DISCUSSION PAPER

Ambition, Participation and Effectiveness

Utilising the NDC Partnership as a Catalyst for NDC Implementation in Developing Countries
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Now that the Paris Agreement has established goals and a framework for the long-term global response to climate change, the time has come for its fast, ambitious and effective implementation. If temperature increase is to be kept below 1.5°C, the appropriate policy course must be firmly embedded within the next ten years. The challenges that this poses for politics, the economy and society are spelled out in a recent study by the Climate Action Tracker, entitled “The Ten Most Important Short-Term Steps to Limit Global Warming to 1.5°C”, which identifies the following required actions:

- Sustain the high global growth rate of renewable energies until 2025,
- Reduce emissions from coal power by at least 30 percent by 2025,
- Cease the construction of new coal-fired power plants immediately,
- End the sale of gasoline and diesel cars no later than 2035,
- Make all new buildings fossil-free and near zero energy by 2020,
- Increase the building energy renovation rate to five percent by 2020.

In order to implement these measures, the industrialised countries must radically overhaul their prosperity model as swiftly as possible. The task facing the developing countries is no less challenging: they must end poverty and create prosperity without worsening global warming. The transformation that the Paris Agreement calls for so urgently will only secure broad-based public support if there is a narrowing of socioeconomic inequalities, which have widened dramatically within and between societies across the world as a consequence of globalisation and digitalisation.

The main policy planning tools for implementation of the Paris Agreement are the short-term Nationally Determined Contributions (NDCs) for the period 2020-2025 and the mid-century long-term low greenhouse gas emission development strategies (also known as the Long-Term Strategies (LTS) or the 2050 Pathways Platform). The NDCs – a short-term instrument which is to be updated every five years - and the long-term strategies are equally important and must intermesh. Ambitious NDC implementation is essential in order to ensure that global emission levels peak in the near future, climate risks are reduced and development co-benefits are achieved at the same time.

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Support initiatives
NDC Partnership
2050 Pathways Platform
The climate strategies to 2050, on the other hand, must present a convincing vision and credible long-term roadmap to align climate resilience and greenhouse gas emissions neutrality with the Sustainable Development Goals (SDGs). Initiatives such as the NDC Partnership can support the delivery of short- and long-term climate goals by strengthening transformative forces and helping to overcome challenges (see Figure).

Launched at the UN Climate Change Conference in late 2016, the NDC Partnership’s objective is to assist developing countries to deliver on their NDCs and related SDG commitments.

In conjunction with the 2050 Pathways Platform, now being established to support cooperation on the Long-Term Strategies, the NDC Partnership has an important role to play. If effective synergies are created between the two initiatives, they have the potential to embed climate goals in the much broader development agenda and mobilise social support and participation. So implementation of the Paris Agreement is not just about technical assistance – there is much more to it than that.

With regard to the NDC Partnership, the following five factors appear to be crucial:

Firstly, it is essential to add detail to the NDCs. At present, many NDCs are little more than political statements of intent, couched in vague terms, making it impossible to use them as a direct starting point for practical action. Some reworking is necessary. It is also important to establish an enabling environment – political, legal, technical, programmatic and financial. Many developing countries need assistance here.

Secondly, it is essential to build national expert capacities, knowledge and technological resources to enable national stakeholders to take far greater ownership of the development and implementation of the NDCs than it has been the case hitherto. This will do much to improve sustainability and participation, increasing effectiveness and the level of ambition. At present, many countries are dependent on support from international advisors and specialised organisations.

Thirdly, coherence must be established between the NDCs, the Long-Term Strategies and Agenda 2030, all of which must then be put at the heart of national development planning and implemented with a high level of ambition.

Fourthly, to that end, low-income countries require substantial financial support and investment. A coordinated approach by the development banks is important in this context. Climate-damaging and unsustainable investment and subsidies must be phased out at the same time.

Fifthly, it is essential to raise awareness of the NDCs, which are still unfamiliar to many people. The NDCs can only fulfil their purpose if climate goals are integrated into national development planning and economic and financial policy, if the private sector recognises and harnesses the opportunities afforded by a transition to a low-carbon economy, if the media report on the process, and if all those who urgently need improved resilience to climate risks are involved in implementing the national climate action plans.

