

ClimaSouth Policy Series  
Paper N. 4

# IMPLEMENTING NATIONALLY DETERMINED CONTRIBUTIONS (NDCs) IN THE SOUTH MEDITERRANEAN REGION

Perspectives  
on climate action  
from eight countries

Andrea Rizzo & Pendo Maro  
*ClimaSouth project*



Low carbon development  
for climate resilient societies



A project funded by  
the European Union



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## EXECUTIVE SUMMARY

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The South Mediterranean region has been identified as one of the most vulnerable regions in the world to the impacts of global warming by the Intergovernmental Panel on Climate Change (IPCC). Most countries in the region are already experiencing rising temperatures, increasing water scarcity, higher frequency of droughts and forest fires, as well as growing rates of desertification. Climate change critically undermines efforts for sustainable development in the region. Furthermore, it exacerbates the precarious socio-economic conditions and fragile political systems of many Southern Mediterranean countries through its impacts on the environment, social and economic well-being.

The South Mediterranean region as a whole does not yet follow a coherent climate change policy, as the existing mechanisms of national climate governance that are in place are confronted with several institutional, capacity and financial challenges, which limit their functioning. This, in turn, prevents countries in the region from developing collective engagements in ambitious, science-driven climate action, in line with the global efforts of the international community. To achieve this goal, it is critical for the South Mediterranean region to receive adequate international support, both from a national and regional perspective.

The EU-funded project “Climate Change Mitigation and Adaptation in the ENPI South Region (EuropeAid/132702/C/SER/Multi)”, also known as “*ClimaSouth*” ([www.climasouth.eu](http://www.climasouth.eu)), supports climate change mitigation and adaptation in the ten countries of the South-

ern Neighbourhood of the European Neighbourhood Policy (ENP): Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine, Syria and Tunisia (Southern Neighbourhood countries).<sup>1</sup>

The overall objective of ClimaSouth is to assist partner countries’ transition towards low carbon economies while building climate resilience. This is pursued by strengthening the capacity of policy makers to engage effectively in the global climate change framework in line with the needs of the region, and by enhancing the institutional capacity for strategic planning in the areas of climate change mitigation, adaptation and financing mechanisms. The project also promotes South-South cooperation and information sharing on climate change issues within the region as well as closer dialogue and partnership with the European Union (EU).

ClimaSouth provides technical assistance and support to partner countries as they prepare for the implementation of their Nationally Determined Contributions (NDCs) under the Paris Agreement. NDCs are the backbone of the Paris Agreement, and an important instrument for scaling up national climate action towards global efforts while fostering the transformative transition to the low-carbon future called for by the Agreement.

In this context, ClimaSouth undertook a comparative analysis of the NDC process

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<sup>1</sup> The EU has temporarily suspended cooperation with Syria until further notice. The present document deliberately omits any further reference to Syria.

in the eight partner countries that have so far submitted an NDC to the United Nations Framework Convention on Climate Change (UNFCCC). The analysis was conducted using available public materials and by carrying out interviews with national focal points to the Convention and/or other key staff from Ministries of partner countries, which currently have the lead on the NDC process.

The aim of this study was threefold:

- a) to provide a unified and up-to-date assessment of the status of the NDC process in the Southern Neighbourhood region, specifically looking at the eight countries in the region that have so far (February 2018) submitted an NDC and focusing on six key topics selected for their relevance to the NDC process;
- b) to identify the main challenges and support needs that the eight partner countries analysed are facing as they prepare for the implementation of their NDCs;
- c) and, on the basis of the research results, to provide recommendations for the road ahead.

This policy paper presents the findings of our analysis, which can be summarized as follows:

- 1) A few Southern Mediterranean countries (**Israel, Jordan, Morocco, Palestine**) have already completed a review of their NDCs – a process which has produced notable results, including: the development of a full-fledged NDC implementation plan (**Israel**), an NDC gap analysis against their domestic circumstances and a related implementation roadmap (**Jordan**), the development of an nationally approved NDC Implementation Roadmap (**Palestine**), and a more

ambitious NDC following the transition from INDC (**Morocco**). Those countries that have not yet done so are currently striving to obtain comparable results. On the contrary, a higher number of countries in the region (**Egypt, Jordan, Lebanon, Morocco, Tunisia**) have compiled a costing of their NDCs, while the others have yet to engage in similar efforts.

- 2) All Southern Mediterranean countries have rightfully adopted an interinstitutional approach in the development of their NDCs. In most cases (**Algeria, Egypt, Israel, Lebanon, Palestine**), this process has informed the creation of specific institutional arrangements intended to drive NDC implementation forward. The functioning of these mechanisms, however, remains under development due to a number of common challenges.
- 3) All Southern Mediterranean countries are striving to align their NDCs with pre-existing domestic policy processes that are relevant to NDC implementation. In two cases only (**Israel, Palestine**), this process has already resulted in the development of a stand-alone NDC implementation strategy and a nationally approved NDC Implementation Roadmap, respectively. In all other cases, it has initiated a mainstreaming process which is building on existing climate policies but also creating new, more inclusive policies.
- 4) Few Southern Mediterranean countries (**Jordan, Lebanon, Morocco, Palestine**) include in their NDCs an explicit reference to the SDGs as well as specific pledges to ensure a concerted implementation of the NDC and SDG processes. The remaining countries in the region, on the contrary, include no reference at all to the SDG process in their NDCs. This can be explained

by the different political timelines and institutional frameworks that characterise the two processes.

- 5) All Southern Mediterranean countries have included an adaptation component in their NDCs. This inclusion has not followed a consistent and uniform approach and it is rather articulated on their understanding of what an NDC should include on the adaptation front. As a result, many NDCs are unable to outline a coherent approach to adaptation planning and implementation. All Southern Mediterranean countries, moreover, are engaged in the NAP process, but only one (**Palestine**) has so far developed a full-fledged NAP and linked it to the its NDC process, while few other countries (**Algeria, Israel, Jordan, Morocco**) have only initiated, but not yet completed this process.
- 6) All Southern Mediterranean countries intend to establish sound MRV systems for NDC implementation. In some cases (**Israel, Palestine**), these commitments have taken the form of pledges to develop full-fledged MRV systems with proposed institutional structures and timelines for implementation. In other cases, which constitute the vast majority (**Algeria, Egypt, Jordan, Lebanon, Morocco, Tunisia**), these commitments have been poorly formulated, in that they do not explain how the countries envisage achieving them from institutional and/or operational perspectives. This diverse picture can be explained by the lack of official guidance on the MRV process in the context of NDC implementation. In addition, all Southern Mediterranean countries face a number of common challenges and capacity building gaps that limit their ability to establish MRV systems, but are taking encouraging steps to overcome them.

This document is structured into three main sections and four annexes:

- **Section 1** introduces our research scope and the methodology used while providing necessary background information on the Paris Agreement, the global NDC process and related challenges experienced by the Southern Mediterranean region;
- **Section 2** presents the main findings of our research by offering a comparative examination of the status of the NDC process amongst the eight countries analysed. Each paragraph focuses on one of the six key topics that guided our analysis and includes a brief introduction to the topic, an overview of the situation for each of our focus countries, as well as some brief findings capturing the information presented;
- **Section 3** presents our main conclusions and recommendations;
- **Annex I** provides individual country fiches, summarizing in tabular form the main findings of our analysis regarding the status of their NDC process and related challenges;
- **Annex II** includes a copy of the questionnaire that was distributed to our counterparts to gather the necessary information that we used for our analysis;
- **Annex III** includes a list of the people interviewed along with relevant information on their institutional roles and responsibilities;
- **Annex IV** includes a presentation of the initial findings of the study, which were discussed at the 6<sup>th</sup> Steering Committee meeting of ClimaSouth which took place in Jordan in March 2017.

## LIST OF SELECTED ACRONYMS

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<b>ANCC</b>	National Climate Change Agency (Algeria)
<b>ANME</b>	National Agency for Energy Conservation (Tunisia)
<b>BUR</b>	Biennial Update Report
<b>CAPMAS</b>	Central Agency for Public Mobilization and Statistics (Egypt)
<b>CCCD</b>	Climate Change Central Department (Egypt)
<b>CIS</b>	Interministerial Monitoring Committee (Morocco)
<b>CNCC</b>	National Committee on Climate (Tunisia)
<b>CNST-CC</b>	National Scientific and Technical Committee on Climate Change (Morocco)
<b>COP</b>	Conference of the Parties
<b>EEAA</b>	Egyptian Environmental Affairs Agency (Egypt)
<b>ENP</b>	European Neighbourhood Policy
<b>ENPI</b>	European Neighbourhood and Partnership Instrument
<b>EQA</b>	Environment Quality Authority (Palestine)
<b>GHG</b>	Greenhouse Gas
<b>INCR</b>	Initial National Communication Report
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>LED</b>	Low-Emission Development Strategy
<b>ICCIC</b>	Israeli Climate Change Information Center (Israel)
<b>INDC</b>	Intended Nationally Determined Contribution
<b>MALE</b>	Ministry of Local Affairs and Environment (Tunisia)
<b>MOE</b>	Ministry of Environment



<b>MOEP</b>	Ministry of Environmental Protection (Israel)
<b>MOFAC</b>	Ministry of Foreign Affairs and Cooperation (Morocco)
<b>MRV</b>	Measurement, Reporting and Verification
<b>NAMA</b>	Nationally Appropriate Mitigation Action
<b>NAP</b>	National Adaptation Plan
<b>NAPA</b>	National Adaptation Plan of Action
<b>NCC</b>	National Climate Committee (Algeria)
<b>NCCC</b>	National Council for Climate Change (Egypt)
<b>NCCC</b>	National Committee on Climate Change (Palestine)
<b>NDC</b>	Nationally Determined Contribution
<b>TNA</b>	Technology Needs Assessment
<b>SDGSS</b>	Sustainable Development Goals
<b>SLCPS</b>	Short-lived Climate Pollutants
<b>UNDP</b>	United Nations Development Programme
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change





# 1. INTRODUCTION AND METHODOLOGY

## 1.1 THE PARIS AGREEMENT AND NATIONALLY DETERMINED CONTRIBUTIONS (NDCs)

The Paris Agreement was adopted at the United Nations Framework Convention on Climate Change (UNFCCC) Conference of the Parties (COP21) in Paris in December 2015. The Paris Agreement aims to, among others, limit global warming to less than 2 degrees Celsius (2°C) above pre-industrial levels and pursue efforts to limit the increase to 1.5 degrees Celsius (1.5°C) above pre-industrial levels; increase the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development; and make finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development.<sup>1</sup>

The early entry into force of the Paris Agreement on 4 November 2016 marks a **historic moment** for the commitment to an ambitious, legally binding and universal agreement aiming to strengthen the global response to the negative impacts of climate change.

In anticipation of the Agreement, the UNFCCC Conference of the Parties (COP19) in Warsaw invited Parties to publicly outline what post-2020 climate actions they intended to take under the new international agreement, known as Intended Nationally Determined Contributions (INDCs). INDCs are the primary means

for governments to **communicate internationally the steps they will take to address climate change** in their own countries. INDCs reflect each country's ambition for reducing emissions, taking into account their domestic circumstances and capabilities. Some countries also address how they will adapt to climate change impacts, and what support they need from, or will provide to, other countries to adopt low-carbon pathways and to build climate resilience. The **collective ambitions of the INDCs** will generally determine whether the global goal to hold the increase in global average temperature to below 2°C, and to pursue efforts to limit the increase to 1.5°C, will be achieved. Most countries submitted an INDC in advance of COP21.

INDCs, however, have no legal status under international law and are merely a goodwill pledge or an "intention" of a country's domestic climate actions, until the country officially ratifies the Paris Agreement. After formally joining the Paris Agreement, unless otherwise stated, **a country's INDC became an official NDC (Nationally Determined Contribution)** and the word "intended" was dropped. To date, 169 NDCs have been submitted.

According to the Paris Agreement, Article 4 paragraph 2: "Each Party shall prepare, communicate and maintain successive nationally determined contributions that it intends to achieve. Parties shall pursue domestic miti-

<sup>1</sup> [http://unfccc.int/files/home/application/pdf/paris\\_agreement.pdf](http://unfccc.int/files/home/application/pdf/paris_agreement.pdf)

gation measures, with the aim of achieving the objectives of such contributions.”

Furthermore, Article 4 paragraph 3 emphasises that: “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.” This means that **each Party’s new NDC must be more ambitious than its previous NDC.**

Consequently, the Agreement makes provisions for a periodic “global stocktake” (Article 14) to assess the collective progress towards

achieving the purpose of the Agreement and its long-term goals in a “comprehensive and facilitative manner, considering mitigation, adaptation and the means of implementation and support, and in the light of equity and the best available science.”

The first global stocktake will take place in 2023 and every five years thereafter. According to Article 14 of the Agreement, it will assess the collective progress towards achieving the purpose of the Agreement and 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” (Figure 1).

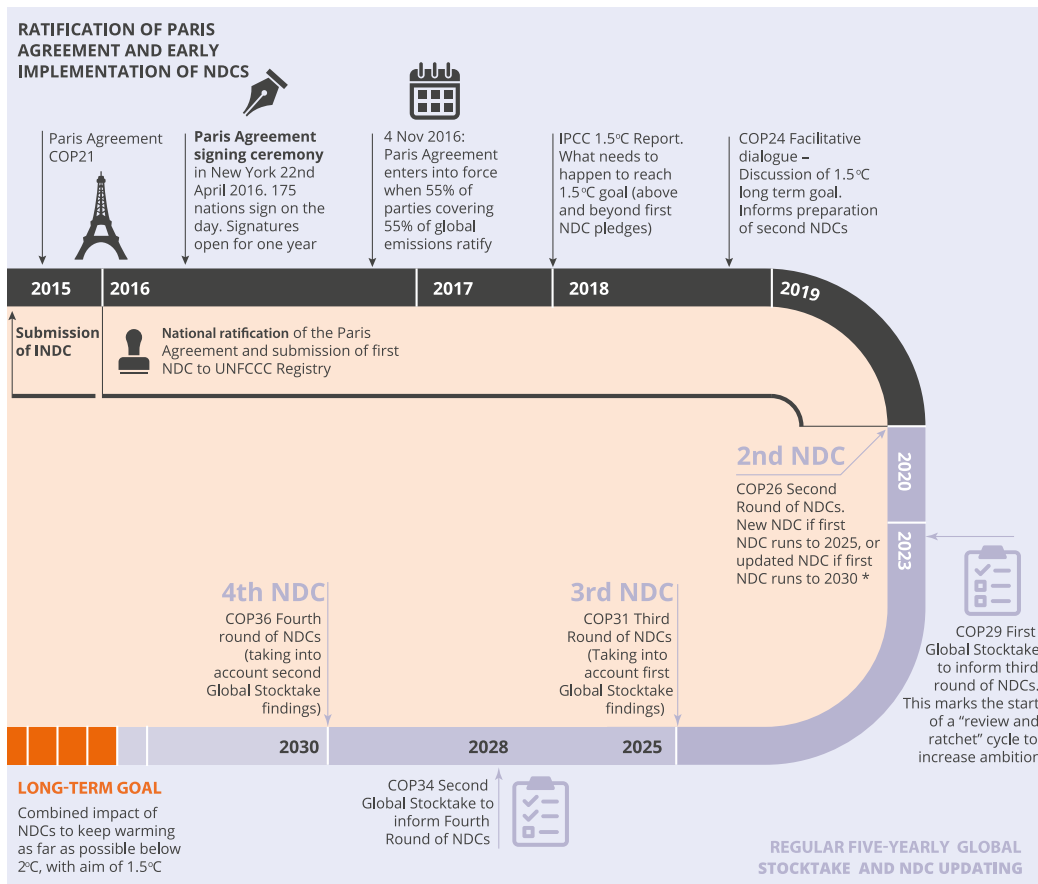


Figure 1: Overview of the implementation process for the Paris Agreement, including the NDC updating cycle. Source: CDKN

\* Note that in 2020, countries whose NDC contains a timeframe up to 2025 are urged to communicate an updated NDC by 2020 and every five years thereafter, while countries whose NDC contains a timeframe up to 2030 are requested to communicate or update their contributions by 2020 and to do so thereafter every five years. The timeline is divided into three distinct sections: (1) Preparation and early implementation (black); (2) Five-yearly review and NDC updating (blue); and (3) Long-term goals (orange).

With the entry into force of the Paris Agreement, countries are grappling with the process of **preparing for its implementation**.

The technical details guiding the rules and processes to meet the ambition of the Paris Agreement, including through the NDC process, are still under negotiation. Therefore, **as of yet there is no official guidance on the NDC process** and countries are engaging in this process in a manner that purely reflects their **understanding** of it as it is framed under the Paris Agreement, as well as their **conditions** and capacities to bring it forward.

It is envisaged that the rules and processes of the Paris Agreement will be included in a **“rulebook” that will provide clarity on countries’ efforts and promote the scaling up of actions and support to reach the global goal**, including through providing guidance on the NDC process. The Paris Agreement rulebook is expected to be completed and adopted by 2018 in accordance with the schedule envisaged in the Paris outcome.<sup>2</sup>

It is within this context that the research seeks to support the efforts to gather information on the process and state of the art concerning NDC implementation in the Southern Neighbourhood region and identify possible areas where ClimaSouth could provide facilitation. The assignment builds on the ClimaSouth policy Series Paper No. 1 (see <http://www.climasouth.eu/en/node/218>) - a baseline assessment of Measurement, Reporting and Verification (MRV) needs and capacities throughout the region.

The geographical area covered by the project is laid out in regulation EC/1638/2006 establishing a European Neighbourhood and Partnership Instrument (ENPI).

The following nine countries have been grouped into the Southern Neighbourhood countries: Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine and Tunisia. These countries are also known as Southern Mediterranean countries, since they all border the Mediterranean Sea.<sup>3</sup>



Figure 2

<sup>2</sup> [https://unfccc.int/files/meetings/marrakech\\_nov\\_2016/application/pdf/eif\\_summary.pdf](https://unfccc.int/files/meetings/marrakech_nov_2016/application/pdf/eif_summary.pdf)

<sup>3</sup> <http://www.euneighbours.eu/en/south/eu-in-action>

The Mediterranean basin covers portions of Africa, Asia, and Europe. It has a varied and contrasting topography, characterised by a Mediterranean climate of mild rainy winters and hot, dry summers; with Mediterranean forests, woodlands and scrub vegetation. The region is one of the areas **most vulnerable to climate change**.<sup>4</sup>

The Fifth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) identified **a number of climate change-related impacts for the region at large**. They include: impacts on populations and infrastructure in coastal zones due to sea level rise; water shortages and droughts, with increased risks of water restrictions, desertification and land degradation increasingly affecting key sectors of the economy such as agriculture, with resulting impacts on crop yields, productivity and food security. Both rural and urban communities are being affected. The predicted increasing frequency and intensity of droughts and heat waves would also impact human health and increase demand for energy, especially electricity for cooling in the summer.<sup>5</sup>

Furthermore, the extreme weather events could impact other sectors such as the fisheries and tourism sectors, among others, as well as the unique biodiversity of the region. The expected increasing frequency of extreme weather events in the region, including intense rainfall and floods, would have negative consequences on the social economy of the region, increasing its vulnerability to climate change.

Thus, **addressing climate change** and the general environmental challenges including land use patterns in the region, is **paramount to facilitate sustainable, equitable economic development in the region**.

Implementing the Paris Agreement would promote the **move towards a low-carbon economy**, potentially providing multiple opportunities such as the development and promotion of renewable energy sources, smart agriculture, and more; at the same time, linking NDC implementation with the Sustainable Development Goals (SDGs) would help steer development that is in line with sustainable development objectives, incorporating the social, economic and environmental dimensions.

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<sup>4</sup> For a comprehensive overview of the climate change impacts in the Mediterranean and related challenges, see Tourre, P et al, *Climate Change and Energy in the Mediterranean*, European Investment Bank, 2008, [http://www.eib.org/attachments/country/climate\\_change\\_energy\\_mediterranean\\_en.pdf](http://www.eib.org/attachments/country/climate_change_energy_mediterranean_en.pdf)

<sup>5</sup> Id.



## 1.2 RESEARCH OBJECTIVES

This policy paper seeks to **review the status of the NDC process in the Southern Neighbourhood region**, identifying **overarching needs and gaps** and, therefore, **areas for possible support** to be provided by the ClimaSouth project. The specific aim of this paper is threefold: to provide a **unified and up-to-date assessment** of the status of the NDC process in the Southern Neighbourhood region, specifically looking at the eight

countries in the region that have so far submitted an NDC and focusing on **six key topics** that we selected due to their relevance to the NDC process and related challenges; to **identify the main challenges and support needs** that the eight partner countries analysed are facing as they prepare for the implementation of their NDCs; and, on the basis of the research results, to provide **recommendations for the road ahead**.

## 1.3 RESEARCH SCOPE AND METHODOLOGY

Our analysis targets the eight Southern Mediterranean countries that, as of February 2018, have submitted an NDC to the UNFCCC, namely: Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestine and Tunisia.

To achieve the research objectives, we conducted our analysis through literature review, desk study of available public materials as well as informal interviews with national ClimaSouth focal points, UNFCCC focal points and/or key staff from the Ministries currently on the lead on the NDC process, guided by a general questionnaire (see Annex II of this paper which includes a copy of the questionnaire used).

The starting point of the study was the NDCs of our focus countries, which we analysed with a view to retrieving information on the six key topics that we selected as the focus of our analysis. These topics include:

- **Planning**, assessment and mobilization of resources for NDC implementation
- **Building** institutional coordination to support the NDC process
- **Mainstreaming** NDC implementation into national processes
- **Aligning** NDCs with the Sustainable Development Goals (SDGs)
- **Communicating** adaptation efforts and using National Adaptation Plans (NAPs) to deliver on NDC goals
- **Measurement**, Reporting and Verification (MRV) of NDC implementation

Findings were then **complemented with the results of interviews** which provided us

with a better contextualization of the status of the NDC process in the eight countries analysed. The interviews, in particular, allowed us to gather further insights into the challenges that these countries are experiencing as they prepare for NDC implementation, specifically from the perspective of the six key topics that guided our research. Furthermore, they helped us identify which steps our focus countries are taking to overcome these challenges and to understand in what areas they should receive adequate support to continue to do so.

The initial findings of the study were presented and discussed at the 6<sup>th</sup> Steering Committee meeting of the ClimaSouth project held in Amman, Jordan on 29 March, 2017 (see Annex IV). The event provided an opportunity for sharing experiences among the participants on the NDC process and on the implementation of the Paris Agreement in general, thus enriching the findings presented in this paper.

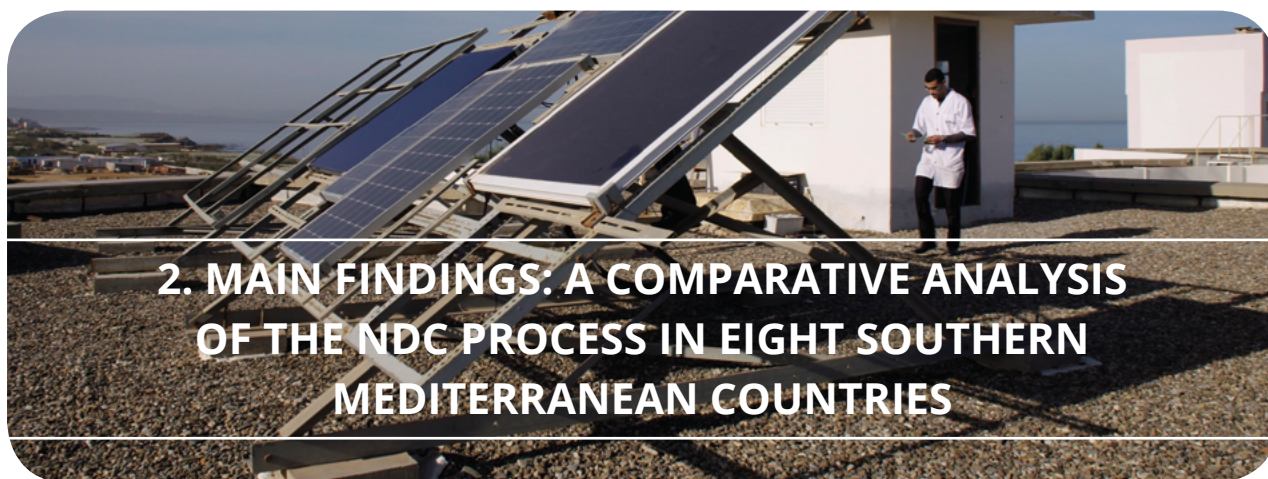
The resulting output of this assessment consists in a **comparative snapshot of the status of the NDC process of the eight South-**

**ern Mediterranean countries that have submitted an NDC as of February 2018.**

This snapshot analyses where our eight focus countries are with respect to preparing for NDC implementation and from the perspective of the six key topics that we selected as the focus of our analysis.

This study is intended as a reference tool for the multitude of stakeholders that have an interest in climate change in the Southern Neighbourhood region, including governments, policymakers, researchers, climate change practitioners, experts as well as the general public.

Finally, we hope that our study will also be a **useful tool for decision-makers in the region**, that it will support them in **identifying existing challenges** and, therefore, **possible avenues for receiving international support on the NDC process**, but also **better prepare them to deliver future iterations of their NDCs**. In doing so, we hope to provide a helpful contribution to the domestic engagement of Southern Mediterranean countries in climate action, as well as their advancement and participation in the global NDC process.



## 2. MAIN FINDINGS: A COMPARATIVE ANALYSIS OF THE NDC PROCESS IN EIGHT SOUTHERN MEDITERRANEAN COUNTRIES

The nine countries of the Southern Mediterranean region are all Parties to the UNFCCC and classify as developing (non-Annex I) Parties under the Kyoto Protocol.<sup>6</sup>

The Paris Agreement has received widespread support and endorsement in the Southern Mediterranean region, as demonstrated by the high number of countries that have ratified the Agreement since its adoption, or are in the process of doing so.

As of February 2018, **all nine countries in the region had signed the Paris Agreement, and seven of them have already ratified it** (see Table 1 below).

Our analysis of the NDC process amongst Southern Mediterranean countries begins below. We provide an introductory, comparative overview of the current status of submission of NDCs amongst our nine focus countries, this being the limiting factor of our research scope.

As explained in section 1, the global NDC process began in 2013 with a request for submission of Intended Nationally Determined contributions (INDCs) well in advance of COP21. Today, when ratifying the Agreement, Parties may submit their first NDC as a revised contribution of their INDC. When this does not occur, the INDC automatically becomes the first

Country	Signature	Ratification	Entry into force
Algeria	22 April 2016	20 October 2016	19 November 2016
Egypt	22 April 2016	29 June 2017	29 July 2017
Israel	22 April 2016	22 November 2016	22 December 2016
Jordan	22 April 2016	4 November 2016	4 December 2016
Lebanon	22 April 2016		
Libya	22 April 2016		
Morocco	22 April 2016	21 September 2016	4 November 2016
Palestine	22 April 2016	22 April 2016	4 November 2016
Tunisia	22 April 2016	10 February 2017	12 March 2017

Table 1 – Status of ratification and entry into force of the Paris Agreement in the Southern Neighbourhood Region

<sup>6</sup> [http://unfccc.int/parties\\_and\\_observers/parties/non\\_annex\\_i/items/2833.php](http://unfccc.int/parties_and_observers/parties/non_annex_i/items/2833.php)

NDC, losing the intentional character and turning it into a real commitment.<sup>7</sup>

To this day, the number of countries around the world committing to the Paris goals, either through submitting their first NDCs or formalizing their intended contributions via the ratification of the Agreement, is ever-growing, and the South Mediterranean region is no exception in that respect.

