



Kyoto and Beyond

# ROAD TO PARIS

COP 21

Part of an ongoing series on multilateral agreements  
related to climate change

# Introduction

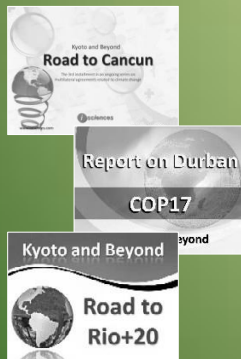
*Kyoto and Beyond* is a series of presentations on the evolving international climate treaty process that began with the United Nations Framework Convention on Climate Change (UNFCCC) 1992.

**Road to Paris** is a summary of preparations for **COP21**, the 21st session of the Conference of the Parties to the UNFCCC and the 11th session of the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol. COP21 will be held Nov. 30 – Dec. 11, 2015 in Paris, France.

**Other presentations** in the *Kyoto and Beyond* series include\*:

- 2008 *Kyoto and Beyond*
- 2009 *Kyoto and Beyond, Update*
- 2009 *Report on Copenhagen COP15*
- 2010 *Road to Cancun COP16*
- 2011 *Report on Cancun COP16*
- 2011 *Road to Durban COP17*
- 2012 *Report on Durban COP17*
- 2012 *Road to Rio+20*
- 2012 *Report on Rio+20*
- 2012 *Road to Doha COP18*
- 2013 *Report on Doha COP18*
- 2014 *Report on Warsaw COP19*
- 2014 *Report on Lima COP20*

\* Available at <http://www.isciences.com/kyoto-and-beyond/>



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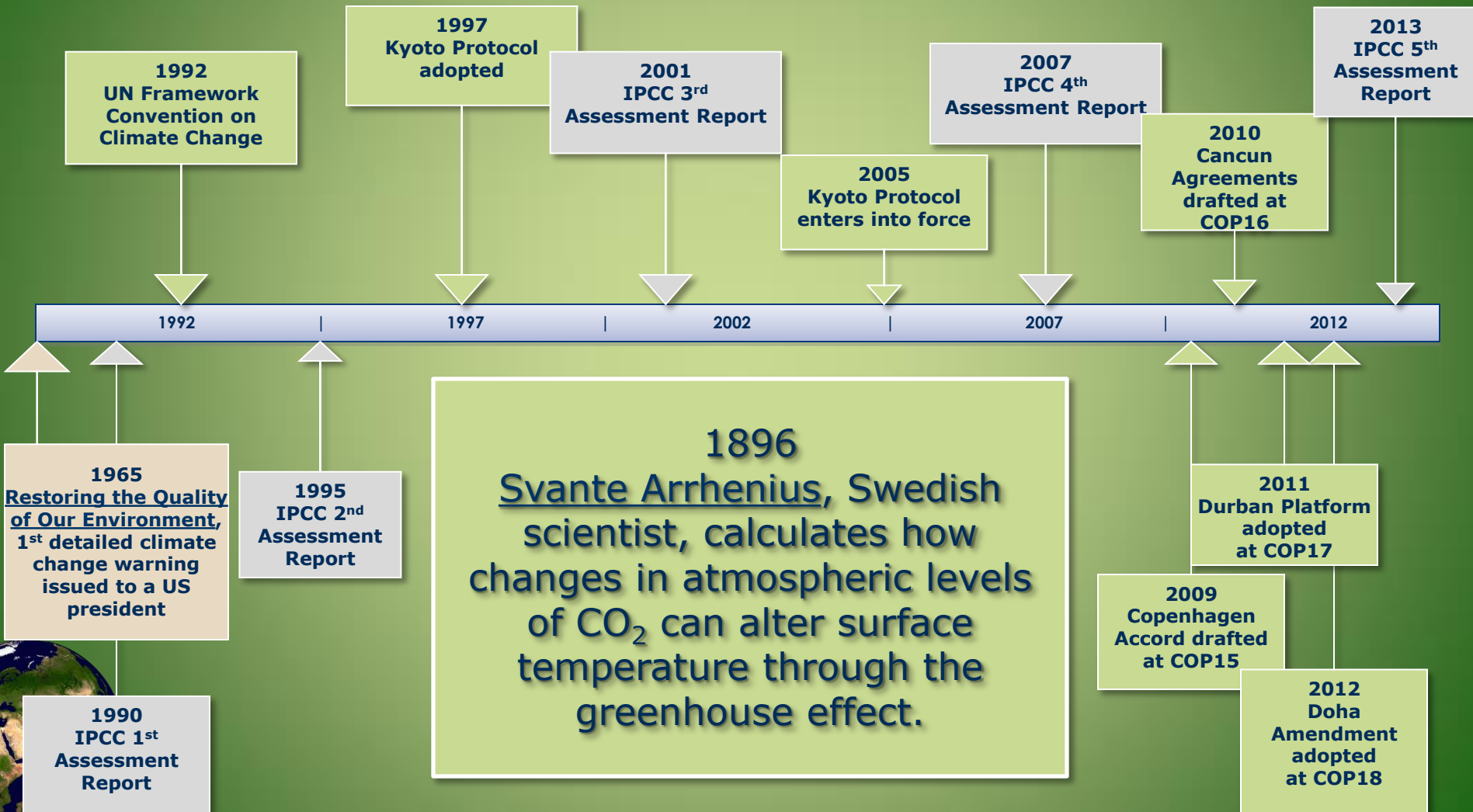


