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**NON-STATE ACTORS**  
TOWARDS A LEADING ROLE  
IN THE IMPLEMENTATION  
OF THE PARIS AGREEMENT

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# PRESENTATION OF RC&D

## ⇒ RC&D in short

Réseau Climat & Développement (RC&D – Climate & Development Network) brings together mainly African French-speaking advocacy and ground-level NGOs from 21 countries, which work for a local and/or national development in the face of the challenges brought by climate change. This network was created in 2007 to make the voice of the French-speaking civil society heard in the national, regional and international political arenas on climate issues. It works to integrate energy and climate issues into local development policies, to fight poverty and to favour sustainable and resilient development to climate change. RC&D focuses on bringing forward the activity of civil society organisations through a bottom up approach to ensure that the concerns of the most vulnerable are effectively taken into account by climate policies and national/regional implementation processes alike.

Every year, RC&D publishes its vision, enriched with political recommendations. Between 2010 and 2015, its annual reports have focused successively on: (1) taking into account climate and energy issues into local development policies; (2) fair and efficient climate funding governance; (3) the drafting of recommendations for the Rio+20 Summit; (4) the integration of climate and energy constraints into development practices; (5) the key role of renewable energies in Africa to fight poverty and climate change; (6) and the challenges the Paris agreement must take into account in order to address African populations' needs. In 2016, RC&D focused its efforts on the respect of the commitments made during COP21 through the adoption of the Paris agreement to ensure climate justice. Emphasis is put this year on the reinforcement of non-state actors' role in the adaptation planning and implementation of the different processes and initiatives drawn from the Paris agreement and currently underway on the African continent.

## ⇒ RC&D's 2017 annual workshop: heading to Abidjan to better define the role of non-state actors

RC&D's 11<sup>th</sup> annual workshop took place in Abidjan, Ivory Coast, from May 22<sup>nd</sup> to 26<sup>th</sup> 2017 on the theme: "Reinforcing the role of non-state actors in the implementation of the Paris agreement". This workshop brought together around 50 participants representing the RC&D member organisations, resource individuals and partners. 18 countries –mainly African– were represented: Benin, Burkina Faso, Burundi, Cameroon, Congo-Brazzaville, Ivory Coast, Djibouti, France, Mauritius, Mali, Mauritania, Morocco, Niger, Democratic Republic of Congo, Central African Republic, Senegal, Chad and Togo.

The workshop's objectives were to build a common strategy and recommendations to reinforce and emphasize the role of non-state actors in the implementation of the Paris agreement. Indeed, the agreement's objective will not be reached without the contribution of all the concerned actors, including non-state ones.

The participants assessed the contribution of non-state actors at the local, national and international level in the framework of the implementation of the Paris agreement. They then discussed the obstacles and inclusion levers non-state actors experience in the on-going climate processes in their respective countries.



© RC&D's 2017 yearly workshop in Abidjan

At the end of the presentations and group works, a synthesis and prioritisation effort enabled to express recommendations for the international negotiators, technical and financial partners, governments, members of parliament, local political actors and civil society organisations. An exchange forum with Ivoirian civil society organisations was organised to build ties and share RC&D's expertise with members of the Ivoirian civil society.

The present report develops the conclusions of this workshop.

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## EXECUTIVE SUMMARY

**T**he 2015 Paris agreement marks an essential starting point to halt the climate crisis. However, everything remains to be done once it is adopted. Indeed, the priority is now to negotiate implementation mechanisms that have not been defined and agreed upon during COP21, and to work on reaching the agreement's objectives. It must also be ensured that countries' Nationally Determined Contributions (NDC) really contribute to the reinforcement of the fight against climate change; and are increased to address the priorities of the poorest and most vulnerable of all countries.

The overwhelming majority of African states have submitted their INDC (Intended Nationally Determined Contributions) before COP21: revision, improvement and implementation processes are currently underway. The involvement of all the actors on the local, national and international levels is required for a proper implementation of these INDC. From then on, non-state actors –including first and foremost NGOs, associations and local authorities taken into account in this study– must be a driving force in these processes. Through their involvement

in the various dynamics existing at distinct levels, they have the potential to make the implementation of the Paris agreement not only more effective but also more ambitious.

However, non-state actors face multiple institutional barriers that make access to decision-making and funding bodies more difficult; while they are necessary to enhance and sustain the experience of non-state actors. With little or no access to information, these actors do not always have the means to efficiently follow up with the processes. It is therefore important to reinforce their technical skills on climate change, but also to enhance synergies that could emerge between them. Low appropriation of international, national and local initiatives can sometimes result from these barriers. In turn, they risk fostering the disengagement of non-state actors and limiting the impact of these different processes.

Fortunately, there are numerous levers that can mitigate these obstacles and lead to an inclusive implementation of the Paris agreement. Inspiring examples abound to mobilize and include non-state actors.



Fishing in Ganvie, Benin.

© Roberto Maldeno

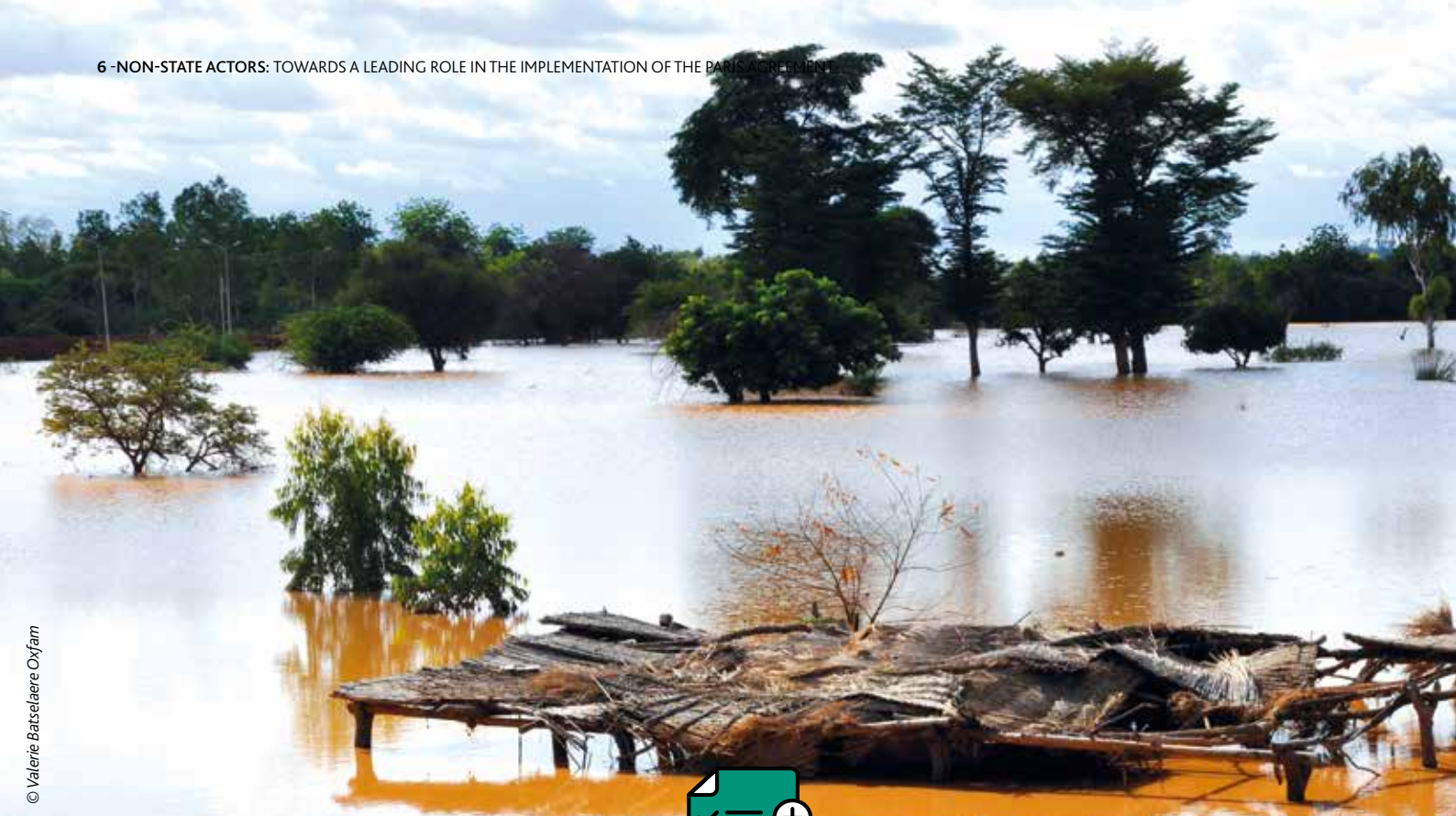
In Benin, the inter-village gathering of the Collines region (Groupement Intercommunal des Collines, GIC) plays host of a pioneering experience where NGOs, local authorities, beneficiary populations and national and international experts work hand in hand to face climate change. This is thanks to the willingness of the local authorities to bring together different non-state actors at the local level.

In Togo, the definition of the INDC resulted from a participatory and inclusive process involving not only relevant Ministries and industry leaders, but also civil society organisations. This approach engaged by the Togolese state through the Ministry of Environment and Forest Resources (Ministère de l'Environnement et des Ressources Forestières, MERF) enabled non-state actors to contribute to the process and better took into account their experience.

In Morocco, the "4C Maroc" initiative is an example of trans-sector coordination to fight climate change. Its innovative governance mode brings together state actors, the private sector, research bodies and civil society organisations. This initiative, although in its

early stages, is rich in solutions enabling to integrate non-state actors in the development of climate policies.

The diversity and efficiency of the projects presented in this report show that numerous national and local initiatives exist, using innovative tools and approaches. It is therefore necessary to rethink the interactions between the different levels of action by sharing practices and information to all the spheres of climate action, at all levels. This must take the shape of (1) a reinforcement of non-state actors contribution in all the discussion forums at the international level; (2) a reinforcement of the involvement of non-state actors in the implementation of climate processes at the national level; and (3) a better cooperation between local political actors and non-state actors for the implementation of adapted climate and local development plans.



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## ANALYSIS

REINFORCING THE CONTRIBUTION  
OF NON-STATE ACTORS IN THE  
IMPLEMENTATION OF THE PARIS  
AGREEMENT: **WHAT ARE THE STAKES  
AND THE OPPORTUNITIES?**



In Africa climate change manifests among other factors by changes in rain season patterns, causing floods.

### An open and evolving definition

There is no official and consensual definition of non-state actors. These actors are independent from the state and can take the shape of for-profit or non-for-profit organisations to promote an issue or defend a general or particular interest. Non-state actors can be divided into four main groups:

- All types of associations and NGOs,
- The private sector, including economic partners and unions,
- The research sector,
- Local authorities.