Five Southern Mediterranean countries (Algeria, Egypt, Lebanon, Morocco and Tunisia) had already submitted their INDCs ahead of COP21, setting out their intended national approaches to reducing emissions and adapting to climate change, and communicated them to the UNFCCC.<sup>8</sup> Since COP21, more countries in the region (Israel, Jordan)

have come forward with their national climate contributions, **bringing the total number of Southern Mediterranean countries engaged in the NDC process to eight.** This suggests that **the South Mediterranean region has maintained the spirit of Paris and the momentum built in the run up to COP21 through the INDC process.**

At present, as table 2 below shows, not all countries in the South Mediterranean region are evenly engaged in the NDC process.

In particular, as of February 2018:

- **Algeria, Egypt, Israel, Jordan, Morocco, Tunisia and Palestine** have all ratified the Paris Agreement and submitted their first NDCs;

Country	INDC Submission	First NDC Submission as of February 2018
Algeria	01 October 2015	20 October 2016
Egypt	16 November 2015	29 June 2017
Israel	30 September 2015	22 November 2016
Jordan	30 September 2015	4 November 2016
Lebanon	30 September 2015	Awaiting ratification of Paris Agreement
Libya		Awaiting ratification of Paris Agreement
Morocco	05 June 2015	19 September 2016
Palestine		21 August 2017
Tunisia	16 September 2015	10 February 2017

Table 2 – Status of submission of NDCs in the Southern Neighbourhood Region

<sup>7</sup> [http://unfccc.int/focus/ndc\\_registry/items/9433.php](http://unfccc.int/focus/ndc_registry/items/9433.php)

<sup>8</sup> Three of these countries (Algeria, Morocco and Tunisia) later confirmed these intentions by ratifying the Paris Agreement and translating their INDCs into their first NDCs.

- **Lebanon** has submitted an INDC and is awaiting ratification of the Paris Agreement before its intended commitment can be turned into an NDC;
- **Libya** has not submitted an NDC or ratified the Paris Agreement.
- **The absence of official guidance on the NDC process** (the Paris “rulebook”), both with respect to: 1) the scale of ambition to be expected from individual countries through their mitigation and adaptation efforts directed at contributing to the global goals of the Paris Agreement; and 2) the domestic processes which countries should follow to prepare effectively for the development and implementation of their NDCs at the national level. This means that **all countries, including our focus countries, are moving across uncharted territory**, and that their level and pace of engagement in the NDC process will mirror their own conditions and capacities.

This picture is diverse, although not discouraging by any means, especially in light of the following observations:

- **All Southern Mediterranean countries have signed the Agreement**, demonstrating their determination to take climate action in line with the Paris goals;
- **The speed of the domestic ratification process of the Paris Agreement** – much like any other multilateral international agreement – **depends on wide variety of factors**, which do not necessarily stem from the political unwillingness of countries to engage. Southern Mediterranean countries have shown overwhelming support for the Paris Agreement – a circumstance which becomes all the more relevant when considering the situation of high political instability that has characterized the region in recent years;

Keeping these considerations as the underlying premises to our analysis, in the following sections we present our main findings resulting from our analysis and interviews with the eight Southern Mediterranean countries that have so far submitted an NDC. These findings focus on a number of topics that reflect the main challenges related to NDC implementation which we selected in order to shed light on the status of the NDC process in our focus countries.



## 2.1 PLANNING, ASSESSING AND MOBILIZING RESOURCES FOR NDC IMPLEMENTATION



### ▶ INTRODUCTION

The NDC process is by definition country-owned. Because most NDCs are based on existing policies and strategies, each country will need to approach NDC implementation in a manner appropriate to its national circumstances and which runs in parallel with the level of development and implementation of its climate-relevant policies. At the same time, the Paris Agreement calls on countries to raise the level of ambition of their climate action over time, particularly through an increased engagement in the NDC process internationally.<sup>9</sup> Therefore, as they strive to keep the international and domestic spheres of climate action aligned, it will be **necessary that the increased level of ambition shown internationally also be reflected in their domestic planning for NDC implementation.**

This process may require countries to revisit existing national strategies and plans or formulate new ones. To do so, they will need to **proceed on the basis of a clear picture of their international commitments under the Paris Agreement and the resources needed to achieve them.** This is key to establish or strengthen national systems and processes that are intended to support NDC development and delivery.

A useful first step that countries can take to guide their preparation and domestic planning for NDC implementation is to **undertake an analytical review of their NDCs, comparing their national circumstances, needs and policy landscapes against their NDC commitments.** This action can be very functional for the following reasons, at least:

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<sup>9</sup> See section 1.1 above.



- It can contribute to identifying **existing gaps in a country's climate governance process**;
- It can help determine the **need for any new or additional activities/strategies** that a country may wish to adopt for securing effective NDC implementation;
- It can make countries better positioned to **identify the resource needs for implementing the different components of their NDCs**;
- Furthermore, it can contribute to a **prioritization process of the key mitigation and adaptation actions** that make up the NDC and, in turn, **inform the development of dedicated strategies or decisions needed for their implementation**.<sup>10</sup>

The last two points mentioned are of particular importance for those countries that rely on international support for implementing substantial parts of the mitigation and adaptation actions set out in their NDCs, particularly in their priority areas. **International financing** alone, however, will not be able to support these countries in reaching the objectives of the Paris Agreement, and it will have to be **combined with other sources of finance**, such as domestic fiscal budgets and private sector investment.<sup>11</sup>

In this context, **understanding and categorizing the financial needs for NDC implementation** becomes very relevant because it can dictate the ways in which countries can organize the mobilization of related resources, both internally and externally. To support this process, it is recommended that countries in need of financial support for NDC implementation **compile a costing analysis of their NDCs**,<sup>12</sup> **in parallel or subsequent to undertaking a review of their NDCs**,<sup>13</sup> which may help them to:

<sup>10</sup> Dodwell, C et al, *Planning for NDC implementation – Quick Start Guide and Reference Manual*, Climate and Development Knowledge Network (CDKN) and Ricardo Energy and Environment, 2016, 17-18, <https://www.cdkn.org/ndc-guide/wp-content/uploads/2016/12/Quick-Start-Guide-final-pdf.pdf>

<sup>11</sup> id, 68.

<sup>12</sup> id, 70.

<sup>13</sup> Many countries have already undertaken an analysis of the costing of NDC implementation and included the estimated costs for achieving the NDC measures directly in their first NDCs. In some cases, the figures produced consist in an overall estimation for the implementation of the whole NDC; in others, they target specific measures and activities contained in the NDCs and/or are also classified on the basis of whether they relate to the achievement of the conditional or unconditional targets proposed in the NDCs.

- Assess **their finance needs against their NDC components, targeting the main sub-actions within each mitigation and adaptation action proposed.** These needs may include the financing, expertise and technology required for delivering on individual measures at the policy, programme or project level, depending on the nature of the NDC;
- On the basis of the above assessment, identify funding gaps **and the level and type of support needed to address each one.** This process can also reveal gaps within the domestic institutional financial frameworks;
- Support the development of **financial strategies to address the funding gaps identified.** These strategies can, for instance, address the extent to which the NDC components can be delivered through national budgets (in the context of unconditional targets) or additional sources of climate finance (in the context of conditional targets).<sup>14</sup> Furthermore, they can also address the **capacity building needs** of countries to develop appropriate financial proposals or requests for funding to support NDC implementation;
- Ultimately, translate their NDC implementation process into an actionable, investment-ready one.

On the basis of these considerations, we analysed how Southern Mediterranean countries are preparing for NDC implementation and explored what efforts they are undertaking to assess their domestic circumstances and policy landscapes, as well as to identify their capacity and financial needs.

## COUNTRY OVERVIEW

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Following the same inter-institutional approach adopted for the preparation of its NDC (*see* section 2.2), **ALGERIA** is has started the process of **identifying the needs and difficulties related to NDC implementation, involving several actors from different sectors and categories that are NDC-relevant.** This analysis focuses on issues related to finance, technology, and capacity building, as well as the need to develop appropriate legal and institutional arrangements to support NDC implementation.<sup>15</sup> The results of this work are intended to be summarized and ultimately shared

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<sup>14</sup> Dodwell (n. 11 above), 17-18.

<sup>15</sup> In particular, this process revealed that besides the needs related to investments required for meeting the objectives of the NDC, there is a strong need related to building capacity and technical expertise at the national level. This was found particularly true for the need to establish a national MRV system at the national,

amongst interested stakeholders. This process is expected to reinforce mutual understanding of the NDC process amongst line ministries, but also facilitate cooperative approaches towards implementation. Algeria's NDC states that its implementation depends on the international financial, technical and capacity building support to be received, but it **does not provide estimates for the financial resources required**, which suggests that **no costing analyses of the NDC have yet been completed**. Therefore, the finance gaps eventually identified may also lead to a clarification of Algeria's financial needs. This could be a first step to support Algeria in the development of appropriate financial strategies and resource mobilization for NDC implementation.

With support from the United Nations Development Programme (UNDP), **EGYPT's** Ministry of Environment is **guiding a review process of the NDC** focused on the identification of implementation needs.<sup>16</sup> In addition, the **National Council for Climate Change (NCCC)**<sup>17</sup> currently oversees three interministerial working groups composed of national experts, who are working on mitigation, adaptation and means of implementation, respectively. The working groups are mandated, *inter alia*, with assessing cross-cutting issues underlying NDC implementation and collecting relevant information intended to support the compilation of Egypt's next NDC. With respect to financing for NDC implementation, Egypt's NDC contains a **preliminary estimate of the total financial contributions required for both adaptation and mitigation** amounting to USD 73.04 billion. However, no further information is provided as to how this figure relates to each mitigation and adaptation sub-measure outlined in the NDC. In this regard, the Egyptian Ministry of Environment is collaborating with the Central Agency for Public Mobilization and Statistics (CAPMAS) to **strengthen data collection that will be fed into NDC implementation** through enhanced institutional arrangements. This process may also pave the way for increased interinstitu-

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sectoral and local levels, and which also includes private sector actors (see section 2.6 further on this point). In addition, a strong need for capacity building was found with respect to the institutional actors involved in the fields of atmospheric observation, data collection, GHG inventories establishment, assessment and monitoring, quality and management control systems. Finally, with respect to the adoption of the institutional and legal frameworks related to these issues, it was found to be necessary to support several activities included in the NDC, such as the development of national and regional adaptation plans.

<sup>16</sup> Our interview revealed that the Ministry of Environment has employed a number of domestic experts who are working on analysing and disaggregating the NDC with a view to identifying gaps and barriers to implementation. These findings will be presented to a Steering and Monitoring Committee set up by the 2016 National Plan for Implementation of the Greenhouse Gas Emissions Reduction Targets and for Energy Efficiency, which is headed by the Minister of Environment and includes representatives from other Ministries. Upon reviewing them, the Steering Committee will present the findings to the NCCC for approval and institutionalization.

<sup>17</sup> An entity under the Egyptian Ministry of Environment, which coordinates the involvement of other Ministries in climate change issues. The NCCC is entrusted with ensuring a better flow of information to all institutional stakeholders relevant to climate policy, as well as with formulating mitigation measures guided by more ambitious targets for GHG emission reductions.

tional data collection and sharing on resource needs for NDC implementation and, as a consequence, inform better decision-making.<sup>18</sup>

**ISRAEL** is the only country in the South Mediterranean region that has developed a **National Plan for Implementation of the Paris Agreement** (hereinafter the 'National Plan'). The National Plan was published in September 2016 with the aim to advance the implementation of the country's existing national plans to deliver on the domestic targets for GHG emissions reduction (see section 2.3 further on this point).<sup>19</sup> It is a comprehensive document, intended to be periodically updated, which aims to **guide NDC implementation** with respect to a number of central subjects.<sup>20</sup> The Plan outlines Israel's mitigation plans in detail, and requires information on the status of implementation to be provided to the government. As such, it **could serve as a domestic stock taking and planning tool to support a continuous assessment and review of Israel's domestic actions** against its international commitments put forth in the NDC. Israel's NDC does not include any financial estimates for implementation, which would seem to suggest that **Israel may not have undertaken a full costing analysis of its NDC**.<sup>21</sup> Nevertheless, as a developed country expected to provide climate finance internationally, Israel's National Plan indicates the **intention to develop an action plan for integrating the country in global financing efforts** while examining opportunities for expansion of its cleantech industry. This process may thus generate information on the resources that Israel needs to advance exports of technology, as well as the finance flows that Israel may mobilize and direct towards developing countries.<sup>22</sup>

With international support, **JORDAN completed an analytical review of its NDC** in February 2017. The review was undertaken with the goal of supporting the develop-

<sup>18</sup> Our interview revealed that Egypt's Ministry of Environment is also striving to formalize the institutional role of CAPMAS as the entity entrusted with NDC-related data collection and quality control under the NCCC.

<sup>19</sup> Available at <http://www.sviva.gov.il/InfoServices/ReservoirInfo/DocLib2/Publications/P0801-P0900/P0836eng.pdf>

<sup>20</sup> These subjects are: reduction of GHG emissions, monitoring and control of implementation, international financing, participation in international negotiations and domestic capacity building through the implementation of a national training programme.

<sup>21</sup> In reality, although not mentioned in the NDC, Israel undertook a cost-benefit analysis during the preparation of its INDC, which involved an extensive assessment of the country's emission reduction potential. The government's resulting decision includes the allocation of 300 million shekels for a grants programme for investment in energy efficiency and 500 million shekels for government guarantees for investment loans in the energy sector, which reflect Israel's energy intensive NDC ambition. Furthermore, costing estimates have been undertaken, but only with regard to investment channels.

<sup>22</sup> The National Plan mentions that, within the framework of the 31st conference of the US-Israel Joint Economic Development Group (JEDG), headed by the Ministry of Finance, Israel set up a joint clean energy finance task force with the US Government. The task force will work primarily on financial incentives for renewable energy, energy efficiency and the promotion of cleantech.

ment of a roadmap for NDC implementation in Jordan by guiding the government (and particularly the Ministry of Environment) through a number of key objectives.<sup>23</sup> The resulting document includes an in-depth analysis of Jordan's NDC, which **reviews the implementation status of key policies and measures at the programme and project levels**. In addition to this stocktaking, the document also **creates room for further ambition** by researching other projects and programmes that have been initiated in Jordan but are not mentioned in the NDC and by providing strategic recommendations for future inclusion/alignment. Furthermore, while the document does not include a specific costing analysis of the NDC, it proposes **criteria for prioritization** of key mitigation and adaptation measures with the intention of **informing the potential development of targeted financial strategies** for implementation.<sup>24</sup> Finally, it suggests several **steps for NDC implementation and tracking**, such as: institutional arrangements development; climate finance gap analysis; NDC mainstreaming, and development of an NDC implementation plan. The structure and well-documented content of the document make Jordan's NDC review **a welcome step in its domestic planning for NDC implementation**.<sup>25</sup>

**LEBANON** has yet to undertake a full review of its NDC. Nevertheless, the Ministry of Environment is currently overseeing the **development of a roadmap to identify gaps and progress indicators on the mitigation part of the NDC**. The resulting document is intended to be circulated amongst NDC-relevant ministries, with a view to collecting relevant inputs before being submitted for discussion by the National Council of Ministers. Lebanon also intends to follow the same approach for the adaptation part of its NDC. It is hoped that these two processes will lead to reporting outputs that will **contribute to the development of a national NDC implementation**

<sup>23</sup> The objectives were set as follows: comprehensive review of the NDC implementation status; exploration of all other projects and programmes that have been initiated in Jordan and not mentioned in the INDCs; NDC prioritizing to help Jordan manage its resources in an effective way; suggestions for an NDC Implementation Tracking Tool.

<sup>24</sup> This component is particularly relevant for Jordan since it complements the estimated costing analysis already included in the NDC. Jordan estimates that a total of USD 5,700,000,000 will be necessary to achieve its 14% emission reduction target, of which USD 542,750,000 have already been secured by the government to achieve the unconditional target of 1.5%. A remaining amount of USD 5,157,250,000 will be necessary to achieve the conditional target of 12.5%. Furthermore, Jordan's NDC also includes estimates for the implementation of several adaptation measures in the health, biodiversity and agriculture sectors. These estimates, however, do not include information on how much of these funds has already been secured by the government versus how much is needed internationally.

<sup>25</sup> In addition to the NDC review, under the guidance of the Climate Change Directorate of the Ministry of Environment, Jordan has also conducted a Technology Needs Assessment (TNA) to determine its climate technology priorities. The assessment produced three reports: a Technology Needs Assessment Report, a Barriers and Analysis Report, and a Technology Action Plan. The Needs Assessment report, in particular, identified the priority sectors for mitigation (energy and transport) and adaptation (water and agriculture), which will be used as the basis to justify or support Jordan's future requests to access climate finance.

**plan**, inclusive of needs and gaps assessments, that will feed from ministerial sectoral plans, which are currently being compiled. With external support, Lebanon has also **undertaken a costing of its NDC**. However, institutional challenges and weak involvement of key ministerial stakeholders (i.e. Ministry of Finance) currently prevent Lebanon from developing appropriate **financial strategies to address the climate funding gaps identified**.

**MOROCCO** is the only country in the Southern Mediterranean region to have **submitted an improved version of its INDC upon ratification of the Paris Agreement**. Morocco's NDC raises the level of ambition of Morocco's contribution.<sup>26</sup> This implies that Morocco has **reviewed its NDC** and agreed to ramp up the policies and measures underpinning its implementation. In addition, Morocco is also engaged in several other planning actions to guide the implementation of its NDC. These include the **preparation of sectoral studies** to identify the legislative,<sup>27</sup> institutional and financial barriers to NDC implementation. On the basis of these studies, the intention is to **develop and put in place several sectoral plans** following the priority areas identified in the NDC, **as well as a comprehensive, nation-wide NDC implementation plan**; furthermore – as reported in Morocco's NDC – the **development of a low carbon emission strategy** as an overarching policy tool to coordinate the achievement of the NDC mitigation targets and related domestic sectoral strategies and action plans is planned. Morocco's NDC also **includes several figures estimating its implementation costs, which are likely the result of an advanced NDC costing analysis**.<sup>28</sup> The estimates provided, in fact, not only refer to the overall mitigation and adaptation components, but also to individual measures, and particularly to each individual project that makes up the portfolio of mitigation actions upon which the NDC is based.<sup>29</sup> These efforts show that **Morocco has made significant progress in assessing its domestic circumstances** and suggest that the country is working to create the right guiding conditions to support the preparation and delivery of its NDC.

<sup>26</sup> Morocco's NDC raises the level of ambition of GHG emissions reduction from 32% to 42% by 2030.

<sup>27</sup> Our interview revealed that Morocco's legislative steps related to NDC implementation will draw from the country's ample domestic legislative framework, which includes laws on energy, water, coastal protection, and waste management, and on environmental impact assessments.

<sup>28</sup> Our interview also revealed that Morocco's Ministry of Energy, Mines and Sustainable Development intends to work closely with the Ministry of Economy and Finance to mobilize the necessary financial resources for NDC implementation and therefore address the identified financial gaps. Morocco has also identified priority sectors towards which climate finance should be directed, namely: renewable energy and energy efficiency, agriculture, forestry and land use, water and transparency of climate action.

<sup>29</sup> For financing its overall mitigation contribution, Morocco's needs are estimated at USD 50 billion, of which 24 billion would be conditional on receiving international support. For adaptation, Morocco estimates minimum USD 35 billion. Morocco's NDC further expands on this information, including an Annex of actions considered to estimate Morocco's mitigation contribution. For each project listed, Morocco provides information on implementation cost estimates, both for unconditional and conditional actions.



**PALESTINE** is the latest country in the South Mediterranean region to have submitted an NDC, in August 2017, following its recent accession to the UNFCCC in March 2016. Palestine's NDC was submitted alongside three supporting documents, which include a "Summary for Policy Makers",<sup>30</sup> an "Implementation Roadmap for the Nationally Determined Contributions" (hereinafter 'Implementation Roadmap'),<sup>31</sup> and an analysis of the "Co-benefits of Adaptation and Mitigation Actions" included in the NDC.<sup>32</sup> This makes Palestine the only country in the South Mediterranean region to have formally submitted such documentation to the UNFCCC within the NDC process. Of these documents, **the Implementation Roadmap serves the purpose of suggesting next steps for domestic planning on NDC implementation.** The document, which was adopted with the consensus of key national stakeholders,<sup>33</sup> draws on best practice that has developed since COP21,<sup>34</sup> and focuses on five key areas, including adaptation, mitigation, finance, governance and MRV. For each area, the Roadmap provides a **list of recommended actions**, as well as a **suggested timeframe for implementation in a ten-year perspective.** All of this implies that, in parallel to preparing its NDC, Palestine has carried out **an extensive analysis of the conditions behind its implementation, and transformed its results into a policy document expected to provide guidance to the NDC process nationally.**<sup>35</sup> Furthermore, it suggests a **steady mobilization of key national actors for the NDC planning process**, which is impressive considering the short time span since the country became party to the UNFCCC altogether. With regard to financial estimates for implementation, Palestine's NDC includes a section on "Means of implementation", which highlights the results of a **costing analysis focused on the type and level of international support required to implement the conditional mitigation and adaptation actions in the**

<sup>30</sup> This summary provides background information to the NDC and briefly explains its various sections. Although it was submitted to the UNFCCC, it explicitly states to be intended for internal use by Palestinian policymakers only, and thus it is not regarded as part of the official NDC document. It is available at [http://www4.unfccc.int/ndcregistry/PublishedDocuments/State%20of%20Palestine%20First/State%20of%20Palestine\\_NDC\\_SPM.pdf](http://www4.unfccc.int/ndcregistry/PublishedDocuments/State%20of%20Palestine%20First/State%20of%20Palestine_NDC_SPM.pdf)

<sup>31</sup> Available at [http://www4.unfccc.int/ndcregistry/PublishedDocuments/State%20of%20Palestine%20First/NDC\\_State%20of%20Palestine\\_Implementation%20Road%20Map.pdf](http://www4.unfccc.int/ndcregistry/PublishedDocuments/State%20of%20Palestine%20First/NDC_State%20of%20Palestine_Implementation%20Road%20Map.pdf)

<sup>32</sup> Available at [http://www4.unfccc.int/ndcregistry/PublishedDocuments/State%20of%20Palestine%20First/NDC\\_State%20of%20Palestine\\_Cobenefits.pdf](http://www4.unfccc.int/ndcregistry/PublishedDocuments/State%20of%20Palestine%20First/NDC_State%20of%20Palestine_Cobenefits.pdf)

<sup>33</sup> Our interview revealed that the document was prepared under the authority of Palestine's Environment Quality Authority (EQA) and then submitted for government approval prior to being submitted to the UNFCCC. In response to the submission, five key ministries engaged in the NDC process received a notice from the Prime Minister's Office, which agreed to the NDC implementation plan and the setting up of specific institutional structures to support it.

<sup>34</sup> Dodwell (n. 11 above).

<sup>35</sup> Our interview revealed that Palestine intends to carry out additional work and build a national NDC Implementation Plan on the basis of the Implementation Roadmap.

**NDC.**<sup>36</sup> The section describes the estimated financial costs to implement the actions and identifies where capacity building and technology transfer are needed. For adaptation, being a priority for Palestine, the NDC also includes a specific table which details the cost of each individual action per theme/sector. All this information is further contextualized and complemented by the Roadmap, which **describes the methodology** used to calculate the mitigation and adaptation implementation costs and recommends several key steps towards building a sound NDC financing framework.<sup>37</sup>

**TUNISIA** is taking several steps to prepare its domestic environment for NDC implementation. With support from UNDP, Tunisia's Ministry of Local Affairs and Environment (MALE), together with the National Agency for Energy Conservation (ANME)<sup>38</sup> are guiding the overall planning process for NDC implementation. Central to this process is the intention to **develop different sectoral plans** that should guide the achievement of Tunisia's contributions in the priority sectors indicated in the NDC (see also section 2.3 further on this point). The MALE, moreover, is **currently preparing the grounds for a review of the NDC** with a view to assessing implementation gaps and needs, including the adaptation component. Tunisia's NDC includes several figures on financial estimates for implementation. Under the sections "funding needs for mitigation" and "funding needs for adaptation", it provides **an overview of the total estimated financial needs for achieving the mitigation and adaptation components of the NDC**, as well as a **breakdown of the financing required for each sector/field that make up each component**.<sup>39</sup> Furthermore, for the mitigation part, Tunisia's NDC also includes additional information which outlines the **capacity building and technology transfer needs** identified, explains the **interrelation between national efforts and expected support from international financing**, and addresses the **usage of carbon market mechanisms**. All these data suggest that Tunisia has **worked exten-**

<sup>36</sup> The data source for the costing analysis was taken from the Initial National Communication Report (INCR) for mitigation actions and the NAP for adaptation actions. The total cost of implementing the mitigation actions is estimated to be USD 10.6 billion. In addition to this, the NDC includes a list of supplementary, conditional mitigation actions, which have been identified since the publication of the INCR but not yet included in the cost estimates. The total cost of implementing the adaptation actions as identified in the NAP is USD 3.5 billion.

<sup>37</sup> These steps include: improve current costing estimates, strengthen climate finance governance, assess the funding status of each NDC mitigation and adaptation action, identify the level and type of support needed to assess each funding gap, assess public and private financing options, develop concept notes and/or full funding proposals for submission.

<sup>38</sup> The ANME is the entity responsible for coordinating all workings related to GHG mitigation and data collection, including overseeing the activities related to capacity building and studies on climate change in the energy sector.

<sup>39</sup> Overall, Tunisia estimates that 18 billion USD will be needed to cover investment needs and finance capacity building programmes for mitigation. Of this figure, 10% is estimated to be covered through national efforts so as to achieve Tunisia's unconditional contribution. On adaptation, Tunisia estimates that total funding needs will stand at about 1.9 billion USD, to be covered entirely through international support.

sively to produce a costing analysis of its NDC with a view to guiding the organization and management process of the resources needed for its implementation.

## ★ FINDINGS

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**All Southern Mediterranean countries are preparing for NDC implementation.** Understandably, their efforts are not following a uniform approach, but rather their priorities and capacities. **Some countries have already completed an analytical review of their NDCs.** This process has produced several notable results, including: a thorough gap analysis of their domestic circumstances (**JORDAN**), the development of a national plan to guide NDC implementation (**ISRAEL**), a nationally approved NDC Implementation Roadmap (**PALESTINE**) and in one case, a revised, more ambitious NDC (**MOROCCO**). Those countries that have not yet done so (**ALGERIA, EGYPT, LEBANON, TUNISIA**) are, nevertheless, engaging in promising efforts to assess their domestic circumstances and needs and the barriers to NDC implementation.

Similarly, only **certain countries have compiled a costing of their NDCs (EGYPT, JORDAN, LEBANON, MOROCCO, PALESTINE, TUNISIA)**. Some of these countries (**EGYPT, JORDAN, MOROCCO, PALESTINE, TUNISIA**), moreover, have also included the results of this process (estimates for implementation, funding gaps and capacity needs) directly in the text of their NDCs. Through this they are better positioned in their efforts to mobilize financing for NDC implementation. Capitalizing on the attention put on the NDC process, in fact, is likely to help them generate awareness of their financial and capacity needs by reaching out to the international community at large.

## 2.2 BUILDING INSTITUTIONAL COORDINATION TO SUPPORT THE NDC PROCESS



### ▶ INTRODUCTION

A critical part of the planning process for NDC implementation consists in the **establishment of suitable institutional arrangements, clear roles, responsibilities and procedures that will be crucial to guiding the NDC governance process** with the involvement of all interested stakeholders.

Climate governance existed long before the Paris Agreement and countries already have forms of institutional arrangements in place for climate action. However, the Paris Agreement and the NDC process represent a more ambitious phase of the global response to climate change. At a minimum, they will require countries to **strengthen existing structures** to ensure that they prioritize their NDC objectives and support the robust political leadership that is needed to achieve them.

