

# The Real Value of the Paris Agreement

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- Background
- The Paris Agreement
- Way forward



# THE AMBITION GAP

- Past, current and future mitigation efforts are not sufficient to reduce GHG emissions and stop global warming
- From legally binding targets to INDCs (Warsaw – COP19) and finally NDCs (Paris – COP21)
- INDCs put us on track for a world that is 2.7-3.7 degrees C warmer (median chance), depending on modeling assumptions



## Decision 1/CP.21

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17. Notes with concern that the estimated aggregate greenhouse gas emission levels in 2025 and 2030 resulting from the intended nationally determined contributions **do not fall within least-cost 2 °C** scenarios but rather lead to a projected level of 55 gigatonnes in 2030, and also notes that **much greater emission reduction efforts will be required** than those associated with the intended nationally determined contributions **in order to hold the increase in the global average temperature to below 2 °C** above pre-industrial levels by reducing emissions to 40 gigatonnes **or to 1.5 °C** above pre-industrial levels by reducing to a level to be identified in the special report referred to in paragraph 21 below;

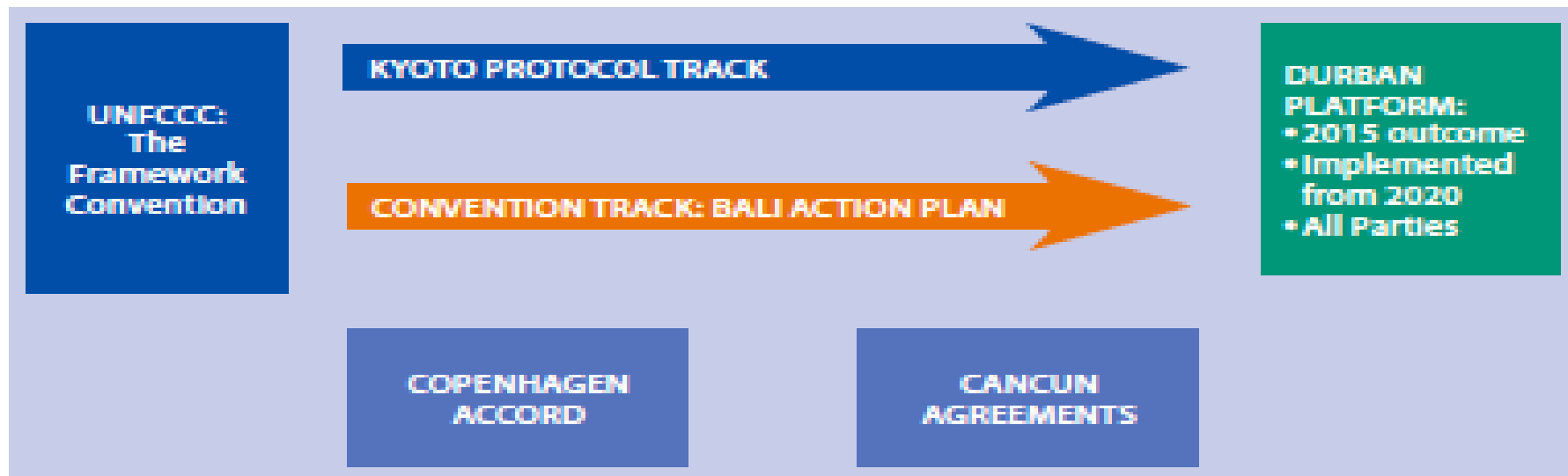
- Parties: 195 States + 1 Regional economic integration organisation
- Objective (“ultimate objective” Article 2)
- Principles (Art 3): common but differentiated responsibilities
- Annex I list
- Differentiated commitments
- Rules of Procedure: never adopted, rather applied

# KYOTO PROTOCOL

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- 1997
- Quantified Emission Limitation and Reduction Commitments (QELRC): legally binding
- Commitment period 2008-2012/2013-2020
- Base year 1990
- In force since 2005 without the USA
- Flexible mechanisms: Emissions Trading, Clean Development Mechanism and Joint Implementation
- Sinks: LULUCF
- Ad-hoc non compliance regime (punitive and quasi-judicial)

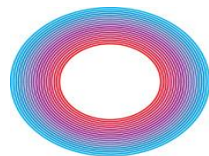
# POST-2012



- COP13: Bali Action Plan
- Shared vision for long-term cooperative action, including a long-term global goal for emission reductions
- Mitigation
- Adaptation
- Finance
- Technology and capacity-building

# ROAD TO PARIS

- COP11, Montreal – COP13 Bali
- COP15, Copenhagen Accord
- COP16, Cancun Agreements
- COP17, Durban Platform
- COP18, Doha Climate Gateway
- COP19, Warsaw
- COP20, Lima Call for Climate Action
- COP21, Paris ..
- COP22, Marrakech
- ... forever!



