

The NATIONALLY DETERMINED CONTRIBUTIONS (NDCs): The Genesis and State of Play in Ghana





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THE NATIONALLY DETERMINED CONTRIBUTIONS (NDCS):

THE GENESIS AND STATE OF PLAY IN GHANA

In 2015, Parties at the Conference of Parties (COP) meeting held in Paris, France adopted the famous Paris Climate Agreement. Having acknowledged the devastating impact of climate change, the Agreement sets the tone for a more collaborative and deliberate effort in addressing it.

Overview of the Paris Climate Agreement:

The Paris outcome is a 31-page document made up of two parts - The decision part and the annex to the decision, which is the Paris agreement. In all, the agreement has 29 Articles. Out of the 29 Articles, 15 of them contain “active” clauses (Article 2 to Article 15). For the remaining 14 Articles, Article 1 is on definitions, Articles 16 to 19 are on bodies and organs that will serve the agreement, Articles 20 and 21 are on signing and ratification and conditions to give force to the agreement. The rest of them from Articles 22 to 29 are broadly on legal matters. Article 4 on mitigation has the most with 19 paragraphs followed by Article 13 (transparency for action and support) with 15 paragraphs. Article 7 on adaptation has 14 paragraphs. Articles 6 and 9 on internationally transferred mitigation outcomes (ITMO) and finance respectively having 9 paragraphs each. The rest on Article 10 on technology development and transfer have 6 paragraphs. Looking at the overall characterization of the paragraphs in broad terms it is apparent that the agreement pretty much covered many of the issues in a balanced manner although emphasis appeared to be slightly on mitigation and transparency matters... In terms of active clauses, the agreement had 140 in total. Out of which 105 are “shall”, 20 are “should”, 7 are “may”, 4 are “encouraged” and 2 are ‘will”. Article 13 (transparency for action and support) have the highest shall clauses of 14 followed by Article 4 with 13 shall clauses. This is followed by Articles 6, 7 and 9 on Internationally Transferred Mitigation Outcome (ITMO), adaptation and finance. The number of “shall” clauses in total makes

up 75% of the overall active clauses in the agreement. Having such high number of “obligation clauses” to say the least suggests a certain ambitious focus of the agreement.

One of the key issues in the Agreement is the responsibility of Parties to determine voluntarily how they respectively intend to contribute to the achievement of the Paris Agreement goal. This paper therefore seeks to educate young people and the public on the NDCs and the state of play in Ghana.

INTENDED NATIONALLY DETERMINED CONTRIBUTIONS

12. *Welcomes* the intended nationally determined contributions that have been communicated by Parties in accordance with decision 1/CP.19, paragraph 2(b);
13. *Reiterates* its invitation to all Parties that have not yet done so to communicate to the secretariat their intended nationally determined contributions towards achieving the objective of the Convention as set out in its Article 2 as soon as possible and well in advance of the twenty-second session of the Conference of the Parties (November 2016) and in a manner that facilitates the clarity, transparency and understanding of the intended nationally determined contributions;
14. *Requests* the secretariat to continue to publish the intended nationally determined contributions communicated by Parties on the UNFCCC website;
15. *Reiterates* its call to developed country Parties, the operating entities of the Financial Mechanism and any other organizations in a position to do so to provide support for the preparation and communication of the intended nationally determined contributions of Parties that may need such support;
16. *Takes note* of the synthesis report on the aggregate effect of intended nationally determined contributions communicated by Parties by 1 October 2015, contained in document FCCC/CP/2015/7;
17. *Notes* with concern that the estimated aggregate greenhouse gas emission levels in 2025 and 2030 resulting from the intended nationally determined contributions do not fall within least-cost 2 °C scenarios but rather lead to a projected level of 55 gigatonnes in 2030, and *also notes* that much greater emission reduction efforts will be required than those associated with the intended nationally determined contributions in order to hold the increase in the global average temperature to below 2 °C above pre-industrial levels by reducing emissions to 40 gigatonnes or to 1.5 °C above

pre-industrial levels by reducing to a level to be identified in the special report referred to in paragraph 21 below;

18. *Also notes, in this context, the adaptation needs expressed by many developing country Parties in their intended nationally determined contributions;*

19. *Requests the secretariat to update the synthesis report referred to in paragraph 16 above so as to cover all the information in the intended nationally determined contributions communicated by Parties pursuant to decision 1/CP.20 by 4 April 2016 and to make it available by 2 May 2016;*

