

An overview of discussions and process of Intended Nationally Determined Contributions (INDCs) at UNFCCC/ADP

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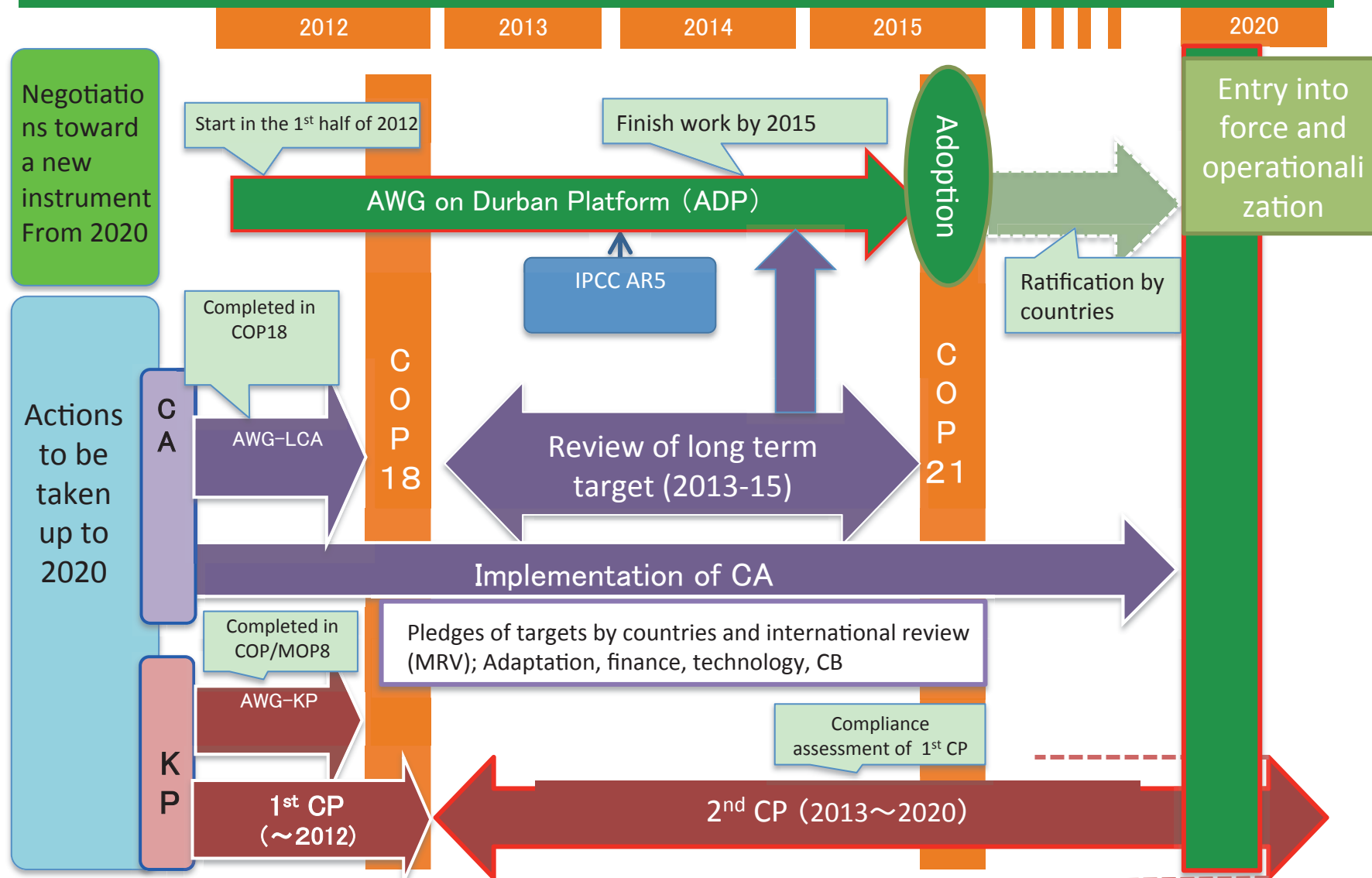
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- State of affairs of climate regime – Where we are.
- Context and discussions of “intended nationally determined contributions (INDC)”

