

Indonesia

Coordinating institutions for LEDS and NAMA development

Activity	Establishment of a joint institutional framework for LEDS development and NAMA coordination
Country	Indonesia
Sector(s) involved	All
Time frame	2012–2020

Case summary

Building on its 2009 pledge to reduce national GHG emissions (by 26% in 2020) and a subsequent climate change action plan published in 2011, Indonesia has made substantial progress in strengthening its capacity and institutional framework for delivering effective climate change mitigation. A key part of this institutional architecture is the Climate Change National Coordination Team (CCNCT) which is a body established under the State Ministry of National Development Planning (BAPPENAS).

The CCNCT has joint responsibility for developing and detailing national and provincial level GHG mitigation action plans (effectively the Indonesia LEDS) and supporting the development and coordination of NAMAs. This joint role, implemented by a national planning ministry, is demonstrating important synergies and benefits including the integration of the LEDS within broader national development planning processes and the integration of NAMAs as the key mechanism for achieving the countries' mitigation pledges and implementing its LEDS.

The CCNCT is also strengthening coordination between and within line ministries on NAMA development to ensure priorities and national criteria are respected and is enabling more coherent communication of Indonesia's NAMA development as a whole.



Micro-hydro in West Java, Indonesia

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Indonesia

Coordinating institutions for LEDS and NAMA development

Background

In 2009, Indonesia's President Susilo Bambang Yudhoyono pledged that Indonesia will reduce its greenhouse gas emissions (GHG) by 26% in 2020 relative to business-as-usual levels, and that with international support a further 15% reduction could be achieved. These commitments were submitted as Indonesia's nationally appropriate mitigation actions to the UNFCCC in January 2010.

In 2011 this ambition was elaborated in a national climate change action plan (Rencana Aksi Nasional Penurunan Emisi Gas Rumah Kaca, henceforth RAN-GRK) and at the provincial level through local action plans (RAD-GRK). These RAN-GRK and RAD-GRKs are regarded as the starting point for the development and implementation of NAMAs (GoI, 2013).

The result of these action planning efforts are lists of potential actions, often described very broadly, with initial GHG mitigation calculations. These actions will be developed as NAMAs by line ministries and provincial agencies, and some of these will be considered for submission for international support.

This raises a number of challenges in regards to coordinating the many efforts that have begun to emerge to develop more detailed designs for these NAMAs, as well as the challenge of reconciling the sub-national mitigation plans with national targets. In response, the Climate Change National Coordination Team (CCNCT) was established under Decree No. 38/M.PPN/HK/03/2012, and will be in charge of developing and implementing the national and provincial action plans, domestic and supported NAMA coordination, linking this with MRV systems, and interactions with financial bodies inside Indonesia, in particular the Indonesian Climate Change Trust Fund (ICCTF). MRV of emissions is coordinated by the Ministry of Environment and ministerial decree No.15/2013 details the MRV oversight within the MoE, including so-called 'MER' (monitoring, evaluation and reporting), which covers the monitoring of domestic climate-related development measures. The CCNCT is established as a body under BAPPENAS, which has a clear mandate for national development planning matters and a long history in this role.

