, as well as on how NAMAs can be used as a key tool in achieving objectives set in the INDCs. It supported the exchange of experiences on NAMA planning, preparation and implementation in the sub-region, with a special focus on the energy and the agriculture, forestry and other land use (AFOLU) sectors, and discussed how these experiences can be applied in NDC implementation. Participants took stock of NAMA development and implementation process in Anglophone and Lusophone African countries and discussed the key success factors and main barriers/challenges as well as exchanged views on how to overcome them.

The role of NAMAs in NDC implementation

To achieve the targets specified in the INDCs, concrete actions on the ground are necessary. NAMAs can be one of the main tools to assist the realisation of NDCs. They will support developing countries in their low-emission development. On the other hand, NDCs can provide long-term targets and hence an important framework for the implementation of NAMAs.

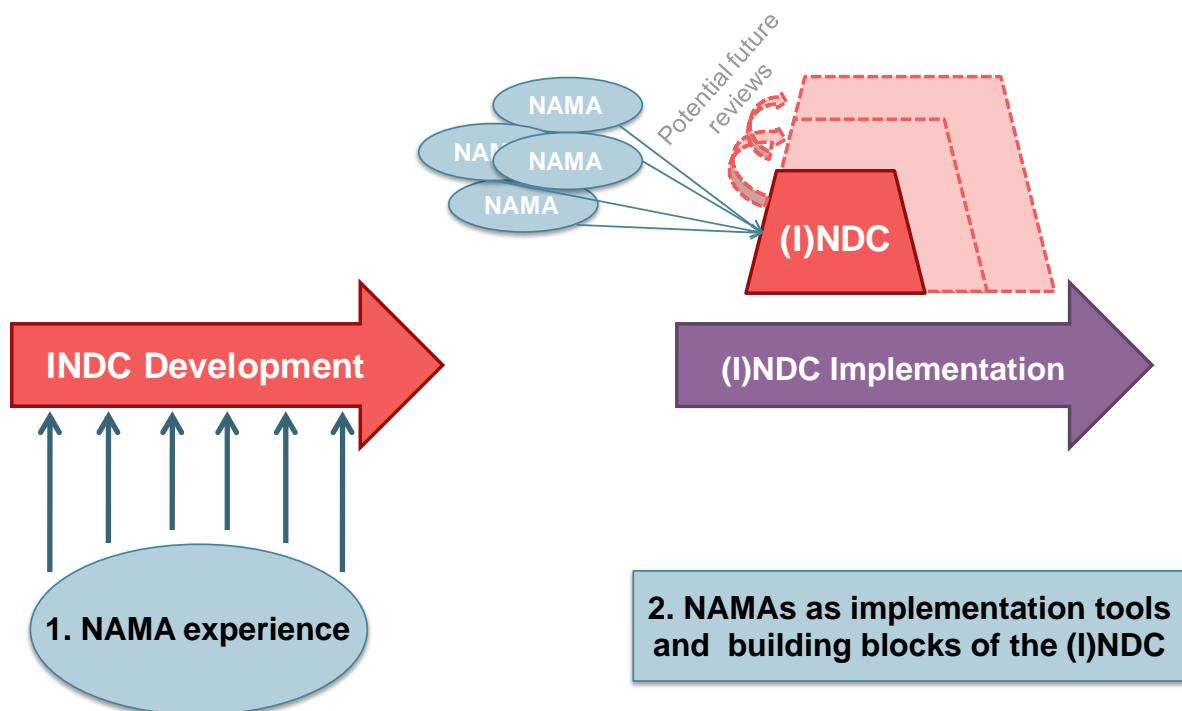
It is important to understand the relationship between NDCs and NAMAs, as both are mitigation concepts and define targets, but address efforts at different levels. The key question is how to bring

² International Partnership on Mitigation and MRV, [Anglophone African Regional Workshop on "Converting INDCs into action: the role of NAMAs in INDC implementation" \(2-4 May 2016, Addis Ababa, Ethiopia\)](#)



