



IMPLEMENTING NATIONAL CLIMATE POLICIES THROUGH SUBNATIONAL CLIMATE ACTION IN CHILE

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LAST UPDATED: 09/2018

ACTION AREA: Mitigation

FOCUS AREA: Delivering

COUNTRY: Chile

SECTORS

INVOLVED: Cross-sectoral

TIMEFRAME: 2014-2018

CASE SUMMARY: Over the past years Chile introduced two innovative solutions to coordinate subnational action to adapt to climate change: Regional Committees on Climate Change (CORECCs for their acronym in Spanish) and regional GHG inventories.

The CORECCs have been developed in the context of Chile's National Action Plan on Climate Change 2017-2022. They are chaired by the regional governor and involve public entities (regional representatives of ministries, regional councils, and municipalities) as well as businesses, citizens, NGOs and academia. To this date (May 2018), 14 out of 15 regions in Chile have already established a CORECC. It is expected that the committees will play a key role in building a bridge between a climate change perspective and regional development plans, regional climate finance and local implementation.

The regional GHG inventories have been developed in the context of the biennial update of the National System of GHG Inventories (Spanish acronym: SNIGEI). After identifying relevant sectoral proxies for the disaggregation of the national inventory into regional estimates, the 2016 Biennial Update Report and Third National Communication of Chile to the UNFCCC presented the 1990-2013 series of regional inventories for Chile, an effort that is expected to continue in the following biennial updates.





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BACKGROUND: Over the past years Chile has been one of the most active countries in Latin America regarding climate action. Chile's ratification of the Paris Agreement and the adoption of its Nationally Determined Contribution (NDC) complement its domestic climate action. The country's unique geographical location creates a diverse group of domestic regions – each with their own set of natural, economic and social characteristics that demand a special regional development approach. Chile introduced two regional tools to address various local needs: CORECCs and regional GHG inventories.

• CORECCS

CORECCs stand for 'Regional Committees on Climate Change'. The history of CORECCs dates back to 2014. The National Adaptation Plan of 2014 stressed the need to better coordinate inter-sectoral and subnational climate action and proposed the introduction of a new operative structure: CORECCs. The idea was to set up regional committees that make climate action more inclusive by involving not only public sector institutions but also other societal key actors. With the adoption of the National Action Plan on Climate Change 2017-2022 (PANCC-II for its acronym in Spanish) the proposal was turned into reality. Along with a comprehensive package of measures to address the challenges associated with climate change, the plan sought to advance regional and communal climate change management. It provided not only guidance in terms of policy goals for mitigation and adaptation, but a new operative framework how to realize these goals. It introduced CORECCs as a key tool to enhance climate action at the subnational level.

The main function of the CORECCs is to promote and facilitate the elaboration and implementation of policies, plans and actions on climate change based on local and regional needs and abilities, and to link these to policies and plans promoted at the national level (e.g. the PANCC, the National Adaptation Plan, sectoral plans, etc.). CORECCs are led by a regional authority (governor or "intendente" in Spanish) and seek to work across public entities (regional representatives of ministries, regional councils, and municipalities), the private sector, citizens, NGOs and academia. To date (May 2018), 14 out of the 15 regions in Chile have created a CORECC.

• REGIONAL GHG INVENTORIES

In 2012 Chile introduced the National Greenhouse Gas (GHG) Inventory System of Chile (Spanish acronym: SNICHILE). SNICHILE presents a collective and continuous effort involving sectoral teams from the Ministries of Energy, Agriculture, Environment and other organizations from the public sector, academia and research institutions.

In 2016 the national GHG inventory was disaggregated into regional GHG inventories. A regionalized inventory of the 1990-2013 series has been included in the Second Biennial Update Report and the Third National Communication published in 2016, allowing each region to have estimations of their annual GHG emissions for that period, disaggregated by the same sectors as the IPCC methodology uses for preparing national GHG inventories.