Brief History of Climate Negotiations

- 1988 Establishment of IPCC
- 1992 United Nations Framework Convention on Climate Change (UNFCCC) adopted (entry into force in 1994)
- 1995 COP1: Berlin Mandate adopted
- 1997 Kyoto Protocol (KP) adopted
- 2001 Marrakesh Accords (implementation rules) adopted
- 2005 Entry into force of the KP; Negotiation under the KP (AWG-KP) started
- 2007 Bali Action Plan adopted; Negotiation under the UNFCCC (AWG-LCA) launched
- 2009 COP15: Copenhagen Accord (not adopted by COP)
- 2010 COP16: Cancun Agreements
- 2011 COP17: Durban Platform Agreement, launching negotiation on 2015 agreement
- 2012 COP18 : Doha Climate Gateway (including 2CP of the KP)
- 2013 COP19 (Warsaw)
- 2014 COP20 (Lima)
- 2015 COP21 (Paris) : expected to adopt 2015 agreement.

Implementation of 2020 target and Itinerary toward a new legal instrument, to start from 2020



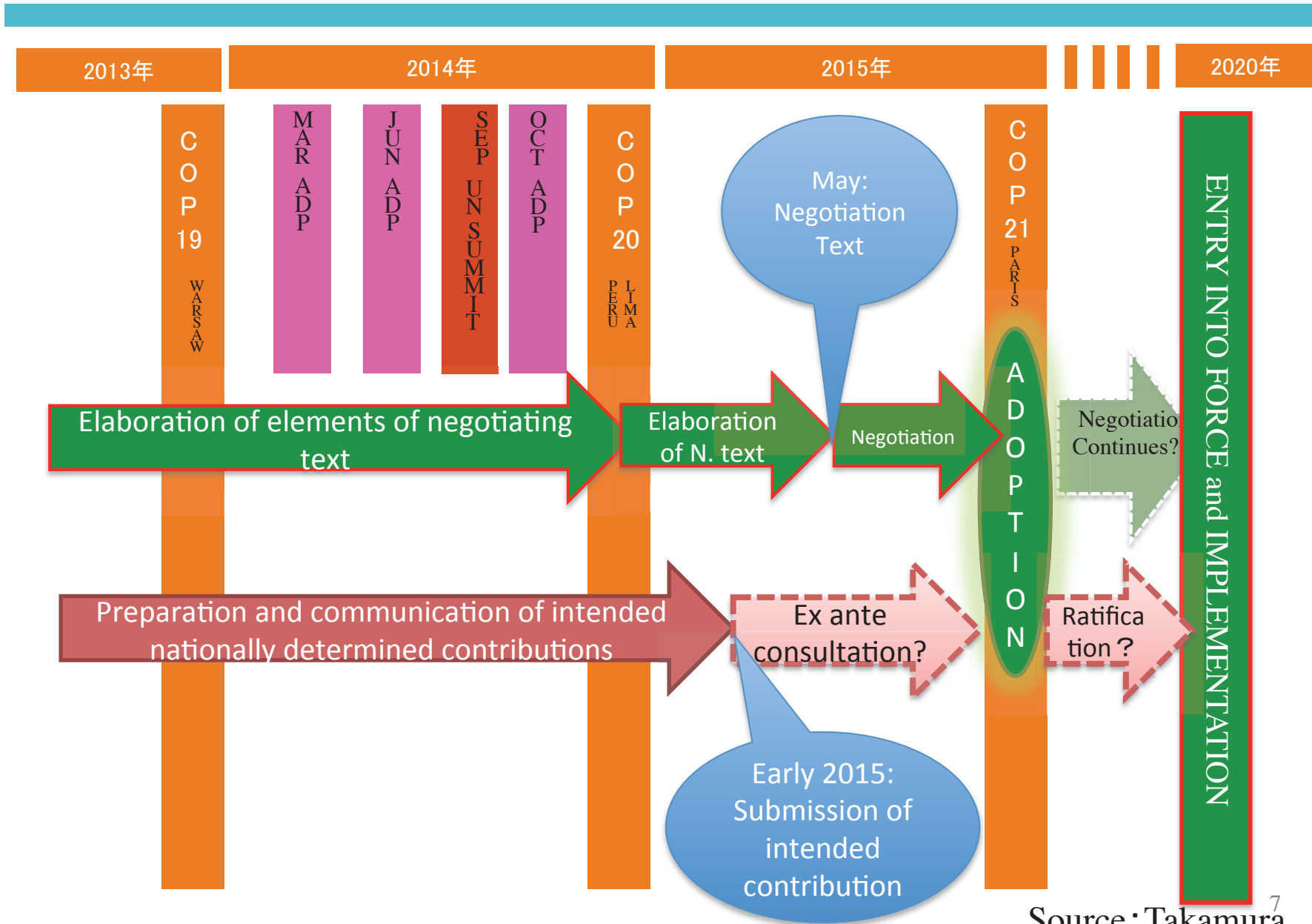
Negotiation toward a 2015 agreement (1)