LIMA COP20/CMP10  
UN CLIMATE CHANGE CONFERENCE 2014



UNITED NATIONS  
CLIMATE CHANGE CONFERENCE  
COP19/CMP9  
WARSAW 2013



DOHA 2012  
UN CLIMATE CHANGE CONFERENCE  
COP18•CMP8



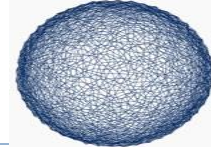
PARIS2015  
UN CLIMATE CHANGE CONFERENCE  
COP21•CMP11



COP16  
CMP6 México2010  
United Nations Climate Change Conference



COP17/CMP7  
UNITED NATIONS  
CLIMATE CHANGE CONFERENCE 2011  
DURBAN, SOUTH AFRICA



COP15  
COPENHAGEN  
UN CLIMATE CHANGE CONFERENCE 2009



# Decision 1/CP.17 (2011 – Durban Platform ADP)

2. *Also decides* to launch a process to develop a protocol, another legal instrument or an agreed outcome with legal force under the Convention applicable to all Parties, through a subsidiary body under the Convention hereby established and to be known as the Ad Hoc Working Group on the Durban Platform for Enhanced Action;
3. *Further decides* that the Ad Hoc Working Group on the Durban Platform for Enhanced Action shall start its work as a matter of urgency in the first half of 2012 and shall report to future sessions of the Conference of the Parties on the progress of its work;
4. *Decides* that the Ad Hoc Working Group on the Durban Platform for Enhanced Action shall complete its work as early as possible but no later than 2015 in order to adopt this protocol, another legal instrument or an agreed outcome with legal force at the twenty-first session of the Conference of the Parties and for it to come into effect and be implemented from 2020;

# COP21 – Paris Agreement: Process (I)

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- ADP 2-8, 8-13 Feb, Geneva
- ADP 2-9, 1-11 Jun, Bonn
- ADP 3, 31 Aug – 4 Sep, Bonn
- ADP 4, 19-23 Oct, Bonn
  
- COP21/CMP11, 30 Nov – 11 Dec, Paris



# Draft negotiating text

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- **Lima Call for Climate Action (1/CP.20):**
  - Negotiating text before May 2015 (**SIX MONTHS RULE**)
  - Annex: elements for a draft negotiating text for the new global agreement



Geneva session: last scheduled session before May 2015, delivering the text as main goal

# Draft negotiating text

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- Geneva session: revised text from 39 to 86 pages, no streamlining  
Negotiating text 12/02/2015 (available online):
  - A. Preamble
  - B. Definitions
  - C. General/Objective
  - D. Mitigation
  - E. Adaptation and Loss and Damage
  - G. Finance
  - H. Technology Development and Transfer
  - I. Capacity Building
  - J. Transparency of Action and Support
  - K. Time frames and process related to commitments
  - L. Facilitating Implementation and Compliance
  - M. Procedural and Institutional Provisions
  - Annex

# COP21: INITIAL CONSIDERATIONS

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- Legally binding: international treaty (*pacta sunt servanda*)
- Paris Agreement reflects highest political commitment possible .. to date!
- Result highly predictable
- Failure not contemplated (Comité de Paris)
- French diplomacy maintained all expectations (except one!)
- Natural conclusion process initiated in 2005
- All Parties (Durban mandate)

# COMPARING KYOTO, COPENHAGEN AND PARIS

	Convention	Kyoto Protocol	Copenhagen Accord	Paris Agreement
<b>Legally binding</b>	Yes	Yes	No	Yes
<b>Number of words</b>	8479	8657	1399	7326
<b>Typology</b>	Framework treaty	Specific treaty	Political declaration	Framework or specific?
<b>Legal force</b>	Weak	Strong	None	Weak
<b>Objective</b>	Stabilization GHG emissions	5.2% GHG reduction by 2008-2012	2C by 2100	Well below 2C/1.5C by 2100
<b>Approach</b>	Top-down	Top-down	Bottom-up	Bottom-up
<b>Differentiation</b>	Yes	Yes	Yes	Yes or no?
<b>Type mitigation obligation</b>	Differentiated commitments	Quantified Emissions Limitation and Reduction Commitments	Quantified economywide emissions targets/mitigation actions	Nationally determined contributions (NDCs)

# PARIS AGREEMENT: OBJECTIVE, ART. 2

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- ... aims to strengthen the global response to the threat of climate change, in the context of sustainable development and efforts to eradicate poverty, including by:
  - (a) Holding the increase in the global average temperature to **well below 2 °C** above pre-industrial levels and to pursue efforts to limit the temperature increase to **1.5 °C** above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change;
  - (b) Increasing the **ability to adapt** to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production;
  - (c) Making **finance flows consistent** with a pathway towards low greenhouse gas emissions and climate-resilient development.

