

# The Paris COP: Laying the foundation for ambitious climate change mitigation


**Perspectives post-COP evaluation**

**v 2.0, December 18, 2015**


**Axel Michaelowa**

**michaelowa@perspectives.cc**





# Key milestones of the international climate regime



UN Framework  
Convention on  
Climate  
Change 1992



Kyoto  
Protocol  
1997



Marrakech  
Accords  
2001



~~Copenhagen  
failure  
2009~~

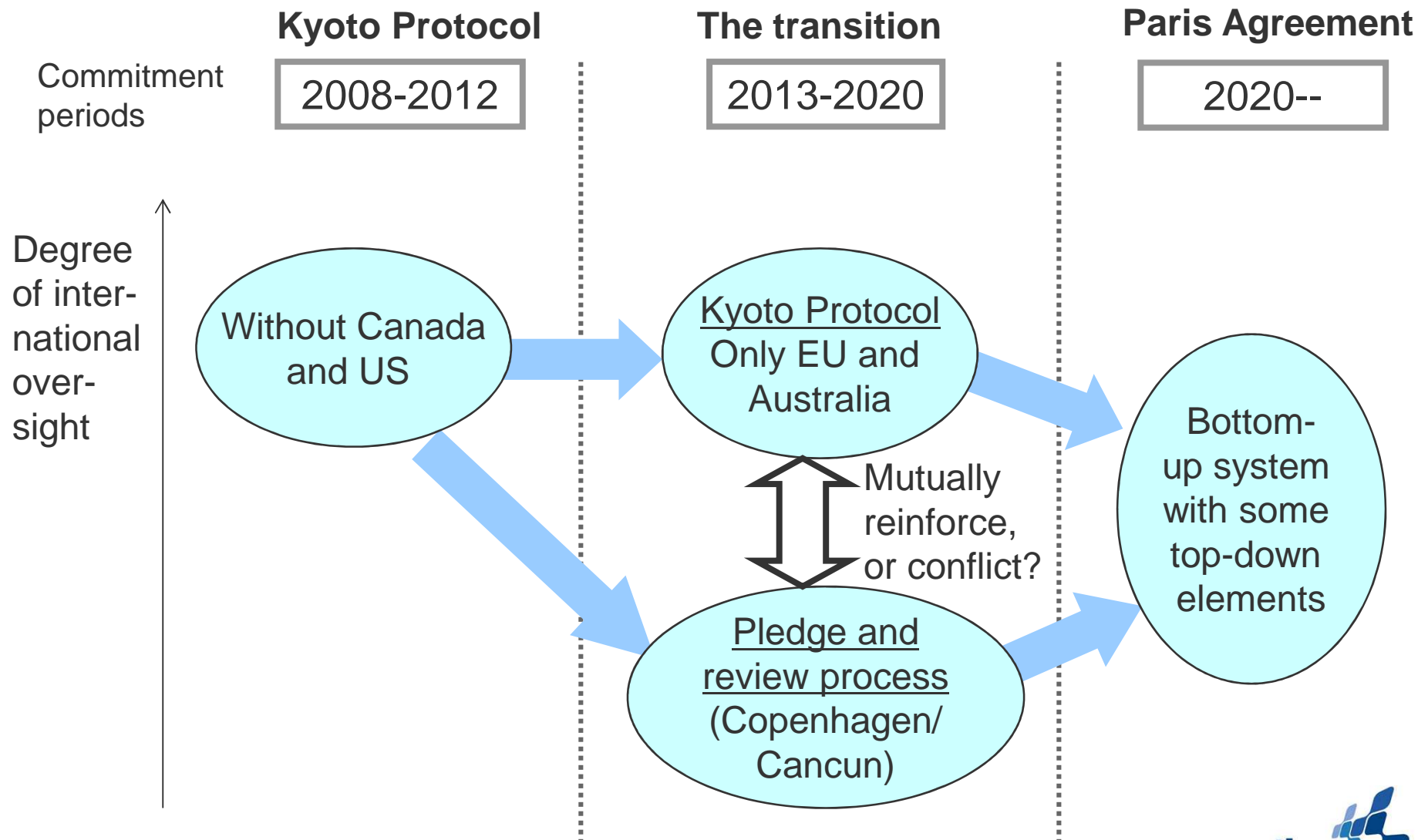


Paris  
Agreement  
2015



???  
Accords  
2019/20

# From a top-down to a bottom-up regime







# Media reactions on Paris outcome

**COP21: Businesses hail Paris climate deal but voices of doubt emerge in oil and coal industry**  
International Business Times

**Paris Agreement: No big losers at COP21, here's how everyone won something**  
Indian Express

**Paris climate deal: nearly 200 nations sign in end of fossil fuel era**  
The Guardian

**Cop21 talks 'great success' for UAE**  
The National

**COP21: The Paris climate deal is our best chance to save the planet - but every nation needs to support it**  
The Independent

**Big polluters see no short-term change**  
Financial Times

**Tears of joy as historic deal passed: Politicians hail deal to halt climate change after the world FINALLY agrees to work together to cut emissions**  
The Daily Mail