The term includes local authorities, companies, associations, workers' unions, professional associations, non-governmental organisations (NGOs), scientific institutes, funders and citizens<sup>1</sup>. **In this publication, the definition of non-state actors is voluntarily limited to NGOs, associations and local authorities whose role is paramount in the proper implementation of the Paris agreement.**

Taking into account non-state actors in political climate arenas is neither obvious nor certain: it is the result of mobilisation, political decision-making and a progressive realisation of their importance.

## REMINDER: WHO ARE NON-STATE ACTORS?

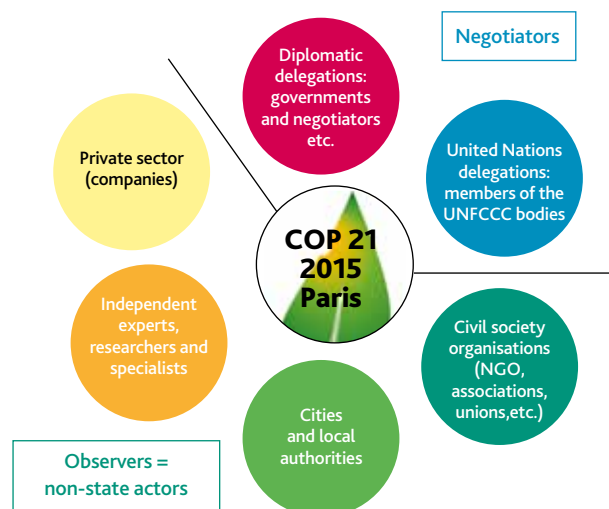
### From the Paris agreement to the present day: inclusion, promises and mobilisation

Non-state actors have played a key role in the adoption of the Paris agreement. Before and during COP21, civil society, local governments and companies have shown an exceptional mobilisation by organizing numerous events such as the Mediterranean Climate Conference for the Mediterranean (MedCOP21), the Global Climate March, the Climate Summit for Local Leaders, etc. These events enabled non-state actors to commit in favour of the fight against climate change, which must complement –and not replace– states' actions.

After the adoption of the Paris agreement, mobilisation intensified, especially following the United States' decision to withdraw from the agreement. The reaction of non-state actors –NGOs and cities alike<sup>2</sup>– to this announcement carries hopes that by joining forces they could entice governments to go further in the fight against climate change.

The Paris agreement came into effect on November 2016: it provides a new general framework to define the states/non-state actors' partnership and is an opportunity to reinforce their role at all levels.

Graph: COP21, state and non-state actors



<sup>1</sup> — Definition used by Climate Chance, <http://climatechance-2017.com/a-propos/depliant-climat-chance/>

<sup>2</sup> — Aguila Yann, « La mobilisation des acteurs non étatiques: le paradoxe de Trump » (The engagement of non-state actors: the "Trump Paradox"), *Les Echos Executive*, 12 June 2017, <https://business.lesechos.fr/directions-juridiques/metier-et-carriere/associations-professionnelles-et-reseaux/030373331225-la-mobilisation-des-acteurs-non-etatiques-le-paradoxe-de-trump-310453.php>

Overview of the opportunities existing at the international, national and local levels to allow the inclusion of non-state actors



## MULTIPLE PARTICIPATION OPPORTUNITIES UNDER THE NEW CLIMATE REGIME

### 1. INTERNATIONALLY, RETHINKING THE ROLE OF STAKEHOLDERS IN NEGOTIATIONS

Since the signature of the Paris agreement in 2015, the international community has evolved and new opportunities have arisen, enabling non-state actors to voice their concerns.

#### Reconfiguration of the international order

The reconfiguration of the international political climate space is caused first and foremost by the different climate signals

that have been received. Indeed, positive signals have been observed in 2016 with the stagnation for the third year running of CO<sub>2</sub> emissions<sup>3</sup>, and the two-fold increase of renewable energy facilities in Africa compared to the year before<sup>4</sup>. However, states will not be able to respect their promises to maintain global warming below 2°C (nay 1.5°C) if they maintain their current evolution<sup>5</sup>. There is therefore a global emergency to dramatically reduce greenhouse gas emissions and encourage the adaptation of the poorest populations.

Besides, the climate political leadership has been reset: vulnerable countries progressively gain visibility thanks to ambitious coalitions such as the Climate Vulnerable Forum and openly display their ambitions<sup>6</sup>.

3 — AFP, « Les émissions de CO<sub>2</sub> liées à l'énergie stagnent à nouveau en 2016 » (Energy-linked CO<sub>2</sub> emissions stagnate once more in 2016), *Science et Avenir*, 17 March 2017, [https://www.sciencesetavenir.fr/nature-environnement/les-emissions-de-co2-liees-a-l-energie-stagnent-a-nouveau-en-2016\\_111392](https://www.sciencesetavenir.fr/nature-environnement/les-emissions-de-co2-liees-a-l-energie-stagnent-a-nouveau-en-2016_111392)

4 — "2016 a Record Year for Renewables, Latest IRENA Data Reveals", *IRENA*, 30 March 2017, <http://www.irena.org/News/Description.aspx?mnu=cat&PriMenuID=16&CatID=84>

5 — "With an average of about 1.1°C higher than preindustrial dates, the WMO confirms that 2016 has been the hottest year ever recorded", *World Meteorological Organization*, 18 January 2017, <https://public.wmo.int/fr/medias/communiqu%C3%A9s-de-presse/avec-une-moyenne-sup%C3%A9rieure-d%E2%80%99environ-11-%C2%B0c-aux-valeurs>

6 — This coalition of 43 vulnerable countries has committed for instance at COP22 in Marrakech to reach as soon as possible 100% of renewable energies.





Geneva Climate Walk.

Other states, such as the United States under Donald Trump's presidency have turned their back on the international climate scene, while other emerging states adopt hesitant postures, such as China, Brazil and India. Non-state actors have therefore the opportunity to invest these forums and rely on new actors, especially vulnerable countries, to lift climate ambition.

### Surge of climate-sensitive scenes

At the international level, negotiation spaces are on the rise. Thus the G7, G20, the Petersburg Climate Dialogue, development bank forums etc. are forums that non-state actors can invest to voice their recommendations for climate justice. The stake is to make sure that access to adaptation funding, reinforcement of access to climate funding and capacity building are taken into account. With the reinforcement of continental and regional levels, non-state actors can influence regional exchange forums such as those organised within the African Union (AU), the Committee of African Heads of States on Climate Change (CAHOSCC), the African Ministerial Conference on the Environment (AMCEN), or invest regional initiatives such as the African Renewable Energy Initiative (AREI).

### Opportunities created by the new Paris agreement regime

The Paris agreement sets the scope of a global climate action that each state must therefore realise through national and local policies, thus establishing new climate mechanisms. Non-state actors therefore have at their disposal new action tools to use in the forthcoming years.

- The reviewing of national commitments (NDC) is part of a five-year cycle which starts in 2018 with the "facilitation dialogue"<sup>7</sup>, which will herald the Global Stocktake that will take place from 2023<sup>8</sup>. These assessments will be the occasion to collectively evaluate states' ambitions and actions concerning reduction and adaptation. Non-state actors can take advantage of these events to highlight the gaps between the states' commitments and the efforts they should make, as well as to pressure them and make them accountable for their actions.
- 2018 is a pivotal year, which must see the implementation guidelines, monitoring and evaluation tools of the Paris agreement defined. Non-state actors therefore have the opportunity to transmit demands for accountability, transparency and compliance. By investing this space, they could try to be involved in governance mechanisms on the long-term.
- Eventually, following up initiatives stemming from the Paris agreement is crucial to maintain an inclusive international solidarity. This can be done in the framework

of the African Renewable Energy Initiative (AREI) or the Africa Adaptation Initiative. Non-state actors can take advantage of all the opportunities linked to these processes (Board, assemblies...) to assess and deliver recommendations for their implementation. It will be also important to reinforce the access to information in order to ensure the transparency of initiatives and allow an inclusive and independent governance for the beneficiaries<sup>9</sup>.

The international level provides for new spaces and opportunities that non-state actors can make their own. They represent new inclusion and action opportunities to seize in order to promote a participatory, fair and sustainable implementation of the agreement.

## 2. REALIZATION AT THE NATIONAL LEVEL: WHAT ROLE FOR NON-STATE ACTORS?

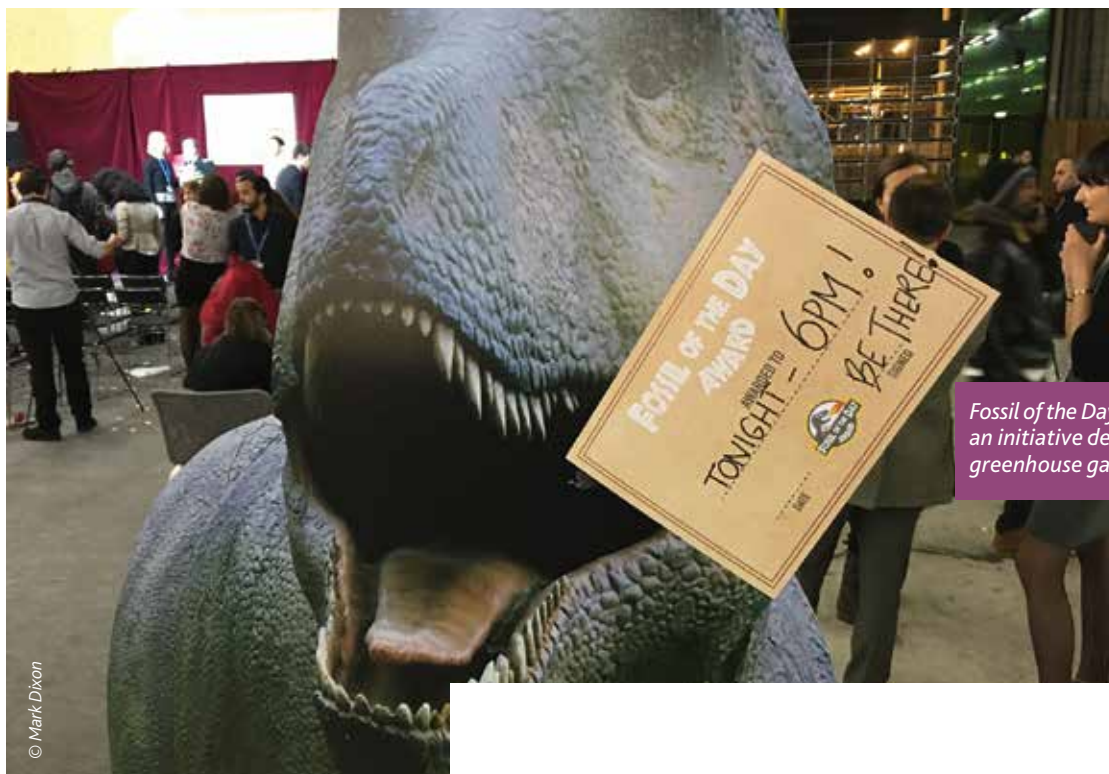
The Paris agreement promotes the decentralisation of the fight against climate change by highlighting the national dimension of adaptation and attenuation<sup>10</sup>. This is an indirect acknowledgement of the role non-state actors must play from now on in a successful implementation of the agreement. The effective inclusion of all

<sup>7</sup> — Paragraph 20, Paris agreement, *ibid*.

