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Energy & Environment



The State of Palestine's Nationally Determined Contribution (NDC) implementation plans for the energy sector

Energy efficiency

Report for Federal Public Service of Health, Food Chain Safety and Environment of the Belgian Government
Client reference: DG5/CC/PG/18007



Federal Public Service Public Health and Environment



Environment Quality Authority

Customer:

Federal Public Service of Health, Food Chain Safety and Environment of the Belgian Government and Environment Quality Authority of the State of Palestine

Customer reference:

DG5/CC/PG/18007

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Date:

27 August 2021

Ricardo Energy & Environment reference:

Ref: ED11796100- Issue Number 7

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List of abbreviations

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AFD	French Development Agency (Agence Francaise de Developpment)
DFID	UK Department for International Development
EQA	Environment Quality Authority
EU	European Union
GIZ	German Development Cooperation
GCF	Green Climate Fund
INCR	Initial National Communication Report
MoFP	Ministry of Finance Planning
MoLG	Ministry of Local Government
MoNE	Ministry of National Economy
MoT	Ministry of Transport
NAP	National Adaptation Plan
NDC	Nationally Determined Contributions
NEEAP	National Energy Efficiency Action Plan
PEC	Palestinian Energy and Environment Research Centre
PENRA	Palestinian Energy and Natural Resources Authority
PERC	Palestinian Electricity Regulatory Council
PETL	Palestinian Electricity Transmission Company Limited
UNDP	United Nations Development Programme

1 Introduction

This plan for **energy efficiency** is intended to enhance Palestine’s opportunities to access climate finance and thereby facilitate successful implementation and delivery of Palestine’s Nationally Determined Contribution (NDC). Details of the methodology used to develop this plan are provided in Annex 1.

This plan addresses the following conditional NDC actions:

- Implement energy efficiency measures to reduce consumption and hence imported energy (West Bank)
- Implement energy efficiency measures to reduce consumption and hence imported energy (Gaza Strip)
- Implement energy efficiency measures to reduce consumption, mainly for commercial and industrial application (West Bank)
- Reduce energy consumption through modern production technologies (West Bank)
- Energy audits to improve energy efficiency in industry (Gaza Strip)
- Maintenance to enhance energy efficiency (Gaza Strip).

2 Relevance to GCF Country Programme

The Green Climate Fund (GCF) Country Programme focuses specifically on green buildings while the NDC actions included in this implementation plan address energy efficiency more generally. The GCF Country Programme includes the following funding proposal, which is relevant to this NDC implementation plan:

Scaling up energy efficiency programme for the commercial, industrial, public and domestic sectors and the enforcement of green building codes to reduce GHG emissions and energy consumption

“The objectives of the programme will be achieved through the four outputs:

- Enforcement and implementation of the building codes
- Standard and Label with testing labs for lighting, cooling, heating, pumps
- Develop financial and business models
- Capacity development programme.”

3 Reasons for prioritisation of NDC actions

The six NDC actions under this plan for energy efficiency were scored particularly highly by national stakeholders (Table 1).

Table 1 Priority scores for NDC actions

NDC actions	Government support	Adaptation benefits	Mitigation benefits	Capacity available	Technology available	Total
Implement energy efficiency measures to reduce consumption and hence imported energy (West Bank)	10	10	10	5	5	40
Implement energy efficiency measures to reduce consumption and hence imported energy (Gaza Strip)	10	10	10	2.5	5	37.5
Implement energy efficiency measures to reduce consumption mainly for commercial and industrial application (West Bank)	10	10	10	5	5	40
Reduce energy consumption through modern production technologies (West Bank)	10	10	10	5	5	40
Energy audits to improve energy efficiency in industry (Gaza strip)	10	10	10	5	5	40

These scores drew upon and are justified by information in the following sub-sections that address each of the priority criteria.