- “Launch a process to develop a protocol, another legal instrument or an agreed outcome with legal force under the Convention applicable to all Parties” (1/CP.17)
 - “a protocol”
 - “another legal instrument”
 - “an agreed outcome with legal force”
- Legal bindingness of the instrument remains undecided.

Negotiation toward a 2015 agreement(2)

- Establishment of an **Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP)**
 - ADP shall **complete its work** as early as possible but **no later than 2015** in order to adopt this protocol ... at COP21 (2015) and **for it to come into effect and be implemented from 2020.**(1/CP. 17)
- COP19 (2013) decided that the ADP will **consider elements for a draft negotiating text no later than at COP20 (2014)**, with a view to making available a negotiating text before **May 2015.**(2/CP. 18)

Negotiation up to 2015 (COP21)



Negotiation toward a 2015 agreement(3)

- “To invite all Parties to initiate or intensify domestic preparations for their intended nationally determined contributions, without prejudice to the legal nature of the contributions, ... and to communicate them well in advance of the twenty-first session of the Conference of the Parties (by the first quarter of 2015 by those Parties ready to do so)...;”(1/CP.19, para. 2(b))
- “To request the Ad Hoc Working Group on the Durban Platform for Enhanced Action to identify, by the twentieth session of the Conference of the Parties, the information that Parties will provide when putting forward their contributions, without prejudice to the legal nature of the contributions, referred to in paragraph 2(b) above;” (1/CP19, para. 2(c))

Discussions about INDC (1)

- All Parties are expected to contribute, for doing so, preparing and communicate their INDC in the context of 2015 agreement towards achieving the objective of the UNFCCC.
- Information on INDC is critically important because:
 - It would frame INDC (which would become contributions in the 2015 agreement), which impact preparation of INDCs by Parties.
 - It would ensure clarity and transparency of INDC.
 - Lack of/Less transparency and clarity might impact sense of equity, which might undermine comparability of efforts and the effectiveness of all the efforts.

Article 2 of UNFCCC

The **ultimate objective** of this Convention and any related legal instruments that the Conference of the Parties may adopt is to achieve, in accordance with the relevant provisions of the Convention, **stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system**. Such a level should be achieved within a time-frame sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner.

Discussions about INDC (2)

- **Structural aspects** of INDC
 - **Time frame or time period**: 2020-2025 or 2020-2030? (linked with schedule of the whole process)
 - **Base year**: fixed or flexible?
 - **Coverage**: fixed or flexible?
 - National economy wide or **allow sectorial**?
 - **GHG coverage**?
 - **Mitigation only** or **allow other type of contribution** (adaptation, finance...) (Mitigation plus or more selective)?

