

# THE LONG WAY TO IMPLEMENTING THE PARIS CLIMATE AGREEMENT





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Geraldo Carreiro

*“As such, the Paris Agreement set out a path with a clear final destination. Yet, if we know where we want to go, do we know what it would take to get there?”*



In 2015, countries signed up to a global agreement in Paris. In their Nationally Determined Contributions (NDCs), each country described what they would do to support climate action and contribute to the global goal of pursuing efforts to limit the rise in temperature to 1.5°C. In terms of adaptation, the mandate is clear: ‘Each Party shall, as appropriate, engage in adaptation planning processes and the implementation of actions, including the development or enhancement of relevant plans, policies and/or contributions’, according to Article 7.9 of the Paris Agreement.

As such, the Paris Agreement set out a path with a clear final destination: a world that preserves the complex equilibrium of nature as the foundation of human systems. This is a protection issue, for both the people and the planet, but also one of opportunities for new economic and development paradigms. Yet, if we know

where we want to go, do we know what it would take to get there?

The Paris Agreement calls on parties to submit revised NDCs every five years, with increasingly ambitious targets. Furthermore, implementation of the first NDCs is due to start in 2021. Delivering on these requirements implies the ability to monitor progress and report on it. With the Paris rulebook, the Katowice Climate Change Conference (2018) aimed at defining the mechanism for bringing the Paris Agreement to ‘real life’. One key technical element concerns how to ensure performance is communicated and remains comparable across countries.

The 2018 United Nations Annual Report includes new information on the gap between what we do and what we need to do to limit global warming to 2°C. The report takes into account the latest scientific information available,



*"As for adaptation, despite the significant risks at hand, investment has not taken off."*

including the IPCC Special Report on the consequences of warming to 1.5°C (SR15). It states that current targets will not achieve its objective of keeping the global temperature increase 'well below' 2°C. In fact, the current targets will lead to an increase of 3°C by 2100. By 2030, countries should triple the scale of their 2015 commitments to limit global warming to less than 2°C.

As for adaptation, and despite the significant risks at hand, investment has not taken off, with just USD 22 billion invested in 2015 and 2016, whereas developed countries set a target contribution of USD 100 billion per year as of 2020, as reported by the Climate Policy Initiative (CPI) and Adelphi in 2018.

Proposals for closing these gaps include:

- Integrating low-emissions and climate-resilient development into key socio-economic development strategies, ensuring that NDCs sit at the heart of all national policymaking, and promoting low-carbon development. Integrating climate action into sectoral action can boost achieving the Sustainable Development Goals (SDGs), as they are two faces of the same coin;

- The ability to launch and coordinate a whole-of-government process, incorporating contributions from all relevant governmental agencies;
- Engaging with and building the capacity of key stakeholders at all levels (public, private, non-governmental, national and local levels on NDC implementation) together with higher-level decision-makers, particularly from finance and planning ministries;
- Identifying new funding for climate-oriented projects in key sectors, including energy, agriculture, forestry, transport, waste and water. Also, increasingly aligning the support from development partners for NDC implementation;
- Demonstrating high-level commitment from governments and credibly boosting NDC ambitions. The Talanoa Dialogue developed in 2018 after COP23 is designed as a collaborative opportunity to review progress and ramp up longer-term ambition.

Katowice showed the Paris Agreement was a solid roadmap for action. COP25, in Santiago in December 2019, will emphasise countries' ambitions to form a climate-resilient world, accelerating their transition to low-carbon economies.

*"COP25, in Santiago in December 2019, will emphasise countries' ambitions to form a climate-resilient world."*

## A brief history of the Global Climate Change Alliance

A new video animation presents the Alliance which is helping 200 million people to build climate resilience. The planet is warming and we are seeing the effects of this in rising temperatures and extreme weather patterns. Since 2007, the GCCA has been working to address climate change issues. In little more than 10 years, collaboration between the EU and those countries most vulnerable to climate change has brought together more than 70 countries and 200 million people.

