

# NDCs in ASEAN Countries: Dreams or Reality?

## Case studies: Indonesia and the Philippines.

**"Preliminary DRAFT - Do Not Cite Without the Authors' Permission".**

Authors:

Dr. Linda Yanti Sulistiawati (UGM- Law/APCEL-NUS Law, National University of Singapore),  
and

Irene Amadea Rembeth (Pearl Consulting)



# Overall Structure



Background



Method



Result



Conclusion

# Background

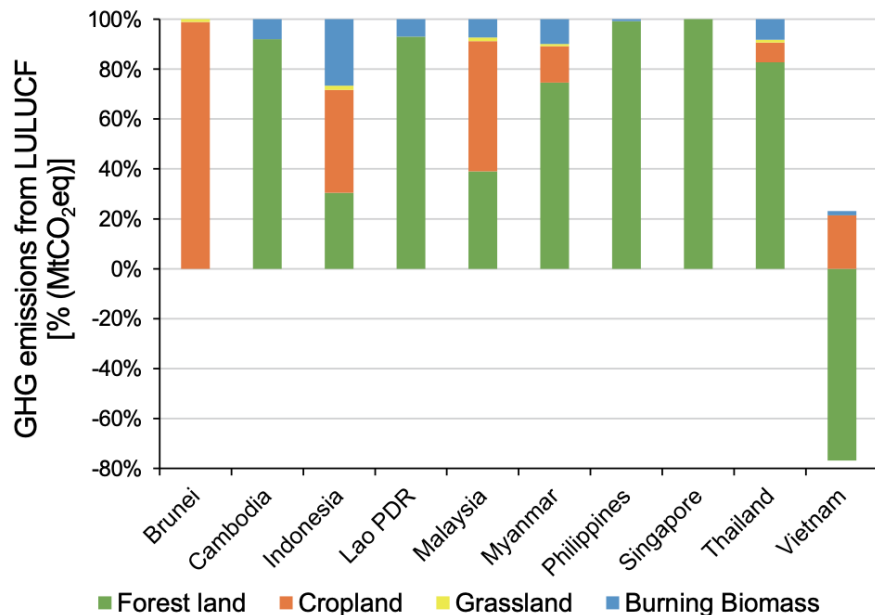
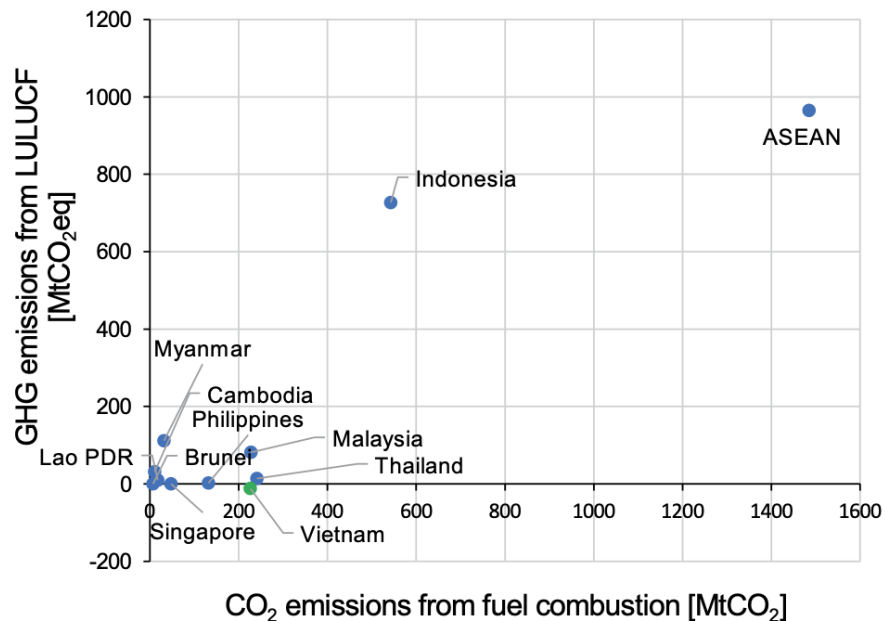
The Asia Pacific region has contributed approximately 83% to the global emission growth since 2010.