20. *Decides to convene a facilitative dialogue among Parties in 2018 to take stock of the collective efforts of Parties in relation to progress towards the long-term goal referred to in Article 4, paragraph 1, of the Agreement and to inform the preparation of nationally determined contributions pursuant to Article 4, paragraph 8, of the Agreement;*

21. *Invites the Intergovernmental Panel on Climate Change to provide a special report in 2018 on the impacts of global warming of 1.5 °C above pre-industrial levels and related global greenhouse gas emission pathways;*

Article 3 of the Paris Agreement states that *“As nationally determined contributions to the global response to climate change, all Parties are to undertake and communicate ambitious efforts as defined in Articles 4, 7, 9, 10, 11 and 13 with the view to achieving the purpose of this Agreement as set out in Article 2. The efforts of all Parties will represent a progression over time, while recognizing the need to support developing country Parties for the effective implementation of this Agreement”*.

Four (4) Articles in the Paris Agreement makes specific references to the nationally determined contributions. This paper will select or focus on specific clauses on nationally determined contributions of the various Articles.

Article 4 – Mitigation

2. Each Party shall prepare, communicate and maintain successive nationally determined contributions that it intends to achieve. Parties shall pursue domestic mitigation measures, with the aim of achieving the objectives of such contributions.

3. Each Party's successive nationally determined contribution will represent a progression beyond the Party's then current nationally determined contribution and reflect its highest possible ambition, reflecting its common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.

7. Mitigation co-benefits resulting from Parties' adaptation actions and/or economic diversification plans can contribute to mitigation outcomes under this Article.

8. In communicating their nationally determined contributions, all Parties shall provide the information necessary for clarity, transparency and understanding in accordance with decision 1/CP.21 and any relevant decisions of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement.

9. Each Party shall communicate a nationally determined contribution every five years in accordance with decision 1/CP.21 and any relevant decisions of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement and be informed by the outcomes of the global stocktake referred to in Article 14.

10. The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement shall consider common time frames for nationally determined contributions at its first session.

11. **A Party may at any time adjust its existing nationally determined contribution with a view to enhancing its level of ambition,** in accordance with guidance adopted by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement.

12. Nationally determined contributions communicated by Parties shall be recorded in a public registry maintained by the secretariat.

13. Parties shall account for their nationally determined contributions. In accounting for anthropogenic emissions and removals corresponding to their nationally determined contributions, Parties shall promote environmental integrity, transparency, accuracy, completeness, comparability and consistency, and ensure the avoidance of double counting, in accordance with guidance adopted by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement.

14. In the context of their nationally determined contributions, when recognizing and implementing mitigation actions with respect to anthropogenic emissions and removals, Parties should take into account, as appropriate, existing methods and guidance under the Convention, in the light of the provisions of paragraph 13 of this Article.

16. Parties, including regional economic integration organizations and their member States, that have reached an agreement to act jointly under paragraph 2 of this Article shall notify the secretariat of the terms of that agreement, including the emission level allocated to each Party within the relevant time period, when they communicate their nationally determined contributions. The secretariat shall in turn inform the Parties and signatories to the Convention of the terms of that agreement.

17. Each party to such an agreement shall be responsible for its emission level as set out in the agreement referred to in paragraph 16 above in accordance with paragraphs 13 and 14 of this Article and Articles 13 and 15.

18. If Parties acting jointly do so in the framework of, and together with, a regional economic integration organization which is itself a Party to this

Agreement, each member State of that regional economic integration organization individually, and together with the regional economic integration organization, shall be responsible for its emission level as set out in the agreement communicated under paragraph 16 of this Article in accordance with paragraphs 13 and 14 of this Article and Articles 13 and 15.

19. All Parties should strive to formulate and communicate long-term low greenhouse gas emission development strategies, mindful of Article 2 taking into account their common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.

Article 6 – Internationally Transferred Mitigation Outcomes (ITMO):

1. Parties recognize that some Parties choose to pursue voluntary cooperation in the implementation of their nationally determined contributions to allow for higher ambition in their mitigation and adaptation actions and to promote sustainable development and environmental integrity.

2. Parties shall, where engaging on a voluntary basis in cooperative approaches that involve the use of internationally transferred mitigation outcomes towards nationally determined contributions, promote sustainable development and ensure environmental integrity and transparency, including in governance, and shall apply robust accounting to ensure, inter alia, the avoidance of double counting, consistent with guidance adopted by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement.