[www.gcca.eu](http://www.gcca.eu)



# Climate forward

## Enhanced transparency is key to 21<sup>st</sup> century climate action



*"The pillars of the Paris Agreement are Nationally Determined Contributions (NDCs), improved support and a recurring global stocktake to assess progress, but it is the Enhanced Transparency Framework (ETF) which knits these elements together."*

The scope of transparency under the United Nations Framework Convention on Climate Change (UNFCCC) and the tools designed to deliver it have evolved over 25 years. Modalities, procedures and guidelines (MPGs) adopted at COP 24 breathe life into the Paris Agreement's cornerstone – the Enhanced Transparency Framework (ETF).

If the pillars of the Paris Agreement are Nationally Determined Contributions (NDCs), improved support and a recurring global stocktake to assess progress, it is the ETF which knits these elements together. Designed to promote clarity, maximum participation and continuous improvement, the MPGs establish the type, depth and frequency of information to be included. Parties have five years to prepare for the submission of their first biennial transparency reports in 2024. The three elements that depart substantially from existing practices are:

- **A single set of rules to account for NDCs**  
All countries must apply them and must also report national greenhouse gas inventories, using 2006 Intergovernmental Panel on Climate Change (IPCC) Guidelines. Fewer than half of the developing countries have submitted more than two full national greenhouse gas inventories since 1997. Strengthened reporting requirements may initially strain capacity in many developing countries. However, few requirements are new-fangled, drawing instead from the experience learned.
- **Mandatory reporting of information**  
New requirements draw heavily on the work of research institutions, multilateral organisations and the

UNFCCC secretariat and are designed to close reporting gaps and end creative interpretation. They clarify underlying assumptions, definitions and methodologies used to quantify developed countries' financial support.

- **Flexibilities for 'developing countries that need it'**  
Limited express flexibilities for calculating time series and the completeness of national inventories and broader 'self-determined flexibilities' are available and may be applied, countries can explain why the flexibility is being applied, and what is needed to improve future reporting. This 'accountable flexibility' aims to encourage participation and systematic improvement, complemented by dedicated support available under the MPGs to help countries implement the ETF itself.

Least Developed Countries and Small Island Developing States have significant reporting discretions but are encouraged to participate, including by providing non-mandatory information about adaptation, disaster risk reduction, and anything else they deem important. Together with more facilitative review procedures, it is hoped that more Parties will provide better information to feed into the global stocktake, improving the likelihood that the COP will make future decisions based on the best available data.

Through in-country European Union Delegations and its Brussels-based Support Facility, the GCCA+ stands ready to provide countries that request it with support to improve their ability to participate fully in the new systems of reporting and review.

*Jane Wilkinson*

# Case study

## Trinidad and Tobago: helping a negative record to go positive



<b>Country:</b>	Trinidad and Tobago
<b>Type:</b>	Small Island Developing State (SIDS)
<b>GCCA Index:</b>	0.22
<b>Vulnerability (CRI Index):</b>	120 <sup>th</sup> most vulnerable country
<b>GCCA+ Project:</b>	Support for the implementation of Trinidad and Tobago's Nationally Determined Contribution



Trinidad and Tobago is a Small Island Developing State (SIDS) that belongs to the archipelago of the Lesser Antilles in the Caribbean Sea and with a population of 1.37 million inhabitants. Although its annual greenhouse gas (GHG) emissions account for less than 1 % of global emissions, the island has the second highest position in the world ranking of per-capita emissions, as stated in the *Strategy for Reduction of Carbon Emissions in Trinidad and Tobago, by 2040*. This unsettling situation is related to the country's important oil and natural gas resources and its fossil-fuel-based economy. Power generation is almost exclusively based on fossil fuel.

Aware of these unnecessarily high per-capita emissions and willing to curb the present situation, Trinidad and Tobago is committed to reducing its overall emissions with 15 % from the business as usual (BAU) scenario by 2030.

This commitment was laid down in the country's Nationally Determined Contribution (NDC) for implementation of the Paris Agreement, ratified by Trinidad and Tobago in February 2018.

