



## Morocco

# Developing an INDC Aligning National and Sectoral Policy Objectives

Activity	Development of the Intended Nationally Determined Contribution (INDC) through a robust and nationally aligned process for presentation to the international community well ahead of COP 21.
Country	Morocco
Sector(s) involved	All
Time frame	2010 – 2015

**Case summary**

The development of Morocco's INDC was based on a comprehensive technical and political process involving key stakeholders in the country. The INDC builds on the National Strategy for Sustainable Development (NSSD) as well as several other national and sectoral strategies, including the Moroccan Solar Plan, the National Energy Strategy, the National Strategy to Combat Global Warming, and the Green Morocco Investment Plan. As such, it is well integrated into national policy planning and processes and reflects the country's long term development objectives.

The INDC process was conducted in parallel with the preparation of the Third National Communication (TNC), and benefited from the detailed analyses conducted under this process. The analysis to inform the design of the INDC was thorough, engaged participation and input from all relevant ministries, and was validated by their sectorial experts. This resulted in a high level of acceptance and confidence amongst stakeholders and high level decision makers. In turn, high level political leadership, culminating in a national INDC conference chaired by the Head of Government, successfully drove the inter-ministerial development of the INDC and allowed Morocco to submit its INDC in early June as the first Arab and second African country to do so.

The thorough and inclusive INDC preparation process translated into a well-presented INDC, including transparent explanations of the targets and underlying activities, as well as information on the resource and implementation provisions.



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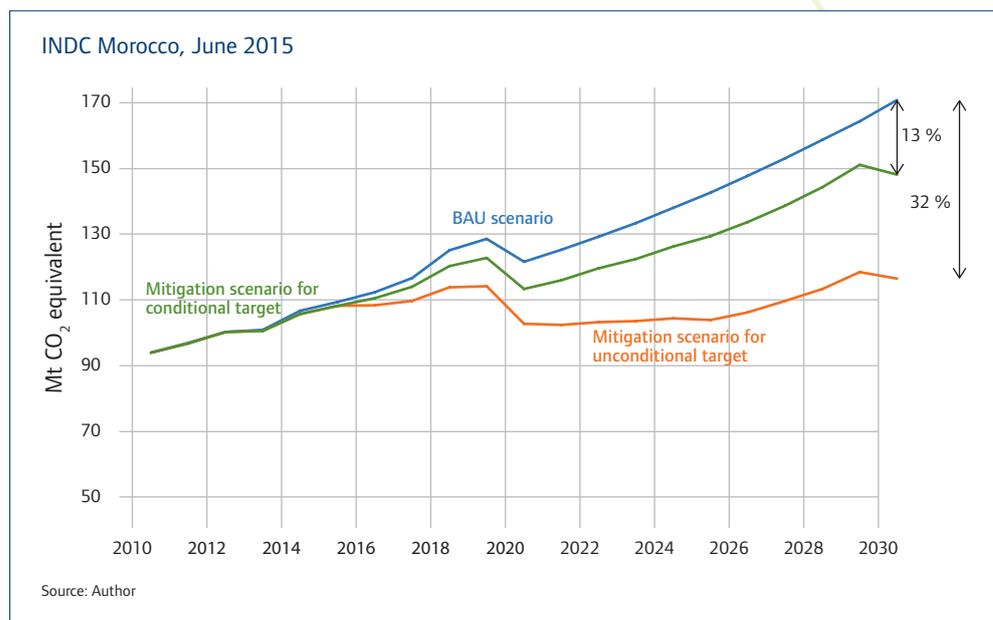
## Background

Morocco has moved to position itself as a leader in climate change mitigation in the region. Although the INDC represents the first time that the country has compiled and proposed a formal climate change mitigation contribution to the international community, Morocco had already set itself climate-related goals in the past: in 2012, the government declared the goal to increase the share of renewables in the energy mix to 42% by 2020.

More recently, Morocco has undertaken a number of climate change mitigation processes including the 2012 Technology Needs Assessment, the 2014 Green Investment Plan, and the Third National Communication (TNC), which is to be published in 2015.

As the first Arab country and second country in Africa to publish its INDC in early June 2015, Morocco has underlined its commitment to the global climate cause. The INDC takes the form of an economy-wide GHG reduction target consisting of two parts: an unconditional contribution which outlines the target Morocco intends to achieve on its own (a 13% reduction in GHG emissions by 2030 below a business as usual (BAU) scenario), and a more ambitious target which is conditional on financial and technical support, as well as the adoption of a new legally-binding agreement under the UNFCCC at COP21 (an additional 19% reduction which together brings the total reduction to 32% below BAU emissions by 2030). The impact of the two targets in relation to the BAU scenario is shown in Figure 1.

