

Instrument: Identification of barriers and supportive and organisational measures

by GIZ

Tool Description

After the identification and screening of potential mitigation measures for development as a NAMA, culminating in the selection of the most suitable measures by involved stakeholders, the next step is to build a solid NAMA concept. This tool aims to support decision makers to identify barriers to implementation of mitigation measures (barrier analysis) and to subsequently design a package of supportive and organisational measures that allow to overcome these barriers and to smoothly coordinate the overall NAMA development and implementation process.



General information of this Tool

Objective	This tool helps to: <ul style="list-style-type: none"> • Identify barriers for NAMA implementation • Identify supportive measures to overcome barriers and accompany implementation • Identify organisational measures required for sound NAMA management 	
Tool developer & weblink	GIZ Link: www.transport-namas.org/resources/toolbox	
Area of application	<input checked="" type="checkbox"/> Designing mitigation measures <input type="checkbox"/> MRV of Emissions <input type="checkbox"/> MRV of sustainable development benefits <input type="checkbox"/> Financing <input type="checkbox"/> Registration <input type="checkbox"/> Other:	<input checked="" type="checkbox"/> Strategy or plan <input checked="" type="checkbox"/> Policy or program <input checked="" type="checkbox"/> Project
Setting	Stakeholders and sector experts once potential NAMA(s) are identified	
Level of complexity	Medium	
Required data / information	<ul style="list-style-type: none"> • Potential NAMA(s) identified in screening process • Information available on each option (e.g. studies, policies, factsheets, impact estimations, etc.) • Expert knowledge related to each option (opportunities, challenges, barriers etc.) 	
Cost	Free of charge	
Time needed	Depends on the number of mitigation measures and on the number of experts participating in the session; a session can be integrated into a planning workshop taking up to half a day	
Equipment needed	Pinboards or laptop with beamer	
Observations	Have a look at tool NAMA Coordination and Steering Structure for further information on designing the organisational set-up of a NAMA. The GIZ NAMA tool also gives background on barriers.	

Application step-by-step

Context: Understand the different types of measures under a NAMA

According to GIZ's experience, a NAMA often includes three types of measures:

Direct mitigation measures are actions that ultimately reduce GHG emissions, such as a new fuel economy standard, introduction of low carbon vehicles or equipment like low resistance rolling tires, an improved public transport system that shifts demand from private vehicles to public transport, etc.

Supportive measures are actions that intend to strengthen individual or institutional capacities and to improve the framework conditions required for the implementation of the direct mitigation measures.

Organisational measures (process coordination and management), i.e. measures for sound management and coordination of the overall NAMA process. A lack of domestic institutional coordination can be overcome e.g. through a working group or committee for NAMA development and implementation (see "[Steering structure](#)" Tool). If a country has established such a group, it could become a long-term catalyst not only for NAMA development, but also for successful policy preparation and implementation in general.

