

**SUBMISSION BY SINGAPORE TO THE
AD HOC WORKING GROUP ON THE DURBAN PLATFORM FOR
ENHANCED ACTIONS (ADP) – WORKSTREAM 1**

1 Singapore would like to provide initial views on the issue of Nationally Determined Contributions (NDCs), in the context of paragraph 2 of decision 1/CP.19.

2 This submission builds upon and should be read with Singapore's earlier submissions to the ADP on Workstream 1 dated 26 February 2013 and 2 September 2013.

3 As we stated in our submission dated 26 February 2013, the UN Framework Convention on Climate Change is the foundation for negotiations under the ADP. The ADP negotiations are not an exercise in rewriting the principles and provisions of the Framework Convention.

4 We should build on the momentum achieved at Warsaw and aim for another substantive decision at the Lima COP in 2014. In Singapore's view, a Lima COP decision should provide greater clarity on the "rules of the game" relating to the submission of NDCs in 2015. In this regard, Singapore regards the following as being essential elements for a Lima COP decision on NDCs:

- (i) Parameters for NDCs;
- (ii) Information requirements for NDCs; and
- (iii) Parameters for consultation on NDCs.

(i) Parameters for NDCs

5 The Framework Convention and the Warsaw COP decision on NDCs will be the basis for constructing a durable 2015 global agreement applicable to all and under the Convention. In operationalizing the notion of NDCs, the following parameters need to be acknowledged and affirmed in a Lima COP decision:

- i. All Parties have a common obligation to submit a NDC as part of the 2015 global agreement, in accordance with Article 4.1 of the Convention.
- ii. All Parties must include a mitigation component in their NDCs. However, this does not preclude contributions beyond mitigation. In this regard, the NDCs must be consistent with Parties' existing

obligations under the Convention.

- iii. NDCs must be understood in the context of “common but differentiated responsibilities and the specific national and regional development priorities, objectives and circumstances”, as enshrined in Article 4.1 of the Convention. Accordingly, the notion of NDCs implies that there will be diversity in types of contributions. While the type of contribution from each Party will vary, there is a common obligation for all Parties to put forward a NDC.
- iv. All developed country Parties, consistent with Article 3.1 of the Convention, should demonstrate leadership, including by coming forward early with ambitious NDCs.
- v. In the context of paragraph 2 (d) of decision 1/CP.19, there is continued need for support from developed country Parties.
- vi. The notion of NDCs implies that contributions are not internationally imposed or multilaterally negotiated. Any allocation or imposition of contributions based on formulaic approaches, indicators, or criteria will go against the spirit and substance of NDCs and will not help to build consensus.
- vii. The notion of NDCs does not in any way imply a re-writing, a re-interpretation or a revision of the principles and provisions of the Convention.

(ii) Information Requirements for NDCs

6 In order to strengthen the multilateral, rules-based regime and promote transparency, Singapore supports the need to have upfront information for NDCs.

7 In accordance with paragraph 2(c) of decision 1/CP.19, we need to have agreement at COP-20 in Lima on the information that Parties would provide when putting forward their NDCs. This will facilitate the preparation and submission of NDCs in 2015.

8 In relation to information that needs to be presented, the following are important elements for a Lima COP decision:

- i. The requirement to provide upfront information on NDCs will be

applicable to all Parties.

- ii. The objective for the upfront information is to facilitate “clarity, transparency and understanding” of intended contributions from all Parties.
- iii. The actual information provided by each Party will vary, depending on the type of contribution put forward by that Party, taking into account the principles of the Convention.
- iv. The provision of upfront information should be in line with, and build upon existing UNFCCC mechanisms and processes. Parties should not be submitting less upfront information on their post-2020 NDCs than what they submitted for their pre-2020 pledges.
- v. Information requirements should not be prescriptive, and should not place undue burden on developing countries, or be so onerous as to discourage the submission of NDCs from developing countries.
- vi. As part of the upfront information, each Party should make clear in its NDCs what it is prepared to contribute unconditionally. Developing country Parties may additionally indicate how much further they are able to increase their contributions if they receive support from developed country Parties.
- vii. Information provided, should be measurable, reportable, verifiable domestically and quantifiable.
- viii. As part of upfront information provided, each Party should be allowed to describe the context under which it will be undertaking its NDCs as well as to highlight its national circumstances, including those relating to Articles 4.8 and 4.10 of the Convention.