One aspect that will require particular emphasis in this process will be the need to **support appropriate intergovernmental coordination**. Climate action traditionally falls under the primary mandate of environment ministries. The **NDC process, on the contrary, extends beyond the mandate of a single ministry and involves several institutional actors** (i.e. sectoral line ministries, government agencies, subnational authorities) who remain **accountable for the implementation of their own NDC-relevant sectoral strategies, policies and programmes**.

This requires that all institutional actors involved in the NDC process maintain a steady commitment and align their decision-making on its common goals. To that end, the best practice that has developed since COP21 suggests that one useful step that countries can take in this respect is the **identification and establishment of an NDC coordination mechanism** responsible for conducting and coordinating the

preparation and planning process for NDC implementation.<sup>40</sup> This process may include the following actions:

- **Identify a central NDC coordination team** within government (i.e. a new unit or an existing unit with an expanded mandate), define its roles and responsibilities, possibly with appropriate legislative support;
- **Agree on a cooperation approach** between the NDC coordination team and the key government ministries, departments and agencies involved in the NDC process. This approach should also have appropriate legislative support and set out, at a minimum: internal roles and responsibilities, reporting mechanisms on qualitative and quantitative data underpinning the NDC implementation system, appropriate coordination on cross-cutting issues;
- **Provide appropriate resources** to support the coordination team, but also other government departments as they coordinate their own actions towards NDC implementation.<sup>41</sup>

We analysed what forms of institutional NDC process coordination exist amongst Southern Mediterranean countries and how they are integrated with pre-existing governance processes.

## COUNTRY OVERVIEW

**ALGERIA's** NDC indicates that its preparation involved the setting up of an interministerial working group to work on the NDC under the supervision of the Ministry of Water Resources and the Environment,<sup>42</sup> followed by the establishment of a **National Climate Committee (NCC)** under the same Ministry.<sup>43</sup> The NCC is described as the

<sup>40</sup> Dodwell (n. 11 above), 43.

<sup>41</sup> id.

<sup>42</sup> The working group is composed of representatives from 14 ministries and the National Economic and Social Council. It works as a platform for dialogue and exchanges with the participation of institutional and socio-economic actors, local authorities and business organizations, socio-professional associations, environmental protection associations, as well as experts, scholars, and representatives of the civil society. The outcomes of their work were submitted for consideration by the Interministerial Council under the chairmanship of the Prime Minister.

<sup>43</sup> The NCC is described in the NDC as an intergovernmental body composed of representatives of relevant government departments and the National Economic and Social Council. It was established by decision of the Prime Minister in July 2015 with the main mission to supervise and evaluate the NDC and any other report or

“primary mechanism of coordination and monitoring” of the NDC process and it is tasked with clear functions and responsibilities.<sup>44</sup> Although not mentioned in the NDC, the Ministry of Foreign Affairs also has a central role in the process of coordinating all aspects related to climate change and providing direction to the involved sectors and stakeholders.<sup>45</sup> Furthermore, Algeria’s NDC mentions the **National Climate Change Agency (ANCC)** as the primary “institutional tool” behind its implementation. The ANCC is a pre-existing entity which is tasked with broad responsibilities, including undertaking climate research assessments, capacity building, as well as preparing GHG inventories and periodic reports.<sup>46</sup> While this shows that Algeria has agreed on a coordination mechanism of its NDC process and linked it to the workings of existing government entities engaged in climate change, in practice, however, the **modalities of this mechanism are still being operationalized**. In this respect, one of the entities identified as requiring particular support is the ANCC. As the leading entity coordinating GHG inventories, data centralization and monitoring at the national level, the ANCC would require additional technical and financial support to fulfill its mandate, become fully operational and eventually act as the single institutional window of information, reporting and analysis on climate change in the country.

The technical part of **EGYPT’s** NDC was developed under the strategic direction of the **Ministry of Environment** and the Climate Change Central Department (CCCCD) of its executive arm, the **Egyptian Environmental Affairs Agency (EEAA)**.<sup>47</sup>

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commitment related to climate change in the context of the UNFCCC and its decisions

<sup>44</sup> The NCC is tasked with strengthening the institutional framework to ensure coordination, monitoring and assessment of national policies and programmes on climate change and with proposing measures to guarantee the implementation of Algeria’s commitments in relation to the UNFCCC, international institutions and/or decisions on climate change issues.

<sup>45</sup> As the UNFCCC Focal Point, the Ministry of Foreign Affairs works in close collaboration with the Ministry of Water Resources and the Environment, which is in charge of the elaboration and implementation of all national policies and strategies related to climate change. In 2016, the Ministry of Environment created a department of climate change.

<sup>46</sup> More specifically, the ANCC was created in 2005 through Executive Decree N. 2005-375, but only operationalized in 2015. Its primary mission is to contribute to the protection of the environment by assisting with the integration of climate change impact concerns in development plans. Additionally, the ANCC is charged with researching, synthesizing and engaging with the public on a number of matters. It is also responsible for engaging in capacity building, establishing and maintaining a climate change database, aggregating weather data and preparing periodic reports, and coordinating climate change responses across different government and industry sectors.

<sup>47</sup> Together with the Ministry, the EEAA is the leading government body responsible for national climate change mitigation and adaptation strategies. Its Climate Change Department also acts as the National Focal Point to the UNFCCC, dealing with all the administrative matters related to the implementation of the Convention.



In parallel, in 2015, Egypt established a **National Council for Climate Change (NCCC)**,<sup>48</sup> which is chaired by the Minister of Environment, to give political impetus in order to achieve interministerial buy-in of the NDC process across relevant institutions. Today, **the NCCC is overseeing the implementation of the NDC process** with support from three interministerial working groups that have been established thereunder (see section 2.1 further on this point). The NCCC, in particular, is tasked with reviewing and endorsing the technical data generated by the implementation of sectoral programmes and projects that are part of the NDC process. This information is collected at the operational level by CAPMAS with support from national experts.<sup>49</sup> Although Egypt does have forms of institutional coordination of the NDC process in place, which have been integrated into the country's pre-existing climate governance structure, these are not yet fully effective. The **lack of specific intra-institutional reporting obligations**, combined with **insufficient staff capacity** and **lack of financial resources** to support these processes makes collecting and sharing relevant technical data for NDC implementation among key stakeholders a challenging process.<sup>50</sup>

**ISRAEL** is the only country in the South Mediterranean region with a dedicated NDC coordination team whose functions and structure have been **laid down in a government decision**<sup>51</sup> and further contextualised in the country's **National Plan for the Implementation of the Paris Agreement** (see sections 2.1 and 2.3 further on this point).<sup>52</sup> Similarly to the situation observed in other countries, Israel's NDC coordination team also consists of an **interministerial committee headed by the Director-**

<sup>48</sup> The NCCC is composed of representatives from other relevant Ministries, as well as scientific experts and members of the public.

<sup>49</sup> Our interview revealed that, with support from UNDP's Low-Emission Capacity Building Programme (LECB), Egypt has established an interministerial steering committee which is working on several matters related to NDC implementation, including the preparatory work for the development of an NDC implementation plan.

<sup>50</sup> Our interview revealed that these challenges are considered the main obstacles to effective preparation and institutional planning for NDC implementation.

<sup>51</sup> Government Decision No. 1403, dated 10 April, 2016 on the "National Plan for Implementation of the Greenhouse Gas Emissions Reduction Targets and for Energy efficiency", available at [http://www.sviva.gov.il/English/env\\_topics/climatechange/NatlEmissionsReductionPlan/Documents/Govt-Decision-1403-National-GHG-Reduction-Plan-April-2016.pdf](http://www.sviva.gov.il/English/env_topics/climatechange/NatlEmissionsReductionPlan/Documents/Govt-Decision-1403-National-GHG-Reduction-Plan-April-2016.pdf)

<sup>52</sup> The NDC coordination team is referred to as a "Steering Committee on Reducing Greenhouse Gas Emissions", which is tasked with following up on the implementation of Decision 1403, the preparation and submission to the government and the UNFCCC of reports according to the UNFCCC Secretariat's instructions (and therefore the NDC process), and evaluation of the efficiency of Israel's mitigation measures (MRV system). Moreover, the committee is also tasked with specific responsibilities with regard to the establishment of an MRV system (see section 2.6 further on this point). These include: implementation of the NDC reporting and control system, including follow-up on the system's operation and compliance with its goals and timetables; prioritization of the policy measures for follow-up; and needs assessment for additional policy measures or changes in existing policy measures to meet the targets.

**General of the Ministry of Environmental Protection (MoEP)** and tasked with **preparing and guiding the NDC process**. The committee consists of representatives of government ministries, as well as of utilities, industry and commerce, local governments and environmental NGOs. This exemplifies an **inclusive, multi-stakeholder approach to NDC implementation**.

**JORDAN's** NDC was prepared by the **Climate Change Directorate of the Ministry of Environment (MoE)** which is also tasked with overseeing its implementation, both for the mitigation and adaptation components.<sup>53</sup> Jordan has **not yet established a specific coordination entity for the NDC process**. Nevertheless, it has formally attributed the monitoring of the NDC to the **National Committee on Climate Change**, an interministerial body guided by the MoE, which also performs national administrative functions interacting with the UNFCCC Secretariat.<sup>54</sup> Despite this division of roles, in practice the workings of these two entities are **hindered by a number of factors**, above all: the **lack of legally formalised structures, coordination and reporting mechanisms**, which makes cooperation and data sharing difficult; furthermore, **weak internal technical capacity, availability of funding, the lack of domestic tracking tools**, and, more generally, **scarce synergies between the different ministries involved in the NDC process**, both from an institutional and operational perspective.<sup>55</sup> With international support, the Ministry of Environment of Jordan is taking steps to address some of these challenges.<sup>56</sup>

**LEBANON** developed its NDC through an **interministerial committee guided by the Ministry of Environment**. Its implementation is being supported by two working groups – one on mitigation and one on adaptation – which are also composed of representatives of different ministries. These working groups, however, **lack legally recognized structure, roles and responsibilities, and reporting mechanisms**. Their functioning, moreover, is generally affected by the **weak involvement in the NDC process** of ministerial stakeholders other than those who are most directly engaged

<sup>53</sup> The CCD acts as the institutional hub for coordinating and developing all climate change activities in Jordan in relation to the UNFCCC and the global climate governance system, and it also serves as the UNFCCC National Focal Point. In particular, it is mandated with incorporating climate policy decision-making processes both at the high and executive levels, and facilitating the involvement of all relevant stakeholders in developing climate response actions/strategies and their implementation.

<sup>54</sup> This is explicitly mentioned in Jordan's NDC.

<sup>55</sup> These challenges were identified through our interview as being the major issues currently affecting the institutional coordination of Jordan's NDC process.

<sup>56</sup> Our interview revealed that the Ministry is working on the development of a legal instrument to mainstream the climate change concept into other existing policies owned by related institutions. This step is expected to improve the definition of clearer roles and responsibilities for each institution that should be involved in the process of NDC implementation.

in it (i.e. Ministry of Environment, Ministry of Energy and Water).<sup>57</sup> This situation makes it **difficult to track and take stock of the steps being taken by relevant institutional stakeholders for the preparation and planning for NDC implementation.** Lebanon's NDC, nonetheless, takes these issues into account, as it mentions that the Ministry of Environment intends to establish a **dedicated NDC coordination team** located within the Ministry itself.<sup>58</sup> This unit will centralize NDC implementation vis-à-vis relevant line ministries, who will remain accountable for the implementation of sectoral strategies and action plans, both at the national and local levels.

**MOROCCO** elaborated its NDC following a broad consultation process which involved several State as well as non-State actors, spearheaded by the **Ministry of Energy, Mines and Sustainable Development** and the **Ministry of Foreign Affairs and Cooperation (MoFAC)**.<sup>59</sup> The main institutional entity involved in NDC preparation, collecting relevant technical data and cooperating to achieve the necessary institutional coordination, was an **Interministerial Monitoring Committee (CIS)**, which oversaw the entire process.<sup>60</sup> Although Morocco identified this entity as the institution responsible for the preparation of its NDC, **it has yet to establish and formalize a governance framework for NDC implementation.** Nevertheless, Morocco's Ministry of Energy, Mines and Sustainable Development has preliminarily **identified the roles and**

<sup>57</sup> Our interview revealed that Lebanon hopes that the ratification of the Paris Agreement will increase awareness of the NDC process at the national level and strengthen the involvement of all key institutional stakeholders.

<sup>58</sup> Lebanon's NDC acknowledges the "strong coordination role" needed for its implementation, mentioning the need to support relevant sectors with the planning and implementation of mitigation and adaptation actions, the assessment and communication of support needs (nationally and internationally) and the monitoring, reporting and verification (MRV) related to INDC implementation. Other tasks planned for the NDC coordination unit include further mainstreaming of mitigation and adaptation, promoting mitigation and adaptation actions, improving cooperation among ministries as well as mobilizing support for mitigation and adaptation actions.

<sup>59</sup> The MOE, as the National Focal Point of the UNFCCC, has the mission of coordinating the national implementation of all commitments taken on by Morocco under the Convention. The MoFAC has a monitoring mission, and coordinates national diplomacy around various international commitments in all conventions and treaties that Morocco is a party to.

<sup>60</sup> The CIS is in charge of guiding the process for the preparation, monitoring and approval of the technical documents presented by Morocco vis-à-vis its UNFCCC commitments (National Communications, INDCs, NAMAs, etc.). Formally, the CIS is also in charge of guiding the workings of the National Committee for Climate Change (CNCC) and the National Scientific and Technical Committee on Climate Change (CNST-CC). The NCCC is an interministerial body composed of representatives from the public and private sector, which bears institutional responsibility for all matters related to international reporting on climate change. The CNST-CC serves as the national advisory body on all matters related to climate science and is composed of members of public institutions, universities and consulting firms. Neither of these two entities, however, has yet been formally institutionalized and operationalized.

**responsibilities that should be attributed to the NDC coordination team**, which suggests that progress is being made in this respect.<sup>61</sup>

**PALESTINE's** NDC builds on the **institutional involvement in the preparation of the country's Initial National Communication Report (INCR) and NAP**, which were submitted to the UNFCCC in November 2016 (see sections 2.3 and 2.5 further on this point). Specifically for the NDC, a series of **inclusive stakeholder consultations** were undertaken, involving principal ministerial stakeholders, national agencies, research and academic institutions from the **National Committee on Climate Change (NCCC)**.<sup>62</sup> In its NDC, Palestine indicates to have chosen the **Environment Quality Authority (EQA)** as the single national entity responsible for driving as well as reporting on the implementation of the NDC, facilitating and coordinating action at the national level and between relevant sectors.<sup>63</sup> As the EQA is also the head of the NCCC, **the workings of the two bodies are closely intertwined**. While this attribution of roles and responsibilities was a first crucial step to kick-start the NDC process nationally, Palestine recognizes that **further institutional action is needed to deliver sound domestic NDC governance**.<sup>64</sup> To that end, Palestine's NDC Implementation Roadmap (see section 2.1) recommends taking the following steps: setting up of an NDC coordination unit by the EQA, followed by the creation of appropriate institutional arrangements for NDC implementation by such unit and the elaboration of an NDC implementation plan on the basis of discussions with key line ministries.

<sup>61</sup> Our interview revealed that the roles and responsibilities of the NDC coordination team should be as follows: needs identification, gap analysis and resource mobilization for implementation; development of best practice that can also be disseminated to other countries in the region; and convergence and alignment between the NDC and SDG process.

<sup>62</sup> The NCCC is a cross-ministerial expert advisory committee which aims to support the Palestinian government in the implementation and evaluation of its climate policies. In particular, the NCCC is responsible for preparing and monitoring the implementation of climate-related policies, following decisions by the Cabinet. The Summary for Policy Makers submitted by Palestine further specifies that consultation for the NDC process was undertaken also with stakeholders outside the NCCC. Following these consultations, a first draft of the NDC was circulated amongst stakeholders for feedback, and a second draft was then prepared on the basis of the comments received. A final validation workshop with stakeholders was then conducted, and the NDC was then approved by the Government and the Council of Ministers.

<sup>63</sup> The Implementation Roadmap also indicates that the remit of the EQA is recommended to include supporting the sectors with planning and implementation of mitigation and adaptation actions, the assessment and communication of support needs, MRV of NDC implementation, coordination of cooperation among interested ministries and mainstreaming of mitigation and adaptation.

<sup>64</sup> Alongside the NDC project, the Implementation Roadmap also mentions that Palestine is undertaking another project entitled "Provision of services to implement the Capacity Development Action Plan on Climate Change – Phase 1". This project intends to review the institutional framework for climate change and recommend improvements to the institutional structures for delivering climate change policies. In particular, the project intends to establish a Disaster Risk Reduction and Climate Change General Directorate within the EQA, which could further inform the proposed NDC governance structure.

**TUNISIA's** NDC was also the result of an extensive consultation process bringing together the main stakeholders involved in the climate change process from public administration, civil society, the private sector and industry experts. At the institutional level, the process was **guided by the concerted efforts of the Ministry of Local Affairs and Environment, the National Agency for Energy Conservation and the National Committee on Climate Change (CNCC)**<sup>65</sup>. Similarly to the situation observed in Morocco, Tunisia **has yet to create an institutional mechanism to coordinate the implementation of the NDC process**, but it is taking steps to do so. Tunisia's Ministry of Local Affairs and Environment is currently working on the development and implementation of a mechanism to strengthen interministerial coordination, reinforce the process of identification and implementation of mitigation and adaptation measures, as well as the development of appropriate Measurement, Reporting and Verification (MRV) systems (see section 2.6 further on this point).<sup>66</sup>

## ★ FINDINGS

**All Southern Mediterranean countries have developed their NDCs following an interinstitutional approach.** In all cases, Ministries of Environment have been the driving force behind this process, guiding the concerted workings of pre-existing national entities involved in climate change (**JORDAN, MOROCCO, PALESTINE, TUNISIA**) but also of new entities which have been specifically created to work on NDC preparation (**ALGERIA, EGYPT, ISRAEL, LEBANON**).

In most cases (**ALGERIA, EGYPT, ISRAEL, LEBANON, PALESTINE**), this process has also resulted in the establishment of **new forms of institutional coordination intended to guide NDC implementation** at the interministerial level. Where this has not yet occurred (**MOROCCO, TUNISIA**), countries are taking steps to build this process. The mechanisms already in place, however, are still being operationalized, as their functioning remains under development due to a number of common challenges, which include **lack of formalised arrangements amongst the key actors involved** (i.e. internal distribution of specific tasks, reporting systems, legislative support); **insufficient internal technical capacity; weak synergies between key stakeholders;** and **absence of sufficiently allocated financial resources**. Overcoming these challenges will be crucial to foster NDC implementation with support from all relevant stakeholders involved.

<sup>65</sup> The CNCC, established in the early 90s, serves as Tunisia's main institutional platform for monitoring and supervising the country's implementation of all matters related to the UNFCCC.

<sup>66</sup> Our interview revealed that the Ministry of Local Affairs and Environment regards these as priority responsibilities that the NDC coordination mechanism should be entrusted with. Furthermore, Tunisia intends to also involve non-State actors in the process of coordination for NDC implementation.

Furthermore, delivering on NDCs will also call for **interministerial accountability** and particularly for **domestic ownership of the NDC process in all relevant sectors and at all levels of government**. This will require that the structures and mechanisms in place for NDC implementation leave the guidance of Ministries of Environment and, ideally, **move up to the highest level of government**. This change will be necessary to support the creation of leadership structures in a position to oversee and measure the inputs from all actors involved in NDC implementation.



## 2.3 MAINSTREAMING NDC IMPLEMENTATION INTO NATIONAL PROCESSES

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### ▶ INTRODUCTION

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Successful implementation of the NDCs requires not only coordinated governance structures, but also **alignment and integration with existing national processes that are climate-relevant** and therefore likely to bear significance for the achievement of the NDC goals.

Nearly all NDCs build explicitly on existing national policies. Some countries have based their NDCs on **previous climate change strategies and plans** (including, but not limited to, Low Emission Development Strategies – LEDS, Nationally Appropriate Mitigation Actions – NAMAs, National Adaptation Plans of Actions – NAPAs, National Communications, etc.). Other countries have drawn from **climate-related components of other policy processes**, such as national development plans, green growth strategies, master plans for renewable energy, energy efficiency, infrastructure and transport among others.<sup>67</sup>

This shows that countries have engaged in a mainstreaming exercise at least since the preparation of their INDCs in the run up to COP21. However, **maintaining the momentum and supporting acceptance and long-term endorsement of the NDC goals** across the multitude of stakeholders involved in the NDC process **remains largely a work in progress**. This is because achieving the transformational goals of the NDCs will require continuous support to the responsible governance structures and consistent political buy-in from all institutional stakeholders involved.

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<sup>67</sup> Dodwell (n. 11 above), 15.

As countries progress with aligning their NDCs with their domestic circumstances, they may choose to make this alignment process explicit through the **development of dedicated strategies** (such as an NDC implementation plan or sectoral NDC action plans owned by relevant line ministries and integrated into the broader national climate action agenda). Alternatively, they may choose to **review and update existing strategies** with a view to **avoiding overlaps and fostering mutual support** between the NDC implementation and other relevant policy workflows.<sup>68</sup> Regardless of the form this integration process will take, it will be very important to help countries translate their NDCs into strategic actions that can benefit from secure political support and commitment.

In this context, we researched what efforts Southern Mediterranean countries are making to mainstream the NDC process into their domestic circumstances. In particular, we analysed whether their NDCs take specific account of these efforts, indicating which domestic policies and strategies our countries plan to align NDC implementation with.

## COUNTRY OVERVIEW

**ALGERIA's** mainstreaming efforts appear to be largely concentrated on **operationalizing existing policies** which are integral to NDC implementation. Under a section titled "Implementation, monitoring and readjustment instruments", the NDC explicitly recognizes Algeria's 2013 **National Climate Plan (PNC)** as one of the guiding pillars of its implementation.<sup>69</sup> In addition, the list also includes the country's 2002 **National Action Plan for Environment and Sustainable Development (PNAE-DD)**,<sup>70</sup> reference to a "legal framework", and a national MRV system which Algeria intends to establish and operationalize by 2020 (see section 2.6 further on this last point). The PNC, however, has not yet been approved in law or institutionalised, and the modalities of its mainstreaming into sectoral policy processes remain currently under discussion by key stakeholders. Nevertheless, the recent adoption of the new Constitution of Algeria is driving an updating process of both the PNC and PNAE-DD, to ensure their conformity with the Paris Agreement and the UN 2030 Agenda for Sustainable

<sup>68</sup> id.

<sup>69</sup> The PNC is a broad national climate roadmap which aims to guide the planning, management and coordination of all climate-related activities in the country and includes cross-sectoral mitigation and adaptation measures. It has not yet been published and exists only in draft form for internal use.

<sup>70</sup> The PNAE-DD establishes a legislative basis for national measures targeting a wide variety of sectors, including energy, transport, waste, water, agriculture and forestry. It is available at [http://www.naturevivante.org/documents/pnae\\_dd.pdf](http://www.naturevivante.org/documents/pnae_dd.pdf)

Development among other things.<sup>71</sup> This suggests a **notable progress in Algeria's mainstreaming efforts of its NDC process.**

**EGYPT's** NDC includes a series of intended actions and measures that relate to various priority sectors in both its mitigation and adaptation sections. However, these actions and measures are described without any reference to which policy documents or national strategies they are supported by. Furthermore, the NDC makes no reference to which institutional actors have been identified as key players in the implementation of these processes. This suggests that **Egypt may have to undertake additional mainstreaming efforts** to identify more clearly how the NDC process will be expected to find appropriate legitimacy and support in existing policy processes and from relevant stakeholders that will be central to its implementation. In this respect, progress could be expected in Egypt's next NDC.

**ISRAEL's** NDC does not explicitly illustrate which domestic policies it builds on. Rather, it only indicates the policy sectors that were considered by the interministerial committee that assessed the different abatement measures leading to the formulation of the NDC mitigation targets.<sup>72</sup> Nevertheless, it is the country's **National Plan for Implementation of the Greenhouse Gas Emissions Reduction Targets and for Energy Efficiency** and **Plan for Implementation of the Paris Agreement** (see section 2.1 further on this point) that showcase Israel's mainstreaming efforts towards the NDC process. These two documents together outline a series of mitigation measures intended to guide Israel toward achieving its NDC goals. What is notable is that, in support of these measures, they provide **clear timelines, roles and responsibilities for the different Ministries involved in the NDC process as means to guide the NDC mainstreaming and implementation process.** Despite acknowledging that "full consensus among government ministries on some of the reduction measures in the plan has not been reached", from a climate governance perspective **Israel's NDC Implementation Plan is a very important achievement in itself**, which demonstrates an advanced level of mainstreaming of the NDC process across the country's broader political sphere.

<sup>71</sup> The New Constitution, which was adopted in 2017, sets environmental protection as a national priority and it paves the way for a new model of economic growth for 2035. The text of the Constitution can be found here <https://www.joradp.dz/trv/fcons.pdf>

<sup>72</sup> These sectors included energy, transportation, buildings, industry and waste. The results of the assessment resulted in the adoption of Government Decision No. 542 of 20 September 2015, which set the GHG emissions reduction target included in the INDC, submitted on the same month. This was followed by Government Decision 1403 of April 2016, which determined the approval and publishing of the Paris Agreement Implementation Plan of September 2016.

**JORDAN's** NDC gives thorough account of the country's mainstreaming efforts, which are focused on strengthening pre-existing policies, but also on developing and implementing new ones. At a general level, Jordan anchors its NDC to its overarching 2013 **National Climate Change Policy**.<sup>73</sup> This Policy, which runs until 2020, will be extended until 2030 specifically to guide and monitor the implementation of several projects that are conditional on the achievement of the NDC mitigation targets. The NDC also links to the 2025 **National Vision and Strategy**, an economic and social policy framework adopted in 2015, which includes a package of mitigation actions which are part of the NDC commitments,<sup>74</sup> as well as the 2017 **National Green Growth Plan and Implementation Roadmap**, which aims to guide the implementation of many projects and strategies that make up the NDC.<sup>75</sup> Furthermore, Jordan is currently developing a **National Strategy and Action Plan for Transitioning towards the Green Economy in Jordan 2016-2025**, which the NDC indicates as being the centerpiece strategy intended to guide the achievement of the mitigation pledges at the national level. In the adaptation sector, climate mainstreaming has been undertaken in two national strategies: the **National Strategy and Action Plan to Combat Desertification (2015-2020)** and the **National Biodiversity Strategy and Action Plan (2015-2020)**.<sup>76</sup> In addition, Jordan is mainstreaming its policies to combat Short-lived Climate Pollutants (SLCPs), linking them to its NDC process.<sup>77</sup> All of this suggests that Jordan has made extensive efforts to integrate the NDC process into existing documents and strategies with a view to reaching a synergized implementation.