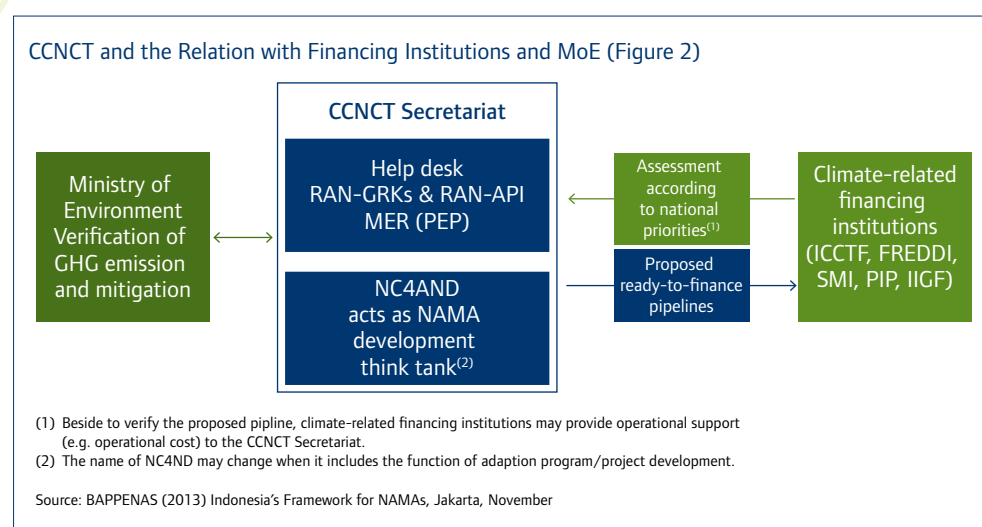
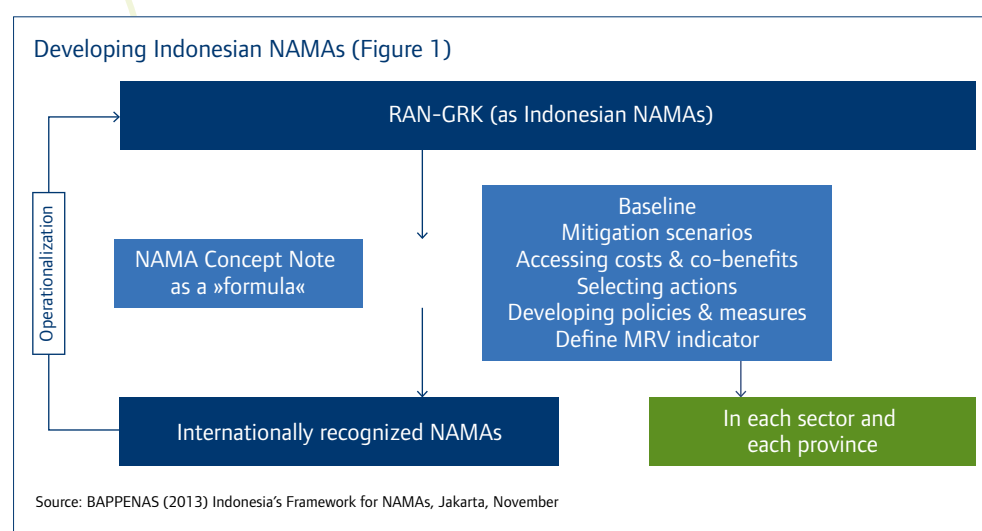
Activities

- » **Establishing an action plan:** Agreed in 2011, the National Action Plan for GHG Emissions Reductions (RAN-GRK) provides the policy framework for Indonesia to achieve its climate pledges. The action plan establishes roles and responsibilities amongst ministries, as well as the link between national and provincial levels (who have subsequently developed provincial action plans, so-called RAD-GRKs) where actions will be implemented. The RAN-GRK lists approximately fifty broad mitigation actions and also cascades the national targets to specific sectors. In this sense, of providing the overall framework for achieving mitigation, the RAN-GRK is sometimes referred to as the Indonesian NAMA.
- » **Prioritising NAMA:** At the same time, the lists of mitigation actions proposed by ministries and provincial governments (RAN/RAD-GRK) are understood as potential specific NAMAs, which can contribute to meeting the overall targets. These actions will be prioritised and submitted as NAMAs to the UNFCCC. Some actions have allocated budget from the local state budget/national state budget (APBD/APBN). These actions would then be submitted as NAMAs seeking recognition, and would fall under the unilateral NAMAs that are included under the 26% voluntary target. Some other actions would be submitted as supported NAMAs (and fall under the additional 15% of Indonesia's supported voluntary target) (Figure 1).
- » **Establishing a national coordination team:** In 2012 BAPPENAS enacted Decree No. 38/M.PPN/HK/03/2012 to establish the Climate Change National Coordination Team (CCNCT). The mandate of the CCNCT includes both LEDS and NAMAs, and is to: (1) optimise the implementation of RAN-GRK; and (2) coordinate climate change mitigation and adaptation actions. The CCNCT is administered by a secretariat (previously known as the 'RAN-GRK secretariat') under BAPPENAS that consists of two units: a so-called Help-Desk and a NAMA development think tank called NC4ND (National Center for NAMA Development) (Figure 2). The remainder of the document makes a distinction between the 'CCNCT', as a national committee, and the 'CCNCT secretariat', which carries out associated tasks at an operational level.