3.1 Government support

All six NDC actions are supported by the National Energy Efficiency Action Plan and the Decree of Law (2015) On Renewable Energy and Energy Efficiency¹. Furthermore, all NDC actions apart from “Implement energy efficiency measures to reduce consumption and hence imported energy (Gaza Strip)” are supported by the Energy Sector Strategy for Palestine (2015-2020)². Finally, the NDC action to “Reduce energy consumption through

¹ Text reads: “1. The authorities issuing licenses, the engineers union, the public and private engineering offices for designing and constructing buildings shall implement and strengthen the renewable energy methods and optimal use of energy as well as ways of saving it within the conditions and drawings of design, in cooperation with the relevant authorities according to the technical specifications approved in energy efficient building code. Encouraging the local manufacturing, use of highly efficient energy-consuming equipment and devices, and renewable energy applications systems 2. Cooperating with the relevant ministries, local, regional, and international research centres, in addition to periodically reviewing studies, atlases, national renewable energy plans and energy efficiency. 3. Guiding local manufacturers and importers to raise the efficiency of electrical devices used in household, commercial and service sectors.;5. Identifying the energy label and its categories in cooperation with the relevant authorities; Preparing training courses in energy efficiency for all relevant authorities; Energy conservation processes shall include all programs and projects aimed at improving the level of efficiency in generating, transmitting, distributing and consuming energy as well as diversifying its resources, in consistent with the national energy efficiency plan.”; “Article (15) 1. Commercial and industrial consumer categories, as well as categories with total annual consumption exceeding a fixed limit are subject to compulsory and periodic energy audit by the licensed authorities.2. Auditing bases and conditions are set under the instructions issued by PENRA.”; “Energy conservation processes shall include all programs and projects aimed at improving the level of efficiency in generating, transmitting, distributing and consuming energy as well as diversifying its resources, in consistent with the national energy efficiency plan.”

² Text reads: “... PEC provides training in energy audits. More than 60 energy audits have been carried out in commercial and industrial sites, funded by donors. There is funding from donors for EE.”; “addition to the

modern production technologies (West Bank)” is supported by the National Policy Agenda (2017-2022)³.

3.2 Adaptation benefits

All three climate scenarios on which the NAP is based suggest temperature will increase with warmer periods becoming more prominent in time. This will increase demand for energy, for instance through increasing the need for air conditioning, and use of inefficient existing technologies. Implementing energy efficiency measures (e.g. better cooling systems) will enable adaptation to all three climate scenarios, using less energy and at lower cost to the benefit of all sectors⁴.

Uptake of energy efficiency measures can be promoted through awareness campaigns or can be enforced through regulations. With all three climate scenarios suggesting temperatures will increase by 1-1.5 degrees C by 2025, awareness campaigns need to start as soon as possible. In tandem, there is a need to build the capacity of technicians and engineers, so that they can meet resultant demand for implementation of energy efficiency measures⁴.

With respect to the NDC action “Implement energy efficiency measures to reduce consumption and hence imported energy (Gaza Strip)”, the Gaza Power Plant only generates 50MW, as a result of an Israeli air strike against the plant in June 2006. Domestic electricity production currently fulfils only 13% of demand. Discontinuity of energy supply contributes heavily to stresses on the public and their daily lives, a situation which will be exacerbated by climate change⁴.

3.3 Mitigation benefits

The energy sector represents the largest source of GHG emissions in the State of Palestine (62% of overall emissions), with 30% of these emissions represented by energy demand in

