

The Emerging Paris Climate Agreement: Can Transparency Deliver Stronger Action?

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- **An evolving climate regime**
- **The emerging “hybrid” paradigm**
- **Role of transparency**
 - Ex ante – Sizing up countries’ intended nationally determined contributions” (INDCs)
 - Ex post – Holding countries accountable for implementing their INDCs
- **What a Paris agreement can do**

- **1992 UN Framework Convention on Climate Change (UNFCCC)**
 - Objective: Stabilize GHG concentrations to “prevent dangerous anthropogenic interference with the climate system”
 - Principle of “common but differentiated responsibilities and respective capabilities” (CBDRRC)
 - All countries commit to implement “measures to mitigate climate change”
 - Developed countries commit to assist developing countries with finance, technology and capacity building
- **1997 Kyoto Protocol**
 - Binding emissions targets and timetables for developed countries only
 - 2nd round of Kyoto targets (2013-2020) covers only 13% of global emissions
- **2009 Copenhagen Accord/2010 Cancún Agreement**
 - Voluntary pledges from 90+ countries with 80+% of global emissions – fall well short of 2°C pathway
- **What have we learned?**
 - Kyoto: strong legal and technical rigor; shrinking participation
 - Copenhagen/Cancún: broad participation but low ambition

**A hybrid of
“top-down” and bottom-up” elements
that balances national flexibility and international discipline
to promote broad participation and strong ambition**

- **2011 Durban Platform for Enhanced Action**

- Parties “launch a process to develop a protocol, another legal instrument or an agreed outcome with legal force under the Convention applicable to all Parties”
- Agreement is to be reached by COP 21 (December 2015 in Paris) and be implemented from 2020

- Allow countries considerable flexibility in defining their own nationally determined contributions (NDCs), while setting rules and norms to strengthen accountability and ambition
- Rely largely on de facto self-differentiation via nationally determined contributions – rather than on defined categories of countries – to achieve a balanced distribution of effort
- Build ambition over time through periodic review of collective progress and updating of national contributions, probably every five years

- Create a clear expectation of “no backsliding” or “forward progression” in the scale, scope or type of parties’ contributions
- Put much stronger emphasis on climate adaptation
- Mobilize support for developing countries

- **Ex ante** (i.e., before Paris or before subsequent rounds of NDCs)
 - To encourage countries to come forward with their best efforts
 - To provide an opportunity to assess the fairness and adequacy of countries' intended contributions
- **Ex post** (during/after implementation of NDCs)
 - To assess progress in implementing NDCs/hold countries accountable
 - To assess collective progress toward long-term goals
 - To promote policy learning and sharing
 - To provide facilitative assistance to countries to strengthen their implementation