Conclusion

*This presentation includes hyperlinks to additional information indicated by underlined text.*



# Background: Timeline

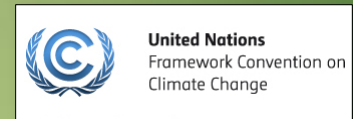




# Background: Climate Policy

*In 1992 the UNFCCC established the goal of reducing global greenhouse gas emissions (GHGs) to “prevent dangerous anthropogenic interference with the climate system.”*

Since then the global policy framework has continued to evolve.



*(Image Credit: UNFCCC)*

1997 The [Kyoto Protocol](#) created an international legal framework within the UNFCCC for emissions reduction targets for developed countries during the 1<sup>st</sup> period of the Protocol, 2008-2012.

2009 The [Copenhagen Accord](#), conceived outside of the UNFCCC process, called for voluntary emissions reduction targets achieved by 2020, and endorsed a cap on global temperature increase of 2°C. The UNFCCC officially “took note” of the Accord.

2010 The [Cancun Agreements](#) acknowledged within the UNFCCC framework the objective of keeping the average global temperature rise below 2°C.

2011 The [Durban Platform for Enhanced Action](#) was adopted, mandating the creation of a new agreement (post-Kyoto Protocol) that would be “applicable to all,” both developed and developing countries.

2012 The [Doha Amendment](#) was adopted, establishing a 2<sup>nd</sup> commitment period to the Kyoto Protocol, 2013-2020.

For a more detailed history of the UNFCCC see <http://www.isciences.com/kyoto-and-beyond/>.

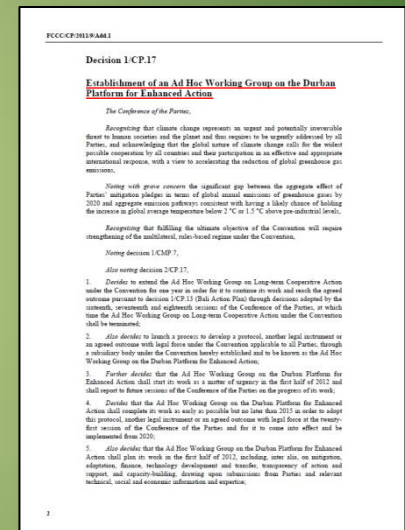


# Background: The ADP

*In 2011 at COP17 Durban, South Africa, UNFCCC negotiators created the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP).*

The ADP was tasked with:

- Developing a **post-2020 treaty applicable to all** that would be completed and adopted by 2015 at COP21 Paris and enter into force by 2020, the year in which the 2<sup>nd</sup> period of the Kyoto Protocol expires.
- Enhancing mitigation ambition to **close the ambition gap** – the difference between emissions levels expected in 2020 if pledges are met and levels needed by 2020 to meet the 2°C target.



