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Stakeholder Involvement and the Consideration of Co-benefits in the Preparation of the Dominican Republic's INDC

Activity	Preparation process of the Intended Nationally Determined Contribution (INDC) and the use of co-benefits and domestic drivers to secure ownership and buy-in for mitigation actions
Country	Dominican Republic
Sector(s) involved	Energy, Transport, Waste, Forestry, Industry, Agriculture, Livestock
Time frame	2014—2015

Case summary

The Dominican Republic is highly committed to combatting climate change, as can be seen by the high level of political leadership on climate change, where the President leads the “National Council on Climate Change and the Clean Development Mechanism” (NCCC-CDM). The Council developed the National Climate Compatible Development Plan (CCDP) in 2011, which outlines the government’s commitment to increase its GDP by 140% while at the same time cutting greenhouse gas emissions (GHG) by 25% by 2030.

Against this backdrop, the INDC preparation process has been an opportunity for improved analysis of the national context, identification of alternative financing options and the revalidation of national targets. This has strengthened widespread buy-in to national policy goals by the public and private sectors, as well as civil society.

The main characteristics of this process are the high-level political leadership and commitment behind it as well as its basis on the revision of existing planning in line with the overall national vision. A detailed analysis and discussion on the wider national impacts and global context of mitigation strategies, coupled with an effective communication strategy during the process, resulted in high level buy-in at the sectoral level. Stakeholder consultations addressing the co-benefits of the mitigation options fostered the engagement and reinforcement of sectoral ownership of the INDC process.



Agricultural product - Cacao pods in the Dominican Republic © iStock.com/La Corivo

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Background

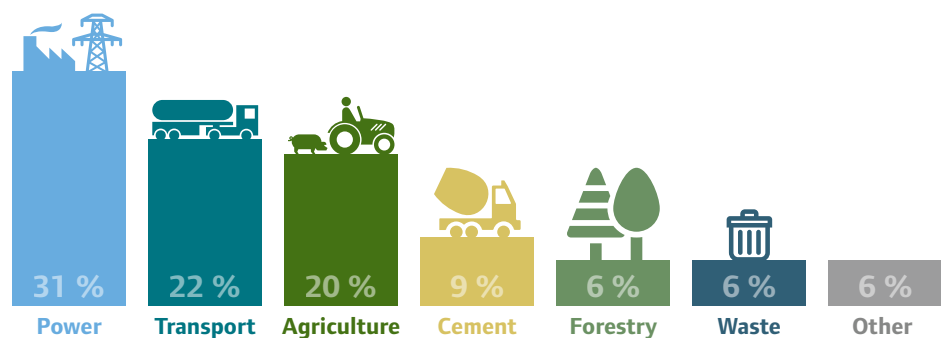
In 2008 the government of the Dominican Republic established the National Council on Climate Change and Clean Development Mechanism (NCCC-CDM) by Presidential Decree. The Council is headed by the President, and includes a board of representatives from 15 national ministries with climate relevance, including the Ministries of Environment, Economy, Tourism, Finance and Agriculture, among others.

From 2009, the process to develop the National Development Strategy for 2030 (NDS 2030) began. In late 2010, the government incorporated climate change mitigation and adaptation concerns into the National Constitution as a basis for land use planning. In 2011 the National Climate Compatible Development Plan (CCDP) was formulated. The NDS 2030 was approved by Congress to become Law in early 2012 and established a reduction target of 2.8 tCO₂ per capita in 2030 below base year emissions of 3.6tCO₂e per capita in 2010.

In response to the agreement by Parties to the UNFCCC to present INDCs during 2015, ahead of COP21 in Paris in December, the Dominican Republic initiated a national INDC process, taking advantage of its previous policy planning advancements. This allowed the country to publish its INDC in August, ahead of the 1 October deadline for inclusion in the UNFCCC Secretariat's synthesis report.

The INDC comprises the target as laid out in the CCDP: to reduce GHG per capita GHG emissions by 25% by 2030 below base year emissions of 3.6tCO₂e in 2010. The reduction is conditional on international support. The target comprises all main sectors including energy, industrial processes and product use, agriculture, waste and LULUCF. The INDC also emphasises the importance of adaptation and loss & damage resulting from climate-related events and puts particular emphasis on capacity building and youth, as well as gender aspects of climate vulnerability. It is estimated that the implementation of the INDC's mitigation component will cost around USD \$17 billion for the period 2010 to 2030, resulting in estimated emission reductions of 25 MtCO₂e (INDC DR, 2015).

According to the CCDP, Total Emissions in 2010 Amounted to 36 Mt CO₂e with the Power, Transport and Agriculture Sectors as Main Contributors.



Source: CCDP (2011)

Activities

As part of the preparation of the CCDP in 2011, the government undertook a comprehensive analysis to understand the opportunities the Dominican Republic has to achieve economic development and mitigate GHG emissions at the same time. Based on this analysis, sectoral activities and actions were prioritised and selected. The analysis also entailed the identification and quantification of the co-benefits – i.e. benefits

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beyond GHG abatement - of the selected actions. These co-benefits were standardised for all proposed programmes and included (1) the creation of new, permanent jobs and (2) the economic impact as measured by contribution to GDP in USD per annum.