The estimated cost of meeting the NDC objective amounts to USD 2 billion. The European Union will support this through a EUR 4 million GCCA+ project – expected to start in 2019 and fully aligned with the NDC Implementation Plan – which will focus on renewable energy and energy efficiency. Concretely, the project will support:

- *Installation of a solar power park at Piarco International Airport (PIA).* Significant GHG emissions at airports can be avoided when aircraft arrive at the gate by replacing the auxiliary power

unit with solar energy. The concept, known as the 'solar-at-gate' mechanism, has already been successfully applied elsewhere (e.g. in Jamaica). The GCCA+ project will support the installation of one of the required solar parks with an annual capacity of 1 443 830 kWh and the potential to avoid emissions of 1 010 metric tonnes of CO<sub>2</sub> each year.

- *Installation of small-scale grid-connected solar power systems.* Supporting the ongoing shift towards renewable energy sources, the project will provide public utilities and remote communities with solar energy systems. Apart from making clean and sustainable energy available to the direct beneficiaries, capacity will be built within the Ministry of Energy and Energy Industries.
- *Adjusted policies and regulations in the energy sector.* The project will provide technical assistance to support the design of new operational systems, inspection, monitoring and certification schemes. It will develop a series of incentives (e.g. to replace old, low-efficient electrical appliances) to save energy and to increase the use of renewable energy.
- *Public awareness-raising campaign on energy efficiency, renewable energy and correct pricing.* Pending the expected increases in the electricity tariff to reflect real costs, coupled with the general lack of concern for energy conservation, an awareness campaign should be instrumental in promoting the transition from an energy-inefficient culture to a more sustainable, energy-conserving society.

***"The island has the second highest position in the world ranking of per-capita emissions. The GCCA+ project will focus on renewable energy and energy efficiency."***

**Karla Van Eynde**

# Case study

## Myanmar: the story of a strategy against climate change



<b>Country:</b>	Myanmar
<b>Type:</b>	Least developed Country (LDC)
<b>GCCA Index:</b>	0.50
<b>Vulnerability (CRI Index):</b>	3 <sup>rd</sup> most vulnerable country
<b>GCCA+ Project:</b>	The Myanmar Climate Change Alliance programme (MCCA)



***"The Myanmar Climate Change Alliance (MCCA) was central to the formulation of the Myanmar Climate Change Strategy and Master Plan and Intended Nationally Determined Contribution (INDC)."***

Labutta, in the heart of the Irrawaddy delta, is one of the villages where residents were battered by Cyclone Nargis 10 years ago, in the worst natural disaster in the history of Myanmar. It was a devastating category-four cyclone that swept across the Bay of Bengal creating storm surges which ruined fields and crops and destroyed thousands of homes. In total, 2.4 million people were displaced and more than 138 000 people died. In the vulnerability-ranking global Climate Risk Index (CRI), that measures which country suffers most from extreme weather events, Myanmar was third in the world for the period 1997–2016, after Honduras and Haiti.

The Myanmar Climate Change Alliance (MCCA), supported by the GCCA, has funded the construction of multi-purpose cyclone shelters, as well as adaptation planning for the Irrawaddy delta area, in consultation with communities and local government authorities. The MCCA was also central to developing Myanmar's Intended Nationally Determined Contribution (INDC). Alongside conceiving the Myanmar Climate Change Strategy and Master Plan (MCCSMP), the MCCA supported the drafting of Myanmar's INDC with technical support that helped to get the document ready in time to submit it to the UNFCCC.

The MCCA chose to set up a technical working group (TWG) as a multi-sectoral coordination mechanism to help guide the drawing up of the MCCSMP, one of the programme's key deliverables. The Ministry of Natural Resources and Environmental Conservation saw the value

and recognized the success of such a consultative approach.

The TWG participated in sectoral and plenary meetings, ensuring that the MCCSMP was included as part of the INDC in terms of institutional arrangements and planning for implementation.

During this process, the MCCA also organised a series of sectoral workshops and bilateral meetings on mitigation and adaptation related to forestry, energy, industry, transport and agriculture. This was particularly effective and key for good coordination in a dynamic discussion, as the proposed actions were scattered across several ministries.

