

Lebanon

Collaboration to prioritise and select mitigation actions

Activity	NAMA prioritization process including workshops on NAMA design and preparation and the development of assessment criteria
Country	Lebanon
Sector(s) involved	Energy; Waste; Transport
Time frame	2013–2015

Case summary

To identify and prioritize promising concepts for developing into NAMA proposals, the Lebanese Ministry of Environment in cooperation with the UNDP Low Emission Capacity Building (LECB) Programme engaged a range of national stakeholders and international experts to discuss and prioritize NAMA concepts based on a collaboratively designed selection process.

The approach, which included a series of workshops on NAMA design and preparation, resulted in a prioritised shortlist of concepts to be developed into NAMA proposals in Lebanon. The process increased awareness across national government actors and other stakeholders around the concept of NAMAs, their origin, development and approaches to financing. It also developed an effective collaborative approach for prioritising NAMAs through discussion of selection criteria and relative weights of criteria and led to a strengthened stakeholder forum for future collaboration.



NAMA Prioritisation Workshop in Beirut, Lebanon

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Background

Lebanon's GDP depends largely on services (77.5%), mining, manufacturing and construction (18%), and agriculture, forestry and fishing (4.5%). Its GHG emissions in 2000 were 18.5 MtCO₂e, with energy production accounting for over 50%, followed by transport (21%), industrial processes (10%), and waste (9%).

In 2009, during the UNFCCC-COP15, Lebanon made a non-binding commitment to increase its renewable energy consumption to 12% by 2020. The country currently has 19 comprehensive policies, activities, projects and programmes implemented or underway which are designed to support the energy efficiency, renewable energy and emission reduction sectors.

The Lebanese National Council for the Environment (NCE) was established in 2012. It comprises representatives from the relevant ministries, the private sector and civil society. The NCE is supported by a Research/Technical Support Group, a Governmental Group and five working groups in charge of different sectors. The Ministry of Environment was appointed as the national coordinator of NAMAs in 2013, and in this capacity, started under the NCE to support preparation work for selection and progressing the development of NAMAs.

Lebanon is among the 25 developing countries working with UNDP through the LECB Programme to identify ways to mitigate climate change in line with national development priorities. The two main aims of the LECB Programme in Lebanon are to (1) improve the country's GHG reporting infrastructure, institutional capacities, and information sharing processes; and (2) prepare the ground for low emission development strategies through NAMA implementation. The programme aims to deliver this through:

- » Development of a robust national GHG emission inventory system by undertaking a capacity assessment of focal points, developing support tools and conducting training.
- » Identification and prioritization of 2 NAMAs, formulating concepts and proposals within national developmental priorities (transport, energy, agriculture, forestry and industrial sectors).
- » Create MRV systems to support the implementation and evaluation of identified NAMAs including processes and tools.

In pursuit of this second activity, the LECB and the Ministry of Environment designed and led a participative process for identifying and prioritising promising ideas for NAMAs to be developed in Lebanon.