Among countries in the region, members of the ASEAN have been discovered to contribute a significant amount of emission.

As of 2017, all ASEAN countries had signed and ratified the Paris Agreement along with submitting their NDCs. Presently, most of the ASEAN members have submitted their enhanced NDCs.

Although enhanced NDCs may represent progression in their national climate action, the pledges will never be effective unless they are actually implemented at the country level.

# ASEAN Current GHG Emission (energy and LULUCF) by country



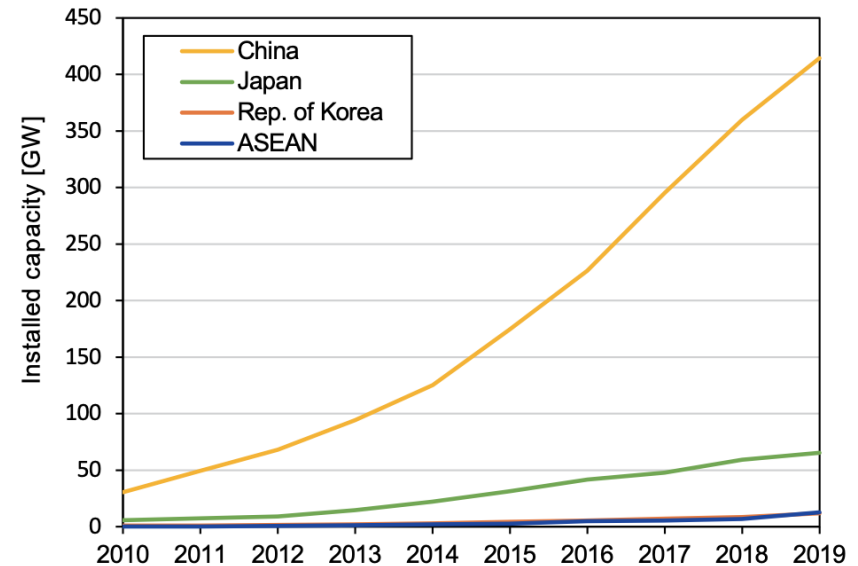
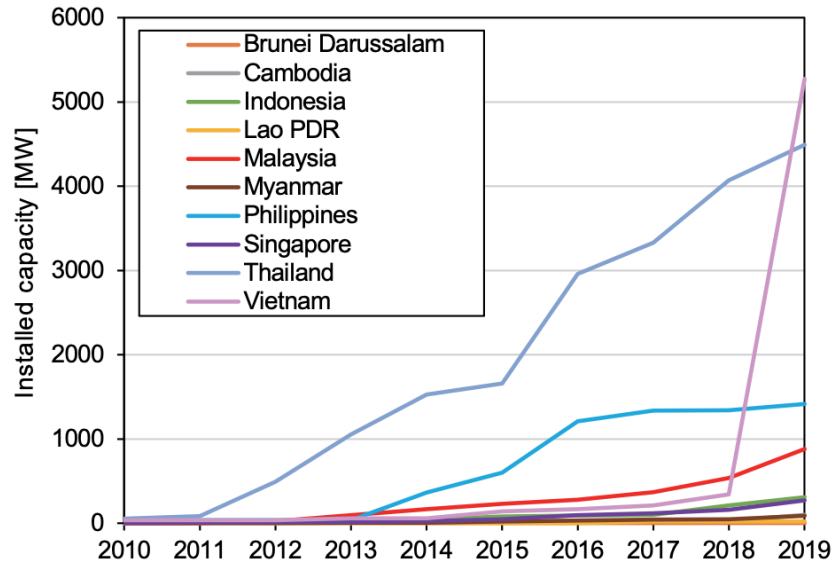
CO<sub>2</sub> emissions from fuel combustion and GHG emissions from LULUCF by country/region (left) and GHG emissions share by LULUCF category (right) in 2018 Source: Authors with data from IE A (2020) and FAO (2020).