<sup>10</sup> — Article 7, Annexe, Paris agreement, *ibid*.

<sup>8</sup> — Article 14, Annexe, Paris agreement, *ibid*.

<sup>9</sup> — Africa Coalition For Sustainable Energy And Access (ASCEA), *Africa Renewable Energy Initiative For Africa: African Civil Society Organizations Perspective*, May 2017.



*Fossil of the Day Awards, during COP 21, an initiative denouncing the biggest greenhouse gas emitting countries.*

state and non-state actors in the drafting, monitoring, assessment and implementation of the NDC would be achieved through reinforcement of solidarity, diffusion of information about the documents, and training of actors on the new climate issues and on the way processes stemming from the Paris agreement work.

### The drafting of INDC as a springboard to inclusion

The drafting of the Intended Nationally Determined Contributions (INDC) is the base of the Paris agreement. For non-state actors, this compulsory exercise for states is an opportunity to be involved in a participatory and inclusive process, in such a way that state commitments are a collective construction. Besides, this new framework must entice developing countries to tie

climate ambition with development objectives, especially through adaptation measures such as the National Adaptation Plan (NAP). In other words, INDC must be in line with the existing national plans and policies to link adaptation, attenuation and poverty reduction.

In 2015, Africa resolutely engaged in this process. The majority of African states have submitted their INDC ahead of COP21, assuming their share of responsibility in the world fight against global warming.

realisation of the NDC. Transparency and accountability are essential objectives that states must reach for all the climate and development processes. Accountability and commitment monitoring systems are a key tool highlighting the good practices, favouring the coordination and the communication between the stakeholders and ensuring an effective follow up of the projects: they should therefore be extended to all processes.

### Today: the inclusive implementation of processes

Once the Paris agreement is ratified, the INDC become Nationally Determined Conditions (NDC), which define the countries' objectives in terms of reduction of greenhouse gas emissions and adaptation.

The implementation of the NDC is a major stake and concern for non-state actors that try to follow how governments fund their NDC, implement them, measure them, assess them and produce progress reports related to the NDC.

At the national level, the challenge is therefore to implement governance structures which include non-state actors in the

### From 2018: the challenge of increased ambitions

It is already necessary for certain countries –including in Africa– to reinforce their contributions by detailing their adaptation part, which is a too often overlooked priority<sup>11</sup>. This revision must take into account the differentiated capacities of developing countries in comparison with developed countries, which must show the way.

This revision process is an important stake for non-state actors, as countries could examine and include other contributions from the civil society, among others. This revision of the NDC would allow reinforcing the consideration of territorial specificities and the concerns of the beneficiary populations.



Field workshops enable to understand how populations face climate change on a daily basis.



Working with beneficiaries enable to address their needs and ensure they take over the processes.

Eventually, it is important to revise the process through a cross-level approach: states must link the different levels of action together, but also the different climate and development processes in order to draw inspiration from it and nurture a global climate ambition.

### Giving actors the means to realize their projects

Several countries have developed policies and frameworks to attract adaptation and attenuation funding. However, a lot remains to be done. The issue is all the more urgent that the funding gap hinders the response to climate challenges.

The inclusive implementation of the Paris agreement will be thus achieved through narrow inter-state cooperation. Indeed, the objectives defined by African states in their NDC cannot be reached without an appropriate technical and financial support, especially for African states whose resources are already limited. Developed countries should thus provide developing countries with the required means as provided by the Paris agreement (funding, capacity building, technology transfer and development)<sup>12</sup>.

In this context, governments can also seize the opportunity offered by the Paris agreement to conceive policies and strategies that encourage civil society organisations –including first and foremost the private sector–, to invest in the fight against climate change and reduce their impact on the latter.

As an example, properly monitored market mechanisms could boost the energy efficiency of energy-hungry industrial sectors through the exchange of energy saving certificates<sup>13</sup>.

The efficient implementation of the Paris agreement will depend mainly on the involvement of all the actors at all levels and scales. The mobilisation of non-state actors can play a key role in the transformation of principles of the Paris agreement into concrete regional and local policies.

## 3. REALIZATION OF THE AGREEMENT ON THE GROUND: RELYING ON LOCAL AUTHORITIES

Reaching the objectives of the Paris agreement will be possible through the decentralised mobilisation of stakeholders. A fair implementation of the Paris agreement involves informing national and local decision-makers on the concerns of the most vulnerable, as well as on the consequences and causes of climate change.

### The importance of local authorities inclusion

Local political actors are a key link in the coherent and locally grounded implementation of the Paris agreement.

Indeed, numerous climate plans and other initiatives are developed at the local level without taking into account the national engagements because local actors are unaware of. Links can be fostered between

<sup>12</sup> — Articles 9, 10 and 11, Annexe, Paris agreement, *ibid*.

<sup>13</sup> — Example of India: Center for Study of Science, Technology and Policy (CSTEP), «Ac-croissement de l'efficacité énergétique en Inde» (Increase of energy efficiency in India), Think Tank Initiative, [http://www.thinktankinitiative.org/sites/default/files/TTI-SS\\_02\\_CSTEP\\_FRE\\_0.pdf](http://www.thinktankinitiative.org/sites/default/files/TTI-SS_02_CSTEP_FRE_0.pdf)



*Mulching technic with crop leftovers.*

© IIDD



*Energy access is a priority in Africa.*

© CERES

national governments and the local level to develop common climate strategies, visions and plans working at both levels.

Besides, regional and city authorities are often responsible for services that contribute to address urgent matters related to or depending on climate change, such as transportation, urban planning and water management. Local authorities can contribute to the evaluation of these consequences and the definition of risks for infrastructures. The efforts undertaken by the latter can guarantee that national government measures against climate change are transparent; and that resources are allocated according to needs, leading to a better empowerment.

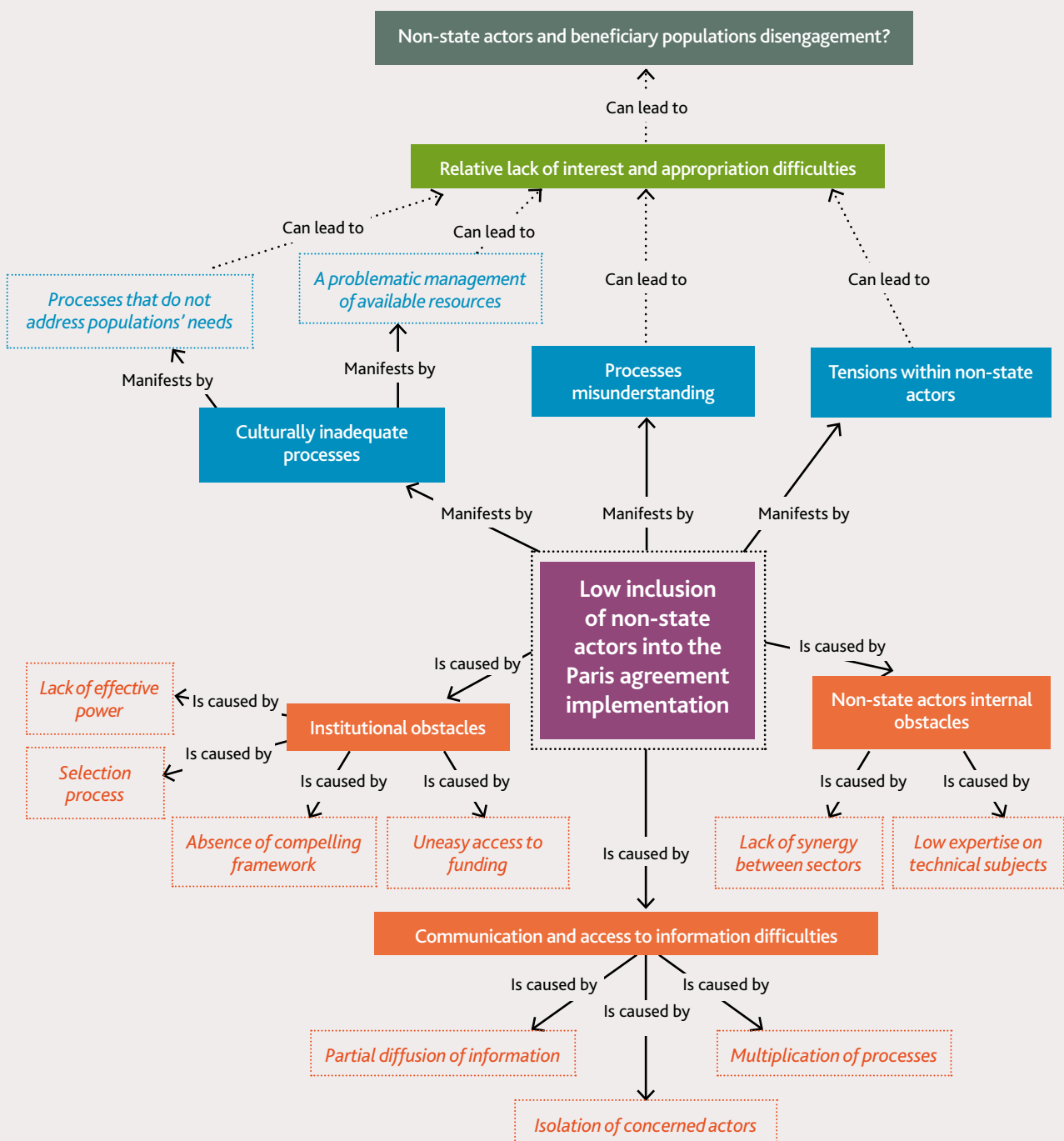
The different implementation levels of the Paris agreement offer non-state actors –in particular NGOs and local authorities– multiple opportunities to be involved and amplify the fight against climate change alongside institutional actors. The issue for non-state actors is therefore to use their major political junctures to promote their participation. Even if numerous opportunities exist to reinforce the inclusion of non-state actors, the latter do not always manage to fully take advantage of it, as RC&D members attest.

Therefore, if theory allows for an effective participation of non-state actors, a lot of progress is to be done in reality: obstacles remain, hindering the inclusion of non-state actors in the climate processes.

## OBSTACLES TO THE INCLUSION OF NON-STATE ACTORS REMAIN

Addressing the inclusion deficit of non-state actors in the framework of the implementation of the Paris agreement implies first and foremost to understand its manifestations and its causes. This is what this analysis of the testimonies of R&D members attempts to do through listing obstacles experienced by non-state actors. It is therefore important to analyse the signals of such a limited inclusion and to identify the roots of these obstacles.