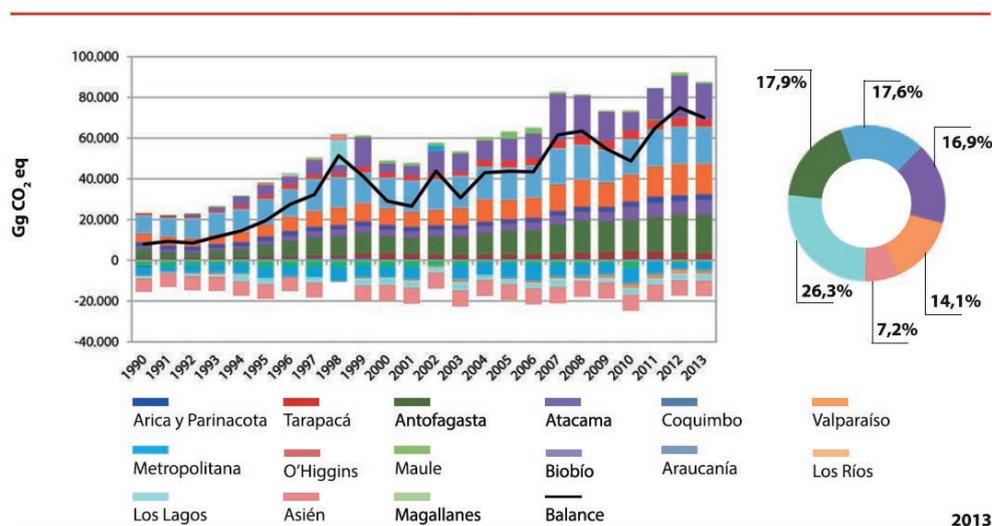


Figure 1. GHG Inventory of Chile: Emissions and absorptions of GHG (Gg CO₂ eq) by region, series 1990-2013 (MMA Chile, 2016)

Regional GHG inventories are useful to identify priority mitigation actions in each region based on specific and concrete information, and to link this information and the mitigation actions with local policies, e.g. in the energy, transport or forestry sectors.

ACTIVITIES: ————— • **CORECCS**

The idea to set up CORECCs to strengthen subnational action in order to address climate change dates back to the National Adaptation Plan (NAP) 2014. Yet, it took until 2017 for the idea to be finally implemented. Key actor was the Ministry of the Environment (Spanish acronym: MMA). In 2017, the Chilean Minister of Environment wrote a letter to all regional governors, explaining the purpose of the NAP (and the PANCC which was still in its development phase during that time) and the urgency to address climate-related issues. He highlighted the relevance of regional entities to accelerate climate action and invited the regional governments to strengthen their institutional structure to better address climate change issues at a subnational level and form CORECCs. This invitation was very well received by regional governors, particularly by those whose regions and provinces had suffered a series of climate-related extreme weather events (droughts, landslides, or extreme rainfall and severe wild forest fires in early 2017) in recent years. Another group of governors particularly in favour of the measure had the strong backing by their communities who were expecting the development of a climate action agenda for their region. These regions were the more enthusiastic and the first ones to set up CORECCs in the country.

While the MMA promoted and coordinated the creation of the CORECCs, the Regional Ministerial Secretariats (Spanish acronym: SEREMIs) were in charge of following up with the regional governments to implement the CORECCs. The following figure illustrates the operation of the CORECCs:

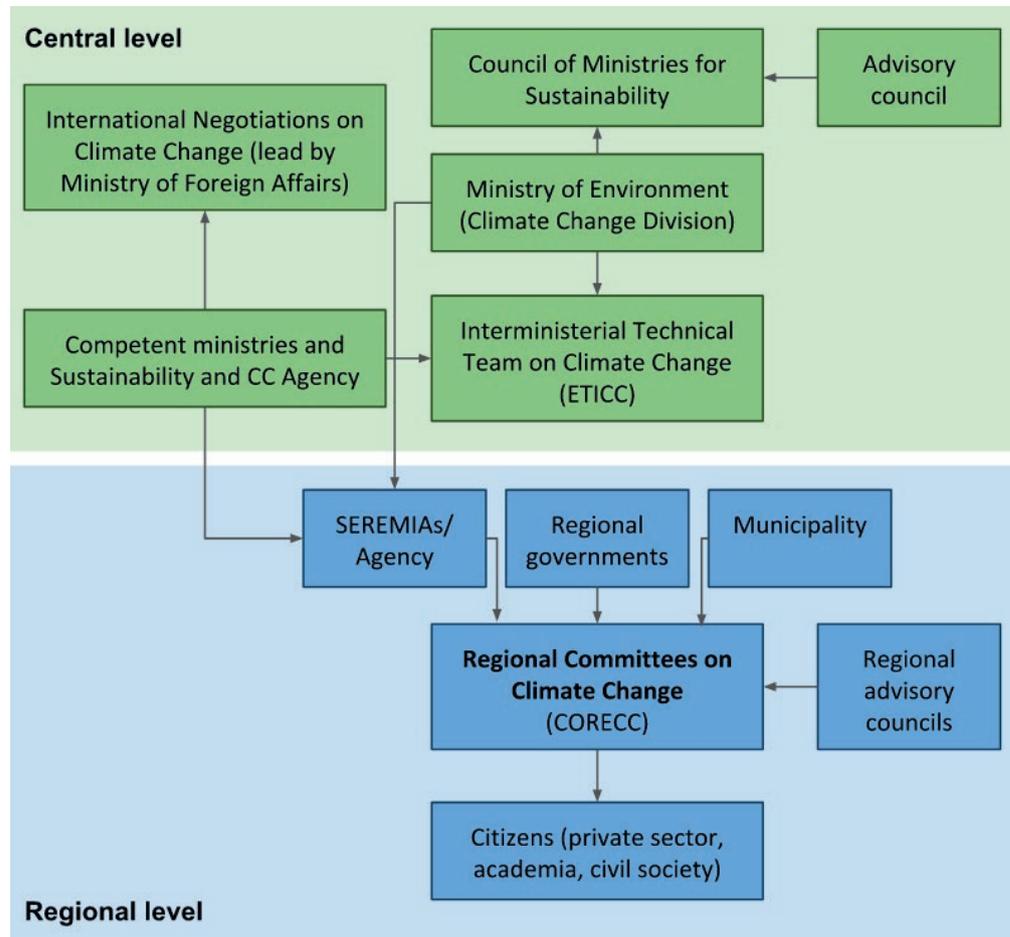


Figure 2. Institutional arrangements for the elaboration, implementation and follow-up of climate actions (MMA Chile, 2014; Gobierno de Chile, 2017)

As the figure illustrates, CORECCs are supported by existing regional entities such as the Regional Secretariats for the Ministry of Environment and the Regional Environmental Councils and chaired by the Regional Governor.

While the NAP (and later the PANCC) proposed a framework on how to compose the CORECCs, the final composition was decided by the regional governors. This bottom-up approach resulted in very different compositions of the CORECCs in each region. For example, in the Metropolitan Region, the majority of representatives come from the public sector, while Valparaíso shows strong participation from representatives of academia.

Once formally established, each CORECC defined its own objectives, activities and procedures based on local needs. So far, current regional efforts focus mainly on planning activities and building capacities of regional level institutions (e.g. SEREMIs). Currently, the Ministry of Environment is working with AdaptChile, a Chilean non-profit organization, to develop guidelines for the operation of the CORECCs based on first experiences made. The preparation of these guidelines was funded by the European Union. National efforts concentrate on providing tools and information for decision-making such as climate models with regional disaggregation and regional inventory data that are useful for regional climate decision-making.

• REGIONAL GHG INVENTORIES

In 2015 the SEREMI of Environment from the Metropolitan Region of Santiago approached the National System of GHG Inventories for a regional GHG inventory to complete their C40 report. In the absence of appropriate regional statistics and in an agreement between the Regional Secretariat and the Ministry of Environment, an external expert was hired to identify "proxies" (e.g. regional gross product, regional population, etc.). These proxies would allow for the disaggregation of national information to capture GHG emissions of the Metropolitan Region of Santiago. They turned out to be useful to capture the GHG emissions of all regions.

The development of proxies was a key step that allowed the national GHG inventory of 2016 to be disaggregated into regions. As a consequence the national GHG emissions were disaggregated for the years 1990-2013. This information was subsequently included in the Second Biennial Update Report and Third National Communication of Chile, submitted to the UNFCCC in November 2016.