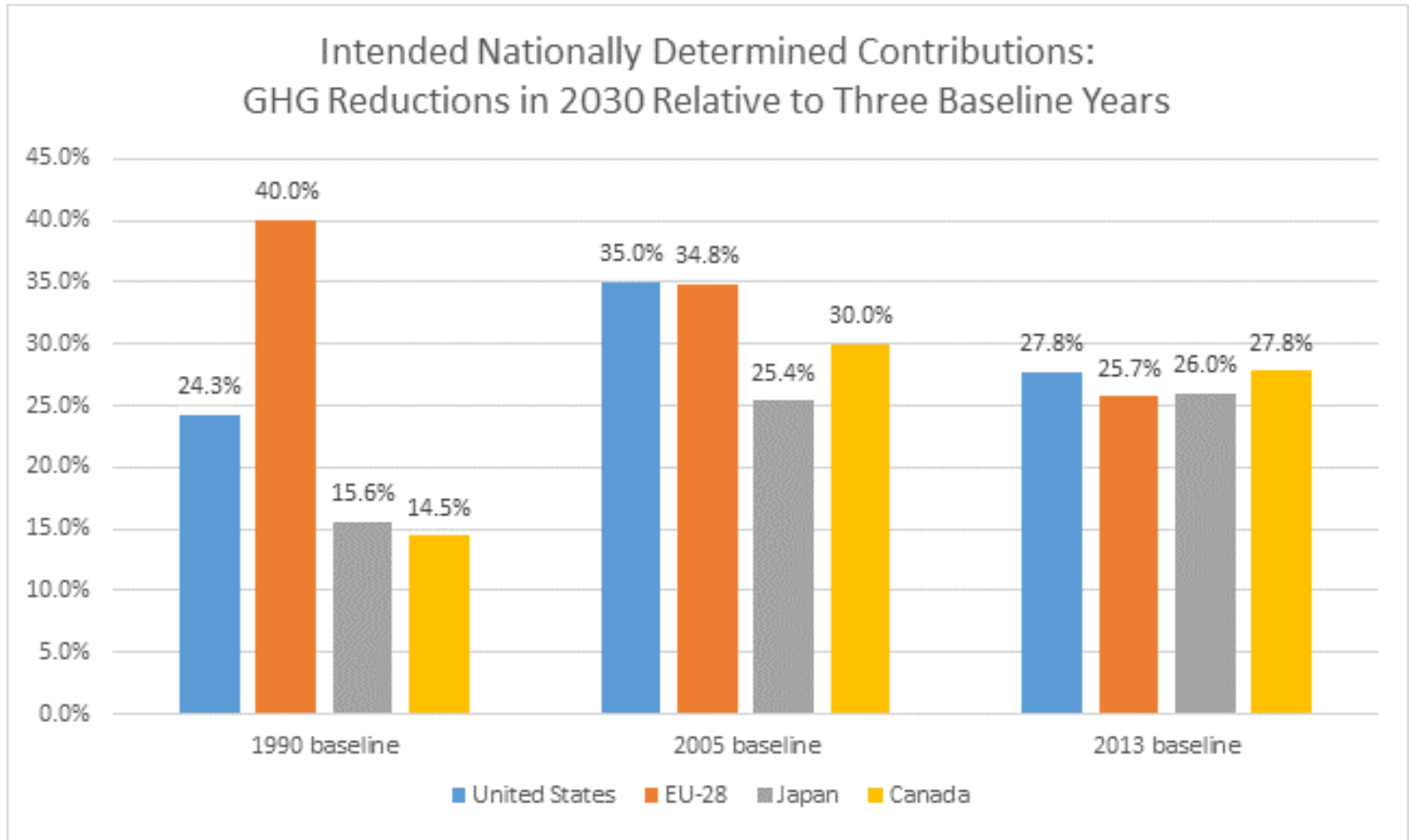
- **COP 19 in Warsaw said:**
 - Parties should communicate their INDCs “in a manner that facilitates the clarity, transparency and understanding of the intended contributions”
- **COP 20 in Lima said:**
- Information provided with INDCs may include:
 - Quantifiable information on reference point (e.g., base year), time frame for implementation, scope and coverage, planning processes, assumptions and methodologies [e.g., for estimating and accounting for GHG emissions and removals]
 - How the Party considers its INDC to be fair and ambitious, in light of its national circumstances
 - How it contributes towards achieving the objective of the Convention
- UNFCCC to report on the “aggregate effect” of INDCs by Oct. 1

- 31 INDCs covering 58 countries and ~70% of global emissions
- All set emission reduction targets (most are economy-wide)
 - 16 are absolute
 - 2 are intensity-based
 - 13 are pegged to projected business as usual (BAU)
- All are for 2030 except US and Gabon (2025)
- 8 are partly or fully conditional on finance or on availability of market mechanisms
- 11 anticipate using international market mechanisms; 5 others will consider them in the future
- 14 include an adaptation component

- Share of global emissions
- Per capita emissions (current and/or projected)
- Annual decarbonization rate
- Projected decline in emissions intensity (per GDP)
- GDP per capita
- Human Development Index ranking

Source: World Resources Institute

Comparability: shifting baselines



- “Measurement, reporting and verification” (MRV) standards differ for developed and developing countries in:
 - Depth/frequency of reporting
 - Depth/standards of review
- Mechanisms include:
 - Reporting
 - National communications
 - Emissions inventories
 - Biennial reports
 - Review
 - Expert review
 - In-country review
 - Peer review: International consultations and analysis (ICA) for developing; international assessment and review (IAR) for developed

- Transition to a common transparency framework with built-in flexibility for countries of varying capacities
- Self-selected tiers with differentiated standards/timing for:
 - Different capacity levels
 - Different types of NDCs
- Facilitative, not punitive: help parties understand and overcome obstacles to full implementation
- Continued support to strengthen capacity in developing countries

- Catalyze national action
- Establish a balanced and durable framework that
 - Gets all the major players on board
 - Provides strong accountability
 - Works to build ambition over time
- Build confidence that all are contributing their fair share, enabling stronger efforts by all

- **Vision for Paris: Building an Effective Climate Agreement**

- Report of the Co-Chairs of the Toward 2015 negotiators dialogue
- <http://www.c2es.org/international/toward-2015>

- **Toward a 2015 Climate Agreement**

- C2ES policy briefs on Paris-related issues, including legal form, differentiation, adaptation and finance
- Overview of countries' INDCs
- Background on UNFCCC
- <http://www.c2es.org/international/2015-agreement>



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