Barriers of the inclusion of non-state actors and their manifestations





Floods resulting from climate change destroy infrastructures in Niamey, Niger.

© Valérie Batselaere 2012

*Overall, it must be highlighted that difficulties do not lead to a complete exclusion, but rather a lack of inclusion or a weak one. The complete lack of exchange and cooperation with non-state actors is rare.*

## 1. NUMEROUS AND SPECIFIC INSTITUTIONAL OBSTACLES

Non-state actors face numerous institutional obstacles that prevent them –or allow them very little access– from accessing drafting, decision-making and funding bodies needed to enhance and sustain their experience.

<sup>14</sup> — Testimony collected during an opinion poll conducted among RC&D members in December 2016.

<sup>15</sup> — Testimony collected during the RC&D's annual workshop from May 22 to 26 in Abidjan (Côte d'Ivoire).

### A partial or non-effective participation

The inclusion of non-state actors is usually a reality but it remains –depending on the contexts- partial, as it is determined by a selection process. As some Malian associations testify, the Malian civil society was involved in the drafting of the INDC “in usually a selective manner, and the process was not very open to civil society”<sup>14</sup>. Therefore, the participation can be conditioned and depend on specific criteria defined by each body and country. In Burkina Faso (see boxed text #1), a NGO leader explains that the participation to the drafting of the NDC depended less on objective criteria than on the contacts organisations had with the different governmental focal points. Interpersonal relations determine in this case access to the different climate processes.

Inclusion is not always effective and does not automatically involve a transformation-prone decision-making power. NGO Mali Folkecenter questions the impact of the involvement of civil society in meetings organised by the government, where NGO leaders' role was limited to “signing atten-

dance sheets”<sup>15</sup>. The stake of quantitative and above all qualitative inclusion is identified as essential to promote an implementation of the Paris agreement that would take into account the concerns of non-state actors.

### Difficult access to funding

Institutional obstacles hinder access to funding. The issue here is not so much the available resources, as the access to existing resources. Thus, difficult access to climate funding limits the commitment capacity of non-state actors, their means, and by consequence their availability: as such, it reinforces lastingly the lack of inclusion.



*Climate change impacts farming by adding pressure on natural resources.*

©AFPAT

## 1 Selective participation in Burkina Faso

Non-state actors were involved in some of the key moments of the drafting process of Burkina Faso's Intended Nationally Determined Contribution (INDC) between May and July 2015. In May 2015 for instance, the kick-off workshop enabled the partial participation of the civil society, as only a few selected NGOs were invited. The same phenomenon occurred during the data-gathering phase, which led to the drafting of the two deliverables in June 2015. Finally, in July 2015 a second technical validation workshop was organised to present the third deliverable.

If some actors were present as national experts during these events and helped to prioritize the projects, one obstacle remained: the selection process. In fact, the structures with the most contacts with the different focal points in charge of drafting the INDC, the most visible organisations and those closest to the government have been more easily identified and were therefore chosen to take part in the drafting of the INDC. In definitive, the consultations have not included gender-based or women rights organisations, which were ignored for both consultation and data-gathering processes.

As a consequence, the final document barely refers to gender issues at all. An analysis of the contents of the INDC shows that out of the 33 projects presented, only 3 state women as their co-beneficiaries<sup>16</sup>. Moreover, gender is not taken into account in a trans-sectorial way, which is contrary to what non-state actors were asking. It is therefore important that non-state actors are involved in the implementation of the NDC to audit written projects or projects in writing; to ensure the monitoring and the assessment; and to make sure that gender as well as broader concerns from the local population are taken into account.

<sup>16</sup> — *Intended Nationally Determined Contributions (INDC) in Burkina Faso*, September 2015, <http://www4.unfccc.int/ndcregistry/PublishedDocuments/Burkina%20Faso%20First/INDC%20BURKINA%20FASO%20280915.pdf>

<sup>17</sup> — Preamble, and paragraphs 134 to 137, *Paris agreement*, *ibid.*

<sup>18</sup> — See « Regard critique: les politiques « genres » encore insuffisantes au Bénin », *La justice climatique au cœur de la mise en œuvre de l'accord de Paris, Analyse et recommandations du RC&D*, RC&D, October 2016.

### Absence of a binding framework

Institutional obstacles take the shape of a lack of institutional binding framework forcing politicians to include non-state actors. Indeed, one of the principles of the Paris agreement is the collaboration with non-state actors<sup>17</sup>, but its implementation is not binding for governments.

### An implementation out of touch with the reality

Institutional obstacles to the inclusion of non-state actors have numerous consequences varying according to the context. However, they generally lead to a limited integration of the beneficiary populations' concerns: as a result, the policies and programmes implemented might not address the beneficiaries' needs. As Burkinabe NGO WEP (see boxed text #1) explains, the lack of participation of women rights civil society organisations in the drafting of the INDC led to the production of a document devoid of gender as an interdisciplinary priority. Critics of this "uprooted" process that was undertaken far from the reality of the ground are recurrent among non-state actors, which contest the content of some NAP, NDC<sup>18</sup>, etc. Furthermore, beneficiary populations will not take over the document if it does not report all their concerns, thus hindering its sustainable implementation.



Irrigation is a major challenge to rise to in some particularly drought-affected regions of Africa.



Coastal erosion in Ivory Coast triggers population displacement.

### The stake of available resources management

Not taking into account non-state actors in the drafting and implementation of climate programmes can also lead to a difficult management of resources allocated to these programmes. As the JVE Bénin NGO explains, the partial inclusion of non-state actors in the framework of the drafting of the NAP in Benin led not only to the shortage of resources allocated to the fight against climate change, but also to a poor management of these resources<sup>19</sup>. According to this same NGO, the situation led to unachieved and/or void projects – nicknamed “white elephants”. Most of the time and despite several successive projects for the benefit of a community, living conditions of the beneficiaries do not improve.

The inclusion of non-state actors within institutions implementing the Paris agreement remains conditioned to the willingness of political decision-makers and is specific to each context, as it is not regulated by any framework. However, their participation

<sup>19</sup> — Presentation of the NGO JVE Bénin during RC&D's annual workshop, *La CDN au Bénin et les barrières à la participation des acteurs non-étatiques* (NDC in Benin and obstacles to the participation of non-state actors), <http://climatdeveloppement.org/les-presentations-2017-du-11eme-atelier-du-rcd/>

<sup>20</sup> — Presentation of the NGO JVE Bénin during RC&D's annual workshop, *La CDN au Bénin et les barrières à la participation des acteurs non-étatiques* (NDC in Benin and obstacles to the participation of non-state actors), <http://climatdeveloppement.org/les-presentations-2017-du-11eme-atelier-du-rcd/>

is an advantage that enables to take into account all the stakeholders and ensures therefore the processes' sustainability and stability.

### 2. DIFFICULT COMMUNICATION AND ACCESS TO INFORMATION

**Non-state actors are facing another obstacle when participating to the implementation of the Paris agreement: communication and access to information.**

#### Process disinformation and misinformation

The degree of disinformation depends of countries and processes but remains a cross-disciplinary process, which reinforces the ignorance of non-state actors. The absence or partial diffusion of information on the progresses made on the processes, on the decisions related to it, even on its content or the agenda of the different projects lead to a limited appropriation of these programmes, not only on behalf of specialised actors on these projects, but also of populations who are very little informed.

### Isolation of state and non-state spheres

Even though stakeholders are not systematically informed of the processes' evolution, we note that political decision-makers at the diverse levels lack information, or have a partial knowledge of the world of non-state actors. Indeed, non-state actors are not necessarily perceived as stakeholders who have the power to enhance or ease the implementation of climate policies.

This is compounded by the fact that, as NGO JVE Bénin explains, political decision-makers lack knowledge concerning climate issues and the reality of local populations<sup>20</sup>. Paradoxically, this does not systematically favours the inclusion of non-state actors but can lead to the reinforcement of boundaries between them and state actors.

#### The multiple-layer process

How to explain these difficulties about the diffusion of information? Cameroonian NGO Alternatives Durables pour le Développement, or ADD (see boxed text #2) testifies about the problem of the multiplication of texts and processes. Indeed, the diversity of forums dilutes the involvement capacity of non-state actors, which should be on all fronts. National Determined Contributions (NDC), National Adaptation Plan (NAP),





©Madjiji Moutari

*Working with local populations for an integrative approach.*

LEDS national strategies, etc. are as many climate processes to follow and master, to which are added other development plans such as the Sustainable Development Goals (SDG), Community Development Plans (CDP) but also programmes linking climate and forest (REDD + for instance), human rights, biodiversity, food security, etc. The layering of texts and arenas weakens the action of non-state actors and makes access to information more complicated.

One of the possible consequences of the lack of information is the progressive lack of interest of concerned actors about these processes. As a member of the NGO Lead Tchad explains, "ignorance fosters disinterest"<sup>21</sup>. Difficult access to information can trigger a feeling of incompetence and weaken the commitment of potential contributors.

<sup>21</sup> — Presentation of the Lead Tchad NGO during RC&D's annual workshop, *Les barrières à l'inclusion des acteurs non étatiques dans le cadre des CDN du Tchad* (Obstacles to the inclusion of non-state actors in the framework of Chad's NDC) <http://climatdeveloppement.org/les-presentations-2017-du-11eme-atelier-du-rcd/>

<sup>22</sup> — *Intended Nationally Determined Contribution for Cameroon (INDC)*, September 2015, <http://www4.unfccc.int/ndcregistry/PublishedDocuments/Cameroon%20First/CPDN%20CMR%20Final.pdf>

## 2 Multiplication of texts and processes in Cameroon

In its INDC, Cameroon committed itself to reduce its greenhouse gas emissions by 32% by 2035<sup>22</sup>. It established a multitude of national strategies to reach this objective, such as the National Adaptation Plan (NPA) and a LEDES (Low Emission Development Strategy) national strategy.

In view of the drafting and implementation of these processes, the government requested the participation of non-state actors as consultants and facilitators. Nonetheless, the inclusion of non-state actors is diluted and therefore inhibited by the diversity and multiplication of the plans initiated, despite the government's clear willingness to involve them. Besides, very little links were built not only between the different documents during the drafting process, but also between resulting development plans.

This multiplication of processes resulted in dividing the action of non-state actors. The involvement of the latter occurred depending on their capacities to fulfil functional specifications whose conditions greatly differed from one process to the other. Each actor is therefore allocated a particular process. But above all, this prevents synergies between non-state actors and do not allow them from following efficiently the implementation of the Paris agreement. In order to address this issue, it is important to promote exchanges between the different plans and ensure that a proper role is given to non-state actors in each of the processes.



### Understand and take over information

It is one thing to spread information, but it is another for concerned actors to seize it. The understanding of international, national and local political arenas is a particularly important stake. For instance, the absence of translation of the Paris agreement documents in vernacular languages, in a clear and intelligible way does not allow for their appropriation by all concerned parties.