# PARIS AGREEMENT: ART. 3

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- As nationally determined contributions to the global response to climate change, all Parties are to undertake and communicate ambitious efforts as defined in Articles 4, 7, 9, 10, 11 and 13 with the view to achieving the purpose of this Agreement as set out in Article 2. The efforts of all Parties will represent a progression over time, while recognizing the need to support developing country Parties for the effective implementation of this Agreement.



# INDCs

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- Compromise in Warsaw COP19 (2013)
- Lima COP20
- Submission well in advance of COP21
- Secretariat synthesis report on the aggregated effects of INDCs
- Information in the INDCs: quantifiable information on the reference point (or base year), time frames and/or periods for implementation, scope and coverage, planning processes, assumptions and methodological approaches including those for estimating and accounting for anthropogenic GHG emissions and, as appropriate, removals, and how the Party considers that INDC is fair and ambitious, in light of its national circumstances, and how it contributes towards achieving the objective of the Convention (decision 1/CP.20,para 14);
- LDCs and SIDS may communicate information on strategies, plans and actions for low greenhouse gas emission development reflecting their special circumstances in the context of INDCs (decision 1/CP.20,para 11);

# PARIS AGREEMENT: MITIGATION, ART. 4

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- Aim to reach **global peaking** of GHG emissions as soon as possible
- Achieve a **balance** between anthropogenic emissions by sources and removals by sinks of GHGs in the second half of this century
- Each Party shall prepare, communicate and maintain successive **nationally determined contributions** that it intends to achieve
- Each Party's successive NDC **progression** beyond Party's current NDC and reflect its highest possible ambition, reflecting its common but differentiated responsibilities and respective capabilities, in the light of different national circumstances
- Developed country Parties **should** continue **taking the lead**
- **Support** shall be provided to developing country Parties
- NDC: information (4.8), every five years (4.9), common time frames (4.10, adjustment (4.11), public registry (4.12)
- Accounting NDCs (4.13): guidance by CMA1 (Regular info to track progress 13.7b)
- Long-term low GHG emission development strategies

# PARIS AGREEMENT: REDD+, ART. 5

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- Parties should take action to conserve and enhance, as appropriate, sinks and reservoirs of greenhouse gases as referred to in Article 4, paragraph 1(d), of the Convention, including forests
- Parties are encouraged to take action to implement and support, including through results-based payments, the existing framework as set out in related guidance and decisions already agreed under the Convention for REDD+

# PARIS AGREEMENT: VARIOUS APPROACHES, ART. 6

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- **Voluntary cooperation** in the implementation of NDCs
- On a voluntary, **cooperative approaches** that involve the use of **internationally transferred mitigation outcomes** towards NDCs
- Guidance by CMA
- A **mechanism** to contribute to the mitigation of greenhouse gas emissions and support sustainable development is hereby established
- Body designated by the CMA
- CMA1 to adopt rules, modalities and procedures for the mechanism
- A framework for non-market approaches to sustainable development is hereby defined to promote the non-market approaches

# PARIS AGREEMENT: ADAPTATION, ART. 7

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- Parties establish the **global goal** on adaptation of enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change
- Adaptation as global challenge
- Adaptation efforts to be recognized as agreed by CMA1
- Parties should strengthen their cooperation on enhancing action on adaptation
- Each Party shall engage in adaptation planning processes and the implementation of actions
- Each Party should submit and update periodically an adaptation communication, which may include its priorities, implementation and support needs, plans and actions (public registry)

# PARIS AGREEMENT: LOSS AND DAMAGE, ART. 8

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- Parties recognize the importance of averting, minimizing and addressing loss and damage associated with the adverse effects of climate change
- The Warsaw International Mechanism for Loss and Damage may be enhanced and strengthened as determined by the CMA
- Parties should enhance understanding, action and support, including through the Warsaw International Mechanism, on a cooperative and facilitative basis with respect to loss and damage associated with the adverse effects of climate change

# PARIS AGREEMENT: FINANCE, ART. 9

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- Developed country Parties shall provide financial resources to assist developing country Parties on mitigation and adaptation
- Other Parties encouraged to provide support voluntarily
- Developed country Parties **should** continue to take the lead in mobilizing climate finance
- Developed country Parties shall biennially communicate indicative quantitative and qualitative information and provide transparent and consistent information on support for developing country Parties
- CMA1 modalities, procedures and guidelines (transparency of support)

