Strengthening International Cooperation on Air Pollution in Asia

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Major Air Pollution Problems in East Asia

- **Ozone** (global)
- **Coal Pollution** (Mongolia, China)
- **Dust and Sandstorms** (N.E. Asia)
- **Beijing, Northern China, PM2.5 + others**
- **Megacities** (autos, industry) (S.E. Asia, China)
- **Haze (ASEAN)** (forest fires, agricultural burning)
- **ASEAN economic integration**: future pollution from industry, electricity, etc.

**Domestic and Transboundary**
## Selected Existing Regional Air Pollution Cooperation Frameworks in East Asia

<table>
<thead>
<tr>
<th>Framework</th>
<th>Description</th>
<th>Notable Features</th>
</tr>
</thead>
<tbody>
<tr>
<td>CCAC</td>
<td>Climate and Clean Air Coalition • Global (only Japan &amp; S. Korea in E. Asia)</td>
<td>• Climate/SLCP • Multistakeholder</td>
</tr>
<tr>
<td>ABC</td>
<td>Atmospheric Brown Clouds • Global/regional</td>
<td>• Includes air+climate</td>
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<tr>
<td>EANET</td>
<td>Acid Deposition Monitoring Network in East Asia • Northeast + Southeast Asia</td>
<td>• Mainly monitoring • Narrow scope • Intergovernmental</td>
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<tr>
<td>Joint Forum</td>
<td>Joint Forum on the Atmospheric Environment in Asia and the Pacific • Asia-wide</td>
<td>• Network of networks (UNEP)</td>
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<tr>
<td>TEMM</td>
<td>Tripartite Environment Ministers Meeting • Northeast Asia (China, Japan, Korea)</td>
<td>• Intergovernmental • Regular meeting • Collection of projects</td>
</tr>
<tr>
<td>LTP</td>
<td>Long Range Transboundary Air Pollutants in Northeast Asia • Northeast Asia (China, Japan, Korea)</td>
<td>• Research project • Broader scope (but not climate)</td>
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<tr>
<td>NEASPEC</td>
<td>Northeast Asia Program on Environmental Cooperation • Northeast Asia (6 countries)</td>
<td>• Secretariat: ESCAP-SRO • Intergovernmental • Project based</td>
</tr>
<tr>
<td>CAA</td>
<td>Clean Air Asia (formerly CAI-Asia) • Asia-wide</td>
<td>• Multistakeholder partnership</td>
</tr>
</tbody>
</table>
Closer cooperation among regional/sub-regional air pollution networks to enhance exchange of information/experiences and capacity building.

Joint Forum on the Atmospheric Environment in Asia and the Pacific

Malé Declaration
EANET
ASEAN Haze Agreement
Central Asian Environment Convention
SPREP
Asia Co-benefit Partnership (Overview)

- A platform to improve information sharing and stakeholder coordination on co-benefits in Asia.
- Goal: support mainstreaming of co-benefits into decisions in Asia.
- Partners: ADB, CAA, ESCAP, UNU, UNEP, GAP Forum, China, Indonesia, Japan, Thailand etc.

IGES is the secretariat
## Membership in Selected Existing Frameworks

<table>
<thead>
<tr>
<th>Countries</th>
<th>EANET</th>
<th>ASEAN Haze</th>
<th>NEASPEC</th>
<th>LTP</th>
<th>TEMM</th>
<th>CCAC</th>
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<tbody>
<tr>
<td>China</td>
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<td>S. Korea</td>
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<td>Mongolia</td>
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<td>Russia</td>
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<td>Cambodia</td>
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<td>Indonesia</td>
<td>●</td>
<td>Not ratified</td>
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<td>Lao PDR</td>
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<td>Malaysia</td>
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<td>Myanmar</td>
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<td>Philippines</td>
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<td>Thailand</td>
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<tr>
<td>Vietnam</td>
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<tr>
<td>Brunei</td>
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<td>Singapore</td>
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</tbody>
</table>
### Comparison of Selected Existing Cooperation Frameworks on Air Pollution in East Asia