Electricity Law there is a draft of Renewable Energy and Energy Efficiency Law that has been produced as a result of the collaboration between PERC, PEC and PENRA. The objectives of the draft law are to promote the use of RE and EE in Palestine. The law outlines the mandate of PENRA, PERC, PETL, PEC and the distribution companies as related to RE and EE. It defines the position of PENRA as the policy making institution responsible for preparation of the energy strategy and its implementation. Potentially, this could enhance the deployment of RE in the Palestinian Territories. The draft law also envisages measures to incentive the deployment of RE and the investment in EE as well as the design of a labelling scheme for electric appliances. As regards RE, net metering is introduced by the draft law. The draft law also stipulates the continuation of the Palestinian Solar Initiative and establishes tendering or bidding mechanism for RE investments. In EE, energy audits and building codes are promoted. Tax and customs exemptions for RE and EE equipment is also envisaged. There is a National Energy Efficiency Plan developed by PENRA but has not been implemented. The National Energy Efficiency Plan only examines the electricity consumption sector and sectors like and thermal uses in building and industry are not examined.”; “... Modern techniques should be applied in order to guarantee the reliability of the transmission and distribution system by monitoring its efficient use and reducing the technical losses. Sufficient energy should be delivered to consumers reliable in terms of quantity and quality. In order to achieve this, monitoring systems should be established controlling the flow of energy starting from the supply points to consumers.”; “... projects for the contracting of ESCOs and the implementation of EE interventions with energy performance contracting in the public sector should be promoted by the government. Regarding the system operation the main approach would be the establishment of programs for monitoring effective energy production, system maintenance and energy load management.”

³ Text reads: “...Increase energy efficiency and reliance on renewable energy”.

⁴ NAP prioritisation

the commercial/institutional and residential sectors (together with emissions from stationary and off-road vehicles and other machinery for agriculture/forestry)⁵. Energy use (and associated GHG emissions) are projected to increase with population and economic growth. Reducing this energy demand through energy efficiency would help to reduce GHG emissions⁴. In particular, energy efficiency in the household sector has the potential to ‘offset’ household-level emission increases due to population and economic growth⁵. One example that demonstrates the scale of possible emission reductions from energy efficiency is that enforcement of the State of Palestine’s building standards (that set limits on heat losses from residential and commercial buildings) could save 510,000 tonnes CO₂ eq. per year by 2040⁵. Another example is that a 1% annual improvement in lighting demand could see savings of around 334,000 tonnes CO₂ eq. per year across all buildings⁵.

3.4 Capacity available

There is existing knowledge and skills relate to implement energy efficiency in households . However, more knowledge and skills are needed for specialised and new technologies. Furthermore, capacity building and training is needed for implementation in the commercial and industrial sectors.

3.5 Technology available

Suitable technologies are partially available in Palestine for small projects and household implementation. However, technologies for implementation in the commercial and industrial sectors need to be imported.

4 Activities

Target established by national stakeholders for this implementation plan:

Improve energy efficiency by 20% (versus business as usual) across all sectors by 2030⁶

National stakeholders have identified the following specific activities to achieve the overarching target associated with the NDC actions:

1. **Reviewing the National Energy Efficiency Action Plan (NEEAP) 2020-2030**
 - a. **Reviewing sector reports for energy efficiency improvement:** assessing the planned and achieved energy efficiency in the different sectors (household, commercial, industrial , transport) to inform revision of the NEEAP 2020-2030
 - b. **Reviewing the NEEAP 2020-2030:** based on the lessons learned from implementing the action plan’s previous activities, including building insulations, smart meters, lights, appliance labelling etc.
2. **Identifying further need for studies (including for the provision of detailed data on energy efficiency) and demonstration of projects to provide full sectoral and geographic coverage:** including for the commercial and industrial sectors.

⁵ INCR

⁶ National Energy Efficiency Action Plan

3. **Identifying best practices to demonstrate in the different sectors** (e.g. a revolving fund): from projects implemented in Palestine or regionally/internationally to enable knowledge transfer and replication.
4. **Promoting upscaling through:**
 - a. **Developing the enabling environment (regulations, incentives) and greater enforcement**, including prevention of sale of second-hand Israeli products and commodities (e.g. old inefficient refrigerators) in the West Bank
 - b. **Provision of testing facilities**, paid for by a loan with every supplier charged for testing to cover repayment
 - c. **Public and sectoral awareness campaigns:** Building public and customer awareness concerning the importance of energy efficiency and resultant benefits, including politically and financial. A variety of promotion tools could be used to target different audiences.
5. **Capacity building by sector:**
 - a. **Training and informing policymakers from the energy and environment sectors on the development and review of energy efficiency regulations and enforcement:** to secure their support
 - b. **Training of trainers on energy efficiency regulations and enforcement:** enforcement by government officials will be needed in relation to energy efficiency regulations in the various sectors (buildings, production, appliances etc). Large number of officers will need to be qualified. A first step will be to train a limited number of trainers, covering various sectors and different energy efficiency measures
 - c. **Training of energy efficiency implementers:** technical training of engineers and technicians on how to design and implement the different energy efficiency measures, including in relation to heating, ventilation and air conditioning in the residential, commercial and industrial sectors.
6. **Implementation of energy efficiency measures:** across the various sectors (household, commercial, industrial) for both West Bank and Gaza Strip, including replacement of street lighting, rehabilitation of solar water heating, insulation and smart meters for 700,000 houses.