Indonesia

Coordinating institutions for LEDS and NAMA development

- » Establishing a national coordination help-desk: The Help-Desk supports the development and review of the national and sub-national mitigation plan (RAN/RAD-GRK) and provides technical support for Monitoring, Evaluation and Reporting (MER)¹. The GHG mitigation MER reports are subject to verification which is coordinated by the Ministry of Environment (KLH). Each line ministry has representatives within the CCNCT, and the Help-Desk provides technical support to these representatives, as well as to the representatives from subnational government agencies at the Local Committee in developing and reviewing the mitigation plan (RAN/RAD-GRK)



¹ The term used for the MRV system that has been developed for the RAN/RAD-GRK and which will be adapted as needed for specific NAMAs

Indonesia

Coordinating institutions for LEDS and NAMA development

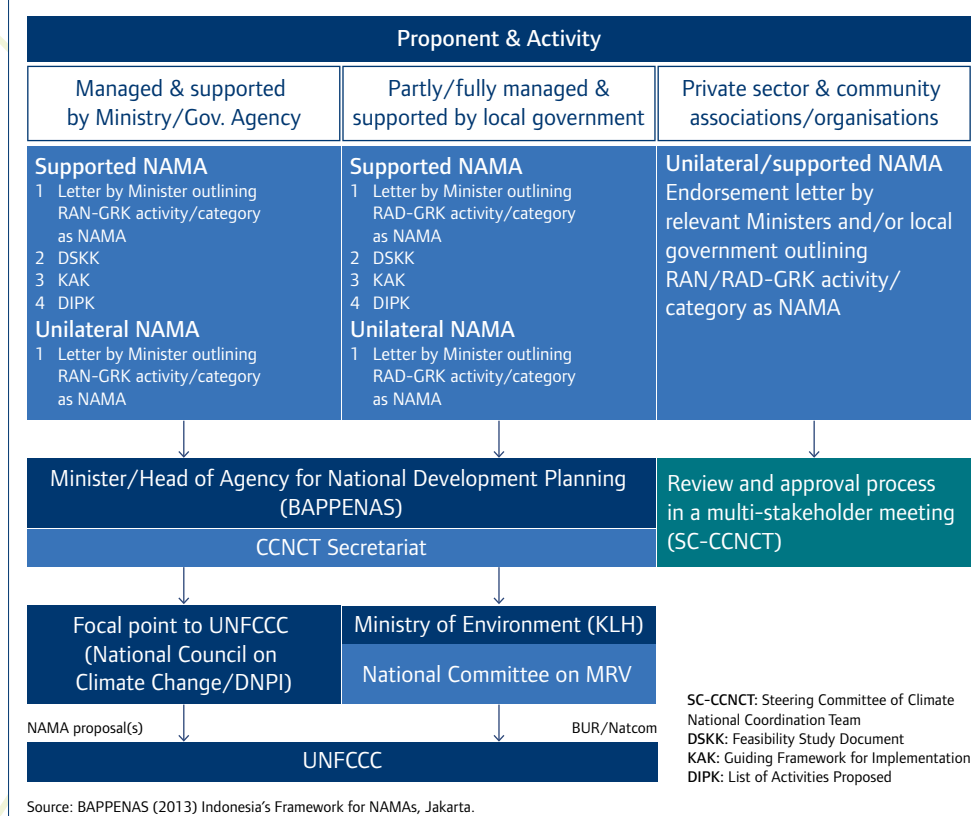
- » **Establishing a national coordination think tank (NC4ND):** The NC4ND works in two ways: first, by providing technical support to those parties, including technical assistance for developing NAMA proposals; second, by taking joint initiatives with sector actors in developing particular NAMAs in close consultation with the relevant ministries. Beyond proposal development, the think tank actively promotes NAMAs to external stakeholders including civil organisations, the private sector and the wider community. This is typically performed through facilitation of focus group discussions and other types of outreach and consultation meetings that are used extensively during NAMA development and validation. Specifically, there have been several activities to institutionalise NC4ND within the CCNCT secretariat and play an active role in NAMA coordination, including:
 - » Establishment of forum and discussions on NAMA framework. (Output: “Indonesia’s framework for NAMAs”, which describes roles and responsibilities for NAMA development and coordination, November 2013).
 - » Discussions on the organisational development of the CCNCT Secretariat. (Output: Assessment of CCNCT Secretariat, pending 2014) NAMA coordination meetings (e.g. Bali, March 2013), where line ministries and technical assistance providers meet to discuss current NAMA development efforts and improve linkages and learning across sectors and actors.
- » **Coordinating submission and approval of NAMA:** The CCNCT also plays a key role in managing the submission and approval of NAMAs as they move from line ministries to be nationally (and possible subsequently internationally) registered. A submission procedure has been established that requires NAMAs to be submitted to BAPPENAS for approval. When the NAMA proposals have been submitted to BAPPENAS, the proposals are subject to review and an approval process in a multi-stakeholder meeting (under a so-called ‘Steering Committee of the CCNCT’), involving BAPPENAS, line ministries, the Ministry of Environment, DNPI, and the support of the CCNCT secretariat (Figure 3).