# DECISION 1/CP.21: FINANCE

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- 54. “developed countries intend to continue their existing collective mobilization goal through 2025 in the context of meaningful mitigation actions and transparency on implementation; prior to 2025 the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement shall set a new collective quantified goal from a floor of USD 100 billion per year, taking into account the needs and priorities of developing countries”



# PARIS AGREEMENT: TECHNOLOGY, ART. 10 and CAPACITY BUILDING, ART. 11

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- Technology framework established: guidance to the Technology Mechanism in promoting and facilitating enhanced action on technology development
- Accelerating, encouraging and enabling innovation
- Support including strengthening cooperative action on technology development and transfer at different stages
- Enhance the capacity and ability of developing country Parties
- Parties should cooperate to enhance the capacity
- All Parties regularly communicate on those actions
- CMA1 to adopt a decision on capacity-building institutional arrangements

# PARIS AGREEMENT: TRANSPARENCY, ART. 13

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- Enhanced transparency framework for action and support established
- Build on and enhance the transparency arrangements under the Convention
- Purpose transparency of action: provide a clear understanding of climate change action, including clarity and tracking of progress towards achieving Parties' INDCs
- Purpose transparency of support: provide clarity on support provided and received and full overview of aggregate financial support provided
- Each Party shall provide info: National Inventory Report + Information necessary to track progress in implementing and achieving its NDC
- Technical expert review
- CMA1 building on experience from the transparency arrangements under the Convention, adopt common modalities, procedures and guidelines

# PARIS AGREEMENT: GLOBAL STOCKTAKE, ART. 14

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- CMA periodically take stock of the implementation of the PA
- To assess the collective progress towards achieving the purpose of this Agreement and its long-term goals (referred to as the “global stocktake”)
- Comprehensive and facilitative manner, considering mitigation, adaptation and the means of implementation and support, and in the light of equity and the best available science
- CMA first global stocktake in 2023 and every 5 years thereafter
- Outcome: inform Parties in updating and enhancing, in a nationally determined manner, their actions and support

# PARIS AGREEMENT: IMPLEMENTATION AND COMPLIANCE, ART. 15

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- A mechanism to facilitate implementation of and promote compliance with the provisions of this Agreement is hereby established.
- The mechanism referred to in paragraph 1 of this Article shall consist of a committee that shall be expert-based and facilitative in nature and function in a manner that is transparent, non-adversarial and non-punitive

# PARIS AGREEMENT: INSTITUTIONS

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- CMA, Art. 16
- Secretariat, Art. 17
- SBs, Art. 18
- Other subsidiary bodies, Art. 19

# PARIS AGREEMENT: FINAL CLAUSES

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- Ratification, Art. 20
- Entry into force, Art. 21
- Voting, Art. 25
- Reservations, Art. 27
- Withdrawal, Art. 28

# DECISION 1/CP.21

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- 1 year signature period
- Provisional application
- Ad Hoc Working Group on the Paris Agreement (APA) to prepare entry into force
- APA to complete its work by CMA1
- Updated INDC synthesis report by 2 May 2016
- 2018 facilitative dialogue to take stock of the collective efforts
- IPCC to provide special report on impacts global warming of 1.5C by 2018

# WAY FORWARD

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- 22 APRIL 2016: high-level signature ceremony Paris Agreement, New York
- Next steps post adoption
- APA1: Bonn May 2016, Marrakech COP22, ...
- CMA1: ?



# PARIS AGREEMENT: FINAL CONSIDERATIONS

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- Compromise text often cumbersome
- Use of different type of language
- Treaty first, rules afterwards: same mistake of Kyoto
- Weakness of individual efforts
- No obligation to implement NDCs
- Norms are often not sufficiently precise
- Lack of enforcement mechanism

# VALUE OF THE PARIS AGREEMENT

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- How to reach the 2C/1,5C objective
- Will be determined in the years to come on the basis of:
  - Legal character
  - Effectiveness
  - Political commitment