5 Timeframes, indicative costs, existing funding and likely sources of funding

For each of the activities, Table 2 (below) identifies:

- The implementation period
- Indicative costs
- National contributions (help-in-kind)
- Existing international funding
- Any remaining funding gap, and
- International public funding sources that represent options for addressing the funding gaps. Note that international funder priorities are subject to change and negotiation.

6 Institutional arrangements

Figure 1 sets out the institutional arrangements for implementing the plan for energy efficiency, identifying PENRA as the lead organisation for a cross-ministerial project steering committee (and intended to be the main counterpart with international public funders), as well as project stakeholders and project delivery partners. To ensure the implementation plan is delivered and the Project Steering Committee is functional, it will be of key importance for PENRA to allocate appropriate resources and clearly designate internal ownership for each activity in the implementation plan.

7 Recommendations for an enabling environment

The successful delivery of this plan will be ensured by developing a supportive enabling environment where it does not yet exist. This may include updating or developing related legislation, regulations, statutory guidance (and standards), national or sectoral policies and strategies, and incentives (including fiscal measures) that would contribute to ensure the successful implementation of the activities or remove potential barriers to implementation.

Overall, the policies in place are sufficient to support the targets, and no existing policies and/or incentives contradict its achievement. Other cross-sectoral recommendations for development of the enabling environment to support the implementation of this plan identified by national stakeholders that will be given further consideration include:

- **Palestine's Environment Law Amendment** that is yet to be enacted **should be used as an enabling context** for the development of the legislations, regulations, statutory guidance, policies, strategies or incentives that are relevant to this plan
- **Developing regulations for employers** to ensure that awareness-raising and training activities are included within the terms of their employment, so that individuals are paid to attend during working hours. This will improve women's access to such activities by addressing the time and economic constraints that they face. Implementing this recommendation requires securing formal approval from the Council of Ministers.
- **Developing regulations and statutory guidelines to enforce gender budgeting**, i.e. analysing all budget lines and financial instruments for climate change adaptation and mitigation from a gender-perspective, to ensure gender-sensitive or gender-responsive investments in relevant programmes (e.g. addressing technology transfer and capacity building), such as this plan.
- **Developing a policy that enables and facilitates public-private partnerships** for the delivery of programmes that provide public benefits. The Ministry of National Economy can be responsible for taking forward this recommendation and securing formal approval from the Council of Ministers.

8 Challenges for implementation

The State of Palestine constitutes the Occupied Palestinian Territory, which is made up of the West Bank (including East Jerusalem) and the Gaza Strip, based on the borders of June 1967 and are separated by Israel, the occupying power. Neighbouring countries include Jordan to the east and Egypt to the south. The Oslo II Accord, formally entitled the 'Interim

Agreement on the West Bank and the Gaza Strip of 1995', created three territorial zones in The West Bank: Area A, where the Palestinian Government has responsibility for public order and internal security; Area B, where the Palestinian Government assumes responsibility for public order for Palestinians, while Israel controls internal security; and Area C, where Israel maintains exclusive control⁵.

Regarding the NDC actions "Implement energy efficiency measures to reduce consumption and hence imported energy (West Bank and Gaza Strip)", specific regulatory challenges are lack of building and construction codes, and standards for energy efficiency in buildings and green buildings. Financially, significant initial investments are required for retrofitting building insulation. In addition, consumers and end-users are often poorly informed about market conditions, technology characteristics and their own energy use resulting in behaviours that make it challenging to change habits and enhance energy efficiency⁴.