Discussions about INDC (3)

- **Substantive aspects** of INDC (mitigation)
 - **Differentiation**:
 - Based on which criteria?
 - according to **categories of countries** or “**spectrum of commitments**”?
 - **Type** of contribution:
 - Fixed or flexible?
 - Conditional or unconditional?
 - **Level** of contribution:
 - **How to decide and assess contribution**: Top-down (Kyoto Protocol type) approach or Bottom-up (Cancun Agreement type) approach?
 - **Flexible or assessed by some reference** (ex. principle-based reference framework)
 - **Common international rules (accounting rules)**:
 - Whether or not they are necessary, and if any, what and to what extent could be counted as efforts.
 - **LULUCF and international market mechanism**

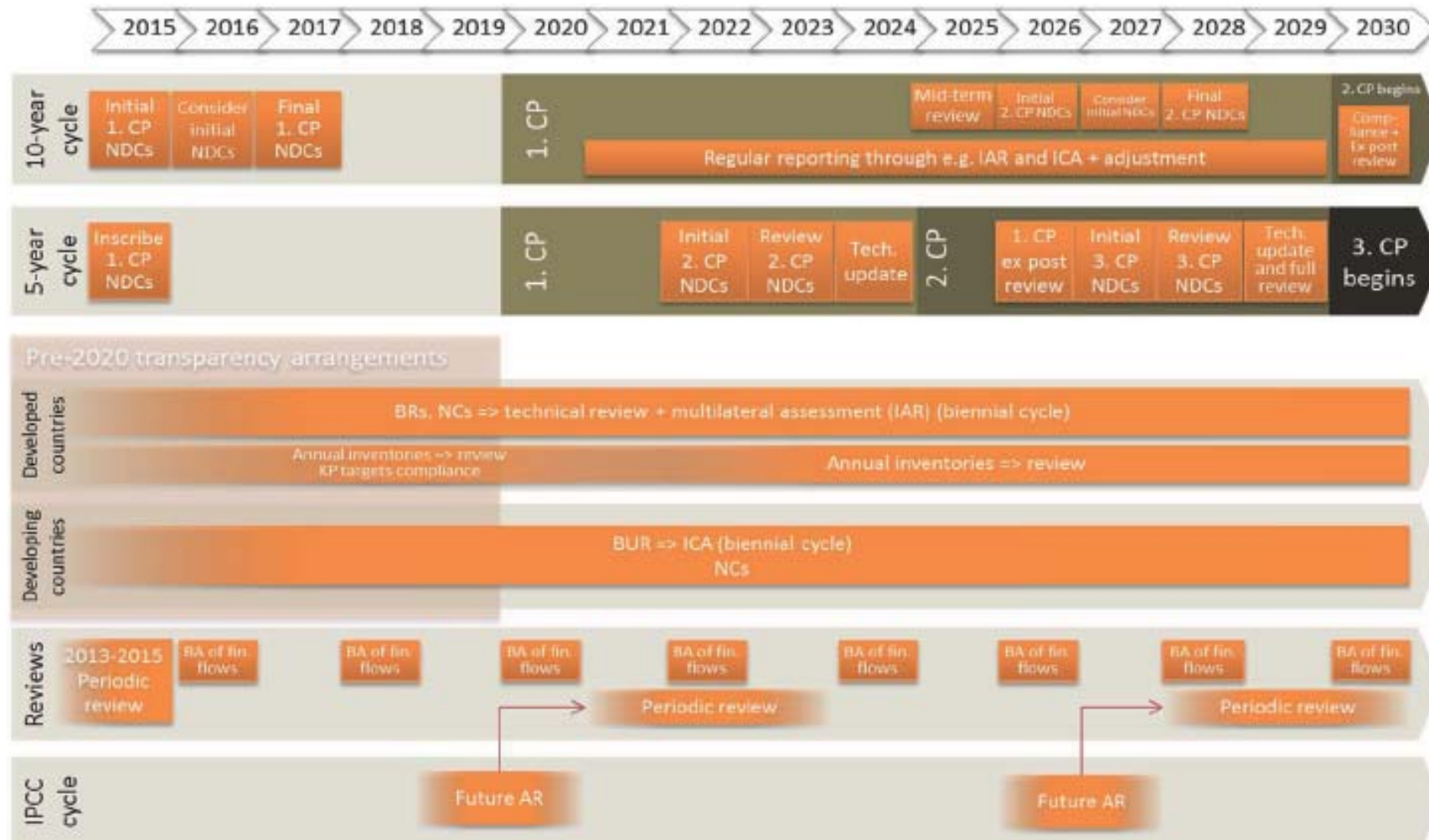
Discussions about INDC (4)

