



Inter-Parliamentary Union
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Parliamentary oversight of national climate commitments

**A toolkit for
parliamentarians**

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This publication has been edited in accordance with IPU's editorial house style and naming conventions.

ISBN: 978-92-9142-907-3 (IPU)

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Design and layout: René Berzia, Inkdrops

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Foreword

Climate change represents the most pressing challenge of our time, one that transcends borders and impacts every country, with severe consequences for the most vulnerable among us.

The Inter-Parliamentary Union (IPU), as the global organization of national parliaments, is aware of the critical role parliamentarians must play in the global campaign to address this challenge. Recognizing the urgency of climate action, the IPU has prioritized stronger parliamentary engagement against climate change in its 2022-2026 Strategy. Our collective response to climate change needs not only national governments but also the involvement of parliaments to ensure accountability, transparency and effectiveness in the formulation and implementation of Nationally Determined Contributions — the national plans submitted under the Paris Agreement that set each country's targets for reducing emissions and adapting to climate impacts.

This toolkit comes at a critical moment. The first global stocktake at COP28 in 2023 revealed a stark reality: current climate commitments fall far short of what is needed to avert catastrophe. To limit global warming to 1.5°C by 2030, we must act with far greater ambition and urgency. Now, more than ever, parliaments must step up to the challenge, driving bold, science-based actions that align with the scale of the crisis we face. Parliamentarians have the power to hold governments accountable, secure the financing needed and ensure that climate promises are not just words on paper but real, transformative actions that protect our planet and the most vulnerable among us.

This toolkit is designed to provide parliamentarians with targeted guidance on the oversight of national climate actions, building on the findings of the first global stocktake and the ongoing NDC submission cycle. It complements the IPU's *10 actions for stronger national climate commitments*,¹ released under the Parliaments for the Planet campaign, by delving deeper into the key thematic components of NDCs: mitigation, adaptation and finance. While the 10 Actions offer a practical framework for effective NDC oversight, this toolkit focuses on actionable steps within these thematic areas, highlighting specific considerations to enhance parliamentary engagement and ensure accountability. Recognizing that parliaments vary in their capacities to implement climate actions, the example actions presented in this toolkit are designed to be scalable, allowing for adjustments based on

¹ IPU, [*10 actions for stronger national climate commitments*](#).

the resources and institutional frameworks available to each parliament. This is not an exhaustive list of actions, but rather a guide that focuses on some of the impactful steps parliamentarians can take, based on the urgent findings of the outcomes of the first global stocktake and the evolving global climate policy landscape.

I invite all parliamentarians to engage actively with this toolkit, using it to shape and strengthen climate policies in your respective countries. Together, by exercising strong parliamentary oversight, we can turn national promises into global progress, ensuring a future that is both sustainable and just.

A handwritten signature in black ink, appearing to read 'Martin Chungong', with a horizontal line drawn through it.

Martin Chungong,
Secretary General
Inter-Parliamentary Union

Executive summary

The first global stocktake, concluded in 2023 at COP28, revealed significant gaps in progress towards the Paris Agreement goals, highlighting a substantial shortfall between current national commitments and the necessary actions to limit global warming to 1.5°C by 2030. Rising global temperatures continue to set records, exacerbating impacts that disproportionately affect vulnerable populations and countries. Immediate and enhanced mitigation and adaptation measures are urgently needed, alongside substantial financing to turn plans into concrete actions.

As governments prepare to submit updated Nationally Determined Contributions (NDCs) by early 2025, parliaments have an important window of opportunity to influence their countries' climate actions. Parliamentary engagement and oversight are vital to ensure these commitments are ambitious, achievable and aligned with global climate goals, while also prioritizing the protection of vulnerable populations and ecosystems. This involvement allows parliaments to hold governments accountable for their national and global commitments.

This toolkit offers parliamentarians focused guidance on overseeing national climate actions, aligning with the findings of the first global stocktake and the NDC submission cycle.

A summary of the recommendations is as follows:

Recommendations for enhancing the thematic components of NDCs

Mitigation:

- 1. Ensure inclusion of more ambitious mitigation targets,** guaranteeing alignment with the latest scientific recommendations, national climate goals and international commitments.
- 2. Facilitate a just transition to renewable energy,** ensuring no one is left behind in the transition away from fossil fuels.
- 3. Promote inclusion of methane in NDCs** to contribute to efforts to reduce all major sources of greenhouse gases.

