STUDY

CLIMATE CHANGE, ENERGY AND ENVIRONMENT

PEOPLE'S VOICES IN NATIONAL CLIMATE PLANS

Civil society perspectives from Kenya, the Kyrgyz Republic, Morocco and the Philippines

Mohamed Adow, Nobert Nyandire, Anna Kirilenko, Dr Abdelghani Maroufi and Melissa Cardenas

February 2021

Nationally determined contributions (NDCs) are a key mechanism of the Paris Agreement to raise ambition to limit the increase in global temperature to »well below 2°C«.

Effective engagement at the local level is essential to achieve high-level NDC commitments. Yet at the moment they do not adequately incorporate solutions from communities at grassroots level.

A bottom-up approach can raise the ambition of national climate commitments significantly, by ensuring that the voices of those involved in climate action are heard to create a people-centred pathway to social justice.

FRIEDRICH EBERT STIFTUNG

CLIMATE CHANGE, ENERGY AND ENVIRONMENT

PEOPLE'S VOICES IN NATIONAL CLIMATE PLANS

Civil society perspectives from Kenya, the Kyrgyz Republic, Morocco and the Philippines

In collaboration with:

- CAN Arab World: Fatima Ahouli, Regional Coordinator
- CAN Eastern Africa: Geoffrey Kamese, Regional Coordinator
- CAN Eastern Europe, Caucasus and Central Asia: Olha Boiko, Regional Coordinator
- CAN Southeast Asia: Nithi Nesadurai, Regional Coordinator
- CAN International: Marianne Toftgaard, Head of Climate Action and Ambition Department, Jana Merkelbach, Head of Network Development and Outreach, Barbara Rubim, Ambition and Action Programme Officer

CAN
CLIMATE ACTION NETWORK

Contents

1

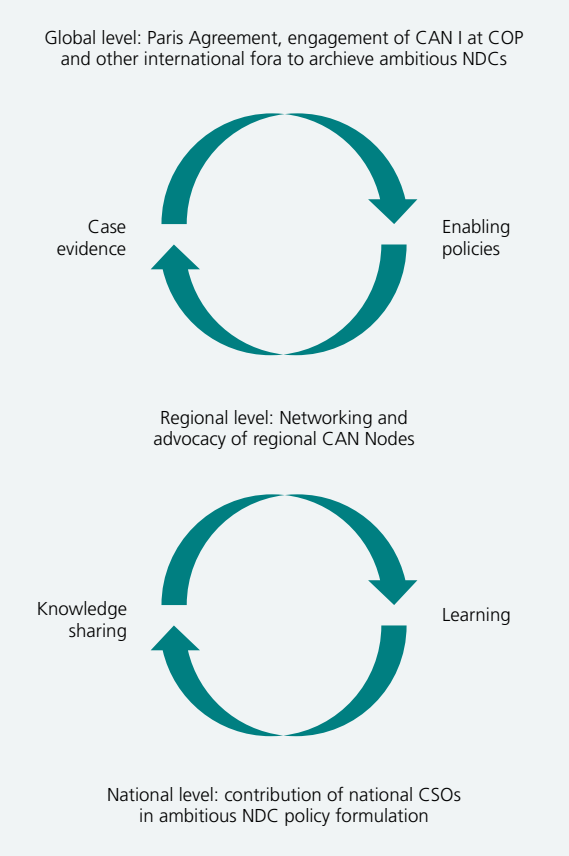
INTRODUCTION

Effective engagement and leadership at the local level is essential for achieving high-level ambitious nationally determined contributions (NDCs). Analysis of the first NDCs submitted by Parties shows that they did not adequately incorporate solutions from communities at grassroots level, with regard both to emissions reduction and resilience building, thus missing out on the potential for a people-centred pathway to social justice (Act Alliance 2018). Earlier research has suggested that, in many instances, when climate action is designed at the national level, it tends to ignore the lived experiences of the poor and most vulnerable at the local level, thus failing to leverage the contextual knowledge of communities in putting the Paris Agreement into practice (Islam and Winkel 2017).

For the NDCs to be genuinely »nationally determined« and ensure that their implementation benefits from broad public support, countries should include domestic stakeholders in the development of their climate policies, action and adaptation plans. Moreover, a bottom-up approach for building climate strategy can raise ambition of national climate commitments significantly, by ensuring that the voices of those involved in the actual implementation of adaptation and mitigation actions are heard.

This paper is thus rooted in our motivation to understand how trajectories of deep change can be triggered by civil society organisations (CSOs), as the representatives of communities and agents of change in socio-environmental contexts. We offer critical insights into the possibility of transformative change through four case studies (Kenya, the Kyrgyz Republic, Morocco and the Philippines) around how CSOs and non-State actors (NSAs) emerge in specific socio-environmental and political landscapes, what they do to catalyse change, and with what consequences. Our study elucidates the political character, local or national processes, and social agency of CSOs driving transformative change that ultimately contribute to achieving the global long-term goals of the Paris Agreement. For those purposes, the study employed a »loop of 8« approach as an analytical framework to explore existing and potential links between national, regional and global levels in the context of achieving ambitious NDC policy and plans.

Figure 1
Loop of 8 analytical framework



Source: Thomas Hirsch 2019

Our focus is on how CSOs mobilise strategies to catalyse the kind of change needed in NDC policies. The study combines the experience of the first NDCs, including the processes, achievements and challenges, and uses this to recommend a process for achieving people-centred NDCs in the future.

The four countries were selected to represent regional focal countries in terms of both their political importance for policymaking in the region and their climate change implications regarding mitigation and adaptation, as outlined in the relevant background chapter on each country. In addition, they each represent one of the member countries of Climate Action Network's regional nodes.

Climate Action Network (CAN) is a worldwide network of over 1,300 civil society and non-governmental organisations (NGOs) in over 120 countries working to promote government and individual action to limit human-induced climate change and ecological sustainability. CAN members work to achieve this goal through information exchange, policy and advocacy, campaigning and the coordinated development of strategies on international, regional, and national climate issues. CAN is organised into regional and national nodes; with each node being responsible for its own governance and procedures, and for conducting joint policy and advocacy work within its given country or region. The participating nodes in this project reflect the case studies chosen for the study:

CAN Eastern Africa (CANEA) – a network of independent member organisations who act within the East and Horn of Africa. Through its membership, CANEA is well anchored in the grassroots, whose ideas and issues are amplified at different levels of society. CANEA works to influence policy at national and regional levels.

CAN Eastern Europe, the Caucasus and Central Asia (CAN EECCA) – a CAN regional node in Eastern Europe, the Caucasus and Central Asia, which is one of very few active networks for cooperation among environmental organisations in the whole EECCA region. CAN EECCA has built a robust platform for information exchange among organisations, environmental journalists and independent experts on climate change policies, United Nations Framework Convention on Climate Change (UNFCCC) negotiations, public actions and research.

CAN Southeast Asia (CANSEA) – was formed in 1991 to strengthen regional cooperation, particularly in the fast-developing South East Asia region, so that all organisations concerned about the devastating effects of climate change can form partnerships to exchange information, strengthen communication and coordinate activities. It consists of more than 20 NGOs based in Cambodia, Indonesia, Malaysia, the Philippines, Thailand and Vietnam, with dozens of other organisations working in partnership on related issues.

CAN Arab World (CANAW) – a network of non-profit organisations in the Arab region, founded in 2015, based on the need to coordinate the climate efforts of civil society organisations in the Arab world. CANAW is working together to advance solutions for reducing carbon emissions through sustainable and equitable development. The network plays a critical role in helping Arab region organisations understand and respond to climate change impacts and coordinate their collective work on this issue to maximise their impact.

1.1 BACKGROUND

Climate change has become one of the greatest threats to our planet and modern civilisation. So far, after 1°C of warming, the world is experiencing terrifying impacts of climate change, and hundreds of millions of people, especially the poor and vulnerable in the Global South, are confronted with severe consequences, which are only predicted to worsen as the global average temperature increases. According to the World Bank, the threat of climate change remains critical in many countries – forcing people to evacuate their homes, grapple with food insecurity or the impacts of deforestation and biodiversity loss – even as they deal with the current health and economic impacts of COVID-19. Natural disasters cost about 18 billion US dollars a year in low and middle-income countries through damage to power generation and transport infrastructure alone; they also trigger wider disruptions for households and firms, costing at least 390 billion US dollars a year. Therefore, the consequences of the expected increase in temperature by more than 3°C by the end of the century would lock us into a trajectory that will result in catastrophic impacts and harm to all (International Bank for Reconstruction and Development/The World Bank 2010).

The Paris Agreement, adopted at the twenty-first session of the Conference of the Parties (COP21) to the UNFCCC in December 2015, set a significant landmark in the history of international climate policy. It not only specifies the goal of »holding the increase in global average temperature to well below 2°C above pre-industrial levels« and »pursuing efforts« to limit it to 1.5°C (Article 2), but also a corresponding long-term goal of reducing emissions of greenhouse gases (GHG) and achieving a »balance between anthropogenic emissions by sources and removals by sinks« of greenhouse gas emissions in the second half of the twenty-first century (Article 4, paragraph 1).

NDCs are at the heart of the Paris Agreement and key for achieving the long-term goals. NDCs embody efforts by each country to reduce their emissions and adapt to the inevitable impacts of climate change. The Paris Agreement (Article 4, paragraph 2) requires each Party to prepare, communicate and maintain successive nationally determined contributions that it intends to achieve and to pursue domestic mitigation measures to achieve the objectives of such contributions. To this date, 189 States have ratified the Paris Agreement. By doing so, they have committed themselves to revise their NDCs in a 5-year ratcheting ambition cycle starting in 2020.

Even as we focus on the member countries submitting ambitious NDC targets, the process has been slow, with doubts emerging if the deadline is going to be met. While different challenges are emerging at country level impeding the process, the COVID-19 pandemic in 2020 only helped to further slow down the process and complicate the situation. The current COVID-19 crisis has had great health, social and economic impacts on society and the economy. It cannot be denied that some climate change countermeasures have taken a backseat to the pandemic response and the resulting health and economic downturns will delay the achievements of some climate objectives. In the light of the COVID-19 crisis, now more than ever, an innovative and robust way of reducing emissions is highly desired.

Fast tracking the process not only calls for governments to redouble their efforts but also calls for joint efforts between governments and CSOs. In addition, countries could, and should, use their COVID-19 recovery efforts as a means to ratchet climate ambition. Without such efforts there will be no immediate hope for deep emission reductions to meet the aspirational 1.5°C temperature goal, and the 2°C limit would likely be surpassed soon after.

1.2 THE CURRENT NATIONAL AMBITION AND THE LONG-TERM GOALS OF THE PARIS AGREEMENT

Although the signing of the Paris Agreement came with high hopes around the world, current commitments expressed in the NDCs submitted worldwide are inadequate to bridge the emissions gap in 2030 (UNEP 2018). This gap between global intent and effort has been underlined by the publication of the 2018 Special Report of the Intergovernmental Panel on Climate Change (IPCC) on the impacts of global warming of 1.5°C above pre-industrial levels. According to the IPCC, the climate pledges, even if fully implemented, will cover less than half of the emission reductions needed to limit the global temperature increase to 1.5°C by 2030 (IPCC 2018). The report concludes that global greenhouse emissions will need to be reduced by 45 per cent as soon as 2030 and brought to net zero by 2050.