The NDC Partnership is committed to promoting broad multi-stakeholder engagement. This is the right approach, because non-governmental organisations (NGOs) and the private sector are indispensable in embedding climate goals and the NDCs at the heart of society. Civil society is a knowledge bearer and trust broker. It can improve transparency and demand accountability. However, this cannot be taken for granted, so measures should be taken within the framework of the initiative to safeguard genuine participation by civil society, thus creating valuable opportunities for NDC implementation.

This brochure sets out practical proposals for the shaping of the NDC Partnership with a view to unlocking its transformative potential and enabling it to become a catalyst for ambition, effectiveness and participation in NDC implementation in developing countries.

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1 The recommendations are based on responses from 18 experts from 13 countries, some industrialised, most of them developing, which are already members of or are planning to join the NDC Partnership. The respondents work in ministries, international institutions, non-governmental organisations, trade unions, think tanks, churches, universities, foundations and businesses.
The NDC Partnership, launched at the 22nd session of the Conference of the Parties (COP 22) to the United Nations Framework Convention on Climate Change (UNFCCC) in Marrakech, is a global initiative to help developing countries achieve their national climate commitments. It operates a database of climate finance and support programmes and offers partner countries technical assistance and donor coordination. To ensure that NDCs are implemented quickly and effectively, the NDC partnership promotes international dialogue and cooperation. It also supports the integration of climate change mitigation and adaptation into national development processes aimed at delivery of the SDGs.

Membership is inclusive and open to all countries and international institutions that are committed to ambitious implementation of the NDCs and SDGs. Civil society organisations may join as associate members. Nine guiding principles serve as the framework for the Partnership but have yet to be operationalised:

- support country-driven processes
- promote long-term climate action
- enhance efficiency and responsiveness
- build in-country capacity
- improve coordination
- enhance integration into national planning
- advance adaptation and mitigation
- align development and climate change
- support multi-stakeholder engagement.

The NDC Partnership’s main support mechanism for its members is a freely accessible online Knowledge Portal. The interactive NDC Funding Navigator is already up and running. An NDC toolbox, offering access to toolkits and best practice examples, and a database will be launched during the course of the year. Partner countries can also obtain technical advice tailored to their specific needs. In addition, partnership forums and workshops will facilitate the exchange of experience of NDC implementation and offer countries a platform for reporting on progress.

The NDC Partnership stems from an initiative of the German Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB), the German Federal Ministry for Economic Cooperation and Development (BMZ) and the World Resources Institute (WRI). The WRI hosts the NDC Partnership Support Unit, which has two offices: one in Washington, the other based at the UNFCCC Secretariat in Bonn. The Partnership is initially co-chaired by the governments of Morocco and Germany. The NDC Partnership Forum, as the governance body, will meet twice a year on the margins of the Spring Meetings of the World Bank Group and at the annual sessions of the Conference of the Parties to the UNFCCC. This sends a clear signal that the initiative’s strategic objective is to align the climate and development agendas in order to achieve maximum effectiveness and ambition as swiftly as possible.

At the start of 2017, 33 countries, the European Union and eight international institutions had joined the NDC Partnership: Australia, Bangladesh, Brazil, Canada, Chile, Colombia, Costa Rica, Côte d’Ivoire, Democratic Republic of the Congo, Denmark, the European Union, France, Germany, Indonesia, Italy, Japan, the Maldives, Mali, Marshall Islands, Morocco, the Netherlands, New Zealand, Norway, Pakistan, Saint Lucia, Seychelles, South Africa, Spain, Sweden, Uganda, the United Kingdom, the United States of America, Vanuatu and Vietnam; the United Nations Development Programme (UNDP), the European Bank for Reconstruction and Development (EBRD), the Global Environment Facility (GEF), the Inter-American Development Bank (IDB), the UNFCCC, the United Nations Environment Programme (UNEP), the World Bank (WB), and the Food and Agriculture Organization (FAO).

Financial support for the NDC Partnership is provided by the BMUB, the BMZ, the Ministry of Foreign Affairs of Denmark, and the Ministry of Foreign Affairs of the Netherlands.