# ASEAN Regional Efforts

- Implementing measures to address climate change under the ASEAN Socio-Cultural Community (ASCC) Blueprint 2025;
- Promoting sustainable management of forests through the Reducing Emissions from Deforestation and Forest Degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries (REDD+)<sup>7</sup> ;
- Reducing energy intensity in line with the ASEAN Plan of Action for Energy Cooperation (APAEC) 2016-2025;
- Launching the ASEAN Regional Strategy on Sustainable Land Transport, the ASEAN Fuel Economy Roadmap for the Transport Sector 2018-2025 with a focus on light-duty vehicles, and the Guidelines for Sustainable Land Transport Indicators on Energy Efficiency and Greenhouse Gas Emissions in ASEAN; •
- Strengthening ASEAN's capacity in managing climate-related disasters through existing mechanisms under the ASEAN Agreement on Disaster Management and Emergency Response (AADMER);
- Implementing Phase 2 of the Plan of Action of the ASEAN Disaster Risk Financing and Insurance (ADRFI) and establishing the Southeast Asia Disaster Risk Insurance Facility (SEADRIF) with a focus on strengthening AMS's financial resilience by improving disaster risk assessment, financing and insurance solutions;
- Promoting collaboration with ASEAN dialogue, sectoral dialogue, development partners and other external parties to enhance climate action in the ASEAN region

# Aggregated renewable (wind and solar) electricity capacity of AMS



Aggregated renewable (wind and solar) electricity capacity of AMS (left) and ASEAN+3 consisting of China, Republic of Korea and Japan (right) during 2010-2019 .  
Source: IRENA (2021)

# Methodology

This is a normative and empirical research, based on AMS' NDCs, and their implementing regulations in the sub-national levels.

Research is done by collecting data on AMS' NDCs, from sources such as laws, regulations, text books, journals, UNFCCC website, ASEAN website, Local Governments websites, and reports.

This study is presented in the University of Groningen, University of Thammasat, and University of Gadjah Mada, in the Transformative Futures: Clim/Sust SE Asia 2023 Conference, Bangkok 7 February 2023; and Global ESG Forum, Singapore, 26-29 June, 2023.

# Analysis

Country	Number of Submission	Mention of SNGs
Singapore	3	
Indonesia	3	Being mentioned in all three NDC Submission
Vietnam	3	Being mentioned in all three NDC Submission
Thailand	3	Being mentioned in the second and third
Malaysia	2	
Laos	2	Being mentioned in all two submissions
Myanmar	2	Being mentioned in all two submissions
Cambodia	2	Being mentioned in all two submissions
Philippines	2	Being mentioned in all submissions
Brunei	1	



- The ASEAN region is already experiencing significant climate change impacts with the growing intensity and magnitude of extreme weather events and increasing economic, environmental and social damage.
- While progress at the national policy and institutional level is commendable, this progress needs to percolate down to the grassroots level. CC needs to be implemented at this level as well.
- Devolving power to local institutions needs to take place at a rapid pace to provide them with the needed autonomy in undertaking locally appropriate climate actions, matched by accelerated capacity strengthening at the local government level.

On the scientific and technological fronts, some AMS have made good progress in strengthening climate science in terms of climate change projections, downscaling projections, climate change risk assessments and vulnerability assessments, particularly in priority sectors such as water resources and agriculture.

However, these are yet to be scaled up beyond specific river basins and sectors and to the rest of the region. Countries that have made significant progress in climate change risk assessments, adaptation planning, climate-smart agriculture etc. are well placed to share this expertise with the rest of the AMS.

- As specific matters related to the AFOLU/LULUCF sector in the region, i) nature-based solutions (NbS) and investing in natural capital provide important entry points to resilient livelihoods and sustainable adaptation; ii) there is a need to acknowledge and promote local and indigenous knowledge of climate adaptation across the region, and iii) there is a need for early consideration and integration of adaptation in different sectors at various stages such as during planning, decision-making and management.
- The diversity of advances made in adaptation in the region means that there is an immense potential for ASEAN regional cooperation in adaptation.