- **Substantive aspects** of INDC (Adaptation and support)
 - **Differentiation**:
 - Based on which criteria?
 - according **to categories of countries**?
 - **Type** of contribution:
 - Fixed or flexible?
 - Conditional or unconditional?
 - **Level and scale** of contribution:
 - Quantified/ quantifiable?
 - Common international rules (**accounting rules**):
 - Whether or not they are necessary, and if any, what and to what extent could be counted as efforts.

Discussion about INDC (5)

- **Process** and other issues relevant to INDC
 - **Ex ante process:**
 - Whether to establish or not, and what to do in the process.
 - **Information necessary to ensure clarity and transparency of INDCs**
 - Could vary according to the types of INDC
 - Some Parties expect Information for INDCs **quantified/quantifiable**.
 - **Timing of finalization/formalization of INDC**
 - 2015 or later (2016 or 2017...) (linked with contents and legal nature of 2015 agreement)
 - **Legal nature of commitments**
 - Might be different from the legal nature of the instrument
 - All or a part of INDCs could be legally binding
 - **Ex post review** (linked with time frame or time period)
 - **Review of implementation and compliance (MRV)**
 - **Regular review of the contribution**
 - **Differentiation**

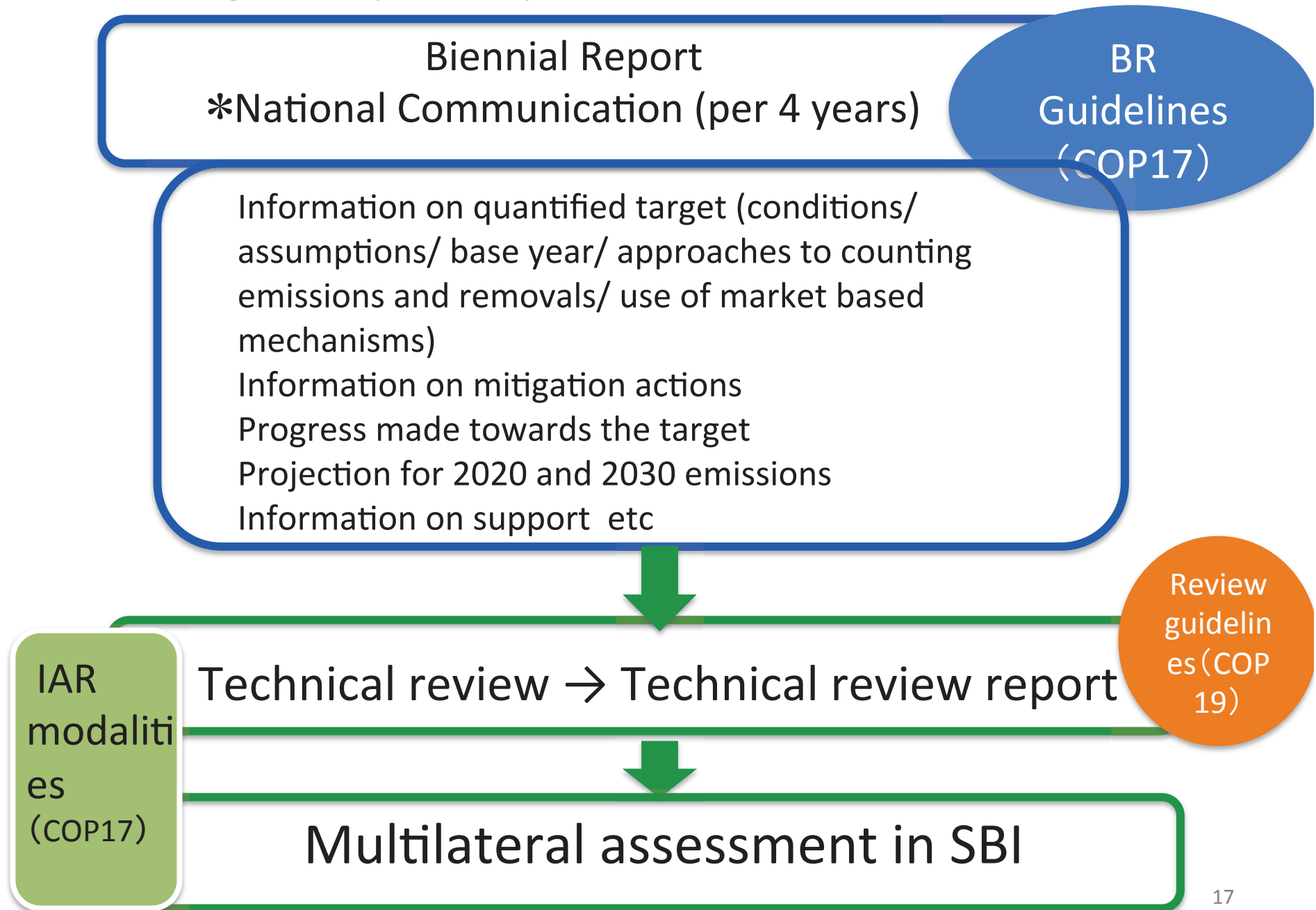
Possible INDC Process



Mitigation by developed countries by 2020

- Mitigation by developed countries
 - Annex I Parties commit to implement individually or jointly the quantified economy-wide emissions targets for 2020.... (Copenhagen Accord, 2009)
 - Submit annual greenhouse gas inventories and biennial reports on their progress in achieving emission reductions
 - Information on emission reduction target; coverage of sector; LULUCF; use of market mechanisms
 - Progress in achieving target and predicted change in 2020 and 2030 emissions
 - Support for developing countries etc.
 - Establish a process for international assessment of emissions and removals and review national communication (International Assessment and Review: IAR)

