



Civil Society Proposals for Implementation of Uganda's NDC and to raise its ambition after 2020



1.0 Introduction

Nationally Determined Contributions (NDCs) are actions that Parties to the Paris Agreement (PA) plan to undertake to address climate change. A Party's "contribution" to address climate change is "nationally determined" according to its national circumstances and priorities. Emphasis is on the "bottom-up" (nationally determined) nature of the contributions that countries make to the global effort to address climate change, as opposed to a "top-down" (globally determined) approach. NDCs are therefore the central element of the Paris Agreement and the main climate change policy framework for Parties to the United Nations Framework Convention on Climate Change (UNFCCC).

According to the Paris Agreement, all Parties will nationally determine what actions they are able and willing to take in achieving the purpose of the Agreement- to limit warming to 1.5–2°C above pre-industrial levels; enhance adaptation and climate resilience efforts; and make financial flows consistent with a pathway towards low emissions and climate-resilient development (ECBI, 2018). Article 3 of the Paris Agreement calls for ambitious NDCs, representing progression over time, and recognizes the need to support developing country Parties for their effective implementation, and Article 14, which calls for a Global Stock take (GST) every five years to take stock of the implementation of the Agreement, whose outcome shall inform Parties in updating and enhancing their NDCs (ECBI, 2018). The PA further requires Parties to undertake and communicate their post-2020 climate efforts as NDCs in order to achieve the objective of

the agreement of limiting the global temperature increase to well below 2°C while pursuing effort to limit the increase to 1.5°C, and to communicate their first NDCs no later than when the Party formally joins the Paris Agreement (Decision 1/CP.21, paragraph 22). (ECBI, 2018). The actions contained in all NDCs represent the collective global effort, which will determine whether the world will achieve the long-term temperature goal of the Paris Agreement.

Uganda submitted its NDC to the United Nations Framework Convention on Climate Change (UNFCCC) in 2015. These are commitments mainly in climate change adaptation and mitigation that the country as a Party to the Paris Agreement promised to undertake, in order to contribute to the global effort of combating climate change and its impacts. However, there has not been a mechanism of coordinating stakeholders contributing to the implementation of the NDC. While the Country's NDC Partnership Plan was prepared and launched at a High Level event in June 2018 to provide the necessary mechanism of coordinating stakeholders, it has been a slow process.

Through the NDC, Uganda hopes to reduce emissions from its Business-As-Usual (BAU) scenarios by 22% by 2030 via a series of policies and measures to mitigate and adapt to climate change. This will cost approximately USD 7.8 billion (World Bank, 2016). Mitigation efforts have focused on the energy supply, forestry and wetland sectors. The BAU scenario estimates an output of 77.3 million tonnes of carbon dioxide equivalent per year (MtCO₂eq/yr.) by 2030. The main priority for the adaptation measures will be the agricultural sector.



Uganda has one of the lowest GHGs emissions per capita in the world, at approximately 1.39 Tons Carbon dioxide equivalent in 2011 (well below the global average of approximately 7.99 Tons Carbon dioxide equivalent and even below the average of Least Developed Countries of 3tons Carbon dioxide equivalent) (MWE, 2016). It has also contributed only 0.099% of the world's total GHG emissions in 2011 (based on Climate Analysis Indicators Tool data); while its capacity to undertake action is constrained by its national circumstances and development priorities. It has a human development index (HDI) Value of 0.477(compared to the global average of 0.698) (MWE, 2016)

Therefore, ahead of the first Global review of the NDCs in 2020, this Civil Society Policy brief seeks to provide proposals on support the implementation of Uganda's NDCs as well as generate timely public discussion and input.

2.0 What has been the key achievements (on adaptation / mitigation) since Uganda's NDC was submitted to UNFCCC?

In its NDC, Uganda puts strong emphasis on adaptation actions, to ensure all people and communities are resilient to climate impacts. To reduce its impact on climate change, Uganda has committed to reducing its emissions by 22% by 2030, with actions focused in energy, forestry, and wetlands.