Activities

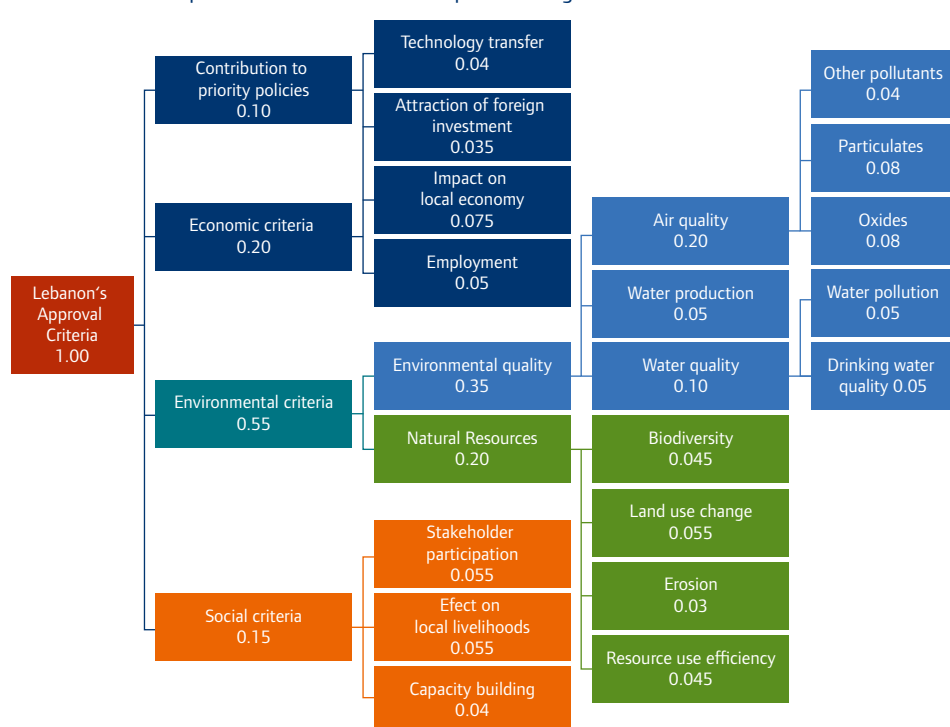
- » **Securing the mandate:** The Lebanese Ministry of Environment approached the country's Council of Ministers to brief them on NAMAs, the benefits they could bring the country and the proposed activities to convene government stakeholders to bring forward ideas which could be subsequently developed in NAMAs. Following two meetings the Council gave its approval to the work and provided the Ministry with the mandate to pursue their proposed activities.
- » **Consulting and engaging stakeholders:** With a mandate provided by the Council of Ministers, the Ministry of Environment approached key ministries to introduce the NAMA concept and the intended workplan to strategically identify and develop the most promising ideas. Consultees (including Ministries of Industry; Transport; Energy and Agriculture) were invited to consider and propose any ideas they had for reducing emissions across their Ministerial portfolio of responsibility. The Ministry of Environment provided them with a template for presenting ideas and invited them to join a workshop planned to discuss and prioritise concepts put forward.

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- » **The first workshop (delivered in May 2013):** Brought together key stakeholders to brief them further on the NAMA process, the opportunities this presented and to discuss proposed ideas put forward by the participants. Led by the Ministry of Environment and UNDP, further international experts from the International Partnership on Mitigation and MRV, and consultants KPMG also joined to provide useful background information for the participants on NAMA development, coordination and financing.
- » **The long-list of proposed ideas for NAMAs:** An initial long-list included 13 concepts covering energy, waste and transport sectors, including: renewable energy deployment (e.g. micro-hydro; waste to energy; solar, wind; renewable energy in buildings); energy efficiency improvement (in buildings); and transport (fuel, technology and modality shifting e.g. the bus mass transit). Building understanding of NAMA requirements in the workshop enabled open discussions around the ideas proposed and helped identify broad consensus around which would be well suited to development as a NAMA, and which would not. Consequently the long-list was shortened (to 5 ideas) using multi-criteria analysis with criteria developed for the purpose.

Sustainable Development Criteria and Their Respective Weights



Data Source: <http://climatechange.moe.gov.lb/viewfile.aspx?id=197>, page 13.

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- » **Prioritization using Multi-Criteria Analysis (MCA):** MCA enabled an open, technically robust and consensus-based decision making process for which ideas should be developed further into NAMA proposals. MCA is an assessment tool based on the principle of ranking and relative comparison according to criteria agreed to be important for decision-making. The selection criteria, developed for NAMAs in Lebanon, included:
 - » GHG reduction potential
 - » sustainable development co-benefits (economic, social, environmental and adaptation to climate change)
 - » institutional readiness to implement (necessary institutional, technical, managerial and human capacities)
 - » MRV-ability (in terms of availability of a baseline)
 - » indicators for actions and milestones that would facilitate the monitoring of the GHG reductions resulting from the project)
 - » high-level political support (in line with the government's national or sectoral priorities and build upon and feed into existing initiatives)
 - » market readiness (barriers/opportunities) and financial attractiveness (feasibility in attracting NAMA financing in terms of achieving maximum impact with available funding, cost-effectiveness).

Participants were invited to evaluate proposed ideas against these criteria (scoring in a range 1–3) and these scores were then adjusted according to weightings assigned to the criteria (reflecting their relative importance).