3. The use of internationally transferred mitigation outcomes to achieve nationally determined contributions under this Agreement shall be voluntary and authorized by participating Parties.

4. A mechanism to contribute to the mitigation of greenhouse gas emissions and support sustainable development is hereby established under the authority and guidance of the Conference of the Parties serving as the

meeting of the Parties to the Paris Agreement for use by Parties on a voluntary basis. It shall be supervised by a body designated by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, and shall aim:

(c) To contribute to the reduction of emission levels in the host Party, which will benefit from mitigation activities resulting in emission reductions that can also be used by another Party to fulfil its nationally determined contribution;

5. Emission reductions resulting from the mechanism referred to in paragraph 4 of this Article shall not be used to demonstrate achievement of the host Party's nationally determined contribution if used by another Party to demonstrate achievement of its nationally determined contribution.

8. Parties recognize the importance of integrated, holistic and balanced non-market approaches being available to Parties to assist in the implementation of their nationally determined contributions, in the context of sustainable development and poverty eradication, in a coordinated and effective manner, including through, inter alia, mitigation, adaptation, finance, technology transfer and capacity-building, as appropriate. These approaches shall aim to:

(b) Enhance public and private sector participation in the implementation of nationally determined contributions; and

9. Each Party shall, as appropriate, engage in adaptation planning processes and the implementation of actions, including the development or enhancement of relevant plans, policies and/or contributions, which may include:

(c) The assessment of climate change impacts and vulnerability, with a view to formulating nationally determined prioritized actions, taking into account vulnerable people, places and ecosystems;

11. The adaptation communication referred to in paragraph 10 of this Article shall be, as appropriate, submitted and updated periodically, as a component of or in conjunction with other communications or documents, including a

national adaptation plan, a nationally determined contribution as referred to in Article 4, paragraph 2, and/or a national communication.

Article 13 – Transparency for action and support

5. The purpose of the framework for transparency of action is to provide a clear understanding of climate change action in the light of the objective of the Convention as set out in its Article 2, including clarity and tracking of progress towards achieving Parties' individual nationally determined contributions under Article 4, and Parties' adaptation actions under Article 7, including good practices, priorities, needs and gaps, to inform the global stocktake under Article 14.

7. Each Party shall regularly provide the following information:

(b) Information necessary to track progress made in implementing and achieving its nationally determined contribution under Article 4.

11. Information submitted by each Party under paragraphs 7 and 9 of this Article shall undergo a technical expert review, in accordance with decision 1/CP.21. For those developing country Parties that need it in the light of their capacities, the review process shall include assistance in identifying capacity-building needs. In addition, each Party shall participate in a facilitative, multilateral consideration of progress with respect to efforts under Article 9, and its respective implementation and achievement of its nationally determined contribution.

12. The technical expert review under this paragraph shall consist of a consideration of the Party's support provided, as relevant, and its implementation and achievement of its nationally determined contribution. The review shall also identify areas of improvement for the Party, and include a review of the consistency of the information with the modalities, procedures and guidelines referred to in paragraph 13 of this Article, taking into account the flexibility accorded to the Party under paragraph 2 of this Article. The review shall pay particular attention to the respective national capabilities and circumstances of developing country Parties.

Article 14

3. The outcome of the global stocktake shall inform Parties in updating and enhancing, in a nationally determined manner, their actions and support in accordance with the relevant provisions of this Agreement, as well as in enhancing international cooperation for climate action.

STATE OF PLAY IN GHANA (As at 2020)

In April 2016, the Paris Climate Agreement was opened to signatory countries party to it where about 175 countries including Ghana appended their signature. With the Paris Agreement now in place, the stakes are high for all Parties to ensure that the ambitious agreement to transit towards a clean economy while dealing with the impact of climate change is met.

In August 2016, the Parliament of Ghana ratified the Paris Agreement thus making it binding on the nation having become part of national or local laws. Consequently, Ghana, as part of its readiness to the process has now developed her Nationally Determined Contributions (Gh-NDCs) with the intention of contributing to the reduction in carbon emissions towards meeting the overall Paris Climate goal. In all, 20 mitigations and 11 adaptation programme of actions in 7 priority economic sectors have been proposed for implementation over the 10-year period (2020-2030) agreed upon by parties to the Agreement. The implementation of the actions is expected to help attain low carbon climate resilience through effective adaptation and greenhouse gas (GHG) emission reduction in the following priority sectors: *Sustainable land use including food security; Climate proof infrastructure; Equitable social development; Sustainable mass transportation; Sustainable energy security; Sustainable forest management; and Alternative urban waste management.*

Ghana's 2016 climate commitments

- 31 mitigation and adaptation actions.
- 7 priority areas.

