

# **Understanding Lessons from the IPCC to Inform AMR Panel**

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# This presentation

- Study of the IPCC
- Report methodology
- Some background on the IPCC
- 2 key areas of learning: 1) designing for uptake; 2) facilitating LMIC participation

# Study of the IPCC

- Knowledge and power in global climate politics
- Detailed study and analysis of IPCC as an organization & assessment practice
- Historical emergence and evolution over time
- Relationship between IPCC (science) and negotiation of collective action in UNFCCC (politics)
- Identify the impact of politics (UNFCCC) on science (IPCC) and science on politics

## The IPCC and the Politics of Writing Climate Change

Hannah Hughes



# Purpose & Methodology of Report

- Centre for Global Development (CGD) – invited report to identify relevant lessons/learning from IPCC to inform new AMR panel
- Previous research: 40+ interviews over 15 years; IPCC documentary analysis; social network analysis of AR5 WGIII authors; survey of WGIII authors; observation of IPCC and UNFCCC meetings
- Identifying lessons: Roundtable discussions (IPCC researchers; Secretariat; AR6 WGII authors); Interviews IPCC vice-chair, former government delegate, 2 x TSU heads with multiple roles in the IPCC + other international assessment bodies e.g. IPBES, ozone depletion
- Next steps: 1) Update report from workshop discussions; 2) Test key findings with existing IPCC bureau members; 3) Finalise report



# The IPCC

- Established in 1988 to assess science of climate change, social and economic impacts and potential response options
- World Meteorological Organisation (WMO) + United Nations Environment Programme (UNEP)
- 3 Working Groups: WGI – Scientific Basis; WGII – Impacts, Adaptation & Vulnerability; WGIII - Mitigation
- 6 assessment cycles: FAR(1990); SAR (1995); TAR (2001); AR4 (2007); AR5 (2013-14), AR6 (2021-22); AR7 underway

# The IPCC

- WG products: WG Assessment Report, Technical Summary + Summary for Policymakers (SPM)
- Other products (often cross-WG): Special Reports, Methodology Reports, Technical Papers
- (Task Force on National Greenhouse Gas Inventories (TFI))
- Impact: Have informed the establishment and international collective architecture to address climate change as negotiated in the UNFCCC
- IPCC identified as source of ‘best available science’ in the Paris Agreement (2015) – AR6 provided basis for collectively taking stock of the implementation of PA and increasing ambition (Global Stocktake)