*Report of the Conference of the Parties on its seventeenth session, held in Durban from 28 November to 11 December 2011 (FCCC/CP/2011/9/Add.1)*

*In order to adopt a new treaty at COP21 Paris, the ADP must have a draft text ready by Nov. 30, 2015 that is specific enough to address the issues yet flexible enough to encourage compliance.*



# Background: 2°C

*The “climate change speed limit”\* of 2 degrees Celsius was articulated in the Copenhagen Accord, 2009, and was formally adopted as UNFCCC policy in the Cancun Agreements, 2010.*

It quantifies the limit of global temperature increase allowed by the year 2100 above pre-industrial global mean temperature in order to “prevent dangerous anthropogenic interference with the climate system,” the objective stated in Article 2 of the UNFCCC.

*“...recognizes that deep cuts in global greenhouse gas emissions are required according to science, and as documented in the Fourth Assessment Report of the Intergovernmental Panel on Climate Change, with a view to reducing global greenhouse gas emissions so as to hold the increase in global average temperature below 2 °C above preindustrial levels...  
- Cancun Agreements, 2010*



The 2°C limit reflects the consensus of the Intergovernmental Panel on Climate Change, the scientific advisory body to the UNFCCC, in its *Fourth Assessment Report* (2007).

The 2°C threshold had been proposed 30 years earlier by William Nordhaus, an economist at Yale, in his 1977 paper titled "[Economic Growth and Climate: The Carbon Dioxide Problem](#)."

\* Carbon Brief Staff. Dec. 8, 2014. *Two degrees: The history of climate changes speed limit*. <http://www.carbonbrief.org/two-degrees-the-history-of-climate-changes-speed-limit>.



# Overview: COP21 Paris 2015

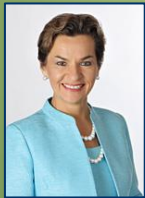
*COP21 will be held Nov. 30 – Dec. 11, 2015 in Paris, France.*

The 2015 meeting is the 21<sup>th</sup> Conference of the Parties to the UNFCCC and the 11<sup>th</sup> session of the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol.



Laurent Fabius

(Image Credits: France Diplomatie & UNFCCC)



Christiana Figueres

The Conference will be hosted by Laurent Fabius, minister of Foreign Affairs and International Development of France and President-Designate of COP 21 and CMP 11\*, and Christiana Figueres, Executive Secretary of the UNFCCC.

More than 40,000 people are expected representing 196 nations and many observer organizations, such as IGOs, NGOs, and various UN bodies.

\* Following the procedural rules of the UNFCCC, the office of COP President and host country rotates among the 5 UN regional groups.



# Overview: COP21 Objective

*COP21's objective is to adopt a universal agreement on climate which will enter into force by 2020, the year in which the 2nd period of the Kyoto Protocol expires.*

In shaping the agreement negotiators must:

- Support the directive to keep **global warming below 2°C**.
- Decide how **adaptation and mitigation** will be included.
- Clarify how transparency and **assessment of the Intended Nationally Determined Contributions\*** will be accomplished.
- Consolidate the **financial mechanisms** of the Convention that will support the agreement.

*"... a protocol, another legal instrument or an agreed outcome with legal force under the Convention applicable to all parties."*  
- Durban Platform for Enhanced Action, COP17, UNFCCC Dec. 2011)

• INDCs-Intended Nationally Determined Contributions. [http://unfccc.int/focus/indc\\_portal/items/8766.php](http://unfccc.int/focus/indc_portal/items/8766.php)



# Overview: France's Leadership

*In an effort to boost the level of international ambition ahead of COP 21 and demonstrate leadership France has established several new climate initiatives .*

French president Françoise Hollande increased France's commitment to the Green Climate Fund, a UNFCCC mandate to help developing countries finance climate adaptation, by an extra €2 billion (\$2.2bn US) per year by 2020, bringing its total contribution from €3 billion to €5 billion (\$3.3-\$5.5bn US.)



Paris Le Bourget Exhibition Centre, COP21 venue and site of Le Bourget Airport and Musée de l'Air  
(Image Credit: Francie Diplomatie)

France will also **end subsidies** allocated to firms exporting coal power plants that do not have carbon capture and storage mechanisms.

Also, Hollande and China's Xi Jinping released a joint statement supporting 5-yr progress reviews as part of the Paris agreement, an endorsement that will increase confidence in COP21 outcomes.