<sup>73</sup> This Policy, which is owned by the Ministry of Environment, serves the purpose of providing the government with guidance to implement the major climate change objectives of national priority related to adaptation and mitigation of GHG emissions. It is available at [http://www.moenv.gov.jo/AR/PDFs/Climate%20change%20policy\\_PDF.pdf](http://www.moenv.gov.jo/AR/PDFs/Climate%20change%20policy_PDF.pdf)

<sup>74</sup> Available at <http://inform.gov.jo/Portals/0/Report%20PDFs/0.%20General/jo2025part1.pdf> and <http://inform.gov.jo/Portals/0/Report%20PDFs/0.%20General/jo2025part2.pdf>

<sup>75</sup> Particularly with a focus on the six priority sectors of water, agriculture, transport, energy, waste and tourism, available at <http://www.moenv.gov.jo/AR/Documents/report2017/الخطة%20الوطنية%20للنمو%20الأخضر.pdf>

<sup>76</sup> These two Strategies respond to Jordan's obligations under the United Nations Convention to Combat Desertification (UNCCD) and the Convention on Biological Diversity (CBD), respectively. They are available at <http://www.unccd.int/ActionProgrammes/Jordan%20-%20eng%202015-2020.pdf> and <https://www.cbd.int/doc/world/jo/jo-nbsap-v2-en.pdf>

<sup>77</sup> As a member of the Climate and Clean Air Coalition (CCAC), Jordan participated in a SNAP (Supporting National Action and Planning on Short-Lived Climate Pollutants) initiative aimed at establishing a dedicated unit within the Ministry of Environment entrusted with tackling SLCPs. One of the main activities of this unit is to mainstream the SLCPs mitigation actions into the national strategies and plans targeting climate change mitigation and thus establish links between some of the NDC's mitigation actions and the SLCPs control measures

**LEBANON**'s NDC explicitly builds and expands on several pre-existing strategies related to mitigation and low-carbon development as well as adaptation. In the mitigation sector, Lebanon's mainstreaming efforts have been anchored to several policy instruments falling under the competence and direction of the Ministry of Energy and Water, namely: the **National Energy Efficiency Action Plan 2016-2020 (NEEAP)**,<sup>78</sup> the **National Renewable Energy Action Plan 2016-2020 (NREAP)**,<sup>79</sup> and the **2010 Policy Paper for the Electricity Sector**.<sup>80</sup> As a result, these three strategies formed the basis for the elaboration of Lebanon's NDC mitigation pledges. Similarly, Lebanon's NDC adaptation component originates from several domestic policies in which Lebanon has made progress in mainstreaming climate change. These policies and strategies include the **National Water Sector Strategy (NWSS)**,<sup>81</sup> the **National Afforestation and Reforestation Programme (NARP)**,<sup>82</sup> the **National Biodiversity Strategy and Action Plan (NBSAP)**,<sup>83</sup> and the **Ministry of Agriculture 2015-2019 Plan**.<sup>84</sup> These efforts are further complemented by other mainstreaming actions which Lebanon intends to undertake and which are also described in its NDC. On the one hand, Lebanon pledges to **continue to mainstream climate change into other sectors**, including electricity infrastructure, tourism, human settlements and infrastructure, and public health. This will be conducted particularly with a focus on adaptation, which is the country's priority component. On the other hand, Lebanon intends to **include further mainstreaming of mitigation and adaptation in the workings of the dedicated coordination unit that will be established to oversee NDC implementation** (see section 2.2 further on this point).

<sup>78</sup> NEEAP is the national roadmap to guide Lebanon towards its objectives in energy efficiency. It follows the first NEEAP, developed in 2011 for the period 2011-2015, and is available at <http://climatechange.moe.gov.lb/viewfile.aspx?id=229>

<sup>79</sup> NREAP is the policy document clarifying quantitatively Lebanon's individual targets for the different renewable energy technologies needed to reach the 12% target first set in 2009. It is available at <http://climatechange.moe.gov.lb/viewfile.aspx?id=245>

<sup>80</sup> This paper constitutes a global framework for the electric energy sector in Lebanon, and includes ten strategic initiatives that are integrated and correlated to cover the sector's infrastructure, supply/demand, and the legal aspects. It is available at <http://climatechange.moe.gov.lb/viewfile.aspx?id=121>

<sup>81</sup> The NWSS is available here: <http://climatechange.moe.gov.lb/viewfile.aspx?id=182>

<sup>82</sup> The national policy coordinating all reforestation efforts in Lebanon, also known as the 40 million trees programme, including a roadmap for 70,000 hectares by 2030.

<sup>83</sup> The NBSAP addresses Lebanon's obligations under the Convention on Biological Diversity. One of its main objectives is to mainstream biodiversity into sectoral and cross-sectoral strategies, plans and programmes. It is available at <http://www.moe.gov.lb/getattachment/2f847988-41c8-4479-9493-f63b132f6d07/Lebanon%E2%80%99s-National-Biodiversity-strategy-and-actio.aspx>

<sup>84</sup> The Plan guides all national efforts related to the promotion of sustainable and resilient agriculture. It is available at <http://www.agriculture.gov.lb/Arabic/NewsEvents/Documents/MoA%20Strategy%202015-19%20-%20English-for%20printing.pdf>



Finally, Lebanon is also taking notable steps to promote climate mainstreaming not only at the institutional level through connecting policies, but also on the ground through **the involvement of non-State actors** thanks to a national initiative that aims to promote collaboration between the private sector and civil society.<sup>85</sup> All these efforts suggest that Lebanon has made climate mainstreaming a core part of its NDC implementation agenda.

Of all the countries analysed, **MOROCCO** provides perhaps the most comprehensive - and most ambitious - account of its mainstreaming efforts in its NDC. As a starting point, Morocco's NDC states that it finds its institutional roots in the **National Strategy for Sustainable Development (NSSD)**, an overarching policy that guides the actions of all public institutions and private sector actors in furthering social and economic development.<sup>86</sup> Furthermore, Morocco's NDC is structured around two broad chapters covering mitigation and adaptation, respectively. Each chapter outlines the country's vision for achieving the respective contributions and includes a detailed list of sectoral strategies, policies and action plans on which NDC implementation is based. For the **mitigation** part, the NDC lists **7 key sectoral strategies** along with their respective "clear and ambitious" targets.<sup>87</sup> For the **adaptation** part, the NDC mentions **over 40 documents** covering different sectors as well as **seven key action areas** (water, agriculture, maritime fisheries, coastal protection, forestry, health, tourism) as the bulk of domestic policy processes that will be key to achieve the NDC resilience goals. This shows that Morocco has undertaken an extensive analysis of its domestic policy processes, so as to identify those that will be central to achieving the objectives of the NDC.

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<sup>85</sup> The initiative, called Lebanon Climate Act, brings together 120 companies from the private sector and civil society in Lebanon. It was launched by the NGO Green Mind in partnership with the United Nations Development Programme and the Ministry of Environment, with the support of the Central Bank of Lebanon and the Chamber of Commerce. It seeks to establish a network of Lebanese non-State actors engaged in climate change action by mobilizing them to showcase their climate-related engagement through developing and implementing their own climate change plans. ClimaSouth supported this initiative by helping the establishment of a Business Knowledge Platform to foster partnerships between the targeted actors involved (<http://www.climasouth.eu/en/node/304>) and developing a guidebook to promote climate mainstreaming in business (How to Create Value from Climate Change – A guide for your company in Lebanon, available at [http://www.climasouth.eu/sites/default/files/handbooks/HB9\\_interattivo.pdf](http://www.climasouth.eu/sites/default/files/handbooks/HB9_interattivo.pdf))

<sup>86</sup> The Strategy, which originally covered a five-year period (2015-2020) has recently been upgraded and extended to 2030 to be aligned with Morocco's NDC goals. It is available at [http://www.environnement.gov.ma/PDFs/publication/Rapport\\_Strat%C3%A9gie\\_Nationale\\_DD\\_juin2017\\_Mai%202017\\_Web.pdf](http://www.environnement.gov.ma/PDFs/publication/Rapport_Strat%C3%A9gie_Nationale_DD_juin2017_Mai%202017_Web.pdf)

<sup>87</sup> The Strategies listed are: National Energy Strategy, National Logistics Strategy, National Household and Similar Waste Program, National Liquid Sanitation and Wastewater Treatment Program, Morocco Green Plan, Preservation and Sustainable Forest Management Strategy, Urban Public Transit Improvement Program. These strategies are complemented by a portfolio of actions running up to 2030 used to estimate Morocco's mitigation contribution (conditional and unconditional), which is included in annex format in the NDC.



In addition to this, Morocco's institutional mainstreaming efforts are also complemented by the **promotion of climate action amongst non-State actors**. To that end, Morocco has established a **Climate Competence Center (4C Maroc)**, a national platform that aims to improve information sharing on climate change amongst stakeholders at the national and regional levels, as well as improve the capacity of policy-makers and non-State actors to engage in climate action.<sup>88</sup> As such, the 4C is envisioned as a key actor to support Morocco's NDC implementation.

**PALESTINE's** NDC draws strongly on two previous policy processes driving the formulation and submission of the country's first INCR and NAP, respectively (see section 2.2 and 2.5 further on this point). This is explicitly stated in the text of the NDC, which is described as being **consisted with the INCR** for the identification of the priority mitigation actions,<sup>89</sup> **and the NAP** for the identification of the priority adaptation actions. In addition, the process leading to the formulation of Palestine's NDC was also consistent with the country's development agenda, and particularly the **National Development Plan 2014-2016**,<sup>90</sup> as well as the most recent **National Policy Agenda 2017-2022**,<sup>91</sup> which are both explicitly referenced throughout the NDC as well as the NDC Implementation Roadmap. This demonstrates that, despite the very recent accession of Palestine to the UNFCCC process, the country has made **notable mainstreaming efforts through establishing appropriate linkages between the NDC process and other relevant policy processes**. This reflects Palestine's aspiration to "achieve a number of national development and policy objectives as well [...] the country's vision for climate action and address the political commitment to climate change at the global level", as expressed in its NDC.

<sup>88</sup> More information on the 4C can be found at the following webpage: <http://www.4c.ma/>

<sup>89</sup> In addition to the INCR, Palestine's mitigation actions also draw from additional domestic policies, which were identified as NDC relevant following the publication of the INCR. These policies, however, while included in the NDC, are not always linked to any specific policy documents or strategies they may draw from. The only exception is the energy sector, for which the NDC mentions alignment with the Renewable Energy Strategy and the National Energy Efficiency Action Plan. The Action Plan can be found at <http://www.taqaway.net/sites/default/files/uploads/documents/Palestine%20National%20Energy%20Efficiency%20Action%20Plan-2011-2013%20%282%29.pdf>

<sup>90</sup> The Development Plan includes policies and strategies designed to establish Palestine as a sovereign state, consolidate its control over its natural resources and bolster its economic independence amongst other things. It is available at [http://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/palestine\\_ndp\\_state\\_final.pdf](http://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/palestine_ndp_state_final.pdf)

<sup>91</sup> The Agenda includes a series of sectoral strategies for 21 sectors, including water, agriculture, energy, waste and the cross-cutting sectors of environment, gender and youth. These sectors include strategic goals, some of which are strongly linked to climate mitigation and adaptation actions. Our interview revealed that there exists also institutional synergy between the Agenda and the NDC process, as the EQA staff working on NDC implementation is also monitoring the implementation of the Agenda. The Agenda can be found at [https://eeas.europa.eu/sites/eeas/files/npa\\_english\\_final\\_approved\\_20\\_2\\_2017\\_printed.pdf](https://eeas.europa.eu/sites/eeas/files/npa_english_final_approved_20_2_2017_printed.pdf)

**TUNISIA'S** NDC was developed on the basis of several **pre-existing sectoral strategies and horizontal policies**, which are mentioned in its introductory chapter as follows: the **National Climate Change Strategy of 2012**,<sup>92</sup> the **Energy Efficiency Strategy**,<sup>93</sup> the **Tunisian Solar Plan (TSP)**,<sup>94</sup> as well as a number of unspecified adaptation strategies from a range of sectors and fields.<sup>95</sup> This indicates that Tunisia already **undertook climate mainstreaming of its NDC process during NDC preparation**. In addition to implementing existing policies, Tunisia's NDC proposes **additional measures** to deliver on its mitigation and adaptation contributions. In the mitigation section, the NDC mentions that five Nationally Appropriate Mitigation Strategy (NAMA) proposals have been developed for the cement, building, electricity, forestry and water sanitation sectors. However, **no information is provided in the NDC as to how their implementation is expected to contribute to the NDC goals**, except for the NAMA in the cement sector.<sup>96</sup> Furthermore, the NDC proposes several other actions in the energy, industrial processes, forestry and land use, agriculture and waste sectors, although it **makes no reference to any policy documents which these may be related to**.<sup>97</sup> Similarly, in the adaptation section, Tunisia indicates that its efforts to mainstream adaptation in its planning process at the global and sectoral levels throughout the years have led to the elaboration of **several measures in six key sectors**.

<sup>92</sup> The Strategy represents the core policy instrument to guide Tunisia's climate action at the national level. A synthesis of the Strategy can be found at <http://www.environnement.gov.tn/PICC/wp-content/uploads/Strat%C3%A9gie-Nationale-%E2%80%93-Synth%C3%A8se.pdf>

<sup>93</sup> The Strategy, which was the result of an extensive debate to revisit the country's energy policy between 2013 and 2014, aims to guide Tunisia's energy transition with a 2030 approach. The document can be found at <https://www.giz.de/en/downloads/giz2014-fr-strategie-energie-tunisie.pdf>

<sup>94</sup> The TSP is Tunisia's official long-term plan for renewable energy. Among other things, it aims to raise the country's share of renewable energies in electricity production to 14% in 2020 and to 30% in 2030. Tunisia developed this Plan in the form of a NAMA, which was submitted to the UNFCCC to seek financial support for implementation. More information on the TSP can be found at [http://www4.unfccc.int/sites/nama/\\_layouts/un/fccc/nama>NamaSeekingSupportForImplementation.aspx?ID=128&viewOnly=1](http://www4.unfccc.int/sites/nama/_layouts/un/fccc/nama>NamaSeekingSupportForImplementation.aspx?ID=128&viewOnly=1)

<sup>95</sup> Tunisia only indicates that these strategies relate to the fields of coastal management, agriculture, water resources, health, and tourism, but does not specify which policy documents they actually refer to.

<sup>96</sup> This is likely due to the fact that the proposals may not all be at an advanced stage of preparation. More details on these NAMAs are, however, included in the first and second Biannual Update Reports of Tunisia. Furthermore, our interview revealed that, since the submission of its NDC, Tunisia has been working on strengthening, at least, the NAMAs in the building, TSP and waste sectors. Currently, Tunisia's only completed NAMA, which was submitted to the UNFCCC, is the TSP (see note 95 above), while NAMAs in the building and cement are in an advanced development stage.

<sup>97</sup> Our interview revealed that a much longer and detailed version of the INDC was prepared by Tunisia before the officially submitted one. This version was only meant for internal use of Tunisian authorities, and served as a master document to the currently published NDC.

These measures are then described by the NDC, although **no specific reference is made to any policy documents or strategies that may have to support NDC implementation by aligning with it.** All of this indicates that Tunisia has made considerable progress in mainstreaming its NDC into existing national processes. In some cases, however, lack of data with regard to which domestic instruments NDC implementation is expected to be aligned with suggests that Tunisia may have to further clarify the modalities for reaching its mainstreaming goals.<sup>98</sup>

## ★ FINDINGS

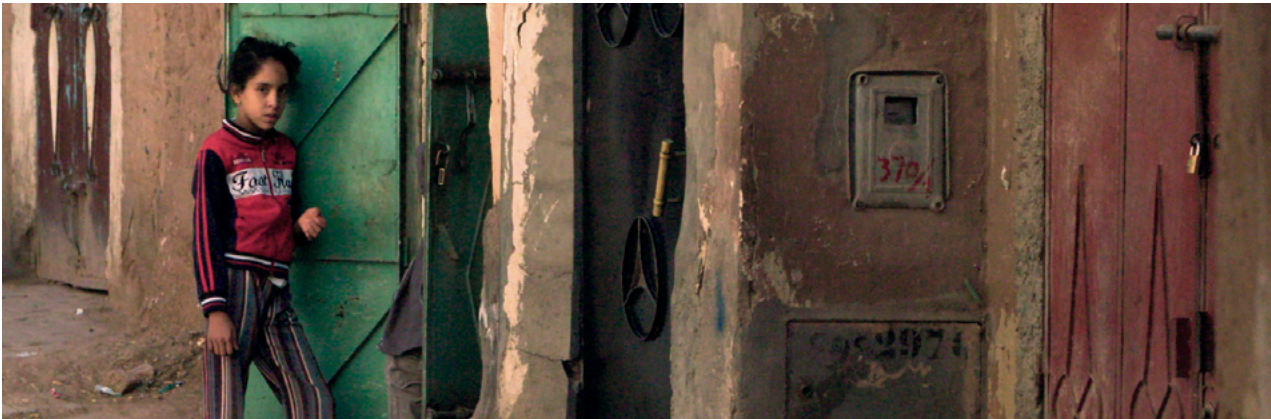
**All Southern Mediterranean countries are striving to align their NDCs with domestic policy processes that are relevant to NDC implementation.** With two notable exceptions (**ISRAEL, PALESTINE**), no country has yet developed a dedicated NDC implementation strategy in the form of a stand-alone policy process. Rather, since submitting their NDCs, most of them have opted to engage in a mainstreaming process through **building on existing climate policies (or the climate components of other policy processes), but also through the development of new, more inclusive policies.** These efforts are highly indicative of a willingness to engage in the NDC process and create suitable domestic conditions for its implementation.

As Southern Mediterranean countries progress with NDC implementation it will be important that the **mainstreaming pledges communicated in their NDCs be formalized through appropriate legal instruments and backed by mutually supporting governance arrangements.** This will be crucial to ensure the delivery of the domestic policy processes that support the NDCs, as well as the multi-stakeholder, participatory governance approach that their implementation calls for.

<sup>98</sup> In this respect, more details in this respect are included in the first and second BURs of Tunisia. Furthermore, our interview revealed that Tunisia is currently preparing an Action Plan to mainstream NDC implementation, for the two main components (mitigation and adaptation) and related sectors involved.

## 2.4 ALIGNING NDCs AND SUSTAINABLE DEVELOPMENT GOALS (SDGs)

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### ▶ INTRODUCTION

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The climate and sustainable development agendas are deeply intertwined. The 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs) adopted in 2015 take specific account of the risks posed by climate change.<sup>99</sup> Similarly, the Paris Agreement widely recognizes that sustainable development is intrinsically related to climate action.<sup>100</sup>

A global review of the relationship between the climate and sustainable development agendas recognizes that a **new paradigm has emerged toward connecting climate action to long-term sustainable development planning**.<sup>101</sup> Sustainable development policies and actions, on the one hand, can contribute to GHG emission reduction as well as increased resilience to the impacts of climate change.

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<sup>99</sup> The 2030 Agenda takes full account of the impacts of climate change on the well-being of many societies, and the biological support systems of the planet. In addition to having a specific goal dedicated to combating change and its impacts (SDG 13), climate change is integrated throughout many SDGs, being explicitly addressed or constituting their basis for action with regard to mitigation, adaptation or resilience efforts. More information on the 2030 Agenda and the SDGs can be found here <https://sustainabledevelopment.un.org/post2015/transformingourworld>

<sup>100</sup> There are numerous references to sustainable development throughout the Agreement. The Preamble, for instance, emphasizes the “intrinsic relationship that climate change actions, responses and impacts have with equitable access to sustainable development and the eradication of poverty”. The long-term goal of the Paris Agreement (Article 2) is explicitly recognized “in the context of sustainable development and efforts to eradicate poverty”.

<sup>101</sup> Northrop, E et al, *Examining the Alignment Between the Intended Nationally Determined Contributions and Sustainable Development Goals*, World Resources Institute 2016, [https://www.wri.org/sites/default/files/WRI\\_INDCs\\_v5.pdf](https://www.wri.org/sites/default/files/WRI_INDCs_v5.pdf)

Climate mitigation and adaptation policies and measures, on the other hand, can provide significant support to development objectives. **Encouraging the endorsement of these synergies by national governments** is now regarded as a key step to achieve the transition to low-carbon development pathways and increased resilience called for by the Paris Agreement.<sup>102</sup>

In this context, the NDCs provide an unprecedented opportunity for countries to fundamentally shift their approach to economic development and poverty alleviation.

Developing NDCs as multi-sectoral and economy-wide contributions can motivate countries to **approach the implementation of their climate and sustainable development agendas in an integrated way**. On the one hand, this integration process can occur through the **identification of specific activities and goals** in the NDCs, which can support individual SDGs.<sup>103</sup> On the other hand, it can occur through the establishment of institutional synergies between the NDC and SDG processes. Creating these synergies can **help mainstream climate change in the decision making of the stakeholders involved in the SDG process**, and embed **low-carbon, climate resilient action into their development planning**.<sup>104</sup>

At the same time, NDC implementation can act as a catalyst for the achievement of the SDGs widely across sectors and various levels of government. This is because the multi-stakeholder, comprehensive nature of the NDC process can support the **creation of policy processes, which can provide a broader blueprint for the national implementation of the SDG process** as a whole.<sup>105</sup>

In this context, we explored whether the NDCs of our focus countries take explicit account of the SDGs and indicate any efforts – current or intended – to undertake an aligned implementation with the SDG process.<sup>106</sup>

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<sup>102</sup> This message was recently highlighted at the Global NDC Forum held in May 2017 in Berlin (Germany), where representatives of various governments repeatedly addressed the nexus between the climate and sustainable development agendas as a key element of international climate action. More information on the Forum outcomes is available here <http://www.ndcconference2017.org/de/>

<sup>103</sup> Dodwell (n. 11 above), 14.

<sup>104</sup> Northrop (n. 102 above), 2.

<sup>105</sup> Id.

<sup>106</sup> To completely explore the alignment between the two agendas, all relevant national strategies, plans, and policies would need to be considered. Such analysis is beyond the scope of this paper, which focuses strictly on the pledges made by our focus countries as included in their NDCs.

## Q COUNTRY OVERVIEW

**JORDAN** clearly recognizes the linkage between the climate and sustainable development agendas in its NDC, as the inclusion of the ample background section aptly titled “Climate Change and Sustainable Development Circumstances in Jordan” anticipates. Further to this, Jordan **explicitly links its NDC to the SDG process at the policy level**. This link is most visible in the proposed **establishment of a comprehensive domestic policy** intended to support the implementation of the two agendas in a synergistic manner,<sup>107</sup> as well as in the inclusion of **an intended action to specifically guide the alignment of the two processes**.<sup>108</sup>

**LEBANON** is taking steps towards the alignment of its climate and sustainable development agendas. Lebanon’s NDC states that the country is **preparing a National Sustainable Development Strategy** in cooperation with the Council of Ministers. This Strategy is expected to cover all sectors of the economy and **have climate change mitigation and adaptation issues mainstreamed throughout**. Furthermore, Lebanon intends to **develop institutional synergies between the NDC and SDG processes**. In the section titled “Means of Implementation” of its NDC, Lebanon pledges to align the workings of the NDC coordination team with the governance arrangements that will **support the implementation of the National Sustainable Development Strategy**.

**MOROCCO** has stated that the implementation of its NDC is part of “**an integrated approach** that goes beyond climate change” and that includes, inter alia, “alignment of actions related to climate change with the UN’s Sustainable Development Goals (SDGs), especially goals 1, 6, 7, 8, 9, 11, 12, 13, and 17.” Many of the strategies, policies and action plans upon which Morocco’s NDC implementation is based, moreover, are also intended to support several sustainable development results. In the adaptation part of its NDC, most notably, Morocco goes as far as recognizing that “adaptation to climate change is the cornerstone of any programme or policy on sustainable development”.

The way in which Morocco’s NDC gives account of the interaction between the climate and sustainable development agendas suggests that the country has **had advanced political discussions on the subject**. This is somewhat confirmed by the fact that

<sup>107</sup> Jordan’s National Strategy and Action Plan for Transitioning towards the Green Economy in Jordan 2016-2025, regarded as a “crowning national effort” stemming from all sustainable development-oriented plans in the country, is also the central nation-wide policy towards achieving Jordan’s mitigation pledges.

<sup>108</sup> As part of its intended post-2020 package of actions for NDC implementation, Jordan proposes an alignment between the NDC and SDGs, emphasizing the “linking of the mitigation and adaptation measures specified in the NDC and beyond to SDGs from 1-5, which focus on addressing challenges of poverty, education, health, gender equality and other socio-economic conditions.” Interestingly, SDG 13 (Climate Action) is not referred to in the NDC. It was clarified through our interview process that, due to its thematic nature, reference to SDG 13 was deemed included by default.



Morocco's integrated approach benefits from an expressed **political and institutional recognition**, which is documented in the NDC.<sup>109</sup> Finally, Morocco also recognizes that appropriate institutional arrangements will have to support a synergized implementation of the two agendas.<sup>110</sup>

**PALESTINE's** NDC is consistent with the country's domestic development agenda (see section 2.3 above), but it is also **explicitly linked to the global development goals**. "The delivery of the climate actions described in the NDC" – reads Palestine's NDC – "will also support the implementation of sustainable development goals", referencing SDG 13, but also a number of others.<sup>111</sup> At present, this intention **translates into existing institutional arrangements** to support alignment between the two policies, but also **into a specific recommendation**, included in the Implementation Roadmap (see section 2.1), to duly consider the contribution to the SDGs during the designing of future mitigation actions.<sup>112</sup>

In comparison with the situations described above, the NDCs of Algeria, Egypt, Israel and Tunisia provide much less information with regard to the alignment with the SDG process.

**ALGERIA's** NDC considers many sustainable development objectives, such as poverty eradication and wellbeing, combating desertification, housing, water preservation, large use of renewable and clean energy. In this respect it recognizes that operating an energy transition and an economic diversification are key to achieving Algeria's sustainable development goals.

Furthermore, it lists a **National Action Plan for Environment and Sustainable Development (PNAE-DD)** as a central measure for NDC implementation (see section 2.3 further on this point), but does not specify how the interaction will occur. Similarly, **EGYPT's** NDC mentions that the country has adopted a **Sustainable Development**

<sup>109</sup> Morocco states that its NDC finds its institutional roots in a National Strategy for Sustainable Development (NSSD). The NSSD was prepared to operationalize a Framework Law on the National Charter for Environment and Sustainable Development (NCESD), which recognizes the rights and duties of the State, local authorities, public institutions and businesses towards the environment and sustainable development.

<sup>110</sup> Our interview revealed that Morocco intends to task the team responsible for NDC implementation with alignment with the SDG process also.

<sup>111</sup> These include SDG 1 (No Poverty), SDG 3 (Good Health and Well-Being), SDG 5 (Gender Equality), SDG 6 (Clean Water and Sanitation) and SDG 7 (Affordable and Clean Energy).

<sup>112</sup> Our interview revealed that, while the official national entity concerned with SDGs is the Prime Minister's office, the mandate of the EQA has been expanded so as to include coordination between the SDG and NDC process. Complementary to this is the recommendation of the Implementation Roadmap to "consider the broad set of outcomes that the policy should achieve, including supporting SDG implementation" during the design of mitigation actions.

**Strategy: Egypt's Vision 2030**, which is declared to be in line with the SDGs, but it does not indicate how it plans to integrate it into the NDC process.<sup>113</sup>

Although it claims to reflect “genuine efforts to move forward in a sustainable manner to facilitate the transition to a low-carbon and climate-resilient economy”, **ISRAEL**'s NDC does not mention the SDG process at all.<sup>114</sup> The same can be observed in **TUNISIA**'s NDC, which only includes a schematic section summarizing the “Sustainable Development Impacts” of its mitigation contributions in the energy, forestry and land use and agricultural sectors, but without any reference to the SDG process per se.

## ★ FINDINGS

**Few Southern Mediterranean countries (JORDAN, LEBANON, MOROCCO, PALESTINE) include in their NDCs an explicit reference to the SDGs as well as specific pledges to ensure concerted implementation of the NDC and SDG processes.**

From a general perspective applicable to all countries, this is understandable, given that most NDCs were developed in a relatively short timeframe and ahead of the formal adoption of the SDGs. The two processes, moreover, were negotiated under different institutional oversight, which explains why countries are experiencing the necessity to build a coherent institutional approach in the implementation.<sup>115</sup>

The NDCs are nationally defined high-level commitments that will continue to attract attention and scrutiny from the international community. Therefore, as our focus countries deliver climate action under the Paris Agreement while translating the SDG targets into their national contexts, it will be in their interest to use the NDC platform to also indicate the steps they are taking to align the two processes. This implies that they will have to **identify where synergies and potential trade-offs exist between the two agendas** as a way to determine which actions can provide **mutually benefiting outcomes that are also cost-effective**,<sup>116</sup> **and therefore more likely to be well received internationally**. Driving this process forward can contribute significantly to increasing the level of ambition of their climate action, and ultimately support them in achieving the Paris goals.