Adaptation:

- 1. Ensure national adaptation plans are based on comprehensive climate hazard, impact and vulnerability assessments** to guarantee that adaptation measures are targeted and effective.
- 2. Ensure national adaptation plans are developed through inclusive, participatory and transparent processes**, aligned with NDC adaptation components to guarantee broad support and effectiveness.
- 3. Ensure effective implementation of national adaptation plans, including monitoring, evaluation and learning (MEL)**, to track progress and reduce the social and economic impacts of climate hazards.

Finance:

- 1. Strengthen accountability for climate finance commitments**, advocate for domestic fulfilment and apply international pressure to meet financial needs.
- 2. Ensure alignment between NDCs and national budgets**, ensuring they cover all aspects of mitigation and adaptation activities.
- 3. Enhance national oversight of off-budget funds**, encouraging the development of systems for tracking, reviewing, and evaluating the use of off-budget funds, and advocating for their inclusion in national budgets.

Introduction

Climate change is an urgent and escalating global crisis that requires immediate, collective action. Each year, rising global temperatures continue to set new records, leading to devastating impacts that disproportionately affect vulnerable populations, particularly in developing nations. These communities face extreme weather events, food and water shortages, and economic instability, despite contributing the least to the problem.

This stark inequality calls for a unified global response, with Nationally Determined Contributions (NDCs) playing a central role in national and international efforts. NDCs are more than technical plans — they are declarations of national ambition to confront a borderless crisis. They represent each nation's commitment to protect vulnerable populations and safeguard the planet's future.

Yet while NDCs show what a State is willing to contribute to the fight against climate change, they collectively reveal a harsh truth: existing efforts have been severely insufficient. Recent assessments, including the first-ever global stocktake in 2023 at COP28, have revealed significant gaps between current national commitments and the actions needed to limit global warming. The exercise amplified the longstanding warnings from scientists and frontline communities that climate change is not a future threat but a current and devastating reality, demanding immediate and equitable action from all nations. As we approach a decade since the adoption of the Paris Agreement, and in the face of escalating climate impacts, there is an urgent need for renewed ambition and enhanced pledges. The window for effective action is rapidly closing, highlighting the urgency of the crisis and the necessity for immediate, decisive and bold steps.

Parliaments play a crucial role in the NDC process by turning climate pledges into actionable policies and legislation, securing adequate budgets and ensuring actions are ambitious, achievable and aligned with global goals. However, the level of parliamentary involvement varies, requiring parliamentarians to take a proactive approach to ensure effective development, implementation and accountability in climate action. For parliamentarians, such engagement contributes to a deeper understanding of the challenges faced by their constituents, draws attention to vulnerable groups, and strengthens partnerships with climate-conscious communities. It also provides opportunities to promote economic growth through green jobs and sustainable industries, while supporting local climate initiatives and enhancing community resilience.

The IPU provides support to parliaments worldwide to enhance their climate action efforts. Through its [Parliaments for the Planet](#) campaign, the IPU is mobilizing parliamentarians around the world to take concrete measures to reduce their own carbon footprints and implement climate-friendly policies. This toolkit is part of the IPU's broader strategy, providing parliamentarians with the specific tools and knowledge needed to oversee and influence their countries' climate actions effectively. By leveraging the resources and support offered by the IPU, parliaments can advance high-quality climate action and transform their national climate pledges into real, impactful actions on the ground.

As part of the Parliaments for the Planet campaign, the IPU identified 10 key actions to strengthen national climate commitments. The actions outlined in the guide, *10 actions for stronger national climate commitments*, are practical steps that parliaments can take to actively develop, implement and monitor NDCs, ensuring they align with global climate goals and national priorities. The guide lays the groundwork for effective NDC development and oversight, providing parliamentarians with tools to scrutinize climate pledges and hold governments accountable.

This toolkit builds on that foundation by offering a more detailed analysis of the key components of NDCs: mitigation, adaptation and financing. It provides a comprehensive look into the current global and policy landscape surrounding these areas and identifies specific considerations for improving parliamentary oversight. While it highlights several actions that parliaments can take, it is not an exhaustive list. Rather, it serves as a guide to some of the most impactful actions, selected for their relevance to the latest climate assessments and the urgent need to address the significant gaps identified in the recent global stocktake at COP28.

By delving deeply into these NDC themes, this toolkit explores the challenges and opportunities associated with each area, offering actionable recommendations for parliamentarians. It complements the original framework by focusing on practical applications and emerging issues in the evolving climate policy landscape.

The first section of this toolkit provides background and foundational knowledge on NDCs, ensuring that parliamentarians are well equipped to oversee their development and implementation. The subsequent sections are divided into thematic units, each focusing on one of the three core components of NDCs: mitigation, adaptation and climate finance. Each thematic section highlights key considerations for oversight and provides scalable examples of actions that can be adapted to the capacity of individual parliaments, ensuring inclusivity and transparency throughout the NDC process. The last section contains a list of useful tools and resources to support parliamentarians in their efforts to oversee the development and implementation of NDCs.