The INDC was co-written and submitted by using MCCA resources to:

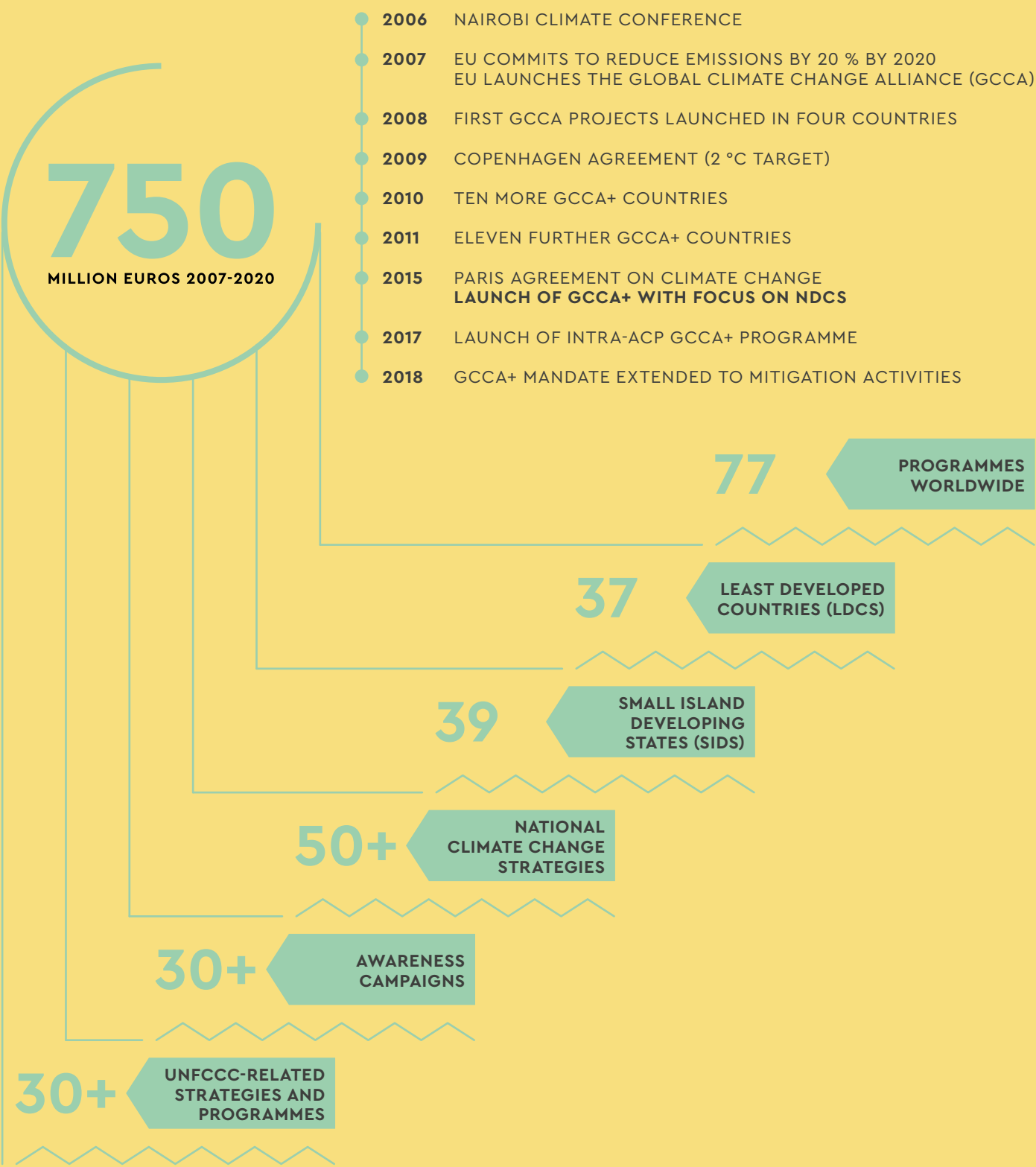
- Assess ongoing adaptive actions in the field, reflecting the need for a coordinated and programmatic approach to adaptation at the national level;
- Identify key aspects and drafting of the national circumstances;
- Organise a number of focal groups and bilateral consultations (forestry, energy, agriculture);
- Conduct interviews, collect data and facilitate the work of external consultants;
- Participate in INDC discussions between March and June 2016 to transform it into an NDC;
- Co-organise the advanced consultations on INDC implementation in March 2016.