Through the NDC Partnership Plan that was finalized in 2018, Uganda seeks to strengthen efficient & gender responsive climate governance; increase climate financing & reflect climate change in relevant planning & budgeting frameworks; Institutionalize effective Monitoring Reporting and Verification (MRV) system; strengthen capacity of MDAs & non-state institutions to integrate NDC-SDGs; and accelerate project financing for NDC implementation.

The five priority areas for Uganda identified in its NDC Partnership Plan therefore are: strengthened operational and gender-responsive policy and institutional frameworks for the effective governance of climate change; increased climate financing for planning and budgeting on the national and local levels; effective and institutionalized measurement, reporting and verification (MRV) systems to monitor greenhouse gas emissions and gender-responsive adaptation measures; strengthened capacity of government officials, civil society, the private sector and academia to effectively integrate NDC and Sustainable Development Goal (SDG)

commitments with a gender lens into existing and future programs; and accelerated project financing for NDC implementation. (NDC Partnership Plan, 2018)

To date, a number of implementing partners, both from inside and outside the NDC Partnership, have already pledged support to Uganda, including the Governments of Sweden, the Netherlands, Germany, France and Austria; the European Union; United Nations Climate Change (UNFCCC); United Nations Development Program (UNDP); the African Development Bank; the World Bank; the Food and Agriculture Organization of the UN (FAO); the Global Green Growth Institute (GGGI); Environmental Management for Livelihood Improvement Bwaise Facility (EMLI); Conservation International; International Union for Conservation of Nature (IUCN); National Adaptation Plan – Global Network (NAP-GN); and World Resources Institute (MWE, 2018a).

With regard to sectoral implementation, the Ministry of Water and Environment (MWE) has defined the forest reference emission level for Uganda at 8.05 million tCO₂/year (MWE, 2018b). The MWE and partners have developed the strategy which defines policy measures and actions that address the drivers of deforestation and forest degradation, while meeting the demands for wood, energy and other forest products through 8 strategic options.

With regard to agriculture, the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) has adopted a Single Spine agricultural extension service delivery system with intentions of addressing public outcry from farmers on the state of Agricultural Extension Services in the country as well as fusing extension services into the line ministry. The system seeks to facilitate farmers, their organizations and other market actors to knowledge, information and technology; interactions with their partners in research, education, agribusiness and relevant institutions assisting them to develop their own technical, organizational and managerial skills and practices.

Similarly, the MWE / Climate Change Department (CCD), Uganda National Meteorological Authority (UNMA) and MAAIF are jointly supporting initiatives on early warning in order to expand climate information and early warning systems

Uganda's agriculture that is dominated by small holder farmers, is highly vulnerable to climate change. It is in this regard that a Climate Smart Agriculture (CSA) programme whose implementation led by MWE and MAAIF is in place, with partners elaborating it into projects.

With regard to projects, the MWE is implementing the *Enhancing resilience of communities to climate change through catchment based integrated management of water and related resources in Uganda* (EURECCA) Project in 3 catchments of Awoja, Maziba and Aswa with support of USD 7.75 million from the Adaptation Fund. The project: *Building resilient communities, wetland ecosystems and associated catchments in Uganda* aimed at enhancing the ability of subsistence farmers in south western and eastern Uganda to deal with climate impacts is being implemented by the MWE and UNDP with funding of USD 21.4 million from the Green Climate Fund. With regards to energy, a project: *Integrated Waste Management and biogas in Uganda* NAMA that aims to address the barriers and open up the market potential for biogas technology and pilot waste-to-energy generation through integration of the solid and liquid, is being implemented by the Ministry of Energy and Mineral Development and UNDP with support of USD 2.17 million from the Global Environment Facility (MWE, 2018b)

3.0 What are the current challenges and gaps in climate action (adaptation / mitigation)?

Uganda's greatest mitigation potential is in the land use, land-use change and forestry sectors. Reversing the current deforestation trend (of approximately 14% in 2013) to increase forest cover to 21% in 2030 is highly ambitious considering that 89.5% of the country's energy needs are currently met by charcoal and firewood with slow progress on provision of alternatives.

