

A man wearing a dark blue jacket, a black beanie, and a black face mask is operating a red tractor in a field. He is holding the steering wheel and a control lever. The tractor is moving through a field of dry, brown grass and soil. The background is a green, hilly landscape.

Aligning NDCs with Green Recovery

GUIDANCE FRAMEWORK

A step-by-step guidance note for country practitioners:

Designing and assessing COVID-19 green recovery and green economy options that build on NDC processes and incorporate climate action

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UNDP is the leading United Nations organization fighting to end the injustice of poverty, inequality, and climate change. Working with our broad network of experts and partners in 170 countries, we help nations to build integrated, lasting solutions for people and planet. Learn more at undp.org or follow at [@UNDP](https://twitter.com/UNDP).

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UNDP's Climate Promise supports 120 countries – including 40 least developed countries, 28 small island developing states, and 14 high emitters – to enhance their Nationally Determined Contributions under the global Paris Agreement. Delivered in collaboration with a wide variety of partners, it is the world's largest offer of support for the enhancement of climate pledges.

About NDC Support Programme

The NDC Support Programme provides technical support for countries to pursue an integrated, whole-of-society approach that strengthens national systems, facilitates climate action and increases access to finance for transformative sustainable development. The programme helps countries address financial barriers by deploying a structured approach to scaling up sectoral investments and putting in place a transparent, enabling investment environment. Beyond direct country support, UNDP facilitates exchanges and learning opportunities on NDC implementation at the global and regional levels by capitalizing on our close collaboration with the UNFCCC and other strategic partners. The programme, which contributes to the NDC Partnership, is generously supported by the German Federal Minister of the Environment, Nature Conservation and Nuclear Safety (BMU), the German Federal Ministry of Economic Cooperation and Development (BMZ), the European Union, and the Government of Spain.

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This is a living document and it recognizes that a wide range of approaches could be developed within national contexts considering specific national circumstances. Hence, the framework presented do not present firm guidelines but are intended to be adapted and adjusted according to the country's needs.

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1. Background

The COVID-19 pandemic requires all levels of government to act under great uncertainty and significant economic, fiscal and social pressure. With new waves of infection appearing in many countries since mid-2020 and variants emerging, governments are confronted by their limited ability to sequence policy action.

Nearly two years into the COVID-19 pandemic, the world is experiencing a protracted and divergent recovery. The latest budget increases allocated to environmentally positive recovery measures amount to only 21 percent of the total sums allocated to COVID-19 economic recovery. This means that 79 percent of this funding fails to consider environmental dimensions or, worse, reverses progress on some of them: 10 percent is specifically identified as mixed or negative for the environment and the remaining 69 percent, while not identified as having direct environmental impacts, is unlikely to be environmentally benign. This calculation shows that the recovery will follow a business-as-usual path, rather than bringing us closer to the green transition needed.¹

Urgent action is thus required to accelerate the recovery process, while using the opportunity to accelerate the transition to green and resilient economies. Such action would hold warming to below 1.5°C, while also advancing the goal of more equitable and inclusive societies.

Nationally Determined Contributions (NDCs) and related climate change plans (e.g., National Adaptation Plans and Long-Term Low GHG Emission Development Strategies) can guide countries' recovery efforts by helping to green these economic stimulus plans. Countries' climate pledges already outline a transition to green and resilient pathways that can help spur economic growth and job creation, while aligning with national development objectives and the Sustainable Development Goals (SDGs). Recovery plans can take guidance from the NDCs' long-term trajectory, incorporate NDC targets and strategies, and simultaneously leverage NDC enhancement processes (including stakeholder consultations, socio-economic and sectoral assessments) and modelling. Green recovery plan investments in recovery packages intended to boost economies - in areas such as renewable energy, energy efficiency and ecosystem protection - can spur delivery of the NDCs. These types of recovery measures both accelerate climate transformation directly and play a critical role in laying the foundation and building support for more ambitious NDCs for 2030.

As countries work to transform national climate pledges through the NDCs into concrete and ambitious actions in the context of COVID-19, they need targeted knowledge, capacity and resources to better align recovery efforts with strategic climate action.

¹ Organisation for Economic Co-operation and Development, "Focus on Green Recovery, available at <https://www.oecd.org/coronavirus/en/themes/green-recovery>.

2. Objective

The objective of this document is to present a step-by-step framework to support countries to design and assess green recovery and green economy options that build on NDC processes and incorporate climate action.

The following framework aims to:

- help practitioners use existing tools to align NDC measures and climate policies with COVID-19 recovery plans and measures and to streamline financing for key programs;
- help formulate processes to develop sustainable recovery plans by guiding the selection of NDC and other climate measures based on their economic, environmental, and social dimensions; and,
- provide practical implementation guidance by addressing political engagement, financial feasibility and monitoring of green recovery plans.