In the absence of policies, global warming is expected to reach 4.1°C – 4.8°C above pre-industrial level by the end of the century (Climate Action Tracker 2020). Current policies presently in place around the world are projected to reduce baseline emissions and result in about 2.9°C warming above pre-industrial levels. The unconditional pledges and targets that governments have made, including NDCs as of September 2020, would limit warming to about 2.7°C above pre-industrial levels (Climate Action Tracker 2020), or, in probabilistic terms, likely (66 per cent or greater chance) limit warming below 2.9°C. Warming estimates have fallen by 0.1°C compared to Climate Action Tracker's December 2019 update. However, the reason is largely related to methodological changes, and the economic impact of the pandemic, rather than any significant scaling-up of climate action.

1.3 PROVISIONS AND POTENTIAL TO STRENGTHEN AMBITION UNDER THE PARIS AGREEMENT

Article 4, paragraph 19, of the Paris Agreement read together with Decision 1/CP.21, paragraph 35, invites countries to formulate and communicate to the UNFCCC Secretariat their respective mid-century, long-term low greenhouse gas emission development strategies by 2020. These strategies will set out a visionary agenda for concrete actions to inform near and long-term investments to achieve the desired development goals under a low carbon and resilient climate pathway. This would also contribute to the collective global response of limiting warming to 1.5°– 2°C by the end of the century, by ensuring that critical economic sectors use a green growth approach.

In addition, each country's long-term climate strategy will enable it to define their longer-term agenda to guide near and long-term climate action policy, while also guiding the updating of successive NDCs. Taking this approach, whereby the development of long-term strategies is done in parallel with the updating of NDCs, offers countries, therefore, a unique opportunity to develop a farsighted approach to development and climate – one that will ultimately lead to transformation in line with the Sustainable Development Goals (SDGs) and the Sendai Framework on Disaster Risk Reduction.

Furthermore, Parties whose intended nationally determined contributions (INDCs) contain a time frame up to 2025 were requested to communicate a new NDC by 2020 and to do so every five years as provided for in Article 4, paragraph 9, of the Paris Agreement. The same goes for Parties whose INDCs contain a time frame up to 2030. Also, the Chile-Madrid Time for Action campaign reminds Parties that have not yet communicated their NDCs to do so.

In the follow-up after COP21 in Paris, national governments, as well as the international community, have focused mainly on the implementation of the first cycle of NDCs and only recently started to consider the need for raising ambition. Development banks and other funders also seem to focus on NDCs already submitted, often without pushing for higher ambition or a revision of these contributions. The Paris Agreement puts in place several elements to gradually increase national ambition, indirectly acknowledging that the level of ambition of individual action is not yet sufficient to meet the long-term goals. Therefore, raising ambition over time is the underlying principle of the Paris Agreement. It is not a question of individual choice by governments but rather clearly mandated in the agreed text and thus mandatory for all governments that have ratified the Agreement that each submitted NDC must be more ambitious than the previous one.

2

NATIONAL CONTEXT ANALYSIS

In the following chapters we will analyse the possibility of transformative change to achieve enhanced NDC ambition through four case studies (Kenya, the Kyrgyz Republic, Morocco and the Philippines). We examine how CSOs and NSAs emerge in specific socio-environmental and political landscapes, what they do to catalyse change and ensure people-centred NDCs, and with what consequences.

2.1 KENYA

Kenya is already feeling the effects of climate change. The widespread poverty, recurrent droughts, floods, inequitable land distribution, overdependence on rain-fed agriculture, and few coping mechanisms all combine to increase people's vulnerability to climate change. For instance, disadvantaged people have little security against intense climatic actions. They have few resource reserves, poor housing and depend on natural resources for their living. Floods and droughts have caused damage to property and loss of life, reduced business opportunities and increased the cost of transacting business as recently witnessed in most parts of the country (UNFCCC 2020). Further, the IPCC 4th Assessment Report indicates that along with warming surface waters, deep water temperatures (which reflect long-term trends) of the large East African lakes (Victoria) have warmed by 0.2°C to 0.7°C since the early 1900s (IPCC 2007).

2.1.1 Current NDC Targets, Policy Framework and Synergies

Kenya submitted its INDC in 2015 and its ratification instruments in December 2016, confirming the INDC submitted earlier to be its NDC. Kenya's NDC takes a low emission and climate-resilient development pathway, with ambitious mitigation geared towards reducing the country's GHG emissions by 30 per cent by 2030 relative to the business as usual (BAU) scenario of 143 $MtCO_2e$ outlined in the NDC. Kenya's GHG emissions total is 60.2 $MtCO_2e$, which is only 0.13 per cent of the world's total (45,261 $MtCO_2e$) (UNDP 2020).

Kenya has a long-term development plan, Kenya Vision 2030, against whose background the NDC operates. Vision 2030 is being implemented through three key pillars: the economic pillar intended to speed up growth to 10 per cent, social pillar aimed to achieve just, equitable and cohesive social development and a political pillar, which will reinforce a responsible democratic political system. However, environmentalists have faulted the plan, criticising the fact that it did not place enough consideration on the issue of climate change. »Things will be very different 20 years from now because the climate is changing quite rapidly and almost every sector of our economy will be impacted. It is unfortunate that Vision 2030 doesn't even mention this,« says Professor Richard Odingo, Former Vice Chairman of the Intergovernmental Panel on Climate Change.

To fill this gap, Kenya has since developed a number of climate-related policy frameworks to guide climate action in the country. Kenya developed the National Climate Change Response Strategy (NCCRS), 2010, which was the first policy framework in the country. This was followed up with the National Climate Change Action Plan (NCCAP) (2013–2017) and the National Adaptation Plan (NAP 2015–2030). The NCCAP was revised in 2018 to cover the next five years. NCCAP 2018–2022 aims to further Kenya's development goals by providing mechanisms and measures to achieve low carbon climate-resilient development in a manner that prioritises adaptation. NCCAP 2018–2022 implementation is based on and supported by several national, county, and sectoral policies and plans that have been developed, such as the National Adaptation Plan (NAP) (2015–2030), Kenya Climate-Smart Agriculture Strategy (2017–2026) and the National Climate Finance Policy (2017).

Further, the country has developed the Climate Risk Management Framework, 2017, National Climate Change Policy, 2018, and National Climate Finance Policy, 2018, among other sector plans and policies that address aspects of climate change. The Climate Change Act 2016 is the key legislation guiding Kenya's climate change response. It is the legal basis for mainstreaming climate change considerations and actions into sector functions and provides the legal foundation for the NCCAP.

The Green Economy Strategy and Implementation Plan 2016–2030 underpin Kenya's commitment to undertake a transition to a green economy in line with the outcome of the United Nations Conference on Sustainable Development held in 2012 (Rio+20 Summit). The Plan emphasises synergies between economic development, the SDGs and climate change. It identifies five themes: (1) infrastructure

development, (2) building resilience, (3) resource efficiency, (4) sustainable natural resource management, and (5) social inclusion and sustainable livelihoods.

In conclusion, therefore, although Kenya's long-term development plan, Vision 2030, is not explicit on climate change, the country has been in the forefront in enacting subsidiary policies and legal frameworks to anchor climate change as a main development agenda.

2.1.2 The Level of Implementation, Achievements and Challenges

Kenya has made progress in creating institutional frameworks necessary for the harmonious implementation of the NDCs. For example, the Climate Change Act 2016 provides for the establishment of the National Climate Change Council, chaired by the President, which is responsible for the overall coordination of all climate matters. Further, the Act establishes the Climate Change Directorate as the government's lead agency. Additionally, state departments and national public entities are required to establish and/or strengthen climate change units to integrate priority climate actions into their strategies and implementation plans and to report to the Council annually. Due to the devolved nature of governance created by the Constitution of Kenya, 2010, county governments are required by the Act to integrate climate change actions into their respective County Integrated Development Plan.

In terms of implementation progress, some key achievements have been recorded, and also some challenges. The implementation of the NDC is mainly guided by NCCAP I and II. One of the outstanding achievements within the NCCAP 2013–2017 period was the enactment of the Climate Change Act in May 2016, which is the legislative instrument of climate change actions in the country. This law provides a regulatory framework for an enhanced response to climate change and promotes a mainstreaming approach to enhance action toward a low carbon climate-resilient development pathway. A key positive point relevant to the current study is the participatory process in which the Act was developed, led by a CSOs umbrella network, Kenya Climate Change Working Group. The Kenya Constitution 2010 recognises the need to engage the public in the formulation of policies (Government of Kenya 2010).

On the adaptation front, emphasis was placed on disaster risk reduction, humanitarian action, preparedness and response actions, and other priorities identified in the National Adaptation Plan. These include the establishment of the National Drought Emergency Fund and initiatives in arid and semi-arid lands aimed at helping the most vulnerable in times of drought. At the community level, adaptation action was supported through the Integrated Programme to Build Resilience to Climate Change and Adaptive Capacity of Vulnerable Communities in Kenya, which was supported by the UNFCCC Adaptation Fund, and implemented by the National Environment Management Authority in its role as the national implementing entity to the Adaptation Fund. The National Drought Management Authority, in partnership with the development company DAI has been implementing the Hunger Safety Net Programme since 2009 in four counties: Marsabit, Mandera, Turkana, and Wajir. In the first phase that ended in 2012, 69,000 households in the four counties were reached with a cash transfer payment every two months.

Apart from the ongoing government effort, there are also numerous projects and programmes led by various CSOs. These include Practical Action Promoting Resilient Pastoralist Livelihoods Project in Turkana County, from April 2016 to April 2019; and Trócaire Kenya Promoting Ecosystem-based Adaptation Approaches to Climate Change and Governance in Turkana County, among others.

It is worth noting that both the government and CSOs have been playing an active role in implementation. While this is a positive step in the implementation of NDC action on adaptation, it is not easy to quantify the actual progress made due to two reasons; first, there is an inadequate coordination mechanism both at the national and local level to be able to take stock of what is being done. At the moment, each project seems to run independently of the others, which could lead to duplication of efforts. Further, lack of clear indicators for adaptation actions makes it difficult to evaluate progress.

With regard to mitigation, NCCAP 2013–2017 identified six priority action areas for emission reductions and had quick-win or short-term actions that would trigger the process of meeting the long-term goals. These short-term actions included the development of funding proposals and improving the measurement of GHG emissions and sinks. A key quick-win achievement was the approval of a grant of 20 million euros from the international Nationally Appropriate Mitigation Action (NAMA) Facility for Nairobi's bus rapid transit system, which will be implemented as part of NCCAP 2018–2022. Electricity generation from geothermal energy is being implemented to reduce GHG emissions and lessen the vulnerability of the energy sector to climate change. The total installed geothermal capacity at the end of 2016 was about 630 MW, which is an increase of about 380 MW from the 250 MW of geothermal power generation reported in June 2013. In the 2016/2017 fiscal year, installed capacity was 2,333 MW, with geothermal accounting for 44 per cent of the total electricity generation in the mix, hydro 33 per cent, thermal 21 per cent, and imports 2 per cent. This was a huge achievement compared to 2013, when installed capacities amounted to 1,766.4 MW with 70 per cent of the total generation coming from hydropower (Institute of Economic Affairs 2015).

The challenges facing NDC implementation in Kenya are both operational and institutional. On the institutional side, while Kenya's policy and planning processes, legal framework and institutional structures, together with a financing mechanism for climate action have been defined and implementation has started, they are not yet fully op-

erational. For example, the Climate Change Directorate is facing problems of understaffing, which is affecting the delivery of its mandate.