Uganda's contribution therefore includes a range of additional measures in key priority sectors based on the potential to reduce GHG emissions, provide development benefits and adaptation co-benefits.

An example of one of these key sectors is agriculture. Approximately 80% of the population is directly reliant on the agricultural sector for their livelihood. It is largely rain-fed, characterized by low use of external inputs (such as improved seeds, agro-chemicals and fertilizer), poor land management practices, high post-harvest losses currently estimated at 30% and employs rudimentary production tools which contribute to low agricultural production (CCAFS, 2015). It is also one of the most vulnerable to climate impacts, but represents significant additional mitigation potential.

Also, Uganda is yet to gauge how much emissions will have been reduced given the target of 22% BAU by 2030.

The outcome on transparency negotiations at the UNFCCC COP25 with regard to reporting, will also be key. The NDCs propose a new reporting format, which will override the old reporting. This creates a capacity gap that will need to be addressed.

As a Least Developed Country (LDC) with low emissions and high vulnerability to climate impacts, Uganda's ability to undertake climate action without external support is extremely low when compared to other countries. Uganda like other LDCs have raised their bar too high which might deny them the development space. This substantive commitment, from developing countries that is not commensurate with the necessary Means of Implementation in form of finance, technology and capacity building has limits on achievement ambition (Robert Bakiiika per. Comm).

In light of these factors, Uganda's contribution is both fair and ambitious. It prioritizes specific measures in energy supply, forestry and wetlands to provide both GHG emission reductions as well as development benefits. By committing to increase Uganda's renewable energy generation capacity by 2030 and prioritizing the construction of enabling infrastructure for the electricity sector, Uganda is not only reducing its emissions by approximately 3.2 Million tons Carbon dioxide equivalent per year, but also enabling greater access to reliable and sustainable energy for the 85% of Uganda's population that live in rural areas, in turn, improving the livelihoods and health of rural populations.

4.0 Civil Society Proposals to support implementation of Uganda's NDC and its review to raise ambition

Uganda is planning to review its NDCs ambition by 2020 in line with the Paris Agreement, though there is no clear roadmap for this process as yet. However, this process will inevitably take into account the progress made in the NDCs implementation to date including launch of the NDC Partnership Plan, Development Partner's commitments, Projects launched from the Green Climate Fund (GCF) and Adaptation Fund (AF) and with civil society support among others.

i. Uganda Government should work with more stakeholders and Partners to increase climate change expenditure in support of the NDC Implementation. Currently, public financing through budgetary allocation for climate actions is elaborated in the Ministry of Water and Environment, under a sub-vote on climate change. However although this is ring-fenced to the Climate Change Department, it remains insignificant compared to the country's required climate related expenditure. Therefore Uganda Government:

- **Should work with more stakeholders and Partners to mobilize resources for action at the local government levels.** At this level, there is no climate change budget apart from a few who are supported by development partners and even then the projects are implemented as stand-alone interventions.
- **Should secure that climate finance is mainstreamed into the Ministries, Departments and Agencies' (MDAs) and Local Governments' budgets and plans as this is vital to spur climate action.** Otherwise, financing for climate actions has remained a budgetary rather than a policy issue at national level, while at Local Government level it is considered an environmental issue.

ii. Uganda Government should mobilize other means of implementation namely capacity building and technology transfer to in order to fully implement the aforementioned adaptation and mitigation priority actions in Uganda; and capacity building for enhanced reporting on NDCs. It is an opportunity that the Ministry of Water and Environment is now accredited to both the Green Climate Fund and the Adaptation Fund, which opens up more opportunities for resource mobilization for Uganda.

iii. Stakeholder involvement including private sector is key in the implementation of the NDCs. Taking a transparent and participatory approach can strengthen public support – and therefore political will – for implementing the NDC.

iv. Cross-sector coordination for efficient and effective implementation of Uganda's NDC. Coordination and engagement across governments to implement the activities contained in the NDC implementation plan. This is because majority of implementation activities are expected to be undertaken at the sectoral and subnational level and to be delivered by a wide range of non-state actors, including (majority) small holder farmers.

v. Uganda should take advantage of the NDC 'hubs' provided by development agencies (NDC Partnership, African Development Bank, World Bank, UNDP) to share and learn from other countries in areas like mobilizing finance, engagement of stakeholders including the private sector, and cross-sector coordination among others. For example, harnessing the current global interest to protect, restore and fund nature-based solutions to climate change; the NDC Partnership's Climate Action Enhancement Package, launched at the UN Climate Action Summit (2019) offers members like Uganda, support needed to enhance NDCs, including by raising ambition, as part of the Paris Agreement's NDC update process.