**climalia**

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**THANK YOU!**

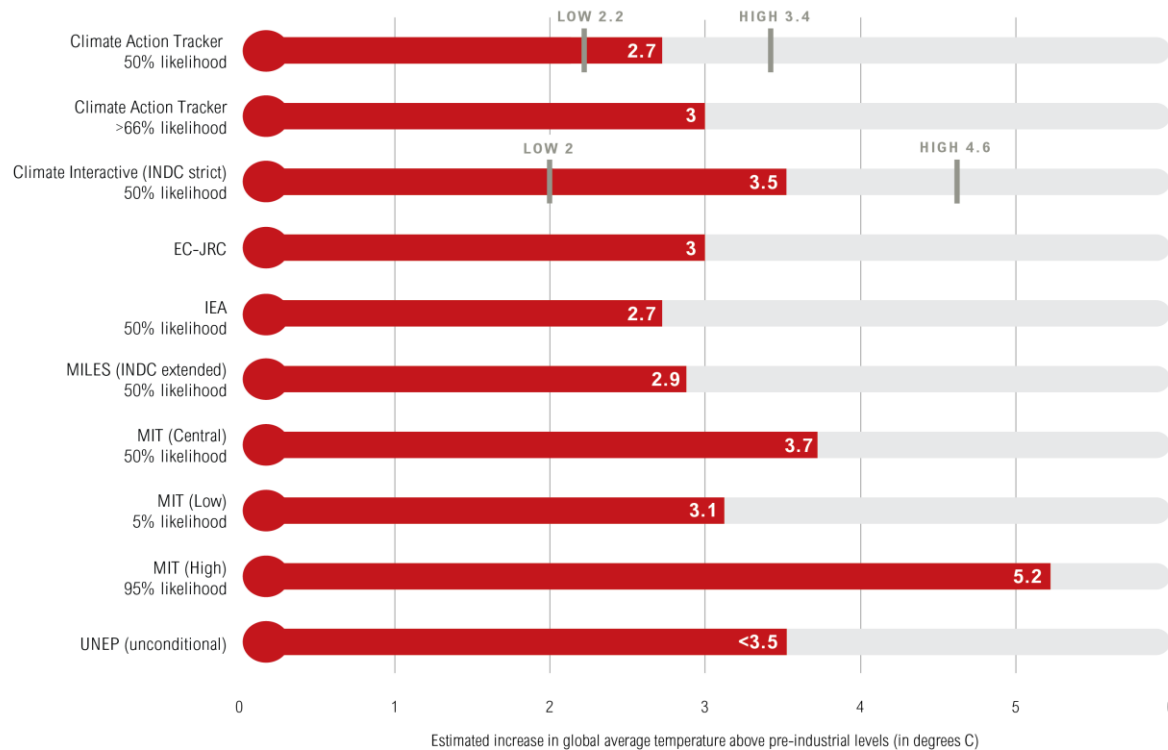
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# BACKGROUND SLIDES