In order to achieve the two targets, the INDC document outlines a range of activities which link back to different national and sectoral policies and strategies. One of the main activities is an increase in the share of renewable electricity capacity to 42% in 2020 (a reconfirmation of the previously announced target) and over 50% by 2030 based on the extension of the national solar and wind programmes. Other key measures include reductions in energy consumption in the buildings, transport and industry sectors by 15% by 2030 and the phasing out of fossil fuel subsidies. A study is underway to estimate GHG emission reductions for a number of fossil fuel subsidy reform scenarios that will inform how such reforms may contribute towards Morocco's INDC targets.



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In combination, these activities aim at a transformation of the energy sector, driven by the government's commitment to decrease the heavy dependence on energy imports through the use of clean, national resources.

The cost of implementing the measures is estimated at USD 45 billion of which USD 35 billion are expected to come from international sources such as the Green Climate Fund.

Although not a focus, the INDC provides details on adaptation priorities and actions, highlighting the need for support from the international community to improve the country's resilience and preparedness. Although this was not the major focus of the INDC, Morocco's INDC was the first submitted INDC to include quantitative goals for adaptation.

Morocco's INDC gained good ratings at the international level. The Climate Action Tracker assessed the unconditional and conditional target of the INDC and came to the conclusion that Morocco submitted an ambitious contribution, thus "doing its fair share of global efforts to hold warming below 2°C!".<sup>1</sup>

### Activities

- » **Determination of objectives and priority sectors for the INDC:** The initial prioritisation of sectors was informed by existing national strategies and policy documents, most importantly the National Strategy for Sustainable Development (NSSD) and the National Climate policy.
- » **Data collection & technical analysis:** The data collection and analysis, which was undertaken as part of the process to develop the Third National Communication (to be published in 2015), directly fed into the INDC process and was used to carry out the initial calculations. The analysis was undertaken by a team of national and international experts, and included detailed modelling of the inter-sectoral impacts of policy scenarios, and cost-benefit analyses using the Long-range Energy Alternatives Planning System (LEAP). The TNC analysis was supplemented by work for the Low Emissions Development Strategy (LEDS - under development), the 2014 Green Investment Plan and the 2012 Technology Needs Assessment (TNA)
- » **Technical consultations:** an inter-ministerial group comprising the climate change focal points for the key ministries accompanied the development of the INDC. The group had already been set up for the third National Communication and hence continued and expanded its purpose.
- » **Inter-ministerial workshop:** after completion of the technical analysis, high-level representatives from the different ministries (General Secretaries) were invited to a workshop as a first step of the political process. The technical team shared the methodology analysis and results and received early validation of the approach taken.
- » **Participation in international workshops:** Morocco participated in a number of international meetings for INDC preparation experience sharing, including the UNDP-hosted African Regional Dialogues for INDC and the global INDC Dialogue in April 2015 in Berlin. At the global dialogue meeting, Morocco shared its INDC methodology and approach with over 80 representatives from 50 countries, helping in the process to critically review and validate the approach taken.
- » **Consultation with civil society:** in addition to the technical and political processes, consultation workshops with civil society took place to obtain views on priorities for the INDC.
- » **Parliamentary consultation and approval:** to build broad political ownership, the Minister of Environment presented the INDC approach and process to the National Parliament. The INDC document was then officially adopted by the Parliament.
- » **National INDC conference:** at a national conference attended by over 400 people and opened by the Head of Government, the INDC was presented to stakeholders for final validation (public and private sector, civil society, medias, etc.). The Head of Government publicly endorsed and confirmed the targets included in the INDC.

<sup>1</sup> Climate Action Tracker (2015): Morocco (last updated 15th June 2015)

