



## Jordan

# An Inter-sectoral Approach to Jordan's INDC Process

Activity	Inter-ministerial coordination, including capacity building, knowledge exchange and experience sharing for the development of the Intended Nationally Determined Contribution (INDC).
Country	Jordan
Sector(s) involved	Multi-sector, economy-wide
Time frame	January to September 2015
Case summary	The preparation of Jordan's INDC began in January 2015 and the INDC was submitted in September 2015.

Jordan's INDC preparation process built on existing processes, national policies, institutions and streamlining the flow of information. A four-step approach, which included a series of workshops and ministerial engagements, was initiated and led to the cooperation of all relevant line ministries, each of them responsible for the contribution of their respective sectors. In addition, exchange programmes with other countries working on INDC preparation were organised. These exchange programmes facilitated experience sharing and technical capacity building.

The preparation process showed commitment from a broad range of institutions and stakeholders, and leadership at the highest political levels: the decision-making process through the inter-ministerial coordination, the involvement of cross-sector non-government stakeholders and the commitment and leadership of the Ministry of Environment are perceived to be an innovative progress in domestic policy-making, and further strengthened dialogue and policy formulation in Jordan as a whole.



Jordanian farmers attending meeting ©Joerg Boethling | GIZ

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## Background

Jordan had submitted three official National Communications to the UNFCCC by 2014, but did yet not have any internationally communicated targets for the limitation of GHG emissions.

In 2001, the National Committee on Climate Change (NCCC) was established, comprising 21 members from ten line ministries, three public institutions, four research and academic organisations and four NGOs, and chaired by the Minister of Environment. The NCCC provides a platform for open discussion on climate change related challenges and meets at least once a month.

In 2013, the NCCC launched the National Climate Change Policy (NCCP), which provides a strategic framework for the realisation of the major climate change related objectives with regard to both adaptation and mitigation. The NCCC is responsible for overseeing developments in this regard.

Although a climate policy framework exists, Jordan experienced some challenges in initiating the INDC preparation process; most notably was the limited understanding and technical capacity, along with initial concerns amongst some stakeholders to develop an international contribution with ambitious commitments.

Jordan approached its INDC preparation as an opportunity to reformulate a more consolidated approach to addressing the country's key specific climate change-related challenges and priorities, namely:

- » Jordan is the second most water scarce country in the world and has therefore focused its climate change efforts on concrete adaptation measures;
- » As a net oil importer with high dependency on neighbouring countries, Jordan looks out for opportunities for renewable energy and energy efficiency technologies to improve the national energy security.

Jordan set out to prepare its INDC in a timely manner in order to demonstrate political leadership in the international negotiations and to encourage enhanced action from other countries.

The components of Jordan's INDC include mitigation and adaptation, with outcomes and actions listed. The contribution includes an unconditional and a conditional component.

## NCCP

In 2013, Jordan adopted its first national policy on climate change with a list of short-term actions (2013-2020) and long-term goals (beyond 2020). A total of 43 GHG mitigation activities were proposed in the areas of primary energy, renewable energy, energy efficiency, transport, industrial processes, waste, and agriculture.

## TNC

The preparation of Jordan's Third National Communication (TNC) involved national stakeholders and experts in a two year effort supported by GEF and UNDP. This helped to enhance existing and build new capacities to produce national reports in a sustainable manner and with the best available scientific findings.

## NCCC

NCCC is the responsible entity for the NCCP and has the main role in the supervision of its implementation. The Ministry of Environment (MoEnv) is the chair and secretariat of the NCCC. The NCCP includes members from several line ministries, civil society and NGOs, the private sector, research and academia.

Source: Authors' own compilation.

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### Activities

**Four-step sequential approach:** The preparation of the INDC was conducted through a four-step approach, which included a series of workshops and ministerial engagements.