## Estimates for Global Temperature Rise with INDCs



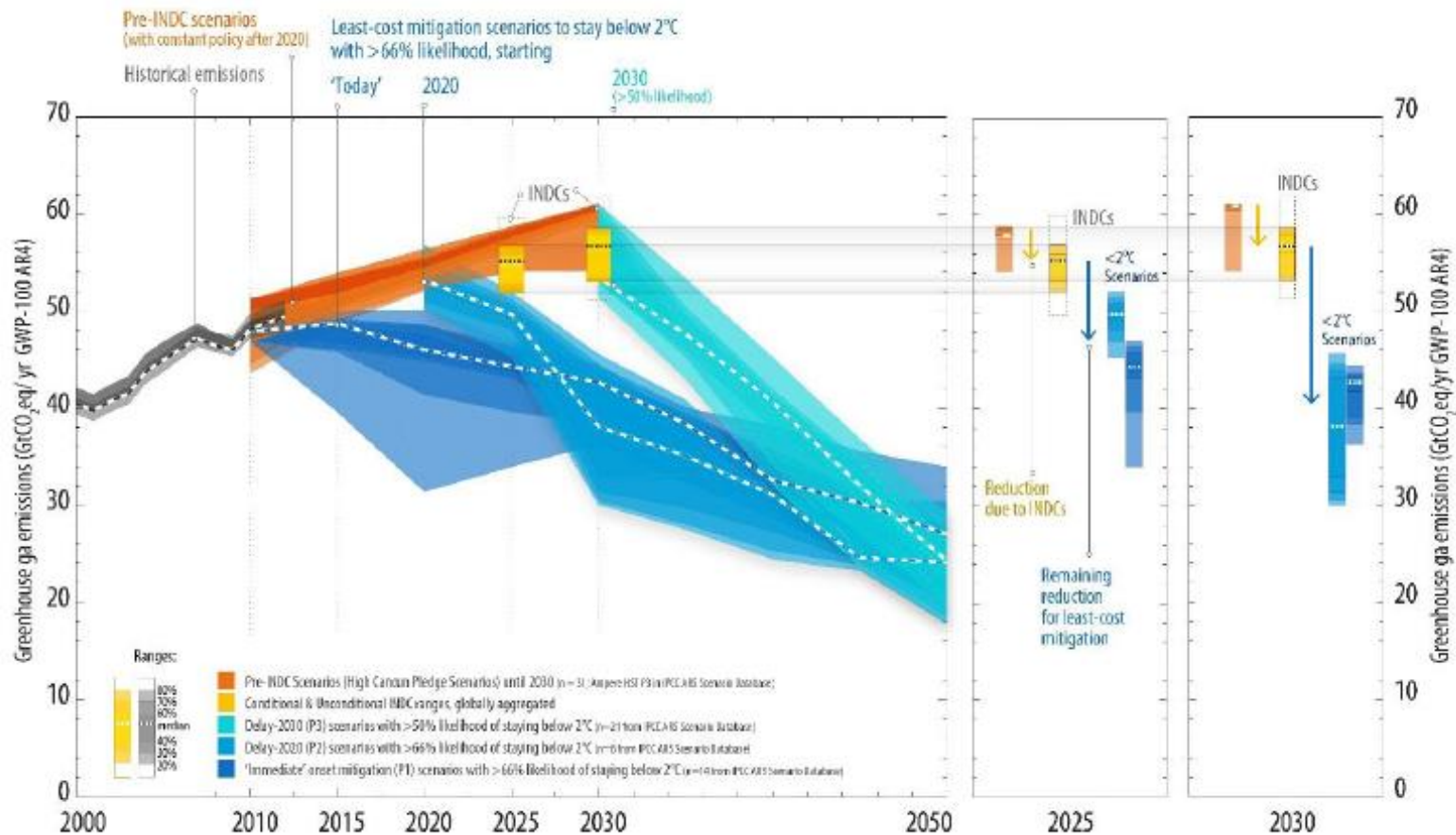
Source: WRI  
blog, 2015

Note: "Likelihood" refers to the probability of limiting global warming to a specified temperature by 2100. For instance, >66% likelihood provides a "likely" chance that warming will not exceed the given temperature.

<http://bit.ly/indc-temp>

## Comparison of global emission levels resulting from the intended nationally determined contributions in 2025 and 2030 with other trajectories

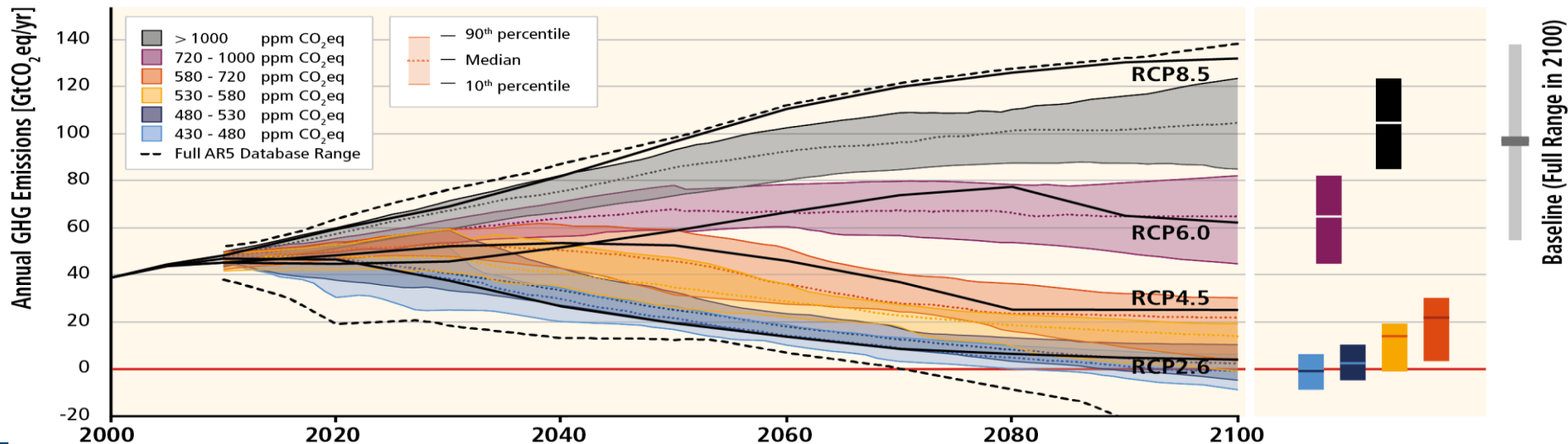
UNFCCC  
secretariat  
synthesis  
report



# IPCC 5<sup>th</sup> Assessment Report – WG III

Without more mitigation, global mean surface temperature might increase by 3.7° to 4.8°C over the 21<sup>st</sup> century.