**Geraldo Carreiro  
Nina Raasakka**



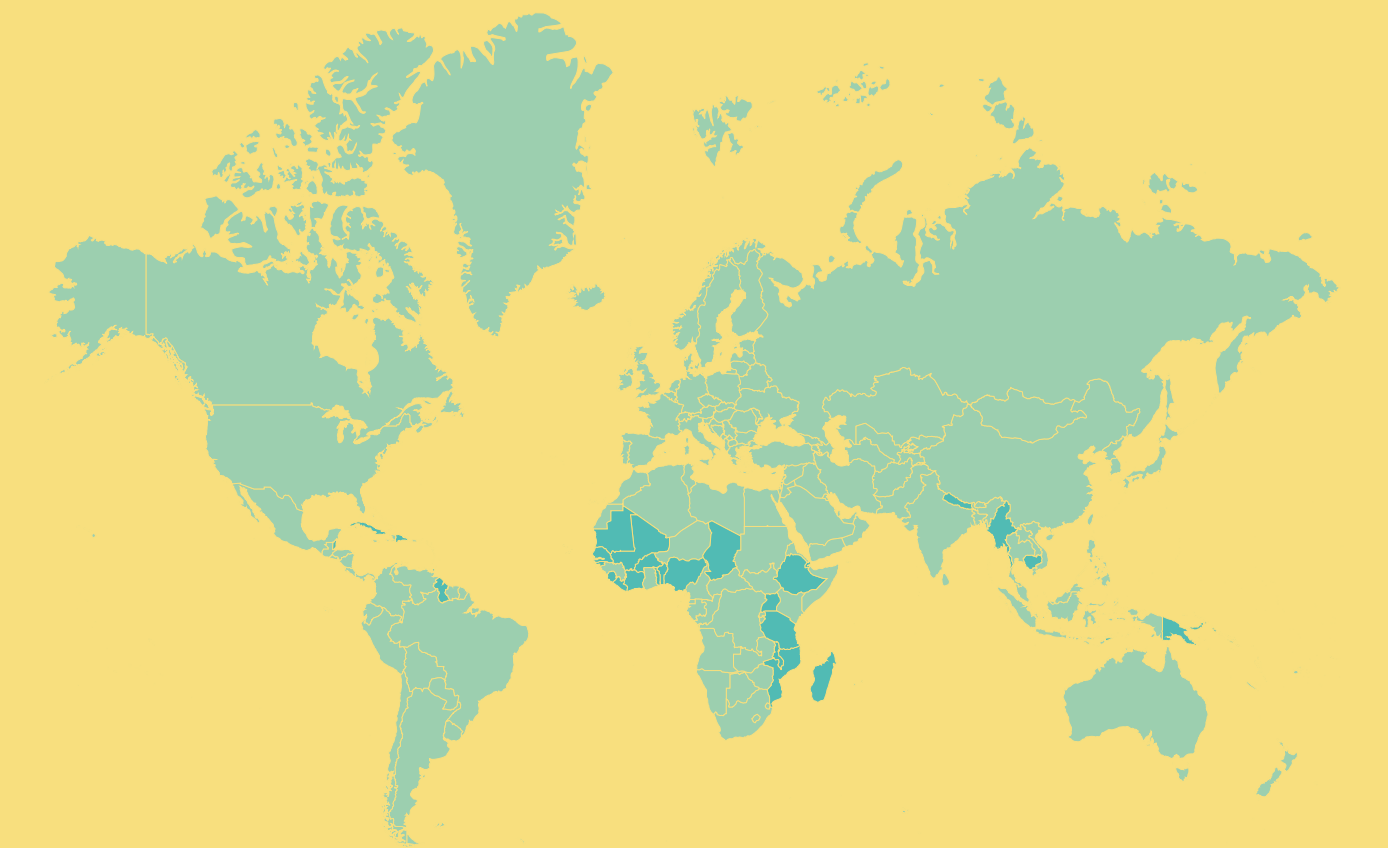
# THE GCCA+ BAROMETER

## GCCA/GCCA+ TIMELINE OF RESILIENCE



## GCCA/GCCA+ SUPPORT TO UNFCCC PROCESSES

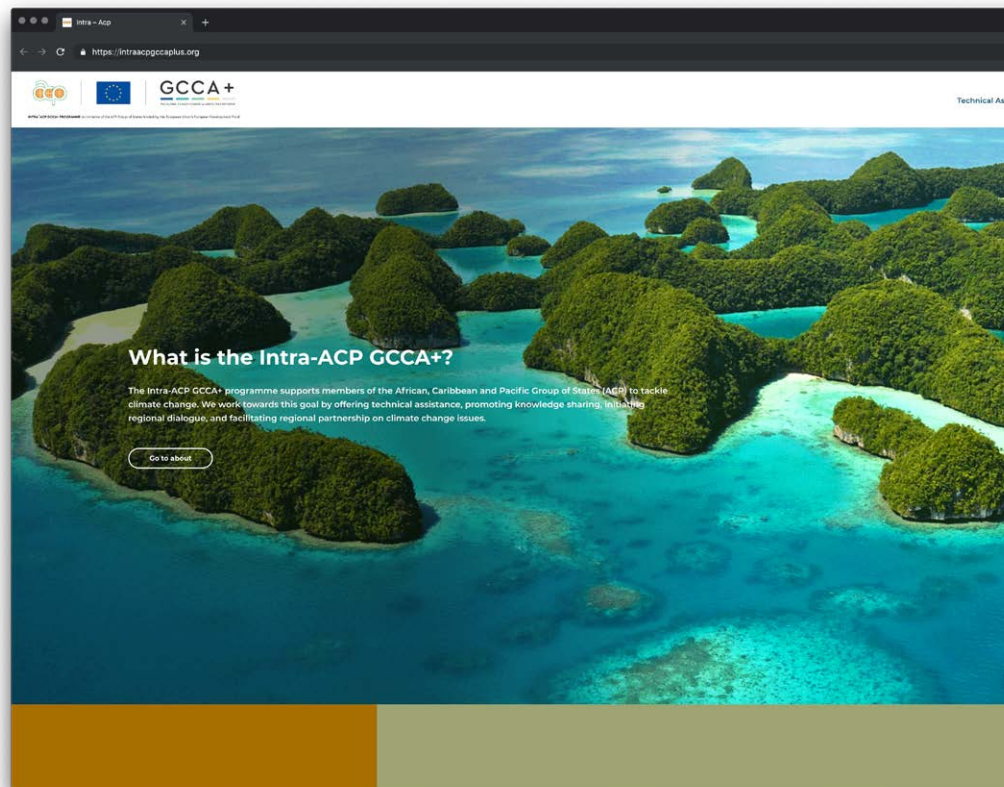
Projects	ACTION	Beneficiary countries
23	NAPA (NATIONAL ADAPTATION PROGRAMME OF ACTIONS) IMPLEMENTATION AND UPDATE	29
16	NDC (NATIONAL DETERMINED CONTRIBUTION) PROCESS	19
16	MRV (MONITORING, REPORTING, VERIFICATION) DEVELOPMENT FOR ENHANCED TRANSPARENCY FRAMEWORK (ETF)	15
10	MORE EFFECTIVE PARTICIPATION IN UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE (UNFCCC) NEGOTIATIONS	8
9	REDD+ (REDUCING EMISSIONS FROM DEFORESTATION AND FOREST DEGRADATION) STRATEGIES	9
5	INSTITUTIONAL CAPACITY BUILDING FOR CDM (CLEAN DEVELOPMENT MECHANISM)	5
5	NAP (NATIONAL ADAPTATION PLAN) IMPLEMENTATION AND DEVELOPMENT	8
1	NAMA (NATIONALLY APPROPRIATE MITIGATION ACTIONS) IMPLEMENTATION	1



# Intra-ACP in focus

The EU-funded GCCA+ Intra-ACP programme supports members of the African, Caribbean and Pacific Group of States (ACP) in tackling climate change which is challenging their development.

*"A new partnership with the UN Capital Development Fund (UNCDF) will support NDC implementation in 79 ACP countries."*



## Intra-ACP GCCA+ climate ambitions and new partnerships

The Intra-ACP GCCA+ programme used 2018 to bolster its support for the 79 ACP states, culminating in the launch of the 'Climate Ambitions' report, at the COP24 in Katowice, Poland.