Beneficiary populations, political actors and non-state actors face communication, appropriation and information treatment issues. This lack of exchanges reinforces the boundaries between these different stakeholders and favours the limited inclusion of non-state actors.

### 3. INTERNAL OBSTACLES TO OVERCOME

The term “non-state actors” conveys a complex and diverse reality ranging from NGOs to local authorities<sup>23</sup>. It is important to note that if common objectives can exist between these different actors, they do not necessarily imply cohesion.

<sup>23</sup> — See “Who are the non-state actors?” page 7.

*Learning local know-how and exchange knowledge.*

### Building ties between non-state actors

The lack of synergies between civil society actors weakens their involvement capacity. The absence of consultation frameworks makes the circulation of information more difficult, prevents the mutualisation of efforts –especially concerning fund raising–, hinders the harmonisation of actions and strategies, and above all diminishes the sharing of practices. Many aspects depend on the degree of exchanges: the identification of non-state actors as relevant partners; the access to local, national and international political arenas; and the diffusion and reproduction of efficient projects led by non-state actors.

The synergy between non-state actors is all the more difficult to establish that institutional obstacles often foster a context prone to concurrence and division.

### Reinforcing capacities to reinforce participation

Non-state actors are sometimes not qualified enough on the processes and mechanisms of the Paris agreement, which partly explains the lack of participation. If the lack of expertise on some issues is due to a difficult access to information, this lack of knowledge also reveals a need for capacity building and a sharing of skills and knowledge.

### When limited inclusion leads to disengagement

Obstacles to the inclusion of non-state actors are numerous and complex; they can also lead to disengagement. Indeed, Congolese NGO OCEAN (see boxed text #3) explains that the exclusion of non-state actors from the NDC drafting process led the latter to be de facto excluded from the ratification of the Paris agreement by Parliament as well as from the follow up and the evaluation of its implementation. Obstacles non-state actors face can foster disinterest, not to say mistrust towards the processes. Non-state actors and beneficiary populations can therefore progressively withdraw from the processes.



*The objective: to develop climate plans addressing the local specificities and development stakes.*

### 3 Causes and consequences of the lack of appropriation of the INDC in the Democratic Republic of Congo (DRC)

In August 2015, the Democratic Republic of Congo (DRC) submitted its INDC<sup>24</sup>, which is the summary of different previous documents involving the civil society. Despite the existence of operational working groups and non-state actor platforms, the Ministry associated none of the non-state actors to the elaboration of the INDC (except during a consultation workshop in August 2015). Besides, only six provinces of out 26 took part in the validation process, with about 30 people attending workshops. The only stakeholders present –other than the concerned Ministries- were a few international NGOs and individuals attending in a personal capacity: neither restitution nor exchanges towards non-state organisations occurred.

The absence of consultation of non-state actors reduces the coherence of the INDC regarding the real issues in the field. Understanding the document was also more complex, especially as access to information on the progress status of the INDC and its contents was sensitive. Thus, during the consultation workshop, the invited non-state actors did not master the content of the INDC since they had received the document shortly before the workshop. Besides, the drafting as such took place over a limited four-month period. Yet, the length of the process conditions the responsiveness of non-state actors and the appropriation of projects –and thus their inclusion-. The urgency of the drafting framework of the INDC is also an obstacle for a proper appropriation.

The limited involvement of non-state actors during the drafting of the INDC can affect its implementation on the long term. Non-state actors already face difficulties to take over, which will make follow up and evaluation more difficult. Above all, civil society does not necessarily see anymore the interest of carrying on working on the ratification of the Paris agreement, as the objective is now to join forces in denouncing the content of the INDC. The exchange difficulties and cooperation failures lead therefore to a withdrawal of some non-state actors.

Factors explaining the lack of inclusion do not necessarily fit into a linear pattern of cause and effect: they rather intertwine and reinforce each other. Despite the complexity of obstacles to the inclusion of non-state actors, many levers can ease off these obstacles and allow for an inclusive implementation of the Paris agreement.

<sup>24</sup> — Contribution Prévée Déterminée au niveau national (CPDN) de RDC (INDC for DRC), August 2015, <http://www4.unfccc.int/submissions/INDC/Published%20Documents/Democratic%20Republic%20of%20the%20Congo/1/CPDN%20-%20R%C3%A9p%20D%C3%A9m%20du%20Congo.pdf>



## ON THE GROUND

**INSPIRING EXAMPLES:** USE THE DIFFERENT LEVELS OF ACTION TO INCLUDE NON-STATE ACTORS



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## RC&D's approach: to draw from the network's members experience

### 1. EXCHANGE ON INSPIRING SUCCESSFUL PROJECTS

Member NGOs of Réseau Climat & Développement (RC&D) exchange on their respective experience to promote a comprehensive approach grounded at the local level. Sharing experiences, discussing projects and practices are as many information and innovative ideas, which inspire members and other non-state actors: we are here at the heart of the capacity building process by creating a debate and an opening onto other experiences. Promoting a micro approach as close as possible to the local populations is to highlight the know-how and interper-

sonal skills of the field. Three pioneering and inclusive projects have therefore been selected among the presentations, exchanges and debates that occurred during RC&D's annual workshop, which took place in May 2017 in Abidjan. These three projects illustrate mechanisms that enabled and still allow the inclusion of non-state actors. The issue is now to know how to replicate these experiences in different spaces and processes.

### 2. PLAYING WITH THE DIFFERENT LEVELS OF ACTION

**The stakes are clear:** to understand the inclusion mechanisms of non-state actors that are specific to one context, in order to draw inspiration from it and replicate it at the different levels of action. RC&D therefore chose to develop projects working in different countries, scales and processes to show how innovative and rich projects can be on the ground, which is the "laboratory" level of the implementation of the Paris agreement. Selected experiences are not representative of all the experiences listed but they enable to identify the numerous opportunities non-state actors can seize, especially NGOs and local authorities.

#### PROJET 1

*Including non-state actors at the local level: example of the Groupement Intercommunal des Collines (IDID, Benin).*

#### PROJET 2

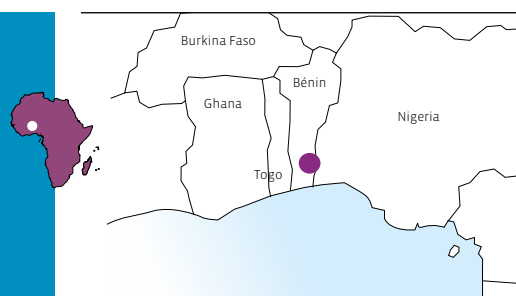
*The drafting of the Togolese INDC and the institutional involvement mechanisms for non-state actors (JVE Togo and AFHON Togo, Togo)*

#### PROJET 3

*The 4C initiative in Morocco, a shared governance and capacity development project (Association H&E and AESVT, Morocco)*

## PROJECT 1

### Including non-state actors at the local level: example of the Groupement Intercommunal des Collines in Benin



*A pioneer experience is currently under way in the Groupement Intercommunal des Collines (GIC), where NGOs, local authorities, beneficiary populations and national and international experts work hand in hand to allow this inter-village gathering to address climate change. The GIC was a unique and specific springboard in its administrative structure, but such an example of cooperation between non-state actors can inspire other spaces and mechanisms.*

*NGO IDID shares its experience of the Groupement intercommunal des Collines (inter-village gathering of the Collines region) in Benin, which allowed bringing together different actors around local projects to address climate change.*

#### 1. SETTING UP CONDITIONS FOR A JOINT LOCAL ACTION

##### The decentralisation context in Benin and the example of the GIC

Decentralisation became effective in Benin following the installation of the first town and communal councils elected in the aftermath of the first 2002-2003 elections, which created networks of local actors. Municipalities benefit from managerial autonomy and can develop a joint development, and town and country planning approach at the regional level, as the GIC example shows.

The GIC was created in August 2004 and gathers six municipalities from the Collines department. Its objective is “to contribute

to the social and joint economic development of the member municipalities<sup>25</sup> by promoting in particular citizen participation to the development of their territory, through consultation forums with local representatives.

##### The multiplicity of concerned actors

In 2014, Africa4climate<sup>26</sup> is set up in Benin by Expertise France, which then launches a call for proposals to help the GIC adapt its response to climate change. The proposal of the duo of NGOs Groupe Énergies Renouvelables, Environnement et Solidarités (GERES) and Initiative pour un Développement Durable (IDID) was selected to offer technical expertise to municipalities. GERES specializes in energy access and economic development projects, while IDID focuses mainly on agricultural and ecosystem management support.

In parallel, the Permanent Interstate Committee for Drought Control in the Sahel (CILSS) supports GERES and IDID’s actions for the GIC through the Regional Project for Sustainable Land Management and Adaptation to Climate Change (PRGDT, or Projet Régional de Gestion Durable des Terres et d’Adaptation aux Changements Climatiques) and the Agricultural Development Support Programme for the Collines department (PADAC, or Programme d’Appui au Développement de l’Agriculture dans le département des Collines), which is an AFD-funded (Agence Française de Développement, the French Development Agency) project.

Then, the GIC is the intermediary between all the concerned actors and coordinates relations, communications and exchanges between the different levels. The GIC thus makes the link between NGOs and the numerous beneficiaries: municipality technical managers, local representatives, municipality centres for the promotion of agriculture, professional agricultural organisations and the local communities.

<sup>25</sup> — Groupement Intercommunal des Collines, [https://www.pseau.org/outils/organismes/organisme\\_detail.php?org\\_organisme\\_id=24849](https://www.pseau.org/outils/organismes/organisme_detail.php?org_organisme_id=24849)

<sup>26</sup> — Project funded by AFD and FFEM, implemented by Expertise France (<https://www.expertisefrance.fr/>) from 2012 to 2017.



## 2. PROJECTS UNDERTAKEN ON THE GROUND

### Defining populations' needs in terms of the fight against climate change

The GIC is the body that defined the needs of the populations by making the impacts of climate change on agriculture a priority, as 80% of the department's inhabitants draw their income from agriculture<sup>27</sup>. With climate change, rain frequency and intensity have changed, leading to a long rain season and a long dry season instead of two dry seasons and two rain seasons. The impact of these meteorological changes on the agricultural calendar diminishes the farms' yield, which entices farmers to plant more and longer, causing soil depletion. This also reinforces pressure on farming lands and can lead to deforestation of the surrounding spaces. Besides, the abundance of rain can also trigger soil erosion by carrying away minerals, soil, etc.

GERES and IDID have their minds set on addressing these issues by:

- Training farmers and GIC staff on climate issues;
- Integrating climate change issues in territorial policies supported by the GIC.

### Sharing experiences to develop capacities

NGO agricultural advisors visited the GIC's farms to meet their owners and discuss the measures that could be implemented: soil regeneration through a fallow land system and the introduction of agro-forestry practices enabled inhabitants to increase their crop yield by fixing minerals into the soil. Above all, the different municipalities and farmers were able to exchange on their own practices, thus sharing replicable mechanisms during dedicated meetings and trainings. Moreover, in order to make sustainable the anticipation efforts towards climate change, a weather station benefitting all the municipalities was built in order to make precise readings and adapt the response to a specific climate context. The farmers of the GIC have been trained to analyse and process these data.