Additionally, other non-GHG benefits were identified in a qualitative way. The results of this analysis, included as part of the CCDP, are summarised in the following table.

Table 1: Summary of the impacts of CCDP's sectoral actions goals.

Sector	Abatement impact (MtCO ₂)	New permanent jobs	Economic impact (MUSD annual)	Other Non GHG Benefits
Energy	9	35,000	1,000	Cleaner air
Transport	5	25,000	1,700	Cleaner air Black carbon reduction Less traffic congestion
Forestry sector	6	13,000	50	Cleaner air Black carbon reduction
Other (quick wins)	5	25,000	230	Municipal solid waste reduction Better environment

Source: Alvarez, 2015

In 2015, the Dominican Republic initiated the INDC process from the starting point of an existing institutional structure coordinated by the NCCC-CDM and tested in the policy and planning processes of the National Adaptation Programme of Actions (NAPA) and the CCDP.

Both the public and private sectors were invited by the NCCC-CDM to participate in the INDC preparation process and provide input along the way. Civil society also participated via NGOs and other organisations.

The steps to develop the INDC included the following:

1. **Sectoral review of national planning.** With the aim of establishing realistic sectoral goals, the process comprised two stages:
 - » **First stage – key stakeholder consultations:** this first phase consisted of a national meeting where key stakeholders from the main sectors concerned with, or impacted by, climate change were invited (i.e. Ministries of Economy, Planning and Development, of Energy and Mines, of Industry and Commerce, of Environment and Natural Resources, of Agriculture, the Dominican Corporation of Electrical Public Companies, Office for Transport Reorganization, National Energy Commission, NGOs among others). The meeting used methodology based on a top-down analysis of mitigation opportunities and options by sectoral working groups. The NCCC-CDM presented the status and update of climate change-related national planning for review by the stakeholders. Existing documentation, such as the CCDP and its goals for 2030, as well as the multi-annual plans for each sector with intermediate targets every four years, were presented as a basis for the discussion and analysis. Here, co-benefits related arguments were used to engage and reinforce sectoral ownership of the INDC process. Arguments were constructed partly based on the quantified benefits included in the CCDP (see Table 1) and complemented by qualitative information relevant for each sector. For example, health related benefits of improving air quality as a consequence of having better transport systems. As a result of this initial process a roadmap for the INDC was generated and subsequently reviewed by the NCCC-CDM and the President.

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- » **Second stage - extended consultations:** The second phase consisted of a series of sectoral consultations and meetings where invitations were extended to a wider group of stakeholders. This wider group included both stakeholders who implement mitigation actions, as well as those that are impacted by them in some way. The aim of this second stage was to develop a more detailed plan to achieve the target for 2030, complementary to the roadmap developed during the first stage. To enable the development of feasible mitigation strategies, a prioritisation exercise was undertaken with all stakeholders. The prioritisation used the following information as a basis:
 - » conditional and unconditional scenarios,
 - » feedback from each sector on their particular interest and priorities,
 - » identified national vulnerabilities.

Finally, at this stage, the main obstacles to implement the mitigation activities, as well as requirements to achieve the mitigation goals were identified.

2. **Public consultation.** Following the detailed sector based review the government ran a public consultation to enable all citizens of the Dominican Republic to be part of the INDC process, and review and comment on the final document. Invitations were via different media such as press, television, and government websites.
3. **Further investigation.** The implementation of the mitigation strategies will be a long-term process of high impact on the national economy of the Dominican Republic. For this reason, after submission of the final version of the INDC document, its impacts on national policy as well as on the economy will be assessed in cooperation with Economic Commission for Latin America and Caribbean (ECLAC). It is expected that an econometric model is produced to run a macro-economic analysis of the impacts of selected measures in the different sectors.

Institutions involved	<p>Presidency and the National Council on Climate Change and Clean Development Mechanism (NCCC-CDM) led the process.</p> <p>A Strategic Direction Committee made up of: Dominican Municipal League, Ministry of Economy, Planning and Development, Ministry of Energy and Mines, Ministry of Industry and Commerce, Ministry of Environment and Natural Resources, Ministry of Agriculture, the Dominican Corporation of Electrical Public Companies and the Office for Transport Reorganization.</p>
Cooperation with	<p>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): provided support for the involvement of experts and for sectoral processes.</p> <p>Support for the Implementation of the Climate Compatible Development Plan of the Dominican Republic (CCDP) in the cement and waste sectors project, also implemented by GIZ on behalf of BMUB: i.e. provision of data for the cement and waste sectors.</p> <p>Economic Commission for Latin America and the Caribbean (ECLAC): supported the analysis of macroeconomic implications of the prioritised measures.</p> <p>Support of the setup of inter-institutional structures and processes by the “Information Matters” project implemented by GIZ on behalf of BMUB.</p>
Finance	<p>Supported by the German Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) in the framework of its International Climate Initiative (IKI).</p>

