

DIALOGUEMOS NDC: A PARTICIPATORY PROCESS FOR NDC IMPLEMENTATION IN PERU

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CASE STUDY

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SUMMARY

This case study focuses on the “*Dialoguemos sobre las NDC*” participatory process, proposed by the Multisectoral Working Group on Nationally Determined Contributions (NDCs) and led by the Peruvian Government. *Dialoguemos NDC* builds on existing government mechanisms to support integrated climate change action. The case study discusses key stages and characteristics of a typical participatory process. It features an approach that countries can take to coordinate processes with many actors and sectors (including the public sector, private sector, indigenous communities, civil society, research communities, and international institutions). It presents the accomplishments and lessons learned during the first stage of *Dialoguemos NDC*, implemented in 2018.

INTEGRATED DEVELOPMENT AND IMPLEMENTATION ARE KEY TO NDC SUCCESS

When confronted with climate change, many countries are challenged by the need to involve key players such as government, NGOs, the private sector, and civil society groups. This case study focuses on “*Dialoguemos sobre las NDC*” (“Let’s talk about the NDCs” in English), a process led by the Peruvian government with the goal of promoting cooperation among stakeholders relevant to NDC implementation. This process contributed significantly to NDC implementation roadmaps, helped define institutional agreements, and created favorable conditions to solidify climate change governance. Through this case study, the reader will learn about the Peruvian government’s experience creating and developing a participatory, multisectoral, and multilevel process that will enable the implementation of NDCs as pledged in the Paris Agreement on Climate Change.

25 years ago, Peru embraced a vision where all relevant actors across all levels of society take climate action.

THE NEED FOR A PARTICIPATORY PROCESS TO IMPLEMENT NDCS IN PERU

The obstacles and opportunities presented by climate change demand that all relevant actors take concrete action across all levels of society. Peru has embraced this vision for more than 25 years, strengthening climate governance through multisector, multilevel, and multi-actor stakeholder engagement. In 1993, Supreme Resolution N° 359-93-RE created the National Commission on Climate Change (*Comisión Nacional sobre Cambio Climático* or CNCC), which includes representatives from the national government, private sector, civil society, indigenous communities, and academia. The resolution establishes that the CNCC’s objective is to coordinate private and public entities, civil society organizations, and climate change action, as well as promote stakeholder engagement that will improve adaptation capacity and mitigation potential.

In 2014, while hosting COP20 in Lima, the *Frente Público* was created within the Ministry of Environment. The platform is meant to help consolidate and generate outreach for iNDCs by engaging key actors for climate action, such as:

- Multilevel public sector: national, regional, and local levels.
- Private sector: business groups, entrepreneurs, and producers.
- Academia: research centers and universities.
- Civil society: NGOs, unions, citizen organizations, professional boards, and national and regional indigenous community groups.
- International cooperation agencies.

In July 2016, after ratifying the NDCs, the Peruvian government created the Multisectoral Working Group on NDCs (GTM-NDC). This temporary group, created by Supreme Resolution N° 005-2016-MINAM, is responsible for generating key technical information to help inform NDC implementation. The GTM-NDC is made up of 13 ministries and the National Strategic Planning Center (*Centro Nacional de Planeación Estratégica* or CEPLAN), and aims to provide guidance in roadmap development for adaptation and mitigation as framed within the NDCs. Given the importance of non-state actors to ensure success in this process, the GTM-NDC outlined specifically the need to “encourage involvement and participation on behalf of relevant non-state actors” within its internal guidelines (Article 4, Section g).

The GTM-NDC was created by the technical secretariat (MINAM) in response to the mandate they received to develop a participatory proposal that engages civil society and private sector representatives in the NDC process. MINAM and CNCC representatives then proposed and approved the multisectoral, multilevel, and multi-actor process “*Dialoguemos sobre las NDC*” (*Dialoguemos*) in the March 2018 GTM meeting. Through the participatory process of *Dialoguemos*, the Peruvian government asserted its commitment to stakeholder engagement in its national response to climate change, guaranteeing resilient, inclusive, competitive, and sustainable development. From this point forward, *Dialoguemos* became the permanent site for dialogue between different actors of Peruvian society -- creating alliances, agreements and opportunities for NDC implementation through 2030 and contributing to an integrated model of climate governance for the country (see *Diagram 1*).