<table>
<thead>
<tr>
<th>Framework/Secretariat</th>
<th>Focus/Functions</th>
<th>Focus/Pollutants</th>
<th>Observations/Challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>EANET/UNEP/RRC.AP</td>
<td>• Monitoring</td>
<td>• Acid Rain</td>
<td>• Difficult to expand the scope of activities, monitoring</td>
</tr>
<tr>
<td></td>
<td>• Research</td>
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<tr>
<td></td>
<td>• Cap. Bldg.</td>
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<tr>
<td>ASEAN Haze/ASEAN Secretariat</td>
<td>• Information sharing</td>
<td>• Haze</td>
<td>• Legally binding treaty&lt;br&gt;• Not ratified by all members&lt;br&gt;• Narrow focus</td>
</tr>
<tr>
<td></td>
<td>• Capacity building</td>
<td></td>
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</tr>
<tr>
<td>NEASPEC/ESCAP-SRO (Incheon)</td>
<td>• Capacity building</td>
<td>• S02 (China &amp; Mongolia)&lt;br&gt;• Coal power plants</td>
<td>• Limited scope of activities&lt;br&gt;• Limited capacity</td>
</tr>
<tr>
<td></td>
<td>• Research</td>
<td></td>
<td></td>
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<td></td>
<td>• Policy Development</td>
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<tr>
<td>TEMM (China, Japan Korea)</td>
<td>• Dust &amp; sandstorms (DSS)</td>
<td>• DSS&lt;br&gt;• Ozone</td>
<td>• Focus on air pollution not extensive except for DSS</td>
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<td></td>
<td>• Some joint research</td>
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</tr>
<tr>
<td>LTP/NIER-Korea</td>
<td>• Monitoring&lt;br&gt;• Modeling&lt;br&gt;• Emission inventories</td>
<td>• SO2, NOX, PM10/2.5, O3, etc.</td>
<td>• Is a research project&lt;br&gt;• Wider scope of research&lt;br&gt;• Only 3 countries</td>
</tr>
<tr>
<td>CAA</td>
<td>• Knowledge provision&lt;br&gt;• Promote policy &amp; action&lt;br&gt;• Facilitate communication</td>
<td>• Comprehensive air pollution&lt;br&gt;• Air/climate</td>
<td>• Multistakeholder partnership, not intergovernmental</td>
</tr>
<tr>
<td>CCAC</td>
<td>• Knowledge sharing&lt;br&gt; • Awareness raising&lt;br&gt;• Capacity building</td>
<td>• SLCP</td>
<td>• Multistakeholder&lt;br&gt;• Limited E.A. membership</td>
</tr>
</tbody>
</table>
Problems with Several Existing Frameworks

- Overall: too cautious, lacking in ambition, voluntary
- Duplication & overlap, extra cost
- Insufficient scope: Need more
  - Types of pollutants
  - Emphasis on mitigation
  - Linkage between air pollution & climate change
- Limited effectiveness
- Insufficient funding
- Should strengthen linkage to policy & implementation
This is not a systematic evaluation
Actually, existing networks conduct important activities and made important achievements given limited resources and objectives. (As first steps.)
However, air pollution problems are not solved, so it is time to move to the next steps.
Past Efforts to Strengthen International Cooperation in Northeast and Southeast Asia

- **Focus: strengthen each framework individually**
  - Different countries had different priorities or reservations
  - Results limited
    - Small changes
    - No significant expansion in scope
    - No focus on reduction measures

- **Possibility to merge frameworks: challenges**
  - Differences in geographic scope and focus
  - Administrative differences and complexity

- Countries commonly agree on the importance of strengthening international cooperation
- But: different views on how to cooperate
Desirable Objectives of International Cooperation

- Generally
  - Share knowledge to avoid “reinventing the wheel”
  - Improve communication between countries
  - Facilitate common understanding of air pollution & climate issues
  - Coordinate actions to enhance effectiveness & lower costs

- More specifically
  - Promote more comprehensive atmospheric management
  - Adopt multi-pollutant, multi-effect approach to consider interlinkages between pollutants (both climate & air)
  - Promote cooperation/coordination on policy measures
  - Cobenefits approach can reduce costs
  - Strengthen science-policy linkage

- These may be general or not very controversial
- But different structures may be better for different objectives
- Issue Framing: “Transboundary” vs. “common problems”
Options for Functions/Scope of an International Cooperation Framework

Desirable Functions

- Monitoring
- Modelling
- Assessment
- Research
- Capacity Building
- Emissions Reduction/Mitigation

Scope of Pollutants - Options

- Multi-pollutant (more comprehensive)
- Climate/air
- SLCP
- Expandable

Geographic Scope

- Global/regional/subregional?
- NE Asia & SE Asia – together or separate?