Institutions involved	CCNCT; CCNCT secretariat (established under BAPPENAS); Ministry of National Development Planning (BAPPENAS); National Council for Climate Change (DNPI), a cross-ministerial council chaired by the President with high-level responsibility for climate change issues domestically and internationally; Ministry of Environment (MoE); Indonesia Climate Change Trust Fund (financing channel for grant support); Line ministry representatives associated with the CCNCT; Presidential Unit for Monitoring and Control (UKP4).
Cooperation with	GIZ PAKLIM: technical assistance for RAN/RAD-GRK, MER, MRV arrangement, and the Indonesian NAMA framework; JICA: technical assistance on BUR, Indonesia’s NAMA Registry, and the Indonesia NAMA Framework; ECN: technical assistance on NAMA development (Energy sector, RE); GIZ L-CORE, V-NAMAs, SUTRI, Proklima and Cement programmes: technical assistance in sectoral NAMA development; UNDP Low Emission Capacity Building (LECB) Programme
Finance	Finance and support for the RAN-GRK secretariat (which was, in some sense a predecessor to the CCNCT secretariat) has been provided by German Federal Ministry of Economic Cooperation and Development (BMZ), Japan International Cooperation Agency (JICA), USAID and AusAID. Financial support has been provided for a number of aspects, including operational overheads, training and facilitation. Sectoral technical assistance was also provided to lesser or greater degrees by each partner. The PAKLIM programme of GIZ has incubated many of the tasks that will be taken on by the NC4ND as it becomes more formally active.

Indonesia

Coordinating institutions for LEDS and NAMA development

Submission procedure for NAMAs (unilateral and supported) (Figure 3)



Impact of activities

- » **Building mitigation capacity:** There have been a number of distinct capacity related impacts from the establishment of the CCNCT, the CCTCN secretariat (and its predecessor the RAN-GRK secretariat) and the development of the RAN/RAD-GRK. These include an increased level of awareness amongst government stakeholders (at different levels of governance) of the need to develop mitigation actions in order to achieve Indonesia's climate pledges; and extensive use of the NAMA terminology (and associated aspects such as MER/MRV) amongst line ministries in order to describe these actions. More specific impacts related to the tasks of the CCNCT secretariat include the following:
 - » **Integration of efforts on analysis and estimates of mitigation effort:** for example, training of provinces and provision of templates for developing mitigation actions within their RAD-GRK, as well as verification of submitted NAMAs from line ministries;
 - » **Strengthening inter-linkages on international MRV requirements:** with domestic MER with the Ministry of Environment;
 - » **Coordination with Indonesian finance institutions:** on their potential roles in financing NAMAs;

