



TOWARDS PARIS 2015:

What does a new global climate policy mean for Central Asia?



2015





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ACRONYMS

AC	Adaptation Committee	GCF	Green Climate Fund
ADP	Ad-hoc Durban Platform working group	GHG	Greenhouse Gas
APAN	Asia Pacific Adaptation Network	INDCs	Intended Nationally Determined Contributions
CAREC	Regional Environmental Centre for Central Asia	IPCC	Intergovernmental Panel on climate change
CDM	Clean Development Mechanism	NAMA	Nationally Appropriate Mitigation Measures
CFU	Climate Funds Update	NC	National Communications
COP	Conference of the Parties	NDB	New Development Bank
CP	Decision of the Conference of the Parties	PPCR	Pilot Program for Climate Resilience
CMP	Meeting of the Parties	SDG	Sustainable Development Goals
CTF	Clean Technology Fund	SPCR	Strategic Program for Climate Resilience
ETS	Emissions Trading Scheme	UNFCCC	United Nations Framework Convention on Climate Change



It is known that the global climate negotiations in Lima, Peru have resulted in a new document, the Lima Call for Climate Action that sets up the framework for negotiations on a new climate treaty to be agreed at the forthcoming COP 21 UNFCCC in 2015 in Paris. Lima has given a new urgency towards fast tracking adaptation and building resilience across the developing world. The talks were evident in the progress on elevating adaptation onto the same level as the cutting of greenhouse gas emissions. This will be done through the recognition that National Adaptation Plans (NAPs) offer an important way of ensuring resilience. The nations also agreed the basic rules on how all countries can submit contributions to the new agreement during the first quarter of 2015. These Intended Nationally Determined Contributions (INDCs) will form the foundation for climate action post 2020, when the new agreement would come into effect, and substitute for the Kyoto Protocol (1997) and subsequent agreements adopted in Copenhagen (2010) and Cancun (2010). The treaty in Paris is expected to introduce new mechanisms of political and institutional frameworks of the international cooperation to tackle climate change and keep a +2°C limit for the global temperature increase.

The year 2015 is supposed to be a turning point in the history of the global climate change talks, with more than 190 nations to gather in Paris and discuss a possible new global agreement on climate change.

In this context, the countries of Central Asia might use a momentum and explore opportunities for joint positioning towards low-carbon development and climate-resilient future in the region.

This report aims to inform the countries of Central Asia and the international community about the key findings of the recent climate negotiations in Lima (COP 20, 2014) and expectations from the global climate treaty, which is anticipated to be adopted in December in Paris (COP 21, 2015). The report also provides an update on the status quo of the Central Asian countries on their national climate policies and joint regional vision towards a new era of global climate actions.

The report primarily draws from references and literature available at the UN Framework Convention on Climate Change (UNFCCC) website (UN newsroom and COP decisions), analytical reports and working papers of international development agencies. The content of the section about Central Asia relies on the findings and discussions of the **Subregional conference on climate change in Central Asia: an opportunity for joint actions towards Paris 2015**, which was held on February 3-4, 2015 in Almaty, Kazakhstan.¹ The report acknowledges the limitation of data and lack of official national statements and INDCs of the Central Asia countries at the time of the report's completion.

¹ The subregional conference has been organised by CAREC and sponsored by Asia Pacific Adaptation Network (APAN), which is supported by the Ministry of the Environment, Japan, the Asian Development Bank, the USAID funded ADAPT Asia-Pacific project and other development partners.

1. Background of global climate policy

1.1. DURBAN PLATFORM FOR ENHANCED ACTIONS

The UN Climate Change Conference in Durban (COP 17) was a turning point in the climate change negotiations. In Durban, the national governments clearly recognized the need to draw up the blueprint for a fresh **universal, legal agreement to deal with climate change beyond 2020**, where all will play their part to the best of their ability and be able to reap the benefits of success together (UNFCCC COP17/CMP 7 2011).