In the face of this global crisis, everyone must do their part. The stakes have never been higher, and the time for decisive and unified action is now.

Understanding Nationally Determined Contributions: A guide for parliamentarians

NDCs are essential components of the global response to climate change, forming the backbone of the Paris Agreement's² efforts to limit global warming. As representatives of the people and key policymakers, parliamentarians play a vital role in overseeing their development and implementation. This section breaks down NDCs in practical terms, providing background and foundational knowledge that parliamentarians need in order to more effectively oversee their development and implementation. It aims to equip parliamentarians with the understanding required to drive ambitious and impactful climate action.

The Paris Agreement

The Paris Agreement is a legally binding, international treaty to address climate change. It was adopted in 2015 and entered into force in 2016. Its main goal is to limit global warming to well below 2°C, with an aim to keep it to 1.5°C. The Paris Agreement goals are operationalized through Nationally Determined Contributions.

What are Nationally Determined Contributions?³

NDCs are the mechanisms through which each country puts the Paris Agreement into action at the national level. Essentially, an NDC is a country's climate action plan. Each country submits its NDC to the United Nations Framework Convention on Climate Change (UNFCCC) Secretariat, outlining its commitments to reduce emissions, adapt to climate impacts, and secure necessary financing, in support of the global goal to limit temperature rise to 1.5°C.

Where can I find my country's NDC?

To locate your country's Nationally Determined Contribution, visit the [UNFCCC NDC Registry](#). This registry provides a list of countries that have submitted their NDCs, including details on when they were submitted and updated. The registry is a vital resource for tracking national climate commitments and understanding how each country is contributing to global efforts under the Paris Agreement.

Visit the NDC Registry on the UNFCCC website to access your country's NDC and stay informed on its progress.

² For a more detailed explanation of multilateral agreements, treaties and frameworks, see ParlAmericas' publication, [Parliaments and the Paris Agreement](#).

³ UNFCCC, [The Paris Agreement and NDCs](#).

NDCs are not static documents; they can and should be updated to reflect new ambitions or improvements. While they serve a technical function by specifying actions and targets, NDCs also hold symbolic importance, representing both the individual nation's efforts and the collective global commitment to confront the climate crisis, safeguard vulnerable populations and protect the planet's future.

Who is responsible for developing NDCs and what should the process entail?

The responsibility for developing and submitting NDCs lies primarily with the **national government**, including relevant ministries (e.g. of environment, energy, and finance), which collaborate to formulate the necessary targets and actions. Governments may consult **climate change committees**⁴ to get advice and coordinate the NDC development process to ensure that NDCs are comprehensive and align with national priorities. The process should be consultative, inclusive and participatory, ensuring broad stakeholder engagement⁵ and transparency to reflect diverse perspectives and address the concerns of different sectors of society.

Why should parliamentarians be involved in NDC development and implementation?

Parliaments are key to ensuring that climate pledges become actionable policies backed by appropriate budgets, holding governments accountable and integrating climate action into national plans. Engaging in the NDC process allows parliamentarians to gain a deeper understanding of the climate challenges faced by their constituents, including particularly vulnerable groups, and strengthens collaboration with environmentally conscious communities.

Mitigation and adaptation

Climate change mitigation refers to actions to reduce or prevent greenhouse gases (GHGs) and to enhance carbon sinks that remove the gases from the atmosphere.

Climate change adaptation refers to the process of adjusting to current or expected changes in the climate. It involves taking actions to reduce the negative impacts of climate change and to take advantage of any potential benefits.

⁴ Climate change committees are often independent committees comprised of experts and other stakeholders.

⁵ E.g. academia, civil society, women, affected communities, the private sector, indigenous groups and NGOs.

What does an NDC contain?

NDCs should contain several key elements essential for climate action. They should be based on scientific data and include a projection of both the climate risks and impacts faced by the country. NDCs include **mitigation targets** to reduce greenhouse gas (GHG) emissions, and **adaptation measures** to address climate impacts. **Implementation plans should be included**, outlining strategies and planned policies to meet these goals, and information on **financial needs** should detail the required financial, technical and capacity-building resources. Lastly, NDCs contain information related to **transparency**, including information related to mechanisms for monitoring, reporting and verifying progress.

How often are NDCs updated?

NDCs are updated every five years. Each update is expected to be more ambitious than the last, reflecting the principle of “progression” and “highest possible ambition.” However, countries can adjust their existing NDC at any time with a view to enhancing its level of ambition.