### Raising awareness among local political actors and providing them with the relevant tools

In order to reinforce the competences of the local political actors, GERES and IDID organised training and awareness workshops on climate change and its inclusion into local planning. They also drafted a thematic grid for monitoring and evaluation purposes, evaluated and analysed the local planning documents (2040 Collines Strategy, PDC 2) in order to assess their climate compatibility, and undertook the energy diagnosis

*Installation of a forest plantation in Savalou, Benin.*

at the level of two strategic development hubs of the Collines.

The GERES-IDID consortium is currently guiding the GIC in the drafting process of the third-generation Community Development Plans (CDP) to ensure that gender, climate change and renewable energy-related issues are taken into account.

This synergy between NGOs GERES and IDID on one side and the GIC and every beneficiary actor on the other, enabled to enhance the skills of all non-state actors, should they be NGOs, farmers, local political representatives, etc. Projects fighting climate change are collectively conceived and implemented, enabling the perpetuation of the programmes. Climate and development will be better understood, perceived and appropriated by inhabitants of the Collines through the training and awareness raising of a large number of actors about climate issues. This in turn will facilitate an inclusive implementation of the projects.

<sup>27</sup> — Chak Film, *Video Africa4Climate and the GIC in Benin*, July 2016, produced and funded in the framework of the Africa4Climate project.

## PROJECT 2

## The drafting of the Togolese INDC and the institutional involvement mechanisms for non-state actors



*Togo submitted in late September 2015 its Intended Nationally Determined Contribution (INDC), which contains its objectives of emission reduction. Historically, this country emits little greenhouse gas and barely contributed to the current climate crisis. However it greatly faces the consequences of climate change. In its INDC, Togo commits to reduce by 2030 its emissions by 11.14% compared to the reference year of 2010<sup>28</sup>, and by 31.14% as a conditional target.*

*NGOs Jeunes Volontaires pour l'Environnement (JVE) Togo and Actions en Faveur de l'Homme et de la Nature (AFHON) Togo analyse the drafting process of the Togolese INDC, which differentiates itself from the other through different institutional inclusion mechanisms for non-state actors.*

### 1. AN INSTITUTIONAL INCLUSION THANKS TO DIFFERENT MECHANISMS

The drafting of the INDC in Togo followed a participatory process with the involvement not only of concerned Ministries and private sector representatives, but also of civil society organisations. The approach was triggered by the state through the Ministry of Environment and Forest Resources (MERF), which continues heading institutional consultation mechanisms (see diagram). However, despite this top-down approach, non-state actors managed to effectively take part in the drafting of the INDC.

#### A cross-sector committee including non-state actors

In order to ensure an effective involvement of all relevant stakeholders, an institutional framework has been set up by ministerial decree through the creation of a national INDC committee. This steering committee is composed of the key relevant ministers, representatives from the private sector, research institutions and civil society organisations such as AFHON-Togo, JVE Togo, OPED and Amis de la Terre-Togo. The NGOs were selected according to their knowledge of climate change and their field experience on adaptation issues in particular, but also according to their involvement in other climate processes.

In order to allow a dialogue between these different actors and promote an iterative process, the committee members met during different technical meetings and through workshops held at the different stages of the process: process launch, presentation of the team of experts' work plan, the validation of data gathering tools,

the validation of the inception and redefinition reports, the results presentation and the document validation. These regular meetings guaranteed a precise follow-up of the drafting of the INDC, but also ensured that its content met all the stakeholders' demands and created ties between the committee members.

#### Collect data and suggest projects: the necessary link with the ground

The members of the INDC steering committee were at the heart of data collection. Data collection (collection sheets and interview guidelines) was conceived to select initiatives with a "climate change" aspect alongside members of the steering committee and identified actors. The interviewees have to identify five adaptation/attenuation projects and develop the obstacles faced, the implementation conditions of the project, but also the necessary budget, the impact evaluation of the project and its perspectives.

28 — Contribution Prévue Déterminée au niveau national (CPDN) Togo, September 2015, [http://www4.unfccc.int/submissions/INDC/Published%20Documents/Togo/1/CPDN%20\\_TOGO.pdf](http://www4.unfccc.int/submissions/INDC/Published%20Documents/Togo/1/CPDN%20_TOGO.pdf)





*The approval workshop of Togo's INDC, 15<sup>th</sup> September 2015.*

The objective was thus to share innovative and efficient actions tested on the ground that would be added to the INDC. These sheets enabled to build up on the knowledge gained by non-state actors committee members and promote knowledge linked to the reality of the ground. Afterwards, collected data were analysed by a team of national and international experts and were used as a basis for the drafting of the INDC.

For NGOs involved in the processes, the time allowed for the drafting was too short to consult more actors –especially local authorities–. However, it acknowledged the importance of non-state actors and considered them as the most relevant actors to understand the reality faced by the populations, and therefore suggest efficient solutions and policies.

## 2. ASSETS AND PERSPECTIVES FOR THE TOGOLESE INDC

### An INDC that takes into account the concerns of non-state actors

The Paris agreement is a recent event and the drafting and implementation of the INDC is still a novelty. However, despite several difficulties linked to the very understanding of the process, the lack of reliable scientific data for simulations and the lack of financial means for a regular organisation of meetings, Togo's INDC drafting process presents a number of assets, including the inclusion of different actors.

The participatory and inclusive feature of the process enabled actors to voice their concerns regarding the elements to add into the INDC, especially concerning national attenuation and adaptation efforts, national financial and technological needs as well as the needs related to capacity building.

In addition to taking into account the principles voiced by the NGOs, the team of experts also selected projects led by

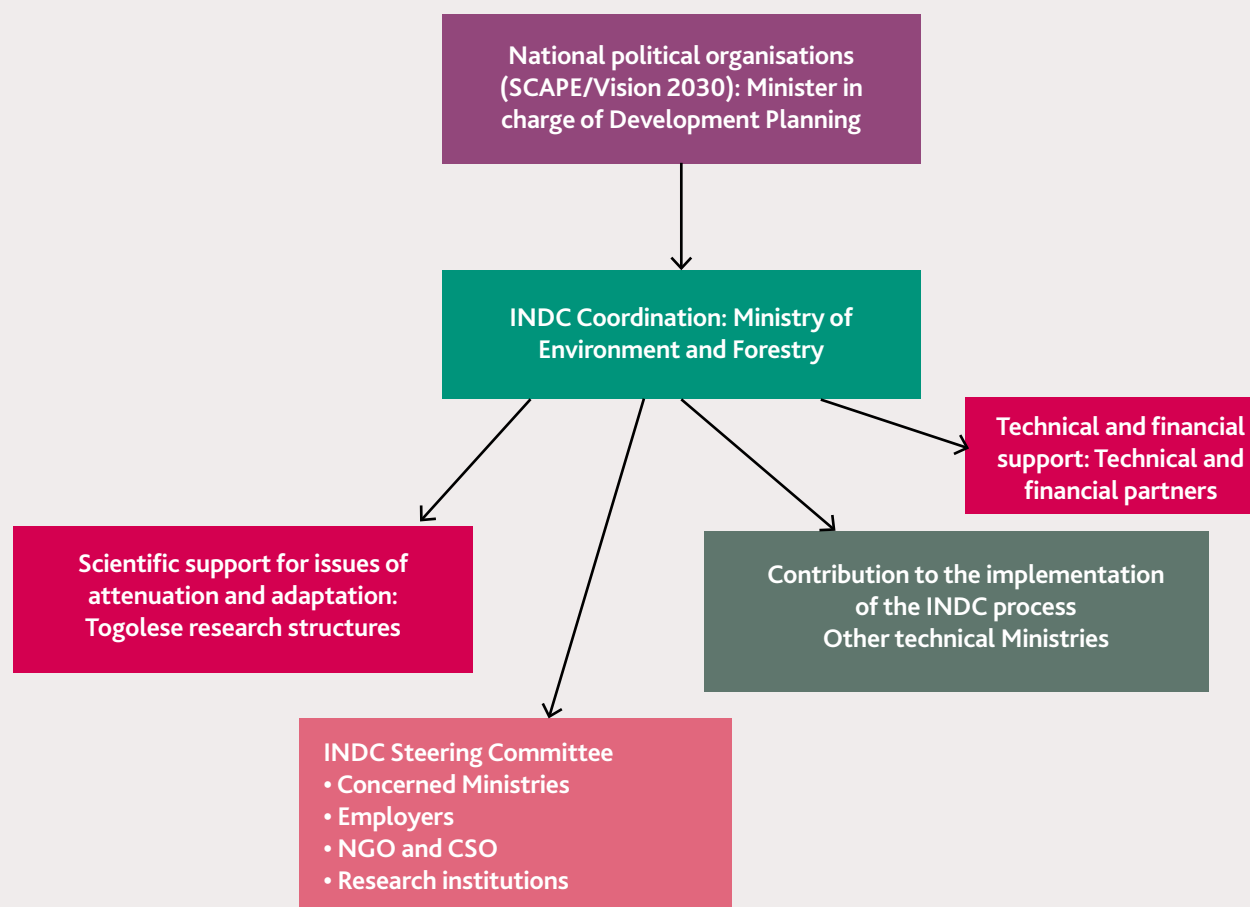
NGO members of the steering committee. Indeed, following data collection, some civil society projects inspired the projects of the INDC (such as enhanced hearths and solar products). Some of them have even been replicated in their entirety, such as the Programme écologie et conscience (PEC, Ecology and Consciousness Programme).

### An inclusion into the drafting process that continues into the implementation process

The diversity of proposals that were expressed during the consultations shows the willingness of non-state actors to be involved in the implementation of the Paris agreement and to continue their involvement in the monitoring and evaluation phases. Actually, the steering committee has been renewed and became the coordination and implementation monitoring committee of the INDC in Togo.

This committee, like its predecessor, was created by ministerial decree. Above all, it is written in the INDC that the Ministry of Environment "intends to regularly organize consultations to re-examine the implemen-

Diagram of hierarchic relations for the drafting of Togo's INDC



tation of the adaptation and attenuation measures contained in the INDC. It will be a repetitive process that will ensure that the INDC is implemented and regularly update<sup>29</sup>. The stake is therefore to follow up this commitment and exert pressure to guarantee that non-state actors play a role.

### A better appropriation?

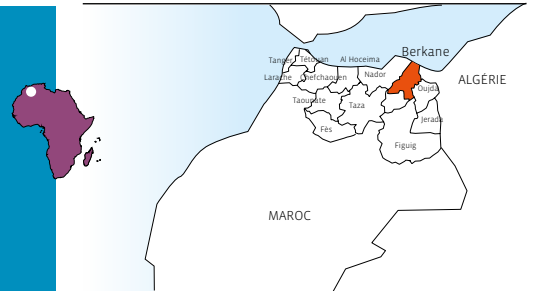
The INDC was drafted jointly with international and national experts and the participation of field actors. Thanks to the process of building up on local knowledge concerning adaptation, the appropriation of the INDC by non-state actors and beneficiary populations will be surely eased.