François Hollande,  
President of France  
(Image Credit: ActuaLitté,  
2015, via Wikimedia  
Commons)



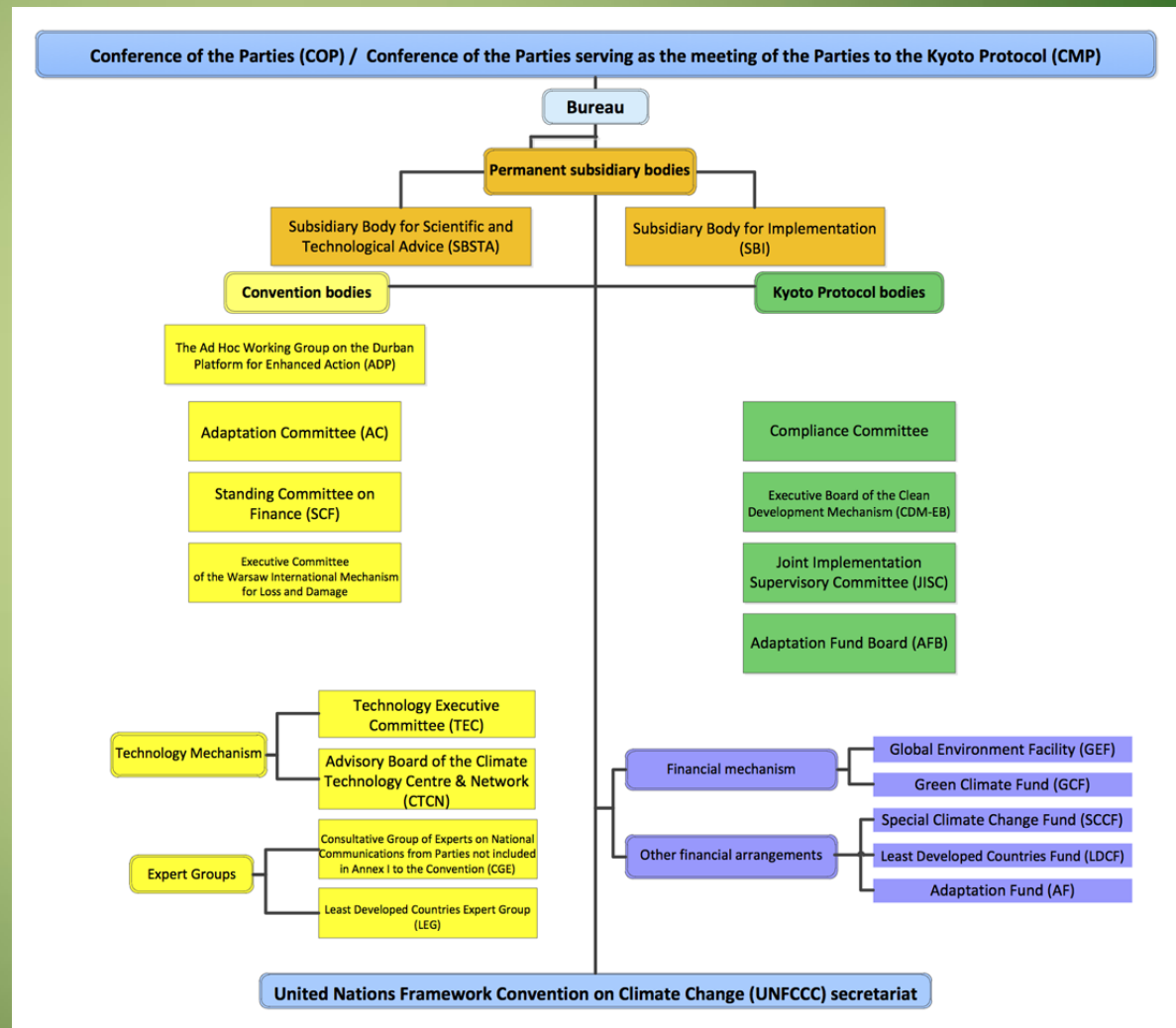
Laurence Tubiana,  
chief climate negotiator  
for France  
(Image Credit:  
www.cirad.fr)

# Process: UN Preparations

The UNFCCC multilateral preparatory process for COP21 involves many interconnected UN bodies and working groups.