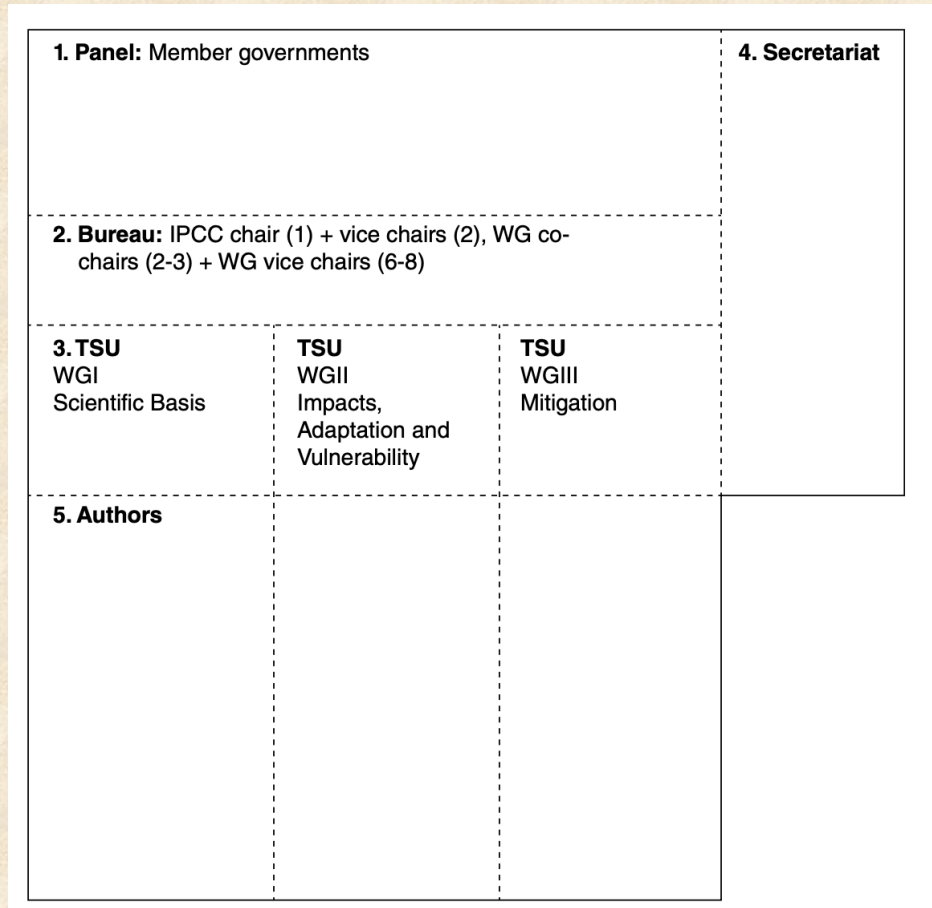
## 2 key areas of learning

Many lessons can be gained from the IPCC experience. However, 2 identified as most relevant to the **formation stage** of a new body:

1. Designing the organization and its assessment practice for uptake and action
2. Facilitating participation by Low and Middle Income Countries (LMIC)

What do we learn from the IPCC?

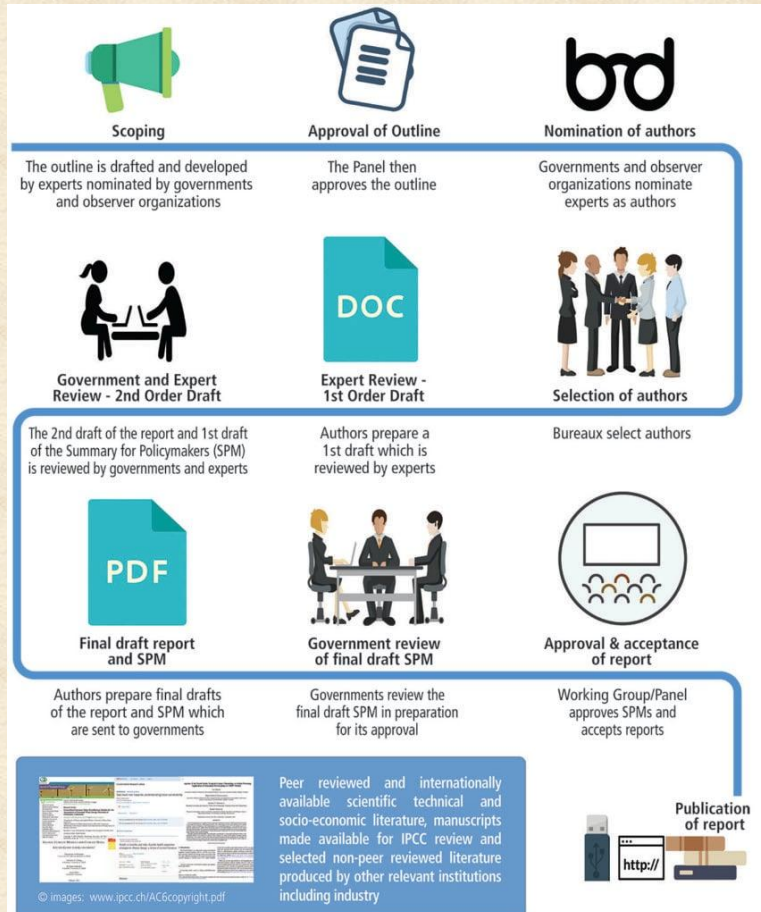
# Lesson 1) How is the IPCC designed for uptake?