# Indonesia: National Strategy on NDCs Implementation

The national strategy on NDC implementation was established in 2017 which consist of 9 elements :

- 1) Building ownership and commitment from State and Non-state actors
- 2) Development of implementation framework and communication network for coordination and building synergy, strengthening institution, and engaging NSA
- 3) Creating enabling environment in the form of policy and regulations and related planning policies
- 4) Human resources and institutional capacity building
- 5) One data policy on greenhouse gasses
- 6) Development of policy planning and programs
- 7) Development of guidance for NDC implementation
- 8) NDC implementation
- 9) Review and adjustment of the NDC

## **Why the local regulation are more detailed and precise in comparison to the regional regulations**

First, provincial regulation is higher level than the district or city regulation. The consequence is, district or city regulation cannot override or in opposition to the provincial regulation. That's why the provincial and regional regulations analyzed were more broad discussing climate change impacts in comparison to the head district or city regulations.

Secondly, the promulgation of a regional regulation (*Perda*) is more complicated than head of district/city regulation. While head district or city regulation, are simpler, meaning the head district or city can directly enact the regulation without approval from the local parliament. Hence, local government might opt to enact directly a head district or city regulation and introduce climate change related regulation instead, than having to get approvals from the local parliament

# **Sub National Regulation on GHG Reduction and Climate Change in Indonesia**


As a strategy to address the issue of GHG reduction and climate change, all of the provinces in Indonesia have already established the GHG reduction action plan in 2014.

Such regional action plans are promulgated in accordance to the framework of the Guideline for Implementing Local Action Plan for Greenhouse Gas Emission Reduction which was published in 2011 by the Indonesian National Development Planning Agency or *Bappenas*.

The promulgation of such regional action plan is pursuant to the timeline as mandated under the Presidential Regulation (PERPRES) No. 61/2011 on the national action plan on GHG emissions reduction.