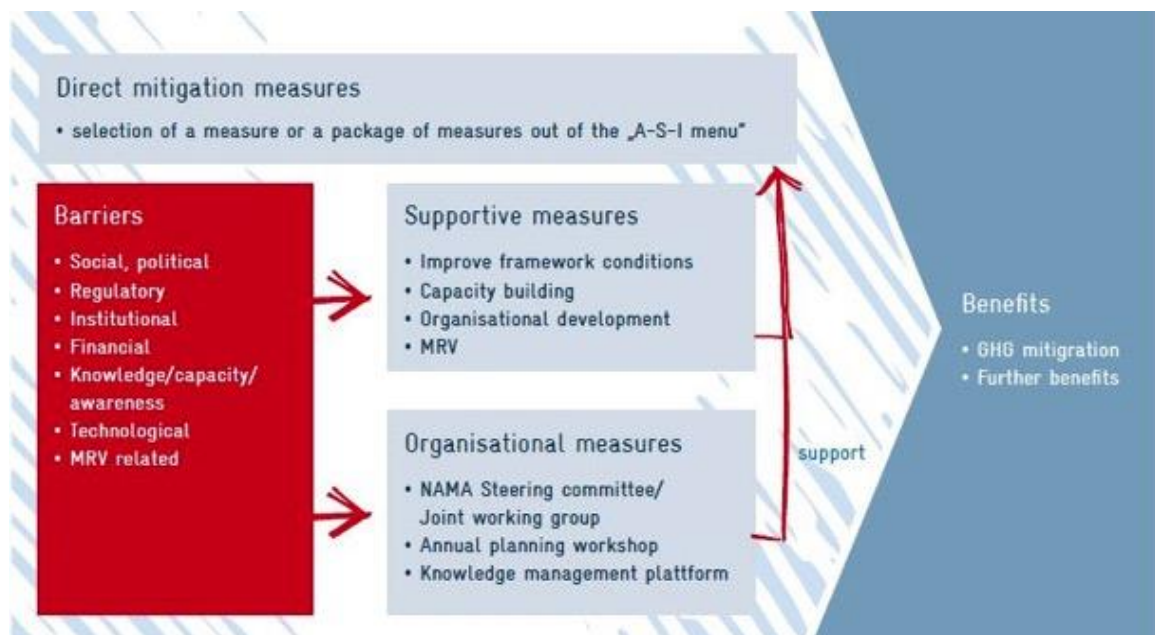


Figure 1. Different types of measures and activities in a NAMA. Source: GIZ (2014): *Navigating Transport NAMAs. Handbook*.

Step 1: Realise a barrier analysis

In many cases, certain barriers stand in the way of the implementation, which transport policy-makers pushing a NAMA should pay particular attention to. Some **potential barriers** to effectively and efficiently implementing transport policies, programmes and projects are:

- lack of institutional coordination and political support,
- lack of finance or access to capital
- lack of technical capacity,

- behavioural issues (individual and corporate) that affect take-up,
- lack of enforcement
- implicit or explicit subsidies for high-carbon mobility
- lack of objective information about low-carbon options and their benefits
- etc.

A **barrier analysis** is a useful tool for assessing the current situation and to help define activities to clear these obstacles. It compares a vision of the future with the current scenario and identifies the key variables that prevent a future scenario from becoming a reality. The following table can help decision makers to gain an overview of the diverse barriers for NAMA implementation. At the same time it helps to identify the corresponding supportive and organisational measures, which can be helpful to tackle the barriers. In a multi stakeholder session, it turned out to be useful that experts from various fields consider and discuss different types of barriers with respect to each direct mitigation measure, contributing their professional and sectoral knowledge. Moreover, corresponding, appropriate supportive and organisational measures should be discussed interdisciplinarily. Such joint discussions help bring to together different points of view and knowledge, and at the same time create ownership among various stakeholders for the solutions. A session can be organised in a plenary discussion or in smaller breakout groups. The latter helps to gain more inputs and more active participation by all.

The following table can be used to facilitate the discussion. Note that there are many ways to categorise barriers and this table can therefore be adapted as appropriate for the context in which it is used.

Table 1. Template for identification of barriers and supportive & organisational measures

Types of barriers	Identified barriers for NAMA implementation	Required action (= supportive & organisational measures)
Social and political		
Regulatory		
Institutional		
Financial		
Lack of knowledge/ capacity/ awareness		
Technological		
MRV related barriers		

Step 2: Identify supportive and organisational measures

Supportive measures can address the institutional or individual capacity of an implementing agency, e.g. through policy advice, organisational development or training measures, or broader system or framework conditions. Capacity development may also be required in order to improve data availability, to provide knowledge on a certain technology or to facilitate complex stakeholder-coordination processes.

Examples for supportive measures are:

- institutional development measures such as support in e.g. reorganising / setting up a public transport authority for improved transit planning
- activities to improve enforcement of existing regulation, etc.
- setting up a good data collection/ processing and MRV system
- Capacity development e.g. by training courses and study tours. Potential topics include e.g. MRV methodologies; Data collection and analysis (e.g. vehicle data validation, household travel surveys); Development of transport models; Training for transport planners and engineers; Development of local, regional or national low-carbon transport plans; Forming or strengthening institutions that develop, implement and evaluate strategies for low-carbon transport, etc.