<sup>113</sup> Our interview revealed that exploring the alignment between the two agendas is planned, and it will most likely be attributed to the NCCC. More information on Egypt's 2030 Strategy can be found at <http://sdsegypt2030.com/?lang=en>

<sup>114</sup> No mention of the SDG process is made in the country's National Plan for the Implementation of the Paris Agreement, either. From our interviews, we learned that no formal link is yet recognized at the national level between the two policy processes, although specific competence for the SDG process has been attributed to the Department of Planning and Policy of the MoEP.

<sup>115</sup> Northrop (n. 102 above), 10.

<sup>116</sup> Id, 2.

## 2.5 COMMUNICATING ADAPTATION EFFORTS AND USING NATIONAL ADAPTATION PLANS (NAPs) TO DELIVER ON NDC GOALS

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### ▶ INTRODUCTION

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NDCs are the primary vehicle for delivering climate action under the Paris Agreement. Although initially intended to focus primarily on mitigation, most NDCs today contain a non-mandatory adaptation component.<sup>117</sup> This is especially the case for NDCs submitted by developing countries, as adaptation is a priority area for them.

Alongside mitigation, the Paris Agreement emphasizes the importance of adaptation in its ultimate objective.<sup>118</sup> Moreover, it establishes a global goal of “enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to (...) ensuring an adequate adaptation response” in the context of this objective.<sup>119</sup>

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<sup>117</sup> As the concept of INDCs developed throughout COP19 and COP20, there was always a clear understanding that they must address mitigation. During COP20, important guidance was provided on the content and scope of the INDCs. In particular, COP20 clarified the political expectation that all Parties have to include emissions reductions targets in their INDCs, but also stated that they may include adaptation to climate change impacts on a voluntary basis. Para. 12 of decision 1/CP.20. invited all Parties to “consider communicating their undertakings in adaptation planning or consider including an adaptation component in their intended nationally determined contributions”.

<sup>118</sup> In addition to the long-term goal and related mitigation actions, one of the actions through which the Paris Agreement intends to “strengthen the global response to the threat of climate change” includes “increasing the ability to adapt to the adverse impacts of climate change and to foster climate resilience and low greenhouse gas emissions development” (Article 2 (b)).

<sup>119</sup> Article 7.1.

Under the Paris Agreement, Parties are also clearly requested to “communicate” their efforts internationally, with a view to achieving the objectives laid out in Article 2.<sup>120</sup> The expected modalities with which these efforts should be communicated, however, differ on the basis of whether they relate to mitigation or adaptation.

Mitigation actions are the centrepiece of the NDC process.<sup>121</sup> Conversely, **countries are given no explicit mandate to include adaptation in their NDCs.**<sup>122</sup> Rather, for communicating their adaptation efforts, the Agreement invites each Party to “submit and update periodically an adaptation communication, which may include its priorities, implementation and support needs, plans and actions.”<sup>123</sup> Contrary to the NDC process, this action remains voluntary.

At the same time – and not without a certain degree of ambiguity, Article 7.11 of the Paris Agreement gives countries the option of **submitting their adaptation communications as a component of or in conjunction with other communications and documents, including NDCs, National Adaptation Plans (NAPs)<sup>124</sup> and National Communications.**<sup>125</sup> This means that, despite the lack of a clearly indicated mandate for adaptation, under the Paris Agreement countries may choose NDCs as the vehicle for communicating their adaptation efforts.

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<sup>120</sup> Article 3.

<sup>121</sup> Article 4 states that “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.”

<sup>122</sup> Article 7.3. acknowledges that the adaptation efforts “shall be recognized, in accordance with the modalities to be adopted by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its first session.”

<sup>123</sup> Article 7.10.

<sup>124</sup> The NAP process was established under the Cancun Adaptation Framework (CAF) as part of the Cancun Agreements adopted at COP16. The process aims to enable Parties to formulate and implement National Adaptation Plans (NAPs) as a means of identifying medium- and long-term adaptation needs and developing and implementing strategies and programmes to address those needs. It is a continuous, progressive and iterative process which follows a country-driven, gender-sensitive, participatory and fully transparent approach. Since COP16, many countries around the world have advanced their NAP processes, taking steps to assess their development needs and climate vulnerabilities, analyse current climate and future scenarios and review and appraise adaptation options. Many have also begun the process of integrating adaptation into policies and plans for climate-sensitive sectors. The importance of the NAP process is also emphasized in Article 7.9 of the Paris Agreement, which requires countries to engage in adaptation planning processes and the implementation of related actions, including the development or enhancement of relevant plans, policies and/or contributions. More information can be found here: [http://unfccc.int/adaptation/workstreams/national\\_adaptation\\_plans/items/6057.php](http://unfccc.int/adaptation/workstreams/national_adaptation_plans/items/6057.php)

<sup>125</sup> For more information and guidance on National Communications see UNFCCC (no date), National Reports, [http://unfccc.int/national\\_reports/items/1408.php](http://unfccc.int/national_reports/items/1408.php)

As of today, adaptation communications and their interaction with the NDC process remain a topic under discussion in the climate negotiations.<sup>126</sup> Nevertheless, **many countries have already made the link between their NDCs and other processes that are relevant to the transparency of their adaptation efforts.**<sup>127</sup> This includes the NAP process,<sup>128</sup> whose interaction with the adaptation agenda under the Paris Agreement has received attention both inside and outside UNFCCC negotiations.<sup>129</sup>

Many experts argue that **the NAP process, as a country-driven, comprehensive approach to adaptation planning and implementation, can be an appropriate instrument for achieving the adaptation goals of the NDCs.**<sup>130</sup> In this sense, the two processes become “mutually reinforcing”,<sup>131</sup> and their interaction can be understood as follows:

<sup>126</sup> See, for example, the most recent CMA decision 1/CMA.1 adopted at COP22 in Marrakech in November 2016, available here <http://unfccc.int/resource/docs/2016/cma1/eng/03a01.pdf>

<sup>127</sup> A substantial number of NDCs make reference to other strategic documents and processes in their adaptation sections.

<sup>128</sup> There exists significant guidance at the UNFCCC level on the NAP process. See, for instance, the initial guidelines adopted in decision 5/CP.17, available here [http://unfccc.int/files/adaptation/cancun\\_adaptation\\_framework/national\\_adaptation\\_plans/application/pdf/nap\\_initial\\_guidelines\\_annex\\_to\\_decision\\_5cp17\\_eng.pdf](http://unfccc.int/files/adaptation/cancun_adaptation_framework/national_adaptation_plans/application/pdf/nap_initial_guidelines_annex_to_decision_5cp17_eng.pdf) and the Technical Guidelines for the NAP process elaborated by the Least Developed Countries Expert Group in December 2012, available here [http://unfccc.int/files/adaptation/cancun\\_adaptation\\_framework/application/pdf/naptechguidelines\\_eng\\_high\\_res.pdf](http://unfccc.int/files/adaptation/cancun_adaptation_framework/application/pdf/naptechguidelines_eng_high_res.pdf).

<sup>129</sup> In the context of climate negotiations see, for instance, decision 4/CP.21 adopted at COP21 in Paris and decision 6/CP.22 adopted at COP22 in Marrakech, which set recommendations and deadlines for countries to inform the UNFCCC on their progress made as they formulate and implement NAPs. For a study of the transparency framework for adaptation, including the NAP process and its interaction with the Paris Agreement, see Kato, T and Ellis, J et al, *Communicating Progress in National and Global Adaptation to Climate Change*, OECD Climate Change Expert Group, Paper No. 2016(1), OECD/IEA May 2016, [https://www.oecd.org/environment/cc/Adaptation-Communication-CCXG-paper-2016\(1\).pdf](https://www.oecd.org/environment/cc/Adaptation-Communication-CCXG-paper-2016(1).pdf).

<sup>130</sup> Dodwell (n. 11 above), 60.

<sup>131</sup> For countries that have not yet engaged in adaptation planning, the NDC adaptation component can serve as impetus for starting the NAP process. Conversely, countries that have already engaged in the NAP process can draw from this experience to formulate or update their NDC adaptation components in the context of adaptation communications. For a more thorough analysis of the subject, see Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, *Climate Change Policy Brief: (I)NDC adaptation components and NAP*, June 2016, [http://www.adaptationcommunity.net/?wpfb\\_dl=356](http://www.adaptationcommunity.net/?wpfb_dl=356) and Hammill, A and Price-Kelly, H, *Using NDCs, NAPs and the SDGs to Advance Climate-Resilient Development*, NAP Global Network, May 2017, published by NDC Partnership, <http://napglobalnetwork.org/resource/using-ndcs-naps-sdgs-advance-climate-resilient-development/>.

- NDCs are high-level commitments which can be used as means to communicate internationally a country's political will to engage in adaptation efforts, but also to set out what adaptation outcomes a country is aiming for, both in terms of contributions and support expected;
- NAPs can help countries determine how to achieve their NDC adaptation efforts domestically through extensive planning processes, which allow them to identify, address, and review their evolving adaptation needs over time.<sup>132</sup>

Based on this understanding, we analysed the extent to which our focus countries have included adaptation in their NDCs and verified whether or not they are engaged in the NAP process. If a NAP process is underway, we also explored the status of its linkage (current or intended) with the NDC process.

## COUNTRY OVERVIEW

**ALGERIA'S** NDC dedicates a large portion to the description of the country's vulnerability to climate change impacts. Furthermore, it includes a section devoted to "Adaptation measures", which describes the country's intended adaptation efforts. Notably, the first action listed is the **development of a NAP** (called National plan of Adaptation in the English translation) **with related objectives** (but no timeframes), which Algeria intends to achieve "in the context of the finalization of its contribution, and in order to promote a more climate change resilient economy".<sup>133</sup> This indicates that Algeria has, at a minimum, initiated the NAP process by elaborating a set of **priority actions** intended to guide its implementation. In addition, Algeria's NDC summarizes the main adaptation actions to be taken as part of the implementation of the country's National Climate Plan. However, **it does not provide any implementation timeframes nor estimated quantifications of the results expected**, which suggests that they may still be under elaboration by key institutional actors.

The adaptation section of **EGYPT'S** NDC consists of a broad chapter titled "Egypt's Adaptation Efforts", which presents wide-ranging information divided by subsections. These include: a description of the major adaptation challenges faced by the coun-

<sup>132</sup> Dodwell (n. 11 above), 60.

<sup>133</sup> The objectives of the NAP are indicated as follows: to reinforce the ecosystem's resilience (flooding and drought) in order to curtail the risks of natural disasters related to climate change; to fight against erosion and rehabilitate its degraded lands as part of the efforts to combat desertification; to integrate the impacts of climate change in sectoral strategies, in particular for agriculture, water management, public health and transport; to integrate the impacts of climate change on political stability and national security.



try, followed by an indication of a set of “intended actions to promote resilience”<sup>134</sup>, a list of “additional adaptation policies and measures” and “adaptation action packages”. None of the efforts described, however, are quantified or time-bound, nor are they backed by the indication of specific policy processes which they relate to, or the status of their implementation. Although not mentioned in its NDC, Egypt is **preparing a NAP proposal**, which it intends to submit to the Green Climate Fund (GCF) to obtain financial support for implementation, as well as align to the NDC process.<sup>135</sup>

**ISRAEL**’s NDC adaptation component synthetically mentions that the country is **in the final stages of drafting its NAP**, which is described as being the result of an interministerial and non-governmental sectoral consultative process.<sup>136</sup> Furthermore, the NDC gives account of the creation of a Climate Change Information Center (ICCIC) as an entity entrusted with preparing policy recommendations that will be integrated into national and local adaptation plans. No further information is provided on either of the two processes indicated.<sup>137</sup>

**JORDAN**’s NDC adaptation component is also presented as a macro-section with several subsections. Titled “Jordan’s Adaptation Actions”, this chapter describes the major adaptation challenges faced by Jordan and provides an overview of the strategies and measures foreseen to cope with these challenges in a pre- and post-2020 period.<sup>138</sup> Each subsection describes in detail the actions that Jordan intends to take in each of the four priority sectors identified.<sup>139</sup>

<sup>134</sup> These belong to the water resource management, agricultural security and coastal zone protection sectors.

<sup>135</sup> Our interview revealed that one of the three working groups working on NDC implementation (see section 2.1 further on this point) is currently reviewing the relevant policy framework to pave the way for alignment between the two processes.

<sup>136</sup> Engagement in the NAP process, alongside the submission of Adaptation Communications, is also briefly mentioned in Israel’s National Plan for Implementation of the Paris Agreement as one of the main subjects of Israeli activity accompanying the international negotiations and/or focusing on knowledge building. Since the initiation of this process, an inter-ministerial committee has prepared a National Climate Change Report in the form of recommendations to the government, published on 31 December 2017.

<sup>137</sup> Our interview revealed that Israel is also working on the development of a National Strategy for Adaptation, led by the chief scientist of MoEP.

<sup>138</sup> Jordan’s post-2020 adaptation efforts find their institutional roots in the adaptation chapter of the country’s National Climate Change Policy 2013-2020, which Jordan intends to revise and augment to address the post-2020 period in conjunction with NDC implementation (see section 2.3).

<sup>139</sup> These sectors (water, health, agriculture and food security, sustainable development) are the result of a consultation process undertaken in 2015 and led by the MoEnv, whereby line ministries and NGOs were approached by official letters requesting them to provide a list of priority adaptation actions for the post-2020 era on top of those proposed in the 2013-2020 Policy.

Notably, each section also **provides financial estimates, timeframes for implementation and quantification of results expected whenever possible**, as well as **an indication of the policy background and related institutional engagement** that support them. **Jordan's NDC makes no reference to the NAP process**, which is due to the fact that **the country has only very recently launched the process with technical assistance and financial support from international donors**.<sup>140</sup> Nevertheless, Jordan recognizes the importance of using NAP as an instrument to deliver on the adaptation elements of its NDC and use it as the base to develop its Adaptation Communication for the period post-2020.<sup>141</sup>

**LEBANON's** NDC emphasizes that "climate change adaptation is a priority for Lebanon", which would seem to justify the placement of the adaptation section before the mitigation section in the NDC. The adaptation section includes a description of the adaptation challenges faced by Lebanon, followed by **a summary of the country's current and intended efforts to mainstream adaptation into other policy sectors**. Further information on how these efforts are translated into objectives and related actions, however, is provided only for three priority sectors (biodiversity, forestry and agriculture, water), of which only the first includes a specific timeframe for implementation (2030). With international support, Lebanon is currently **advancing its NAP process**,<sup>142</sup> which is not mentioned in the NDC, but is nonetheless intended to be included as a bigger component of the next NDC.<sup>143</sup>

**MOROCCO** is the only Southern Mediterranean country that has **presented an adaptation communication as the adaptation component of its NDC**.<sup>144</sup> This communication is rather comprehensive and includes the following information: a general as well as a sector-specific description of Morocco's vulnerability to climate change, accompanied by an indication of the country's vision to cope with these challenges; **a list of quantified sectoral goals for 2020 and 2030**, presented in tabular format with respect to four priority sectors, and including financial estimates

<sup>140</sup> The NAP process was launched on 2 March 2017 with support from GIZ.

<sup>141</sup> Jordan's NDC review document recommends developing a NAP with detailed measures in adaptation-related sectors.

<sup>142</sup> The MoE of Lebanon requested support from UNDP to support their NAP process. As part of that support, a stocktaking review of its NAP process was conducted. This review is expected to serve as a first evaluation of the NAP process in Lebanon, as an input to further advance that process, as well as a reference for any financial support that Lebanon may pursue to support its NAP process.

<sup>143</sup> Our interview revealed that the MoE, which is leading the implementation of the NDC in Lebanon, expects the NAP process to guide the adaptation component of the NDC.

<sup>144</sup> This is most likely due to the fact that Morocco is also the only country in the region that has undertaken an extensive revision of its INDC before ratifying the Paris Agreement. Morocco's INDC, in fact, included a section on "Morocco's action on adaptation", which was not presented as the country's first adaptation communication.

for implementation; **a list of major strategies, policies, action plans and programmes into which climate adaptation has been mainstreamed**, which extend the number of priority sectors compared to the previous section; **a general estimation of all adaptation-related climate finance needs**; and finally, a brief indication of the steps Morocco intends to take to **monitor and evaluate its adaptation efforts** (see section 2.6 further on this last point). Morocco's NDC also mentions that the country is **currently drafting its NAP** as an instrument to improve its climate resilience framework, **which will present and quantify measures for the adaptation to climate change**. While awaiting the final plan, Morocco's NDC **includes a summary of the national priorities that are guiding the NAP process**. This suggests that Morocco's NAP preparation process may be at an advanced stage.<sup>145</sup>

**PALESTINE** is the only country in the South Mediterranean region to have **developed a full-fledged NAP** and submitted it to the UNFCCC in November 2016, becoming the sixth country to do so.<sup>146</sup> As seen in sections 2.1 and 2.3, **Palestine's NDC draws strongly on the NAP for its adaptation component** and related financial estimates for implementation. The adaptation section of Palestine's NDC includes a short preface on the NAP, followed by the description of the main climate impacts expected in the country and a number of priority sectors for action identified as 'highly vulnerable' from the NAP.<sup>147</sup> This is complemented by the listing of a series of adaptation actions, both conditional and unconditional, relevant to these sectors.<sup>148</sup>

<sup>145</sup> Our interview revealed that a NAP roadmap has been developed and sectoral preliminary studies have been completed. Morocco intends to use its NAP as an instrument to revise its future NDCs and also support monitoring and evaluation of its adaptation efforts over time. Governance of the NAP process, furthermore, has been attributed to an interministerial monitoring committee as a preliminary step towards the establishment of a National Committee on Adaptation.

<sup>146</sup> The NAP can be found here <http://www4.unfccc.int/nap/Documents%20NAP/National%20Reports/State%20of%20Palestine%20NAP.pdf>

<sup>147</sup> The NAP identifies 'highly vulnerable' issues in relation to the following 12 theme/sectors: agriculture, coastal and marine (Gaza Strip only), energy, food, gender, health, industry, terrestrial ecosystems, tourism (West Bank only) urban and infrastructure, waste and wastewater, and water. Many of these issues are recognized as having inter-connections more generally across themes/sectors, most notably, in relation to water, agriculture, food and energy.

<sup>148</sup> Similarly to the mitigation component of the NDC, the adaptation component also includes a number of adaptation actions already funded and/or being implemented, which have been included in the NDC as unconditional adaptation actions.

Palestine's NDC **Implementation Roadmap** (see section 2.1) **further contextualizes the relationship between the NAP and NDC processes**, summarizing how Palestine associated the NAP to its NDC, but also **recommending next steps to strengthen the alignment between the two processes** on the basis of progress already made.<sup>149</sup> All of this shows that **Palestine has used its NDC as a vehicle to communicate internationally its domestic adaptation efforts resulting from the planning embedded in the NAP process**. However, ambiguity remains as to whether or not this may also be regarded as a submission of an adaptation communication from the Palestinian State.<sup>150</sup>

**TUNISIA's** NDC includes an adaptation component titled "The Tunisian contribution towards adaptation", which is structured into several subsections summarizing the information presented in tabular format. After describing the major challenges regarding Tunisia's exposure and vulnerability to climate change, the NDC presents a raft of planned measures focusing on adaptation in six key sectors (water resources, coastline protection, agriculture, ecosystems, tourism, health). As observed in section 2.2, these measures are not accompanied by the indication of the policy frameworks and documents they relate to.<sup>151</sup> Nevertheless, they are followed by **an estimate of the domestic financing needed for implementation** and an appeal to cover all the additional costs for adaptation through international support. **No mention of the NAP process** is included in Tunisia's NDC, although the country has taken steps to assess existing and intended capacity for the process.<sup>152</sup>

<sup>149</sup> Palestine's NDC declares to have been developed in line with the UNFCCC's NAP guidelines for Least Developed Countries, which can be found at [https://unfccc.int/files/adaptation/cancun\\_adaptation\\_framework/application/pdf/naptechguidelines\\_eng\\_high\\_res.pdf](https://unfccc.int/files/adaptation/cancun_adaptation_framework/application/pdf/naptechguidelines_eng_high_res.pdf). These guidelines identify four main elements for NAP development and implementation, namely: Element A - Lay the groundwork and address gaps; Element B - Preparatory elements; Element C - Implementation strategies; Element D - Reporting, monitoring and review. Palestine has already completed Elements A and B. Therefore, the Implementation Roadmap recommends focusing on the remaining three elements as next steps for NDC implementation in relation to adaptation.

<sup>150</sup> Our interview revealed that the linkage between the NDC, the NAP and the adaptation communication process is still under exploration by the EQA and it has yet to be addressed formally at institutional level.

<sup>151</sup> Our interview revealed that the third National Communication of Tunisia to the UNFCCC is expected to be submitted in 2018 and that this document will include a comprehensive analysis of and a policy framework for the adaptation process.

<sup>152</sup> In September 2013, with the support from GIZ, the Tunisian Ministry of Local Affairs and Environment organized a multi-stakeholder workshop to assess capacities for the NAP process in Tunisia by applying the Stocktaking for National Adaptation Planning (SNAP) tool. The scope of this tool is to present adaptation capacities and support the identification of strategic NAP goals through a multi-stakeholder workshop.

## ★ FINDINGS

Adaptation is a priority for the Mediterranean region. It comes as little surprise, therefore, that **all Southern Mediterranean countries have chosen to include an adaptation component in their NDCs**. As expected – and largely because of lack of official guidance – this inclusion **has not followed a consistent and uniform approach**. In general, we observed that the information presented ranges from a summary of the observed impacts of climate change, to the identification of vulnerable sectors and priority adaptation needs, to a description of ongoing and planned adaptation actions (**ALGERIA, ISRAEL**) to the articulation of time-bound adaptation targets or – in the majority of cases – a combination of some or of all these elements (**EGYPT, JORDAN, LEBANON, MOROCCO, PALESTINE, TUNISIA**). This suggests that each country has communicated their adaptation efforts and needs on the basis of their understanding of what an NDC should include – **with the result that many NDCs are unable to outline a coherent approach to adaptation planning and implementation**. In this respect, it is hoped that future climate negotiations will bring more clarity and guidance as regards how countries should be expected to communicate their adaptation efforts through their NDCs.

The NAP process **is underway in all Southern Mediterranean countries**, with **some countries being at a more advanced stage than others**. Currently, **Palestine** is the only country in the region to have developed a full-fledged NAP and formally linked it to its NDC process, while **ALGERIA, ISRAEL, JORDAN** and **MOROCCO** have only initiated, but not yet completed this process. The remaining countries (**EGYPT, LEBANON, TUNISIA**), nevertheless, recognize the potential of the NAP process to provide effective support for the operationalization of the NDC adaptation commitments, and **they are taking significant steps to initiate or seek better alignment of the two processes**.

As the relation between the NAP and NDC processes continues to be discussed at climate negotiations, it can be expected that all Southern Mediterranean countries will continue to make progress on their adaptation planning and linkage with their NDCs.

## 2.6 MEASUREMENT, REPORTING AND VERIFICATION OF NDC IMPLEMENTATION

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### ▶ INTRODUCTION

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Transparency of climate action is critical to the success of the Paris Agreement. In the UNFCCC context, an effective transparency system is one that is able to provide information on the trends of global GHG emissions over time and on the ambition of country efforts to change these trends and combat climate change at the national and international levels.<sup>153</sup>

To secure the transition towards the carbon-neutral future called for by the Paris Agreement, countries have to show internationally that they are delivering on their commitments in a transparent manner. This is key to **build mutual trust and confidence that climate action is taking place** widely across governments.

In this framework, countries are called to **track, evaluate and communicate** progress on the implementation of their commitments, and thus engage in a process also known as Measurement, Reporting and Verification (MRV).<sup>154</sup>

Article 13 of the Paris Agreement sets out a binding MRV framework by which countries are requested to track and provide information that relates to **progress towards achieving their individual climate contributions as well as on the support pro-**

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<sup>153</sup> UNFCCC, *Understanding Transparency and Accountability*, undated, available at [http://bigpicture.unfccc.int/printtool.html?article\[57\]\[\]=57](http://bigpicture.unfccc.int/printtool.html?article[57][]=57)

<sup>154</sup> MRV is the process whereby countries take measures to collect data on their emissions, mitigation and adaptation actions, support needed and received, compile them in inventories and reports and subject them to a form of international review or analysis. For a comprehensive background on MRV, particularly from the perspective of developing countries, see UNFCCC, *Handbook on Measurement, Reporting and Verification for Developing Country Parties*, 2015, [https://unfccc.int/files/national\\_reports/annex\\_i\\_natcom/\\_application/pdf/non-annex\\_i\\_mrv\\_handbook.pdf](https://unfccc.int/files/national_reports/annex_i_natcom/_application/pdf/non-annex_i_mrv_handbook.pdf)



vided and received to do so.<sup>155</sup> This makes MRV a central instrument for NDC implementation, as well as a crucial tool to track progress towards the ultimate goal of the Paris Agreement.

Applied specifically to NDC implementation, MRV can be understood as follows:

- **Measurement** consists in **tracking and evaluating progress**, particularly through **identifying emissions trends, assessing the effectiveness of mitigation and adaptation actions** which make up the NDC, **as well as the financing used** to support these actions. This process can help countries monitor progress achieved in reducing emissions, determine where to focus their efforts, evaluate impacts of the support received (especially for developing countries), and in turn inform better decision-making.
- **Reporting and Verification** consist in **reporting on the collected data and releasing them at international level through the UNFCCC process**. This aims to ensure transparency and accountability of climate action, support good governance and credibility of results, as well as build confidence that climate finance resources are being utilized effectively.<sup>156</sup>

The modalities, procedures and guidelines for the transparency framework of the Paris Agreement, especially in terms of reporting and verification, are **still under negotiation**. Nevertheless, it is anticipated that MRV of NDC implementation will play a central role in informing the global stocktake under Article 14 of the Paris Agreement (see section 1.1 further on this point) and thus in promoting compliance amongst countries through mutual analysis and evaluation of respective results. Furthermore, besides helping countries meet their international reporting obligations, it is also expected that it will contribute to **meeting their domestic requirements**, which may

<sup>155</sup> Under the Paris Agreement, all countries abide by an enhanced transparency framework for action and support. The purpose of this framework is to enhance clarity and track progress towards global climate action, including on NDC implementation, adaptation actions, good practices, priorities, needs and gaps, as well as on the support provided and received by Parties in the context of these actions. Under the framework of Article 13, each country will have to provide the following information to the UNFCCC on a biennial basis: a national inventory report of their GHG emissions and removals, using the appropriate IPCC methodologies; information necessary to track progress made in implementing and achieving their NDCs under Article 4 of the Agreement; information related to climate change impacts and adaptation, financial, technology transfer and capacity-building support provided and received (for developed and developing countries, respectively).

<sup>156</sup> Singh, N et al, *MRV 101: Understanding Measurement, Reporting and Verification of Climate Change Mitigation*, World Resources Institute, 2016, [https://www.wri.org/sites/default/files/MRV\\_101\\_0.pdf](https://www.wri.org/sites/default/files/MRV_101_0.pdf)

include reporting to parliaments and the public to improve transparency, or to policy-makers to inform their decisions.<sup>157</sup>

Following a study carried out by ClimaSouth comparing the status of MRV capacities and supporting national structures across the Southern Mediterranean region,<sup>158</sup> we analysed how far Southern Mediterranean countries are in setting up MRV systems specifically to support NDC implementation. To do this, we analysed whether any relevant commitments or goals have been included in their NDCs and what progress they are making to achieve them. Furthermore, we also researched any domestic requirements to improve transparency of information and policy decisions on climate change that may be relevant to support the NDC process.