(Image Credit: UNFCCC, <http://unfccc.int/bodies/items/6241.php>)



# Process: Pre-COP UNFCCC Meetings

*Four UNFCCC meetings were held prior to COP21 to hammer out details of the new treaty.*

These pre-COP meetings are essential for building consensus in a timely manner, acting as a funnel through which critical components of the treaty text emerge and take shape.



Bonn Climate Change Conference, 11 June 2015  
High Level Youth Briefing UNFCCC Executive Secretary  
(Image Credit: UNFCCC via Flickr;  
<https://creativecommons.org/licenses/by/2.0/legalcode>)

Feb. 8-13, 2015, Geneva, Switzerland

([http://unfccc.int/meetings/geneva\\_feb\\_2015/meeting/8783.php](http://unfccc.int/meetings/geneva_feb_2015/meeting/8783.php), <http://www.iisd.ca/climate/adp/adp2-8/>)

June 1-11, 2015, Bonn, Germany ([http://unfccc.int/meetings/bonn\\_jun\\_2015/meeting/8856.php](http://unfccc.int/meetings/bonn_jun_2015/meeting/8856.php), <http://www.iisd.ca/climate/sb42/enb/>)

Aug. 31-Sept. 4, 2015, Bonn, Germany (<http://unfccc.int/2860.php>, <http://www.iisd.ca/climate/unfccc/adp2-11/>)

Oct. 19-23, 2015, Bonn, Germany ([http://unfccc.int/meetings/bonn\\_oct\\_2015/meeting/8924.php](http://unfccc.int/meetings/bonn_oct_2015/meeting/8924.php), <http://www.iisd.ca/climate/unfccc/adp2-11/>)





# Process: Pre-COP Oct 2015 Bonn

*Negotiations were tense at the final Bonn pre-COP meeting Oct. 19-23, 2015.*

Prior to the October meeting ADP Co-Chairs Ahmed Djoghlaif (Algeria) and Daniel Reifsnyder (US) released a new draft of the negotiating text, which they had trimmed from 90 pages to 20 pages.

The Co-Chairs draft proved to be a **rocky starting point** as many parties in Bonn felt the text abandoned substantive issues representing Parties' concerns, particularly those of Developing countries.

The conference went into overtime as negotiators created a reconstituted 55-page text\* with multiple options. In the end, the familiar rift between Developed and Developing nations over **financing** cast the longest shadow.

*"We now have a Party-owned text that is balanced and complete. The challenge for governments is to bring it down to a much more concise and coherent form for adoption in Paris."*

*- Christiana Figueres, UNFCCC Executive Secretary (Oct. 23, 2015)*

*With just five weeks before the global summit in Paris, negotiators charged with the responsibility of saving the world from runaway emissions remained stuck on money.*

\* Draft Agreement and Draft Decision on workstreams 1 and 2. Oct. 23, 2015. <https://unfccc.int/files/bodies/application/pdf/ws1and2@2330.pdf>. Draft Decision on Workstream 2. [https://unfccc.int/files/meetings/bonn\\_oct\\_2015/application/pdf/ws\\_2.pdf](https://unfccc.int/files/meetings/bonn_oct_2015/application/pdf/ws_2.pdf).



# Process: Conference Schedule

*The 12-day gathering at COP21 in Paris includes meetings of the COP, CMP, SBI, SBSTA, and ADP.*

Overview schedule as of Oct. 23, 2015.

COP – [Conference of the Parties](#)

CMP – [Conference of the Parties service as the Meeting of the Parties to the Kyoto Protocol](#)

SBI – [Subsidiary Body for Implementation](#)

SBSTA – [Subsidiary Body for Scientific and Technological Advice](#)

ADP – [Ad Hoc Working Group on the Durban Platform for Enhanced Action](#)

## SCHEDULE OF MEETINGS

SESSION	DATE	AGENDA
<a href="#"><u>ADP 2-12</u></a>	8 – 11 Nov 2015	No agenda available
<a href="#"><u>COP 21</u></a>	30 Nov – 11 Dec 2015	<a href="#"><u>FCCC/CP/2015/1</u></a>
<a href="#"><u>CMP 11</u></a>	30 Nov – 11 Dec 2015	<a href="#"><u>FCCC/KP/CMP/2015/1</u></a>
<a href="#"><u>SBI 43</u></a>	1 – 4 Dec 2015	<a href="#"><u>FCCC/SBI/2015/11</u></a>
<a href="#"><u>SBSTA 43</u></a>	1 – 4 Dec 2015	<a href="#"><u>FCCC/SBSTA/2015/3</u></a>