**温暖化対策の新枠組み「パリ協定」を採択 COP21**  
Asahi Shimbun

**Grand promises of Paris climate deal undermined by squalid retrenchments**  
The Guardian

**Nations Approve Landmark Climate Accord in Paris**  
New York Times



## The Paris COP: event of the decade

- Largest **number of participants** in UNFCCC history
  - 30,372 total: **19,210 government**, 2008 IGOs, 6306 NGOs, 2798 media (Copenhagen: 27,294)
- Largest **COP venue**
- Largest number of **heads of state** (150) under one roof in world history





... with Perspectives' largest  
COP delegation ever





# Learning from the Copenhagen failure

- After slow start, **meticulous** French preparation
  - **High level involvement** (Hollande, Fabius)
  - **Four** ministerial meetings
  - High level events for **scientists, business** and **religious leaders**
  - Strong support of **INDC development: 187 of 196** UNFCCC parties provided INDC
  - Full engagement of French **embassies**
  - **No internal divisions** in French team
- Supportive **US bilateral diplomacy** (China, India, ...)







## Learning from the Copenhagen failure II

- Clever use of **broad new negotiation groups**
  - High Ambition Coalition
  - Climate Vulnerable Forum
- High degree of **transparency**
  - **Communiques** of all meetings
  - **Small countries** felt taken seriously
- **Heads of state** meeting at **start** of COP
  - Guidance to officials at the beginning instead of hoping for “deus ex machina” effect at the end
- **Clear commitment to the UNFCCC process** as driver
  - **No secret text**

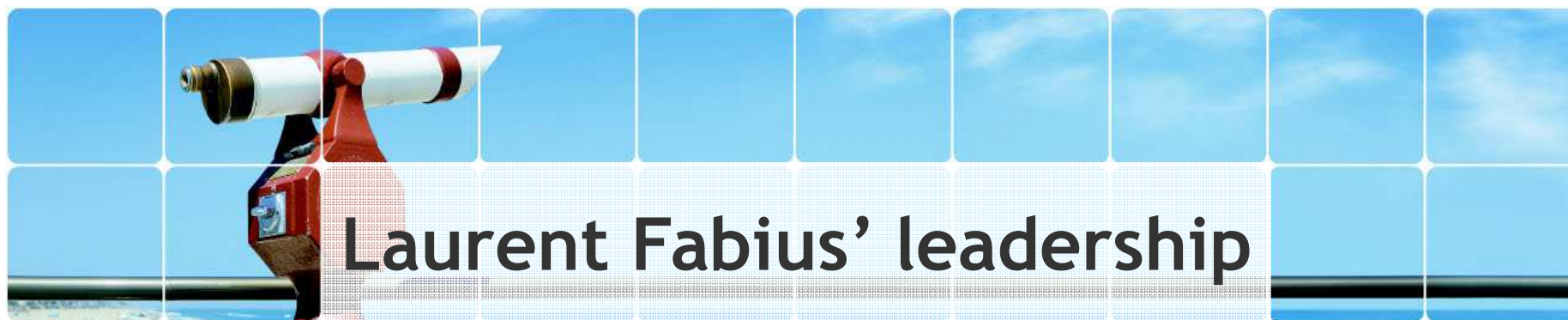






- Paris terror attacks of Nov. 13 unleashed an **unprecedented wave of solidarity** with France
- French did not cancel the COP but even **put more effort** into its preparation
- French message: united we show the world that we can solve big problems **peacefully** and **multilaterally**





## Laurent Fabius' leadership

- Motto: “**No-surprise COP**”
- Providing an **exceptionally tight timetable** well in advance
  - Starting one day early, no rest day on Sunday Dec 6: Gaining one day of “reserve” which proved to be crucial
- Focusing on **text** instead of positions
  - Electronic submission portal
- Polite but firm **handling of “troublemakers”**





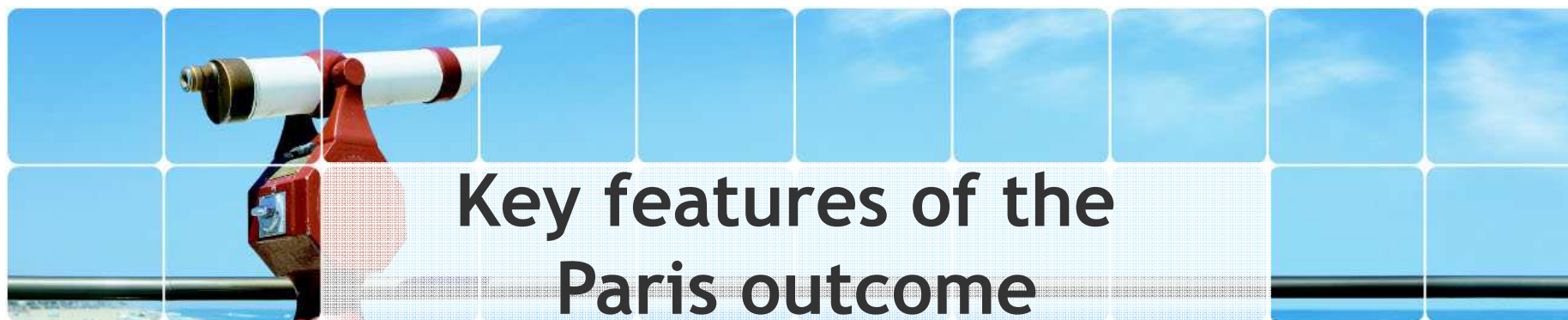
## Wolves become lambs

Historical moment. Paris brims again with life and hope.