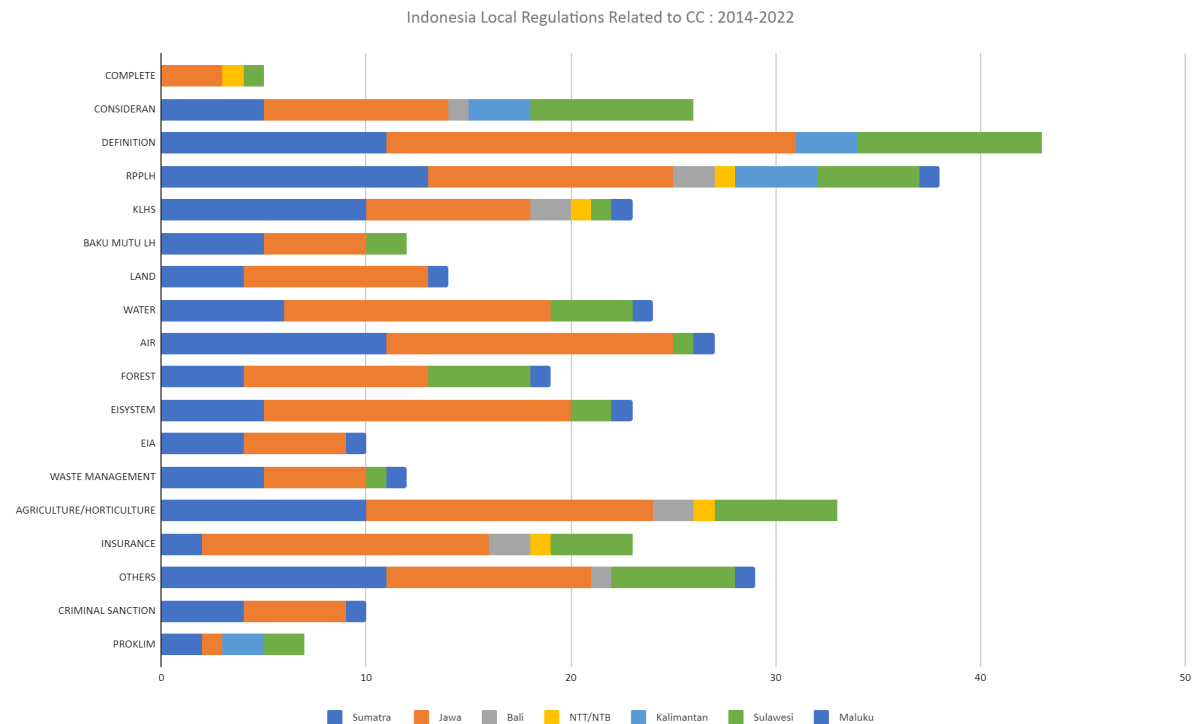
# Slow descend from top to bottom

In December 2013, every province has finished their regional action plan on GHG Reduction and enforcing it by incorporating it under the enactment of a Governor Regulation (*Peraturan Gubernur*). However it was silent on the matter of specific implementation effort on the local effort, since this obligation only lies in the provincial level.



It seems that the local government is still baffled on the issue of GHG reduction and Climate Change. Moreover the legislation is far too abstract and random, this worsened by the lack of socialization of the issue in the local level.

# Indonesia Local Regulations related to CC : 2014-2022 (1)





# Indonesia Local Regulations related to CC : 2014-2022 (2)

This research found different levels of regulation related to climate change in districts and cities in Indonesia. Out of 140 regulations :

- 12 Provincial Regulations
  - 10 Governor Regulations
  - 48 Kabupaten/Kota Regulations (Perda)
  - 53 Head of District/ Mayor Regulations
  - 2 Provincial Level Action Plans
  - 15 Kabupaten/Kota Level Action Plans

# Notes on the CC related regulations Indonesia

Superficial

Project oriented

Not understanding the issues

Concentrated in Java and big urban cities, not in rural area— no thing in Papua.

## Meaning:

- CC is not a priority when compared to other issues (eq. COVID 19)
- CC is not given adequate budget for activities in the local levels
- CC is priority only when paired with DRR
- National level regulations are very slow trickling down to sub-national level.

# Gaps and Disjoints in Indonesia related CC Regulations

- Heavier focus on the implementation is also shifted onto prominent district and city, such as Jakarta and Bandung which already promulgated specific programs and project on GHG Reduction, with a rigid listing budgetary consequences.

- Although some of the other city and district has CC – related regulations, the enactment are still not evenly done and sparse. Such provisions are enshrined in various law such as protection and empowerment of farmer regulation, protection and management of environment regulation, disaster management regulation.

- Based on GHG reduction and CC regulations in the districts and provinces in Indonesia, it seemed that the local governments are still baffled with the issues. It can


be seen that the regulations are too abstract, too random, not well socialized, and yet to be implemented.

- Difference of perception on climate change issues exists in Jakarta and in the local level. On the national level, the matter of climate change is regarded as a pressing issues but such understanding have not been transferred adequately to the local level. Climate change in the local level is still perceived as a project oriented activity, which can be handled with producing a simple regulation.

- There is a lack of understanding and awareness of CC in the local level. Although, when asked about the changing patterns of rainy and dry season, intense monsoons, typhoons, and climatic phenomenon (hence crop and harvesting problems) local level admit that they experience them. So there is a need to connect the scientific understanding of CC with local practicality of agricultural practices.

# Philippines: National Strategy on NDC Implementation

In their recent NDCs, Philippine pledges on reducing of 75% GHG emission. The pledge contains 2.71% is unconditional and 72.29% is conditional commitments.



In achieving the NDCs, Philippines aim to maximize the implementation of their existing strategies:

National Framework Strategy on  
Climate Change (NFSCC) 2010 –  
2028

National Climate Change Action  
Plan (NCCAP) 2011 – 2028

Climate agendas enshrined in the  
Philippines' Development Plan 2017  
– 2022 and 2023 -2028

# Sub-national level of Climate Governance :

## Local Government Units

- The Philippines Recognizes Local Government Units as forefront actors in achieving NDCs. The reason being is that LGUs interacts directly with specific vulnerabilities in each region.
- There are mainly four levels of LGUS in the Philippines including: 81 provinces, 145 cities, 1.489 municipalities, and 42.044 barangays.
- In creating measures related to climate change LGUs have authority over natural resource management, pollution control and environmental protection. In doing so, LGU may exercise their lawmaking power as well as conducting the mandatory instruction to draft Local Climate Change Action Plan (LCCAP).