## COUNTRY OVERVIEW

**ALGERIA's** NDC foresees the **establishment of a national MRV system as one of the core actions intended to support its implementation**. 2016-2020 is the time-frame provided in the NDC for the operationalization of this system currently in early stages of development. This could also explain why Algeria's NDC gives no indication as to how the country intends to approach this task from an institutional or operational perspective. At the institutional level, several entities in Algeria perform tasks that relate to MRV, especially with respect to collecting data on GHG emissions and tracking progress on climate policy implementation.<sup>159</sup> Synergy between these entities, however, should be enhanced through appropriate institutional and legal arrangements.<sup>160</sup> As such, **there is yet no institutional oversight or coordination of data collection, management, reporting and evaluation**, at least in the context of climate-related policies and actions. Algeria, furthermore, has very **limited capacity to generally track climate finance flows, as well as measure and report, both domestically and internationally, on specific support received for climate action**.

<sup>157</sup> Dodwell (n. 11 above), 79.

<sup>158</sup> Rizzo, A, *Transparency of Climate Action in the ENPI South Region*, European Commission, 2016, [http://www.climasouth.eu/sites/default/files/policy\\_paper/CS\\_policy\\_paper\\_N1\\_pagsing.pdf](http://www.climasouth.eu/sites/default/files/policy_paper/CS_policy_paper_N1_pagsing.pdf)

<sup>159</sup> These include: the ANCC, which among other things collects scientific data on GHG emissions and climate change impacts, and prepares related reports; the Ministry of Foreign Affairs (MFA), which acts as the UNFCCC National Focal Point for reporting purposes and liaises with donor activities, therefore managing data related to climate finance flows; the Directorate of Climate Change within the Ministry of Environment, which communicates with key ministers on climate change issues; the National Climate Committee, responsible for NDC preparation, which assesses progress and proposes measures on national climate policy implementation.

<sup>160</sup> For instance, Algeria has yet no law or decree regulating annual reporting of GHG emissions data.

This picture suggests that, in order to build an effective MRV system for NDC implementation, Algeria will first have to improve its institutional capacity to perform data collection, as well as monitoring of progress of domestic climate policies and resources required to achieve them. Algeria is striving to address these challenges, although it is largely **depending on international support** to do so. Currently, relevant support is being provided with a focus on **building capacity on GHG inventory** and creating a pool of experts from various ministries to **update the National Climate Plan** and align it with the new MRV requirements under the Paris Agreement; strengthening inter-sectoral cooperation and **supporting policy reform on budget management** through increased climate mainstreaming and transparency.

**EGYPT's** NDC pledges to develop a national MRV system **as one of three initiatives that form a broader programme intended to support the achievement of its mitigation efforts**. Contrary to Algeria, no expected timeframes are provided for the completion of this task, which suggests that the modalities for its implementation may still be under negotiation by key institutional actors. Several institutions in Egypt are engaged in MRV,<sup>161</sup> although their **capacity to perform tasks such as GHG emissions data gathering, assessment and quality control, as well as climate policy implementation monitoring remains generally weak**. This is because the government relies extensively on external resources to collect and manage data in most policy sectors, including climate action. Moreover, **no legal arrangements yet regulate collection and sharing of climate-related data among key ministries and stakeholders at the national level, including on financial flows dedicated to climate change**.<sup>162</sup> As a result, Egypt's overall MRV capacity remains under development. Nevertheless, as observed in section 2.1, the Egyptian Ministry of Environment is striving to **formalize appropriate institutional arrangements to strengthen the monitoring capacity for NDC implementation**. Enhanced cooperation among key entities, in particular, is being sought with regard to data collection, management and quality control.<sup>163</sup> This shows that Egypt is taking steps to achieve its MRV ambition.

<sup>161</sup> The lead agency responsible for the preparation of GHG emissions inventories is the Climate Change Central Department of the EEAA. The NCCC is entrusted with fostering cooperation across all institutional stakeholders relevant to climate change as well as formulating and overseeing the implementation of mitigation measures. In addition, the Ministry of Water Resources and Irrigation and the Ministry of Agriculture and Land have dedicated institutional structures for climate change, which follow relevant policy workflows.

<sup>162</sup> In Egypt there is no legal basis requiring ministries and non-institutional stakeholders to provide data related to GHG emissions to the EEAA.

<sup>163</sup> Our interview revealed that Egypt intends, in particular, to strengthen the role of the Central Agency for Public Mobilization and Statistics (CAPMAS) through legally formalizing its tasks and responsibilities to collect data that is relevant to NDC implementation and perform quality control. Workshops have already been undertaken, including with support from international donors, to provide training to CAPMAS staff on NDC-related data gathering.

**ISRAEL** is in the final stages of development of a **national MRV framework for NDC implementation**, which is laid out in its National Plan for the Implementation of the Paris Agreement (see section 2.1 further on this point). The implementation of this system is put under the guidance of the Ministry of Environmental Protection and the inter-ministerial committee established thereunder, which oversees the NDC process at the national level (see section 2.2 further on this point). The system is expected to monitor and analyse relevant data, allowing the government to evaluate the efficacy of different policy measures and to update them as necessary.<sup>164</sup> It is **based on three core components**: annual **monitoring and follow-up** to allow for an estimation of the scope of expected mitigation in 2025 and 2030 and the gap relative to the mitigation targets determined for these years; **quality assurance** with regard to assumptions and methodologies for calculating the scope of mitigation, work procedures, the reported data and the results of the analysis and the conclusions; and **reporting** of results of the follow-up and quality control to the Israeli government as well as to the UNFCCC. The framework also includes **specific tasks for the interministerial committee** that administers its implementation, and that will convene at least twice a year to review reports on the progress and results of the follow-up process.<sup>165</sup> At present, the committee is, among others, overseeing the preparation of methodologies for implementation of this framework, together with the necessary institutional arrangements for the organization of the data collection and quality assurance process.<sup>166</sup> The resulting methodologies are being **reviewed by the relevant government ministries as well as non-State actors**. The developed methodology and procedures, moreover, are expected to be uploaded online and made accessible to the public at large.

**JORDAN** indicates in its NDC that it **will strive to put in place a functioning MRV system** for identifying emission trends through GHG inventory preparation as well as tracking and evaluating progress on mitigation policy implementation.

<sup>164</sup> More specifically, the system has four aims: 1) To assess Israel's progress toward achievement of the approved mitigation targets; 2) to assess the effectiveness of policy tools and mitigation measures and to update the National Plan accordingly; 3) to comply with reporting obligations to the UN; 4) to publish information to the public. The first monitoring report is expected to be submitted to the government by the mid-2018. Data will be collected and analyzed in order to measure the effectiveness of government policy on implementing the measures defined in the National Plan and to update it accordingly.

<sup>165</sup> The committee is tasked with following up on the system's operation and compliance with its goals and timetables; prioritizing the policy measures for follow-up; assessing the needs for additional policy measures or changes in existing policy measures for the purpose of meeting the targets.

<sup>166</sup> Our interview revealed that Israel is developing the methodology for its MRV system in line with the GHG Protocol Policy and Action Standard developed by the World Resources Institute (<http://ghgprotocol.org/policy-and-action-standard>). To implement the system, Israel's Ministry of Environmental Protection will work closely with the Central Bureau of Statistics (CBS), which also plays an important role in GHG emission management, being the entity responsible for collecting data from the public and business sectors on GHG emissions, and publishing it through Israel's annual GHG inventory to the UNFCCC.

Said reference is included in a section of the NDC which outlines Jordan's **proposed planning measures for tracking NDC progress in the short, medium and long-term**. These measures also include **attributing to the NCCC the mandate to monitor overall NDC implementation in collaboration with sector-specific ministries** that will be tasked with monitoring their strategies and policies on the basis of their own monitoring frameworks. This suggests that Jordan intends to **develop and bridge multiple MRV systems to secure domestic transparency of NDC implementation**. To complete this task, however, Jordan anticipates facing challenges of coordination and capacity amongst key stakeholders. In this respect, Jordan's NDC recognizes that **"more dedicated efforts are needed to provide institutional capacity strengthening for data collection and management**, particularly with regard to mitigation" - a need which is also echoed by the country's National Climate Policy.<sup>167</sup> To address these needs, Jordan is currently engaged in **several long-term actions** supported by international donors. Such actions are focused on **improving institutional coordination to collect and report on climate data, strengthening monitoring capacity of domestic climate action (especially NAMAs) as well as on tracking of climate finance needs**.<sup>168</sup> Together, they are expected to support Jordan in building the foundations of its evolving domestic MRV capacity, and therefore contribute to the establishment of an MRV system for NDC implementation.<sup>169</sup>

**LEBANON** recognizes in its NDC that MRV is a crucial means of implementation of the NDC process. To that end, Lebanon envisages developing a comprehensive MRV system for NDC implementation, which will have to address **planning and implementation of national activities related to climate change, assessment of impacts (GHG and non-GHG) as well as tracking of support** - both national and international - **needs and flows**.

<sup>167</sup> Jordan's comprehensive national Climate Policy highlights MRV as an important tool to provide policymakers with effective information for decision-making, but also as an essential step to enable Jordan to qualify for international climate finance when applied to climate action. In the latter sense, the Policy foresees utilizing the NCCC as a forum for coordinating and facilitating the development and submission to donors of proposals to seek international financing of mitigation and adaptation projects.

<sup>168</sup> These actions include the accomplishment of the country's first Biennial Update Report (BUR) with support from UNDP, which is contributing to the development of an MRV framework, alongside a mapping of all relevant stakeholders that should be included in the MRV system and an outline of the necessary institutional arrangements to do so; participation in the World Bank's Partnership for Market Readiness (PMR) programme, which is contributing to building capacity and infrastructure for robust MRV systems and providing technical assistance to enhance the capacity and readiness of public and private sector actors for climate financing and market instruments.

<sup>169</sup> Our interview revealed that Jordan is relying extensively on this support to build its MRV capacity. The ongoing projects are considered crucial resources to support Jordan in achieving its NDC goals. Thanks to the support received, Jordan is in the final stages of developing its MRV framework from a technical, functional and legal perspective

To build this system, Lebanon aims to integrate any additional efforts into existing MRV processes and structures, so as to ensure an efficient and consistent approach. However, while Lebanon does have existing MRV structures in place,<sup>170</sup> it currently **lacks a clearly defined, overarching MRV system** that allows data collection and processing, quality assurance and control, coordinated monitoring and reporting. This is due to a number of **persisting challenges which continue to limit its MRV capacity: unavailability, inaccessibility and inconsistency of data** related to national activities and emission factors; **difficulties in sharing climate-related data** between relevant government institutions and agencies; **limited ability to track national climate change activities and their related financing**, both domestic and international, across stakeholders; and the **need for greater involvement from the private sector**. Furthermore, **Lebanon has yet to develop a legal framework that would attribute relevant MRV tasks and responsibilities** at the institutional and operational levels and broadly across sectors. To address some of these challenges and gradually build its MRV capacity to support the NDC process, Lebanon is taking several actions, many of which benefit from international support. Notably, with the support of ClimaSouth, Lebanon has **developed a ground-breaking MRV tool**, under the name of MISCA (Monitoring Information System for Climate Action) **to foster interministerial cooperation for tracking and monitoring the progress of its NDC**.<sup>171</sup> This tool is expected to be a key pillar of Lebanon's strategy to deliver on its NDC. Moreover, through ClimaSouth, Lebanon is also taking steps to **build its MRV capacity to track, quantify and report on relevant climate finance flows**.<sup>172</sup> The support provided is expected to allow Lebanon to better assess the efficiency and adequacy of its domestic and international climate finance resources, and ultimately improve its domestic planning to achieve the NDC.

<sup>170</sup> These processes are predominantly guided by the Ministry of Environment of Lebanon (MoE). Having been involved in reporting internationally on Lebanon's progress under the UNFCCC, the MoE has developed some experience and know-how on MRV, especially with regard to the national GHG inventory process. Furthermore, the Ministry has established a cooperation network among different stakeholders working on climate issues, from both governmental and non-governmental sectors.

<sup>171</sup> The tool, which is unprecedented in the region, consists in an online, shared platform which allows interministerial stakeholders engaged in the NDC process to enter and share data of both a quantitative and qualitative nature related to NDC implementation. It aims to foster data exchange on GHG emissions, encourage mutual monitoring of Lebanon's progress in implementing the policies which make up its NDC, but also support Lebanon in keeping track of the finance received/used to implement these actions. The tool is currently operational and it is to be officially endorsed by two key ministries engaged in the NDC process (Ministry of Environment and Ministry of Energy and Water), before it can be extended to other stakeholders.

<sup>172</sup> The support provided by ClimaSouth includes tracking existing climate finance flows in Lebanon, both domestic and international; proposing a national definition of climate finance in cooperation with key stakeholders; developing a methodology to quantify climate finance, determine the climate relevance of an action/project and assess how to report capacity-building and technology transfer received to achieve that action; proposing appropriate institutional arrangements for endorsing the proposed tracking system.



From a domestic perspective, it is also worth noting that **Lebanon recently approved a law on transparency** giving the public the right to access government-related information, including on environmental matters.<sup>173</sup> This law is expected to significantly improve Lebanon's domestic transparency framework, as well as increase the mobilization of key stakeholders to achieve their domestic and international commitments.

**MOROCCO's** NDC gives account of the country's intent to develop and operationalize an MRV system.<sup>174</sup> Morocco currently lacks a comprehensive national MRV system, and the establishment of such a system is considered a key priority to support the NDC process.<sup>175</sup> Morocco **does have some MRV capacity**, especially with regard to monitoring GHG emissions,<sup>176</sup> but also individual mitigation actions.<sup>177</sup> However, its ability **to collect technical data, track and measure the progress of its climate-related policies implementation**, both at national and subnational levels, remains largely under development. This is due to extensive reliance on international expertise and the subsequent challenge to build and maintain domestic capacity and expertise. Furthermore, Morocco **lacks appropriate interinstitutional and legislative arrangements** that could otherwise support an effective tracking of the country's climate-related financial flows, including those directed at supporting the implementation of the NDC process.

<sup>173</sup> Law n. 28/2017 on the Right to Access Information.

<sup>174</sup> Morocco's NDC indicates that the country has put in place a system to monitor and assess vulnerability and adaptation to climate change that aims to provide the country's regions with an institutional mechanism to monitor climate sensitivities and results stemming from adaptation actions. This pilot project was first tested in Southern Moroccan regions, and Morocco plans to extend it to other regions and create a related governance mechanism to oversee the implementation of this system in the medium term. Our interview revealed that this process is linked to the current elaboration of the country's first NAP (see section 2.5 further on this point), and that the two governance processes will be closely aligned, most likely under the workings of the same entity.

<sup>175</sup> Our interview revealed that MRV places high on the list of priority needs that the Moroccan government intends to address with a pre-2020 ambition through the mobilization of domestic resources as well as international climate finance.

<sup>176</sup> Our interview revealed that, with international support, Morocco has recently completed the operationalization of a National Inventory System for GHG emissions, which engages several institutional actors including a national GHG Inventory Committee, chaired by the Ministry of Energy, Mines and Sustainable Development, entrusted with validating the technical inputs provided by responsible agencies and the final reports before transmission to the UNFCCC; a National Inventory Unit within the Ministry of Energy, Mines and Sustainable Development, responsible for the coordination of the technical aspects related to the inventory preparation and acting as the interface between the Committee and other sectoral units; five sectoral units covering energy, agriculture and forestry sectors, entrusted with providing the GHG emissions data. This System is expected to play a key role in assessing Morocco's emission trends against its NDC ambition.

<sup>177</sup> Morocco has developed a portfolio of five NAMAs (in the agriculture, habitat, waste and energy sectors) with the support of international cooperation, and the possibility of setting up of a related MRV system for each NAMA has been used as one of the key criteria for the identification of these priority NAMAs. Morocco has proposed a tailored and detailed MRV system for each NAMA.

Nevertheless, Morocco has made some tangible progress to overcome these challenges and build its MRV capacity. Most notably, with international support, **Morocco has recently operationalized a National GHG Inventory System (GHG-IS)** which is expected to significantly enhance its capacity to monitor and track its emission trends.<sup>178</sup> Furthermore, Morocco **established a Climate Change Competence Center (4C)**, the first of its kind in the whole South Mediterranean region, that will serve as a national institutional hub for the coordination of climate action broadly across stakeholders at national and regional levels. The 4C, in particular, is expected to enable Moroccan institutions engaged in climate action to better collaborate in the collection and sharing of data, the assessment of progress made on mitigation and adaptation actions, and in the dissemination of information to policymakers and the general public.<sup>179</sup> As such, it is expected to provide significant institutional support to the NDC process.

**PALESTINE's** NDC includes the establishment of an MRV system **among the core elements of its domestic planning process for NDC implementation**. Section 4 of the NDC, titled "Planning processes", states that Palestine **intends to develop a robust, comprehensive MRV system**, which will include: tracking of mitigation and adaptation activities, assessing their impacts (greenhouse gas and non-greenhouse gas), as well as tracking climate finance flows. To do so, Palestine foresees integrating the necessary MRV activities into existing processes and structures for international reporting, so as to ensure an efficient and consistent approach. Palestine is taking action to achieve these goals and the NDC takes account of this, stating that the country is currently in the process of **determining the most appropriate process for MRV of NDC implementation**. How this is being done, however, is **explained in the country's NDC Implementation Roadmap** (see section 2.1), which includes a specific section on MRV, as well as an entire Annex providing a possible structure for a national MRV system for NDC implementation.

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<sup>178</sup> Morocco introduced this system in 2015, but only operationalized it recently with support from GIZ. The support received focused on two main components: on the one hand, the establishment of institutional arrangements formalized by a ministerial decree to support the institutionalization of the system; on the other hand, empowering various stakeholders with technical instruments and methodological tools to ensure the quality and sustainability of the system established.

<sup>179</sup> The project, which was supported by GIZ, institutionalized the 4C in October 2016 by establishing it as a Public Interest Group with an innovative structure uniting the public and private sectors, civil society and research organizations in a single institution.

The Roadmap provides a snapshot of Palestine's MRV capacity, indicating current institutional structures and intended processes,<sup>180</sup> but it also recommends **next steps for action on the basis of needs and gaps identified**.<sup>181</sup> Complementary to this, the Annex presents a basic outline of the MRV system, including **suggestions on institutional structures** for data collection, evaluation and reporting, as well as **guidance on possible indicators** to standardize the data collection process. The NDC pledges, combined with the guidance provided in the Implementation Roadmap, put Palestine on track towards the establishment of an ambitious MRV system for NDC implementation. This can be considered a notable achievement in the country's NDC planning process.

**TUNISIA's NDC anticipates benefitting from a rigorous MRV system** revolving around the measurement of emission levels, monitoring of mitigation actions (especially NAMAs) as well as the financing (funding, technology transfer and capacity building) received to support mitigation and adaptation actions. As such, **Tunisia's MRV ambition is comprehensive, in that it covers all the main components of an MRV system for NDC implementation**. Similarly to what we observed for Egypt, however, the **lack of provided timeframes or information on institutional arrangements** intended to support the implementation of this system suggests that **it may still be**

<sup>180</sup> The Roadmap explains that Palestine has an MRV system for GHG inventory, which was developed as part of the INCR. All the stakeholders that are part of this system have received training on the data needs to develop a GHG inventory, but also on how to develop the inventory itself. The Roadmap also recognizes that, while work is underway on the GHG inventory system, there is still work to do in respect to the development of tracking systems for mitigation and adaptation activities as well as financial support. To that end, it is envisaged to develop an MRV system that will provide information for political decision-makers to steer adaptation and mitigation actions to maximize mitigation, but also the specific benefits for the country, which, apart from increased climate resilience, potentially include job creation, reduced dependency on fuel imports, education, health, access to power, etc. In addition, the Roadmap further indicates that the information required for this purpose includes data on implementation and impacts of mitigation and adaptation actions, international support received for any of those measures or other activities related to NDC implementation and data from the GHG inventory to understand how mitigation actions as a total impact national and sectoral emission levels over time. This approach foresees the EQA as the primarily entity at the center of the MRV system, entrusted with receiving information from line ministries on an annual basis, evaluating and reporting the information nationally and internationally, with a strong integration of international reporting into existing UNFCCC processes already existing at the national level. This evaluation would allow the EQA and other line ministries to actively steer mitigation and adaptation actions so as to maximize benefit for the State and to achieve the set targets.

<sup>181</sup> The recommended steps include: undertake an assessment of data on existing collection processes, reporting processes and capacities within the EQA and line ministries; define roles of the institutions involved (EQA and the line ministries), identify focal points for MRV in each line ministry, and potentially identify sectoral responsibilities among staff at the coordination unit; agree on indicator sets for each sector related to GHG emission levels, mitigation, adaptation and support, as well as at the national level; define when and in which format indicator data is to be provided; define processes for the assessment, evaluation, reporting and documentation of the data received, including quality control / quality assurance approaches; define a process for feeding the results of the evaluation back to the relevant stakeholders.

**under formulation by key stakeholders.**<sup>182</sup> In recent years, Tunisia has made a considerable effort to comply with its international MRV obligations under the UNFCCC and, in doing so, **it has set a comprehensive national vision to deliver on its MRV ambition.**<sup>183</sup> To support this vision, and largely thanks to international support, Tunisia has undertaken several actions to lay the foundations for an institutional MRV system at national level. This process has involved several stakeholders and, as a result, it has generated some MRV capacity.<sup>184</sup> Nevertheless, Tunisia's MRV ambition remains under development due to **several challenges and needs for improvement**, which include the **lack of institutional arrangements and legal structures** to formalize and ensure continuity in the workings of engaged entities; the **lack of funding** to support the capacity development of key stakeholders; the **need to seek stronger involvement** in the MRV process **from all key stakeholders** that should be engaged in climate action.<sup>185</sup>

<sup>182</sup> Our interview revealed that, with support from GIZ, Tunisia is currently in the early stages of establishing a process to set up its MRV system for NDC implementation. The process has so far delivered consultations with key stakeholders to provide an institutional direction for the MRV system and propose related roles and responsibilities.

<sup>183</sup> Tunisia's first and second Biennial Update Reports (BURs) to the UNFCCC give account of the country's vision and efforts to establish a comprehensive MRV system, proposing measures to enhance the ability to collect data on GHG emissions, track progress of its mitigation efforts as well as financial flows, capacity building and technology transfer needs related to climate action. With regard to MRV of emissions, for instance, the BUR indicates that Tunisia has set the basis for the creation of a National System of Inventory of GHG emissions (SNIEGES) as the primary MRV entity in the country. It is foreseen that SNIEGES will be entrusted with monitoring, reporting and verifying emissions on the basis of inventories prepared by an Inventory Coordination Center (PCI). The PCI, in turn, is expected to coordinate and facilitate the preparation of the inventories, provide technical procedures and methods and conduct information-gathering, compiling and processing data and reporting. Tunisia's BURs can be accessed here [http://unfccc.int/national\\_reports/non-annex\\_i\\_natcom/reporting\\_on\\_climate\\_change/items/8722.php](http://unfccc.int/national_reports/non-annex_i_natcom/reporting_on_climate_change/items/8722.php)

<sup>184</sup> In the energy sector, for instance, Tunisia's National Agency for Energy Control (ANME) has put in place an information system called SIM2E that supports the monitoring and evaluation of the country's energy policies and related GHG mitigation. This system provides three key functions, namely: the collection and centralization of energy data and GHG emissions in the energy sector; alignment and data archiving; the calculation of energy efficiency indicators and GHG emissions, according to a top-down approach. Complementary to SIM2E is EnerInfo, a system that ANME is putting in place with support of the European Union, which makes it possible to track energy-related national action programmes through a bottom-up approach by monitoring indicators such as avoided emissions, energy savings, aid received, policy subsidies and jobs created. On the mitigation actions front, Tunisia has developed five NAMAs, proposing a tailored MRV system for each NAMA that includes specific institutional arrangements and capacity-building actions to support their implementation.

<sup>185</sup> With the support of GIZ, for instance, in 2010 Tunisia created an interinstitutional working group to develop an inventory of emissions in the energy sector. As of today, however, this structure has not yet been made permanent, as it is not supported by appropriate legal arrangements. Similarly, Tunisia's National System of Inventory of GHG emissions has yet to be formalized through regulation and the entities behind it do not yet operate on a regular basis. An ongoing UNDP supported process, moreover, is currently assisting Tunisia in setting legal and sustainable institutional arrangements for GHG Inventory.

To address these challenges, under the guidance of the Ministry of Local Affairs and Environment, Tunisia is striving to **operationalize existing structures**, but also **mainstream climate change** in the workings of relevant stakeholders and **enhance and streamline communication** among key actors involved in the implementation of the country's climate agenda. These actions are also receiving international support, which Tunisia continues to seek in order to ensure the scaling up and sustainability of progress made.<sup>186</sup> This shows that Tunisia is paving the way to achieve its MRV ambition, and suggests that steady progress could be expected in the near future with regard to setting up an MRV system to support the NDC process.

## ★ FINDINGS

**All Southern Mediterranean countries intend to set up MRV systems for NDC implementation.** This is clearly reflected in the text of their NDCs, where this intention has been translated into some form of commitment. In some cases (**ISRAEL, PALESTINE**), we found that these commitments have taken the form of pledges to develop full-fledged MRV systems, with proposed institutional structures and timelines for implementation. In other cases, which constitute the vast majority (**ALGERIA, EGYPT, JORDAN, LEBANON, MOROCCO, TUNISIA**), however, these commitments remain thinly drawn, as they fail to explain how the countries actually intend to achieve them from institutional and/or operational perspectives.

**This suggests that the MRV commitments included in the NDCs of our focus countries are still under formulation or development by key stakeholders – a finding, which also applies to those countries where more advanced MRV frameworks exist.** In the case of Israel, in fact, the operationalization of the system remains under institutional development.

<sup>186</sup> Tunisia is consolidating progress made on MRV capacity to collect and report data on GHG emissions through the GIZ project "Capacity Development for Greenhouse Gas Inventories and MRV in Tunisia". The project, in particular, is supporting the development of a comprehensive MRV system for GHG monitoring. The project has so far delivered the development of an internet portal prepared in collaboration with ANME, which disseminates information on progress made as well as Tunisia's mitigation efforts broadly to the public. The project has also supported the operationalization of an MRV system for a NAMA in the building sector, as a result of which reductions of CO<sub>2</sub> emissions from private and public administration buildings are now measurable. Another EU-supported cement NAMA/NMM project also designed an MRV system for the cement sector in Tunisia. This MRV is currently under effective implementation within the cement companies, and is expected to be fully operational in 2018. In addition, Tunisia is also requesting support from the World Bank's PMR programme to, inter alia, set up of a coordination entity for mitigation policy at the national level and a national registry to keep records of all mitigation initiatives and financing sources.

Similarly, in the case of Palestine, the system remains a proposed draft structure included in the country's NDC Implementation Roadmap and requiring further steps to achieve actual implementation.

This diverse picture may be explained on the basis of the following two considerations:

- On the one hand, the **lack of official guidance on MRV under the Paris Agreement** and how it should interact with the NDC process, which leaves countries in the position to choose if and how they wish formulate their MRV commitments in their NDCs.
- On the other hand, **a number of common challenges and capacity building gaps** that we identified through our analysis, **which indicate that all Southern Mediterranean countries are still building their domestic MRV capacity.** Such challenges include:
  - **the need to operationalize existing institutional frameworks** that encompass relevant institutional entities, systems and processes for data collection, management and control;
  - **the need to establish appropriate institutional arrangements** to support the MRV process as well as its linkage to the NDC process;
  - **the lack of appropriate legal frameworks and rules** coordinating MRV mandates, cross-sectoral reporting and GHG data flows;
  - **the limited capacity to track climate finance flows and support** received;
  - **insufficient financial support from international donors** to address existing capacity-building gaps and needs.