- The most dramatic outcome of the conference was that negotiators like Claudia Salerno (right) from Venezuela **who had buried the Copenhagen Accord and consistently blocked the process** now praised **multilateralism** and the **balanced outcome**







- 20 pp **decision**
  - **Workplan** for putting flesh to the bones of the Paris Agreement in the next years
  - **Pre-2020 action**
- 12 pp **Paris Agreement as annex (!)**
  - This allows US President to approve the agreement **without** requiring **Congressional ratification** (which would be very unlikely)
  - Governance by **Conference of Parties to the agreement (CMA)**



United Nations

Framework Convention on  
Climate Change

FCCC/CP/2015/L.9/Rev.1

Distr.: Limited  
12 December 2015

Original: English

#### Conference of the Parties

Twenty-first session  
Paris, 30 November to 11 December 2015

Agenda item 4(b)

Durban Platform for Enhanced Action (decision 1/CP.17)

Adoption of a protocol, another legal instrument, or an  
agreed outcome with legal force under the Convention  
applicable to all Parties

#### ADOPTION OF THE PARIS AGREEMENT

Proposal by the President

Draft decision -/CP.21

*The Conference of the Parties,*

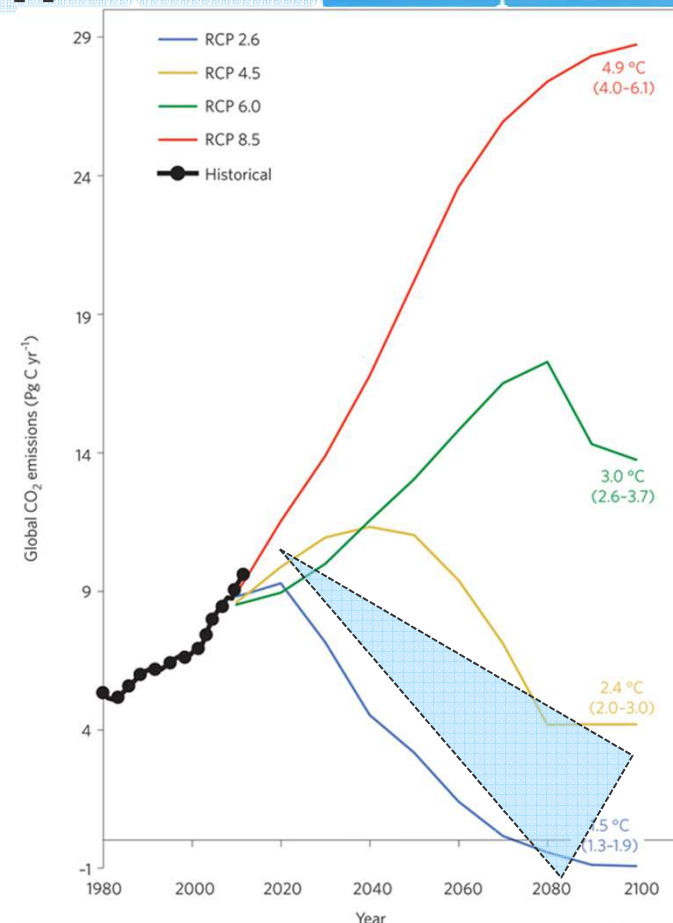
*Recalling decision 1/CP.17 on the establishment of the Ad Hoc Working Group on  
the Durban Platform for Enhanced Action,*