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	<ul style="list-style-type: none"> <li>» <b>Finalisation of draft and submission:</b> on June 5th the final INDC was submitted to the UNFCCC, following finalisation of the document after the consultation processes.</li> </ul>
<b>Institutions involved</b>	<ul style="list-style-type: none"> <li>» National ministries: Ministry of Energy, Mines, Water and Environment (MEMEE), Ministry of Agriculture, Ministry of Industry, Ministry of Finance, etc.</li> <li>» National Parliament</li> <li>» Civil society and private sector stakeholders</li> <li>» Moroccan Competence Centre for Climate Change (4C Maroc)</li> </ul>
<b>Cooperation with</b>	<ul style="list-style-type: none"> <li>» Global 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).</li> <li>» International Institute for Sustainable Development (IISD)</li> </ul>
<b>Finance</b>	<ul style="list-style-type: none"> <li>» Supported by the German Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) in the framework of its International Climate Initiative (IKI). The EU is providing financial support through the United Nations Development Programme (UNDP) for post-INDC submission activities.</li> </ul>
<b>Impact of activities</b>	<ul style="list-style-type: none"> <li>» <b>INDC process put climate change on the agenda:</b> through the direct involvement of several ministries in the INDC process, the climate change topic was promoted across government and was recognised as a priority issue.</li> <li>» <b>Mobilisation of stakeholders:</b> the participation in the national conference mobilised key stakeholders to support the INDC process and paved the way for successful implementation of activities.</li> <li>» <b>Increased level of political engagement:</b> the INDC was seen as a national priority and process of high international relevance, in particular in light of Morocco's future COP presidency. The INDC itself put Morocco on the map of ambitious countries in the wider international community.</li> <li>» <b>Increased push for adaptation:</b> Adaptation actions are currently not well coordinated across government. The INDC provided additional impetus to government institutions, building on the compilation done for the Third National Communication, to drive the development of adaptation plans and strategies including completion of the on-going National Adaptation Plan (NAP).</li> <li>» <b>Well positioned to access support:</b> the clear strategy and plans on how the targets will be implemented, as well as the clear definition of support needs, puts Morocco in a good position to access international support.</li> <li>» <b>Expected co-benefits:</b> the sustainable development benefits associated with the implementation of the activities proposed in the INDC are expected to be significant. This includes in particular job creation and increased energy security.</li> <li>» <b>Pushing ongoing energy sector transformation:</b> The INDC process and other parallel climate change mitigation processes have given rise and momentum to a transformation of the energy sector, chiefly through the underlying target of a significant increase in renewable energy capacity and the phasing out of fossil fuel subsidies, which was made possible through extensive consultation and cooperation with the Ministry of Energy.</li> </ul>
<b>Why is it good practice</b>	<p>The process of developing the INDC was well orchestrated, combining in-depth technical analysis with a thorough political process:</p> <ul style="list-style-type: none"> <li>» <b>Key stakeholders were involved and consulted</b> during the elaboration of the INDC and the final decision was validated at a national conference, attended by over 400 people.</li> </ul>

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- » The **high level political commitment and leadership** behind the INDC is clearly visible in an output that echoes Morocco's development objectives and commitment to climate protection.
- » The prioritisation of sectors and activities in the INDC was based upon the consolidation of existing climate-related and non-climate-related national objectives, and is therefore **integrated into national and sectoral policies** and strategies. This strengthens in particular the country's objective to transform the energy sector.
- » The targets of the INDC include a **reconfirmation of previously announced near-term targets** (42% renewable energy by 2020) and up-scales these targets for 2030 for longer-term ambition. The reconfirmation of the 2020 target provides confidence amongst investors and the international community for longer-term targets.

The good practices of Morocco's INDC preparation process translated into a clear and transparent presentation of the INDC:

- » The INDC is well presented and includes **transparent explanations of the targets, the underlying activities**, as well as the **resource and implementation** provisions.
- » The INDC also includes a clear explanation on why it is considered **fair and ambitious**. This transparent depiction of national circumstances has helped the international community to better understand the impact of Morocco's contribution in relation to the collective international objective.
- » The INDC also clearly sets out **what can be achieved with and without additional support** beyond ongoing international support on the mitigation side, as well as **detailed plans and actions to improve climate resilience**.

### Success factors

- » **High level political backing**: the targets presented in the INDC benefit from the support of government at the highest level. The renewable energy target had already been agreed prior to the INDC process. It was therefore easier to translate this into a wider GHG target.
- » **Involvement of line ministries early on and throughout**: key line ministries were involved relatively early in the process and endorsed the approach after the first technical analysis was completed. They continued to be involved in all subsequent stages to define the targets and activities included in the INDC.
- » **Availability of information and data**: the INDC benefitted greatly from previous analyses and parallel processes; in particular it built on two years of consultation and macro-economic impact analysis of policy scenarios for the TNC, which is to be published in 2015. The data and assumptions from the TNC process provided an excellent starting point to define mitigation potentials, actions and targets. This was combined with further analysis on mitigation scenarios from the ongoing LEDS process, and cost assessments conducted under the 2012 TNA and the 2014 Green Investment Plan. The detailed analyses increased confidence of decision makers, allowing for the determination of the ambition level through an efficient political process.
- » **High level national conference**: the organisation of a national conference presided by the Head of Government and involving high level national and international participants increased the motivation of national stakeholders as Morocco – and was praised for its leadership role in the climate arena.
- » **COP22 presidency**: Morocco's decision to host the COP22 in 2016 contributed to the high level political recognition and leadership on climate change and the desire to put forward a solid and ambitious target based on sectoral development objectives.