- *energy & industry & transport, water & health, agriculture & forestry, gender, climate services & early warning system and infrastructure planning*
- \$22.6 billion investment requirements over 10 years.
 - \$ 6.3 billion to be mobilised domestically (including existing public investments)
 - \$16.3 billion international funding
 - Adaptation share (\$ 13 billion) and Mitigation share (\$ 10 billion)
- 2016-2030 timeline:
 - 2016 to 2020 (pre-2020)
 - 2020-2025 (first update)
 - 2025-2030 (second update)

**Article 4 of the Paris Agreement gives Parties the opportunity to update or review their NDCs every 5 years*

**Ghana developed its INDCs in 2015, which became NDCs after Parliament ratified it in 2016*

Mitigation and adaptation commitments

- Mitigation: 45% less of the projected 2030 BAU emission of 74 Mt.
- 20 mitigation measures
 - *2 unconditional measures (-15% of 2030 BAU of 74Mt)*
 - *18 conditional measures (-30% of 2030 BAU of 74 Mt)*
- Adaptation: 11 measures

- 7 unconditional measures (2 in resilience agriculture, 2 in utilization of forest resources, 1 in health, 1 in water and 1 in gender)
- 4 conditional measures (1 in resilience agriculture, 1 in utilization of forest resources, 1 City-wide resilient infrastructure planning & 1 in Early warning and disaster prevention)

Progress & Achievements (cross-cutting measures)

- Mainstreamed the NDCs into the current medium-term development policy framework.
- Finalised draft NDC implementation plan awaiting final approval.
- Developed indicators with NDPC for tracking progress and achievement of NDCs.
- Established the private sector led SDG delivery fund and Green fund in 2019 with the target to raise US\$100 million and US\$200 million, respectively.
- Incorporated climate change issues into school curricula.
- Implementing a gender-responsive NDCs planning.
- Hydrochlorofluorocarbon Phasedown -(ratified the Kigali Amendment in August 2019) to pave the way to implement a national programme phase to down high GWP HFCs.
- Mobilising climate finance (bilateral, multilateral) and carbon markets.

Progress & Achievements (Adaptation measures)

Cities and local actions:

- Greater Accra Resilient and Integrated Development Project (GARID- 2019-2025)
- Local Climate Adaptive Living (LoCAL) project
- C40 Partnership with Accra Metropolitan Assembly (Developed climate action strategy for Accra)
- GIZ/Alliance Develop Insurability Project

Strengthening climate services:

- Development of climate services framework by GMet
- Improving meteorological observation infrastructure.

Promoting dissemination of climate information.

Progress & Achievements (sectoral adaptation measures)

Early warning/disaster risk management

- Community Resilience through Early Warning (CREW) project (NADMO).
- Promoting Integrated Climate Risk Management and Transfer (ICRM)
- Flood recession agriculture for food security in the white Volta River Basin (WRC)
- OTI flood hazard assessment (WRC)
- Improved the resiliency of crops to drought through strengthened early warning within Ghana.

Building resilience in climate-vulnerable landscapes

- Sustainable Land and Water Management Project (MESTI, MOFA, FC)
- Increased Resilience to Climate Change in Northern Ghana through the Management of Water Resources and Diversification of Livelihoods.
- Adaptation of Agro-Ecosystems to Climate Change.
- Climate Change Adaptation in Northern Ghana Enhanced.

Coastal protection

- *Construction of sea defence systems*

- New Takoradi SDP
- Axim Coastal Protection Works - Western Region
- Keta Sea Defence Project
- Sakumono Sea Defence Project
- Aboadze Sea Defence Project

Irrigation development

- Twenty-two Irrigation Projects all over the country constructed by GIDA covering a total of 6,505 hectares.
- Rehabilitation of 3,000 ha of the Kpong Right Bank Irrigation Project and the extension of new irrigation infrastructure and services to a proposed additional 8,000 hectares

Government flagship programmes that support climate adaptation

- One village on Dam (1VID)
 - *Construction of small dams and dugouts across communities of the three Northern Regions.*
- One district one Warehouse (1D1W)
 - *Constructing fifty 1,000 metric tonnes warehouses across the country*