*Also recalling Articles 2, 3 and 4 of the Convention,*



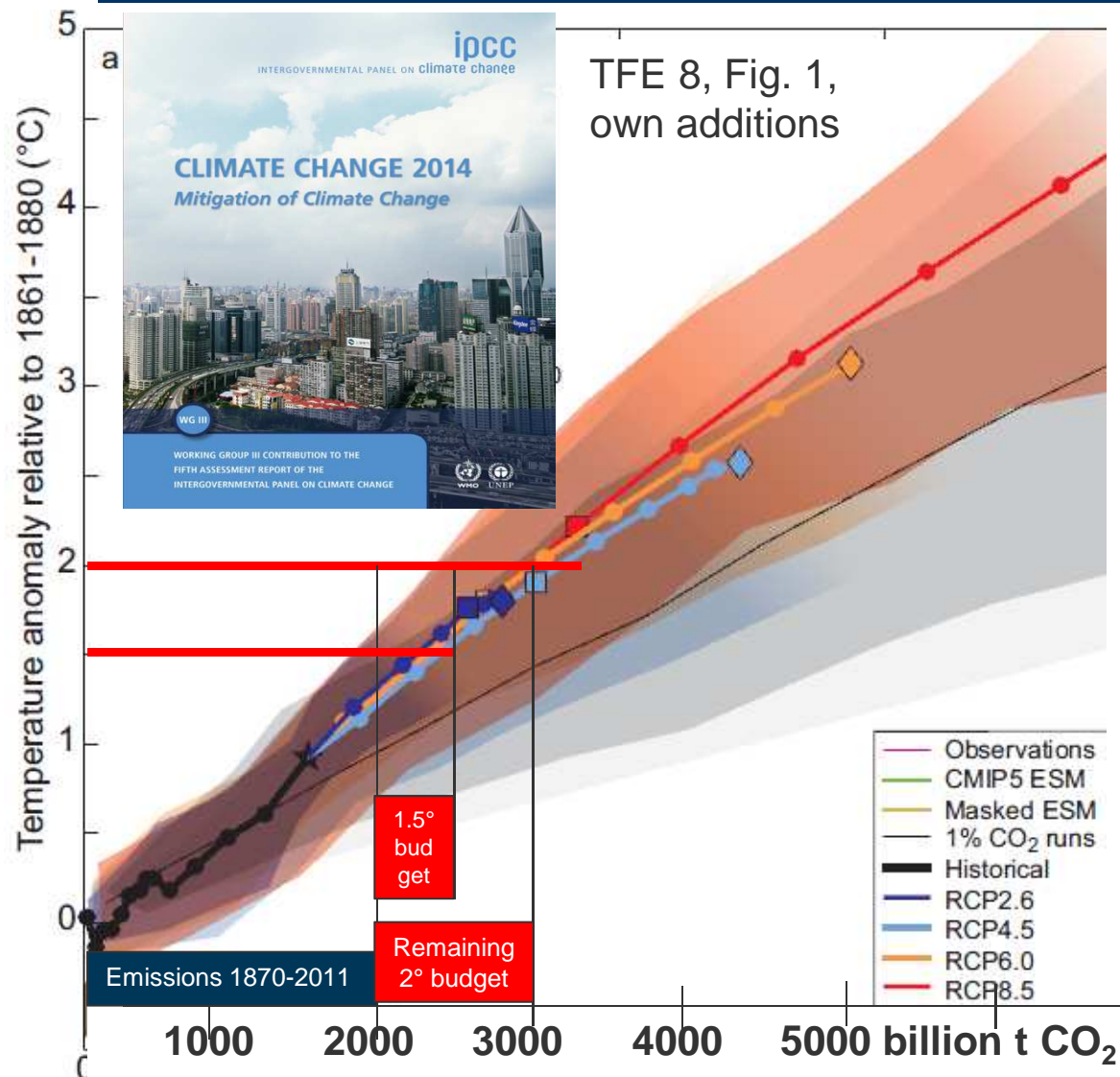
# The Paris Agreement: Huge ambition

- Global goal of keeping warming **between 2° and 1.5° C** (Art. 2)
- **Global peaking** “as soon as possible” (Art. 4.1)
- Achieve **balance of emissions and sinks** by **second half of century** (Art. 4.1)
  - Excludes **solar radiation management**
- **Global stocktake** on progress towards these goals every 5 years from **2023** (Art. 14.1 and 2)



Sandford et al . 2014

# The mitigation challenge of the 1.5°-2° target

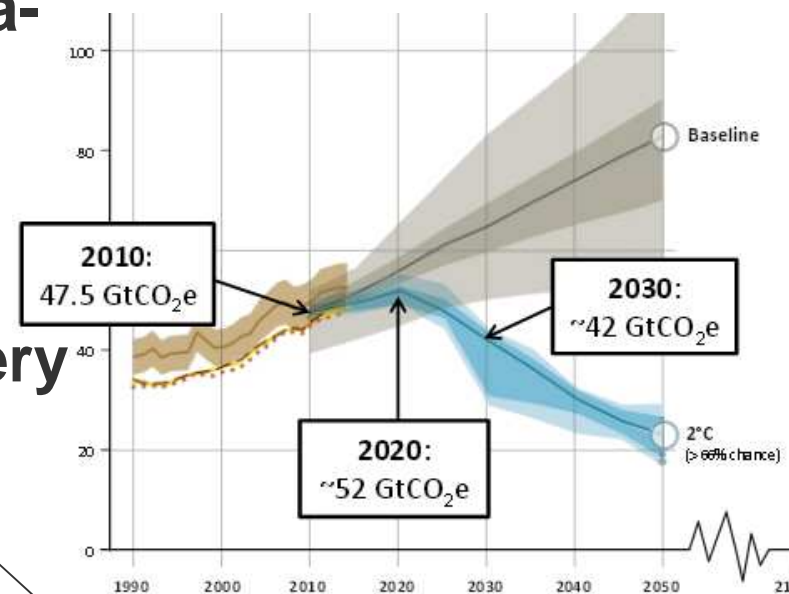


- Remaining emissions budget to reach
  - 2°C target is 1000-1200 billion t CO<sub>2</sub>
  - 1.5°C target is 500-600 billion t CO<sub>2</sub>
- Current annual global emissions are ~ 50 billion t
- Only 20-25 years left at current rate for 2°C, a decade for 1.5°C!
- Massive challenge for decarbonization