To ensure continuous data management and collection, the local capacities of the teams in charge of the regional GHG inventories as well as the capacities of the technological system that supported the inventory (including the automatization of the calculation) were strengthened. From now on each biennial update of the national GHG inventory will provide data disaggregated by region.

INSTITUTIONS

INVOLVED:

CORECCS

• MINISTRY OF ENVIRONMENT, DIVISION OF CLIMATE CHANGE, ADAPTATION OFFICE:

In charge of the follow-up of CORECCs.

• REGIONAL SECRETARIATS OF THE MINISTRY OF ENVIRONMENT (SEREMI - ENVIRONMENT):

Act as the Technical Secretariats for the CORECCs.

REGIONAL GHG INVENTORIES

• DEPARTMENT OF MITIGATION AND CLIMATE POLLUTANTS, INVENTORIES OF THE CLIMATE

CHANGE DIVISION OF THE MINISTRY OF ENVIRONMENT: Implements the National System for GHG Inventories of Chile. Coordinates sectoral calculations and provides biennial updates of Chile's national GHG inventory.

• SECTOR TEAMS:

Provide the relevant information and proxies needed for the GHG inventory and calculate, in collaboration with the MMA, the regional GHG emissions.

COOPERATION WITH:

ADAPTCHILE: Non-profit organization. With funds from the European Union, AdaptChile is preparing guidelines for the operation of the CORECCs. In addition it conducts trainings in some of the regions to enhance subnational capacities to address climate change.

FINANCE:

Both CORECCs and Regional GHG Inventories are operated under the current operative budget of the MMA, SEREMIs and sectoral ministries. In the specific case of the regional GHG inventories the initial consultancy for the determination of the proxies and the design of the system was funded through a contribution of US\$30,000 from the Metropolitan Region.

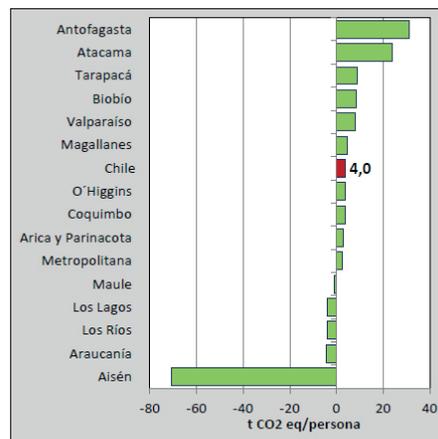


IMPACT OF ACTIVITIES: — • **CORECCs**

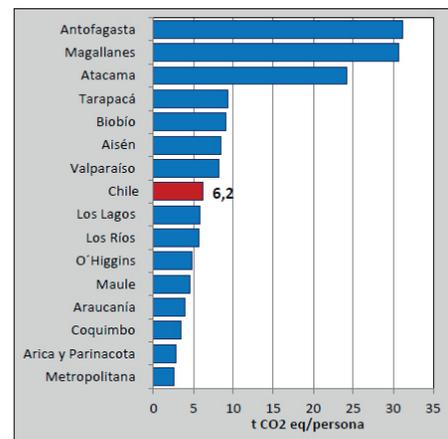
Although the CORECCs have been established only very recently, first positive impacts in terms of institutional strengthening at the regional level and improvements in sectoral climate knowledge can already be observed. For instance, the National Forestry Corporation - the organization that manages the forestry policy in Chile - has started to use the CORECCs as a focal point through which it organizes its regional activities to implement the REDD+ Strategy. Another example of the positive impact of the CORECCs constitutes the formation of a consortium of five coastal municipalities (Valparaíso, Vina del Mar, Con-Con, Puchuncavi and Quintero) in the Valparaíso region. Its formation was facilitated by the CORECC and seeks to develop adaptation plans for these five coastal municipalities. It is supported by the Development Bank of Latin America (CAF).