# Issues: 2020 Treaty, Binding?

*National emissions reduction goals (INDCs) are expected to be voluntary political commitments. How, then, might the multilateral process forge a binding agreement with non-binding elements?*

A **legally binding core agreement** could elaborate on elements of the UNFCCC and provide an overview of intentions while leaving the details to be expressed in ancillary instruments.

**Ancillary instruments, such as COP decisions, annexes, and national schedules,** could express good faith requirements of national emissions reduction goals and other issues while retaining the flexibility and language of voluntary status.

*The international climate dialogue has slowly evolved from viewing voluntary action as a liability, to recognizing it as the opportunity for universal action.*



# Issues: 2020 Treaty & the US

*The separation of a binding core agreement from its non-binding companion instruments is an important distinction to the United States.*

The president can adopt “presidential executive agreements” without a **Senate vote**, based on his existing legal authority.\* A core agreement that simply elaborates on elements of the UNFCCC, which the US Senate ratified, would require executive action only.

However, **binding national emissions reduction goals or finance commitments would require congressional consent.** The Kyoto Protocol, which the US did not ratify, established binding quantitative limits on developed country’s emissions.



Todd Stern, US Special Envoy for Climate Change  
(Image Credit: US Dept. of State)

*“We are looking for something that is not binding.”*

- Todd Stern, Oct. 20, 2015

*The success of a new global climate change agreement in Paris is dependent on acceptance by the world’s major economies.*

\* Bodsky, Daniel. May, 2015. *LEGAL OPTIONS FOR U.S. ACCEPTANCE OF A NEW CLIMATE CHANGE AGREEMENT*. Center for Climate and Energy Solutions.  
<http://www.c2es.org/docUploads/legal-options-us-acceptance-new-climate-change-agreement.pdf>



# Issues: 2020 Treaty, Details

*Several components that have been part of the on-going dialogue will find their way into the documents coming out of Paris.*

**Review period.** 5-yr reviews of INDCs with increasingly ambitious targets.

**Transparency and accountability of INDCs.** Minimum requirements for national monitoring, reporting, and verification (MRV); definition of international compliance units; registries; crediting mechanisms.

**Land use.** Recommendations for land use practices such as reforestation may be included, but regardless, will be components of some countries' INDCs.

**Pre-2020 ambition.** While focused primarily on post-2020 commitments, negotiators will be expected to offer pre-2020 goals as well.

**Financing climate action.** Who should provide finance, at what scale, from what sources, to which activities, through which institutions.

*“Loss and damage”\* – compensation for climate impacts that are difficult to adapt to – could also be included but has the potential to be a volatile issue.*

\* Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts. [http://unfccc.int/adaptation/workstreams/loss\\_and\\_damage/items/8134.php](http://unfccc.int/adaptation/workstreams/loss_and_damage/items/8134.php)



# Issues: Financing

*Where's the money? Financing must be resolved in Paris or confidence in any outcome will be compromised.*

Through the Green Climate Fund nations have committed to mobilizing \$100 billion by 2020 to help poorer countries transition to clean energy and adapt to climate change.

*"Financing is the most challenging aspect of the whole deal. There is no credible road map to the \$100 billion."  
- Christiana Figueres, UNFCCC Executive Secretary (Summer, 2015)*

First put forth in the Copenhagen Accord, the GCF was formally established at COP16.