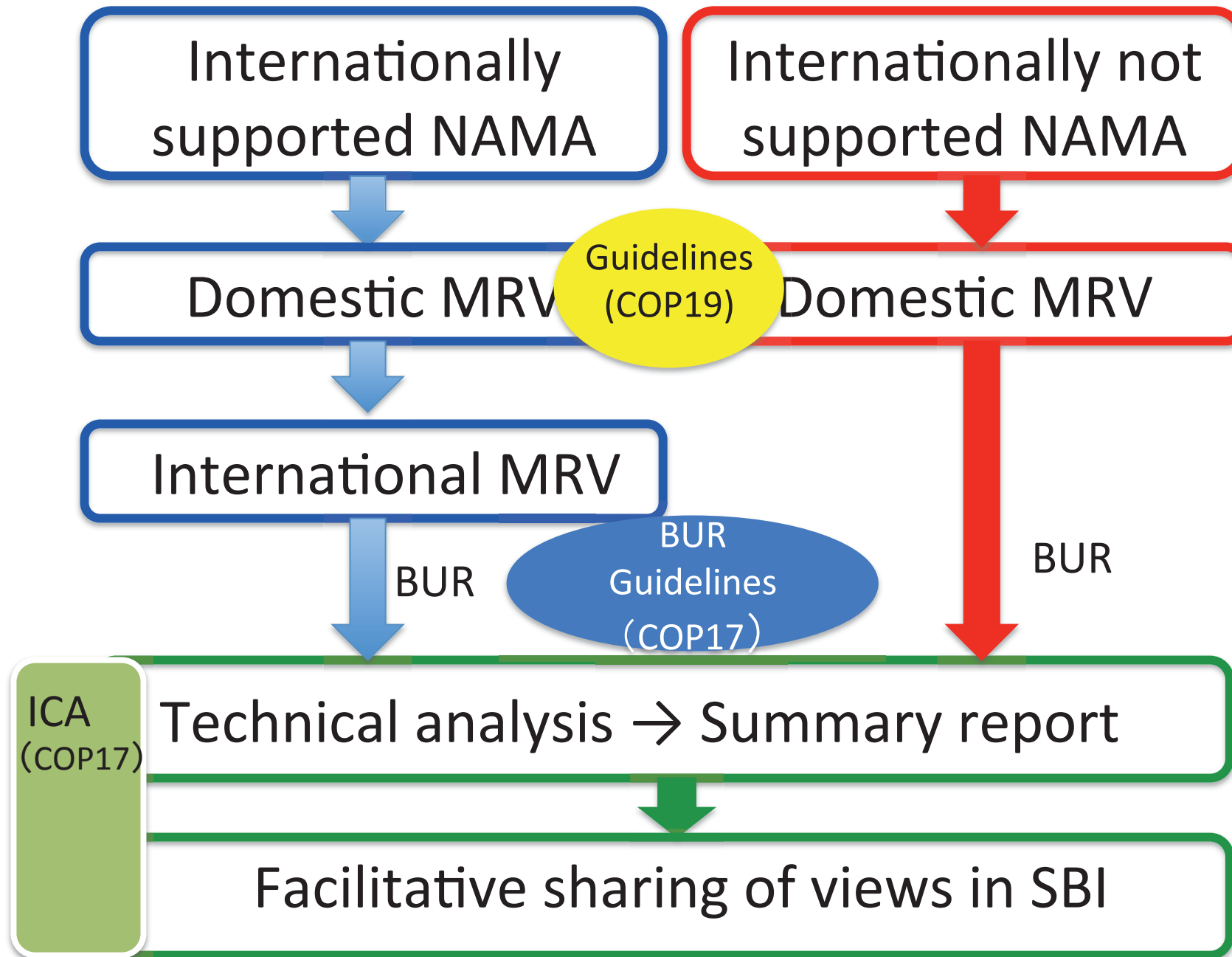
MRV for mitigation by developed countries