- One or several frameworks?
- Allocation of functions among frameworks

Connection to CCAC?
New framework for each new pollutant or issue?
## Possible Framework Options

<table>
<thead>
<tr>
<th>OPTIONS</th>
<th>Discussion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Global Convention on Atmosphere</td>
<td>• Comprehensive&lt;br&gt; • Legally binding – enforcement power&lt;br&gt; • Need coordination with existing initiatives&lt;br&gt; • Long time to negotiate</td>
</tr>
<tr>
<td>Global standards to link to regional/sub-regional initiatives</td>
<td>• Voluntary/non-legally binding&lt;br&gt; • Harmonization of regional initiatives&lt;br&gt; • Easier to agree</td>
</tr>
<tr>
<td>Strengthening of existing regional/sub-regional initiatives</td>
<td>• Limited past achievement&lt;br&gt; • Does not solve overlapping/duplication</td>
</tr>
<tr>
<td>Merge existing regional/sub-regional initiatives or create a new alternative initiative (e.g. NEA or EA LRTAP).</td>
<td>• New mechanism or reform of existing initiative(s)&lt;br&gt; • Better chance to address present challenges&lt;br&gt; • May reduce overlapping/duplication&lt;br&gt; • Not easy to negotiate</td>
</tr>
</tbody>
</table>
Additional Considerations

- Reluctance to use a legally binding agreement
  - (Especially in Northeast Asia)
- Inadequate epistemic community
  - Scientists from different countries do not have consensus
  - => For LRTAP, transnational epistemic community was important for countries to agree
- Inadequate science policy interface
  - Either domestically, or existing regional frameworks
Strengthening the Science Policy Interface for Air Pollution Issues in Asia

More scientific capacity building
More research & cooperative research
Stronger regional epistemic community
Common understanding of air pollution problems
Institutional framework to provide scientific advice to policymakers

Key issue in East Asia

Making progress (conferences, joint research), but more needed. (e.g. IUAPPA 2016)

Which of these aspects to focus on?
Proposal for an Asian Science Panel on Air & Climate (ASPAC)

- To establish an epistemic community of Asian scientists;
- To develop a common understanding among scientists and policymakers;
- To develop an international initiative for an integrated approach to air pollution and climate change reflecting views of Asian scientists.
- A common approach may be more persuasive to policymakers.

Need to consider:
- Specific expected functions
- Link with specific framework, structure, members, funding
- Capacity constraints (especially human resources in some countries)
Observations on China

- Severe air pollution not new; more severe peaks, media attention, domestic & transboundary damage clearer.
- Air pollution is now a high domestic political priority
- China is steadily strengthening its air pollution policies
  - Stronger targets, more pollutants, monitoring, public release of data
  - Integrated into Five year plans (includes economic measures to modernize environmental technology and eliminate backwards industrial structure)
  - Officials’ promotions linked to environment
  - Stronger EIA (can block new projects)
  - Regional management (domestic transboundary pollution), higher targets for designated regions

Challenges
- Continued resistance by local governments
- Will take time to implement
- Capacity constraints (especially human resources)

International cooperation may focus on implementation, capacity
Recent Japanese Policy Initiatives

- Policy Dialogue at TEMM on Air Pollution
- Bilateral discussions with China
- Emphasis on Promoting Co-benefits (air pollution & climate)
  - Support existing programs like UNEP & CAA
  - Projects on information sharing, strengthening the scientific basis of policymaking, sharing best practices, support enhancing control measures
  - Co-benefit capacity building in developing countries
  - Model/pilot projects to test application of Japanese co-benefit technology
  - Joint research on co-benefit methodologies
  - Support Asian Co-benefits Partnership
Recent Development: 15\textsuperscript{th} Tripartite Environment Ministers Meeting (TEMM)*

- 15\textsuperscript{th} TEMM Held at Kitakyushu, Japan, May 6, 2013
- Ministers made general statements on air pollution in the Joint Communique
  - Recognized importance of controlling emissions and strengthening regional cooperation
  - Expect EANET to enhance monitoring
  - Establish a Tripartite Policy Dialogue on Air Pollution
  - Agreed to further utilize existing regional programmes
- But overall no concrete plans or direction

* Among China, Japan, South Korea
Air pollution in E. Asia is worsening, and becoming more complex

Limited effectiveness of existing international cooperation frameworks

Many obstacles to strengthening existing frameworks or creating new ones

China is making new significant domestic efforts, but effectiveness is not yet clear

Key issue: how to engage countries with widely different priorities and capabilities in international cooperation

Maybe best to prioritize the development of a regional scientific epistemic community

Emphasize the co-benefit approach, multi-pollutant multi-effect approach (e.g. GAINS model) for cost effectiveness
Thank You!

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