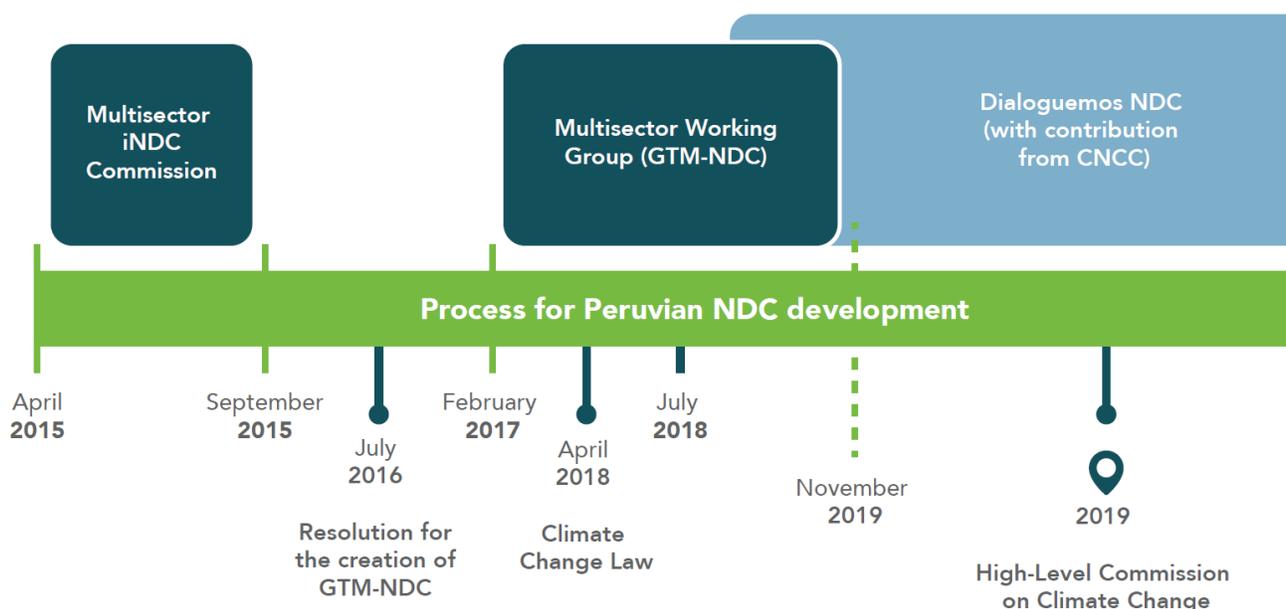


Diagram 1. Process for Peruvian NDC Development
Source: GTM-NDC final report

DIALOGUEMOS NDC: A WELL-INTEGRATED PARTICIPATORY PROCESS

Dialoguemos NDC is a participatory, multi-actor, multilevel, multisector process that aims to contribute to the implementation and outreach of NDCs by creating agreements and alliances between key stakeholders. Actors involved in the process represent the public and private sectors, academia, civil society (indigenous communities, NGOs, civil society) and international cooperation organizations. Through this process, actor roles are defined *ex-ante* and concrete climate action is agreed upon in response to their respective needs, interests, and functions. *Dialoguemos* provides an effective coordination platform for government and non-government actors so they can commit to climate change response in Peru, providing them an opportunity to participate and gain ownership over the NDC process. This, in turn, authenticates the NDC implementation process and contributes to its long-term sustainability. *Dialoguemos* has been implemented in 3 phases:

- **Phase 1. Outreach and engagement of key stakeholders** to create alliances and establish mechanisms that will contribute to adaptation and mitigation roadmaps for NDC implementation.
- **Phase 2. Produce multi-actor agreements and agendas** by prioritizing conditions that will help implement adaptation measures in the short term (2019-2020) and NDC mitigation by 2030.
- **Phase 3. Consolidate dialogue and coordination processes between sectors and among existing or new government and non-government organizations**, incorporating initiatives and identifying new measures to take place in the next NDC cycle in 2025.

Dialoguemos is supported by an ad hoc team that sits in the General Directorate for Climate Change and Desertification within the Ministry of Environment. This team is responsible for producing and coordinating climate action across relevant stakeholders and sectors. This team provides technical support such as facilitation, methodological guidance, outreach, and systematization of key outcomes from the dialogues. It also monitors and follows up on agreements and alliances created in the process.