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- » **Leadership of the Ministry of Environment:** the coordination of the process by the Ministry of Environment was crucial to drive the process within government and to ensure the INDC reflects emerging good practice. Despite the ongoing restructuring the Ministry played a key role to synchronise the political and technical validation processes.
- » **Building on previously set targets and agreements:** starting from already-agreed plans and strategies to define the INDC was important to achieve broad buy-in. For example, the renewable energy transformation as the centrepiece of the INDC built on ambitious energy policies of the government. Also the access and use of existing data sources and analyses helped to save time and effort and maximise synergies.

Overcoming barriers/ challenges	What were the main barriers/challenges to delivery? How were these barriers/challenges overcome?
Institutional	<p><b>Getting key ministries - in particular the Ministry of Energy - to agree on the sector based targets.</b> Close consultation and intense debates with key experts to ensure that all data sources, assumptions and impacts are clear and understood; accessing the right level of decision makers within the Ministries. <b>The Ministry of Environment was undergoing restructuring during the INDC development process. This made knowledge transfer between key individuals difficult.</b> Close engagement with individuals within the new and old teams. <b>Limited coordination of adaptation topic within the ministries.</b> The development of the national Climate Change Competence Center (4C Maroc) included provisions for capacity building and increased awareness for adaptation. The development of the National Adaptation Plan continued in to the INDC process and employed the engagement of various ministries.</p>
Capacity	<p><b>Understanding the expectations of the international community on the scope of an INDC.</b> Involvement of international experts to support the INDC development process; participation in international dialogues on INDCs <b>Ambitious timing for the preparation of the INDC.</b> Solid data situation and careful planning helped to meet the deadlines and publish the INDC early.</p>
Political	<p><b>Agreement on definition of finance needs and decision on the scope of the unconditional contribution.</b> Early involvement of the Ministry of Finance and political decision makers. The Ministry of Finance was involved during the whole process, from the kick-off meeting with technical focal points to the high-level workshop with General Secretaries. Ensuring that unconditional targets are based on existing and agreed plans and strategies. Engaging numerous Ministries in the technical analyses to achieve broad ownership and acceptance of results.</p>
Sociocultural	<p><b>Difficulty to involve the private sector in the process.</b> Participation of private sector was limited in the end. Some participation was achieved through involving the private sector business confederation and during the National Conference for the launch of the INDC.</p>
Lessons learned	<p>Lessons learned from the INDC preparation process can be applied for all future national climate change planning processes:</p> <ul style="list-style-type: none"> <li>» <b>Involve political decisionmakers from the start:</b> the involvement of decisionmakers at the highest government level and the ministries can ensure that decisions are taken promptly, and helps to get the buy-in of the technical people in the ministries and other relevant agencies.</li> <li>» <b>Engage governmental and non-governmental experts:</b> It was established that the amount of knowledge and data across governmental and non-governmental experts was very good, once these people were engaged. The needs and purpose of required information and expertise should be communicated early and clearly to the right people in order to access the available knowledge.</li> </ul>

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- » **Broad participation creates broader ownership:** Engaging various governmental experts from different departments and ministries to provide information and data improves the breadth of ‘ownership’ of the analysis and helps with the validation, acceptance and comprehension of results.
- » **Independent validation of analysis builds political confidence:** Detailed validation of the analysis results from independent experts built confidence of decision makers to lubricate the political process.

**How to replicate this practice**

For any future review cycles of the INDC, the process is expected to run more efficiently as processes have now been tested, contacts are set up and decision chains are clear. The established inter-ministerial group would continue to act as a focal point and is a critical part of the institutional set up. Any review process of the INDC would be kicked off by a high level (political) workshop in order to mobilise decision makers right from the start. This is a key learning from the first INDC process, where such a workshop took place relatively late, when it could have been held at the beginning of the process and facilitated buy-in of all relevant stakeholders from the beginning. A future review would also ensure better participation of the private sector during the development stages of the INDC.

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**Further key resources**

- » Third National Communication (forthcoming: expected 2015)
- » Technology Needs Assessment (2012): [unfccc.int/tclear/templates/render cms page?TNR\\_cre](http://unfccc.int/tclear/templates/render cms page?TNR_cre)
- » Morocco Green Economy Plan (2014)

**Website(s)**

- » [www.environnement.gov.ma](http://www.environnement.gov.ma)

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