NAMAs and NDCs together in a coherent mitigation strategy? There is/can be a strong interrelation between NDC and NAMA formulation and implementation: NAMAs can be used as sectoral actions to implement NDC targets (top-down) and, respectively, NDCs can be built upon NAMAs (bottom-up). For many countries, challenges hereby already occur in the preparation stage as major institutional and financial barriers are faced when developing (I)NDCs and NAMA concepts. In this context, a key question is how to move NAMAs from the *concept* to the *implementation* stage, i.e. how countries can address challenges and overcome existing barriers through an effective NAMA design. A particular challenge is the mobilisation of the private sector, which requires an enabling environment including a long-term strategy or plan to be in place for taking corresponding actions and investment. NAMAs can support this environment by establishing the right policies, incentives and regulations. NAMA development and implementation process has also played an important role in building capacity to identify, develop, implement and monitor actions for low-emissions development. Institutional and individual technical capacities were built and knowledge was acquired during the NAMA process, in most developing countries, providing a good basis for the implementation of NDCs. This can be useful for the bottom-up formulation or updating of the (I)NDC at the aggregated level of individual mitigation actions/NAMAs. In this context, the national ambition level can be derived from the emission reduction potential of individual and sectoral actions (see Figure 1). On the other hand, (I)NDCs can provide important information and references with regards to political priorities, short-term/long-term mitigation goals, reduction potential of different sectors, criteria for NAMA prioritisation, specific activities, costs, co-benefits and stakeholders. This can be a starting point and guidance for the translation of NDCs into concrete actions.

Figure 1: Possible Linkages of NAMAs and INDCs



Source: Adapted from GIZ's NAMA Tool, draft version 10.0, February 2016 (GIZ, 2016)



Transforming NDCs into action

To transform NDCs into actions and results, countries may formulate corresponding implementation plans. NAMAs can serve as a key instrument here to convert NDCs into concrete actions as part of these implementation plans, which can make NDC targets more tangible and offer a clear approach to implementation. Linking NAMAs and NDCs (e.g. harmonise metrics, time periods, assumptions and methods used) may help to make NAMAs and NDCs build on and reinforce each other.

African countries present at the workshop expressed the need of support for the technical preparation and capacity building. A necessary basis for the preparation and implementation of action plans are sufficient information and data. A solid information basis will enable informed decision making and an effective monitoring system. Furthermore, the identification and formulation of mitigation actions will require the involvement of relevant stakeholders, especially sectoral or ministerial “champions”, in order to build solid institutional structures and to ensure national ownership. The implementation should mainstream NDCs into development planning and sector specific efforts. Besides, it should consider existing climate actions, which can be supportive cornerstones. Countries need to find innovative ways to mobilise resources and enable private sector participation and contribution for the implementation of the action plans.

During NDC implementation, NAMAs can serve as an instrument for disaggregating the national targets into sectoral actions. Understanding what happens in the sectors by setting up an MRV system to monitor the NAMA implementation and to inform about the results (e.g. institutional arrangements, accounting methods) will provide a good basis for taking stock and analysing actions at the sectoral level and more aggregated actions at the national level (NDC). This analysis would also support the upscaling of (existing) actions with a view to raising ambition of future NDCs, as requested under the Paris Agreement. Furthermore, NAMAs would allow accessing and mobilising international and domestic finance for the NDC implementation (e.g. through the Green Climate Fund, the NAMA Facility, domestic funds, etc.).

From NAMA preparation to implementation: experiences from Africa

Many African countries have already started to identify concrete measures, incl. NAMAs that will serve their NDC targets. Examples include Burkina Faso, Ethiopia, Gambia, Kenya, Namibia, Rwanda, South Africa, Tunisia, Uganda and Zimbabwe³.

Key **success factors** identified during the preparation of NAMAs in African countries include:

- **Embed NAMAs into a long-term vision**, such as NDCs, LEDS or sector level strategies.
- **Identify a ‘champion’** that drives the process from strategy to implementation (good practice example: [Kenya’s waste and energy NAMA](#)).
- Ensure continuous, transparent and inclusive **stakeholder engagement** throughout the NAMA preparation process. NAMAs should involve all relevant stakeholders early in the process to

³ See for instance http://www.nama-database.org/index.php/Main_Page



ensure collaboration and coordination between ministries and to support high-level political process. The consultation and involvement of relevant stakeholders will facilitate the assessment of the technical potential, costs and co-benefits used to pre-assess the “value” of a NAMA or to prioritise between different NAMA concepts. This will be particularly important if existing programmes are identified and strengthened/up-scaled instead of starting projects from scratch (good practice example: [Access to clean energy through establishment of market-based solutions in Ghana](#); renewable Energy NAMA in the Seychelles)