The key objective of *Dialoguemos NDC* is to build a participatory and outreach process for stakeholders to establish agreements and alliances that will support Peru in effectively implementing its NDCs. Specifically, the goals of this process are to:

- 1) involve state and non-state actors so they commit to NDC implementation;
- 2) involve initiatives that contribute to climate change action on the ground;
- 3) consolidate strategic alliances among key stakeholders; and
- 4) promote awareness-creation among a critical mass that will support and monitor NDC implementation.

Every convening originating from the *Dialoguemos* process has three characteristics that distinguish it from other dialogues (see Diagram 2):

- 1) address NDC measures and involve relevant sectors;
- 2) be a multi-actor, multilevel space with adequate stakeholder representation; and
- 3) focus on establishing alliances and agreements to implement NDCs.

Dialoguemos provides an effective coordination platform for government and non-government actors so they can commit to climate change response.

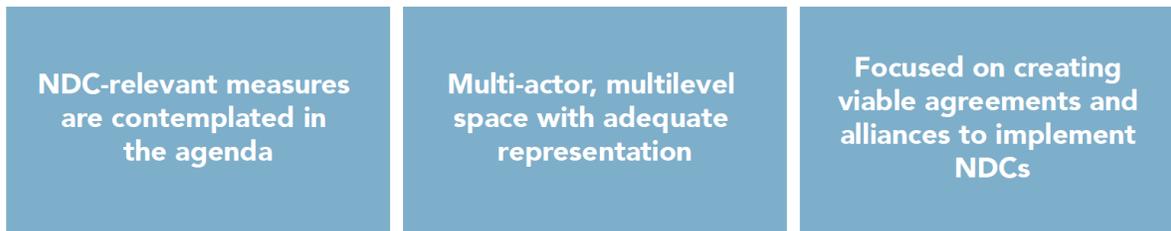


Diagram 2: Key Characteristics of the Dialoguemos NDC Process

The *Dialoguemos* NDC process recognizes geographic, social, economic, political, and cultural idiosyncrasies. This acknowledgement is critical to define format, structure action lines, and plan activities that will yield sustainable results. Accordingly, and in alignment with GTM-NDC and the Peruvian NDCs, the cross-cutting themes of gender, culture, and intergenerational considerations are taken into account across all stages of the *Dialoguemos* process.

There are 3 phases to organize and execute each *Dialoguemos* NDC stage, specifically:

- **Phase 1. Identify needs, design, and processes to be established:** expressions of interest are received across all government sectors to contribute to the NDC implementation process.
- **Phase 2. Contributions to the Technical Secretariat (DGCCD-MINAM):** several coordination meetings are held with non-state actors, identifying key needs and expectations.
- **Phase 3. Chronogram execution:** direct action is taken to execute *Dialoguemos* NDC programming, including bilateral meetings, financial procurement, strategic communications, and the systematization of outcomes from each dialogue.