The drafting process of the INDC in Togo is an interesting example of an inclusion of the different non-state actors in a top-down approach, which enabled to take into account the concerns of non-state actors present in the committee. It will therefore be interesting to evaluate the degree of appropriation of the process by beneficiary populations to measure the real added value of the inclusion of non-state actors. This could be the concrete result of the advantages that their involvement represents.

29 — "4. Planning Process", *Intended Nationally Determined Contribution (INDC)*, September 2015, page 11, [http://www4.unfccc.int/submissions/INDC/Published%20Documents/Togo/1/CPDN%20\\_TOGO.pdf](http://www4.unfccc.int/submissions/INDC/Published%20Documents/Togo/1/CPDN%20_TOGO.pdf)

## PROJECT 3

# The 4C initiative in Morocco, a shared governance and capacity development project



*The 4C initiative is an acronym referring to the Centre de Compétence Changement Climatique (Climate Change Competence Centre) that was born during a general assembly on October 7<sup>th</sup> 2015 in Rabat and was officially created on 3<sup>rd</sup> November 2016<sup>30</sup>. It is a Public Interest Group (Groupe d'Intérêt Public, GIP) whose innovative governance mode brings together state actors, the private sector, the research sector and civil society. This initiative, –although not operational yet– carries solutions enabling the inclusion of non-state actors in the implementation of the Paris agreement.*

*Moroccan NGO Homme & Environnement and the Association des enseignants des Sciences de la Vie et de la Terre (AESVT) –a member association of the civil society college–, present the Moroccan initiative 4C, a national example of inclusion of the different sectors involved in the fight against climate change.*

### 1. THE 4C: AN INCLUSIVE GOVERNANCE FOR A BETTER COORDINATION OF CLIMATE ACTION

The Moroccan government –through the Ministry in charge of environment and with the support of the German Federal Enterprise for International Cooperation (GIZ)– created the 4C bearing in mind the promotion of capacity building for the conception and implementation of climate change-related public policies.

During the constitutive general assembly, the 4C's governance structure was defined around four colleges: one college for the state, one for the private sector, one for research and expertise and one for NGOs and civil society<sup>31</sup>.

So far, the 4C has not undertaken any project but it aims at the following for its members:

- Contribute to capacity building on climate change for national actors;
- Build up on the information/knowledge/know-how concerning climate change-related vulnerability, adaptation, attenuation and funding in Morocco;
- Develop supporting tools for climate change-related decision making;
- Contribute to the global effort through experience sharing, monitoring and networking related to climate change at the international level, particularly in Africa and in the MENA region (Middle East and North Africa).

### 2. INCLUSION OF NON-STATE ACTORS INTO GOVERNANCE AND ITS IMPACTS

The 4C initiative is a lever to reinforce the participation of non-state actors into the implementation of COP 21 agreement by promoting multi-actor composition and integrating in particular non-state actors into governance mechanisms.

#### An intermediary for the NDC Partnership

First and foremost, the 4C acts as the Moroccan focal point for the NDC Partnership<sup>32</sup>. As the privileged entry point for this initiative –aiming at helping developing countries to reach their national commitment on climate in the framework of their NDC–, the 4C, along with the college of non-state actors and its member associations, plays a key role in promoting a fair and ambitious implementation of the Paris agreement.

<sup>30</sup> – “Qui sommes-nous?”, 4C, 2015, <http://www.4c.ma/4c-maroc/qui-sommes-nous>

<sup>31</sup> – The “civil society and NGOs” college gathers representatives of member NGOs of 4C Maroc.

<sup>32</sup> – The NDC Partnership is a German initiative launched during COP 22 and co-chaired by Morocco.

Synthetic diagram of the role colleges play in the 4C initiative

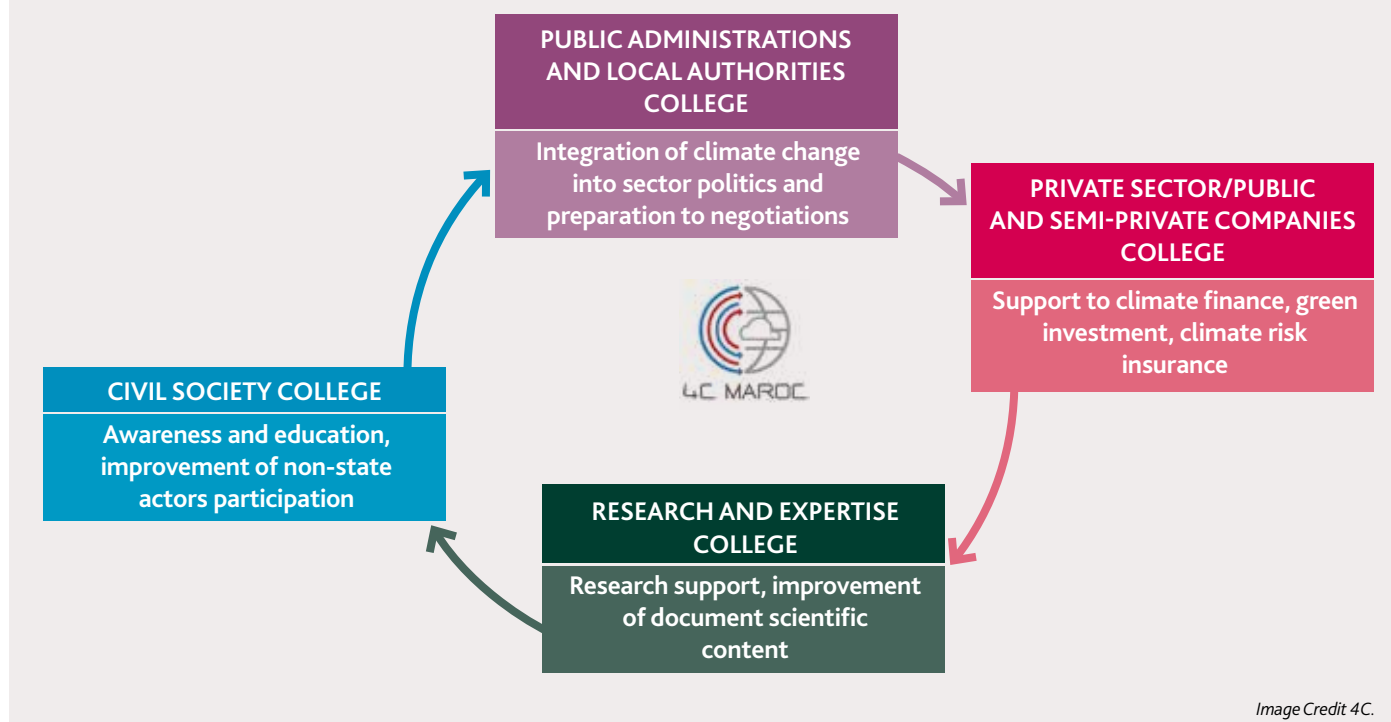


Image Credit 4C.

### Non-state actors: a proactive force in GA?

Civil society organisations represent one of the four colleges making up governance. Actually, during the constitutive general assembly (GA) in October 2015, six environmental associations were present alongside the concerned Ministers, public and semi-private actors and five private sector establishments.

During these GA, member civil society representatives of the 4C have the right to make suggestions to improve the governance mode. They can also freely take the floor and have an actual right to vote. However, the six non-state actors represent a mere six votes, which does not have a lot of weight in the final decision compared to the state (the biggest in terms of vote), private sector and research colleges.

### Position the 4C's strategy

Beyond the consultation during the GA, non-state actors are currently interviewed to establish the 4C's action plan and work methodology. Let us remember also that the initiative is not operational yet and that the majority of internal debates concerns as such the governance mode: non-state actors want this initiative to be an example of inclusion so that their operation mode can be replicated in other implementation processes of the Paris agreement.

### The stake of involvement: integrating beneficiary populations and level dynamics

The governance mode includes non-state actors because their involvement guarantees the participation of territories and the integration of vulnerable populations' ambitions into national and regional planning drawn from the Paris agreement. Moreover, non-state actors can ensure that policies are properly translated at the local level by providing their experience and expertise. Non-state actors can therefore make sure the international, national and local levels are interconnected with the different policies to fight climate change. At last, this initiative enables non-state actors to work together and coordinate their action with other actors fighting climate change, which strengthens the chance of a harmonised and joint implementation of the Paris agreement.



©EDER Niger

*Agriculture is a sector particularly vulnerable to climate change.*

### 3. AN INITIATIVE IN PROGRESS: IMPROVEMENT PROSPECTS FOR THE 4C

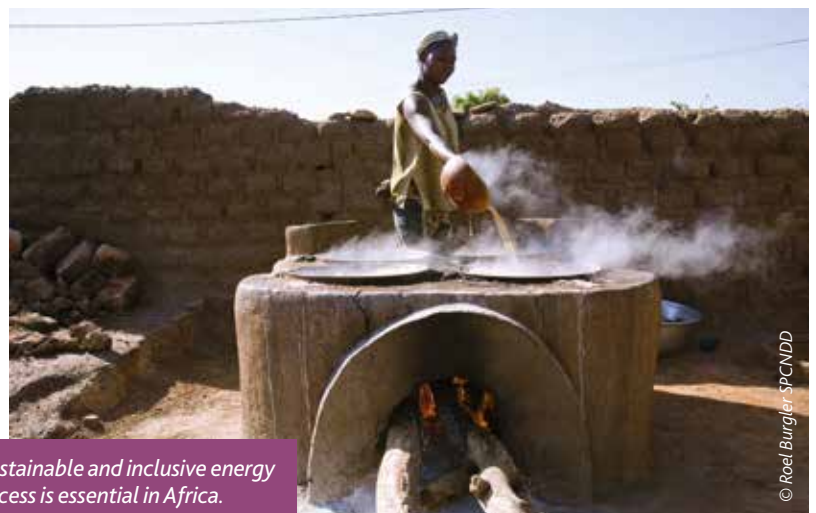
In order to be a full driving force in the implementation of the Paris agreement and allow the inclusion of non-state actors, the 4C initiative could amplify its action by:

- Defining objectives closer to the ground and to projects led by the NGOs. In this way, actions carried by 4C will be better grounded in the local context and will enable a more inclusive implementation of the Paris agreement for civil society organisations;
- Making sure that colleges have an actual power and represent their sectors, and particularly that the non-state actors college includes other actors of the Moroccan civil society for a real representativeness.
- Promoting exchanges with other African non-state actors beyond the mere sharing between Moroccan actors to allow dynamic within the framework of the implementation of the Paris agreement on the African continent. It is therefore

interesting to think about the creation of an International Network of Climate Change Centres of Excellence and Think Tanks for Capacity Building (INCCETT 4 CB), led by COP 22 scientific committee.