- » **A series of bilateral meetings were undertaken:** These included counterparts who proposed NAMA ideas during this workshop, in order to clarify the decisions taken during the workshop, and finalise the prioritization decisions. This served as an opportunity to discuss the criteria, fine tune the proposals, and concentrate on the most promising NAMA ideas.
- » **Development of the selection criteria:** Following discussions in the first workshop and the follow-up bilateral meetings, proposals were made for refining the criteria to include an initial pass/fail "required criteria". Based on this new "required criteria" (which included (1) financing source and type, and (2) transformational aspect of the NAMA idea), the 13 NAMA ideas originally considered in the first workshop were rescored by participants during a follow-up workshop in August 2013. This resulted in the short-listing of 5 NAMA concepts which participants broadly agreed, satisfied the criteria.
- » **Finalising the short-list:** Following the second workshop participants were then requested to revisit the 5 short-listed ideas, scoring them against the revised criteria. The LECB and Ministry of Environment provided further explanations on how to score, shared the proposals with the participants by email and invited them to submit their scoring by email. At a further workshop in September 2013, participants then convened again to revisit and discuss the scoring of the NAMA concepts and agree next steps.
- » **Finalization of the NAMA prioritization process:** This included securing commitment from institutions to lead the proposed NAMAs with financial, technical and institutional support across government. At this stage, an additional NAMA was also identified: national renewable energy grid code, overarching the renewable energy NAMA proposals, and therefore was considered, bringing the number of identified NAMAs to 6. There are funds already secured to prepare two NAMAs, through the LECB project, bringing them up to the level of implementation, at which stage, support for the implementation of the NAMAs will be sought allowing moving from planning to implementation on the ground, supporting the country in its progress towards developing a low emission economy.

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Institutions involved	Ministry of Environment; Ministry of Finance; Ministry of Energy and Water; Ministry of Industry; Ministry of Public Works and Transport; Ministry of Agriculture; Council for Development and Reconstruction; Lebanese American University; University of Balamand; Lebanese Center for Energy Conservation; UNDP-CEDRO project; KPMG; KC Engineering and Industry; Sustainable Environmental Solutions; V4Advisors; Green Arms; SES; GIZ; International Partnership on Mitigation and MRV; Electricité du Liban.
Cooperation with	United Nations Development Programme (UNDP) LECB Programme, National Council for the Environment
Finance	The UNDP-LECB program is jointly funded by the European Commission; the German Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) and the Australian Government.
Impact of activities	<ul style="list-style-type: none"> » Raised awareness and developed understanding of NAMAs: Developed understanding around climate finance more generally across key Ministries and stakeholders. » Stakeholders engaged: Discussion and building consensus around NAMA priorities (see: institutions involved for list). » Forum/platform for on-going dialogue: Establishing where key Ministries and stakeholders come together to discuss and share information relevant to NAMAs and mitigation more broadly. » Transparent approach developed: In particular for sharing information, agree criteria and then prioritise NAMA for support. » NAMAs prioritised: From initial long-list of 13, six were shortlisted. The LECB project will develop 2 out of the 6 identified NAMAs.
Why is it good practice	<ul style="list-style-type: none"> » The approach undertaken involved clear leadership by the Ministry of Environment, with further inter-ministerial involvement facilitated by the use of participatory process involving key stakeholders relevant for NAMA development (e.g. Ministry of Finance). » The exercise resulted in a positive outcome with immediate relevance for NAMA development activities. Collaborative scoring against criteria built ownership of the process and applying multi-criteria analysis links theory and practice and generated measurable prioritisation judgements. » The approach is potentially transferable and scalable to different quantities of NAMA in different country contexts although this may vary depending on governance arrangements and available capacity to deliver and engage with the process.
Success factors	<ul style="list-style-type: none"> » Getting the mandate from the Council of Ministers: Empowered the Ministry of Environment to embark on and lead the process. » Ensuring transparency around the prioritisation process: Openness in the process (particularly the criteria) demonstrated that the Ministry of Environment was impartial and not pushing one or other approach or agenda, ensuring greater engagement and acceptance of the conclusions. » Building on existing ideas: Background preparation had already been undertaken and some relevant projects already identified (e.g. through an earlier Technical Needs Assessment process, and the Electricity Reform Plan) which established a focus for further efforts. » Involvement in the prioritisation process: This increased sense of national ownership of the conclusions and opened the door for sharing ideas (e.g. about NAMA design and implementation) between Ministries and stakeholders. » Effective working relationships: Particularly between the Ministry of Environment and Ministry of Finance who had maintained an effective on-going relationship. This was partly driven by the interest (and need for) the involvement of the Ministry of Finance in efforts to access climate finance.