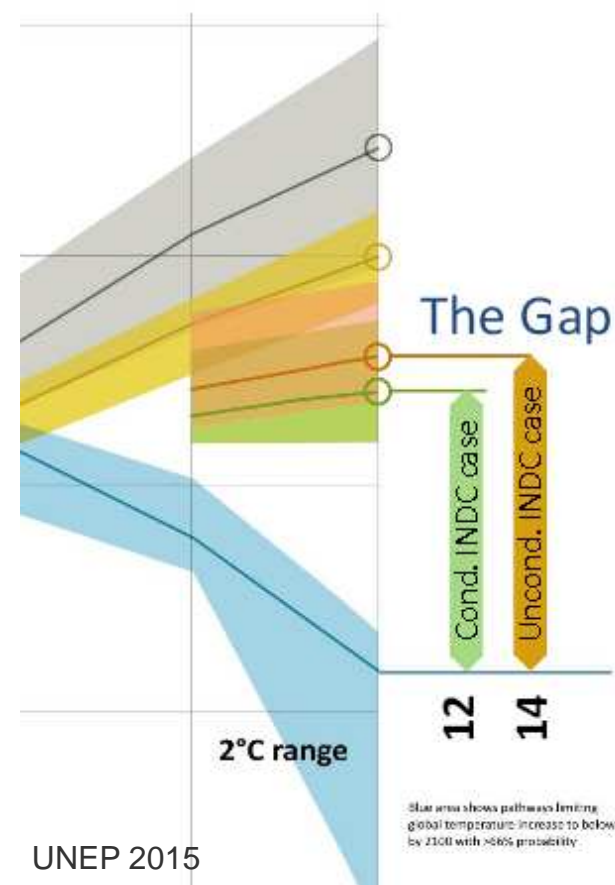
- All countries participate in mitigation by **Nationally Determined Contributions (NDCs)** (Art. 4.2)
  - Shall pursue **domestic mitigation measures**
- NDCs are **ratcheted upwards** every 5 years (Art. 4.3, 4.9)
- Industrialized countries **should** have **absolute targets** (Art. 4.4)
- Developing countries **should** “**move over time**” towards “**economywide reduction or limitation targets**” (Art. 4.4)



pushed through by the US  
in the last minute instead  
of stronger “shall”



- All countries **account for** their emissions (Art. 4.13)
  - Environmental integrity, transparency, accuracy, completeness, comparability and consistency of **inventories**
- Countries can set up a **joint NDC** (Art. 4.16-18)
- **REDD+ (Art. 5) : results-based payments** “encouraged” (Art. 5.2)
  - **Link** to market mechanisms unclear
- **Challenge: Huge gap to 2° path** under **current INDCs (17 dec.)**





- Countries **strengthen their INDCs** even before signature: a **virtuous circle** develops
- Countries do **not put forward strong NDCs** and try to **obfuscate “do-nothing”**







## The Paris Agreement: Market mechanisms (Art.6)

- **All countries** can use a market mechanism (called SDM?) that combines features of CDM and JI (Art. 6.4)
  - **Supervised by body (~EB), payment of adaptation tax (Art. 6.6)**
  - **Authorization** of public and private entities by Party (Art. 6.4b)
  - **Allocation** of credits to buyer and seller countries to **prevent double counting** (Art. 6.4c, 6.5)
  - **“Overall mitigation” of global emissions** (Art. 6.4d)
  - Rules to be developed by CMA based on the following principles
    - **Real, measurable** and **long term** reductions (38b dec.)
    - Definition of **scopes** of activities (38c dec.)
    - **Additionality** (38d dec.)
    - **Verification** and **certification** by DOEs (38e dec.)
    - Apply **experience** from Kyoto Mechanisms (38f dec.)



## The Paris Agreement: Market mechanisms (Art.6)

- **Further market mechanisms (“cooperative approaches”) (CAs) are possible, but not yet defined (Art. 6.2 and 6.3)**
  - “**Internationally transferred mitigation outcomes**” (ITMOs)
    - Already possible to **use before 2020** (108 dec.)
  - **Environmental integrity, transparency**
  - **Guidance by CMA**, but no specific governing body
- **Possible inroad for bilateral mechanisms and direct emissions trading, as well as linking of ETS**
- This is an **open flank** and requires a lot of thinking and further **political decisions**
- **Explicit mention of non-market approaches to appease opponents (Art. 6.8 and 6.9)**



- **Encourages further uses** of the CDM and **financing CDM activities** through **climate finance institutions** including **Green Climate Fund (GCF)**
  - In-session **workshop** at SB44 (May 2016)
- **Requests EB to develop stand-alone CDM PoA guidance**
  - “CDM PoA standard”, “CDM PoA validation and verification standard”, “CDM PoA cycle procedure”
- **Digitization** of documents to reduce transaction costs
- **Expand the scope of work of the Regional Collaboration Centers beyond “pure CDM work”**