- 195 member governments - Key stakeholders in IPCC products
- Member governments have set tasks in the production of the assessment
- These tasks ensure the assessment content is relevant to and anticipated by its main users
- This participation constitutes a form of uptake that can inform action



# How does the assessment design facilitate government uptake?



## Key activities:

- Decision to produce report
- Elect bureau
- Approve report outline
- Nominate authors
- Submit review comments
- Approve the reports key findings in the SPM

# How does the IPCC design facilitate national uptake?

- Line-by-line approval of report outline ensures relevancy of and investment in final product
- Nominating authors identifies national expertise and research strengths
- Government review helps build knowledge of latest science and disseminate cross relevant government departments
- Preparation for line-by-line approval of SPM requires detailed knowledge of key findings and national position on these
- Publication of final reports *can* facilitate government-wide dissemination of key findings

BUT not all governments undertake these tasks, participation highly uneven

# How does the IPCC design facilitate international uptake?

- UNFCCC input into IPCC: Identifies knowledge needs through plenary speech, can invite IPCC special report, can request timely input
- IPCC dissemination in UNFCCC meetings: Expert dialogues, mandated workshops/events, science pavilion, side events
- Governments line-by-line approval of key findings in the Summary for Policymakers (SPM) by consensus produces shared knowledge base for negotiating collective response in UNFCCC
- Accountability: Global stocktake in the Paris Agreement - first time government's implementation became collectively assessed against IPCC knowledge base + served as lever for greater ambition

# How does IPCC manage the politics in the science?

Secretariat, Bureau (and TSUs) have critical role in managing the pressures created by government investment in the IPCC and climate knowledge base and in upholding trust in organization and authority of its products

- Secretariat: Rhetorical demarcation between science and politics; ‘glass house’; identify neutrality of IPCC, conflict of interest policy, process for addressing errors
- Bureau: Scientific leads of the assessment and intermediaries between scientific participation of authors and member governments of panel
- WG Technical Support Units (TSUs): Standardise assessment procedures and ensure adherence to these e.g. confidence statements, sources of literature, etc.



## Lesson 2) How does IPCC Facilitate participation by Low and Middle Income Countries (LMIC)?

- Developing country participation at government level and in authorship remains critical issue to the IPCC
- Products need to be relevant and useable to all members if they are to act on this knowledge
- Participation can serve as form of capacity building, dissemination and uptake

However:

- Participation highly uneven with significant asymmetries in developing country capacities to invest and meaningfully participate in IPCC activities
- Significant gaps in climate knowledge and expertise globally



# What can we learn from IPCC experience

- No formal capacity building function
- Task force: Effort to collect information on developing country participation and address issues identified e.g. Trust Fund, expanding geographical representation of bureau, skill building for participation in plenary and assessment

## Relevant learning

- ❖ *IPCC does not have the resources to fundamentally address global knowledge economy, designed to assess existing scientific knowledge and this reflects global distribution of resources*
- ❖ *Identifying all groups of knowledge holders and ensuring they can input into the design of the organization and assessment products is key*
- ❖ *Identifying the factors that limit participation in terms of expertise and knowledge and ensure strategy for addressing these*

# Relevant learning from government participation in IPCC

- ❖ *Those that need to act on/uptake the knowledge ideally participate in the design and production of reports*
- ❖ *Direct relationship to the negotiation process makes collective response accountable to approved science but brings the politics into the organization and its assessment work*
- ❖ *Choice of parent body may impact participation because identifies government department that leads as the focal point to the organization and coordinates government participation in the panel*
- ❖ *Parent body can provide access to/facilitate connection with other key stakeholder groups*

# Other relevant lessons

There are other lessons that can be identified from the IPCC to the formation and development of a new body

- For example: facilitating and enabling a multidisciplinary perspective, English language dominance in the scientific literature and conduct of the assessment, guidance on including non-peer reviewed literature and, how to include Indigenous and local knowledge.
- The IPCC is still learning in many areas of its work and itself looks to other bodies e.g. IPBES
- A central pillar of IPCC success has been remaining open and reflexive to issues identified by IPCC participants and scholars observing from the outside – those managing the process have learned and evolved with and from these by necessity

# Lesson 1) Designing a panel for uptake and action

*Success identified as panel products inform action*

To achieve: Design organization and assessment practice *with* constituencies that hold and produce relevant knowledge + those that act on and implement the findings = **key stakeholders in new body**

Stages to success

1. Identify knowledge holders and end users and involve them in the design and operationalization of the panel
2. Ensure that constituencies acting on knowledge are participants in the panel products and are accountable to these.
3. Accountability to knowledge ideally built into the design of the science panel and the international mechanism for negotiating the collective response.