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Impact of activities

- » **Strengthened capacities of a wide group of stakeholders.** The number of stakeholders involved in the process led to increased learning and knowledge on climate change-related issues, GHG mitigation and impact measurement across a larger group of stakeholders in the key sectors of the economy.
- » **Increased ownership of national goals:** Awareness and understanding of the importance of mitigation and adaptation measures were increased amongst a wide range of stakeholders, especially building on the analysis of sector level priorities and non-GHG related benefits. This strengthened sector level buy-in and ownership of the proposed measures, the INDC process and the national strategy on the whole.
- » **Improvement of national planning processes.** The INDC development process helped to develop a replicable procedure that can be used in future efforts to revisit the national planning system. It also provided the opportunity for deeper review of certain aspects of the national policy and validation through stakeholders.

Why is it good practice

The INDC development process is considered good practice for the following reasons:

- » Integrated in long-term national development goals and objectives (aligned with the CCDP and National Development Strategy 2030).
- » Integrated in, and built upon, other climate related programmes, policies and strategies and in particular aligned with sectoral multi-annual planning.
- » Based on a transparent and inclusive domestic preparation and approval process and developed in an inter-ministerial process, with government participation and support across the whole vertical and horizontal spectrum of government, as it was led by the NCCC-CDM headed by the President.

Success factors

- » **Political support at the highest level,** which generated more active responses and participation from stakeholders. Invitations for events were sent either from the President Office or from the NCCC-CDM resulting in a high participation rate.
- » **Previously established contacts and knowledge.** The preceding, extensive policy development and planning processes ensured that key stakeholders in the sectors were already familiar with the topic and context. Established processes and fora could be used effectively to drive the INDC process.
- » **A common vision.** A shared vision and goals by key stakeholders as a result of the national development planning processes ensured a common point of departure and effective, goal oriented discussions.
- » **Co-benefits analysis:** The existing estimates of co-benefits or associated impacts for each sector from the CCDP Plan was a good starting point. Those being considered and communicated along the process led to an increased understanding and buy-in of stakeholders and civil society.
- » **Existing legal framework.** The target included in the INDC is derived from the national policy, which is enshrined in legislation.
- » **Effective communication strategy** taking advantage of the President's leading role to underline the importance of the INDC preparation process.

Overcoming barriers/ challenges

Information

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

No standardisation of information. The available data and information had been generated through different methodologies and presented in different time frames. An additional challenge was to integrate the sectoral information with territorial data.

Dialogues were planned with every sector. These were designed and tailored according to their specific needs and interests. Available information was standardised as far as possible (some sectors such as energy had very detailed sectoral information while others lacked details), aiming to obtain a similar and acceptable level of data for all sectors. All information was centralised as part of the technical analysis led by the NCCC-CDM.

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Capacity	<p>Different levels of capacity, interests and disposition to participate on climate change issues across the sectors.</p> <p>Different strategies were used according to each sector's capacities and climate change expertise. Multi-sectoral working groups during workshops helped to transfer knowledge between sectors combined with strategic bilateral meetings.</p>
Time	<p>Tight timeline for preparation and submission of the INDC</p> <p>Existing national planning information and processes were used as inputs for the INDC preparation. Also established networks and contacts could be used to ensure efficient coordination across government.</p>
Lessons learned	<ul style="list-style-type: none"> » Co-benefits are the “magic wand” for sectoral involvement: The availability of quantified information on non-GHG related economic and social benefits, coupled with qualitative information on impacts associated with the proposed actions, helped to create a strong message for stakeholders on potential win-win scenarios. This, in turn, ensured stronger sector level buy-in and involvement in the process. The use of such analysis should be carefully tailored according to each sector's specific priorities and policy goals. » Sectoral feedback. When undertaking a national planning process it is very important to ensure the validation of options and outcomes by the respective sectors. Involving sector experts and stakeholders and taking into consideration their experience, knowledge and lessons learned from previous policy processes, not only creates buy-in but allows for the identification of low carbon measures and plans that are feasible and realistic in the specific context. It also paves the way for smoother implementation of the measures going forward.
How to replicate this practice	<ul style="list-style-type: none"> » Secure the highest possible level of political support and commitment, together with a high level institutional arrangement (e.g. strategic council) and involvement of high level political committees. » Promote the active participation and engagement of all relevant stakeholders to ensure outputs that are well grounded in reality, and supported by the relevant sectors and groups. » Implement an effective communications strategy, tailoring the messages to the respective audience's particular concerns and interests. » Combine a top-down approach with bottom-up approach when setting targets and planning national policy and implementation plans. » Create a procedure that can be repeated, as part of the policy planning and revision process, in order to adjust components that might have lost relevance under new national or international context (e.g. CDM)
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