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**Matters relating to capacity-building for developing
countries**

**Matters relating to capacity-building under the
Convention, including enhancing institutional
arrangements and the review of the Paris Committee on
Capacity-building**

Views on the review of the Paris Committee on Capacity- building

Synthesis report by the secretariat


Summary

This document synthesizes the information provided in submissions from Parties and observers on the review of the Paris Committee on Capacity-building, including views on its progress, need for extension, effectiveness and enhancement, for consideration by the Subsidiary Body for Implementation at its fifty-first session.

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Abbreviations and acronyms

CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
COP	Conference of the Parties
NDC	nationally determined contribution
PCCB	Paris Committee on Capacity-building
SBI	Subsidiary Body for Implementation
SCF	Standing Committee on Finance
SDG	Sustainable Development Goal
SIDS	small island developing States

I. Introduction

A. Mandate and background

1. The COP decided to review the progress, need for extension, effectiveness and enhancement of the PCCB (hereinafter referred to as the review of the PCCB) at COP 25, and to take any action it considers appropriate, with a view to making recommendations to CMA 1¹ on enhancing institutional arrangements for capacity-building in accordance with Article 11, paragraph 5, of the Paris Agreement.²
2. On the basis of a request from COP 24 at the opening of the session, SBI 49 initiated work on the review of the PCCB with a view to recommending a draft decision on enhancing institutional arrangements for capacity-building for consideration and adoption at COP 25, taking into account Article 11, paragraph 5, of the Paris Agreement, in accordance with decision 1/CP.21, paragraph 81.³
3. SBI 49 invited Parties and observers to submit their views on the review of the PCCB and on enhancing institutional arrangements for capacity-building by 31 March 2019, and requested the secretariat to prepare a compilation and synthesis report on the submissions for consideration at SBI 50. It agreed that all available annual technical progress reports of the PCCB would serve as input to the review of the PCCB.⁴
4. SBI 50 carried out deliberations on the review of the PCCB on the basis of the views⁵ and the compilation and synthesis report⁶ referred to in paragraph 3 above.
5. Furthermore, SBI 50 developed terms of reference for the review of the PCCB,⁷ and invited Parties and observers to submit their views on the review, taking into consideration the above-mentioned terms of reference, by 31 October 2019.⁸ It requested the secretariat to prepare a synthesis of the submissions for consideration at SBI 51.⁹

B. Objective of the review

6. The objective of the review of the PCCB is to assess the work completed to date in fulfilment of the mandate of the PCCB to address gaps and needs, both current and emerging, in implementing capacity-building in developing country Parties and further enhancing capacity-building efforts, including with regard to coherence and coordination of capacity-building activities under the Convention.¹⁰

C. Scope of the report

7. This report synthesizes the information provided by Parties and observers in the submissions referred to in paragraph 3 above. Chapter II.A–D is structured in accordance with the four review elements set out in decision 1/CP.21, paragraph 81, while chapter II.E provides information on other aspects covered in the submissions.
8. The secretariat received submissions from Belize on behalf of the Alliance of Small Island States; Finland and the European Commission on behalf of the European Union and

¹ Owing to the early entry into force of the Paris Agreement and subsequent closure of CMA 1, the recommendations are now to be made to CMA 2.

² Decision 1/CP.21, para. 81.

³ FCCC/SBI/2018/22, para. 80.

⁴ FCCC/SBI/2018/22, paras. 81–83.

⁵ Submissions are available at <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

⁶ FCCC/SBI/2019/INF.3.

⁷ FCCC/SBI/2019/9, annex II.

⁸ FCCC/SBI/2019/9, para. 88.

⁹ FCCC/SBI/2019/9, para. 89.

¹⁰ Decision 1/CP.21, para. 71.

its member States;¹¹ Guatemala on behalf of the Independent Association for Latin America and the Caribbean; State of Palestine on behalf of the Group of 77 and China; and the World Resources Institute.

D. Possible action by the Subsidiary Body for Implementation

9. The SBI may wish to consider the views reflected in this report when undertaking the review of the PCCB.

II. Synthesis of the submissions

A. Progress of the Paris Committee on Capacity-building

10. In taking stock of the progress of the PCCB in achieving its overall aim, as set out in decision 1/CP.21, paragraph 71, it was noted in a majority of the submissions that the PCCB has made considerable progress in implementing its work so far, while one group of Parties noted that, in terms of delivering on its mandate, the progress of the PCCB has been variable.