The NDC Partnership seems to have got off to a promising start: in a preparatory period of less than a year, its initiators have secured as partners all the major donor countries, most of the intergovernmental implementing organisations and financial institutions, and many developing countries that are vulnerable to climate change or pursuing ambitious climate policies. The initiative thus appears to be trusted as a new forum for bringing together, to an unprecedented extent, a range of national and international stakeholders to work on NDC implementation.
Chapter 2
The NDC Partnership - A Catalyst for Ambition, Participation and Effectiveness

A worldwide transition to halt global warming and end poverty is an ambitious goal. Implementation must be fast and effective. This means that the basic policy course must be firmly embedded by the end of the first NDC cycle in 2025. This will have major implications for the energy sector in particular, as well as for energy-intensive industries, the economy and society. Broad stakeholder participation is therefore indispensable. This will increase ownership, transparency and efficiency and support the formation of transition alliances involving stakeholders from politics, business and civil society. Non-governmental organisations, trade unions, the churches and social movements can bring influence to bear at the heart of society by sharing knowledge, building commitment and promoting values.

This applies as much to the industrialised nations as to developing and emerging countries. Due to their diverse political, socioeconomic and geographical conditions, countries’ specific challenges, development pathways and priorities vary considerably. They share the same long-term goal, however: to achieve a climate-resilient, equitable and economically successful zero emissions society. This means that neither the NDC Partnership nor the 2050 Pathways Platform should rely solely on standardised technical advice. Instead, what is needed is a broad range of socially sensitive and economically diversified processes which must be trialled and supported in order to raise the level of ambition, participation and effectiveness. Based on the findings of a survey of civil society stakeholders, Brot für die Welt and the Friedrich-Ebert-Stiftung have developed a set of proposals for the implementation of the NDC Partnership. They are summarised below with reference to the nine Partnership principles, resulting in 14 recommendations.

Align development and climate change

In the view of all the respondents, “sustainable development” is a far more powerful narrative than “climate change”. Accordingly, the development discourse is of far greater relevance to the media and politics than the climate discourse or even the NDCs, whether in resource-poor, oil-exporting or industrialising countries. Presenting climate goals in terms of socioeconomic development therefore raises their profile and increases their prospects of delivery, provided that successful efforts are made to convey the message that ambitious climate and energy policy offers opportunities for development and that a lack of ambition leads to development risks (vulnerability, welfare losses, stranded assets).

**Recommendation 1:** Within the framework of the NDC Partnership, multi-stakeholder workshops should be held in participating countries in order to identify and facilitate discussion of country-specific synergies and trade-offs between climate policy (Paris Agreement) and sustainable development (SDGs). As the next step, sector-specific business models and social development opportunities for the NDCs should be explored.

The SDGs focus strongly on overcoming marginalisation at the national and international level. Equitable participation and compliance with human rights principles (accountability, transparency, participation, non-discrimination and empowerment) and standards (rights to food, water, health, etc.) are inseparably linked with the SDGs. In almost all the countries surveyed here, there is limited scope for a human rights discourse. However, “climate justice” and “a just transition” are enshrined as principles in the Paris Agreement, and the NDCs create new opportunities in this respect.

This family in Angola’s Kwanza-Sul Province generates electricity with a solar home system. Solar energy now offers the most attractive solutions for rural areas with no access to the grid.
Recommendation 2: In promoting country-level cooperation in the context of the NDC Partnership, it is essential to determine how a human rights impact assessment of the NDCs can be included in baseline studies. This would mean applying a “Do No Harm” approach and, via the NDCs, achieving positive human rights impacts at country level.

In many developing countries, poverty reduction is the overriding priority and may serve to justify ambitious climate policies with a high level of effectiveness and participation in adaptation and climate resilience. On the other hand, it can also be used as an argument against rapid decarbonisation if there is a risk of short-term economic disadvantages, which may be the case in energy-intensive countries which are highly dependent on fossil fuels. A pro-active response to these challenges is therefore required.

Recommendation 3: Within the framework of the NDC Partnership, regional workshops should be offered, focusing not only on the socioeconomic opportunities but also the risks associated with decarbonisation, and exploring the options to support affected sectors and to develop strategies for low-carbon, resource-efficient and climate-resilient expansion of infrastructure.
Support country-driven processes

Developing and successfully implementing national climate commitments and associated long-term targets requires a good combination of country ownership and international support. However, in the respondents’ view, this balance has been lacking in many developing countries’ NDC processes. In many instances, the NDCs were developed by a small group, largely consisting of international advisors, behind closed doors. This often results in a lack of ownership, not only on the part of many officials, even in lead ministries, who do not identify with their country’s NDCs, but particularly among the general public, who are unaware of them. Excessive red tape in many countries’ policy planning processes and the fact that many NDC measures rely on international financing also risk undermining ambitious and effective NDC implementation.