GHG Emission Pathways 2000-2100: All AR5 Scenarios



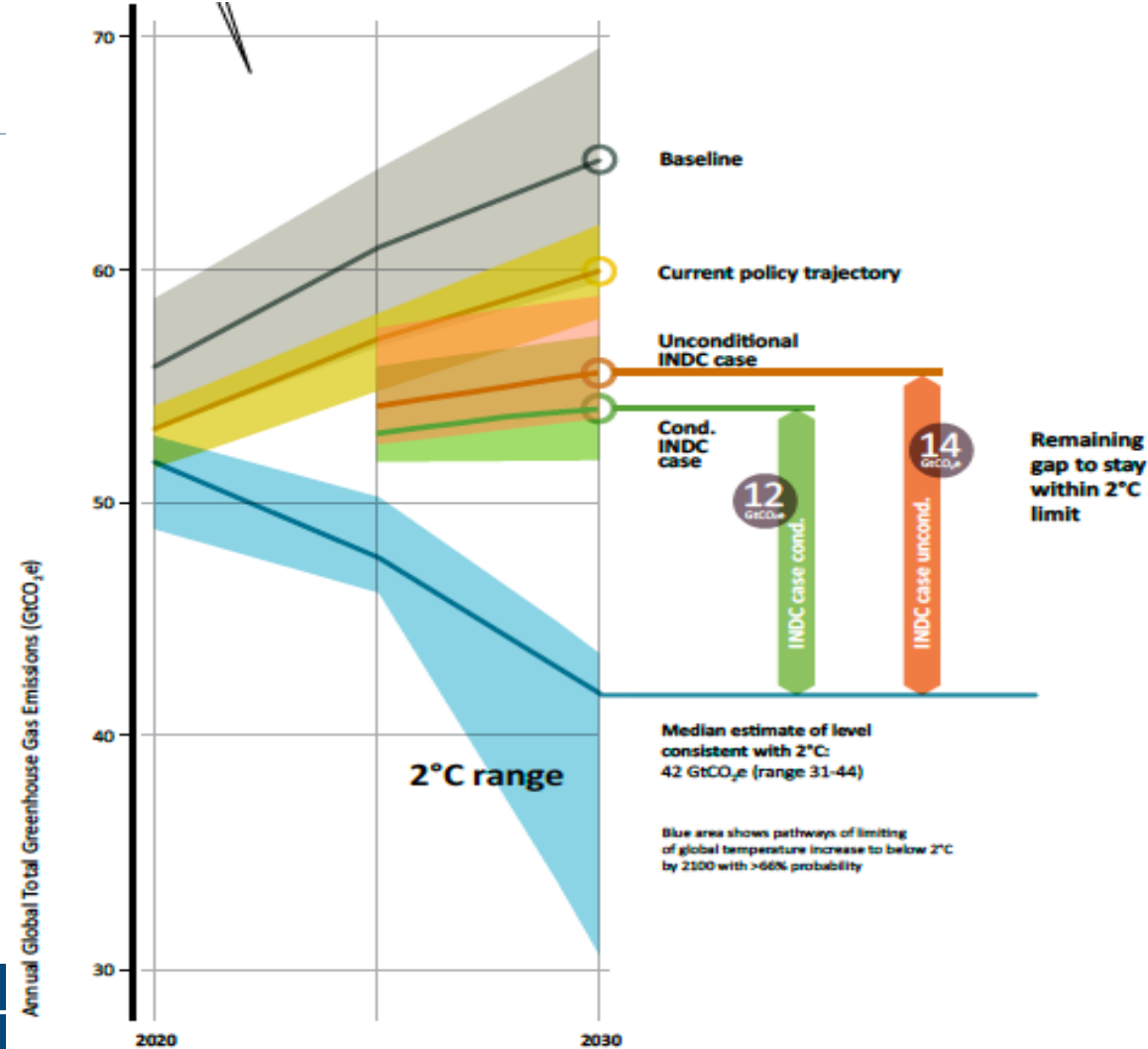
# UNEP Sixth Emissions Gap report (2015)