With respect to the NDC action "Energy audits to improve energy efficiency in industry (Gaza strip)", a challenge for implementation is that, at present, audits are voluntary and not obligatory.

Finally, regarding the NDC action "Maintenance to enhance energy efficiency" (Gaza Strip), required technologies and associated expertise are challenging to import and there are insufficient financial resources to procure them.

Table 2 Timeframes, indicative costs, existing funding (USD million) and likely sources of funding

Activity	2020-2025	2026-2030	2031-2040	Unit cost	No. units	Unit type	Total cost	National contrib'n	National help-in-kind ⁷	Internat'l funding	Funding gap	Indicative international public funding options to address funding gaps
1a				0.10 ⁸	1	Report review	0.10	0.005	5%	0	0.995	<ul style="list-style-type: none"> • UNDP (Energy efficiency is a priority, especially buildings)
1b				0.10 ⁹	1	NEEAP review	0.10	0.005	5%	0	0.995	<ul style="list-style-type: none"> • EU (Energy is a priority in general) • Belgium (Energy may be a future priority)
2				0.30	1	Further study identification activities	0.30 ¹⁰	0.015	5%	0	0.285	<ul style="list-style-type: none"> • UNDP (Energy efficiency is a priority, especially buildings) • EU (Energy is a priority in general) • Belgium (Energy may be a future priority) • AFD (Energy efficiency is not a core priority but do fund some energy efficiency for small industry via SUNREF programme)
3				0.15 ¹¹	1	Best practice identification activities	0.15	0.008	5%	0	0.143	<ul style="list-style-type: none"> • UNDP (Energy efficiency is a priority, especially buildings) • EU (Energy is a priority in general)
4a				0.15	1	Enabling environment activity	0.15 ¹¹	0.008	5%	0	0.143	<ul style="list-style-type: none"> • EU (Energy is a priority in general)

⁷ Staff time, logistic support for meetings, workshops, local transport, providing information

⁸ Information provided by national stakeholders based on a study and report by local or international consultants

⁹ Information provided by national stakeholders based on the report for the revised action plan developed by international consultants.

¹⁰ Study to identify further needs at cost of USD 0.15m including in-kind costs for West Bank, and USD 0.15m for the Gaza strip. Information provided by national stakeholders

¹¹ Information provided by national stakeholders, study and report to improve the regulations and financial environment for scaling of energy efficiency measures to more and larger projects. To be carried out by an international consultant.

Activity	2020-2025	2026-2030	2031-2040	Unit cost	No. units	Unit type	Total cost	National contrib'n	National help-in-kind ⁷	Internat'l funding	Funding gap	Indicative international public funding options to address funding gaps
4b				0.10	1	Testing facility provision activities	0.10	0.100	0	0	0.000	Belgium (Energy may be a future priority)
4c				0.05 ¹²	20	Campaigns	1.00	0.050	5%	0	0.950	<ul style="list-style-type: none"> • UNDP (Energy efficiency is a priority, especially buildings) • EU (Energy is a priority in general) • Belgium (Energy may be a future priority) • GIZ (Energy efficiency as part of vocational trainings)
5a				0.02	20	Training sessions	0.40 ¹³	0.020	5% ¹⁴	0	0.380	
5b				0.02	10	Training sessions	0.20 ¹⁵	0.010	5% ¹⁴	0	0.190	
5c				0.02	40	Training sessions	0.80 ¹⁶	0.040	5%	0	0.760	
6				Various ¹⁷	700,000 ¹⁸	Houses	250.00 ¹⁹	50.000 ²⁰	20%	0	200.000	<ul style="list-style-type: none"> • UNDP (Energy efficiency is a priority, especially buildings) • EU (Energy is a priority in general) • Belgium (Energy may be a future priority)

¹² Information provided by national stakeholders. The estimate is based on the promotion type and media (TV, radio, printed material, social media) to be used and workshops to be conducted. It is assumed that the cost of one campaign is USD 0.05m.