- Planting for Food and Jobs -
- *Seed and fertiliser supply*
- *Improved extension services*
- Planting for export and rural development
 - *Support one million farmers in 170 districts with certified free planting materials to cover over one million hectares of farmlands.*
 - Rearing for Food and Jobs (RFJ)
 - *Breed improvement, Productivity, and production*

Mobilising finance (achievements)

Green Climate Funds

- Shea Landscape Emission Reduction (\$ 54 m – 30.1m from GCF Grant) - FC
- Program on Affirmative Finance Action for Women in Africa (AFAWA): Financing Climate Resilient Agricultural Practices in Ghana (\$ 25.6 m – 18.5 GCF Loan)
- Renewable Energy (Solar home system project by Energy Commission – pipeline).
- Climate-resilient landscapes for sustainable livelihoods in northern Ghana by MOFA and EPA (pipeline)
- Readiness projects
 - *National Adaptation Plans (Approx. \$3m) – (EPA, on-going)*
 - *Strengthening national capacities to access climate finance (\$ 0.5m Ministry of Finance - on-going).*

– *Strengthened early warning within Ghana (\$ 0.5m WRC, completed in 2018)*

- Ecobank Ghana Limited approved as a National Accredited Entity (NIE) to have direct access status as a private sector.

Climate finance

- Forestry Investment Fund (\$ 51 million from CIF) – MLRN
- Dedicated Grant Mechanism (\$ 5 million through WB) – Solidaridad
- Scaling up renewable energy investment (\$ 40 million from CIF) – Ministry of Energy
- Pwalugu Multi-Purpose Dam Project (\$ 993 Million – GOG) - VRA
- Restriction on gas flaring, recovery and utilisation of natural gas through the gas commercialisation policy (estimated \$ 13 billion investments into gas infrastructure) – Ministry of Energy.

Carbon markets

- Ghana-Switzerland ITMOs pilot project under Article 6 of the Paris Agreement
- World Bank has signed with Forestry Commission a \$50 million result-based payment to obtain 10 million tonnes of CO₂ emissions reductions.
- Ghana-Korea Carbon Project spearheaded the Ministry of Energy, 500,000 households would access improved biomass cook stoves by the end 2020. The resulting carbon emission savings would be eligible as compliance offset under Korean Emission Trading Scheme.

Green bond and green banking

- Establishment of €30m Facility to Support the Implementation of Renewable Energy and Energy Efficiency Projects in Ghana (at the planning stage).
- Ministry of Finance has begun a process to tap into green and SDG related bonds.

Key challenges

Implementation of the NDCs has not reached the desirable levels as anticipated due to:

- inadequate investments.
- limited awareness.
- capacity gaps.
- policy incoherence between the NDCs and some sectoral policies.
- limited involvement of non-state actors (private sector, CSOs, DPs etc.)
- coordination gaps

Emerging areas of consideration in the NDCs revision

Strengthen linkages with, and opportunities in the following:

- Global SDGs
- Agenda 2063: The Africa We Want.
- AfCFTA

- Kigali Amendment on HFC,
- Sendai Framework for Disaster Risk Reduction,
- Bonn Challenge,
- Land degradation neutrality and
- Carbon Offsetting and Reduction Scheme for International Aviation.
- Convergence with:
 - *GCF country programming*
 - *NAPs*
 - *NDCs Finance Strategy*
 - *REDD+ Finance Strategy*
 - *Article 6 (carbon markets)*
 - *Response measures (Just transition and economic diversification)*
- Responding to emerging flagship policy areas as follows:
 - *establishment of the bauxite refinery & aluminium value chain*
 - *establishment of an iron and steel industry*
 - *gas infrastructure to bauxite refinery sites*
 - *deepen and expand 1D1F in diversity and national coverage*

Emerging areas of consideration in the next round

- Emerging flagship policy areas
 - *produce at least half of Ghana's sugar needs*
 - *establishing a fertiliser producing plant in Ghana*
 - *improved warehousing and post-harvest logistics*

- *enhancement of small ruminant production*
- *implementation of the Greenhouse Village concept*
- *Planting for Export and Rural Development (PERD)*
- *Development of the Pwalugu Multipurpose Dam*
- *re-launch the metro mass transport*
- *facilitate urban traffic de-congestion*
- *reviving railway infrastructure*
- **Development of nuclear energy in Ghana**

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