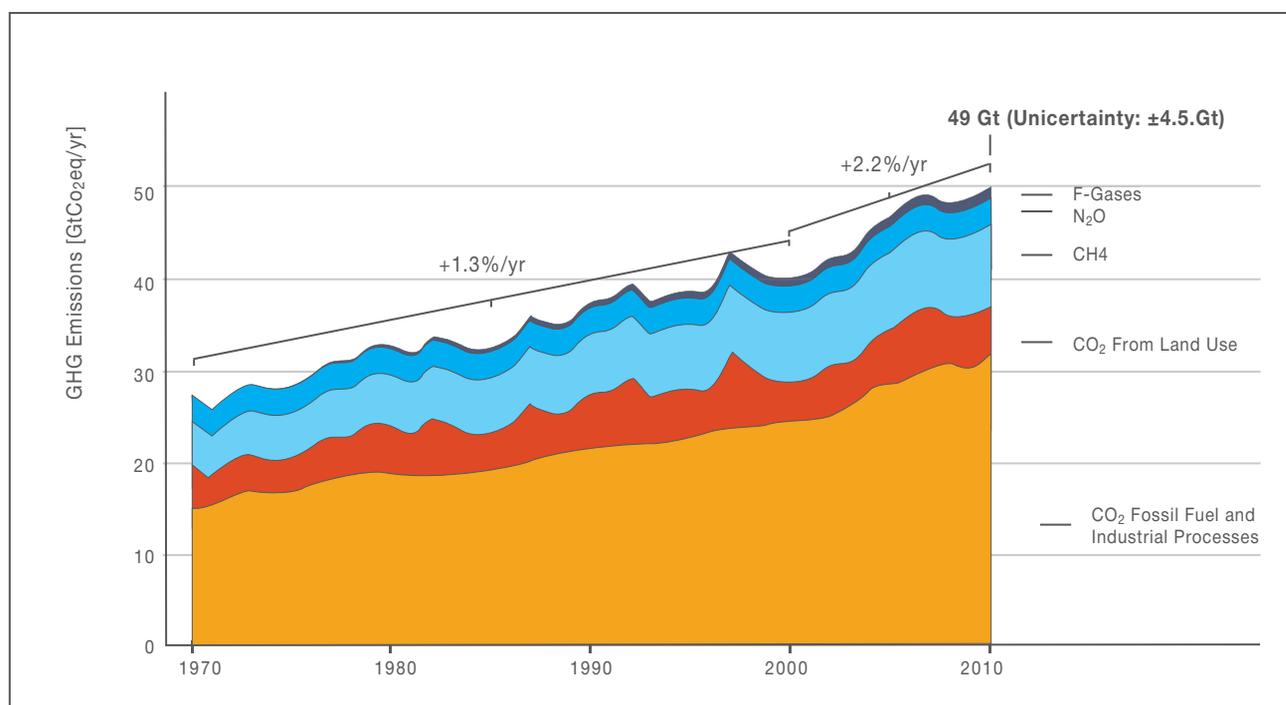
In short, all governments committed in Durban to a comprehensive plan that would come closer over time to deliver the ultimate objective of the Climate Change Convention: to stabilize greenhouse gas concentrations in the atmosphere at a level that will prevent dangerous interference with the climate system and at the same time preserve the right to sustainable development.

The challenge, then and now, is to push climate action forward as rapidly as possible, both inside and outside the climate change negotiations. The reality is that a looming gap remains between current national and international actions and intentions to reduce emissions and the actual level required to keep average global temperatures rising at no more than **two degrees** above their pre-industrial level, above which science shows that there is a much higher risk of very serious climate impacts.

Additionally, even if the two-degree scenario is met, developing countries, especially the poorest and most vulnerable, would still need much more support **to be adapted** to the change that is already embedded in the global climate system.