5.0 Conclusion

The ambition mechanism of the Paris Agreement requires Uganda and other Parties to submit new NDCs on a five-year basis, starting from 2020, with each representing a “progression” beyond the previous one, reflecting its common but differentiated responsibilities and respective capabilities, in the light of different national circumstances” (Article 4.3).

However, there are limitations related to Means of Implementation (finance, capacity and technology transfer) for Uganda as an LDC that is also highly vulnerable to climate change and variability, which could hinder this ‘progression’. Above all, Uganda’s resource envelope has competing development priorities that sometimes could override implementation of the NDCs. But prudent use of available resources will be an opportunity to mobilize additional (external) support.

It is therefore important to take advantage of the NDC Partnership Plan and other similar initiatives to coordinate and mobilize resources and actors to support implementation of Uganda’s NDCs.

6.0 References

- a) CCFAS (2015). The way forward for Uganda’s Climate Smart Agriculture Program (2015 – 2025) [https://www.slideshare.net/cgiarcclimate/the-way-forward-for-ugandas-](https://www.slideshare.net/cgiarcclimate/the-way-forward-for-ugandas-csa-program-2015-2025)

- b) csa-program-2015-2025 accessed July 29, 2019
European Capacity Building Initiative (2018). Pocket Guide to NDCs under the UNFCCC: <https://www.transparency-partnership.net/system/files/document/Pocket%20Guide%20to%20NDCs.pdf> accessed July 29, 2019
- c) Irish aid (2018) Uganda Country Climate Risk Assessment Report: Irish Aid, Resilience and Economic Inclusion Team, Policy Unit: https://www.climatelearningplatform.org/sites/default/files/resources/uganda_climate_risk_assessment_report_-_final_version.pdf accessed July 29, 2019
- d) NDC Partnership’s Climate Action Enhancement Package: <http://ndcpartnership.org/caep> accessed October 2019
- e) NDC Partnership: <http://ndcpartnership.org/country-engagement> accessed July 29, 2019
- f) MWE (2018a) Uganda Water and Environment Sector Performance Report
- g) MWE (2018b) Overview of Uganda’s NDC. Presentation by Mr. Mohammad Ssemambo
- h) MWE (2016) Uganda’s Nationally Determined Contributions (NDC)
- i) Partnership on Transparency in the Paris Agreement: <https://www.transparency-partnership.net/news/uganda-moving-forward-plans-implement-ndc> accessed July 29, 2019

This Policy brief has been prepared and reviewed by Partner CSOs under the East African Civil Society for Sustainable Energy and Climate Action (EASE-CA) Project (2019 – 2022) : Advocacy Coalition for Sustainable Agriculture, African Centre for Trade and Development, Albertine Rift Conservation Society, Climate Action Network Uganda, ENR CSO Network / Environmental Alert, Environmental Management for Livelihood Improvement Bwaise Facility, Joint Energy and Environment Projects, Kikandwa Environmental Association, Nature Palace Foundation, Parliamentary Forum on Climate Change Uganda, Real Ecosystem Solutions Ltd, Rural Development Media and Communication, TEENS Uganda, Uganda Coalition for Sustainable Development, Uganda Environment Education Foundation, Youth Leading Environmental Change Uganda, Youth Plus Network.

Prepared in Partnership with



INFORSE-East AFRICA
International Network for Sustainable Energy

As part of the East African Civil Society for Sustainable Energy and Climate Action (EASE-CA) Project support from:



Views expressed do not necessarily represent those of the project funder or Partners.