On the operational side, while Kenya's mitigation objectives in the NDC are specific, measurable and time-bound, the adaptation objectives are broader. They are therefore likely to present significant monitoring, reporting and verification (MRV) challenges, hindering effective tracking of adaptation progress at national and local levels. Further, a lack of awareness and technical skills on MRV among key stakeholders is also a pressing issue. In addition, the COVID-19 pandemic has exposed the vulnerability of communities in the face of a pandemic as well as climate-related shocks. This is especially so for the most vulnerable groups such as women, children, youth and people living with disabilities. Preliminary analysis shows that the cost of inaction on climate change would be more disastrous in the long-term compared with the current impact of the pandemic (ICPAC 2020). As such, climate change must be integrated into the overall post-COVID-19 recovery.

2.1.3 Contribution of CSOs and Communities in the Development and Implementation of NDCs

The study found that there was some involvement of stakeholder consultation in the preparation of the INDC, which was supported by the US Government through the United Nations Development Programme (UNDP) administered Low Emissions and Climate Resilient Development Project. However, the interviewed respondents felt that there were gaps in stakeholder consultation, and this became a huge concern to CSOs who felt left out or inadequately involved. Being the voice of the communities, inadequate involvement of the CSOs meant that communities were not fully engaged in the process. This provides evidence that the NDC may not be people-centred since the established channels for raising the voices, concerns or priorities of communities were inadequate.

Despite the glaring gaps in CSO participation, and by extension community involvement, the study recorded a few moments that were moments of transformation. A good case in point is the Climate Change Act. The process which started in 2008, did not see the light of day until May 2016, when the Climate Change Act 2016 was enacted, partly due to a push by stakeholders. In November 2008, after discussions with civil society, one of the members of parliament (Hon. Bett) tabled a private member's motion on climate change and greenhouse gas reductions in the National Assembly. The motion aimed at providing a framework for the implementation of key activities to enable Kenya to meet its obligations under the global climate change frameworks. After going through all three readings in Parliament, the Bill was forwarded to President Hon. Mwai Kibaki but he rejected it, citing the lack of sufficient public participation. That moment was an awakening call to the stakeholders, who had to go back to the drawing board. Led by the umbrella platform, Kenya Climate Change Working Group picked up the process and led the most highly participatory process, which, in turn, gave birth to the Climate Change Act 2016.

It is precisely because of this significant involvement of CSOs that the Climate Change Act 2016 provides for representation of NSAs on the National Climate Change Council, which is the apex body in climate change governance. The Act provides for the National Climate Change Council to have one representative of the private sector nominated by the body representing the largest number of institutions in the private sector, one representative of the civil society nominated by the most representative registered national umbrella association of civil societies working on climate change; one representative of marginalised communities and one representative of the academia.

The study also recorded another significant contribution by CSOs in the revision of the NCCAP 2013–2017. During this revision, the CSOs under the umbrella of Pan-African Climate Justice Alliance commissioned their parallel end-term review of the NCCAP 2013–2017 to provide recommendations to inform the development of NCCAP 2018–2022. One of the key recommendations that influenced the direction of the policy was the call to have a comprehensive Action Plan that covers both adaptation and mitigation actions. The previous document (NCCAP 2013–2017) only focused on mitigation actions and was accompanied by a separate document, National Adaptation Plan 2015–2030 addressing adaptation actions.

Although CSOs have made good progress in Kenya, most respondents felt that there is a heavy dominance of the government and government agencies both in policy development and their implementation, especially when it involves the use of public resources and bilateral arrangements. Further, universities and other institutions of higher learning could play a critical role in building capacity of the citizens to adequately understand the process and implementation of the NDC, but so far, they have been placed on the periphery. Respondents from academic and research institutions were unanimous in the view that they are not well represented both in the development and implementation processes.

2.1.4 Role of Civil Society in the Development of People-Centred NDCs and Raising Ambition

Kenya has embarked on the process of revising its NDC. There have been sectoral and county consultations (including CSOs and the private sector). Some of the meetings/consultations were held in physical workshops pre-COVID-19 and later virtually due to COVID-19. CSOs have been invited to join the process as individual members and through networks such as the Kenya Climate Change Working Group and the Kenya CSOs Platform on Climate Governance. Those who are not part of any networks were represented by a sample of five organisations, including Transparency International Kenya.

While this is an improvement in terms of stakeholder participation compared to the first NDC development, there is still no clear and structured engagement framework with stakeholders. CSOs are currently developing an engagement framework themselves, which will allow them to implement climate change actions relevant for the implementation of the NDC and report on the same. In addition, in the implementation of the Climate Change Act, the CSOs were unable to decide who to nominate as representatives to sit on the National Climate Change Council, a factor which caused immense delay in convening the Council; and even today this problem is yet to be fully resolved. This has caused some level of confusion on who will do what within the CSOs.

Further, CSOs are, by their nature, supposed to represent local communities. However, the respondents in this study felt that there is a disconnect between large players in the civil society who always find their way to the negotiation tables and local community-based organisations, who are more directly in contact with communities and are better able to understand community aspirations. Additionally, they are able to identify the marginalised groups in their community, such as women, youth, people living with disabilities and indigenous groups, whose voices are rarely heard.

Further, where such groups are identified, they may not have adequate capacity and means to actively participate in negotiations outside their regions. Capacity building needs to be carried out for different CSO groups, including labour and trade unions, to empower them to engage in the process constructively. CSO respondents identified inadequate knowledge and awareness on climate change matters as one of the critical areas that hinder their participation, especially among the non-environmental oriented CSOs.

It was also noted that the INDC submitted before COP21 in Paris was developed under time constraints and there were neither examples nor common standards for NDCs at the time of development. Almost all respondents unanimously agreed that the next generation NDC needs to be prepared in a better way and be more closely linked to long-term emissions reduction strategies. They also insist on a bottom-up formulation, including crucial inputs from stakeholders from all sectors. In doing so, the NDC revision process should be more people-centred.

It is, however, clear from this study that the CSOs in Kenya are yet to adopt a common agenda and common asks to bring forward in the revision process. However, some of the CSO demands made so far in the revision of the NDC in Kenya include:

– The development of a people-centred NDC that must be participatory and include the inputs from communities and devolved units. Relevant stakeholders, both at the national and local levels, should have enough capacity needed for its implementation, including adequate financial support.
– The effective support of the Climate Change Directorate responsible for handling climate change issues, so that it can carry out its mandate more effectively, as it is currently understaffed and under-financed such that it sometimes has to rely on the expertise and capacity of CSOs to meet both its national and international obligations.

In summary, people-centred NDCs should be an inclusive process that involves all citizens, including the most vulnerable sections of the population, such as youth, women, indigenous groups and people living with disabilities, both in the development and the implementation process. It should make sure their voices are not only heard but also considered. Further, for citizens to be fully involved there is a need to empower them and build their capacity so they can appreciate the context and interpretation of climate change including a clear understanding of the key outcomes of climate change adaptation and mitigation measures. Finally, there needs to be a financial mechanism to support people-centred implementation, which addresses local adaptation and mitigation strategies.

2.2 THE KYRGYZ REPUBLIC

The Kyrgyz Republic is one of the most vulnerable and exposed countries to a changing climate in Central Asia. Climate change scenarios for the region predict a 1–3°C increase in temperature by 2030–50, which are likely to further increase by up to 6°C by the end of the century (UNICEF 2017). The Kyrgyz Republic is susceptible to extreme climate, including changing seasonality and rainfall patterns, increased temperature, heatwaves and droughts. Increased risks of severe flooding, erosion, landslides, mudflows and glacial lake outbursts pose significant new challenges to the country's livelihoods and infrastructure, particularly in rural areas. The impacts from these and other climate change stressors are likely to significantly affect key natural resources, economic sectors and the governance landscape.

2.2.1 Current NDC Targets, Policy Framework and Synergies

The Kyrgyz Republic signed the Paris Agreement on 21 September 2016 and ratified it on 11 November 2019. With the ratification of the Paris Agreement, the INDC submitted in 2015 became the first NDC. As a contribution to reducing CO_2 emissions, the Kyrgyz Republic has set as its goal a specific emission estimate of no more than 1.23t CO_2/person by 2050 or, as a limit, no more than 1.58t CO_2/person for achieving the goal of »below 20C«, with a probability of 66 per cent and 50 per cent, respectively.

Further, the Kyrgyz Republic has set a goal of reducing GHG emissions by 11.49–13.75 per cent relative to the BAU scenario for 2030. Additionally, in 2030, the Kyrgyz Republic, with international support, can implement climate change mitigation measures to achieve an overall reduction of 29.00–30.89 per cent relative to the BAU scenario.

While the NDC looks impressive, additional regulatory, financial, legal and organisational support will be needed to implement most of the strategies and action plans, particularly at the agency and ministerial levels. Further, despite the stated ambitious goals, the 2015 NDC and the sectoral strategies, there are no precise monitoring and reporting requirements, which makes it extremely difficult to assess the progress achieved. One of the significant problems noted in the implementation of the NDC is the lack of available and sufficient information on the process of implementing measures aimed at achieving the NDC, with a lack of mechanisms for civil control and monitoring at all levels. In addition, the NDC development process was and remains unclear, both in terms of the methodology used and in terms of the clarity of understanding of the participatory process.

The Kyrgyz Republic has been relatively active in considering climate change within policy documents, international commitments and submissions and action plans. In addition to the Priorities for Adaptation to Climate Change in the Kyrgyz Republic Until 2017 – Updated to 2020, which included adaptation measures in key sectors such as water resources, agriculture, public health, emergencies, forestry and biodiversity, the government noted climate change in the National Sustainable Development Strategy (2013–2017) and developed both a government resolution on adaptation priorities and multiple action plans for climate change across sectors.

In addition, the Kyrgyz Republic developed its green economy concept 2018–2040, which defines the framework for the long-term development of the country and sets the framework for all strategic documents of the country. The concept was approved by Parliament in 2018 declaring that the Kyrgyz Republic is a country of a green economy. It contains a chapter entitled »environment, climate change adaptation and disaster risk reduction«, which defines the desired future of the Kyrgyz Republic – a country with a human-friendly environment, developing in harmony with nature, conserving unique natural ecosystems and using natural resources wisely for climate-sustainable development.

2.2.2 The Level of Implementation, Achievements and Challenges

Efforts to address climate change in the Kyrgyz Republic have largely been diffuse and distributed through sectoral ministries. For example, the State Agency on Environment Protection and Forestry and the Ministry of the Economy have been jointly working to integrate climate change into development planning since 2015. However, the government also previously initiated a National Committee on Climate Change Effects. In 2012, the Kyrgyz Republic established the Climate Change Coordination Commission, led by the First Vice Prime Minister and composed of all key ministry and division heads along with representatives from academic, business and civic institutions.

The establishment of the Commission and its placement under the First Vice Prime Minister has improved efficiency of coordination of climate change actions in the country as noted by most of the respondents. Further, since 20 January 2020, the Ministry of Foreign Affairs of the Kyrgyz Republic has been appointed as the responsible executive body for the implementation of the Kyrgyz Republic's obligations under the UNFCCC. It was not clear whether placing the roles in different offices would enhance efficiency or make the situation worse. Since this was a recent occurrence, our respondents took a cautious approach in their comments, preferring to wait and see.