¹³ Information provided by national stakeholders. It is assumed that each training course will involve 10 trainees, and that there will be 20 training courses.

¹⁴ Providing training venue included, providing information excluded

¹⁵ Information provided by national stakeholders. It is assumed that each training course will involve 10 trainees, and that there will be 10 training courses.

¹⁶ Information provided by national stakeholders. It is assumed that each training course will involve 10 trainees, and that there will be 40 training courses.

¹⁷ Including replacement of street lighting, rehabilitation of solar water heating, insulation and smart meters

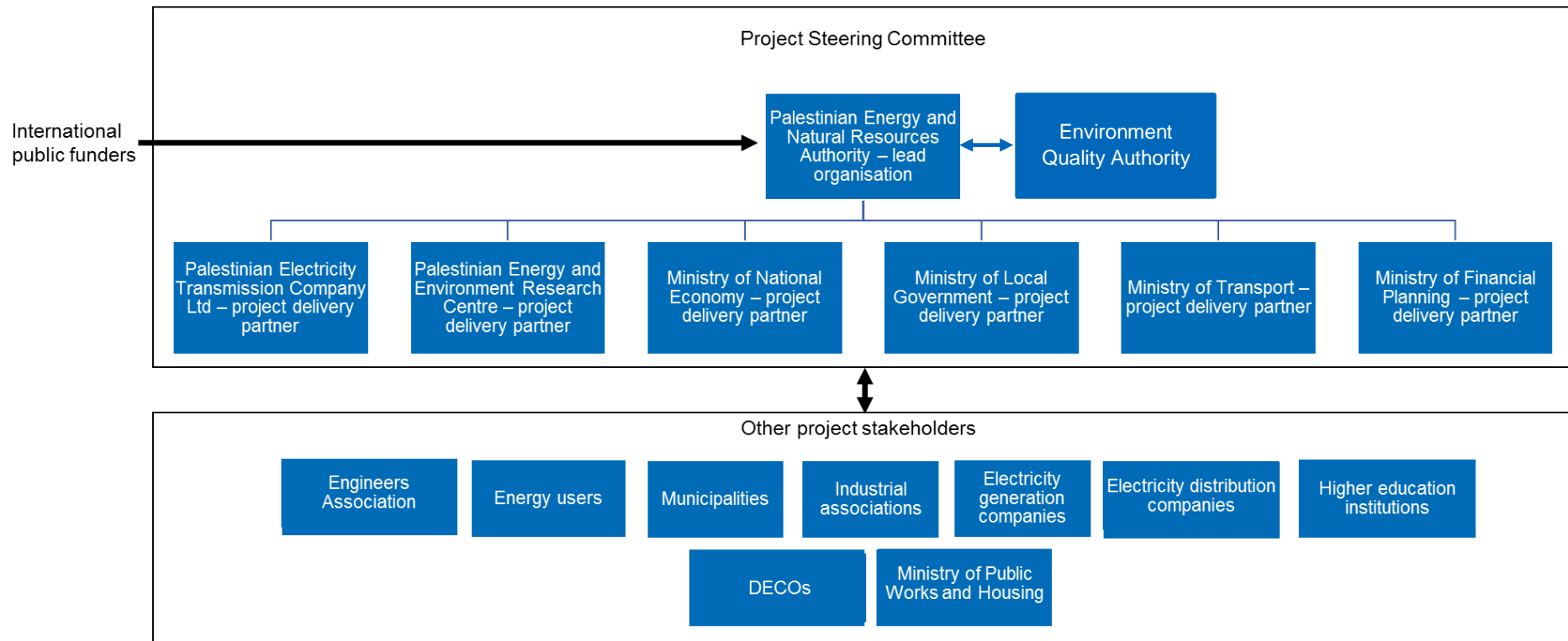
¹⁸ Including smart meters for 700,000 homes (indicative cost USD 100m)

¹⁹ Estimated cost for the NDC actions “Implement energy efficiency measures to reduce consumption and hence imported energy” (T9A23, West Bank and T9A29, Gaza Strip)