The NDC Partnership can counter these problems by providing an international support framework in which the same principles apply to all the partners but which, at the same time, builds every partner’s individual responsibility for NDC implementation.

Recommendation 4: In order to support implementation of the partnership based on ownership and a high level of ambition at the national level, partners should develop a joint framework that reflects the Partnership’s goals and principles. Baseline studies should include mapping of all governmental and non-governmental stakeholders who should be involved in national NDC implementation.

Build in-country capacity

If every country had full capacity to map its own decarbonisation pathway independently and to develop a vision, milestones and strategies, this would do much to increase the willingness to implement ambitious goals, in the respondents’ view. However, these capacities - e.g. for scenario modelling - are only available to a limited extent, if at all, in many countries, and the requisite data are also in short supply. This reduces the willingness to embrace change. Particularly in conservative societies that are sceptical towards change, this can strengthen the forces of inertia that are keen to maintain the status quo.

The NDC Partnership therefore rightly emphasises the importance of knowledge transfer. It provides tools, identifies procedures and provides targeted support for capacity development in partner countries and for a South-South exchange of experience. Countries’ confidence in their own abilities is a prerequisite for a high level of ambition and effectiveness in NDC implementation.

Recommendation 5: The NDC Partnership should engage in capacity development in partner countries and should involve, besides experts from lead ministries and their subordinate authorities, also staff from local and regional administrations, specialised NGOs and the business sector. These stakeholders have a vital role to play in NDC implementation and can help to create synergies.

Improve coordination

In the experts’ view, improved coordination to make NDC implementation more effective and ambitious is essential at three main levels: within the government, with other stakeholders, and among donors. Poor coordination reduces ownership and can even render the NDCs meaningless in practice, downgrading them to one-off measures which fail to create synergies and resulting in a lack of coherence between the various policies and projects.

Firstly, the responsibility for the Partnership in the participating countries should therefore reside with the highest political and governmental level possible. The NDC Partnership offers good opportunities to work towards this objective. And secondly, a meaningful culture of information-sharing and participation, both horizontal and vertical, should be established and should involve the countries, regions and municipalities where most of the measures are being implemented. Thirdly, it is useful for successful NDC implementation to integrate key non-governmental stakeholders in coordination, at least in an advisory capacity. And fourthly, close coordination should be institutionalised by donor institutions among themselves and in the context of their relations with the partner country, with a view to overcoming silo thinking.

Recommendation 6: To support NDC implementation and mainstreaming, donors should institutionalise their coordination, and partner countries should establish interministerial steering groups. Other key stakeholders from civil society and business should be involved in an advisory capacity. The steering groups should be encouraged to give the general public at country level comprehensive access to information about
Support multi-stakeholder engagement

Effectiveness and a higher level of ambition in NDC implementation, but also in the development of long-term climate commitments in the context of the SDGs, require traction, ownership and participation. The private sector and non-governmental organisations, social movements, trade unions, faith communities and other stakeholders are all indispensable here. They play distinct but equally important roles as knowledge bearers, trust builders, investors, participants or affected parties, educators, watchdogs or mobilising forces. Multi-stakeholder strategies are therefore essential in creating strong and effective transition alliances.

Recommendation 8: The NDC Partnership should help to raise international awareness of successful light-house projects which are easily replicable worldwide and have a positive impact on ambition and NDC implementation. Targeted support should be provided for regional dialogue forums and the establishment of competence centres in this context.

Enhance integration into national planning

The integration of climate commitments into national planning is a challenge in terms of coordination (see above) and therefore requires a culture of cooperation among specialised ministries (mainly those responsible for the environmental, planning, finance and economics portfolios, but also the office of the president and/or chancellor) and subordinate authorities. In some countries (such as Argentina and El Salvador), a separate cabinet has been established at the highest level to handle the sustainable development and climate agendas. In the respondents’ view, the intensive involvement of planning ministries is particularly important in countries with a strongly bureaucratic planning culture based on multiannual development plans. Good vertical integration of regions and municipalities is also essential but is rarely to be found in existing structures.