- Focus is on **lessons learnt for designing the new mechanisms**
  - Requests public inputs on lessons learned from JI for future mechanisms (31 March 2016)
  - **JISC to make recommendations to CMP12**
  - In-session **workshop** at SB44 (May 2016)
- Reinforce **synergies with other mechanisms**
  - Allowing **CDM DOEs** to perform JI audits
  - Aim for coherence, **avoid double-counting**, share infrastructure and technical arrangements, tools, governance structures and processes



## The Paris Agreement: Transparency (Art. 13)

- **Both for action and support (Art. 13.1)**
  - Clarity and progress of NDCs (Art. 13.5), achievement of NDC (Art. 13.12)
  - Mandatory inventory as per IPCC good practice guidance (13.7a)
  - Support provided - finance, TT and CB (Art. 13.9)
- **Build on UNFCCC approaches used to date (Art. 13.4)**
- **Very weak principles**
  - Non-intrusive, non-punitive, national sovereignty (Art. 13.3)
  - Technical expert review, not defined in detail (Art. 13.11)
- **Flexibility for developing countries (Art. 13.2)**
  - In light of their capacities – difficult to operationalize
  - Alleviations for LDCS and SIDS (Art. 13.3)
- **Many open flanks remain!**



## The Paris Agreement: Finance (Art. 9)

- **Industrialized countries shall provide finance (Art. 9.1)**
  - **Biennial** communication of volumes and forecasts (Art. 9.5 and 7)
  - GCF, LDCF, SCCF, GEF as entities (59 dec.), AF **maybe** (60 dec.)
- **Developing countries **can** provide climate finance voluntarily (Art. 9.2) and report on it (Art. 9.5)**
- **Simplified project approvals for LDCs and SIDS (Art. 9.9)**
- **Generally **vague wording!****
  - **Significant role** of public funds (Art. 9.3)
  - Industrialized countries **should** “continue to take the lead”, progression beyond current efforts (Art. 9.3), intend to continue **100 billion \$**, to be **increased from 2025** (54 dec.)
  - **Should** aim for balance of mitigation and adaptation (Art 9.4)
  - **Finance flows to be consistent with pathway towards low GHG emissions and climate-resilient development (Art. 2.1c)**



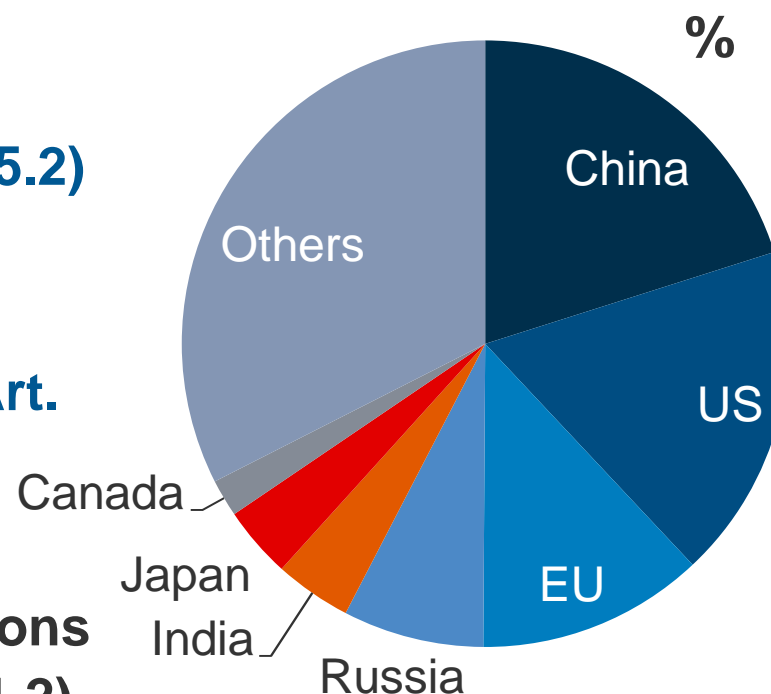


# The Paris Agreement: Other issues

- **Adaptation (Art. 7)**
  - Global goal, very fluffy (Art. 7.1)
  - Formal recognition of developing country efforts (Art. 7.3)
  - Cooperation (Art. 7.7), improved effectiveness/durability (Art. 7.7e)
  - Adaptation plans (Art. 7.9) with prioritization (Art. 7.9c), to be communicated periodically (Art. 7.10 and 11)
- **Loss & Damage (Art. 8)**
  - Warsaw Mechanism for L&D continues (Art. 8.2)
- **Technology (Art. 10): Technology framework (Art. 10.4)**
- **Capacity Building (Art. 11)**
  - On access to climate finance (Art. 11.1)
- **Aviation and shipping are not covered**



- **Compliance (Art. 15)**
  - Compliance committee (Art. 15.1)
  - Non-adversarial, non-punitive (Art. 15.2)
  - No sanctions
- **Legally binding nature (Art. 20)**
  - Ratification, acceptance, approval (Art. 20.1)
- **Entry into force (Art. 21)**
  - 55 parties, with 55% of global emissions as per their latest inventories (Art. 21.2)
- **Withdrawal (Art. 28)**
  - Possible with one year notice (Art. 28.2)