- Both developed and developing nations have made pledges.
- Of \$10.2 billion officially pledged as of Oct. 18, 2015, 43% has not been fulfilled.
- Informal negotiations prior to COP21 Paris may have generated close to \$50 billion.
- Money can be from donations, public or private loans, or direct investment.
- Questions persist over accounting methods: Repurposed aid? Or "new" money?\*

*Financing is likely to be a thorny issue in Paris.*

\* Porter, Eduardo. Sept. 29, 2015. *Getting to \$100 Billion in Climate Change Aid*. New York Times. [http://www.nytimes.com/2015/09/30/business/getting-to-100-billion-in-climate-change-aid.html?\\_r=0](http://www.nytimes.com/2015/09/30/business/getting-to-100-billion-in-climate-change-aid.html?_r=0); Sethi, Nitin. Oct. 23, 2015. *Developing countries irked by report saying climate change funds delivered*. Business Standard. [http://www.business-standard.com/article/international/developing-countries-irked-by-report-saying-climate-change-funds-delivered-115102200764\\_1.html](http://www.business-standard.com/article/international/developing-countries-irked-by-report-saying-climate-change-funds-delivered-115102200764_1.html)



# Issues: INDCs, What Are They?

*There is no definition of what should be included in INDCs and no standard format, making comparison difficult.*

INDCs can include mitigation or adaptation elements. Examples include:\*

- A **long term emission reduction target**, such as net zero emissions by 2050.
- Developed countries: **economy-wide emission reduction target** aligned with long term goal.
- Developing countries: **economy-wide intensity based emission reduction target** that would ensure peaking of emissions within the commitment period.
- Policies and instruments that put a meaningful **price on carbon**.
- Additional policies and **measures that support the price on carbon in key emission sectors**, e.g. transport, buildings, industry, agriculture and forestry.
- Commitment to **remove perverse incentives** e.g. subsidies for fossil fuel.
- Clear **timetables** for implementing all commitments made.

*The hope is that nations will begin to think of INDCs not as “climate action lists but instead as strategic investment plans for low-carbon growth.”\**

\* The Climate Group. March 2015. Insight Briefing: INDCs – Investment plans for low carbon growth. [http://www.theclimategroup.org/\\_assets/files/INDC-Insight-briefing-March-2015.pdf](http://www.theclimategroup.org/_assets/files/INDC-Insight-briefing-March-2015.pdf)



# INDCs: A Landmark Deal

*A pivotal moment in global climate history occurred on Nov. 11, 2014 when the US and China struck a deal.*

President Xi Jinping and President Obama, leaders of the No. 1 and No. 2 carbon polluters, jointly announced targets for emissions reductions.

The US pledged to emit 26 to 28 percent less carbon in 2025 than in 2005, double the pace targeted for period 2005 to 2020.

China pledged to reach peak carbon emissions by 2030 and that clean energy would account for 20 percent of total energy production by 2030.



President Obama and President Xi Jinping, Nov. 11, 2014  
(Image Credit: wh.gov)

The two also agreed to co-finance a carbon capture and storage project in China.

*This handshake between the developed and developing world put pressure on foot-draggers in both camps to step forward with meaningful targets.*





# Issues: INDCs of Major Emitters

*As of Oct. 29, 2015\*, 155 countries have submitted their INDC pledges to the UNFCCC, representing 87% of global emissions and 88% of global population.*

## Submission status of major emitters:

- |                |   |
|----------------|---|
| CHINA          | Peak emissions around 2030; increase renewable energy to account for 20 % of energy consumption by 2030; launch national emissions trading system in 2017.  |
| UNITED STATES  | Reduce emissions by 26-28% below 2005 levels by 2025; make best efforts to reduce by 28%.   |
| EUROPEAN UNION | Reduce emissions 40% by 2030.   |
| INDIA          | Increase share of non-fossil-based power capacity from 30% today to about 40% by 2030; reduce emissions intensity per unit GDP by 33-35% below 2005 by 2030; create an additional carbon sink of 2.5 to 3 billion tons of carbon dioxide through additional tree cover. |
| RUSSIA         | Reduce emissions by 25%-30% below the 1990 level by 2030.   |

*China's pledge was pivotal. However, a recent report indicates that China is burning 17% more coal per year than previously reported, pumping an additional billion tons of CO<sub>2</sub> into the atmosphere.*

\* Climate Action Tracker. <http://climateactiontracker.org/indcs.html>; See also UNFCCC INDCs as communicated by Parties, <http://www4.unfccc.int/submissions/INDC/Submission%20Pages/submissions.aspx>