Recommendation 7: The NDC Partnership should promote the integration of climate and development goals into national planning processes by sharing examples of local good practice and by creating appropriate incentives, with a focus on international financing.

Advance adaptation and mitigation

In the respondents’ view, successful projects are the most powerful driver of transformation. Respondents also identify the key role of comparability and feasibility in creating effective transition “lighthouses”. However, support should be provided not only for costly large-scale projects but also for easily replicable measures. In addition to the energy sector, climate change adaptation is an area in which it is important to promote not only technocratic strategies that focus on critical infrastructure (e.g. coastal protection, the water sector, urban development) but also investment in the often underrated social dimension of resilience. Learning from neighbours is also important. In many parts of the world, particularly in the Middle East, a regional and, in many cases, a transboundary peer review can produce good results, according to respondents.

Recommendation 8: The NDC Partnership should help to raise international awareness of successful light-house projects which are easily replicable worldwide and have a positive impact on ambition and NDC implementation. Targeted support should be provided for regional dialogue forums and the establishment of competence centres in this context.
Ambition, Participation and Effectiveness

Chapter 2

Enhance efficiency and responsiveness

Implementing the NDCs swiftly and effectively poses a range of challenges for developing countries: respondents identified political commitment, legislative coherence, sector strategies, cost-effectiveness, data-supported baseline studies and monitoring, transparency and accountability, leveraging of investment, and the involvement of the administration, the general public and the private sector as critical areas.

The NDC Partnership’s planned provision of online toolkits and databases, facilitation of access to funding and technical assistance and institutionalised sharing of experience are viewed as an effective package of instruments. However, to ensure that they genuinely produce the desired effect and create positive momentum beyond the relatively small groups of participating experts and public authorities, a broad-based communications and transparency initiative would be beneficial, according to respondents. This applies particularly to partner countries that are struggling with corruption.

**Recommendation 10:** The country-level dialogue with civil society in the context of the NDC Partnership should be based on:
- a willingness to engage in participatory and inclusive dialogue with civil society in order to facilitate the active involvement of all relevant groups in national implementation of the NDC Partnership,
- a willingness to involve civil society in decision-making and the implementation of the NDC Partnership in order to improve public acceptance, build trust and boost participation,
- information-sharing and transparency, giving sufficient advance notice so that civil society has genuine opportunities for participation.

**Recommendation 11:** The NDC Partnership – or donor partners, as appropriate – should provide funds for capacity building for civil society stakeholders from developing countries in order to support their participation.

**Recommendation 12:** In developing countries where the majority of people are poor, vulnerable and often marginalised, every effort should be made to facilitate their direct participation in the NDC Partnership process. In many instances, indigenous organisations and the churches may be in a position to act as intermediaries in this context.

**Promote long-term climate action**

Most NDCs are political declarations of intent with minimal sectoral differentiation and rarely include practical action plans or costings. Even if the NDCs in their current form were implemented in full, the total emissions reductions achieved would fall a long way short of the level required to keep global warming at or below 2°C. None of the national action plans sets out in detail how a simultaneous contribution can be made to meeting development goals, creating sustainable jobs, ending poverty and hunger and facilitating a just transition to a carbon-neutral society.

On its own, the NDC Partnership cannot remedy these shortcomings. However, it should not ignore them. Its aim is to align the NDCs and SDGs and implement them with a high level of ambition. Partners also undertake to pursue long-term climate goals. In the experts’ view, there is a wide gap between ambition and reality here. Based on their assessment of the levels of ambition built into the NDCs, the experts are of the opinion that many members of the Partnership are not fulfilling their responsibility as producers of emissions and that
their commitments do not adequately reflect their level of vulnerability. There is an expectation that the NDC Partnership can help to close this gap by assisting partners to devise their own vision and Long-Term Strategies for equitable, resilient and, ultimately, carbon-neutral development, with the NDCs as the starting point. The contribution that international partners are expected to make consists, firstly, in empowering countries to develop and elaborate appropriate strategies and scenarios, and, secondly, to improve access to the requisite financing and technologies. And thirdly, partners such as Germany should lead by example. This would alleviate other less prosperous partners’ concerns about a possible downturn of their economies as a consequence of transition.