With regard to the second point, we also found that **all Southern Mediterranean countries are taking encouraging steps to overcome these challenges and ensure the scaling up of progress made.** The lack of domestic resources to support this process, however, leaves them largely dependent on international support to do so.



MRV is expected to play the crucial role of serving as the global blueprint for reporting and accounting for climate action under the Paris Agreement, especially for the NDC process. Therefore, in order for Southern Mediterranean countries to successfully establish MRV systems that comply with the transparency framework of the Paris Agreement, it is hoped that they will:

- **benefit from more clarity** brought by future negotiations regarding how to set up MRV systems and link them to the NDC process to support its implementation;
- **and maintain their efforts to strengthen their domestic MRV capacity**, provided however that they continue to receive adequate support to do so.



### 3. CONCLUSIONS AND RECOMMENDATIONS

With the entry into force of the Paris Agreement, the focus of global climate action is **shifting towards its implementation**. Countries that have ratified the Agreement are now exploring how to meet their commitments and make progress towards the achievement of its long-term goals.

Under the Paris Agreement, NDCs are **the primary vehicle** designed to deliver climate action internationally. At the same time, they are key instruments for governments to define the level of their individual commitments and identify how they will implement their international obligations domestically. The bottom-up nature of the NDC process thus requires that countries **maintain strong ambition** and **continue to scale up climate action at the national level** to deliver against their commitments, and ultimately the Agreement's global goals. The collective challenge is now to move from a declaration of intent to actual implementation of the NDCs in a manner that **ensures that climate action at the national level is coherent with the global climate agenda**.

At present, however, **any official guidance on the NDC process is absent**, both with respect to the scale of ambition that should be expected from individual countries to contribute to the agreed global goals, as well as the domestic processes that they should follow to secure timely implementation of their NDCs. More clarity on these points is expected to be brought by the Paris Agreement "rulebook", an instrument that will provide operational guidance to the architecture

of the Agreement with a view to translating its provisions into concrete actions. This rulebook is envisaged to be completed by 2018. In the meantime, **countries are grappling with the process of preparing for the implementation of their NDCs**.

The Paris Agreement has received **widespread support in the South Mediterranean region**. As of February 2018, most countries in the region (**ALGERIA, EGYPT, ISRAEL, JORDAN, MOROCCO, PALESTINE, TUNISIA**) have ratified the Agreement and submitted their first NDCs. Those that have not yet done so (**LEBANON, LIBYA**) are preparing to ratify or confirm the commitments they originally laid out in their INDCs.

This shows that the momentum built during COP21 and strengthened by the adoption and subsequent entry into force of the Paris Agreement has been maintained in the South Mediterranean region. Furthermore, it indicates a **strong willingness of the countries in the region to engage in the NDC process and thus participate in collective climate action**.

Through our analysis we explored the status of the NDC process in the South Mediterranean region, looking at **six key topics** that reflect some of the most recurring challenges that countries are experiencing as they prepare for NDC implementation. This helped us **identify and assess how the eight South Mediterranean countries currently engaged in the NDC process are coping with these challenges and understand in what**

areas they should receive adequate support to continue to do so.

Below we provide a summary of the topics analysed as well as our recommendations for the road ahead:

### 1. Planning, assessment and mobilization of resources for NDC implementation

All Southern Mediterranean countries are preparing for NDC implementation. This preparation process is following their priorities and capacities. Performing an analytical review of the NDC, which compares national circumstances, needs and policy landscapes against the NDC commitments can be a useful first step of this planning process. Similarly, compiling a costing analysis of the NDC can help countries understand and better categorize their financial needs for NDC implementation, and ultimately support them in organizing the mobilization of related resources. We found that few Southern Mediterranean countries (**ISRAEL, JORDAN, MOROCCO, PALESTINE**) have already completed an analytical review of their NDCs – a process which has produced notable results, including: the development of a full-fledged NDC implementation plan (**ISRAEL**), an NDC gap analysis against their domestic circumstances and a related implementation roadmap (**JORDAN**), the development of a nationally approved NDC Implementation Roadmap (**PALESTINE**), and a more ambitious NDC following the transition from INDC (**MOROCCO**). Those countries that have not yet done so are currently striving to obtain comparable results. On the contrary, a higher number of countries

in the region (**EGYPT, JORDAN, LEBANON, MOROCCO, PALESTINE, TUNISIA**) have compiled a costing of their NDCs, while the remaining others have yet to engage in similar efforts.

**We recommend that all countries in the South Mediterranean region complete an analytical review and a costing analysis of their NDCs.** These are useful actions which can not only offer significant starting points for the national stakeholders guiding the NDC planning process, but also contribute to an increased alignment between countries' international and domestic climate ambitions.

### 2. Building institutional coordination to support the NDC process

All Southern Mediterranean countries have rightfully adopted an interinstitutional approach in the development of their NDCs. In most cases (**ALGERIA, EGYPT, ISRAEL, JORDAN, LEBANON, PALESTINE**), this process has already informed the creation of specific institutional arrangements intended to drive NDC implementation forward. The functioning of these mechanisms, however, remains under development due to a number of common challenges. In the remaining cases (**MOROCCO, TUNISIA**), countries are taking action to build similar institutional processes.

**We recommend that all Southern Mediterranean countries continue to channel their efforts into creating appropriate institutional structures to support the NDC process or strive to operationalize existing ones.** To do

so, it is important that they mobilize adequate resources, both internal and external, to overcome existing challenges that currently prevent the proper functioning of these structures. At the same time, mobilizing strong political leadership will be critical to support NDC implementation in all relevant sectors and levels of governments. To that end, **we recommend that Southern Mediterranean countries make the necessary efforts to move the domestic ownership of the NDC process up to their highest levels of government.**

### 3. Mainstreaming NDC implementation into national processes

All Southern Mediterranean countries are striving to align their NDCs with pre-existing domestic policy processes that are relevant to NDC implementation. In two cases (**ISRAEL, PALESTINE**), this process has already resulted in the development of a stand-alone NDC implementation strategy and a nationally approved NDC Implementation Roadmap, respectively. In all other cases, it has initiated a mainstreaming process which is building on existing climate policies but also creating new, more inclusive policies.

**We recommend that South Mediterranean countries further their efforts to mainstream the NDC process nationally.** However, for these efforts to be effective and ensure that multi-stakeholder, participatory governance in the NDC process occurs, it is required that they be formalized through appropriate legal instruments and backed by mutually supporting governance arrangements.

### 4. Aligning NDCs with the Sustainable Development Goals (SDGs)

Few Southern Mediterranean countries (**JORDAN, LEBANON, MOROCCO, PALESTINE**) include in their NDCs an explicit reference to the SDGs as well as specific pledges to ensure concerted implementation of the NDC and SDG processes. The remaining countries in the region (**ALGERIA, EGYPT, ISRAEL, TUNISIA**), on the contrary, include no reference at all to the SDG process in their NDCs. This can be explained by the different political timelines and institutional frameworks that characterize the two processes.

**We recommend that all Southern Mediterranean countries use their NDCs as a platform to also indicate how they intend to deliver on the SDGs.** This, however, will require that they identify synergies and trade-offs between the two agendas as a way to determine which actions can provide mutually benefitting outcomes that are also cost-effective, and therefore more likely to be well received internationally.

### 5. Communicating adaptation efforts and using National Adaptation Plans (NAPs) to deliver on NDC goals

All Southern Mediterranean countries have included an adaptation component in their NDCs. Largely due to the lack of official international guidance on the issue, this inclusion has not followed a consistent and uniform approach, but rather their understanding of what an NDC should include on the adaptation front. As a result, many NDCs are unable to outline a coherent approach to

adaptation planning and implementation. All Southern Mediterranean countries, moreover, are engaged in the NAP process, but only one (**PALESTINE**) has so far developed a full-fledged NAP and linked it to the its NDC process, while few other countries (**ALGERIA, ISRAEL, JORDAN, MOROCCO**) have only initiated, but not yet completed this process.

**We recommend that all Southern Mediterranean countries communicate their adaptation efforts in line with the guidance that is currently under negotiation at the international level, including in the event that they choose to include their adaptation communications in the NDCs.**

The NAP process can be a useful instrument for supporting a comprehensive national adaptation planning and implementation, as well as for achieving the adaptation goals of the NDCs. To that end, **we recommend that all Southern Mediterranean countries continue to be engaged in the NAP process, but also that they make effective use of it to support the delivery of their adaptation commitments put forward under the Paris Agreement.**

### 6. Measurement, Reporting and Verification (MRV) of NDC implementation

All Southern Mediterranean countries intend to establish sound MRV systems for NDC implementation. In some cases (**ISRAEL, PALESTINE**), these commitments have taken the form of pledges to develop full-fledged MRV systems with proposed institutional structures and timelines for implementation, although they currently remain far from being fully operational.

In other cases, which constitute the vast majority (**ALGERIA, EGYPT, JORDAN, LEBANON, MOROCCO, TUNISIA**), these commitments have been poorly formulated, in that they do not explain how the countries envisage achieving them from institutional and/or operational perspectives. This suggests that most MRV systems for NDC implementation are still under formulation or development by key stakeholders. This can be explained by the lack of official guidance on the MRV process in the context of NDC implementation. In addition, all Southern Mediterranean countries face a number of common challenges and capacity building gaps that limit their ability to establish MRV systems, although they are taking encouraging steps to overcome them.

**We recommend that all Southern Mediterranean countries continue to support transparency of NDC implementation and work towards achieving their MRV commitments as included in their NDCs. To do so, it is important that they align their efforts with the modalities, procedures and guidelines currently under international negotiation to provide clarity on the transparency framework under the Paris Agreement.** For countries to be able to engage in this international process fruitfully, however, it is necessary that they build their domestic MRV capacity at the national level first. **Therefore, we also recommend that all Southern Mediterranean countries maintain their efforts to strengthen their domestic MRV capacity and overcome existing challenges, provided, however, that they continue to receive adequate support to do so.**





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**Annex I**  
**COUNTRY FICHES**

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## ALGERIA

Basic features of NDC	
Total GHG emissions reduction	29%
Unconditional target	7%
Conditional target	22%
Period covered by NDC	2021-2030
Reference	BAU
Conditions for implementation	Access to new, additional external financial resources, technology transfer and technical capacity building
Sectors covered	Energy (generation, transport, building and industry); industrial processes; agriculture, forests, land use and waste
NDC focus	Mitigation and adaptation
Institutional context and planning for NDC implementation	
Institutional framework coordinating NDC process	<ul style="list-style-type: none"> <li>National Climate Committee (NCC) is the primary mechanism for coordinating and monitoring the NDC</li> <li>National Climate Change Agency (ANCC) is the primary institutional tool overseeing NDC implementation</li> <li>Ministry of Foreign Affairs as UNFCCC Focal Point in charge of coordinating all aspects related to climate change and providing direction to the involved sectors and stakeholders</li> </ul>
Process of NDC preparation	Interministerial working group under Ministry of Water Resources and the Environment composed of representatives from 14 Ministries and the National Economic and Social Council, followed by establishment of National Climate Committee (NCC)
Planning for NDC implementation	Interinstitutional approach to clarify implementation needs and related barriers (institutional and financial) with a focus on NDC priority sectors. Results to be summarized and shared amongst stakeholders to facilitate broad understanding of NDC needs.
Mainstreaming of NDC process	
Alignment / integration with existing policies	<ul style="list-style-type: none"> <li>2013 National Climate Plan (PNC)</li> <li>2002 National Action Plan for Environment and Sustainable Development (PNAE-DD)</li> <li>Legal framework (unspecified)</li> </ul>

<b>New policies under development</b>	
<b>NDC implementation plan under preparation / in place</b>	
<b>Sustainable Development Goals (SDGs)</b>	
<b>Alignment of NDC with SDGs</b>	<ul style="list-style-type: none"> <li>• No explicit reference in NDC</li> <li>• NDC mentions PNAE-DD but no specific indication on alignment with NDC process</li> </ul>
<b>Adaptation actions</b>	
<b>Communication of adaptation efforts in NDC</b>	<ul style="list-style-type: none"> <li>• Yes, section on “Adaptation efforts” describing aims and objectives of adaptation actions</li> <li>• No implementation timeframes or estimated quantification of expected results</li> </ul>
<b>NAP process underway</b>	Yes, priority under adaptation efforts. General objectives included in NDC
<b>Finance</b>	
<b>Amount of support required as identified in INDC/NDC</b>	
<b>Costing analysis of NDC</b>	<ul style="list-style-type: none"> <li>• Not undertaken</li> <li>• NDC review might contribute to clarifying financial needs</li> </ul>
<b>Measurement, Reporting and Verification (MRV)</b>	
<b>MRV commitments included in NDC</b>	<ul style="list-style-type: none"> <li>• Establishment of national MRV system as core action intended to support NDC implementation</li> <li>• Operationalization foreseen by 2020</li> </ul>
<b>Challenges to establishment of MRV systems</b>	<ul style="list-style-type: none"> <li>• Lack of institutional oversight or coordination on data collection, management, reporting and evaluation</li> <li>• Limited capacity to track climate finance flows, measure and report on support received</li> </ul>



## EGYPT

Basic features of NDC	
Total GHG emissions reduction	
Unconditional target	
Conditional target	
Period covered by NDC	2030
Reference	
Conditions for implementation	International financial resources, capacity building and technology transfer
Sectors covered	Industry, transportation, agriculture, renewable energy, electricity, waste, industrial processes, oil and natural gas
NDC focus	Mitigation and adaptation
Institutional context and planning for NDC implementation	
Institutional framework coordinating NDC process	<ul style="list-style-type: none"> <li>• National Council for Climate Change (NCCC) oversees implementation of NDC process with support from three interministerial working groups</li> <li>• Central Agency for Public Mobilization and Statistics (CAPMAS) collecting information on gaps and implementation needs at operational level</li> </ul>
Process of NDC preparation	<ul style="list-style-type: none"> <li>• Technical part developed by Ministry of Environment and Climate Change Central Department (CCCD) of Egyptian Environmental Affairs Agency (EEAA)</li> <li>• Establishment of NCCC, chaired by Minister of Environment, in 2015 to give political impetus to NDC process</li> </ul>
Planning for NDC implementation	<ul style="list-style-type: none"> <li>• Review process of NDC underway with focus on implementation needs</li> <li>• Under NCCC, three interministerial working groups are assessing needs and gaps related to mitigation, adaptation and means of implementation</li> </ul>
Mainstreaming of NDC process	
Alignment / integration with existing policies	
New policies under development	

<b>NDC implementation plan under preparation / in place</b>	
<b>Sustainable Development Goals (SDGs)</b>	
<b>Alignment of NDC with SDGs</b>	<ul style="list-style-type: none"> <li>• NDC includes reference to Sustainable Development Strategy: Egypt's Vision 2030 as being in line with SDGs but no mention included on how integration with NDC process is expected to occur</li> <li>• Alignment between two agendas is planned; most likely to be attributed to NCCC</li> </ul>
<b>Adaptation actions</b>	
<b>Communication of adaptation efforts in NDC</b>	<ul style="list-style-type: none"> <li>• Yes, section on "Egypt's adaptation efforts" which includes descriptive sections and lists intended actions and measures</li> <li>• No implementation timeframes, estimated quantification of expected results or indication of relevant policy processes</li> </ul>
<b>NAP process underway</b>	Yes, preparation of NAP proposal for submission to GCF to obtain financial support for implementation and support alignment with NDC process
<b>Finance</b>	
<b>Amount of support required as identified in INDC/NDC</b>	USD 73.04 billion for mitigation and adaptation measures
<b>Costing analysis of NDC</b>	Ministry of Environment collaborating with CAPMAS to strengthen data collection, including on financial needs for NDC implementation, through enhanced institutional arrangements
<b>Measurement, Reporting and Verification (MRV)</b>	
<b>MRV commitments included in NDC</b>	Development of national MRV system as one of three pillar initiatives to support mitigation objectives
<b>Challenges to establishment of MRV systems</b>	<ul style="list-style-type: none"> <li>• Weak institutional capacity to perform GHG emissions data gathering, assessment and quality control, as well as monitoring of climate policy implementation</li> <li>• No legal arrangements regulating collection and sharing of data amongst key institutional stakeholders, including on climate finance flows</li> </ul>



## ISRAEL

Basic features of NDC	
Total GHG emissions reduction	26%
Unconditional target	26%
Conditional target	
Period covered by NDC	2030
Reference	2005
Conditions for implementation	
Sectors covered	Electricity generation, other energy sources, transportation, industrial processes, buildings, waste and agriculture
NDC focus	Mitigation and adaptation
Institutional context and planning for NDC implementation	
Institutional framework coordinating NDC process	<ul style="list-style-type: none"> <li>• Dedicated NDC coordination team with functions and structures laid down in government decision and included in the National Plan for Implementation of the Paris Agreement</li> <li>• Interministerial Committee tasked with preparing and guiding the NDC process under the direction of the Ministry of Environmental Protection (MoEP)</li> <li>• Consists of representatives of government ministries, utilities, industry and commerce, local governments and environmental NGOs</li> </ul>
Process of NDC preparation	<ul style="list-style-type: none"> <li>• A multistakeholder, interministerial committee, chaired by the Director General of the MoEP was created to examine the potential for reducing GHG emissions in 2030</li> <li>• Workings led to the formulation of the national emissions reduction target</li> </ul>
Planning for NDC implementation	<ul style="list-style-type: none"> <li>• Development of National Plan for Implementation of the Paris Agreement as comprehensive policy document to guide NDC implementation process</li> <li>• National Plan is a domestic stock taking and planning tool to support a continuous assessment and review of domestic actions against the commitments included in NDC</li> </ul>
Mainstreaming of NDC process	
Alignment / integration with existing policies	
New policies under development	National Plan for Implementation of the Paris Agreement outlines a series of mitigation measures and institutional arrangements, with clear timelines, roles and responsibilities



<b>NDC implementation plan under preparation / in place</b>	National Plan for Implementation of the Paris Agreement adopted in September 2016 to guide NDC mainstreaming and implementation process
<b>Sustainable Development Goals (SDGs)</b>	
<b>Alignment of NDC with SDGs</b>	<ul style="list-style-type: none"> <li>• Not mentioned in NDC</li> <li>• No formal link yet recognized at national level; competence for SDG process attributed to Department of Planning and Policy of MoEP</li> </ul>
<b>Adaptation actions</b>	
<b>Communication of adaptation efforts in NDC</b>	Yes, section on "Adaptation" indicating status of NAP process and the setting up of an Israeli Climate Change Information Center (ICCC) as a key entity to provide scientific recommendations for integration into national and local adaptation plans
<b>NAP process underway</b>	<ul style="list-style-type: none"> <li>• Yes, NAP in final drafting stages</li> <li>• National Strategy for Adaptation, led by the Chief Scientist of MoEP, under development</li> <li>• Interministerial committee has prepared a National Climate Change Report in the form of recommendations to the government, published on 31 December 2017</li> </ul>
<b>Finance</b>	
<b>Amount of support required as identified in INDC/NDC</b>	
<b>Costing analysis of NDC</b>	<ul style="list-style-type: none"> <li>• Undertaken but results not included in NDC</li> <li>• Action plan to integrate the country into global climate financing efforts under development</li> </ul>
<b>Measurement, Reporting and Verification (MRV)</b>	
<b>MRV commitments included in NDC</b>	<ul style="list-style-type: none"> <li>• Full-fledged national MRV framework for NDC implementation included in National Plan for Implementation of the Paris Agreement, guided by MoEP and interministerial committee</li> <li>• Based on three core components: annual monitoring, quality assurance and reporting</li> <li>• Includes specific tasks for interministerial committee overseeing implementation</li> </ul>
<b>Challenges to establishment of MRV systems</b>	<ul style="list-style-type: none"> <li>• Establishment of institutional arrangements for organization of data collection and quality assurance process</li> <li>• Finalization of methodologies and procedures and subsequent approval by key stakeholders</li> </ul>



## JORDAN

Basic features of NDC	
Total GHG emissions reduction	14%
Unconditional target	1.5%
Conditional target	12.5%
Period covered by NDC	2030
Reference	BAU
Conditions for implementation	<ul style="list-style-type: none"> <li>• Implementation of at least 70 sectoral projects</li> <li>• International financial support</li> </ul>
Sectors covered	Energy, transport, waste, water, agriculture
NDC focus	Mitigation and adaptation
Institutional context and planning for NDC implementation	
Institutional framework coordinating NDC process	<ul style="list-style-type: none"> <li>• No specific coordination mechanism yet established</li> <li>• Climate Change Directorate of Ministry of Environment tasked with overseeing implementation of mitigation and adaptation components</li> <li>• Monitoring of NDC attributed to National Committee on Climate Change, an interministerial entity guided by the Ministry of Environment</li> </ul>
Process of NDC preparation	Prepared by Climate Change Directorate of Ministry of Environment (MoE)
Planning for NDC implementation	<ul style="list-style-type: none"> <li>• Review of NDC completed in February 2017 with the aim to develop a roadmap for NDC implementation</li> <li>• Reviews implementation status of key national policies and measures at programme and project levels</li> <li>• Provides strategic recommendations for increasing ambition</li> <li>• Suggests several steps for NDC implementation and guiding progress tracking</li> </ul>
Mainstreaming of NDC process	
Alignment / integration with existing policies	<ul style="list-style-type: none"> <li>• 2013 National Climate Change Policy</li> <li>• 2025 National Vision and Strategy</li> <li>• 2017 National Green Growth Plan and Implementation Roadmap</li> <li>• National Strategy and Action Plan to Combat Desertification (2015-2020)</li> <li>• National Biodiversity Strategy and Action Plan (2015-2020)</li> <li>• Mainstreaming of Short-lived climate pollutants actions into NDC mitigation actions</li> </ul>

<b>New policies under development</b>	<ul style="list-style-type: none"> <li>• National Strategy and Action Plan for Transitioning towards the Green Economy in Jordan 2016-2025</li> <li>• Development of a legal instrument to mainstream the climate change concept into other existing policies owned by related institutions</li> </ul>
<b>NDC implementation plan under preparation / in place</b>	Preparation foreseen with international support
<b>Sustainable Development Goals (SDGs)</b>	
<b>Alignment of NDC with SDGs</b>	<ul style="list-style-type: none"> <li>• Explicitly recognized in NDC</li> <li>• Linked at policy level, foreseen as part of post-2020 package of actions for NDC implementation</li> </ul>
<b>Adaptation actions</b>	
<b>Communication of adaptation efforts in NDC</b>	<ul style="list-style-type: none"> <li>• Yes, section on “Jordan’s Adaptation actions” describing adaptation challenges and providing overview of intended strategies and measures in pre- and post-2020 period</li> <li>• Inclusion of financial estimates, timeframes for implementation and quantification of expected results</li> <li>• Indication of policy background and institutional framework to support it</li> </ul>
<b>NAP process underway</b>	<ul style="list-style-type: none"> <li>• Launched in March 2017</li> <li>• Recognized in NDC review document as key instrument to support delivery of NDC adaptation commitments</li> </ul>
<b>Finance</b>	
<b>Amount of support required as identified in INDC/NDC</b>	<ul style="list-style-type: none"> <li>• USD 5.700,000,000 billion to reach 14% target</li> <li>• USD 542.750,000 million to reach unconditional 1.5% target</li> <li>• USD 5.157,250,000 billion to reach conditional 12.5% target</li> </ul>
<b>Costing analysis of NDC</b>	Not undertaken, but criteria for prioritizing key mitigation and adaptation measures and inform the development of potential financial strategies to support NDC implementation included in NDC review document
<b>Measurement, Reporting and Verification (MRV)</b>	
<b>MRV commitments included in NDC</b>	<ul style="list-style-type: none"> <li>• Develop an MRV system to track GHG emissions and progress on mitigation actions</li> <li>• Attribution to the NCCC of mandate to monitor NDC implementation in collaboration with sector-specific ministries responsible for monitoring their own strategies and policies</li> </ul>
<b>Challenges to establishment of MRV systems</b>	<ul style="list-style-type: none"> <li>• More dedicated efforts to provide institutional capacity strengthening for data collection and management</li> <li>• Improve institutional coordination to collect and report on climate data</li> <li>• Strengthening monitoring capacity of domestic climate action and tracking climate finance flows</li> </ul>



## LEBANON

Basic features of NDC	
Total GHG emissions reduction	
Unconditional target	15%
Conditional target	30%
Period covered by NDC	2030
Reference	BAU
Conditions for implementation	Capacity building, technology transfer and financial support, reinstatement of national circumstances prior to regional crisis
Sectors covered	Energy, industrial processes and other product use, agriculture, land-use change and forestry, waste
NDC focus	Mitigation and adaptation
Institutional context and planning for NDC implementation	
Institutional framework coordinating NDC process	<ul style="list-style-type: none"> <li>• NDC implementation currently supported by two interministerial working groups (mitigation, adaptation)</li> <li>• Ministry of Environment intends to guide the establishment of a dedicated NDC coordination team to centralize NDC implementation</li> </ul>
Process of NDC preparation	Interministerial committee guided by Ministry of Environment
Planning for NDC implementation	<ul style="list-style-type: none"> <li>• Review of NDC not yet undertaken</li> <li>• Ministry of Environment overseeing development of roadmap to identify gaps and progress indicators on mitigation part of NDC; resulting document to be circulated amongst key ministries</li> </ul>
Mainstreaming of NDC process	
Alignment / integration with existing policies	<ul style="list-style-type: none"> <li>• National Energy Efficiency Action Plan 2016-2020 (NEEAP)</li> <li>• National Renewable Energy Action Plan 2016-2020 (NREAP)</li> <li>• 2010 Policy Paper for the Electricity Sector</li> <li>• National Water Sector Strategy (NWSS)</li> <li>• National Afforestation and Reforestation Programme (NARP)</li> <li>• National Biodiversity Strategy and Action Plan (NBSAP)</li> <li>• Ministry of Agriculture 2015-2019 Plan</li> <li>• Continued mainstreaming efforts into other sectors, including electricity infrastructure, tourism, human settlements and infrastructure, and public health</li> </ul>

<b>New policies under development</b>	
<b>NDC implementation plan under preparation / in place</b>	Foreseen, including needs and gaps assessments
<b>Sustainable Development Goals (SDGs)</b>	
<b>Alignment of NDC with SDGs</b>	<ul style="list-style-type: none"> <li>• Preparation of National Sustainable Development Strategy to align climate and sustainable development agendas</li> <li>• Development of institutional synergies between NDC and SDG processes</li> <li>• Alignment of workings of NDC coordination team with governance arrangements supporting National Sustainable Development Strategy foreseen in NDC</li> </ul>
<b>Adaptation actions</b>	
<b>Communication of adaptation efforts in NDC</b>	Yes, section on “Adaptation” describing adaptation challenges and a summary of the current and intended efforts to mainstream adaptation into other policy sectors
<b>NAP process underway</b>	Under development, regarded as key policy instrument to support delivery of NDC adaptation commitments
<b>Finance</b>	
<b>Amount of support required as identified in INDC/NDC</b>	
<b>Costing analysis of NDC</b>	<ul style="list-style-type: none"> <li>• Undertaken</li> <li>• Difficulty to involve key stakeholders prevents development of appropriate financial strategies to address the identified gaps</li> </ul>
<b>Measurement, Reporting and Verification (MRV)</b>	
<b>MRV commitments included in NDC</b>	<ul style="list-style-type: none"> <li>• Development of a comprehensive MRV system to address GHG emissions, mitigation and adaptation actions, tracking of financial needs and flows</li> <li>• Aims to build on existing MRV processes and structures</li> </ul>
<b>Challenges to establishment of MRV systems</b>	<ul style="list-style-type: none"> <li>• Lack of clearly defined, overarching MRV system allowing data collection and processing, quality assurance and control, coordinated monitoring and reporting</li> <li>• Unavailability, inaccessibility, inconsistency of data</li> <li>• Difficulties in sharing climate-related data between key institutional actors</li> <li>• Need for greater involvement of private sector</li> <li>• Need to develop legal frameworks attributing MRV tasks and responsibilities</li> </ul>