The framework is organized as follows: definitions of the main concepts are presented first, followed by step-by-step guidance with references to key tools that can help countries align NDC and recovery packages.

By proposing a process that guides countries in formulating sustainable recovery plans, the framework takes a step beyond developing an inventory of relevant tools for aligning NDC measures and climate policies with COVID-19 recovery plans and measures. Indeed, it offers recommendations as to when and how these tools could be used, identifies gaps, and proposes additional tools and methodologies to address them.

TIMING AND SEQUENCING ARE IMPORTANT

Timing is key when applying the framework, whose purpose is to enable inclusion of climate-aligned actions in country recovery packages. Timeliness also implies anticipating legislative and administrative obstacles that could decrease the recovery measures' effectiveness. It is thus useful to distinguish among the temporal phases: immediate response, recovery and post-pandemic. Although countries are starting to move beyond their emergency response to COVID-19, the pace of this movement varies based on the level of COVID-19 infections. And with the possibility of new variants, the timescale for achieving a green recovery from the global COVID-19 pandemic cannot be known with confidence.

Together with already limited resources, countries tend to choose recovery measures with lower capital costs, short lead times, or large immediate employment benefits that undermine long-term sustainable development. This makes it more difficult for them to reach long-term transition objectives by locking in technologies and infrastructure that do not help countries on a trajectory towards net zero emissions by 2050 or through five-year NDC cycles. The unprecedented speed at which recovery plans are being designed also risks leaving behind vulnerable populations. This again underscores the unique value of NDCs and long-term strategies (LTS) in providing guidance for the long term. The decisions taken now will have implications for decades to come. The urgent focus on short-term needs should not lead us to overlook opportunities to achieve long-term goals.

3. Main concepts

Green stimulus and green recovery

Green stimulus and green recovery can be defined in several ways. However, all definitions describe processes that seek to restore economic activities while also favouring the “greening” of production and consumption processes. Both concepts thus refer to packages of environmental, regulatory and fiscal reforms that can help to restore prosperity after the COVID-19 pandemic. This guidance defines green recovery as **“A holistic and inclusive response to the COVID-19 crisis that mainstreams climate change considerations into short-term economic recovery and promotes climate-neutral and climate-resilient economic transformation aligned with the goals of the Paris Agreement and the 2030 Agenda for Sustainable Development.”** This definition assumes a common understanding of what the suggested economic transformation means in different countries. Each country must explore this on its own.

Nationally Determined Contributions

The NDCs that countries submitted under the Paris Agreement of the United Nations Framework Convention on Climate Change (UNFCCC) represent climate action pledges that seek to limit global warming to well below 2°C - preferably to 1.5 °C - over pre-industrial levels.

NDCs articulate how a country will contribute to the Paris Agreement’s global goals, including climate-related targets, policies and measures that governments will implement in response to climate change and to contribute to global climate action.

NDCs (and their related program and strategy documents) constitute a basket of measures that could be accelerated and strengthened by recovery plans. Countries report on their national greenhouse gas (GHG) reduction and adaptation efforts through their national communications (NCs) and biennial update reports (BURs). NCs provide information on GHG inventories, measures to mitigate and facilitate adequate adaptation to climate change, and any other information that a Party considers relevant to achieving the Convention’s objective. BURs provide an update of the information presented in NCs, particularly regarding national GHG inventories, mitigation actions, constraints and gaps, including support needed and received.

The National Adaptation Plan (NAP) process enables Parties to formulate and implement NAPs as a way to identify medium- and long-term adaptation needs and to develop and implement strategies and programmes to address them. It is a continuous, progressive and iterative process that follows a country-driven, gender-sensitive, participatory and fully transparent approach.²

Tools

Tools referred to in this guidance note support countries in designing and assessing green recovery and green economy options that build on NDC processes and incorporate climate action using specific methodologies. The support might relate directly to the mitigation and/or adaptation objectives of national climate strategies and NDCs or in pursuit of other goals - including those related to the green economy, circular economy or biodiversity - that are indirectly aligned with previous climate strategies (actions or measures supported by green or circular economy objectives that have climate benefits).

Reference may also be made to other tools that support countries in applying this framework, such as documents (reports, briefs or notes), websites and techniques (econometric models or indicator tables), learning and e-learning materials, financing facilities and discussion groups. Readers should familiarize themselves with the background documents to these tools as they could be important for highlighting opportunities and needs and mobilizing decision-makers.

² United Nations Climate Change, Adaptation and Resilience, Workstreams, “National Adaptation Plans,” available at <https://unfccc.int/topics/adaptation-and-resilience/workstreams/national-adaptation-plans>.