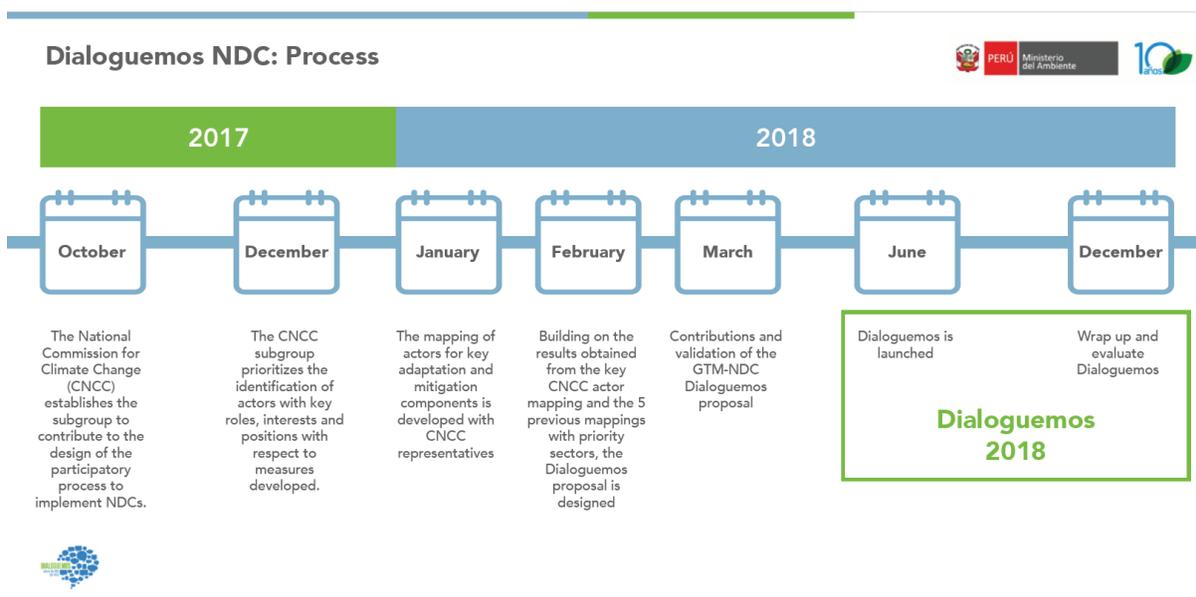


Diagram 3: Chronogram and Phases of the Peruvian Dialoguemos Process.

IMPACT OF THE DIALOGUEMOS PROCESS IN THE DEVELOPMENT AND IMPLEMENTATION OF NDCS

During the first six months of the *Dialoguemos NDC* process implementation, key contributions have been made to the roadmaps for adaptation and mitigation at the national, regional, and local levels. Different interest groups have been engaged such as the public sector (intersectoral, regional, and local), businesses, producers, aid agencies, NGOs, research centers, and indigenous communities. The dialogues framed within the *Dialoguemos NDC* have contributed to the following:

- Development of a **shared medium- and long-term vision** for climate change integration in sectoral, multilevel (regional and local) Peruvian government policies.
- **Coordination and ownership** over adaptation and mitigation measures on behalf of implementing sectors in alignment with NDCs.
- Prioritization of conditions and new measures that **enable stakeholders to contribute to roadmap planning documents**.
- **Indigenous community and private sector involvement** at the national and regional level to prioritize adaptation and mitigation measures responding to each group's needs and determining which require private funding.
- **Scaling the *Dialoguemos NDC* participatory model** in other ministries that are part of the GTM-NDC, as well as institutional scaling of other processes within the General Directorate for Climate Change and Desertification within the Ministry of Environment.
- **Consolidation and participation** of different cooperation agencies, NGOs, and climate change projects to minimize duplication and identify financing opportunities for future stages of *Dialoguemos*.

LESSONS LEARNED FOR SCALING PARTICIPATORY PROCESSES AT A NATIONAL AND INTERNATIONAL LEVEL

- Having an **explicit mandate from an official agency to integrate key stakeholders** in NDC implementation enables knowledge exchange around adaptation and mitigation roadmaps and validates the search for financial resources to implement dialogue processes.
- Implementing a participatory process with the **leadership of a government sector** encourages representation and the participation of non-state actors.
- Identifying the **specific roles stakeholders need to play** in NDC measures and processes ex-ante helps guide their involvement and ensure focused participation in the process.
- Developing an **organized, planned, and flexible** model allows for adjustment as needed when new stakeholders or processes come into play.
- Having an ad hoc **team with the capacity to coordinate, manage, and systematize** the participatory process guarantees the integration of key inputs provided by the different government sectors involved into official documents.

NEXT STEPS FOR THE DIALOGUEMOS NDC PROCESS IN PERU

In order to implement NDCs in Peru by 2030, the participatory stakeholder engagement process is expected to continue and solidify. Key lessons learned will be gathered to encourage replication and scaling of these dialogues in other NDC cycles, as encouraged by the Paris agreement. The next phases of *Dialoguemos NDC* are focused on creating multi-actor agendas that promote and prioritize the implementation of institutional alliances and enabling conditions to guarantee the implementation of NDC adaptation and mitigation measures. The following three objectives are proposed:

- 1) **Support strengthening and sustainability of the *Dialoguemos NDC* participatory process**, building on its outputs and methods for the next NDC cycle;
- 2) **Provide technical and methodological support to designated government agencies** to plan sectoral *Dialoguemos NDC* processes that will support the implementation of adaptation and mitigation measures; and
- 3) **Promote capacity building and coordination for stakeholders** committed to implementing enabling conditions and adaptation and mitigation measures for NDCs from 2021 to 2030.

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