- **Political and financial commitment** to contribute and achieve their mitigation and development targets (good practice example: [rural electrification in off-grid areas NAMA in Namibia](#)). Financing has to be approached differently in the various phases of a NAMA lifespan, e.g. preparation phase vs. implementation phase. Depending on the cost structure and revenue streams of the NAMA interventions, the major portion of NAMA financing could come from domestic sources through appropriate policy intervention and the creation of economic incentives, inter alia by incentivising the use of renewables through a feed-in tariff, putting a price on carbon or reduction of fossil fuel subsidies. International climate finance can be used to catalyse the investments needed for NAMA implementation.
- **Identify the lead institutions/ministries** that will coordinate the NAMA preparation and stakeholder engagement and ensure full buy-in of all relevant ministries. Besides, the implementing entity should ensure that the timelines for the planned interventions are followed; milestones help to maintain momentum in long-running projects. Hence, a strong project lead and governance are necessary. An implementation plan would help to define the organisational and financial management, which should be carried out and monitored (including the MRV system to measure, report and verify ex-post emission reductions and co-benefits) accordingly. Regular meetings with relevant stakeholders (government, private sector, and if applicable civil society) are helpful, in which the implementer should report back on the progress of the NAMA implementation (good practice example: [Rural Electrification with Renewable Energy in The Gambia](#)).
- **Promote local technical capacity** to ensure lasting technical support already during the NAMA preparation phase. During the NAMA planning it is important to consider what to measure, how to measure, when to measure and who should measure. Hence, a robust M&E/MRV system should be framed. Corresponding data and information will be also supportive and could be used to develop the implementation plan for the NAMA. Again, **ownership is key**: A person or institution responsible for MRV of the NAMA needs to be identified, ideally during the design phase. (Good practice example: [rural electrification in off-grid areas NAMA in Namibia](#)).
- **Identify a national financial institution** that can manage substantial amount of funds to ensure effective allocation of financial resources (good practice example: [rural electrification in off-grid areas NAMA in Namibia](#)).
- A **robust and appropriate financing mechanism** that encompasses domestic, public and private, as well as international (co-financing) resources is key to the success of a NAMA, both in terms of accessing finance for implementation and achieving its ultimate results.
- **Put the private sector at centre stage**. Encourage policy frameworks that will allow the private



sector to invest in ventures under the NAMA framework and engage the private sector in a dialogue early in the process. **Engaging the local private finance** sector early in the process is important to secure NAMA financing in the long run. To allow this, the government should create an enabling environment for positive investment decisions, e.g. through existing, and sometimes amended, financial instruments. For instance, instruments such as mortgages or loans can be adjusted to “fit to purpose”, e.g. to include GHG emission mitigation and sustainable development criteria (good practice example: [Kenya’s waste and energy NAMA](#)).

Conclusion

The Paris Agreement requires Parties to implement mitigation actions to achieve their overall mitigation objectives, which are formulated in their (I)NDCs. The current (I)NDCs are statements of ambition and of political commitment. NAMAs can be a **key implementation vehicle** for achieving the targets defined in the (I)NDCs. Furthermore, NAMAs are able to support other critical elements of the Paris Agreement, as they can serve as facilitating instruments for climate finance and support countries in reporting their progress in achieving their NDCs.

Mitigation actions must be designed so that they will support a transformational change. Experience from Africa shows that in order to successfully meet this demand, NAMAs need to be aligned with national and sectoral priorities and policies, deliver sustainable development co-benefits, and ensure domestic/sectoral ownership. In light of this, NAMAs can serve as an implementation vehicle for developing countries that incorporates critical success factors to achieve required GHG emission reductions and that can help prioritisation and coordination of relevant mitigation actions.

For obtaining **international climate finance** as it has been assured in the Paris Agreement, mitigation actions will need to be packaged up and presented as “bankable”, i.e. ready for finance. Since their inception, NAMAs have been linked to the provision of support, including finance. Hence, NAMAs can function as a vehicle through which international climate finance is provided in the light of supporting developing country mitigation efforts under their NDCs.

In addition, countries shall regularly provide “information necessary to track progress in implementing and achieving its national determined contribution” to the UNFCCC including the provision and receipt of financial, technology and capacity building support⁴. NAMA concepts already today require well developed MRV frameworks for **measurement and evaluation** of their impact. Hence, they can help tracking the implementation of mitigation actions in the context of NDCs.

On the other hand, NDCs underscore the overall GHG emission mitigation ambition in a long-term perspective, together with a political commitment to that ambition (which has been lacking from the NAMA development process in some cases). This high-level commitment may provide more importance and a sense of urgency to NAMAs; in turn this increased momentum for domestic action will significantly contribute to achieving the goals of the Paris Agreement.

⁴ UNFCCC (2015), Paris Agreement, Article 13.7, 13.9 and 13.10.



The NAMA concept is well established and many NAMAs are in the pipeline providing a solid foundation of activities and developing capability to build on. However, for making NAMAs a key tool for supporting NDCs, identified shortcomings need to be addressed to make NAMAs as effective as desired and ready for implementation. Here, a special focus needs to be put on the financing plans, a strong national commitment/ownership and the integration of the NAMA in the sector and its development strategy⁵. The high-level NDCs can then provide corresponding conditions and support to meet these important elements of the NAMA development process.

⁵ See NAMA Facility (2016)



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