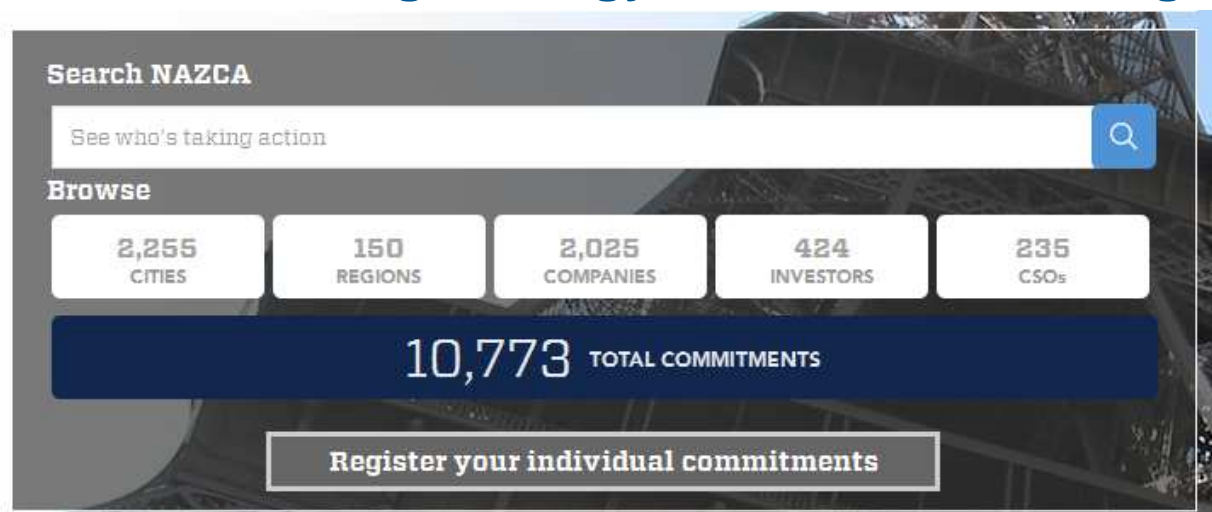


UNFCCC Secretariat 2015  
calculation of Art. 21.2 shares



## The Paris Agreement: Role of non-state actors

- “Invited” to provide input to **NAZCA portal** (135 dec.)
- Platform for **exchange of experiences** (136 dec)
- Key role of incentives such as carbon pricing (137 dec.)
- How much mitigation do these initiatives actually achieve?
  - Breakthrough Energy Coalition interesting candidate







## Short term ambition drivers

### ■ Mission Innovation

- Australia, Brazil, Canada, Chile, China, Denmark, France, Germany, India, Indonesia, Italy, Japan, Mexico, Norway, Saudi Arabia, South Korea, Sweden, UAE, UK, US
- **Double** governmental and/or state-directed clean energy research and development investment **in next 5 years**

### ■ International Solar Alliance

- **121 countries** led by France and India

### ■ Transformative Carbon Asset Facility

- **>250 million \$** for upscaled crediting

### ■ Nitric Acid Climate Action Group

- **200 Mt CO<sub>2</sub>e** reductions by 2020





- **Ad-Hoc Working Group on Paris Agreement (APA) set up**
- **Ambition**
  - **Special IPCC report on impacts of 1.5° and required emissions paths by 2018**
- **NDCs**
  - **Updated INDC synthesis** by Secretariat 2 May 2016, cutoff of information 4 April 2016
  - INDCs can be **converted to NDCs immediately** upon signature of PA or newly submitted (22)
  - INDCs with **2025 target** replaced by new NDC by 2020 (23)
  - APA to develop rules for **NDC features and info** (26, 28)
  - **NDC registry** at UNFCCC from 2016



## ■ Accounting

- APA to develop rules (31) applicable from **second NDC** (32)
- **Common methodologies** assessed by IPCC (31a)
- **Methodological consistency**, including on baselines (31b)
- Once category is in NDC it needs to **remain there** (31c)
- Explanation on reasons for exclusion of categories required (31d)
- **Double counting avoidance** (35)