²⁰ Anticipated from the private sector

Activity	2020-2025	2026-2030	2031-2040	Unit cost	No. units	Unit type	Total cost	National contrib'n	National help-in-kind ⁷	Internat'l funding	Funding gap	Indicative international public funding options to address funding gaps
												<ul style="list-style-type: none"> • AFD (Energy efficiency is not a core priority but do fund some energy efficiency for small industry via SUNREF programme) DFID (provide grants for EE technical advisory for businesses)
TOTAL							253.30	50.26		0	203.040	

Figure 1 Institutional arrangements for implementation





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Date:24/08/2021

Excellency Mr. Jameel Mtour

Chairman of Environment Quality Authority

Subject: Endorsement of the NDC Implementation Plans for the Energy Sector

The Palestinian Energy and Natural Resources Authority (PENRA) sends you best regards and wishes you good health in these difficult days of COVID 19, and would like to thank you for your extended and continued efforts to protect the Palestinian Environment.

Reference is made to the subject and to your kind request for an endorsement letter, and in my capacity as Chairman of PENRA, this is to confirm that the Palestinian Energy and Natural Resources Authority fully endorse the NDC Implementation Plans for Energy Sector, that was jointly prepared with PENRA, National Committee for Climate Change and key stakeholders as part of the project implemented by Environment Quality Authority and NDC Partnership and funded by the Islamic Development Banks.

List of Plans and estimated budget:

1. Upgrading Electrical Power Supply System (198.73 MUSD)
2. Improving Energy Efficiency (253.3 MUSD)
3. Increasing Electrical Energy Production from Renewable Energy Resources (662.75 MUSD)

I would like to reiterate that these plan is in conformity with the National Priorities and relevant Sectoral Strategies as well as the guidance of the Palestinian Council of Ministers.

Sincerely Yours

Eng. Zafer Milhem

PENRA Chairman



سلطة الطاقة الفلسطينية	الرقم	554.8.2021
التاريخ	24.8.2021	



التاريخ: 2021/8/24

معالي الاخ / أ.جميل مطور حفظه الله
رئيس سلطة جودة البيئة

تحية طيبة وبعد،،،

الموضوع: اعتماد خطط العمل لتنفيذ المساهمات المحددة وطنيا في قطاع الطاقة

Subject: Endorsement of NDC Implementation Plans in Energy Sector

تهديكم سلطة الطاقة والموارد الطبيعية أطيب التحيات وتتمنى لكم موفور الصحة والعافية وتتقدم لكم بجزيل الشكر على جهودكم الموصولة والهادفة لحماية البيئة الفلسطينية، بالإشارة إلى الموضوع أعلاه وبناء على طلبكم يرجى العلم بأن سلطة الطاقة والموارد الطبيعية تؤيد وتدعم خطط العمل لتنفيذ المساهمات المحددة وطنيا والتي تم اعدادها بالتنسيق والتعاون مع مؤسستنا وأعضاء اللجنة الوطنية لتغير المناخ والشركاء ذوي العلاقة وذلك ضمن نشاطات المشروع المنفذ من قبل سلطة جودة البيئة وشراكة المساهمات المحددة وطنيا وبدعم من البنك الاسلامي للتنمية.

قائمة بأسماء الخطط والكلفة الاجمالية المقدره وفقا للرسالة الواردة من مؤسستكم الموقرة والدراسات ذات الصلة:

1. Upgrading Electrical Power Supply System (198.73 MUSD)
2. Improving Energy Efficiency (253.3 MUSD)
3. Increasing Electrical Energy Production from Renewable Energy Resources (662.75 MUSD)

مع العلم بأن هذه الخطط تأتي انسجاما مع توجيهات مجلس الوزراء وبما يتوافق مع الاولويات الوطنية والاستراتيجية الوطنية لقطاع الطاقة.

وتقبلوا فائق التقدير والاحترام،،،

المهندس ظافر ملحم

رئيس سلطة الطاقة والموارد الطبيعية