At the time of writing the report, no relevant national strategic documents on climate change adaptation had been developed. Priority areas of adaptation to climate change in the Kyrgyz Republic were approved only in 2017. However, the country has initiated several projects in the effort to implement the NDC. These include: Heat Supply Improvement Project (2017–2023), 46 million US dollars, supported by the World Bank; Farmer-to-Farmer (Kyrgyz Republic and Tajikistan) (2013–2018), 7.9 million US dollars, supported by the United States Agency for International Development (USAID); Conservation and Adaptation in Asia's High Mountain Landscapes and Communities (2012–2017), 7 million US dollars, supported by USAID; Ecosystem-based Adaptation to Climate Change in High Mountain Regions of Central Asia (2015–2019), 4.7 million US dollars, supported by the German Agency for International Cooperation (GIZ); Kyrgyz Republic: Preparing the Climate Resilience and Disaster Risk Reduction in Water Resources (2017–2019), 30 million US dollars, supported by the Asian Development Bank (ADB); and Capacity Building Towards Securing the Resilience of Communities and Institutions to Climate and Disaster Risks and Sustainable and Inclusive Natural Resource Management (2018–2022), 47 million US dollars, supported by UNDP, among others.

Further, within the framework of an international project funded by the UN Food and Agriculture Organization (FAO), the State Agency for Environmental Protection and Forestry under the Government of the Kyrgyz Republic (SAEPF) provides support to the Kyrgyz Republic in capacity building and development of a strategic framework for cooperation with the Green Climate Fund. Priority adaptation goals have been identified, such as water resources management, agriculture, disaster risk reduction, health, ecosystem conservation as well as conducting research, improving the quality of education and raising awareness. According to the respondents, a very limited number of organisations participated in the consultations, the majority did not have any information and did not participate in them.

In connection with the approaching completion of the first biennial update report of the Kyrgyz Republic and the ongoing work on the Fourth National Communication, the SAEPF has carried out an inventory of GHG, which serves as the basis for the NDC to be presented at the COP26 UNFCCC.

Based on the data collected in our study, it was observed that there was a balanced mix of project implementation by CSOs, government agencies and development partners. However, while CSOs were actively involved in the implementation of donor-supported projects, their involvement in the implementation of government-funded projects was limited. It is only within the limits of the Forest and Biodiversity Sector's Climate Change Adaptation Program and action plan for 2015–2017 that civil society involvement is clearly described. Further, it was clear in this study that the public was not a partner and active actor in the implementation of specific measures, but was a passive recipient of services.

While the respondents were unanimous that there is significant progress in the implementation of the NDC, one of the greatest challenges associated with the implementation is the lack of available and sufficient information on the implementation process and measures aimed at achieving it. The lack of information also means that monitoring progress becomes even more difficult. Moreover, there is a lack of civil society participation, which can hinder transparency and accountability efforts by government and related monitoring mechanisms at all levels.

2.2.3 Contribution of CSOs and Communities in the Development and Implementation of NDCs

Specialists from the Climate Change Centre prepared the first NDC. With the departure of several Centre staff members, many processes have since slowed down, and as a result, the climate dialogue platform has become less active. In addition, the main activities were carried out in a short period due to important events in climate change policy(for example, in connection with the preparation of national communications and NDCs).

It was mentioned during our interviews with several CSOs (such as UNISON, Green Alliance, BIOM, Agelong Tree etc) that there was some attempt by decision-makers to invite the public to express their views on the development of the NDC as well as its implementation. However, the respondents were of the opinion that such a token of »consideration« could not be construed as real participation. Real participation should have an organised and formal dialogue between the public and developers to identify problematic issues and resolve conflicts. The CSOs saw anything less as »symbolic participation« (Karpov A., 2012). Further, NGOs were involved only at the final stage of the NDC development process. This does not meet the requirements of the Aarhus Convention for organising timely information and participation at the stage when it is possible to make significant changes in decisions.

In addition, the respondents mentioned that apart from the omissions by the government to involve CSOs and the public, the capacity of many civil society organisations is not always sufficient to actively engage in the process. Many respondents from various sectors of society noted that ecoNGO is one of the organisations with climate competencies, often exceeding that of government bodies. Organisations with such competence could play a role in building the capacity of others. Establishment of networks could also help in the pooling of resources and expertise to address different aspects and expertise required in addressing climate change.

Despite the bottlenecks, CSOs in the Kyrgyz Republic played a role in the submission of the INDC. The Civil Society Alliance has systematically raised the issue of ratification of the Paris Agreement by the Kyrgyz Republic, including through the preparation of letters to the President. It seems that this played a role in the subsequent process. The Alliance was called the Climate Network of Kyrgyzstan until 2018, and afterwards, it grew into the Green Alliance of Kyrgyzstan, and is actively involved in the climate discourse.

2.2.4 Role of Civil Society in the Development of People-Centred NDCs and Raising Ambition

Currently, the Kyrgyz Republic has started updating its NDC. The country joined the NDC Partnership in 2019 and was provided with support from the UNDP Climate Promise. With that support, the Government is working with national stakeholders and partners to enhance the NDC and raise adaptation and mitigation ambition on the road to COP26 in Glasgow in response to the UN Secretary General's call for raising NDC ambition.

Having learnt from the initial NDC development process on the need for a formal and structured dialogue in developing enhanced NDCs, the SAEPF established a Dialogue Platform of Kyrgyzstan, uniting the efforts of not only representatives of the civil society sector, but also representatives of state bodies, science, business – structures and development partners of the Kyrgyz Republic.

CSOs and universities are taking several consistent actions to raise awareness of various sectors of society, including decision-makers, regional CSOs, business communities on climate change and adaptation measures. In 2019, a series of thematic expert discussions – Green Talks – were held at the initiative of the CSO Network, Green Alliance.KG. The results of the discussions were presented at the National Climate Forum. However, the participation and involvement of local communities and local governments in the climate change agenda remains low. This is due to insufficient information, lack of transparency and complexity of processes. To have a truly people-centred NDC, the participation of local communities is crucial.

The fact that communities are being left behind at this stage of the process is a cause for worry and a red flag to be addressed. Further, as was the case with the INDC, the revision process remains obscure from the public. Critical process entry points, the planned goals and level of ambitions are not clear. Additionally, there is no methodology for public participation, effective information sharing and assessment of the vulnerability of various interest groups, which is ex-

tremely important for the development of a people-centred NDC. Attention should be paid to vulnerable groups and groups excluded from decision-making processes, with a particular emphasis on women, children and the elderly.

The respondents mentioned that public organisations of the Kyrgyz Republic are in favour of increasing the ambition levels of the NDC, organising the process of its development based on multilateral dialogue, transparency and clarity of procedures. However, we did not come across any evidence showing that the CSOs have an organised common agenda in raising ambition even though there is potential to create such an agenda through the existing organisations and experts available.

2.3 KINGDOM OF MOROCCO

Morocco's more than 3,400 km of coastline makes it particularly vulnerable to sea-level rise. With most of its economic activities near the coast, coupled with a lack of legislation preventing construction in the coastal zone and the government reportedly selling coastal land to developers at notional prices, climate change is a real threat. Moroccan regions are affected by droughts, increase of average temperatures, heatwaves, changing rainfall patterns, extreme rainfalls, floods and sea-level rise. Since the 1960s, an increase of 1°C has been observed throughout the entire country and projections show an increase of 1°C to 1.5°C until 2050 (Morocco 2016; Climate Expert 2017). Along with the temperature changes, rainfall has become more erratic and has declined by 3–30 per cent in different regions.

2.3.1 Current NDC Targets, Policy Framework and Synergies

Morocco has an ambitious NDC with a conditional GHG mitigation target of 42 per cent compared to the BAU baseline scenario over the period 2020–2030 – this represents cumulative emission reductions of 523 $MtCO_2e$. Morocco also committed to an unconditional reduction target of 17 per cent below BAU levels by 2030, considering reductions in agriculture, forestry, and other land use (AFOLU). The submission of the NDC and the development of a Green Investment Plan is evidence of Morocco's commitment to combating climate change. These instruments are complemented by a series of sectoral strategies and initiatives.

Following the level of ambition of its first NDC of 2016, Morocco has, in a yet to be submitted NDC, increased its ambition, both in its conditional and unconditional objectives. The new conditional mitigation target represents a 70 per cent reduction compared to the baseline scenario. The proposed new unconditional mitigation target is 33 per cent, compared to the revised baseline, including the AFOLU sectors. This increase in ambition is due to the fact that the new NDC includes new mitigation actions in new sectors such as the production of cement and phosphates, which were not covered in the first NDC.

Morocco was one of the first countries in the region to develop a climate change strategy and action plan, with its National Plan Against Global Warming in 2009. Today, the Policy on Climate Change of Morocco (PCCM) 2014 (Government of Morocco 2014) is the main policy document, which supports the implementation of Morocco's vision in terms of climate change. It offers a coordinated approach to the different strategies and plans already initiated, as well as an operational framework until 2040.

In addition, adaptation to climate change is included in the majority of the country's strategies, policies, action plans and programmes (e. g. National Water Strategy and Plan; National Plan for Protection against Floods; Green Morocco Plan (focusing on the agriculture sector); National Action Programme to Combat Desertification: National Strategy for the Planning and Development of Oases; Halieutis Plan (focusing on fishery) etc.). The PCCM identifies the following key strategic areas for adaptation: water resources, agriculture, fisheries, forestry, health, biodiversity, tourism, and urbanism and land development. Moreover, Morocco launched the *Plan Maroc Vert* in 2008 to cope with the threat of climate change. Respondents in this study were unanimous that this was a huge achievement given that it »represents a triple win, as it involves both adapting the country to the reality of climate change and taking steps to reduce its impact on the people and environment while creating opportunities such as helping farmers adopt climate-smart techniques and increase their productivity, and provide better links to markets for their goods.«

National priorities in terms of climate and sustainable development find their first institutional anchoring in the country's vision. This national vision calls on the government to »make its territory and its civilisation more resilient in the face of climate change while ensuring a rapid transition to a low-carbon economy«. Good political will in the country has been demonstrated by the development of the National Climate Plan, which itself is anchored in the National Strategy for Sustainable Development (NSDD). NSDD is an integrated framework for a development trajectory envisaged by 2030, going beyond the theme of climate change.

2.3.2 The Level of Implementation, Achievements and Challenges

Morocco established the National Committee for Climate Change in 2007 to oversee all climate-related activities. The committee is chaired by the Department of Environment, which is also the national focal point for the UNFCCC. The establishment of a strong institutional setting under the umbrella of the Ministry of Environment enables good governance and effective monitoring of climate change policies. The respondents mentioned that having the two roles under the same department brings a level of efficiency in the coordination of climate change actions within the country and at the international level.

Recognising the fact that implementing the NDC requires significant investments, Morocco developed the Invest-

ment and Financing Plan of the NDC in 2018. The Plan highlights the enhanced interaction between the Moroccan State, the private sector at the national and international level and international financial institutions, including new climate finance mechanisms. These include, in particular, the Green Climate Fund (GCF), which is already involved in seven projects in Morocco with total funding of around 200 million US dollars.

Over the period 2005–2010, Morocco devoted 64 per cent of all climate-related spending in the country to adaptation, which represents 9 per cent of overall investment expenditures. Morocco expects to dedicate at least 15 per cent of its overall investment budgets to climate change adaptation. Further, a road map was developed between 2017 and 2018 to mobilise an early and decisive effort of implementation during the period 2018 to 2022, in line with the objectives of the Paris Agreement as well as the national objectives for 2030. It aims to anchor the implementation of the NDC in national and sectoral development. In addition, Morocco is in the process of developing a climate-sensitive national budgeting system.