11. One group of Parties highlighted the progress of the PCCB in providing strategic guidance on capacity-building for developing countries, including with regard to enhancing coherence and coordination of capacity-building. The same group noted the importance of the strategic plan for stakeholder engagement, communications and resource mobilization developed by the PCCB in 2019, which, according to the group, will help the PCCB to support developing countries in building their capacity and raising their ambition to meet the objectives of the Paris Agreement and the SDGs.

12. Another group of Parties assessed the progress of the PCCB by analysing the results of the four working groups established by the PCCB, which focus on coherence and coordination of capacity-building (working group 1), cross-cutting issues such as gender responsiveness, human rights and indigenous peoples' knowledge (working group 2), awareness-raising, communications and stakeholder engagement (working group 3) and identifying gaps and needs (working group 4).

13. The same group highlighted the important work being undertaken by working group 1 to promote synergies and coordination between bodies and institutions under and outside the Convention working on capacity-building, noting that this work is highly valuable for mainstreaming climate change related capacity-building under and outside the Convention. The group acknowledged the progress of working group 2, citing as evidence the webinars, workshops and other events organized by the working group. It also recognized the progress of working group 3, including the active participation of the PCCB in the Capacity-building Day at COP 23, the organization of the PCCB Capacity-building Hubs at COP 24 and 25, the PCCB guidance on enhancing the capacity-building portal managed by the secretariat, and the ongoing preparation of a digital media and communication strategy aimed at enhancing the effectiveness and impact of the efforts of the PCCB.

14. In reflecting on progress across the working groups, the same group of Parties considered working group 4 to be the most relevant group, commending the creation of the PCCB Network and the development of an engagement strategy. According to the group of Parties, these could be effective means of interacting and building partnerships with a broad range of stakeholders, enabling the PCCB to effectively address capacity-building issues, including by potentially creating a comprehensive set of tools for assessing gaps and needs.

15. Another group of Parties was of the view that, in most cases, the PCCB has only just begun to make progress and, in some cases, is yet to take real action. The group acknowledged that the PCCB has identified opportunities for collaboration, linkages and dialogue, and taken pragmatic, effective action to establish focal points for the different constituted bodies and operating entities of the Financial Mechanism, invite these bodies to identify representatives to engage with the PCCB, and open PCCB meetings to stakeholders

¹¹ Supported by Bosnia and Herzegovina, North Macedonia and Serbia.

outside the Convention. In addition, the group noted that the PCCB has explored and identified a very broad range of options for delivering on its mandate to assess gaps and needs and recommend ways to address those gaps and needs. The group welcomed the progress of the PCCB in relation to fostering global, regional, national and subnational cooperation and identifying opportunities to support cross-cutting issues, and recognized that some progress has been made in promoting the development and dissemination of tools and methodologies for implementing capacity-building. The same group noted that the PCCB has made limited progress in terms of its mandate to explore how developing countries can take ownership of building and maintaining capacity, noting a need for progress in this area.

16. In several submissions it was emphasized that the PCCB has progressed in implementing its work despite the limited time and resources available to it, and the need for the PCCB to receive the necessary resources to implement its rolling workplan and assist developing countries in reaching their climate change related goals was underlined. In this context, one group of Parties highlighted the various gaps in capacity still faced by developing countries in relation to implementing the Paris Agreement and its work programme.

17. Several groups suggested specific areas for enhancing progress, such as:

(a) Prioritizing and embedding effective practices to maximize progress across all areas of work;

(b) Ensuring that collaboration with bodies and institutions working on capacity-building evolves over time, from raising awareness and building a common understanding of capacity-building towards making more substantial coordinated efforts to mainstream and align capacity-building to support effective implementation of the Paris Agreement;

(c) Making continuous use of the Durban Forum on capacity-building and other platforms to enhance existing dialogues and foster action on cross-cutting issues, including with the Local Communities and Indigenous Peoples Platform;

(d) Focusing attention on transformational capacity-building that can foster new development models and facilitate the accomplishment of the long-term goals of the Paris Agreement, including by providing leads on how to strengthen ownership by developing countries of capacity-building efforts;

(e) Prioritizing the sharing, during the annual PCCB meeting with constituted bodies and key stakeholders, of information and trends related to gaps and needs derived from inputs to the PCCB with a view to effectively adding value compared with other existing work in this area. In addition, the PCCB could share key information for inclusion in the forthcoming report of the SCF on the determination of the needs of developing countries related to implementing the Paris Agreement and the Convention requested at COP 24;¹²