The programme has six expected results and is helping countries in the African, Caribbean and Pacific regions to address the impacts of climate change and strengthen their resilience. The programme also promotes dialogue among the regions and other partners. 'Through our dialogue, and technical assistance, we are also supporting ACP countries to implement their NDCs,' says Pendo Maro, team leader.

Commissioned by the ACP Secretariat, 'Climate Ambitions' provides a

comparative overview of ACP NDCs. It focuses on six key areas ranging from mitigation, adaptation to measurement, reporting and verification. The report finds that ACP countries will need at least USD 2.317 billion to implement their NDCs.

The Climate Ambitions report adds value to our mission by identifying processes, patterns, weaknesses and opportunities for ACP NDCs. From the report and feedback we have received, we have learned that ACP countries both appreciate and require support on capacity, finance and technology to implement their NDCs.

## PARTNERSHIP WITH UNCDF

In line with its strategy to build collaboration, COP24 also saw the ACP Secretariat announce a new partnership with the UN Capital Development Fund

(UNCDF) to support NDC implementation in LDCs, SIDS and 79 ACP countries. The announcement was made at a joint event in Katowice with officials from the Ivory Coast, Benin and the UNCDF.

Viwanou Gnassounou, ACP Assistant Secretary General for Sustainable Economic Development and Trade told the audience that the two organisations will coordinate their work so that developing countries can access international support more effectively.

The events were given extra impetus by the launch, just days ahead of COP24, of a new Intra-ACP GCCA+ website: <https://intraacpgccaplus.org/>



## The Best of Practices

### Moving NDCs one step ahead: from theory to action

Post-Paris climate cooperation has focused on setting all the wheels in motion to help developing countries to take their NDCs from theory into action. A fledgling piece of climate change architecture has emerged encouraging a 'partner-oriented technical approach'. The composition of this group ranges from a number of facilities established prior to the Paris Agreement (i.e. NDC Cluster, LEDS Global Partnership, Africa Partnership Facility for NDC) – that have since moved from NDC preparation to NDC implementation – to those established immediately after COP21 and launched at COP22.

Together, these facilities have convened more than 100 countries, representatives from international institutions and non-state actors committed to acting on climate.

In the two years following COP22, the 'new NDC leading architects' have been working with countries in fleshing out the NDCs. They have built populated databases to share data information, financial initiatives, advisory support to narrowing countries' knowledge gaps and, in the case of the NDC Partnership, coordinated donor and institutional support around country-identified priorities.

The key to the success of this approach is the method used by these initiatives to share climate information. They are

progressively scaling up their partner networks to generate up-to-date information and data that enables countries to learn, shore up their knowledge and to accelerate their climate actions. This new modus operandi has already produced results unimaginable just one year ago: climate actions communicated in NDCs are aligned with 154 of the 169 targets of the UN Sustainable Development Goals, states the World Research Institute in its Climate Watch database.



This means that despite the proliferation of different existing initiatives, papers, words and seminars on this topic, the three leading initiatives are:

The NDC Partnership (worldwide geographical scope), the WORLD BANK NDC Platform (worldwide geographical scope), and the IDB GROUP NDC INVEST (Latin American and Caribbean geographical scope) are the three actual NDC leaders in the context of UNFCCC negotiations.

Therefore, other facilities and hubs, created in parallel to these three, should ensure their approaches integrate the work already done. This will avoid overlapping activities, wasting funds, misunderstanding in terms of methodologies, as well as 'NDC market' distortion in terms of country technical/financial needs.

Lessons learned and results already achieved by NDC partnership activities in some countries should be shared and leveraged by other countries. Web-designed tools, databases, platforms and parallel hubs are providing opportunities to disseminate knowledge and to learn from one another.

*"These results were unimaginable just one year ago: climate actions communicated in NDCs are aligned with 154 of the 169 targets of the UN SDGs."*

Monica Bonfanti



## ABOUT GCCA+

The **Global Climate Change Alliance Plus (GCCA+)** is a flagship initiative of the European Union helping most vulnerable countries respond to climate change. It started in 2007 and has become a major climate initiative with over 70 programmes in Africa, Asia, the Caribbean and Pacific region.

Join our community

<https://europa.eu/capacity4dev/gcca-community>

[www.gcca.eu](http://www.gcca.eu)