Morocco is currently Africa's leader in terms of efforts to combat climate change, reaffirming the country's commitment to the Paris Agreement on climate action. Morocco has installed one of the largest solar farms in the world near Ouarzazate, a city known as the gateway to the Sahara Desert, which has been providing electricity to approximately 650,000 people since its launch in 2016. It is further anticipated that Morocco will be able to export power supplies to Europe, as well as elsewhere on the African continent and the wider Arab-speaking world. Further, Morocco has lifted all subsidies on diesel, gasoline and heavy fuel oil to encourage more efficient use of energy and to free up resources to invest in the transition to a green economy. According to the Climate Change Performance Index, the country is well on its way to achieving its NDC in 2020.

Despite the achievements, there remain some critical gaps. Many constraints and gaps persist in Morocco with regard to compliance with the increasing requirements of the UNFCCC. For example, Morocco is facing a challenge in the implementation of functional MRV systems. Thus, the bilateral and multilateral support of the international community remains essential to fill these gaps and achieve the national climate goals in the medium and long term. Further, there is no structured and methodological integration of climate dimensions in the national budget and the public investment strategy, to support the roadmaps for the implementation of Morocco's commitments, which are based on different financial instruments, e. g. loans, donations, assistance, taxes and levies on bilateral and multilateral transactions. In addition, there is a significant delay in setting up the national climate fund promised by the Ministry of the Environment. More critical, however, from the local community point of view, our respondents mentioned that large amounts of the government's funding are focused on large-scale projects, with little focus on the vulnerable and marginalised population.

2.3.3. Contribution of CSOs and Communities in the Development and Implementation of NDCs

The respondents in this study reiterated that Moroccan environmental civil society is dynamic and strongly present in the national, African and international arena, through many activities related to climate change and international negotiations on climate and biodiversity and clean energy issues. However, they also noted that this high level of commitment to climate change issues is matched by a noticeable weakness of the government in engaging civil society to play a more significant role in decision-making on climate policy and territorial climate plans. For example, in the current revision process, the participation of Moroccan environmental civil society organisations is limited to national workshops or some international meetings. The only exception is the Moroccan Alliance for Climate and Sustainable Development (AMCDD), which has been active in the development of national climate policy, the NDC, and climate financing issues, as well as awareness-raising and training workshops, which were organised for the benefit of the networks and associations affiliated with it.

The AMCDD is currently providing critical information to support the development of the Finance Law. Through its analysis of previous financial laws, AMCDD shows that the documents do not attach importance to issues affecting sustainable development efforts or treating them as facts to address the effects of climate change. Instead, the analysis of the priority policies identified in the draft Finance Law, 2020, showed that the accompanying measures entirely lack a clear vision and a comprehensive governmental mechanism to take climate risks and Morocco's climate commitments into account in the 2020 budget draft.

2.3.4 Role of Civil Society in the Development of People-Centred NDCs and Raising Ambition

The study observed that having played a key role in the initial NDC, AMCDD once again is taking a lead role in the NDC revision process. The AMCDD undertook a qualitative initiative to raise the national ambition for combating climate change and establishing the concept of sustainable development. It submitted a memorandum of understanding to the Moroccan Parliament and opened a dialogue with the political parties representing the majority in Parliament. Its slogan was »Towards a climate-sensitive budget aligned with Morocco's commitments under the Paris Agreement and based on acceptability and social and territorial justice«.

In addition to playing a leading role in the development of the NDC, the AMCDD has been actively participating in climate advocacy. It presented a set of proposals to enhance climate policy, to effectively crystallise the national contribution, and address climate constraints and extreme events, such as floods, torrential rains and droughts. Further, the Alliance also called on the Moroccan Parliament,

amongst other things, to prepare a comprehensive national strategy to mobilise financing for the investments programmes within the framework of the NDC and the National Adaptation Plan in Morocco; to set up a system to track public expenditures in the field of climate change, enabling Morocco to have an annual report accompanying the Finance Act; to establish a National Fund for the Environment and Climate, similar to many countries, including other African countries; to establish a climate-related tax policy in the context of the current reform aimed at achieving tax justice, with a focus on creating a new carbon tax that is fair and considers the purchasing power of vulnerable households and a system for exchanging greenhouse gas emissions rights; and to involve civil society in a wide and specialised network in the field of climate change, in preparing and drafting the Finance Law.

2.4 THE PHILIPPINES

Because of its geography and location, the Philippines is at high risk from rising sea levels and a projected increase in severe tropical storms, which is a particular cause for concern, as 70 per cent of its cities and towns are on the coast. The vulnerability of its population to climate change is further exacerbated not only by high poverty levels but also by the negative environmental and social impacts of the country's large natural resource extraction industries (CDKN 2012).

2.4.1 Current NDC Targets, Policy Framework and Synergies

The Philippines submitted its INDC in October 2015. This was in preparation for and ahead of the Conference of Parties held in Paris in December of that year (COP21). The official document submitted to the UNFCCC states that the submission is anchored in Republic Act 9729, or the Climate Change Act of 2009, as amended in 2012, whereby the State must cooperate with the global community in the resolution of climate change issues. The Paris Agreement entered into force in November 2016, and the Philippines officially ratified the Agreement on 23 March 2017.

As listed in the official INDC document, the Philippines intends to undertake GHG (CO_2e) emissions reduction of about 70 per cent by 2030 relative to its BAU scenario of 2000–2030 conditional on support from developed countries. At the time of submission this was one of the most ambitious NDCs in the world. At the time of the INDC drafting and finalisation process, the mitigation measures were identified to come from the energy, transport, waste, forestry and industry sectors. It is not clear, however, if the Philippines will retain the high target of 70 per cent emissions reduction and/or whether it will change the conditional target.

In a presentation given in May 2019 by the Climate Change Commission, the target was to have the sectoral adaptation priorities and mitigation actions cleared by the Department Secretaries by June 2020, to secure certificates of concurrence from the members of the Cabinet by September 2020, to secure the approval of the President by October 2020, and to submit the NDC to the UNFCCC by November 2020. This was in line with the declaration attached to the country's Instrument of Accession to the Paris Agreement indicating that the Philippines would submit its first NDC before the end of 2020.

However, as of September 2020, the Philippines has yet to submit its first NDC to the UNFCCC. Currently, the Climate Change Commission is receiving submissions and aims to submit the document to the Office of the President in October 2020. The process has been impeded by government offices forced to operate with a skeleton staff or virtually because of the COVID-19 crisis.

As regards climate policy and supporting institutions, the Philippine government enacted the Climate Change Act of 2009, amending it in 2012. The Act establishes a legal and institutional framework for climate change governance and mainstreaming climate resilience into government mandates across sectors. The Act also created the Climate Change Commission as the sole policy-making authority on climate change, replacing the overlapping mandates of the Inter-Agency Committee on Climate Change and the Presidential Task Force on Global Warming and Climate Change.

The Commission developed a National Framework Strategy on Climate Change in 2010 and a National Climate Change Action Plan (NCCAP) in 2011. The Framework Strategy serves as a roadmap for increasing the country's social and economic adaptive capacity, the resilience of its ecosystems, and the best use of mitigation and finance opportunities. The Action Plan, finalised in November 2011, outlines programmes of action for climate change adaptation and mitigation. It identifies the communities and areas most vulnerable to adverse impacts and considers differential impacts on women, children and marginalised populations.

The Philippines' NDC is aligned with the NCCAP, which serves as the country's roadmap towards addressing climate change adaptation and mitigation. The Duterte administration's long-term vision, as articulated in »Ambisyon Natin 2040« was considered. The Action Plan addresses seven priority areas: food security; water sufficiency; ecosystem and environmental stability; human security; sustainable energy; climate-smart industries and services; and knowledge and capacity development. These seven priority areas are also among the areas covered by the Ambisyon Natin 2040.

Moreover, the Philippine Medium-Term Development Plan 2017–2022 states explicitly »the need to fast-track the development of renewable energy sources and to reduce the dependence on traditional energy sources such as coal.« However, with the scheduled continued building of coal-fired power plants until 2025, it would be challenging to meet the country's INDC goals. For example, coal expansion by the Philippines' biggest energy companies could

lead to fossil fuel's share of the energy mix growing from 52 per cent today to a sizable 75 per cent by 2025. Environmental advocacy group Greenpeace identified how four of the country's biggest conglomerates are set to increase their coal portfolios substantially. Should all their proposed coal projects in the next two to six years be pushed through, the Philippines' coal capacity would more than double, hence, more robust and more proactive implementation of policies on renewable energy and energy efficiency should be undertaken.

Further, the study observed that mainstreaming climate change priorities and strategies in the Philippine Development Plan (PDP) and the Public Investment Program (PIP) provides additional leverage to ensure the inclusion of climate change adaptation and mitigation actions in the national government budget since the programmes and projects included in the PIP are given priority in the annual budget preparation. Every year, national government agencies, including other government offices and instrumentalities, prepare and submit a list of their priority projects and programmes to the National Economic Development Authority, for inclusion in the PIP, which the latter further evaluates to ensure responsiveness and alignment with the PDP.

2.4.2 The Level of Implementation, Achievements and Challenges

To help coordinate climate change actions in the country, the Philippines established the Climate Change Commission in 2009 as the lead policy-making body of the government. Chaired by the President, the Commission is tasked to coordinate, monitor and evaluate government programmes and ensure the mainstreaming of climate change in local, national and sectoral development plans towards a climate-resilient and climate-smart Philippines. This body consists of three commissioners assisted by a Climate Change Office, a National Panel of Technical Experts and an Advisory Board. The establishment of the Commission is particularly interesting since it places climate change issues at the highest office in the land. It could also be useful in cross-sectoral coordination since it is not identified with one sector, as it would be if it was domiciled in a specific department/ministry. The flip side of this is that placing the institution under the President may make it inherit the bureaucracy associated with such a busy office. Further, depending on how succession happens, the next President may consider it a negative step to automatically inherit special political structures established by the former President.

The Philippines is already undertaking initiatives to mainstream and institutionalise climate change adaptation and mitigation into the plans and programmes of the government as reflected in the government budgeting and expenditures. The Philippine government has installed a system for tagging its expenditure for climate change adaptation and mitigation and it has been using this system for its annual budgeting process since 2015.

Since the country is yet to submit its NDC, it is not possible to track its achievement so far. Due to the delay in submitting its NDC, the Philippines bought time to learn lessons from other countries who are already implementing NDCs, especially as far as CSOs and community involvement is concerned.

Likewise, the implementation of both national development targets and mitigation initiatives necessitate the continuous development and strengthening of the country's capabilities and capacities. The country needs to prepare for implementation by using the time at its disposal to build the capacity of policy implementers at different levels, including the grassroots level. Respondents in this study identified areas where capacity development is required in the fields of climate and natural hazard modelling, science-based risk and vulnerability assessment as well as risk management measures, including risk-sharing and risk transfer mechanisms.

Further, aside from the extraordinary circumstances brought about by the COVID-19 pandemic, some of the challenges that caused the delay in submission and implementation of the NDC are to do with the capacity within the government institutions involved. In addition, respondents in this study mentioned that frequent changes in focal persons and staff due to the transition from the Aquino to the Duterte administration, which included a full reorganisation of departments, affected the smooth flow of the process.