(f) Promoting the development and dissemination of the most urgently needed tools and methodologies for implementing capacity-building and sourcing them from experts to ensure quality over quantity. The PCCB could, for example, prioritize work on gaps and needs assessments and on preparing long-term strategies and NDCs;

(g) Providing guidance to the secretariat on enhancing the capacity-building portal to ensure that it does not duplicate information on other existing portals and that efficient ways of updating content are established. The PCCB could also recommend that information on tools, methodologies and good practices related to capacity-building be included on the portal, subject to the availability of resources, to constitute it as a knowledge hub;

(h) Considering the most effective ways to develop the PCCB Network to facilitate valuable stakeholder cooperation at the right level. Before attending and collaborating on other events, the PCCB should carefully consider whether this is the most effective use of its time.

¹² Decision 4/CP.24, para. 13.

B. Need for extension of the Paris Committee on Capacity-building

18. When reflecting on the need for extension of the PCCB, in most submissions the need to retain the PCCB was emphasized. One group of Parties considered that, given the importance of the mandate of the PCCB and the need for more progress, the extension of the PCCB is contingent on it operating in a more effective manner.

19. One group of Parties highlighted that the PCCB is an essential body for catalysing a broad range of actions to address the capacity-building priorities identified in the framework for capacity-building in developing countries established under decision 2/CP.7. As an oversight body, it must be retained so that it can continue playing a pivotal role at the international level, providing guidance on needs and gaps and facilitating coherence and consistency in the implementation of capacity-building initiatives. The group underlined the importance of successfully implementing the capacity-building provisions under the Paris Agreement in a coherent and coordinated manner and noted that the PCCB, as a constituted body under the Convention, is well placed to support these efforts. The same group recalled the new and more stringent reporting requirements for developing countries and expressed its support for the extension of the PCCB to enable it to facilitate the implementation of obligations under the Paris Agreement.

20. In a similar vein, in another submission the importance of enabling the PCCB to continue its mandate over the coming years and further aligning its work vision with the implementation of the Paris Agreement was stated. The same submission highlighted that the PCCB is a unique institution with great potential not only to bring coherence to capacity-building efforts under and outside the Convention but also to effectively support developing countries in implementing the Paris Agreement.

21. In one submission it was underlined that the continuation of the PCCB constitutes a compelling opportunity to go beyond the confines of Convention processes in terms of mobilizing key stakeholders and enhancing coherence and coordination of capacity-building across levels, actors and sectors; further strengthen the synergy between climate action and the SDGs; and develop more effective, efficient and localized solutions.

22. In emphasizing the need for extension of the PCCB, two different recommendations on the proposed extension period were made in the submissions:

(a) The PCCB should be extended by 10 years with a follow-up review in 5 years, which will provide a sufficient time frame for future planning and enable the PCCB to develop a longer-term vision for its work;

(b) The CMA should establish the PCCB as a permanent constituted body with periodic reviews every five years.

C. Effectiveness of the Paris Committee on Capacity-building

23. Most submissions made reference to areas or ways in which the PCCB has been effective.

24. One group of Parties highlighted the effectiveness of the PCCB in enhancing the capacity-building portal and fostering collaboration between stakeholders at all levels, including by strengthening networks and establishing partnerships with constituted bodies and multiple stakeholders under and outside the Convention. The group noted that this work has placed the PCCB at the centre of gathering information, managing capacity-building activities, building a body of knowledge and lessons learned, and sharing best practices.

25. Another group considered the PCCB to have been effective in establishing a relevant theme since its creation; scoping out ways in which it could make progress on its mandate, including by establishing working groups; effectively utilizing its annual meeting to convene constituted bodies, operating entities of the Financial Mechanism and observers to enable efficient sharing of information; and identifying methods of bringing together other stakeholders more generally, such as through PCCB meetings, the Capacity-building Hub and the PCCB Network.

26. In one submission it was cautioned that it seemed too early to determine the overall effectiveness of the work of the PCCB only three years after its launch. Nevertheless, it was found that the PCCB had actively engaged in substantial work by organizing several events, by reaching out to different bodies under the Convention and stakeholders outside the Convention and creating key alliances, by starting to map gaps and needs related to capacity-building, and by developing tools that can further enhance the implementation of its work, including the Capacity-building Hub, the PCCB Network and the strategic plan for stakeholder engagement, communications and resource mobilization.