NAMA by developing countries

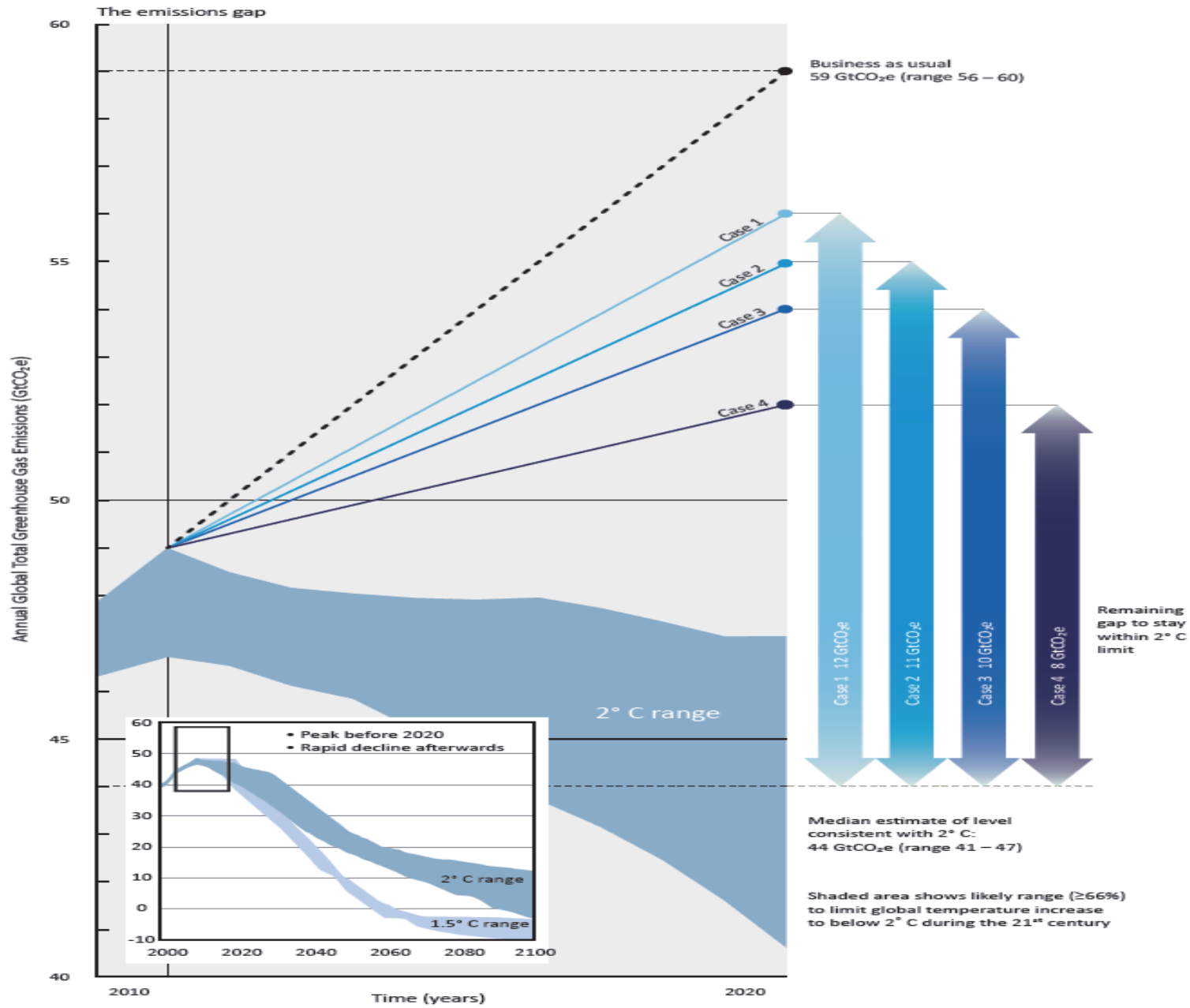
- Nationally Appropriate Mitigation Actions (NAMA) by developing countries (DCs)
 - Key tool for enhancing and assisting mitigation actions by DCs
 - NAMA is **totally a voluntary pledge** by DCs.
 - Once submitted to the UNFCCC, they will be registered at the **registry**, which will enhance **matching of NAMA with international support** for it.
- Submit **national communication every 4 years** and **biennial update reports** in principle.
- Encourages developing countries to develop **low-carbon development strategies or plans** in the context of sustainable development.

MRV for mitigation by developing countries



Conclusive remarks (1)

- INDC is a key concept that parties agreed for elaborating 2015 agreement and enhancing collective efforts to tackle climate change beyond 2020.
 - It is clear that 2015 agreement is also to contribute to achieving the ultimate objective of the UNFCCC.
 - Contribution to mitigation would be thus an essential part to INDC.
- The approach based on INDC is bottom-up one based on the voluntary contribution of each Party.
 - It would broaden participation but it would also raise concern about comparability of efforts, thus leading to “rush to the bottom” which undermine effectiveness of the whole regime.
- Improving transparency and accountability of INDC is key to build mutual understanding and confidence.
 - Information on INDC and international reviews (ex ante and ex poste) is critically important.



Source: UNEP (2013)

Conclusive remarks (2)

- INDC is also a tool of countries for clarifying their vision of low carbon society in 10 – 15 years and for identifying their needs and barriers, as well as for enhancing climate actions at the local and national levels.
 - Elaboration of INDC requires us to ask ourselves “what kind of low carbon and sustainable development we would like to achieve and how we could do it”.
 - It also requires us to ask “what assistance would be needed”.
 - Preparation of INDC are much more important than INDC itself.
 - INDC should be elaborated in urgent way. It is NOT an easy task but it is a CHANCE for reflecting these questions. Do make the best use of the CHANCE.

Thank you for your attention!

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