Indonesia

Coordinating institutions for LEDS and NAMA development

- » **Providing a central point of contact on NAMAs:** as well as a clear liaison between BAPPENAS and DNPI as the focal point for the UNFCCC (i.e. linking international negotiations with domestic developments);
- » **Increasing engagement:** enabling broader collaboration through involvement in consultation and outreach processes (e.g. PPP, private sector engagement, university networks, NGOs);
- » **Encouraging NAMA analysis on broader aspects:** for example social, environmental and economic aspects, by setting national criteria for NAMAs
- » **Central control of NAMA development activities:** in order to try and harmonise this bottom up process with the top-down assessment that was presented in the RAN-GRK.
- » **National budget assigned:** It is difficult to directly assign mitigation impacts to the implementation of the RAN-GRK to date. However, there has been a dedicated national budget line for funding RAN-GRK activities for the last few years. Indicative calculations show that these activities are already contributing to Indonesia's mitigation targets but that more will need to be done if these are to be achieved in 2020 (MoF, 2012).

Why is it good practice

- » The CCNCT secretariat has effectively been operating for the previous two years and has played a key role in coordinating provincial actions plans and national NAMA development efforts. It has **immediate relevance** and is leading to **positive outcomes**. For example, the provincial actions plans have been completed by all provinces to a broadly common format and quality. All line ministries have been encouraged and assisted to develop initial NAMAs.
- » The work of the CCNCT contributes integrally to the successful achievement of the RAN-GRK and Indonesia's 2020 climate pledges and is therefore set to contribute to **long term impact**;
- » The general approach of a central government body that coordinates both NAMA development and the national LEDS effort is highly **transferable** and could be applicable in other countries and contexts.
- » The central role of BAPPENAS as an influential ministry (that has traditionally help a key role in infrastructure and policy development) has contributed to its success by providing **leadership** and greatly increases the likelihood of planned actions leading to implementation. The establishment of roles and responsibilities, as well as the action plan process and pledges, through presidential and ministerial decrees add weight to these processes. There has also been effective **coordination across different key ministries** with representatives on the CCNCT from various line ministries and regularly conducts workshops and consultations that span several ministries.
- » **Use of professional and technical support;** the successful collaboration of BAPPENAS and the GIZ Pa-klim programme has been a key enabling factor the success of the RAN and RAD-GRK planning efforts.
- » **NAMAs fit into LEDS;** the use of a common body and common policy framework for LEDS and NAMA development has been important in linking these ideas in a coherent way. It also **includes an MRV framework** which builds on the existing MER framework of the RAN-GRK which increases synergies with national efforts and make MRV easier to implement.

Success factors

- » **Top-down Presidential decree:** Establishes the overall Indonesian pledges and action plan process has been critical in rallying support behind these policy processes.
- » **Bottom-up technical support:** Much of the effort in implementing the RAN/RAD-GRK progressed initially at the working level, where there was more awareness of NAMAs and the LEDS process. The necessary background work and studies were then ready for when higher level stakeholders engaged with these ideas.

Indonesia

Coordinating institutions for LEDS and NAMA development

- » **Central role of a development/implementation focused ministry:** In this case BAPPENAS (as opposed to a Ministry of Environment which is seen in many other countries) has meant that the national and provincial LEDS processes could be more easily integrated with traditional development planning efforts. It has also helped to focus line ministries and provinces on design of actions for implementation rather than, say, only options analysis or GHG accounting. Furthermore, BAPPENAS has traditionally held the role of liaising with international assistance efforts, so is known to development partners, has experience in these types of projects that combine policy development with some technical assistance and can potentially link NAMAs to sources of support.
- » **Significant efforts have been expended to build awareness of the action plans and NAMA concept:** Including numerous workshops, outreach documents and bilateral meetings with the CCNCT secretariat.
- » **Flexible support:** PAKLIM programme presents a good model for this kind of technical assistance, working full time together, with a common vision and co-located. Specifically the design of the programme and staff were open minded and not prescriptive, so that they could respond to new needs and directions as the work progressed. The programme was also prepared to look outside of GIZ and PAKLIM for cooperation and support. Had this been a rigid TOR for cooperation with a donor there would not have been as much space for learning and to be flexible.