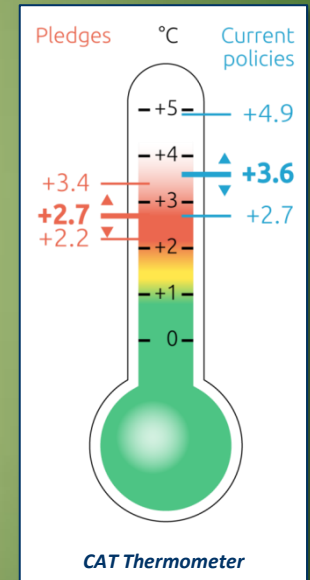


# Issues: INDCs ≠ 2°C

*Estimates vary\* as to how much current pledges will limit projected warming by 2100. The UNFCCC cites +2.7°C (4.9°F) above pre-industrial levels.*

Several factors account for differences in estimates:

- What, if any, actions will countries take after their pledge periods end in 2025/2030?
- Will post-pledge-period actions be the same as prior, or will commitments be more ambitious?
- Will China include other GHGs post-pledge-period, and reduce emissions after they peak in 2030?
- Will developing countries without current commitments take action and when?



(Image Credit: Climate Action Tracker, <http://climateactiontracker.org/global.html>, accessed Oct. 27, 2015)

*Though not enough to meet the 2°C target, the pledges represent “a clear and determined down-payment,” says UNFCCC Executive Secretary Christiana Figueres.*

- Climate Action Tracker. <http://climateactiontracker.org/indcs.html>; See also Climate Interactive, Climate Scoreboard, <https://www.climateinteractive.org/tools/scoreboard/>; and UNFCCC, Nov. 1, 2015, Synthesis report on the aggregate effect of INDCs, <http://unfccc.int/resource/docs/2015/cop21/eng/07.pdf>

# Positions: The Pope

*On May 24, 2015 Pope Francis, leader of the Catholic Church, released an encyclical on the environment, an action whose significance is in its moral call to action and its wide reach.*



Pope Francis,  
Sept. 26, 2015  
(Image Credit: Chief Petty  
Officer Nick Ameen via  
Wikimedia Commons)

*Laudato si, Praise be to you – On Care For Our Common Home, reflects Francis’ emphasis on social justice and reform of the church.*



The Holy See

ENCYCLICAL LETTER  
**LAUDATO SI**  
OF THE HOLY FATHER  
**FRANCIS**  
ON CARE FOR OUR COMMON HOME

1. "LAUDATO SI, mi"  
Saint Francis of Assisi  
ble and a beautiful one  
through our Sister, Mo  
with coloured flowers.  
2. This sister now cries  
use and abuse of the g  
her lords and masters,  
by sin. It also reflects  
in all forms of life. This  
abandoned and maltr  
we ourselves are disa  
breathe her air and see  
Nothing in this world o  
3. More than fifty year  
2008 wrote an Encycli  
addressed his messag  
women of good will" H

*“If present trends continue this century may well witness extraordinary climate change and an unprecedented destruction of ecosystems, with serious consequences for all of us.”*  
**- Pope Francis, *Laudato si*, May 24, 2015**

**Pope Francis, June 18, 2015, statement on release of *Laudato si***

*“The foreign debt of poor countries has become a way of controlling them, yet this is not the case where ecological debt is concerned,” Francis wrote. “In different ways, developing countries, where the most important reserves of the biosphere are found, continue to fuel the development of richer countries at the cost of their own present and future.”*

*“The developed countries ought to help pay this debt by significantly limiting their consumption of non-renewable energy and by assisting poorer countries to support policies and programmes of sustainable development.”*



# Conclusion: Hope for Paris?

*No doubt, the Paris Climate Conference will exhibit symptoms of its predecessors: long talks well past deadlines and heated discussions over responsibilities and money. But there are some differences that offer hope.*

In the past, environmental concerns were the nearly exclusive domain of negotiators and environmental groups.

Now, global economic engines, multinational corporations, sub-national regional authorities, investors, and religious leaders are pushing.

Optimism has also gotten an infusion from the explosion in more affordable clean energy, as fossil fuel interests are plummeting.



Ban Ki-moon, UN Secretary-General, Nov. 5, 2015  
(Image Credit: United Nations Photo via [https://twitter.com/UN\\_Spokesperson](https://twitter.com/UN_Spokesperson))

*Momentum may be the defining success of Paris.*

Watch for ISciences' post-Paris analysis of COP21 at <http://www.isciences.com/kyoto-and-beyond/>.





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