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Overcoming barriers/ challenges	<p>What were the main barriers/challenges to delivery? How were these barriers/challenges overcome?</p>
Information	<p>Initially the criteria were designed in quite a scientific way and it became clear in the first workshop that prioritising wasn't so easy (e.g. quantifying socio-economic co-benefits). Undertaking this process in the first workshop enabled the group to refine the criteria (e.g. pass/fail, scoring, and ranking) and improve consensus and clarity around their use. This served to pilot the criteria and helped ensure that prioritisation scoring was made more clear and consistent.</p> <p>The NAMA concept is still very new and levels of understanding were low across Ministries and other stakeholders.</p> <p>The Ministry of Environment provided international speakers and information sheets to help explain NAMAs and explain what information Ministries should provide to propose a NAMA for prioritisation and development. The workshops helped to develop discussion and understanding around the opportunities presented by NAMA and dispel any scepticism or sense of hidden agendas around them.</p> <p>Not everyone was familiar with the details of all NAMA proposals to be prioritised. Factsheets were prepared to provide quick reference information and guide scoring against criteria.</p>
Institutional	<p>Initially there was no established inter-ministerial process or forum to discuss NAMAs nationally. The process built on the existing mitigation group and through the workshops and prioritisation activities this has strengthened interest and engagement in this platform.</p> <p>Lack of involvement of key ministries.</p> <p>Engaging with ministries (including through workshops) enabled the Ministry of Environment to explain how NAMAs could provide opportunities for synergies with stakeholders' own agendas and has consequently opened up (on-going) dialogue.</p> <p>Climate change not currently high priority for the Government (given the current political transition). Securing high-level support through the Council of Ministers enabled us to undertake technical/planning preparations (however, political decisions will still be required to implement)</p>
Sociocultural	<p>Managing expectations after earlier mixed experiences with the Clean Development Mechanism (CDM). The workshops emphasised this is not a market-based mechanism and helped to clarify and explain the finance, planning and delivery approach to ensure clarity and to ensure understanding (and consequently expectations) of the process were well managed.</p>
Lessons learned	<ul style="list-style-type: none"> » Avoid too much technical detail in prioritisation: Keep as simple as possible to maintain transparency and increase likelihood for consistent scoring. » Prepare well for workshops: Provide clarity and transparency (e.g. through factsheets on NAMA concepts and clearly articulate prioritisation criteria) and be prepared to be flexible (e.g. if criteria need refining or participants need more time to understand it). » Managing varied stakeholder views and interests: Facilitate an open and transparent process of prioritisation enabled the varying views and interest of different stakeholders to be raised and considered. » Larger groups may present challenges: More people around the table can require more time for discussion and assessment activities. Separating the group and prioritising by sector and then bringing the top sectoral projects to a national forum may be the solution to this.

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How to replicate this practice

- » **Ensure a strong focal point:** Have a lead institution with a mandate and influence to lead and coordinate the process and effectively engage key stakeholders.
- » **Foster wide awareness and buy-in:** From the outset ensure effective awareness and buy-in to maintain engagement, as the lead Ministries/agencies commence developing their NAMAs.
- » **Establish a clear and agreed process:** With the associated basic information, selection criteria and clear roles and responsibilities in place to keep stakeholders engaged.
- » **Ensure comparable level of detail in NAMA:** To better inform the prioritization exercise and to ensure a fair comparison process to assign priorities.
- » **Ownership of proposed NAMAs:** Ensure NAMAs are “owned” by key stakeholders (e.g. ministries) from the very initial stages of idea formulation.
- » **Institutional support:** Providing technical and capacity support is essential to develop NAMAs from initial concept to a solid proposal and should thus be included as key prioritization criteria.
- » **Clearly communicate outcomes:** Communicate decisions to all parties to ensure transparency and continued buy-in throughout the NAMA development process.

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Further key resources

- » See NAMA related publications: <http://climatechange.moe.gov.lb/nama>
- » Workshop 1 report (Consultation on Selecting Priority NAMAs for Lebanon) <http://climatechange.moe.gov.lb/viewfile.aspx?id=195>
- » Instructions for NAMA Prioritisation exercise: http://mitigationpartnership.net/sites/default/files/multi-criteria_analysis_workshop_on_nama_design_and_preparation_in_lebanon.pdf
- » Workshop 2 report (Consultation on Selecting Priority NAMAs for Lebanon) <http://climatechange.moe.gov.lb/viewfile.aspx?id=196>
- » Workshop 3 report (Prioritising NAMAs for Lebanon and General MRV Considerations) <http://climatechange.moe.gov.lb/viewfile.aspx?id=197>

Website(s)

- » www.moe.gov.lb/climatechange/
- » www.lowemissiondevelopment.org/countries/lebanon

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