Regarding the specification of the organisational measures it is necessary to agree upon a mechanism and structure for overall stakeholder coordination and all other aspects related to NAMA management during its development and implementation. For information on the possible nature of stakeholder involvement have a look at the Tool "[Steering structure](#)".

Examples for organisational measures are:

- the establishment and operation of a Steering Committee or a Working Group, including development and regular monitoring of a work plan
- operation of an online platform for knowledge management
- reporting and public relations related to the NAMA, etc.

Example: Barrier analysis and supportive measures in TRANSPerú (more info [here](#))

Types of barriers	Identified barriers for NAMA implementation (direct mitigation measures)	Required action (= supportive & organisational measures)
Social and political	<p>Making structural changes in public transport is a politically sensitive issue. The introduction of organised public transport and new company structures may be (perceived as) a threat to employment by current bus and taxi operators.</p> <p>Most people prefer car-based comfort compared to low quality public transport (old, uncomfortable buses, poor physical, unclear or non-existing timetables).</p>	<p>Transfer good practice examples at international level that show how to mitigate negative social impacts of structural changes in the operating structure from in informal to a more formalised bus system and integrated rail based system. Neutral expert advice can further help to provide the necessary arguments for political decision makers to push forward unpopular measures for well organised mini-bus operators in favour of the majority of the population.</p> <p>Support the improvement of the attractiveness of public and non-motorized transport modes by increasing its quality (metro, new buses, better physical, ticket- and tariff integration), and by improving the possibility of intermodal trips.</p>
Regulatory	<p>Fuel subsidies, creating an incentive for private motorised transport</p>	<p>Make costs and benefits of different transport modes more transparent and by providing advice on proper economic and regulatory instruments (e.g. fuel economy standards) to favour environmentally friendly transport modes</p>
Institutional	<p>Overlapping planning mandates between different governmental and lack of inter-institutional coordination</p>	<p>Transfer good practice examples at international level that show how to overcome such barriers, such as the establishment of an independent transport authority</p>
Financial	<p>Local governments are in general underfunded and do not have sufficient revenues to invest sufficiently in the improvement of public transport systems. They also face difficulties to develop feasible investment projects and in the mobilisation of public and private resources.</p>	<p>Support local governments in the preparation and implementation via the National Programme for Sustainable Urban Transport, and support the National Government by attracting additional private financing for the metro system.</p>
Lack of knowledge/ capacity/ awareness	<p>Lack of well-trained and experienced government officials, planners and engineers with knowledge on</p>	<p>Build individual and institutional capacity by conducting workshops, trainings and study tours following a comprehensive capacity building strategy. Multiplication</p>

	sustainable transport makes it difficult to design and implement comprehensive sustainable transport policies and programmes.	and widespread distribution of the effects of capacity building measures can be reached by establishing a systematic knowledge transfer mechanism.
Technological	A lack of infrastructure and conditions to facilitate non-motorized, and intermodal public transport. Cycling lanes have been built rather for recreational purposes and are interrupted and dispersed over the city. Establishing an integrated public transport network (physically but also technically by means of ticket- and tariff integration) requires, significant amounts of financing and high-quality technical studies.	Assist in preparing the necessary infrastructure investments, such as an integrated ticketing system, public transport infrastructure, as well as the infrastructure for non-motorized transport, by supporting in the design and realisation of (pre-) feasibility studies. Technical studies can support the definition of appropriate funding mechanisms.
MRV related barriers	Impacts of policies are not monitored in a structured fashion; lack of reliable data; lack of knowledge on appropriate methodologies for ex-post impact assessments	<p>Specifying a suitable MRV system for urban transport, pilot-testing and work plan for its set-up.</p> <p>Support in data collection to close data gaps (e.g. vehicle fleet characteristics and distribution by size and technology) and generate data of appropriate quality on a regular basis.</p> <p>Technical support during pilot-testing of MRV (e.g. data collection, recommendations for regular operation of the MRV system by Peruvian government).</p> <p>Capacity building and technical backstopping for core government staff during MRV establishment and initial operation</p>