Respondents in this study were unanimous that the Philippines needs to improve access to and availability of data sets for a detailed and more precise assessment of GHG emissions and reductions. There is also a need to enhance the existing reporting and archiving systems for data collection and the MRV process. This is being addressed by the creation of the National Integrated Climate Change Database Information and Exchange System (NICCDIES). However, respondents further indicated that a gender-responsive NDC should be ensured since there is still an unavailability of centralised, gender-disaggregated datasets on climate change initiatives and activities in the country.

2.4.3 Contribution of CSOs and Communities in the Development and Implementation of NDCs

The respondents mentioned that during the preparations of the INDC there were several multi-stakeholder consultations that included civil society, academic institutions, the business sector, and labour groups. These were usually done sectorally, through the different national government agencies that were identified as critical implementers for climate change mitigation and adaptation. For instance, the Department of Environment and Natural Resources conducted consultations with CSOs and non-governmental organisations that work on ecosystems conservation and solid waste management, while clean air and sustainable transport advocates were in constant dialogue with the

(then) Department of Transport and Communications. During that period, the Aksyon Klima network, a national network of CSOs working on diverse climate and development-related issues, would often serve as a conduit for invitations to these consultations.

Respondents further noted that other consultations were organised under the auspices of the NDC Partnership, which the Philippines joined in November 2017. Consultations, dialogues and workshops were conducted among the members of the NDC Technical Working Group and the Development and Implementing Partners in the development of the NDC Partnership Plan. Included in these consultations were organisations such as the Institute for Climate and Sustainable Cities, World Wide Fund for Nature (WWF)-Philippines, and the Philippine Water Partnership.

It was felt by the respondents, however, that wider involvement from the business community, as well as from small and medium-sized enterprises, could have been taken into consideration during the NDC process. Further, many cross-sectoral mitigation opportunities in the private sector are not accounted for since the government only focused on the agriculture, waste, industry, transport, forestry and energy sectors. For example, a reduction in travel as a result of better planned real estate such as private sector mixed-use developments is not accounted for but has massive potential in mitigating transport emissions.

Poor involvement of the CSOs as well as the broader NSAs is a theme that is already evolving in this study. It brings to focus the hegemonic powers of the government, which denies CSOs and local communities a space for their voices to be heard.

2.4.4 Role of Civil Society in the Development of People-Centred NDCs and Raising Ambition

Civil society action in the Philippines has a long and proud history. Grassroots organising has been a vital part of resilience and resistance throughout centuries of colonial rule and the country's struggle for independence and sovereignty. What is not yet clear is how to harness this great potential to support NDC policy development and implementation. The study, however, recorded some transformational moments with great impact on the climate change movement.

In the opinion of the respondents in this study, for the Philippines, the watershed turn of events came even before the Paris Agreement – essentially leading up to the Philippines' relatively early submission of its INDC. This arose in the context of the Super Typhoon Haiyan (locally called the Super Typhoon Yolanda) in November 2013, which killed at least 6,300 in the Philippines; one of the deadliest typhoons in recorded history.

Almost around that time, Yeb Saño, the CSO representative in the Philippine Climate Change Commission, and lead climate negotiator for the Philippines, was at the UN Summit in Warsaw, where he delivered a passionate speech and also went on a hunger strike. One year later, the Saño brothers, together with many CSOs, launched the Climate Walk from Metro Manila to Ground Zero in Tacloban, Leyte. This was repeated in 2015 within the Philippines, and eventually, they joined other climate marches leading to Paris. This call for climate justice is continued domestically by Greenpeace Philippines, as they hold stakeholders' consultations and dialogue with the Philippines government through a National Inquiry on Climate Change (NICC) organised by the Commission on Human Rights.

The effort of the Institute for Climate and Sustainable Cities (ICSC) was also recognised by our respondents. Based in the Philippines, it is an international non-governmental group advancing fair climate policy and low carbon, climate-resilient development. It is engaged with the broader international climate and energy policy arena, particularly in Asia, and recognised for its role in helping advance effective global climate action and the Paris Agreement. ICSC is one of the main convenors of Aksyon Klima. During the interviews with ICSC transitions adviser Reginald Rex Barrer, he reiterated that CSOs not only form a robust partnership with the government that provides space and voice for community-level actors in the Philippines but which also ensures the country submits its ambitious NDC.

In addition, in the South East Asia region, civil society constituencies in ASEAN Member States (Association of Southeast Asian Nations), released a timely statement in August 2020 addressed to the ASEAN Working Group on Climate Change (AWGCC) entitled »Tackling the Climate Crisis in Southeast Asia and the World« (UNEP undated). This was facilitated through CANSEA, the Climate Change Working Group of Vietnam, and the Asia Climate Change Consortium with the support of the Climate and Energy in Asia project of the Friedrich Ebert Stiftung (FES). It was submitted on behalf of 13 organisations, with an accompanying invitation for other organisations to join and add their signatures. In this statement, the need to consider the impact of climate change compounded by the COVID-19 pandemic, with intertwined issues of ecological and economic implications was raised. Moreover, ASEAN Member States have established numerous mechanisms and initiatives in their respective countries to engage the private sector and civil society in climate change responses (ASEAN 2020).

The ASEAN Parliamentarians for Human Rights (APHR) noted that, while the Philippines' NDC is more ambitious than its ASEAN neighbours and considers climate justice and resilience in the context of human rights, it has several recommendations, which include a phase-out of fossil fuel subsidies and a disinvestment and phase-out of coal by 2040. Further, local CSOs echo the push for a more substantial commitment to disinvest in coal and, instead, increase renewable energy in the mix. In particular, the Center for Renewable Energy and Sustainable Technology (CREST) has developed concrete actions for the electricity sector to reduce its carbon emissions by 70 per cent (CREST and the Friedrich Ebert Stiftung 2018).

3

DISCUSSION OF FINDINGS

Bringing the desired transformation in the NDCs to the level that is required to ensure global temperature rise to below 2°C or at best below 1.5°C is not an easy task even for radical agents of change; and neither is putting forward examples of good practice that makes it happen. To our own surprise, the four cases presented above show several parallels on how CSOs are advancing deep changes in ambition across diverse political contexts in different countries and environmental conditions. All four cases show that one or another form of critical action can emerge to trigger changes against the direction of dominant power and knowledge systems, pushing for changes that are not just incremental but potentially transformational.

The case studies also show the long and arduous type of engagement trajectories for transformation to take place in those diverse contexts of engagement, where institutional settings vary. CSOs are not the sole force behind transformation – yet they can certainly be the key actors to spark such changes. In this chapter, we will summarise and compare the findings of the four case studies with regard to NDC ambition and the contribution of civil society. We offer critical insights on what CSOs and practitioner NSAs do to catalyse change in areas such as shifting policy discourse, generating alternative evidence, and challenging power, and with what consequences. On that basis, we will draw conclusions and also provide general recommendations for both civil society actors and government policymakers.

3.1 CURRENT NDC TARGETS AND IMPLEMENTATION: WHAT HAS BEEN LEARNT?

While the deadline for updating the first NDCs nears at the end of 2020, and while some countries are already at varying stages of enhancing their NDCs, it is worth noting that a country such as the Philippines is yet to submit its first NDC almost five years after submitting its INDC. This is a serious situation that requires more in-depth analysis to determine the real issues behind the delay. Outwardly, it appears that there is political goodwill based on the ambitious 70 per cent emission reduction target proposed. In contrast, one of the respondents was forthright with his assessment, saying: »Based on recent events, to be quite honest, there is a current feeling among CSOs during the last general assembly of Aksyon Klima that the Office of the President is not taking things seriously or gives confusing/inconsistent pronouncements about the commitments from 2015 (under the previous rival administration).« This position was shared by a number of other respondents interviewed. In addition, the process of preparation of the NDC has been further delayed by the COVID-19 pandemic, which reduced operations of government officials to only a skeleton staff due to various restrictions on movement and working from home orders.

Our findings further revealed that countries in the study have varying degrees of ambition, some have involved some CSO engagement (such as Morocco) but all could benefit hugely from better inclusion. This would also ensure that implementation happens locally and nationally – for both mitigation and adaptation. From our findings, setting the current targets was not adequately debated, and there was limited contribution by CSOs. This could have been caused by several factors:

– A cornerstone to developing an NDC is constructing a compelling and inclusive political narrative that explains how the proposed actions are in the country's interest. As mentioned above and in the case of Kenya, the INDC submitted before COP21 in Paris was developed under time constraints. There were neither examples nor common standards for NDCs at the time of their first development. If carefully planned, the next generation of NDCs can be prepared in a better way and more closely linked to long-term emissions reduction strategies and also provide a bottom-up formulation including crucial inputs from stakeholders from all sectors. In doing so, the NDC enhancement process will be more people-centred and will show more commitments by the governments in implementation.

– Another reason why the first NDCs failed to meet expectations has to do with the capacity of institutions charged with the responsibility of spearheading the process. For example, in the Kyrgyz Republic, the first NDC was prepared by specialists from the Climate Change Centre. At some point, almost the entire staff left due to natural attrition or to pursue other interests, and there were no proper succession arrangements.

This resulted in many activities almost coming to a stop and, consequently, the climate dialogue platform that was established has become less active. Further, CSOs themselves were not prepared or were simply not organised enough to demand a space at the negotiation table to have their voices heard. Establishing a transparent and inclusive process to enhance the NDCs is therefore a vital first step. In establishing such a process, countries should consider how to ensure coherence with national planning processes, gain support from affected constituencies and those who will implement the NDCs, define institutional arrangements to provide leadership and coordination, engage stakeholders, and develop a work plan with defined roles and responsibilities to undertake the enhancement. For both mitigation and adaptation, countries should explore how climate actions in the NDCs can also help achieve national development objectives, including the SDGs.

– Another important lesson learnt from the INDC process is to bridge the gap between the technical potential for actions and their political feasibility. The national case studies from the Philippines and the Kyrgyz Republic indicated that developing INDCs is more than just a technical exercise e. g. compiling a greenhouse gas inventory. Even if high-quality technical data is available, political goodwill and impetus are still needed to deliver an ambitious NDC. However, equally, to build a convincing case for action across ministries, political decisions will need to be underpinned by adequate and well-presented evidence.

3.2 NDC ENHANCEMENT AND AMBITION RAISING: MOMENTS OF TRANSFORMATION

CSOs have the ability to spark transformation by using a variety of »learning-doing-thinking-writing-deliberating-contesting« activities. The four case studies show that CSOs demonstrate alternative practices and behaviours in a variety of ways. Further, CSO advocacy has the potential to open spaces for transformation on political, institutional, legal, practical, and discursive fronts. Such moments could be in three critical areas: shifting policy discourse, generating alternative evidence, and challenging power. In our study such moments of transformation were recorded, for example, in Kenya, where the CSOs almost single-handedly pushed through the enactment of the Climate Change Act 2016, despite the dilly-dallying from the government which saw the first attempt fail to get the Presidential Assent after passing through the Parliament. In Morocco, the CSO Alliance, AMCDD has played a significant role in climate change advocacy and, when the time was ripe, the Alliance called on the Moroccan Parliament with clear demands on what needs to be done to support development and implementation of the NDC.

Further, AMCDD generated evidence which informed the development of the Finance Law 2020. In addition, CSOs under the umbrella of the Pan African Climate Justice Alliance carried out a review of the NCCAP 2013–2017 and provided critical recommendations that informed the development of NCCAP 2018–2022. Such are the moments that are required to bring about transformation. The four case studies suggest that it is the interplay between individual agency and cross-scalar networks that are crucial to transformation outcomes in climate change dialogue and practice.