**Recommendation 14:** In the global forums and in the context of country-level cooperation, the NDC Partnership should make it a priority to integrate the NDCs into a Long-Term Strategy for equitable, resilient and carbon-neutral development. Partner countries should be assisted to develop robust Long-Term Strategies. There is potential to create synergies with the 2050 Pathways Platform here.
Recommendations for the NDC Partnership: breakdown by level and function

**International**

Regional workshops on decarbonisation scenarios
→ Recommendation 3

Lighthouse projects and regional competence centres
→ Recommendation 8

Communication of processes and results
→ Recommendation 14

Workshops on integration of NDCs into long-term strategies
→ Recommendation 15

**NDC governance at country level**

Kick-off workshop
→ Recommendation 1

Capacity building
→ Recommendation 5

Interministerial steering group
→ Recommendation 6

Support for integrated planning
→ Recommendation 7

**Participation-oriented planning and implementation**

Human rights impact assessment of NDCs
→ Recommendation 2

Stakeholder mapping
→ Recommendation 4

Consultation process and online platform
→ Recommendation 9

Multi-stakeholder participation
→ Recommendation 10–13
Chapter 3
Conclusions and Recommendations

Keeping climate change below 1.5°C will require a transition on an unprecedented scale. It will only succeed if the SDGs are delivered and justice is realised at the same time. NDC implementation is an important step in this process. The NDCs will pass the litmus test if they become a successful component of a Long-Term Strategy for equitable, resilient and, ultimately, carbon-neutral development.

The NDC Partnership can make a key contribution here. It must therefore strengthen national and international coordination, improve access to knowledge, technology and finance, and work towards a high level of ambition, effectiveness and participation in the NDC process. This must include supporting not only technical cooperation but also social and political catalysts for change.

Bangladesh is a world leader in solar energy. More than four million families have already installed solar energy systems. Local renewable energy solutions are playing an increasingly important role in agriculture as well.
Policy Recommendations for the NDC Partnership

1. Host multi-stakeholder workshops to align climate policy and sustainable development, and identify alternative business models and the NDCs’ potential to support sustainable development.

2. Conduct a human rights impact assessment for the NDCs, in order to embed the Do No Harm approach and achieve positive outcomes for human rights.

3. Host regional workshops on the socioeconomic opportunities and risks associated with decarbonisation, and explore the options to support affected sectors and facilitate low-carbon, resource-efficient and climate-resilient expansion of infrastructure.

4. Develop comparable rules for country-level cooperation: the baseline studies to be produced as part of the support for partner countries should include mapping of all governmental and non-governmental stakeholders who should be involved in national NDC implementation.

5. Undertake broad-based capacity building for ministry officials and staff from local and regional authorities, universities, specialised NGOs and the business sector in partner countries.

6. For the implementation and mainstreaming of the NDCs, institutionalise donor coordination and establish interministerial steering groups in each partner country. Key stakeholders from civil society and business should be involved in an advisory capacity. Give the general public at country level comprehensive access to information about NDC implementation, as well as an opportunity to put forward suggestions by themselves. This approach should be supported by international development partners.

7. Promote the integration of climate and development goals into planning, with a focus on best practice examples, and provide financial incentives.

8. Raise awareness of lighthouse projects which are easily replicable around the world, and support the establishment of regional dialogue forums and competence centres.

9. Establish national consultation processes on NDC implementation, involve all stakeholder groups, document their proposals, and establish a permanent dialogue forum and online platform in order to increase transparency and bring NDCs out of their niche.

10. Promote participatory and inclusive dialogue with civil society in order to facilitate active participation in national implementation of the NDC Partnership.

11. Provide funding to build developing countries’ civil society capacities to participate in the NDC Partnership.

12. In developing countries where the majority of people are poor, vulnerable and often marginalised, make every effort to facilitate their direct participation in the NDC Partnership process. Indigenous organisations and the churches can often act as intermediaries in this context.

13. Develop a communications strategy, host annual public conferences on the outcomes of the NDC process, and produce an NDC Partnership Newsletter.

14. Promote the integration of the NDCs into a Long-Term Strategy for equitable, resilient and carbon-neutral development at country level.