# Climate Change Local Regulations in the Philippines

LGUs possess lawmaking capacities that are delegated to their legislative bodies namely, the Sangguniang. There are Sangguniang in each levels of LGUs:

Sangguniang  
Panlalawigan for the  
province level

Sangguniang  
Panglungsod for the city  
level

Sangguniang Bayan for  
the municipality level

Sangguniang Barangay  
for Barangay



Sangguniang issues two types of regulations, Ordinances and Resolutions.

# Climate Change Local Regulations in the Philippines

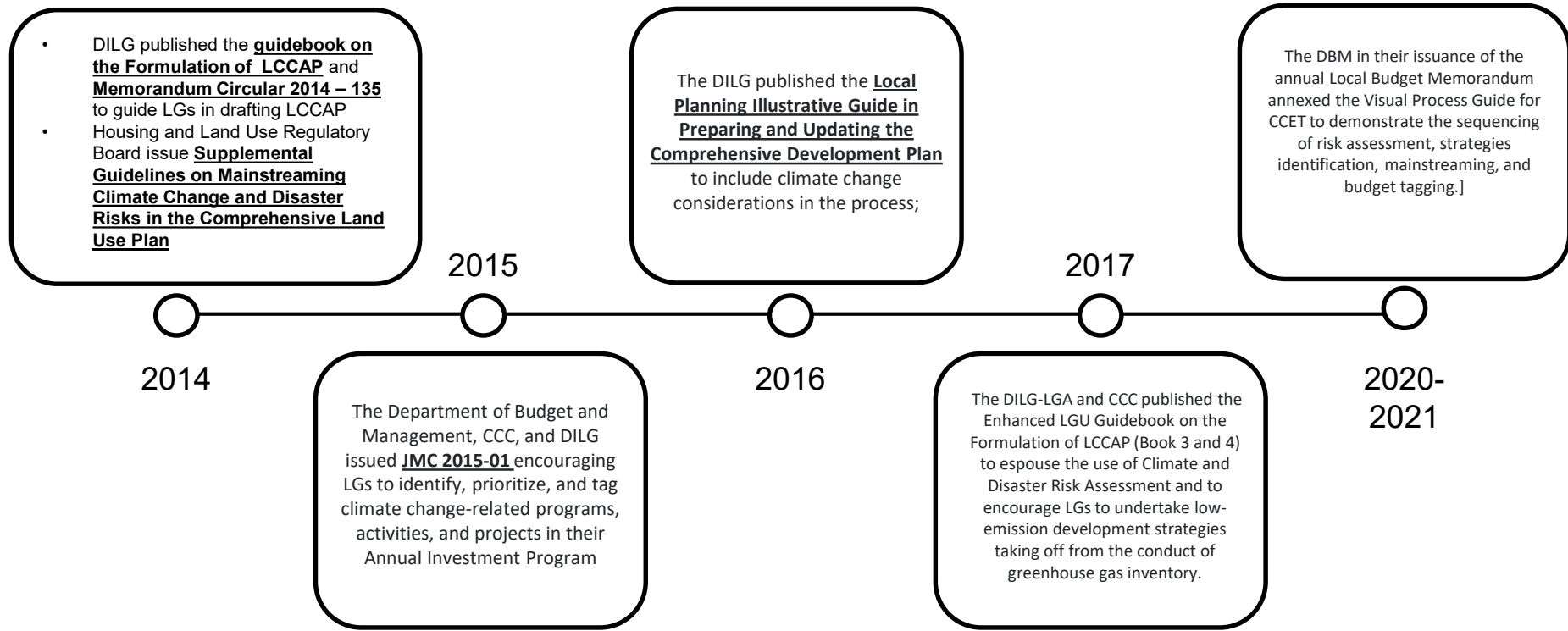
Sangguniang Panlalawigan	Sangguniang Panglungsod	Sangguniang Bayan
Resolution 2015 – 106, Zambales	Ordinance no. 971 (2021), Bakolod	Ordinance no. 2015 – 22 of Maddela
Ordinance no. 269 -2021, Pangasinan	Ordinance no. 965 (2021) , Bakolod	Ordinance of 2015 -01 of Bongabong
Ordinance no. 2018 -06, Guimaras	Ordinance SP-3009, S2020, Quezon.	Ordinance no. 2019 -16 of Palanan
Ordinance no. 015-2011, Oriental Mindoro	Ordinance 2023 -010	Ordinance of 426 (2012) of Gerona
Ordinance 2021 -019, Bohol		Ordinance No. 03, S-2021, Bacolor
Resolution 179 S2021, Aurora		Ordinance no. 10-05- 2017 of Jagna
Ordinance no. 1865 (2017), Palawan		Ordinance no. 04 – 2017 Claveria
		Resolution No. 2017 – 59, Bayan Marilao
		Ordinance no. 3 of 2017, Municipality of Catarman
		Ordinance no. 19 -2015, Bayan of Victoria
		Ordinance no. 2021-03, Trinidad
		Resolution No. 43-2019, Salay
		Ordinance no. 008 S 2021, Bansud
		Municipal Ordinance No 010 – 2017, Mexico
		Ordinance no.009 2020, Pura
		Resolution no. 2015 -121, Mina
		Resolution No. 58 2020, Moncada