Moments of transformation are not limited to institutions; individuals may also create moments of transformation. For example, in the Philippines, Yeb Saño, the CSO representative in the Philippine Climate Change Commission, delivered a landmark speech and went on a hunger strike while attending a UN Summit in Warsaw in 2013, following Super Typhoon Haiyan (locally called the Super Typhoon Yolanda), in November 2013, which killed at least 6,300 in the Philippines, including his brother's friend. This event, more than anything else, inspired the early submission of the INDC by the Philippines.

At the centre of our argument is how locally engaged CSOs develop the potential to consciously inspire critical dialogues among the key players through a critically pragmatic approach to catalysing transformation that results in ambitious and people-centred NDCs. This analysis has enabled us to understand the varying ways in which transformational change in people-driven processes can emerge and where marginalised actors can recognise and challenge the operation of power and create spaces conducive to their voices with desired consequences (Ojha 2013; Ahlborg and Nightingale 2012). This is the point where capacity building is required to best prepare CSOs to play a transformative role in the NDC process to ensure that the voice of the underprivileged in society is considered. Finally, the study showed that a moment of transformation could be the key to achieving deep change in ambition and people-centred NDCs.

3.3 FRAMING THE AGENDA – WHAT IS THE CIVIL SOCIETY ASK IN THE ONGOING NDC ENHANCEMENT PROCESS?

As mentioned earlier, the countries targeted in this study are at different stages in the preparation of the second enhanced NDCs. Of the four, Morocco seems to be the most advanced while the Philippines is yet to submit the first NDC almost five years after submitting its INDC. Several NDC support programmes are emerging to help countries deliver their enhanced NDCs. For example, the NDC Partnership, a global coalition of countries and institutions, is currently supporting 63 countries in Africa, ASEAN, Caribbean and Latin American regions, including the Kyrgyz Republic and the Philippines. The NDC Partnership is constituted by international NGOs, development banks, United Nations agencies, governments, regional economic blocs etc. The Partnership's Climate Action Enhancement Package is designed to deliver targeted, fast-track support

to NDC Partnership members to enhance the quality, increase the ambition, and foster the implementation of NDCs. Given its coverage, such a partnership could play a critical role in defining the agenda to capture and ensure timely and enhanced ambition.

While the large partnerships are useful in defining wider influence, there is a need to have national and even grassroots coalitions which can capture the aspiration of local communities. In particular, community based organisations and local NGOs can help to reach out to not only the most vulnerable, but to the silent majorities such as women, youth, people living with disabilities and indigenous groups, amongst others. This will answer the critical question of »Whose voice is being heard?« Although tremendous improvement has been made on the participation of the NSAs, progress is less than perfect. For example, in the current study, apart from a few cases where CSO involvement was noticeable, in most cases, the CSOs' roles are still on the periphery. Numerous factors are responsible for the current situation. While some of the handicaps could be blamed on governments' failure to provide a level playing field and a conducive environment, the present study also observed that, in some cases, it boils down to inadequate capacity within the CSOs, as well as a lack of cohesiveness to develop a common approach and agenda.

While the importance of the role of civil society in achieving a people-centred process is not in doubt, the critical question is whether the CSOs are playing their expected role. From the findings of this study, we see a clear need for civil society groups to come out more strongly, have clear asks and a clear message in their advocacy. Morocco is a good example where the CSO Alliance is setting the pace and keeping the government on its feet, having developed a clear agenda and key messages.

As outlined in the first chapter, the study used a »loop of 8« lens to explore existing and potential complex interaction between national, regional and global levels in the context of achieving ambitious NDC policy and plans. The bottom line is that while momentum exists for the Paris Agreement, we need much more climate ambition to achieve ambitious and people-centred NDCs. Boosting NDCs by each nation in an inclusive manner is a crucial part of that work. At the global level, we continue to watch transformational ideas and support systems evolving. For example, at a Group of 20 (G20) summit in Japan in June 2019, leaders agreed that »by 2020 we aim to communicate, update or maintain our NDCs, taking into account that further global efforts are needed« (G20 2019). In June 2020, the World Wide Fund for Nature (WWF) launched a campaign for the #NDCsWeWant. They released a checklist of how to assess NDCs, covering five areas and 20 sets of criteria including ambition, fostering systemic change, inclusiveness and participation, contribution to sustainable development, and tracking process, among others (WWF 2020).

On the other hand, in this study, we have observed that regional networks such as CANSEA could play a critical role in advocacy to translate global policies into a regional agenda in order to support national governments in their endeavour to raise ambition. The study further recognises that for NDCs to be truly people-centred they must adequately factor in solutions from communities on the ground to achieve the pathway of social justice. Given the observed low capacity of CSOs and governments at the local and national level, there must be a deliberate effort for knowledge sharing and capacity building while creating a space for feedback mechanisms between the three levels (global, regional and national/local).

4

RECOMMENDATIONS

While NDC development and revision are in different stages and feature particularities in each country, this publication has found that there is still an overall need to increase meaningful civil society participation as a key element to ensure transformative climate action plans. In this context, we would like to make the following recommendations to different stakeholders:

4.1 GENERAL RECOMMENDATIONS TO GOVERNMENTS

1. Good and efficient climate change governance is the key to effective coordination to achieve the targets set. Countries need to have a governance structure that is inclusive and ensure that all stakeholders, including the CSOs and marginalised groups, have a voice. The governance structure must also have a transparent distribution of roles to avoid duplication of efforts between the government and civil society.

2. Implementation of NDCs requires heavy investment. Governments need to come up with a clear strategy to mobilise investment both from internal and external sources. For example, Kenya has established a national Climate Change Fund and is currently pursuing Green Bonds. While the creation of such strategies is essential, there is a need to ensure transparency in the management of such funds to meet the goals set out and to make sure that such funds are accessible to all stakeholders. Further, the strategy should ensure that the private sector is adequately engaged by creating an enabling environment for the participation of the private sector.

3. There is a need for governments to recognise and respect CSOs as equal partners in the development and implementation of NDCs. As observed in this study and previous studies, the relationship between the state and CSOs has been challenged by lack of mutual trust, especially in Africa (Hofisi and Hofisi 2013). Often, the governments accuse NGOs of being responsible for foreign penetration based on allegations that they pursue political interests of their home countries or those of the international community as their agenda. At the same time, NGOs also accuse governments of corruption, misgovernance and autocracy, pointing to these as the main factors that hamper development. With their networks at community level, CSOs could play an important role in midwifing people-centred NDC processes if given the space.

4. The study demonstrated that there is a need for governments to create an efficient MRV process. The process should go hand in hand with a clear system for a feedback mechanism supported by a clear system of information gathering and exchange.

5. The study established that capacity is one of the main challenges facing NDC development and implementation. In addition, its importance has been recognised in Article 11 of the Paris Agreement, as well as through the promotion of education, training, and public awareness (Article 12), and the establishment of the Capacity-building Initiative for Transparency (CBIT) (Article 13). As a matter of enhancing agency, governments need to develop a clear capacity building programme for all stakeholders as a way to empower them to play their role in NDC development and implementation.

4.2 RECOMMENDATION FOR CSOS

CSOs should:

1. Map and profile all relevant CSOs in the area of climate change and create an inclusive network that has structures from the national to grassroots levels to harmonise strategies to address the development and implementation of NDCs while ensuring that the voices of the marginalised groups are captured;

2. Plan engagement strategies that consider a wise combination of different stakeholders and resident expertise through an institutionalised facilitation platform to coordinate and sustain participatory processes of NDC development and implementation;

3. Build capacity to develop civil society competencies to enhance and develop skills, especially in the domain of climate policies and support civil society in the formulation of their priorities and demands through community-led dialogue processes;

4. Invest in research and development to gather relevant data for an evidence-based process and provide adequate information to all actors in a timely manner to support decision making;

5. Be supported – in light of the study's finding that CSOs, especially at grassroots level, are not endowed with resources to actively participate in the NDC processes – to mobilise adequate finance to support meaningful participation in the NDC process at local and national levels;

6. Strengthen the advocacy and service delivery capacities of civil society associations and NGOs, at national and territorial levels, in the fight against the effects of climate change. National and regional CSOs networks should develop strong programmes to strengthen the capacity of local and national CSOs in areas of advocacy; and

7. Support civil participation of women, youth, communities and marginalised groups in climate change adaptation and mitigation. Supporting inclusivity programmes is key in opening up spaces for the marginalised segments of society. There is a need to develop target programmes aimed at supporting the participation of the marginalised groups.

4.3 RECOMMENDATIONS FOR CAN REGIONAL NODES AND CAN INTERNATIONAL

1. Regional and national CAN nodes can play a role in supporting member organisations to be effective in their respective regions. For this to happen, CAN International should support such nodes, in terms of offering capacity-building opportunities, mobilisation of international funding opportunities and providing an enabling environment.

2. CAN International should support the development of a good practice guide. To achieve this CAN should compile information on good practices and lessons learned from countries that have overcome obstacles and where climate action is being effectively designed and implemented. Such information could be packaged and disseminated to governments and CSOs as a good practice guide.

3. A strong linkage between stakeholders at local, subnational, national and regional level is a crucial prerequisite in the development and implementation of sound climate policies which are people-centred and to ensure acceptance for climate policy measures among the population. Having a clear engagement framework is crucial to ensuring an effective climate governance system. Nodes should develop an engagement framework with their national member organisations to enable a structured engagement.

4. Nodes should support capacity building of local members to enhance their knowledge of transformative climate action plans/NDCs.

5

CONCLUSION

At a time when concerns have been raised about the state of implementation of the first NDCs, the revision process to meet the deadline for 2020 NDC submission, and the need for deep change to enhance the level of ambition, this paper has presented stories from our country-level analysis and research in Kenya, the Kyrgyz Republic, Morocco and the Philippines, showing how various CSOs emerged and became engaged in creating alternative and action-oriented knowledge to challenge dominant policy assumptions and empower disenfranchised groups in processes of development and implementation of NDC policies. These stories are, in part, the reflective account of the local respondents who are engaged in the various local, national and regional processes including local and large networks of alliances. What we have shown is not a successful or ideal situation of transformation, but can be used as lessons learnt to recommend further action to governments, CSOs and the CAN network in particular. We have shown how government agencies and the wider field of CSOs can open up »fields of possibilities« for deep changes, which are likely to be transformative in profound ways.

A major conclusion is that involvement of CSOs can play a key role in different political, cultural and ethical contexts to guide alternative practices, to articulate critical knowledge that challenges existing assumptions, and then mobilise intellectually embedded powers to amplify and mobilise social networks for a deeper level of climate ambition. Another message of this paper is that trajectories of transformation involve a complex process of local action and wider discursive engagements to influence policies, practices, institutions, and attitudes – but only by challenging them will it be possible to achieve climate action plans that entail aspects such as gender responsiveness, just transition and a whole of society approach.

The four country experiences show that while there is a great variation across countries and fields of NDC development and implementation, CSOs have the potential to trigger deliberate transformational levels of commitment. This is, however, contingent on the context of the specific countries, including alliances, national political contexts, and the extent of interaction with parallel civil society movements for change. A key question in the future will be how the operating conditions of the CSOs can be enhanced to best take up these roles over time, including their capability to stay effective in difficult situations.