- » The preparations were launched by an opening workshop on April 27th 2015, where all relevant ministries and stakeholders were present.
- » Thereafter, coordinated by Ministry of Environment, meetings were scheduled individually with each ministry to compile ideas and to understand how each institution could contribute to the INDC preparations. Such meetings were held to facilitate open discussions and instil trust in the process.
- » A workshop was held in June to present the consolidated opinions, ideas and concerns of each ministry to all other relevant ministries and departments involved. The discussion helped to further refine the diverse views and to begin to frame an initial draft of the INDC.
- » Lastly, the ministers of six line ministries (environment, water, energy, transport, planning, industry and trade) met to finalise the content of the INDC in August 2015. The INDC was presented for cabinet approval before submission to the UNFCCC.

**International exchange visits:** Exchange programmes with other countries working in INDC preparation were organised. These exchange programmes facilitated experience sharing and technical capacity building. Furthermore, in May 2015 an international training workshop in Germany, organised by GIZ, covered various issues on INDC preparation.

### Institutions involved

- » **Ministry of Environment (MoEnv)** coordinated all activities. MoEnv highlighted the importance of all other ministries by giving each of them responsibility for the contribution of their respective sectors. This gave full ownership to the ministries and made it more participatory and inclusive.
- » **Other ministries** namely: Ministry of Energy and Mineral Resources, Ministry of Planning and International Cooperation, Ministry of Agriculture, Ministry of Industry and Commerce, Ministry of Transport, Ministry of Water and Irrigation, Ministry of Health, Ministry of Tourism and Antiquities, Ministry of Social Development.
- » **National Climate Change Committee (NCCC) and its members**, in particular: Jordan Meteorological Department, General Security Directorate, Royal Scientific Society, Jordanian National Forum for Women, Greater Amman Municipality, Aqaba Special Economic Zone Authority (ASEZA), National Centre for Agricultural Research and Extension (NCARE), Jordanian National Commission for Women (JNCW), Jordan University for Science and Technology, Hashemite University, Royal Society for the Conservation of Nature, and Jordan Environment Society.

### Cooperation with

- » **Global GIZ INDC Support Programme** implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH on behalf of the German Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB).
- » **Low Emission Capacity Building (LECB) Programme** implemented by the United Nations Development Programme (UNDP) on behalf of the European Commission, the BMUB, the Australian Department of Climate Change and Energy Efficiency and AusAID.
- » In the framework of these programmes, GIZ and UNDP provided technical assistance and training to build capacities of stakeholders working on the INDC in Jordan.

### Finance

- » The INDC preparations in Jordan received financial support through the International Climate Initiative (IKI) of the German Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB). Support was primarily used for workshops, one-to-one meetings, exchange visits etc. UNDP provided financial support through the Low Emission Capacity Building (LECB) Programme funded by the European Commission.

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## Impact of activities

- » The INDC preparation is perceived to have been a game changer in Jordan's domestic policy-making. It strengthened policy-making and dialogue by facilitating the flow of information between institutions. It also helped to create stronger engagement amongst relevant institutions to effectively implement their projects as part of the INDC. The institutional arrangements created in the INDC preparation provide a basis for (i) updating the National Climate Change Policy goals beyond 2020 and (ii) developing a domestic MRV system for the effective implementation of the INDC post-2020.
- » As a co-benefit of the INDC preparation, technical capacities were built in all sectors. Constant dialogue and meetings were paramount to facilitate the coordination of and to build technical capacities within each ministry. There were regular exchange visits of national experts to other countries in order to share experiences and build technical capacities. Besides, the process established the necessary conditions for the implementation of activities and programmes under the INDC as defined by relevant ministries.
- » The technical capacities and databases that were created as part of the TNC and INDC will now be used to develop a domestic MRV system. The NCCC will have three working groups on mitigation, adaptation and inventory. The inventory group will be key for the MRV system. These activities are supported by multilateral agencies such as the World Bank and UNDP.

## Why is it good practice

The preparation of Jordan's INDC, in particular the decision-making process through the inter-ministerial coordination, represents a good practice that can be replicated in other countries. It reflects the institutionalisation of climate policy making in Jordan.