Overcoming barriers/ challenges

Capacity

Finance

Institutional

What were the main barriers/challenges to delivery?

How were these barriers/challenges overcome?

Limited operational (and for some aspects technical) capacity within the CCNCT secretariat.

Capacity is not yet supported by in-house experts; experts are often funded by donors and some are hired in short term/on-call basis.

Limited consistent public financial support has been available for the operation of the CCNCT secretariat and action planning processes.

Financial support has been obtained from donors and different ministries (though CCNCT secretariat is not yet a self/single-funded organisation).

Large geographic, capacity and context diversity across 33 provinces in terms of mitigation action planning. Extensive training, outreach, guidance and technical support on provincial action plan development; Iterative approach to planning with the understanding that initial efforts will need to be revisited; Co-operation with many development partners, where they are present in various provinces, to assist with RAD-GRK preparation.

Overlapping responsibilities among climate & environmental institutions in Indonesia (Jupesta et al 2012). Attempt to provide clearer demarcations in roles and responsibilities through subsequent ministerial decrees and other publications.

The distribution of CCNCT's responsibility is regulated under BAPPENAS Ministerial decree no. 38/M.PPN/HK/03/2012, with considerably general legal framework (no sanction for non-compliance).

Clear MER (domestic MRV) procedures integrated into the action planning process to ensure compliance; Ongoing consideration of tying provision of budgetary support for mitigation actions to results.

Indonesia

Coordinating institutions for LEDS and NAMA development

Lessons learned

The need for coordination capacity to grow with demand: CCNCT pioneered this working level inter-ministerial coordination of climate change, however the complexity of administrative process, technical demands, and stakeholders' interest within the framework are growing, such that the capacity distribution of CCNCT secretariat needs to grow. Without this continued growth there is a risk that the CCNCT help desk could be overwhelmed by coordination tasks. At this time some technical assessments have been distributed to donors through temporary hiring. A clear allocation of support to the CCNCT secretariat would allow appropriate capacity to be developed and retained, and ensure sustainability of operation.

The challenge of, and need for, clear long term planning and strategy: At present a detailed implementation plan for the many actions is not yet available and strategy must therefore be made on a shorter term basis. This was expected and will be resolved as detailed NAMA designs at the national level are developed by line ministries and provinces detail the implementation of their own action plans.

The need to improve underlying analysis of costs and impacts: Current actions have been broadly assessed, but additional understanding of costs and impacts (currently being developed), will allow improved prioritisation of efforts, more informed decisions on which actions will be achieved unilaterally, and a more convincing case for support.

How to replicate this practice

- » **Secure a high level mandate:** Ministerial decree, or similar, is an effective legal tool to pioneer a coordination framework, however in order to control non-compliance and ensure coordination consistency and sustainability over time, the development of strong legal framework on organisational aspects would be best conducted in parallel with the setup of goals and work plan at the beginning of operation, not afterwards.
- » **Establish a central institutional body to coordinate:** The establishment of a body with joint responsibilities for NAMA coordination and LEDS development can be considered in many countries that see NAMAs as a key element of achieving their climate pledges and ambitions.
- » **Work with development and/or planning focused ministries:** The lead role of BAPPENAS allows LEDS to be more closely integrated with traditional development planning processes and potentially provides a clearer pathway to implementation of actions than if this role had been taken up by another organisation.
- » **Institutionalise the NAMA framework:** Given the nature of decentralisation policy in Indonesia, institutionalising NAMA framework may feasibly be replicated at the provincial or local level to improve coordination in implementation and monitoring and evaluation of NAMAs.

Contact for enquiries

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Further key resources

- » Indonesia's Framework for NAMAs – BAPPENAS (2013),
- » Climate Change Governance in Indonesia – UNU-IAS (2012),
- » Background Report: Institutional Arrangement for MRV in Indonesia – Ministry of Environment (2014),
- » Organisation Assessment and Development Study of the Secretariat RAN-GRK – BAPPENAS (forthcoming 2014)

Website(s)

- » www.paklim.or.id
- » www.sekretariat-rangrk.org
- » www.bappenas.go.id
- » www.dnpi.go.id

Indonesia

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