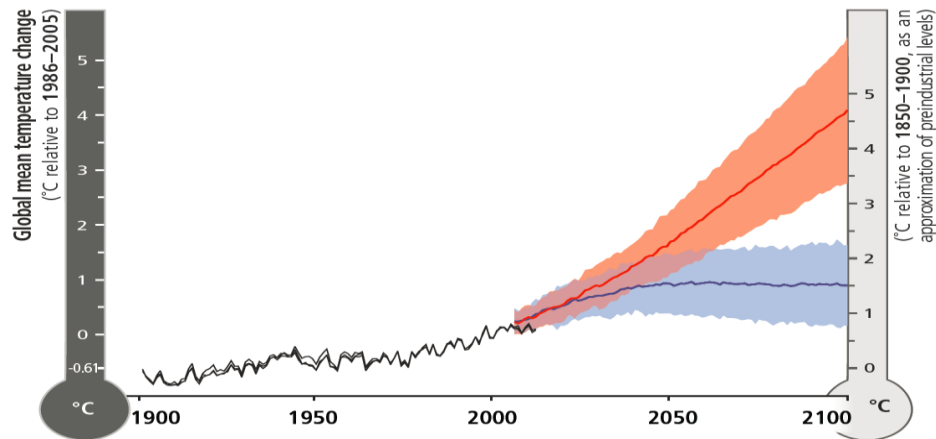
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Full implementation of unconditional INDC results in emission level estimates in 2030 that are **most consistent with scenarios that limit global average temperature increase to below 3.5°C until 2100** with a greater than 66 per cent chance. INDC estimates do, however, come with uncertainty ranges. When taking this into account the 3.5°C value could decrease to 3°C or increase towards 4°C for the low and high unconditional INDC estimates, respectively. When including the full implementation of conditional INDCs, the emissions level estimates **become most consistent with long-term scenarios that limit global average temperature increase to <3-3.5°C by the end of the century with a greater than 66 per cent chance.**

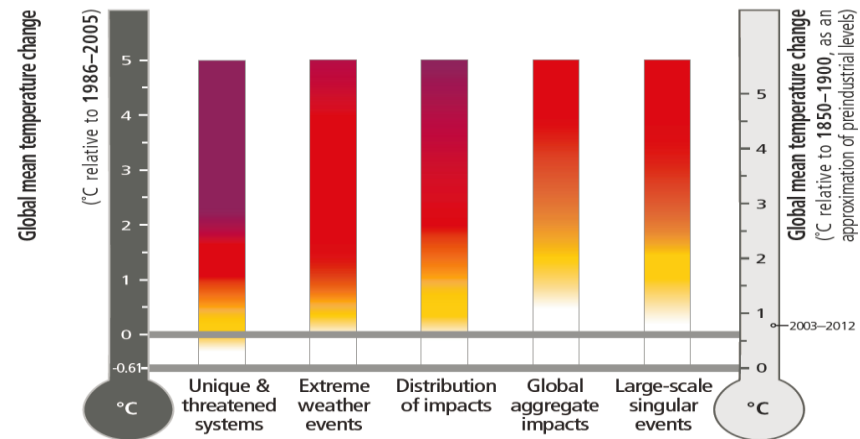


UNEP Sixth Emissions  
Gap report (2015), p. 19





- Observed
- RCP8.5 (a high-emission scenario)
- Overlap
- RCP2.6 (a low-emission mitigation scenario)



#### Level of additional risk due to climate change

Undetectable Moderate High Very high

Source: IPCC,  
WGII, 5AR,  
2014

# IPCC 5<sup>th</sup> Assessment Report – WG II

- Five integrative reasons for concern (RFCs) provide a framework for summarizing key risks across sectors and regions
- RFCs illustrate the implications of warming and of adaptation limits for people, economies, and ecosystems. They provide one starting point for evaluating dangerous anthropogenic interference with the climate system

- i) Risk of death, injury, ill-health, or disrupted livelihoods in low-lying coastal zones and small island developing states and other small islands, due to storm surges, coastal flooding, and sea level rise. [RFC 1-5]
- ii) Risk of severe ill-health and disrupted livelihoods for large urban populations due to inland flooding in some regions [RFC 2 and 3]
- iii) Systemic risks due to extreme weather events leading to breakdown of infrastructure networks and critical services such as electricity, water supply, and health and emergency services. [RFC 2-4]
- iv) Risk of mortality and morbidity during periods of extreme heat, particularly for vulnerable urban populations and those working outdoors in urban or rural areas. [RFC 2 and 3]
- v) Risk of food insecurity and the breakdown of food systems linked to warming, drought, flooding, and precipitation variability and extremes, particularly for poorer populations in urban and rural settings. [RFC 2-4]
- vi) Risk of loss of rural livelihoods and income due to insufficient access to drinking and irrigation water and reduced agricultural productivity, particularly for farmers and pastoralists with minimal capital in semi-arid regions. [RFC 2 and 3]
- vii) Risk of loss of marine and coastal ecosystems, biodiversity, and the ecosystem goods, functions, and services they provide for coastal livelihoods, especially for fishing communities in the tropics and the Arctic. [RFC 1, 2, and 4]
- viii) Risk of loss of terrestrial and inland water ecosystems, biodiversity, and the ecosystem goods, functions, and services they provide for livelihoods. [RFC 1, 3, and 4]