The 4C initiative is in its early stage and can turn the non-state actor college into a pillar that would be autonomous from the secretary, like the other colleges. A study was thus launched in late July 2017 to draft the operational scenarios of the 4C, which should take into account the importance

of an effective inclusion of non-state actors. The 4C brings changes to promote the inclusion of non-state actors into the implementation of the Paris agreement by suggesting a participatory governance mode that could inspire other mechanisms drawn from the Paris agreement.



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*Sustainable and inclusive energy access is essential in Africa.*



## RECOMMENDATIONS OF RC&D TO REINFORCE THE PARTICIPATION OF NON-STATE ACTORS

### THE KEY TO SUCCESS

The Paris agreement came into effect but its implementation is only just starting. The involvement of non-state actors is key at the international, but also national and local levels to reach the Paris agreement's objective to constrain global warming to 2°C. Since each country defines its climate ambition and the means to achieve it, African states could become an example by including non-state actors, honouring their commitments and taking into account the interests of the local populations. As the diversity of the projects presented in this report shows, there are numerous initiatives bearing innovative approaches and tools. It is therefore necessary to rethink the interactions between the different levels by spreading information and practices to all the spheres of climate action. Member associations of Réseau Climat & Développement have expressed recommendations to guarantee an inclusive and participatory implementation of the Paris agreement.

### INTERNATIONAL LEVEL

## REINFORCE THE PARTICIPATION OF NON-STATE ACTORS IN ALL THE DISCUSSION FORUMS

**The stakes of the international level:** *International arenas must be a model of the inclusion of non-state actors and inspire the other levels. Actual participation of non-state actors is not only possible as strengthening levers abound, but also necessary as it is a principle enounced in the preamble of the Paris agreement<sup>33</sup>. By promoting a governance open to non-state actors, stakeholders ensure a fair and transparent implementation, with effective accountability. International forums remain above all an indubitable opportunity for promising initiatives: they must therefore be implemented while safeguarding the expectations of the beneficiary populations and vouching for the respect of fundamental rights and gender promotion.*

<sup>33</sup> — Preamble, Paris agreement, 12 décembre 2015, <http://unfccc.int/resource/docs/2015/cop21/fre/109f.pdf>

## INTERNATIONAL NEGOTIATORS MUST:

Ease the access to information for all the stakeholders on international processes and negotiations' key moments, including the 2018 facilitation dialogue, the Global Stocktake and the 5-year long associated cycles, in order for non-state actors to be informed, spread the information to other actors and be proactive.

*Information is key for non-state actors to make their voice heard. Transparency and ambition mechanisms are the token of a participatory implementation and can compel states to respect and accentuate their commitments under the new climate regime.*

From now to COP24 in 2018, write down the participation of non-state actors in the implementation guidelines of the Paris agreement concerning the inclusion of non-state actors, especially in the framework of the NDC by establishing transparency mechanisms.

*It is essential to make substantial progress on the definition of these rules during COP23. The inclusion of non-state actors into other levels will be more difficult without a strong and exemplary international institutional framework and a clear willingness on behalf of the states. Non-state actors have a key role to play to make states accountable and promote a fair implementation of the Paris agreement.*

## INTERNATIONAL AND REGIONAL INITIATIVES MUST:

Allow for the actual and qualitative participation of non-state actors in governance, the implementation, follow-up and evaluation, which includes public access to information on projects, the evolution of their implementation, the agenda, etc.

*This actual inclusion is particularly necessary so that initiatives that are implemented on the African continent, such as the African Renewable Energy Initiative (AREI), the Africa Adaptation Initiative, etc. really take into account the specific needs of the countries and populations. It is necessary to actually include beneficiaries in the heart of governance, not only as a token of transparency, but also to reaffirm the independence of these initiatives.*

## INTERNATIONAL FUNDERS MUST:

Reinforce direct access to climate funding for non-state actors, especially access to the Green Climate Fund, to the Adaptation Fund, etc.

*Non-state actors must be able to fully play their role of driving forces and entry door of climate action at the local level in order for climate funding to reach its targets. It is urgent to support access to funding, especially for adaptation, by developing capacities of non-state actors on these questions and by promoting innovative funding modes while easing up the access process to existing funding. Promoting access to funding at the international level for non-state actors is to give them means of action and acknowledge their expertise.*

Ensure that access to climate funding at the international level by States cannot occur without an actual involvement of non-state actors at all steps of the development and implementation phases of the project.

*Non-state actors must be able to monitor, through mechanisms, the allocation and use of climate funding while ensuring that their use complies with identified priorities. This is true in particular for adaptation: while needs could reach \$ 300 bn a year by 2030, their funding will reach only \$ 20 bn a year in 2020<sup>34</sup>. Non-state actors must be watchful that this progression must be done especially in the countries that are the most vulnerable to climate change.*

<sup>34</sup> — Nakhooda Smita, Watson Charlene, Schalatek Liane, *10 things to know about climate finance*, November 2016.

## NATIONAL LEVEL

# REINFORCE THE INCLUSION OF NON-STATE ACTORS FOR THE IMPLEMENTATION OF NATIONAL CLIMATE PROCESS

*The stakes of the national level: The national level is the driving force of inclusion of non-state actors. By creating a real synergy between state and non-state actors, innovative and successfully tested projects, as well as mechanisms enabling the inclusion of non-state actors, spread to the local and international levels. The national level is a crossroad of exchanges, a relay for climate cooperation.*

*Besides, the success of a fair and sustainable implementation of the Paris agreement lies mostly on national decision-makers who must guarantee the emergence of an institutional framework that will promote the involvement of non-state actors. Because as the interface between beneficiaries of the project and national public institutions and also as a bridge between the different levels of actions and processes, non-climate actors must actually take part in national processes on climate. Therefore, the actual participation of non-state actors to the national political community strengthens the credibility and legitimacy of the climate process, but also their appropriation and their sustainability.*

### GOVERNMENTS CAN AND MUST:

Set up and/or reinforce the institutional and legal framework in order to make the participation of non-state actors effective. This goes through writing down in decrees, laws, directives, etc. the necessity to involve non-state actors at all the levels of the processes drawn from the Paris agreements, especially in the implementation of NDC and NAP.

*Non-state actors bring ideas, knowledge and skills that can strengthen the relevance of legislative frameworks such as the NDC and NAP and ease up their implementation thanks to a better appropriation. But their potential cannot be fulfilled without the appropriate means and tools to be active stakeholders and co-deciders in the processes.*

Allow direct, permanent, transparent access of all non-state actors to information related to the progresses in the drafting, implementation, monitoring and evaluation of the different climate plans.

*Access to information allows for non-state actors to foresee, analyse and exchange in order to support and advise the implementation of processes by suggesting an approach complementary to national political decision-makers.*



## MEMBERS OF PARLIAMENT MUST:

Create and/or reinforce a framework to cooperate and exchange information, experiences and analysis to enable the development of capacities and thus an appropriation of the processes on behalf of both parties.

*Non-state actors and members of parliament have the common mission to safeguard the respect and consideration of local populations' interests. An exchange framework promotes the development of a transparent political debate but guarantees also mutual capacity building.*

Use parliamentary means to call upon the government to request the actual inclusion of non-state actors into the national processes on climate and the consideration of gender and human rights in the implementation of the Paris agreement.

*Members of parliament have a safeguarding role towards the executive power and must commit to ensure the respect of the populations' fundamental rights and gender promotion. They have the capacities to be the spokespeople of a more inclusive and transparent system, while supporting the implementation of a legal framework that would entice the inclusion of non-state actors in the processes drawn from the Paris agreement.*

## ALL THE NON-STATE ACTORS OF A SAME COUNTRY, LOCAL AND TERRITORIAL POLITICAL ACTORS, PRIVATE SECTOR ACTORS MUST:

Strengthen and encourage the synergies between the different actors and sectors involved in the implementation of the Paris agreement by creating bridges to exchange thoughts and information.

*Within a given country, the sharing of endeavours and information is necessary to reach a joint and therefore constructive action. Giving a voice to projects that work on the ground, spreading to other levels the consultation mechanisms, exchanging on practices and information are the basis of effective capacity building. Promoting relations between non-state actors fighting climate change will strengthen their credibility and skills and will consolidate their impacts.*

## CIVIL SOCIETY ORGANISATIONS (CSO) OF THE SAME COUNTRY WILL ENDEAVOUR TO:

Implement national platforms to ensure the follow up of climate discussions and processes, create a framework to exchange information, promote their actions and reinforce their visibility.

*The national platforms can represent practice observatories, improve information flows and amplify civil society's voices. As for strengthening access to information, funding, political arenas, etc., sharing endeavours through the implementation of a platform is a concrete and efficient tool.*

## LOCAL LEVEL

## ENSURE COOPERATION BETWEEN LOCAL POLITICAL ACTORS AND NON-STATE ACTORS IN THE IMPLEMENTATION OF LOCAL CLIMATE AND DEVELOPMENT PLANS

The stakes at the local level: *The local level is important as it plays the dual role of laboratory of climate action and realisation space of political ambitions. Therefore, non-state actors working on the ground are at the basis of innovative projects meeting the specific context and the local populations' needs. More than ever, local populations and actors must seize opportunities created by the Paris agreement to voice their claims and ensure human rights and gender issues are taken into account. The local level is also a privileged arena to follow up and evaluate implemented process. At last, it carries a strong potential for transformation. Not only new consultation spaces should be created, but also non-state actors should be formally involved into existing development and climate processes.*

### LOCAL POLITICAL ACTORS MUST:

Develop partnerships to support climate and energy planning in the framework of sustainable development and to mobilize the necessary climate funding for the implementation of local climate plans.

*Exchanges between local political actors and non-state actors enable mutual capacity building. Their collaboration favours a joint and complementary action, and reinforces the integration of climate projects among local populations: projects are therefore coherent, harmonised and efficient. Building local partnership can also ease access to climate funding from national and international funders, as well as the follow up and evaluation of climate and development plans, which promote the development of good practices.*

Ensure that the concerns of vulnerable and marginalized groups are taken into account in the local development plans, especially in the framework of the Community Development Plans (CDP).

*Issues of social justice, food security, bio-diversity, gender and human rights are still too often seen as simple criteria to include in programmes, without realizing the importance of their cross-disciplinary character, to reach development and fight against climate change. A global vision of climate and development issues allows for a fair, sustainable and resilient transition.*

### NON-STATE ACTORS WORKING AT THE LOCAL LEVEL MUST:

Implement local information and experience sharing platforms around the local processes linked to climate change and sustainable development.

*Same as the national level, it is important to create solidarity and exchange networks at the local level to develop the capacity to spread to other levels the projects carried out at the local level, which increase the appropriation capacity of local processes.*

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