The preparation of the INDC has distinguished itself through several aspects:

- » It was largely a country driven approach that was linked to existing national policies and institutions. There was high-level political leadership and commitment.
- » It also linked all key ministries and sectors through an inter-ministerial approach, which ensured full ownership of the INDC and its respective actions. MoEnv played an overall coordinating role by outlining clear mandates to each line ministry and technical support where required.
- » Through the NCCC, the INDC preparation also involved a wider group of cross-sector non-government stakeholders, including academia, civil society organisations and private entities, thereby facilitating communication and exchange of ideas.
- » The mix of stakeholder engagement tools used in the INDC preparation included, amongst others, large workshops, small focus group meetings, one-to-one discussions and ministerial dialogues. This systematic involvement of stakeholders across sectors aimed at building consensus, trust and ownership, and provided a platform for discussion and peer-to-peer learning.

## Success factors

The timely submission of Jordan's INDC through an inclusive and participatory approach can be attributed to:

- » The existing understanding of climate change issues and the presence of institutions involved in the preparation of TNC and NCCP, such as the NCCC.
- » The commitment and leadership of MoEnv in coordinating the process and in providing a favourable atmosphere for the exchange of ideas and open discussions.
- » The submission of the TNC in 2014 which provided a reliable baseline for the preparation of the INDC, including renewable energy initiatives that were launched after the submission of the TNC.

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### Overcoming barriers/ challenges

What were the main barriers/challenges to delivery?  
How were these barriers/challenges overcome?

#### Internal resistance

There was concern from some stakeholders towards an ambitious INDC. Instead, conservative targets were discussed without quantitative commitments.

In a series of dialogues, all stakeholders were convinced to come together for the preparation of the INDC. Leadership and commitment of MoEnv and the revitalisation of the NCCC was key in overcoming the challenges of internal reservation. Each ministry and stakeholder group was systematically engaged in the activity, within which the necessary internal technical capacities were built.

#### Technical Capacity

There was a lack of understanding regarding INDCs and also a lack of technical capacity in some sectors to prepare their respective contributions.

Regular exchanges between national experts and other countries helped to build national capacities. Furthermore, technical backstopping played a key role in facilitating the coordination between - and in building capacities within - each ministry, through constant discussions and meetings.

#### Institutional

Although the NCCC has been in place since 2001, an institutional arrangement was missing that ensured the systematic flow of information and exchange of ideas.

In 2014, with recommendations from the NCCP, MoEnv created the climate change directorate as an institutional hub for coordinating and developing all climate change related activities in Jordan. In the preparation of its INDC, Jordan used the existing institutional arrangement to ensure systemic exchanges of ideas and facilitate the cooperation of various institutions.

#### Information

Although the TNC submitted in 2014 provided a reliable baseline, it was a challenge to gather data and information from line ministries, as there was no systematic flow of information.

This challenge was addressed by setting up ad-hoc working groups to facilitate data generation. UNDP, together with the World Bank, are currently engaged in the institutionalisation of domestic reporting and in the development of a domestic MRV framework.

### Lessons learned

The preparation of the INDC is a good case of inter-ministerial coordination and organisation of an institutional framework to climate policymaking. This could be further improved by focusing more closely on building capacity in wider stakeholder groups, specifically those from the private sector and NGOs. Although the process focused on opportunities for national experts to learn from other countries, there was less focus on disseminating these lessons to stakeholders outside the government. The implementation of the INDC presents an opportunity to enhance learning among wider stakeholders through their involvement in the different activities.

### How to replicate this practice

#### Recommendations for international support:

- » Secure high-level political ownership of the process;
- » Follow a country-based approach driven by the country's needs and challenges through facilitating and strengthening of existing domestic institutions;
- » Build domestic capacities through various means such as technical backstopping, exchange visits, training workshops etc.

#### Recommendations for domestic policy-making:

- » Demonstrate leadership and commitment backed by political approval at the highest level;
- » Decentralise ownership on actions and programmes contributing to the overall goals;
- » Involve all stakeholders, ministries and existing institutions at every level;
- » Promote regular dialogue and open discussion involving stakeholders from research institutions, private sector and NGOs.

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