Finally, the study noted that the process of enhancing climate ambition is not on course to meet the 2020 deadline. While different challenges have been highlighted in the paper, the current COVID-19 pandemic stands out as a major challenge. The coronavirus pandemic has triggered a macroeconomic shock that is unprecedented in peacetime. By 28 April 2020, about 4.2 billion people or 54 per cent of the global population, representing almost 60 per cent of global GDP, were subject to complete or partial lockdowns and nearly all the global community is affected by some form of containment measures (IEA 2020), whose impacts included the NDC processes. However, the world is coming up with a »new normal«, which includes virtual meetings. Countries need to quickly embrace innovative processes to ensure that the deadline is met. The pandemic, unwelcome and untimely as it is, amplifies existing signals: the world must rush towards diversified economies, given the vulnerability of the fossil fuel market and the length of time it will take for oil-exporting countries to recover. These issues can be captured in the enhanced NDCs.

REFERENCES

Act Alliance (2018): *Enhanced Climate Action in Response to 1.5°C of Global Warming Scaling Up Nationally Determined Contributions*.

Ahlborg, Helene, and Nightingale, Andrea (2012): Mismatch between scales of knowledge in Nepalese forestry: epistemology, power, and policy implications, in: *Ecology and Society,* Vol 17 No 4.

ASEAN (2020): Climate Change: The Time to Act is Now, in: *The ASEAN*, Issue 5.

Climate Action Tracker (CAT) (2020): *Global temperature;* available at: https://climateactiontracker.org/global/temperatures/ (last accessed on 9.10.2020).

CDKN (2012): *Mainstreaming climate resilience into government: The Philippines' Climate Change Act.*

Climate Expert (2017): *Morocco. Business and Adaptation;* available at: https://www.climate-expert.org/en/home/business-adaptation/morocco/ (last accessed on 18.11.2020).

CREST and the Friedrich Ebert Stiftung (2018): Can the Philippine electricity sector reduce its carbon emissions by 70%?, in: MicroRenewables Vol 3 No 8.

Government of Morocco (2014): Policy on Climate Change of Morocco (PCCM) 2014.

Government of Morocco (2016): *3rd National Communication Morocco 2016.*

Government of the Republic of Kenya (2010): *The Kenya Constitution.*

G20 (2019): *Osaka Leaders' declaration;* available at: https://www.consilium.europa.eu/media/40124/final_g20_osaka_leaders_declaration.pdf (last accessed on 10.10.2020).

Hirsch, Thomas (2019: Evaluation Report. FES Regional Project »Climate and Energy in Asia« (2015-2018), Friedrich-Ebert-Stiftung.

Hofisi, Miriam, and Hofisi, Costa (2013): State-NGO Relations in Africa, in: *Mediterranean Journal of Social Sciences,* Vol 4 No 10.

ICPAC (2020): *Africa, COVID-19 and Climate Change — What can we Expect?*

Institute of Economic Affairs (IEA) (2015): *Situational Analysis of Energy Industry, Policy and Strategy for Kenya.*

International Bank for Reconstruction and Development / The World Bank (2010): Development and Climate Change.

International Energy Agency (IEA) (2020): *Global Energy Review 2020. The impacts of the Covid-19 crisis on global energy demand and CO_2 emissions.*

IPCC (2007): *Climate Change 2007: Impacts, Adaptation and Vulnerability. Contribution of Working Group II to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change.* Cambridge, Cambridge University Press.

– (2018): *Special Report on Global Warming of 1.5°C.*

Islam, Nazrul, and Winkel, John (2017): *Climate Change and Social Inequality.* DESA Working Paper No 152.

Karpov A. (2012): Methodology from: *Karpov A.S. Forms of public participation in decision-making.*

Ojha, Hemant (2013): Counteracting hegemonic powers in the policy process: critical action research on Nepal's forest governance, in: *Critical Policy Studies,* Vol 7 No 3.

Republic of Philippines (2015): *Intended Nationally Determined Contributions.*

Republic of Philippines (2017): *Philippine Medium-Term Development Plan 2017 – 2022;* available at: http://pdp.neda.gov.ph/ (last accessed on 11.11.2020).

UNDP (2020): *Kenya: Financing Strategy for Nationally Determined Contribution;* available at: https://www.ndcs.undp.org/content/ndc-support-programme/en/home/impact-and-learning/library/kenya--financing-strategy-for-nationally-determined-contribution-.html (last accessed on 11.11.2020).

UNEP (2018): *The Emissions Gap Report 2018. United Nations Environment Programme, Nairobi.*

– (undated): *Helping countries tackle climate change;* available at: https://www.unenvironment.org/regions/asia-and-pacific/regional-initiatives/helping-countries-tackle-climate-change (last accessed on 11.11.2020).

UNFCCC (2020): *Climate Information Portal. Climate Change in Kenya;* available at: http://meas.nema.go.ke/unfccc/climate-change-in-kenya/ (last accessed on 9.10.2020).

UNICEF (2017): *Kyrgyzstan is one of the most vulnerable countries to climate change in Central Asia;* available at: https://www.unicef.org/kyrgyzstan/press-releases/kyrgyzstan-one-most-vulnerable-countries-climate-change-central-asia (last accessed on 18.11.2020).

WWF (2020): #NDCsWeWant. https://wwf.panda.org/discover/our_focus/climate_and_energy_practice/ndcs_we_want/ (last accessed on 18.11.2020).

LIST OF ACRONYMS

AMCDD	Moroccan Alliance for Climate and Sustainable Development
ASEAN	Association of Southeast Asian Nations
BAU	business as usual
CAN	Climate Action Network
CANAW	CAN Arab World
CANEA	CAN Eastern Africa
CAN EECCA	CAN Eastern Europe, Caucasus and Central Asia
CANSEA	CAN Southeast Asia
CAT	Climate Action Tracker
COP	Conference of the Parties
CSOs	Civil Society Organisations
FES	Friedrich Ebert Stiftung
GHG	Greenhouse Gas
ICSC	Institute for Climate and Sustainable Cities
INDC	Intended Nationally Determined Contribution
IPCC	Intergovernmental Panel on Climate Change
MRV	Monitoring, Reporting and Verification
NCCAP	National Climate Change Action Plan
NDC	Nationally Determined Contribution
NGOs	Non-Governmental Organisations
NSAs	Non-State Actors
PCCM	Policy on Climate Change of Morocco
PDP	Philippine Development Plan
PIP	Public Investment Program
SAEPF	State Agency for Environmental Protection and Forestry under the Government of the Kyrgyz Republic
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
USAID	United States Agency for International Development
WWF	World Wide Fund for Nature

ABOUT THE AUTHORS

Mohamed Adow (global researcher) is the founder and Director of Power Shift Africa. He has unique experience in working on energy and climate change policy and advocacy in Africa. In nearly two decades of work, he has been deeply involved in international climate and energy issues. From 2008 to 2019, he led Christian Aid's global climate policy and advocacy work specialising in developing countries' issues. He is also an advisor to the Climate Vulnerable Forum.

Nobert Nyandire (national researcher, Kenya) is the National Coordinator for Sustainable Environmental Development Watch (Suswatch Kenya). He has vast experience in climate change policy and advocacy work. Over his career, he has worked for/collaborated with different international NGOs, UN agencies and regional NGOs in implementing climate change and renewable energy projects in Africa. Mr Nyandire is currently also coordinating the Climate Action Network International (CANI) Transparency Working Group and is also an Advisory Committee Member for Initiative for Climate Action Transparency (ICAT).

Anna Kirilenko (national researcher, Kyrgyz Republic) is the Executive Director of Ecological Movement BIOM, Kyrgyz Republic, an NGO working to unite young scientists and leaders to tackle ecological problems in the Kyrgyz Republic and Central Asia. Anna is the chair of the board of the Global Forest Coalition, a member of the International Union for Conservation of Nature (IUCN) World Commission on Environmental Law and the IUCN World Commission on Protected Areas and a member of the Association of Lawyers of the Kyrgyz Republic.

Dr Abdelghani Maroufi (national researcher, Morocco) is one of the founders of the first Moroccan association for the protection of the environment (1986), currently the Vice President of the Moroccan Association for the Protection of the Environment and Climate (ASMAPEC) and a member of IUCN. Founder and member of the Moroccan Alliance for Climate and Sustainable Development (AMCDD), one of the most important Moroccan civil society activists and a researcher in the field of sustainable development and climate change.

Melissa Cardenas (national researcher, the Philippines) is a board member of the Center for Renewable Energy and Sustainable Technology (CREST). Founded by Gawad Bayani ng Kalikasan (Hero of Nature) awardee Roberto Verzola, CREST assists cities/municipalities, institutions, industries and community-based organisations develop programmes that promote renewable energy, resource efficiency and climate actions. Ms Cardenas is also the Executive Director of Environweave, with extensive work in various fields such as climate change, solid waste management, sustainable transport, and environmental education.

With thanks to Marianne Jacobsen Toftgaard, Jana Merkelbach and Bárbara Rubim of CAN International and Yvonne Blos of FES for their inputs and comments.

IMPRINT

Friedrich-Ebert-Stiftung | Global Policy and Development
Hiroshimastr. 28 | 10785 Berlin | Germany

Responsible:
Yvonne Blos | International Climate and Energy Policyz
Tel.: +49-30-269-35-7470 | Fax: +49-30-269-35-9246
www.fes.de/GPol

To order publications:
Christiane.Heun@fes.de

GLOBAL POLICY AND DEVELOPMENT

The department Global Policy and Development of the Friedrich-Ebert-Stiftung fosters dialogue between North and South and promotes public and political debate on international issues in Germany and Europe. In providing a platform for discussions and consultation we aim at raising awareness of global interdependencies, developing scenarios for future trends and formulating policy recommendations. This publication is part of of the working line »International Climate and Energy Policy« contact: Yvonne Blos, **yvonne.blos@fes.de**.

ISBN 978-3-96250-822-7

PEOPLE'S VOICES IN NATIONAL CLIMATE PLANS

Civil society perspectives from Kenya, the Kyrgyz Republic, Morocco and the Philippines

Important lessons have emerged from the development and implementation of the first nationally determined contributions (NDCs) both from the Global North and South, which could be of much help in developing enhanced and more ambitious NDCs. What remains lacking is a best practice guide around questions of how to scale up and intensify structural and operational changes needed to raise ambition and to ensure people-centred NDCs, particularly in the Global South.

This paper investigates how trajectories of deep change can be triggered by civil society, as the representatives of the communities and as agents of change in the socio-environmental contexts. We offer critical insights into the possibility of transformative change, through four case studies (Kenya, the Kyrgyz Republic, Morocco and the Philippines) around how civil society organisations (CSOs) and non-State actors (NSAs) (academia, business, cities, critical intellectuals, etc.) emerge in specific socio-environmental and political landscapes, what they do to catalyse change (shifting policy discourse, generating alternative evidence, and challenging power), and with what consequences.

We advance practice-based understandings of how CSOs can use their strength of networking to engage in actions that demonstrate alternative practices to bring moments of transformation in raising ambition and ensuring people-centred results through articulating critical knowledge that challenges dominant policy assumptions and then mobilising intellectual identities that amplify social networks for resisting hegemonic powers. To conclude, the interplay between the CSOs and their engagement in the NDCs process offers significant space for developing transformative and ambitious people-centred NDCs.

Further information on the topic can be found here:
www.fes.de/themenportal-die-welt-gerecht-gestalten/klimawandel-energie-und-umwelt

FRIEDRICH EBERT STIFTUNG