# LCCAP (Local Climate Change Action Plan) overview

- The Climate Change Act requires LGUs are mandated develop their own LCCAP which are intended to be tools of climate action at the LGU level. LCCAPs integrate 7 priorities of the NCCAP into a local implementation: 1) food security; (2) water sufficiency; (3) ecosystem and environmental stability; (4) human security; (5) climate-smart industries and services; (6) sustainable energy and (7) knowledge and capacity development.
- Components of the LCCAP includes: (1) Background, (2) Climate Information and Situational Analysis, (3) Objectives of the Plan, (3) Programmes, Project, & Activities and Policy Requirement, (4) Programmes, Projects, & Activities, (5) Monitoring and Evaluation.
- Following the creation LCCAP, the Philippines have also created a tool called Climate Change Expenditure tagging to better incorporate LCCAP into each of the LGU's development plans.



# LCCAP Timeline



# Philippines: LCCAP (Local Climate Change Action Plan)

There has been an increase of LCCAP in the Philippines over the course of five past years. Observed by end 2017, only 200 LCCAP was discovered. As of end 2022, there are already 1372 LCCAPs formulated by Local Government Units

Region	Total LGUs	Total LCCAP Submitted to the CCC	Percentage (%)
CAR	83	72	86.75%
Region 1	129	129	100.00%
Region 2	98	86	87.76%
Region 3	137	123	89.78%
NCR	17	15	88.24%
Region 4A	147	122	82.99%
MIMAROPA	78	78	100.00%
Region 5	120	72	60.00%
Region 6	139	119	85.61%
Region 7	136	102	75.00%
Region 8	149	128	85.91%
Region 9	75	40	53.33%
Region 10	98	90	91.84%
Region 11	54	52	96.30%
Region 12	53	40	75.47%
Region 13	77	58	75.32%
BARMM	125	46	36.80%
Total	1715	1372	80.00%

# Notes on the CC related regulations the Philippines

On Paper only, no real  
supervisory for  
implementation

Project oriented for  
budgeting

The CCC as supervisor do  
not have authority to  
reprimand anything, while  
the Dept of State not  
understanding the issues

Regions are cut and  
pasting national level  
regulations

## Meaning:

- CC is not a priority when compared to other issues (eq. COVID 19)
- CC is not given adequate budget for activities in the local levels
- CC is priority only when paired with DRR

# Conclusions

- Tbd.