• **REGIONAL GHG INVENTORIES**

Regional GHG inventories have been calculated and shared with all regions through the recently established CORECCs. Some regions, like the Metropolitan Region (as part of the C40) have used this information to plan mitigation actions accordingly. Other regions realized their net carbon sinks (Maule, Araucanía, Los Ríos, Los Lagos, Aisén). Also, indicators of GHG emissions per capita have been estimated based on the regional GHG inventories, giving evidence of regional differences and motivating analyses on the reasons for such dissimilarities (see figure 3).



Chile: balance de GEI per cápita por región, año 2013



Chile: emisiones de GEI totales per cápita por región, año 2013

Figure 3. Per capita GHG emissions (MMA Chile, 2016)

WHY IS IT

GOOD PRACTICE: ——— • **CORECCs**

• **MULTI-LEVEL GOVERNANCE:** CORECCs are a good example how to involve and coordinate key domestic stakeholders. The operative structure of CORECCs allows coordinating regional climate action and aligning it with national policy goals. Moreover, the diverse composition of the CORECCs, which involve representatives from the public, private and third sector, provides each CORECC with strong legitimacy and capacity to address its particular regional needs.

• **POLITICAL LEADERSHIP:** Although lacking a counterfactual, it seems impossible that the CORECCs would have seen the light without the tremendous support of the highest political level. The Ministry of the Environment and the regional governors (or "intendentes") played a key role in initiating and supporting the process. They took ownership to make sure CORECCs will be implemented.

REGIONAL GHG INVENTORIES

• **SCIENCE-BASED:** Due to the economic, climatic, demographic and productive differences across Chile's regions it is of special importance to have regional GHG inventories. Regional inventories support evidence-based decision-making and allow to develop and tailor mitigation actions that fit the realities of each region. Moreover, they support national and regional entities (such as CORECCs) to monitor and evaluate climate action. Doing so, they contribute to secure Chile's efforts to live up to its international commitments.

SUCCESS FACTORS: CORECCs

• **AWARENESS:** Chile has been ranked one of the top ten countries most affected by climate change by a risk index for 2015 (Germanwatch, 2017). The vulnerability to climatic and other extreme events is widely recognized by the population of Chile. Following the earthquake in Santiago in 2010 and some extreme climate-related weather events (flooding, extreme temperatures, summer storms, wild forest fires and water supply shortages), the interest of the Chilean society in climate issues increased, demanding the authorities to take actions.

• **POLITICAL SUPPORT:** At a national level, the Minister and Undersecretary in the Ministry of Environment recognised the potential of subnational climate action and supported the formation of CORECCs. At a regional level, governors (or "intendentes") also showed interest in the CORECCs. Having support from both levels was important since there was no legal obligation to form CORECCs and their establishment depended entirely on political will.

• **EXISTING INSTITUTIONAL ARRANGEMENTS:** The existence of regional entities such as the Regional Ministerial Secretariats for Environment (SEREMIs) and environmental councils (in some regions) provided a good basis for the establishment of the CORECCs. Hence, CORECCs did not need to be developed from scratch.

REGIONAL GHG INVENTORIES

• **EXISTING LOCAL CAPACITIES:** Chile could build upon strong internal expertise to regionalize the GHG inventory. Due to the adoption of a Low Emission Capacity Building Program (LECB program) to strengthen expertise and sectoral projects such as the Integrated Forest Monitoring and Assessment System on carbon stocks and biodiversity in Forest Ecosystems supported by the Global Environment Facility (see Global Environment Facility, 2018) and the REDD+ Emissions Reductions Program Project supported by the World Bank (see World Bank, 2018), Chile could rely on strong internal technical knowledge and skills to disaggregate data.

• **GOOD INFORMATION BASIS AND INTER-SECTORAL COLLABORATION:** Chile could draw on good quality information coming from sectoral entities. There was also good exchange and collaboration between the MMA and the sector entities. When sectoral data were needed in a different format, support was provided by MMA to transform it.



**OVERCOMING BARRIERS /
CHALLENGES:**

**WHAT WERE THE MAIN BARRIERS /
CHALLENGES TO DELIVERY?**

FINANCIAL:

CORECCs were a new institutional arrangement without an own budget line for operation in neither 2017 nor 2018.

INFORMATION:

Availability and accessibility of good quality information.

CAPACITIES:

Local capacities for dealing with climate change issues (especially in sectoral institutions and entities other than the environmental SEREMI) are limited.