27. One group of Parties used the number of submissions received by the PCCB from Parties, other constituted bodies and interested stakeholders in response to its call for submissions as an indicator of effectiveness. On that basis it rated the PCCB as highly effective.

28. The lack of time and resources the PCCB has had to implement its work was noted in several submissions. Several groups of Parties stressed that the PCCB has worked effectively and reached important milestones despite these limited resources and a very short time frame. One submission highlighted that additional work, resources and time are still needed for the PCCB to fully deliver on all of its mandates and achieve its overall aim. In another submission it was urged to reinforce the PCCB as a catalyser of capacity-building in developing countries so that it can directly support implementation of the Paris Agreement and its long-term goals.

29. One group of Parties suggested specific approaches to increasing the effectiveness of the PCCB, for example:

(a) Prioritizing areas of capacity-building that are timely based on action Parties are due to take under the Paris Agreement;

(b) Establishing valuable and well-thought-out connections (e.g. engaging with appropriate stakeholders to ensure high-quality outputs and results);

(c) Considering when to be an enabler of others and when to be an active participant; effectively enabling others will help the PCCB to deliver more effectively on its mandate, as it is well placed to galvanize action by others, both under and outside the Convention;

(d) Ensuring time and resources are not wasted through duplicated work, which can often be a barrier to progress in capacity-building.

D. Enhancement of the Paris Committee on Capacity-building

30. In accordance with the terms of reference for the review of the PCCB, Parties and observers provided recommendations on how to improve the operation of the PCCB within its mandate, including ways and means to prioritize its work to ensure complementarity with the work of other bodies or processes and to avoid duplication.

31. One group of Parties noted that the current structure of the PCCB should be maintained and changed only on the recommendation of the PCCB.

32. Regarding possible enhancements, one group of Parties recommended that the PCCB:

(a) Take action that is a priority, is efficient and effective, best mobilizes the work, expertise and knowledge of capacity-building providers, makes the most of other Convention processes and avoids duplication with a view to ensuring that it has the greatest impact possible;

(b) Establish regular core functions that are central to its mandate and it is uniquely placed to deliver, such as communicating information to stakeholders under and outside the Convention on gaps, needs and areas of duplication identified in inputs received by the PCCB.

33. In addition, the group suggested that a review be conducted to consider the workplan of the PCCB, similar to the third comprehensive review of the implementation of the

framework for capacity-building in developing countries under the Convention.¹³ The group also recommended that information on planned activities be included in the annual technical progress reports of the PCCB, instead of just work undertaken during the past year.

34. In another submission it was noted that the PCCB could be enhanced by dedicating efforts to the following areas of work, which, according to the submission, have not been addressed by the working groups of the PCCB:

(a) Exploring how developing country Parties can take ownership of building and maintaining capacity over time and space;¹⁴

(b) Identifying opportunities to strengthen capacity at the national, regional and subnational level;¹⁵

(c) Taking into consideration previous work undertaken on indicators for capacity-building;¹⁶

(d) Taking into consideration ways of enhancing reporting on capacity-building activities, taking into account all initiatives, actions and measures on capacity-building under the Convention and the Paris Agreement as well as existing reporting mandates, in order to achieve coherence and coordination.¹⁷

35. The same group proposed that the latter two areas be addressed by creating an additional working group focusing on developing indicators for capacity-building that are useful for reporting on capacity-building support provided and mobilized, received and needed, as necessary for the effective implementation of the enhanced transparency framework and the preparation of biennial transparency reports. The submission included a proposal that the working group work in close coordination with the Capacity-building Initiative for Transparency.

36. Another aspect highlighted in the same submission was the need for the PCCB to have a clear vision and mission that fully take into consideration the challenges arising from the implementation of the Paris Agreement and its long-term goals and ensure that capacity-building for developing countries is radical and transformational. In another submission it was noted that all capacity-building activities or processes under the Paris Agreement should be managed and overseen by the PCCB.

37. In another submission three distinct areas where further capacity-building efforts are needed and where the PCCB can play a critical role were identified:

(a) Advancing understanding and evaluation of capacity-building and capacity-building efforts;

(b) Mobilizing key stakeholders and strengthening synergies with other constituted bodies;

(c) Enhancing the capacity-building portal.