(iii) Parameters for Consultation on NDCs

9 There have been proposals for some form of consultations to look at NDCs after they have been put forward by Parties. In our view, it is important to build a common understanding of how this consultation will be organised. The Lima COP decision should provide clarity on this question so that Parties could be adequately prepared.

10 In particular, it is important to have clarity about the objectives of the

consultations. In our view, the objective must be to facilitate the “clarity, transparency and understanding” of intended contributions. The objective is not to pass judgements on individual NDCs. Additionally, the consultations can be a platform for Parties to explain their NDCs, “taking into account their common but differentiated responsibilities and their specific national and regional development priorities, objectives and circumstances”, as enshrined in Article 4.1 of the Convention.

11 Singapore would like to put forward some ideas on how the consultations could be organised:

- i. It should focus on understanding the NDCs that have been submitted, in particular the specific national circumstances of the Party concerned and the expected results of the NDC.
- ii. It should also focus on Parties that have yet to submit their NDCs, to understand their reasons and to find solutions to help them overcome their challenges and obstacles. The idea is to help them put forward NDCs and help achieve universal participation in the 2015 agreement.
- iii. It should be in line with the principles and provisions of the Convention and should build on existing mechanisms under the UNFCCC.
- iv. The consultation should be non-intrusive, non-punitive, and respectful of national sovereignty. There should not be any obligation on Parties to adjust their NDCs although Parties are free to do so if they so wish.
- v. The consultation should be organised in a way that is inclusive, facilitative and supportive, and incentivises each Party to submit NDCs and be part of the multilateral system.

12 The consultation could be conducted in a workshop-like setting along the lines of the clarification exercises/workshops of the pre-2020 pledges. We do not need an overly formal or complicated format. We need a simple format that will allow Parties to seek clarifications from each other in order to understand the contributions from each Party. We would also propose the following:

- i. The UNFCCC Secretariat could prepare a “technical summary” of

the NDCs received.

- ii. Additionally, the “technical summary” by the UNFCCC Secretariat should provide a listing of all Parties that have yet to submit NDCs with possible approaches to enable these parties to submit their NDCs.
- iii. The consultation on NDCs will be initiated after a “double threshold” has been crossed, i.e. after a certain number of Parties has submitted NDCs and a certain percentage of global emissions are reached. The actual numerical value of the thresholds would be the subject of negotiations. The notion of a threshold for global emissions is essential to ensure that consultations are meaningful. The additional threshold of a certain number of Parties is essential to ensure broad participation in the consultations right from the beginning of the exercise. Such broad participation, in turn, will help to facilitate universal participation in the new global agreement when it comes into effect and is implemented from 2020.

Conclusion

13 A 2015 global agreement that is based on the Convention and that requires NDCs from all Parties will strengthen the multilateral, rules-based system. It will also strengthen transparency of action and support, and provide momentum to the effort to curb global greenhouse emissions. The 2015 agreement will not be the end of the road but rather the continuation of a long-term process that began in 1992 and that is needed beyond 2020 to achieve the ultimate objective of the Framework Convention.

14 The 2015 global agreement must be balanced and comprehensive. It cannot just cover mitigation and exclude other key areas of the Durban mandate such as adaptation and means of implementation. Singapore reserves its right to submit its views on other elements of the 2015 global agreement at a subsequent stage.

15 Singapore puts forward these views in the spirit of building consensus in the UNFCCC process. We believe that it is critical for the international community to make further progress in Lima in 2014 and to successfully conclude an agreement in Paris in 2015. We stand ready to work with all Parties to build consensus and reach a substantive and successful outcome, both in Lima and in Paris.

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