POLITICAL/POLICY:

There was an initial delay in CORECC formation. When the plan was approved, letters of invitation were sent to the regional governors or "intendentes" to start the process but there was no immediate response by the regional authorities.

**HOW WERE THESE BARRIERS /
CHALLENGES OVERCOME?**

Both MMA and SEREMI of Environment have allocated time for their staff to be in charge of the promotion and coordination of CORECCs within their current budget lines.

Capacity building, technical assistance and creative solutions to address the availability and accessibility of information enabled the development of "proxies".

Although a lot still needs to be done, the climate change focal point in the environmental SEREMI was crucial for guiding action on climate change. The provision of regionally relevant information (e.g. regional GHG inventories) was useful in raising awareness and facilitating action.

The ministry kept insisting. Together with an increase in awareness due to extreme climate events and a very demanding and participative citizenship, this facilitated responsiveness.

LESSONS LEARNED:

CORECCS

- **GUIDELINES ON FUNCTIONALITY:** It would have been useful to have concrete guidelines detailing the expected functions of CORECCs to be distributed before their constitution as a reference for regional stakeholders.
- **GUIDELINES ON COMPOSITION:** Some guidance would also have been useful with regard to the composition of the committees in order to avoid having unrepresented groups of stakeholders. Leaving the decision of whom to invite to the local authority empowered the regions but also led to a relatively disorganised process.

REGIONAL GHG INVENTORIES

- **AVOID OVERLOADING SECTORAL TEAMS:** Given that sectoral teams in charge of collecting information for the regional GHG inventories are already loaded with work, the calculation of the regional GHG inventories had to be transferred to the MMA GHG Inventory team in a first stage. It needs to be kept in mind that requesting additional information from the sectoral teams represents an additional work load for them, going beyond the preparation of the National GHG Inventory presented biennially to the UNFCCC.

- **INSTITUTIONALIZATION:** Given that there is always staff rotation and, thus, a loss of expertise and capacities, arrangements to support the development of an institutional memory should be considered from the beginning of the process.

HOW TO REPLICATE

THIS PRACTICE: --- **CORECCS**

- **CONDUCT PREPARATORY WORK:** Reflect on the role of regional committees, what their potential benefits could be and collect lessons learned if the regional entities are prepared and willing to move forward.
- **SECURE POLITICAL SUPPORT:** Things move faster and more effectively when there is strong political buy-in and support (at the president or minister level). Seek to form a consensus.
- **ACKNOWLEDGE LOCAL REALITIES:** Recognize that each country has its own context and reality on which the design of the process will depend. Start preparatory work by visiting each region, meeting local institutions, carrying out interviews with local leaders to understand the different local contexts.
- **DEVELOP SUPPORTING TOOLS:** Prepare tools that guide the first steps of the committees. This could be a simple document to guide the formation process, including a definition of the function of the committee, roles and responsibilities, etc.
- **PROVIDE TOOLS AND INFORMATION FOR DECISION-MAKERS:** Provide useful tools and information for decision-making at the subnational level (such as regional GHG inventories, climate scenarios, etc.) to facilitate and support climate action.
- **RESOURCES:** Assign human, financial and technical resources for planning and follow-up.

REGIONAL GHG INVENTORIES

- **GO ONE STEP FURTHER:** Regional GHG inventories are important to implement mitigation actions that are appropriate for each individual region according to their circumstances. Go beyond what the UNFCCC requests and regionalize GHG inventories. This can showcase that inventories are more than a reporting exercise, but a useful tool to improve decision-making and the design of public policies.



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Regional inventories: <http://www.snichile.cl/contenido/introduccion-irgei>

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CASE STUDY

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IMPRINT GPD

PUBLISHED BY:

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH (in cooperation with the United Nations Development Programme – UNDP)

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This product is being published by GIZ in cooperation with UNDP under the framework of the Partnership on Transparency in the Paris Agreement and the NDC Support Cluster. The analysis has been funded by the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) under its International Climate Initiative (IKI), the German Federal Ministry for Economic Cooperation and Development (BMZ) and the European Commission (EC).



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