38. Related to the first area, the PCCB was suggested to consider developing a periodic assessment report on capacity-building, similar to the biennial assessment and overview of climate finance flows prepared by the SCF, that could cover, inter alia, methodological issues related to measurement, reporting and verification of capacity-building; reviewing progress in enhancing capacity-building; and assessing the challenges and limitations faced by countries in building capacity, including expected needs for forthcoming efforts. It was suggested that such a report, if prepared every two years, could serve as input to the biennial assessment of the SCF and the global stocktake.

39. As regards the second area, in the submission it was noted that, while the PCCB accomplished much of what is included in its 2017–2019 workplan, its role in strengthening local, regional and global collaboration on capacity-building activities could be further

¹³ See decision 16/CP.22.

¹⁴ Decision 1/CP.21, para. 73(f).

¹⁵ Decision 1/CP.21, para. 73(g).

¹⁶ Decision 16/CP.22, para. 4(c).

¹⁷ Decision 16/CP.22, para. 4(f).

enhanced, building, inter alia, on the PCCB strategic plan for stakeholder engagement, communications and resource mobilization, its technical paper on coherence and coordination of capacity-building activities under the Convention, its workshops held at the UNFCCC regional climate weeks, the Durban Forum on capacity-building, the Capacity-building Hub and the envisaged PCCB Network. With regard to strengthening synergies with stakeholders under and outside the Convention, the PCCB was suggested to build on and enhance its engagement with Convention bodies and processes as well as United Nations agencies, including on cross-cutting issues such as gender responsiveness, human rights and indigenous peoples' knowledge, with a view to further advancing its work on strengthening coherence and coordination, providing a gender-responsive, participatory and inclusive analysis of needs and gaps in climate-related capacity-building, and producing accessible and effective knowledge-sharing products. In addition, enhanced engagement with a wide range of stakeholders could contribute to strengthening the relationship between achieving the objectives of the Paris Agreement and fulfilling the SDGs.

40. Finally, with regard to the third area, similar to the suggestion referred to in paragraph 17(g) above, the submission included a proposal that the PCCB explore opportunities to use the capacity-building portal as a resource for collecting and distributing information on useful capacity-building tools, resources and materials.

41. One group of Parties proposed that a work programme be developed for SIDS and included in the new workplan of the PCCB. The group emphasized that the PCCB is well positioned to provide targeted support to vulnerable countries and specified the following six focus areas for the proposed work programme:

- (a) Long-term capacity-building support to enable SIDS to implement their obligations using local or regional expertise;
- (b) Targeted support for updating, revising and implementing NDCs and integrating climate change into national decision-making processes by developing and implementing national adaptation plans, adaptation strategies and national adaptation programmes of action;
- (c) SIDS-specific data capacity, tools and methodologies;
- (d) Monitoring and reporting capacity;
- (e) National climate change public awareness programmes;
- (f) Strengthening cooperative action on adaptation and technology development and transfer.

42. Another group of Parties emphasized that gaps remain related to developing national capacity, including for implementing NDCs, vulnerability and adaptation assessments and methodologies, and addressing loss and damage. The group called for urgent action to be taken by Parties to make substantial financial resources available to the PCCB and to increase its budgetary allocation, including within the budget of the UNFCCC, enabling it to enhance its effectiveness. The need for adequate resources to support the operation of the PCCB was also highlighted in another submission.

E. Other aspects

43. Several submissions made particular reference to the importance of the implementation of the Paris Agreement, with one group of Parties underlining the various significant challenges faced by developing countries in implementing the Paris Agreement, and the scaled-up support needed to build their capacity. Against this background, the group accredits the PCCB with playing a key role in enabling the “ambition architecture” under the Paris Agreement.

44. One group of Parties shared its views on enhancing institutional arrangements for capacity-building more broadly, for example by noting the importance of considering the national priorities, needs and challenges of developing countries and of country-driven capacity-building in accordance with Article 11, paragraph 2, of the Paris Agreement.

Pointing to the need for long-term, sustainable systems for capacity-building at the national and international level, it was noted in the submission that the institutional arrangements needed at the international level to support sustainable capacity-building at the national level would require:

- (a) Improvements to the Financial Mechanism to facilitate more systematic, dedicated, adequate and sustainable capacity-building;
 - (b) Dedicated and adequate funding for capacity-building to provide immediate and systematic support to developing countries;
 - (c) Facilitative guidance on the implementation of capacity-building efforts in developing countries, in particular for stakeholders outside the Convention;
 - (d) Development of assessment procedures and indicators for evaluating progress in capacity-building;
 - (e) National ownership by developing countries of capacity-building efforts.
-