## MOROCCO

Basic features of NDC	
Total GHG emissions reduction	42%
Unconditional target	17%
Conditional target	25%
Period covered by NDC	2030
Reference	BAU
Conditions for implementation	Access to new, additional external financial resources, including the Green Climate Fund (GCF), technology transfer, technical and institutional capacity building
Sectors covered	Energy, agriculture, transport, water, waste, forestry, industry, housing and infrastructure
NDC focus	Mitigation and adaptation
Institutional context and planning for NDC implementation	
Institutional framework coordinating NDC process	<ul style="list-style-type: none"> <li>• No institutional coordination mechanism yet established and formalized</li> <li>• Roles and responsibilities of a potential NDC coordination team have been preliminarily identified by the Ministry of Energy, Mines and Sustainable Development</li> </ul>
Process of NDC preparation	<ul style="list-style-type: none"> <li>• Broad consultation process involving State and non-State actors, guided by Ministry of Energy, Mines and Sustainable Development and Ministry of Foreign Affairs and Cooperation</li> <li>• NDC was prepared by Inter-Ministerial Monitoring Committee (CIS)</li> </ul>
Planning for NDC implementation	<ul style="list-style-type: none"> <li>• Preparation of sectoral studies to identify legislative, institutional and financial barriers to NDC implementation</li> <li>• Development of sectoral plans following priority areas identified in NDC</li> <li>• Development of comprehensive, nation-wide NDC implementation plan</li> <li>• Development of low-carbon emission strategy as overarching policy to coordinate achievement of NDC mitigation targets and sectoral strategies</li> </ul>
Mainstreaming of NDC process	
Alignment / integration with existing policies	<ul style="list-style-type: none"> <li>• National Strategy for Sustainable Development (NSSD)</li> <li>• 7 key sectoral strategies</li> <li>• Over 40 policy documents covering different sectors as well as 7 key action areas related to adaptation</li> </ul>



<b>New policies under development</b>	
<b>NDC implementation plan under preparation / in place</b>	<ul style="list-style-type: none"> <li>• Sectoral plans following priority areas identified in NDC under development</li> <li>• Nation-wide NDC implementation plan under development</li> </ul>
<b>Sustainable Development Goals (SDGs)</b>	
<b>Alignment of NDC with SDGs</b>	<ul style="list-style-type: none"> <li>• Explicitly recognized in NDC</li> <li>• Political and institutional recognition of link between the two agendas</li> <li>• NDC finds institutional roots in National Strategy for Sustainable Development (NSDD)</li> </ul>
<b>Adaptation actions</b>	
<b>Communication of adaptation efforts in NDC</b>	<ul style="list-style-type: none"> <li>• Yes, through inclusion of first adaptation communication in NDC</li> <li>• Adaptation communication includes quantified sectoral goals for 2020 and 2030, financial estimates for implementation, strategies, policies, action plans and programmes into which climate adaptation has been mainstreamed, as well as monitor and evaluation efforts</li> </ul>
<b>NAP process underway</b>	<ul style="list-style-type: none"> <li>• NAP currently under development as priority action to support NDC process on adaptation</li> <li>• Expected to present and quantify measures for adaptation</li> </ul>
<b>Finance</b>	
<b>Amount of support required as identified in INDC/NDC</b>	<ul style="list-style-type: none"> <li>• USD 50 billion to reach 42% target</li> <li>• USD 24 billion to reach conditional 25% target</li> </ul>
<b>Costing analysis of NDC</b>	Several costing estimates included in NDC at policy and measure levels (particularly for individual projects making up the NDC mitigation actions)
<b>Measurement, Reporting and Verification (MRV)</b>	
<b>MRV commitments included in NDC</b>	Development and operationalization of MRV system
<b>Challenges to establishment of MRV systems</b>	<ul style="list-style-type: none"> <li>• Limited capacity to collect technical data, track and measure progress of climate policy</li> <li>• Lack of appropriate interinstitutional and legislative arrangements</li> </ul>



## PALESTINE

Basic features of NDC	
Total GHG emissions reduction	
Unconditional target	
Conditional target	24.4% under an 'independence' scenario 12.8% under a 'status quo' scenario
Period covered by NDC	20430
Reference	BAU
Conditions for implementation	International support on finance, technology transfer and capacity building
Sectors covered	Energy, industrial processes and product use, agriculture, forestry and other land use, waste
NDC focus	Mitigation and adaptation
Institutional context and planning for NDC implementation	
Institutional framework coordinating NDC process	<ul style="list-style-type: none"> <li>Environment Quality Authority (EQA) designated as the national entity responsible for driving as well as reporting on NDC implementation, facilitating and coordinating action at the national level and between relevant sectors</li> <li>National Committee on Climate Change (NCCC), headed by EQA, works as a cross-ministerial expert advisory committee which advises on formulation and evaluation of climate policies</li> <li>Recommendations to strengthen institutional setting included in NDC Implementation Roadmap</li> </ul>
Process of NDC preparation	<ul style="list-style-type: none"> <li>Inclusive stakeholder consultations involving principal ministerial stakeholders, national agencies, research and academic institutions from the NCCC and actors outside NCCC</li> <li>First draft of NDC circulated amongst stakeholders for feedback, followed by preparation of a second draft on the basis of feedback received</li> <li>Final validation workshop with stakeholders, followed by NDC approval by the Government and the Council of Ministers</li> </ul>
Planning for NDC implementation	<ul style="list-style-type: none"> <li>Development and approval at national level of NDC Implementation Roadmap suggesting next steps for domestic planning on NDC implementation in areas of mitigation, adaptation, finance, governance, MRV</li> <li>Ten-year implementation timeframe</li> </ul>
Mainstreaming of NDC process	
Alignment / integration with existing policies	<ul style="list-style-type: none"> <li>NDC draws on Initial National Communication Report (INCR) and NAP</li> <li>Consistent with National Development Plan 2014-2016 and National Policy Agenda 2017-2022</li> <li>Renewable Energy Strategy</li> <li>National Energy Efficiency Action Plan</li> </ul>
New policies under development	<ul style="list-style-type: none"> <li>Based on next steps for domestic planning on NDC implementation identified in NDC Implementation Roadmap</li> </ul>

<b>NDC implementation plan under preparation / in place</b>	<ul style="list-style-type: none"> <li>Nationally approved NDC Implementation Roadmap, submitted to UNFCCC</li> </ul>
<b>Sustainable Development Goals (SDGs)</b>	
<b>Alignment of NDC with SDGs</b>	<ul style="list-style-type: none"> <li>Explicitly recognized in NDC</li> <li>Existing institutional arrangements to support alignment between the two policies</li> <li>Recommendation to consider contribution to SDGs during the designing of future mitigation actions included in NDC Implementation Roadmap</li> </ul>
<b>Adaptation actions</b>	
<b>Communication of adaptation efforts in NDC</b>	<ul style="list-style-type: none"> <li>Yes, sections on "Adaptation" describing main climate impacts expected in the country and a number of priority sectors for action identified as 'highly vulnerable', based on NAP</li> <li>List of adaptation actions, both conditional and unconditional, relevant to these sectors</li> <li>Inclusion of financial estimates for implementation and type of support needed</li> </ul>
<b>NAP process underway</b>	<ul style="list-style-type: none"> <li>Development of full-fledged NAP and submission to UNFCCC in November 2016</li> <li>Recommendations on further action to strengthen link with NDC included in NDC Implementation Roadmap</li> </ul>
<b>Finance</b>	
<b>Amount of support required as identified in INDC/NDC</b>	<ul style="list-style-type: none"> <li>USD 10.6 billion to implement the mitigation actions</li> <li>USD 3.5 billion to implement the adaptation actions</li> </ul>
<b>Costing analysis of NDC</b>	<ul style="list-style-type: none"> <li>Costing estimates included in NDC</li> <li>Identification of type of international support required for mitigation actions, based on INCR</li> <li>Additional conditional mitigation actions identified since publication of INCR but not included in costing estimates</li> <li>Inclusion of cost and support needs for each adaptation action, based on NAP</li> <li>Additional conditional adaptation actions identified since publication of NAP but not included in costing estimates</li> <li>Recommendations for improving financing framework included in NDC Implementation Roadmap</li> </ul>
<b>Measurement, Reporting and Verification (MRV)</b>	
<b>MRV commitments included in NDC</b>	<ul style="list-style-type: none"> <li>Development of MRV system for tracking GHG emissions, assessing impacts (GHG and non-GHG) of mitigation and adaptation actions and tracking finance (national and international) flows</li> <li>Aim to integrate MRV activities into existing processes and structures for international reporting to ensure efficient and consistent approach</li> </ul>
<b>Challenges to establishment of MRV systems</b>	<ul style="list-style-type: none"> <li>Recommendations to strengthen MRV system included in NDC Implementation Roadmap</li> <li>Annex I of Implementation Roadmap providing a possible structure for a national MRV system for NDC implementation</li> </ul>



## TUNISIA

Basic features of NDC	
Total GHG emissions reduction	41%
Unconditional target	13%
Conditional target	28%
Period covered by NDC	2030
Reference	BAU
Conditions for implementation	Access to external financial resources, technology transfer and capacity building
Sectors covered	Energy, industry, agriculture, forests and others including coastal zone, water resources, health, tourism
NDC focus	Mitigation and adaptation
Institutional context and planning for NDC implementation	
Institutional framework coordinating NDC process	No institutional mechanism yet established
Process of NDC preparation	<ul style="list-style-type: none"> <li>• Consultation process involving ministerial stakeholders, civil society, private sector and industry experts</li> <li>• Guided by Ministry of Local Affairs and Environment (MALE) together with the National Agency for Energy Conservation (ANME) and the National Committee on Climate Change (CNCC)</li> </ul>
Planning for NDC implementation	<ul style="list-style-type: none"> <li>• Development of sectoral plans to guide achievement of contributions in priority sectors included in NDC</li> <li>• Preparation for review of NDC to assess implementation gaps and needs, starting with adaptation</li> <li>• ANME guiding planning process for NDC implementation</li> <li>• Ministry of Local Affairs and Environment working on mechanism to strengthen interministerial coordination on NDC process, reinforce identification and implementation of mitigation measures and development of MRV system</li> </ul>
Mainstreaming of NDC process	
Alignment / integration with existing policies	<ul style="list-style-type: none"> <li>• 2012 National Climate Change Strategy of 2012</li> <li>• Energy Efficiency Strategy</li> <li>• Tunisian Solar Plan (TSP)</li> <li>• Adaptation strategies</li> </ul>

<b>New policies under development</b>	<ul style="list-style-type: none"> <li>• Five Nationally Appropriate Mitigation Strategy (NAMA) proposals have been developed for the cement, building, electricity, forestry and health sectors</li> <li>• Actions in the energy, industrial processes, forestry and land use, agriculture and waste sectors, but no reference to relevant policy documents</li> <li>• Additional adaptation measures in six key sectors, but no reference to relevant policy documents</li> <li>• Preparation of Action Plan to mainstream NDC implementation for the two main components (mitigation and adaptation) and related sectors involved</li> </ul>
<b>NDC implementation plan under preparation / in place</b>	
<b>Sustainable Development Goals (SDGs)</b>	
<b>Alignment of NDC with SDGs</b>	No explicit reference in NDC
<b>Adaptation actions</b>	
<b>Communication of adaptation efforts in NDC</b>	Yes, through a section on “Tunisia’s contribution towards adaptation”, which describes adaptation challenges and planned measures focusing on six key sectors
<b>NAP process underway</b>	Not yet underway
<b>Finance</b>	
<b>Amount of support required as identified in INDC/NDC</b>	<ul style="list-style-type: none"> <li>• USD 17.5 billion to reach 41% target</li> <li>• USD 1.75 billion to reach unconditional 13% target</li> <li>• USD 1.0 billion to achieve adaptation goals</li> </ul>
<b>Costing analysis of NDC</b>	Yes
<b>Measurement, Reporting and Verification (MRV)</b>	
<b>MRV commitments included in NDC</b>	<ul style="list-style-type: none"> <li>• Establishment of rigorous MRV system for GHG emissions, monitoring of mitigation actions and tracking of climate finance flows</li> <li>• No information on timeframes or expected institutional arrangements to support implementation</li> </ul>
<b>Challenges to establishment of MRV systems</b>	<ul style="list-style-type: none"> <li>• Lack of institutional arrangements and legal structures to formalize and ensure continuity</li> <li>• Lack of funding to support capacity development of key stakeholders</li> <li>• Stronger involvement from all key stakeholders engaged in climate action</li> </ul>





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**Annex II**  
**QUESTIONNAIRE**

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## QUESTIONNAIRE

<b>1</b>	In what capacity are you involved in the NDC implementation process?
<b>2</b>	Which sectors are your areas of focus? a. What are the new updates in these sectors/your areas of focus since the publication of the NDC?
<b>3</b>	Is your government taking steps to revise your NDC/INDC (for countries that have not yet ratified the Paris Agreement)? a. Do you plan to increase your level of ambition? b. Do you plan to provide more background information? c. Do you plan to include further details on your NDC implementation plan?
<b>4</b>	Do you have an NDC implementation plan in place? a. If not, are you taking steps to develop one? b. In order to deliver on NDC outcomes, do you intend to develop a stand-alone implementation plan or sectoral action plans owned by key ministries and integrated into wider ministerial delivery plans?
<b>5</b>	Does an NDC coordination team exist? a. If yes, what are its exact roles and responsibilities? b. Is the team also mandated with the development and delivery of SDG 13?
<b>6</b>	Is your NDC policy explicitly linked to your sustainable development efforts?
<b>7</b>	Is your NDC backed by a specific legislative framework? a. If yes, does the legislation document the roles and responsibilities of actors involved and co-ordination on cross-cutting issues?
<b>8</b>	In your view, what are the obstacles encountered in the implementation of the NDC in specific sectors/levels of government?
<b>9</b>	Who else in your department/Ministry/organisations is involved in the NDC process? a. Which aspects are they dealing with? b. Do you know of other people outside your department/Ministry/organisation that are involved in the NDC process? c. How is the process coordinated? Who reports to whom? d. Are you aware of other stakeholders (including non-State actors, NGOs, private sector and civil society) being involved in your NDC process or implementation plan? If yes, under what capacity? e. Are you aware of subnational actors (mayors, local authorities) being involved in the NDC implementation process? If yes, under what capacity?
<b>10</b>	Has your country's highest authority (President/Prime Minister) been involved in the NDC process? a. If involvement has been weak, is your Ministry/organization taking any steps to strengthen it?

<b>11</b>	Has a mapping of the relevant national stakeholders and their potential roles in NDC implementation been done? a. If yes, does this plan include private sector, academia, civil society, women's organizations etc?
<b>12</b>	How often do you meet/communicate with other actors involved in this process? National/regional/international?
<b>13</b>	Have you received any kind of training (capacity building) from donors on aspects identified in your I/NDC? Which donors? a. Was it adequate? b. Is there any further training foreseen?
<b>14</b>	Is your country currently receiving any financial or technical support to implement your I/NDC? a. From whom? Which areas/sectors are being supported? Do you require further support? Please specify
<b>15</b>	Do you have any national measures to mobilise resources (or a specific budget) for NDC implementation at the national level? a. Which Ministry/Department is coordinating financial matters for NDC implementation in your country?
<b>16</b>	If there is a national budget devoted to NDC, have you identified any priority sectors that this budget will address?
<b>17</b>	Has an overall costing estimate for the NDC been produced? a. Have you undertaken any desk-reviews or estimates for the main sub-actions within each mitigation and adaptation action under your INDC? b. What about budgets for priority actions (if any) and related funding status?
<b>18</b>	Which donors/international partners are you working with to implement your NDC? Please specify partner and actions/sectors. What kind of support are they providing?
<b>19</b>	What recent progress have you made in setting up MRV systems? Any lessons learnt? a. With regard to data for your NDC, do you have a mechanism to collect and collate all relevant data at the national/sub-national level? b. Regarding MRV of support, are there existing agreements between the government departments in charge and the institutions/national actors likely to receive the funding status?
<b>20</b>	Are there any further institutional reviews foreseen in light of implementation your I/NDC? When? If not, are the current institutional structures adequate in your view?
<b>21</b>	On adaptation, what is the status of the NAP (National Adaptation Plan) process? a. Have any links between the NAP process and the NDC been established?
<b>22</b>	What type of immediate support or input (including, as deemed relevant, but not limited to finance) do you/your country/Minister/Department require to enable you to carry out your NDC implementation, and in which sector/ areas of interest?
<b>23</b>	Finally, what steps are you taking on pre-2020 action? a. Do you plan to include action on pre-2020 in your NDC implementation plan (if any)?



## Annex III

### LIST OF INTERVIEWEES

NAME	ORGANIZATION/DEPARTMENT	COUNTRY	CONTACT
<b>Ms Ghalia Benziouche</b>	Head of Unit, Direction of Environment and Sustainable Development, Directorate-General of Economic Relations and International Cooperation, and UNFCCC Focal Point	Algeria	ghalia.benziouche@gmail.com
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<b>Ms Ronnie Cohen-Ginat</b>	Senior Coordinator, Division of Air Quality and Climate Change, Ministry of Environmental Protection and UNFCCC Focal Point	Israel	ronyg@sviva.gov.il
<b>Dr. Gil Proaktor</b>	Head of Climate Change Policy, Ministry of Environmental Protection	Israel	gilp@sviva.gov.il
<b>Mr Vahakn Kabakian</b>	Portfolio Manager, UNDP Low-Emission Capacity Building Programme (LECB) and Ministry of Environment	Lebanon	vahakn.kabakian@undp.org
<b>Mr Abdelkarim Shalabi</b>	Director of Climate Change Directorate (CCD) of the Ministry of Environment	Jordan	a.shalabi@moenv.gov.jo
<b>Eng Sara Alhaleeq</b>	Climate Change Directorate (CCD) of the Ministry of Environment	Jordan	sara_alhaleeq@hotmail.com
<b>Mr Rachid Tahiri</b>	Head of Climate Change Department, Secretariat of National Development Agency, Directorate of Climate Change, Biological Diversity and Green Economy, Ministry of the Environment	Morocco	r_tahiri@yahoo.fr
<b>Mr Nedal Katbeh-Bader</b>	Minister's Advisor for Climate Change, National Focal Point/UNFCCC, National Focal Point/IPCC, Environment Quality Authority (EQA), Palestine	Palestine	n72065@hotmail.com
<b>Dr. Samir Amous</b>	External consultant to Ministry of Ministry of Local Affairs and Environment (MALE), Apex Conseil Tunisie	Tunisia	amous.apex@gnet.tn





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**Annex IV**  
**INITIAL FINDINGS**  
**6<sup>TH</sup> CLIMASOUTH STEERING COMMITTEE MEETING**

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## Presentation on the implementation of the Paris Agreement in the South Mediterranean region



6<sup>th</sup> ClimaSouth Steering Committee meeting. Amman, Jordan, 29th March 2017. Prepared by Andrea Rizzo, ClimaSouth project.

## From INDCs to NDCs

- Lack of official international guidance (e.g. UNFCCC process)
  - Implementation process is specific to each country's conditions and capacities
  - Common steps identified by UN Agencies and other international organizations:
    1. **Reviewing the NDC** (ambition, including costs and implications, transparency, alignment with national, sectoral and international development priorities, e.g. Sustainable Development Goals)
    2. **Preparing for the implementation of the NDC** (e.g. institutional arrangements and organizational structures/ clear roles and responsibilities, legal and technical preparations as reference inputs for implementation plan)
    3. **Developing an NDC implementation plan and financial strategy**
    4. **Implementing the NDC and monitoring its progress**
    5. **Reviewing the current NDC implementation strategy (at the technical and policy level)**
    6. **Planning for future NDCs**
- \*ref. CS NDC survey based on international best practice (publicly available tools prepared by international experts)

Slide 1

## (I)NDCs of ClimaSouth Countries

Country	Ratification of Paris Agreement	(I)NDCs focus sectors and priority areas
Algeria	20 Oct 2016	<b>Mitigation and adaptation</b> <u>Energy, industry, transport, agriculture and forests</u> , construction and the environment, and others
Egypt	Signed but not yet ratified	<b>Mitigation and adaptation</b> <u>Industry, transportation, agriculture, renewable energy</u> , electricity, <u>waste</u> , industrial processes, oil and natural gas, water, health, tourism, environment
Israel	22 Nov 2016	<b>Mitigation and adaptation</b> <u>Electricity</u> generation, other <u>energy</u> sources, <u>transportation, industrial processes, buildings, waste and agriculture</u>
Jordan	4 Nov 2016	<b>Mitigation and adaptation</b> <u>Energy, transport, waste</u> management industries, water, <u>agriculture</u> and food security, health, sustainable development, biodiversity and protected areas
Lebanon	Signed but not yet ratified. PA currently under parliamentary approval	<b>Mitigation and adaptation</b> <u>Energy, industrial processes</u> and other product use, <u>agriculture, land-use change and forestry, waste</u>
Morocco	21 Sep 2016	<b>Mitigation and adaptation</b> Mainly <u>energy</u> (Energy transition); <u>agriculture, transport, water, waste, forestry, industry</u> , housing and infrastructure.
Tunisia	10 Feb 2017	<b>Mitigation and adaptation</b> Mainly <u>energy</u> (75% of total reductions), <u>industry, agriculture, forests</u> and others including coastal zone, water resources, health, tourism

Slide 2

## NDC process in ClimaSouth Countries: Key Findings

- CS countries are at different stages in developing plans or strategies that will guide the national implementation of their NDCs.
- CS countries have started planning for NDC implementation, undertaking reviews/studies of their NDCs and/or discussions with stakeholders to do so, including with the support of international actors. For instance:

**Algeria** has launched a study to identify the NDC implementation needs and related barriers. Relevant Ministries are being requested to identify obstacles and difficulties in their respective areas.

In **Egypt** under the National Council for Climate Change (NCCC) three working groups on mitigation, adaptation and means of implementation have been established; inter-ministerial composition; working at the technical level on cross-cutting issues underlying NDC implementation

**Israel** has developed a National Plan for Implementation of the Paris Agreement (Sept 2016), furthering the national plans to deliver the mitigation targets

With international support, **Jordan** has carried out a full review of its NDC and it working on developing an NDC implementation plan and a related financial strategy

**Lebanon** is developing a roadmap to identify gaps and progress indicators on the mitigation part of the INDC, to be discussed by the Council of Ministers. This process is hoped to lead to reporting outputs that will contribute to the development of an NDC implementation plan.

**Morocco** is developing a low carbon emission strategy, to give strategic direction to the mitigation part of its NDC, and has launched a study to identify needs and barriers to implementation.

**Tunisia** is currently reviewing the adaptation part of its NDC.

- All CS countries have some form of coordinating entity for the NDC process (usually within the Ministry of Environment) but the **NDC governance arrangements are not always formalised and the functioning is still in development**. **Inclusive stakeholder engagement** (i.e. coordination mechanism amongst all NDC-relevant stakeholders in and outside government) needs to be supported

Slide 3

## NDC process in ClimaSouth Countries: Key Findings (cont'd)

- All NDCs of CS countries **build on existing national policies and programmes** related to climate/environment/energy and development sectors, i.e.:

↳ **Jordan's** 2025 Vision and Strategy, an economic and social framework with performance indicators (11% renewable energy, 39% natural gas), as well as National Green Growth Plan and Implementation Roadmap, National Climate Change Policy 2013-2020, National Strategy and Action Plan for Transitioning towards the Green Economy in Jordan

↳ **Morocco's** existing laws, strategies, national action plans and a Low Carbon Development Strategy (in drafting)

↳ **Tunisia's** National Strategy on Climate Change, National Energy Efficiency Strategy, Tunisian Solar Plan, Adaptation strategies in different sectors

- Not all CS countries have formally aligned their NDC process to the **Sustainable Development Goals (SDGs) process**:

↳ Explicitly linked at the policy level: Morocco

↳ Under consideration/foreseen: Algeria, Egypt, Jordan (post-2020 action), Lebanon, Tunisia

↳ Issue not under specific consideration: Israel

- **Linkages between the NDC and National Adaptation Plan (NAP) process** are at different stages of development in CS countries:

↳ **Egypt** is preparing a NAP proposal to be submitted to the Green Climate Fund (GCF)

↳ In **Israel**, recognized as a key element for future work under its National Plan for Implementation of the PA

↳ Launched in March 2017 in **Jordan**. Formal linkage with the NDC process has yet to be established.

↳ **Morocco** has initiated a NAP process through the development of a roadmap, which will inform the adaptation goals of the next NDC

↳ Under preparation in **Lebanon**, envisaged as a bigger component to support the adaptation goals of the next NDC

Slide 4

## NDC process in ClimaSouth Countries: Key Findings (cont'd)

- Only some CS countries have undertaken specific costing analyses of their NDCs (as laid out in the NDCs), following different approaches:

✎ <b>Egypt</b> estimates the cost of the NDC mitigation and adaptation components at <b>USD 73.04 billion</b>
✎ <b>Jordan</b> has compiled a costing estimate of the NDC process for both the conditional ( <b>USD 5.157,250,000</b> ) and unconditional target ( <b>USD 5.7000,000,000 billion</b> ), although no specific reviews or estimates for each sub-action under mitigation and adaptation components
✎ <b>Morocco</b> estimates <b>USD 24 billion</b> for the conditional target and <b>USD 50 billion</b> for total reduction target
✎ <b>Tunisia</b> estimates <b>USD 17.5 billion</b> for the total reduction target

- All CS countries are taking steps to build domestic **MRV systems** of their NDCs and facing common challenges in this process:

✎ the <b>operationalization of existing institutional arrangements</b> due to the difficulty in coordinating mandates between NDC-relevant stakeholders (i.e. lack of reporting systems, information-sharing mechanisms, unavailability of data, lack of quality control systems)
✎ <b>creation of in-house MRV capacity and loss of progress achieved</b> (reliance on external resources to carry out research and data compilation and subsequent inability of local staff to build and keep in-house expertise)
✎ the establishment of <b>appropriate institutional links between MRV frameworks and the NDC implementation process</b> : MRV arrangements need to reflect the inter-institutional approach required for NDC implementation. Only few NDCs of CS countries call specifically for the establishment of MRV systems (Algeria, Egypt, Jordan, Lebanon, Tunisia)

Slide 5

## Conclusions

- CS is working to identify key capacity development/technical assistance needs related to NDC implementation in the following areas.
- CS can offer support in the following areas (through national/regional approaches)
  - ✎ Moving from INDCs to NDC Implementation → support for the development of NDC implementation plans, through country-tailored approaches or regional ones (i.e. sharing country experiences)
  - ✎ Awareness raising among political leaders and decision-makers and strengthening dialogue with industry and private sector entities on key priority topics
  - ✎ Assessment and priority setting in the NDC context → development of sector-specific baselines and scenarios which are key to designing clear road maps of mitigation measures (based on a disaggregation of NDCs into sector-based reviews to define priority areas and interventions)
  - ✎ Support to MRV for NDC implementation → strengthening inter-ministerial institutional approaches in data collection and monitoring of NDC implementation; data sharing of qualitative and quantitative nature amongst key ministerial NDC stakeholders (i.e. Lebanon)
  - ✎ Development of capacity to carry out a gap analysis of existing institutional financial frameworks and recommendations for effective institutional mechanisms, including the potential use of carbon or new market mechanism to access international climate finance (i.e. mitigation bonds)

Slide 6