## ■ **Mid-century LEDS** can be communicated by 2020 (36)

## ■ Framework for **non-market approaches** (40)

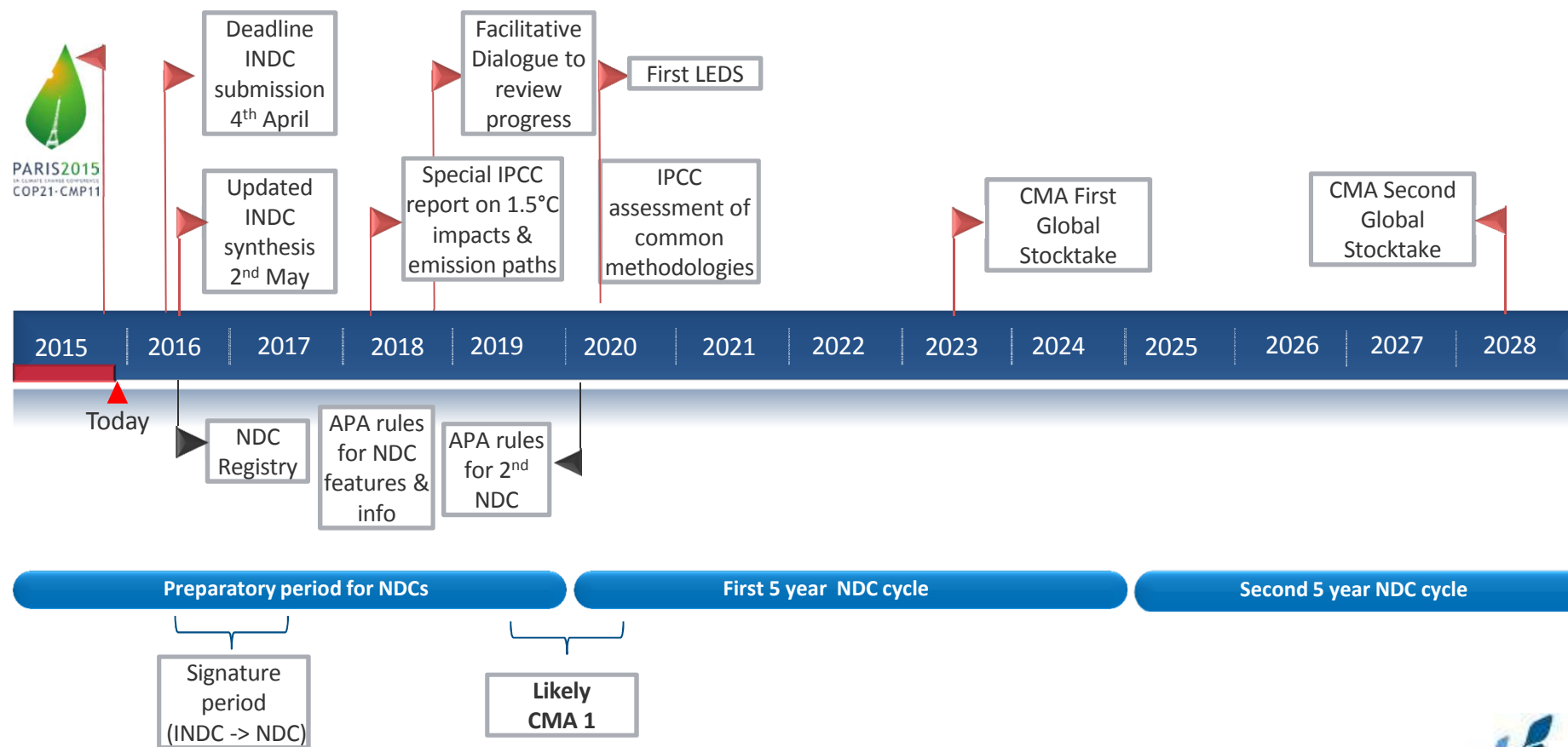
## ■ Adaptation

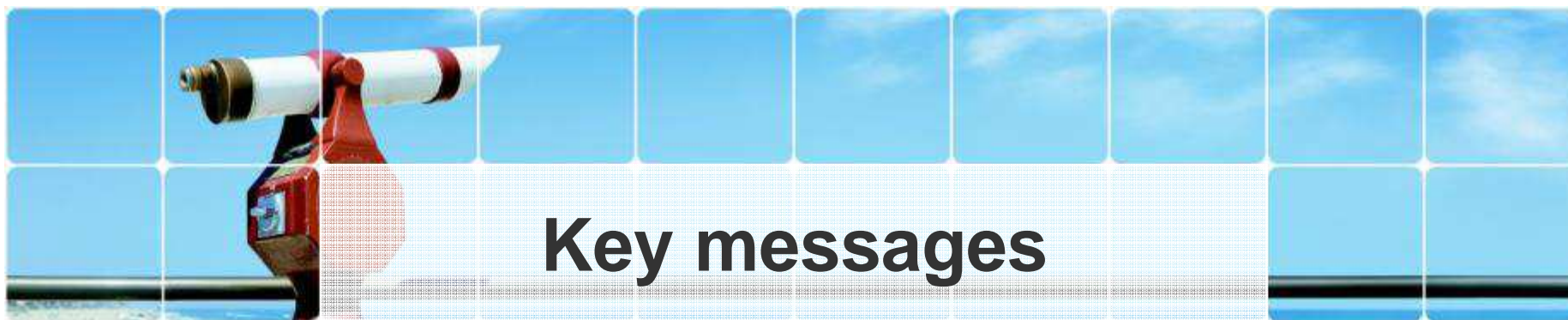
- Methodologies for **assessing adaptation needs** (43b)
- **Meths** for adequacy and **effectiveness** of adaptation (46b)





# Timelines under the Paris Agreement and Decision





- The Paris Agreement is a **break-through** in international mitigation policy covering **all countries**
- The agreement combines **bottom-up emissions pledges** with an **international regulatory architecture**
- **Market mechanisms** are **reinstated** as key instrument
- A **huge amount of work** needs to be done in the **next years** to put “flesh to the bones” of the agreement