Fig 1. CONCENTRATION OF GLOBAL GHG EMISSIONS

Source: IPCC 2014



Background of global climate policy

1.2. ROAD FROM LIMA-2014 TO PARIS-2015

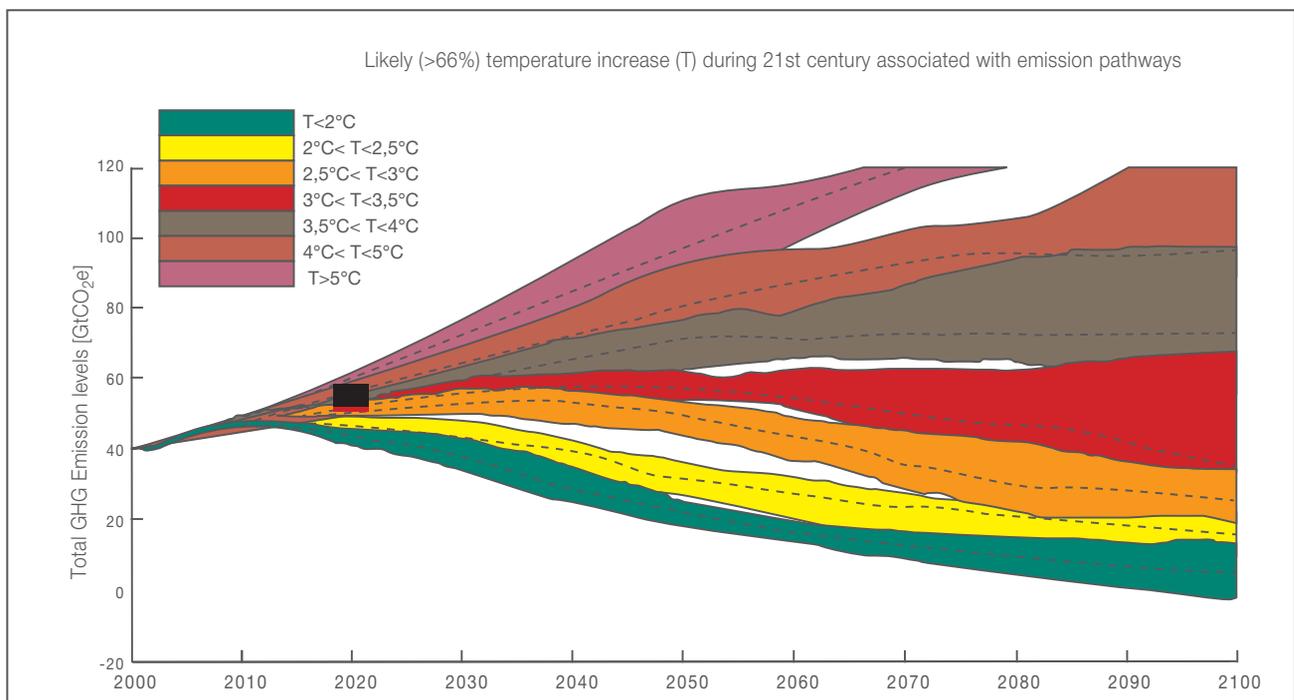
The will to act all together and work on a «protocol, legal instrument or agreed outcome with legal force», applicable to all UNFCCC parties, keeping within the +2°C limit, which was recognised at the Durban Platform (ADP), created a solid ground for the **Lima Call for Climate Actions**, concluded in December 14th 2014 in Lima, Peru (COP 20). The document was agreed among 195 countries, and approved by the Decision 1/CP.20, representing both (a) classic compromise between the rich and poor countries, and (b) significant breakthrough after twenty years of difficult climate negotiations (UNFCCC COP 20/CMP 10 2014).

The document envisages that the «new instrument» will have to be adopted in December 2015 in Paris and implemented from 2020. The **2013 Warsaw Conference** also made a crucial step towards reaching a universal climate agreement in Paris in 2015, namely that all States will have to communicate their «**contributions**» or the efforts they intend to undertake to reduce their greenhouse gas emissions – before the Paris Conference, for them to be assessed during the first half of 2015.

The Lima Document constitutes a significant departure from the past two decades of international climate policy, which – since the 1995 Berlin Mandate and the 1997 Kyoto Protocol – have featured a coverage of only a small subset of countries, namely the so-called Annex I countries (industrialised nations, as of twenty years ago).

Fig 2. LIKELY TEMPERATURE INCREASE (T) DURING 21ST CENTURY

Source: UNEP 2012



Box 1. WHY INTENDED NATIONALLY DETERMINED CONTRIBUTIONS?

Intended: The term «intended» relates to the fact that the legal status of the contributions and their final form under the 2015 agreement are yet to be decided. Also, it suggests that the contribution may be a subject to review and/or adjustment, for example, if future rules change the assumptions (e.g. about land use accounting) that Parties made when preparing their INDC, or if Parties communicate final contributions at a later date. Thus, the contributions that Parties first come forward with may be finalised through a process to be defined by the negotiations.

Nationally determined: The language «nationally determined» underscores that contributions will be developed by countries rather than collectively determined.

Contribution: The INDCs were defined in Warsaw as contributions «towards achieving the objective of the Convention as set out in its Article 2.» That objective is «to achieve the stabilisation of greenhouse gas (GHG) 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.» INDCs may also contribute to numerous domestic objectives associated with the shift to a low-carbon economy, including gains in energy efficiency, reduced deforestation, curbing of air quality, among others as further described below. In addition, INDCs allow Parties to demonstrate their national contribution to the broader global effort which will involve all Parties. The term «contribution» is used without prejudice to the legal nature of the contribution or type of contribution.

Source: Levin And Rich.2014

1.3. INTENDED NATIONALLY DETERMINED CONTRIBUTIONS (INDCS)

The COP, by its Decision 1/CP.19, invited all Parties to initiate or intensify domestic preparations for their Intended Nationally Determined Contributions (INDCs) towards achieving the objective of the Convention, without prejudice to the legal

Importantly, the Lima document provides that each country's INDC shall include a clear statement of emissions mitigation, and may include quantifiable information on reference points (such as the base year), time frame of implementation and coverage, assumptions and methodological approaches for estimating and accounting for GHG, as well as each country's own assessment of its INDC's

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