4. Step-by-step framework

The interactive web version of the framework is available [here](#)

This framework includes five steps:

STEP I. Understanding the context and country needs;

STEP II. Assessing the sustainability of actions;

STEP III. Securing social and political support;

STEP IV. Implementing and financing green recovery strategies and related measures; and,

STEP V. Monitoring and evaluating a green recovery

The objective of each step is described briefly at the beginning of each section. The main milestones associated with each step are then synthesized and highlighted (visual illustration with numbered boxes). The main tools that will be helpful in achieving each milestone are specified next, with hyperlinks included to simplify access. A visual canvas that practitioners can use is then presented. It is intended to provide very practical guidance by relying on a visual guideline and displaying underlying tools, using a simple colour-coding:

- Visual guideline is in **black**;
- **Blue boxes** are activities;
- **Red boxes** are issues to be dealt with; and,
- **Green boxes** are key consolidated outputs.

Key questions that should be addressed are noted with a purple question mark - (?). Additional topics that should be discussed are also highlighted using dotted arrows. The text that follows the visual canvas caption provides greater detail on how to navigate and use the map/canvas.

STEP I

Understanding context and needs

This first step requires a prior solid understanding of the country's social (including gender equality and social inclusion dimensions), environmental and economic context and its climate change-, development- and COVID-19-related strategies and policies.

OBJECTIVE: Identify and evaluate relevant climate-/COVID-19-/national development-related strategies and policies produced at the country level and evaluate them against the government's COVID-19 strategy. Those strategies and policies include NDCs, NAPS, national development plans, LTSs, green growth strategies, other national climate change priorities, the national climate plan and national gender and climate policies/plans.

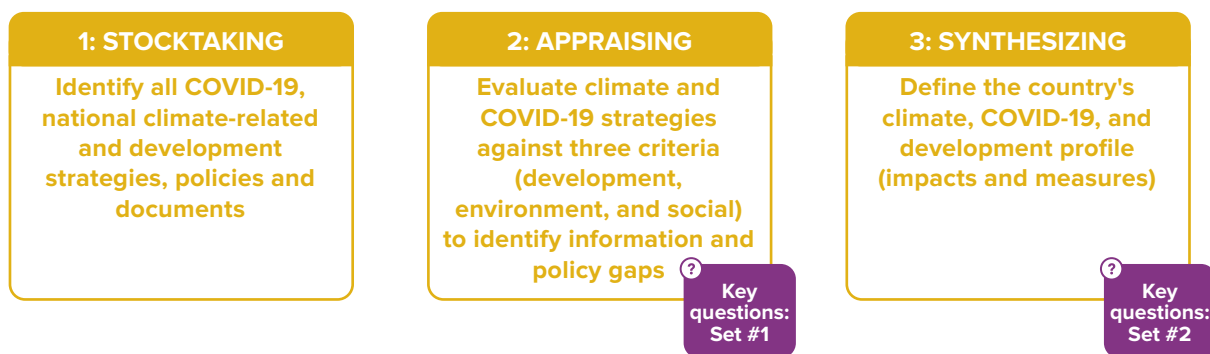
BENEFITS: These documents and their objectives are inter-related and must therefore be considered holistically. For instance, transformation and decarbonization strategies articulated in NDCs and LTSs can be valuable inputs in setting strategic directions for an inclusive, resilient and sustainable recovery.³ Because climate strategies reveal the government's political will to pursue a green transformation, analysing those strategies will help to understand the government's environmental and national development priorities and intentions.

³ Coalition of Finance Ministers for Climate Action, "Better Recovery, Better World: Resetting climate action in the aftermath of the COVID-19 pandemic," 10 July 2020, available at <https://www.financeministersforclimate.org/news/better-recovery-better-world-resetting-climate-action-aftermath-covid-19-pandemic>.

OUTPUT/OUTCOME: When this step is completed, countries should be able to identify how the COVID-19 crisis has affected the national economy, including its economic, environmental and social dimensions (taking a gender and intersectional approach to the latter). This step should also help to define the actions that will be required to achieve a green recovery and how NDCs (or a national climate action plan) can contribute to this objective.

Below figures present the Step I key milestones, tools, reports and key questions associated with this step.

1-1. Key milestones



1-2. Tools and resources

1: STOCKTAKING	2: APPRAISING
COVID-19 <ol style="list-style-type: none"> National Documents (e.g., COVID-19 stimulus package, COVID-19 response plan, economic recovery plan) <p>-Global reference: Global Recovery Observatory</p>	<ol style="list-style-type: none"> Tools for assessing COVID-19 socioeconomic impact Digital Socio-Economic Impact Assessment (UNDP) Gender Responsive Socio-Economic Assessment of COVID-19 Impacts (UNDP) The Economic Impacts of COVID-19 and Gender Inequality: Recommendations for Policy Makers (UNDP) Tools for assessing COVID-19 impacts on enterprises (ILO guidelines and template) Gender Analysis (UNDP)
CLIMATE <ol style="list-style-type: none"> Nationally Determined Contributions (All NDCs (unfccc.int)) Long-term strategies (Communication of long-term strategies UNFCCC) National green growth strategies National Adaptation Plans 	

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_11374