Long-term strategies (LTS)

outline a country's approach to achieving low-carbon, climate-resilient development over several decades, often targeting net-zero emissions by 2050. These strategies provide the long-term vision and direction that guide the development of NDCs, ensuring that short-term climate actions are aligned with broader, long-term goals.

When will the next NDC be submitted?

The exact timing for the next submission varies by country, but updates are expected by early 2025, following the submission of long-term strategies, which are due in November 2024.⁶ Countries may submit their updated NDCs earlier if they wish to reflect new commitments or progress. The UNFCCC website contains a [registry](#) that shows which countries have submitted their NDCs and when they were submitted and updated.⁷

⁶ For more information on long-term strategies, see the World Resources Institute, “[Long-Term Climate Strategies](#)”, and for more information on the relationship between long-term strategies and NDCs see: [Climate Action for Today and Tomorrow: The Relationship between NDCs and LTSs](#).

⁷ To see which countries have submitted long-term strategies, see the UNFCCC Long-term strategies portal: <https://unfccc.int/process/the-paris-agreement/long-term-strategies>

What are the characteristics of a good NDC?

According to the UNFCCC: “The best NDCs aim high and reach far”. The United Nations Development Programme (UNDP)⁸ describes good NDCs as **ambitious**, setting challenging yet achievable targets for reducing emissions and adapting to climate impacts. They are **transparent**, providing clear and detailed reporting on planned actions and progress. NDCs must be **robust**, with well-defined, measurable targets and implementation plans based on sound data. They should be **feasible**, reflecting the country’s economic, social and technological capabilities. **Inclusivity and ownership are essential**, engaging societal and political actors at all levels and incorporating their input into the NDC to ensure collective responsibility and comprehensive action.

Conditional and unconditional targets

All countries must include targets they will achieve using domestic public finance, known as unconditional targets. Many developing countries also include conditional targets, which depend on external help, such as financial aid, technology transfer, or capacity-building from other countries or international organizations. By including conditional targets, countries can set more ambitious goals and seek the necessary international cooperation to meet global climate objectives.

Are NDCs legally binding?

While the Paris Agreement requires countries to prepare, communicate and update NDCs, the specific targets and actions within them are not legally binding. This means that there are no legal penalties if a country fails to achieve its stated goals. Parliaments therefore have an important role to play in translating the NDCs into national legislation, ensuring initiatives are adequately financed and holding governments accountable for their implementation.

⁸ United Nations Development Programme (UNDP), *The State of Climate Ambition*.

What is the relationship between NDCs and national legal and policy frameworks?

NDCs should align closely with a country's existing climate policies, development plans, legal frameworks and long-term strategies. This alignment ensures that climate action is not isolated, but rather is integrated into the broader legislative framework and socio-economic development strategies of the country. National climate goals should be embedded within the country's broader development objectives, supported by legal mandates, coherent policies, institutional coordination, and adequate financial resources.

How is progress measured and transparency and accountability of NDCs ensured?

Progress towards the Paris Agreement and NDCs is assessed via a combination of national reporting, technical reviews, global stocktakes and independent assessments.⁹

The Paris Agreement established an **enhanced transparency framework (ETF)** to ensure transparency and accountability of countries' climate actions. Every two years, countries submit **biennial transparency reports (BTRs)** including information on their progress towards NDCs.^{10,11} BTRs are subjected to technical expert review to ensure accuracy and transparency and are followed by a multilateral consideration process where countries discuss progress and share best practices.

Flexible reporting for Small Island Developing States (SIDS) and Least Developed Countries (LDCs)

Unlike other countries, SIDS and LDCs are not bound by strict timelines and can choose when to submit their biennial transparency reports based on their capacities and circumstances. This flexibility acknowledges that SIDS and LDCs often face challenges related to financial and technical capacities, which can make meeting strict reporting requirements difficult. BTRs can be accessed via the UNFCCC NDC Registry.

⁹ Organizations, including the UNFCCC, World Resources Institute (WRI), and the International Energy Agency (IEA), conduct assessments and publish reports on countries' progress towards their climate commitments.

¹⁰ For more information on reporting and monitoring of the Paris Agreement, see the UNFCCC's [Reporting and Review](#) page.

¹¹ BTRs also include information on national inventory reports (NIRs); policies and measures; climate change impacts and adaptation; levels of financial and technological development; transfer and capacity-building support; capacity-building needs and areas for improvement.

Every five years, a [global stocktake](#) gathers and analyses information on collective progress towards the Paris Agreement goals, informing the next round of NDC updates. The first global stocktake concluded at COP28 in 2023. The next global stocktake will conclude in 2028.

International peer pressure also encourages countries to meet their climate commitments. The multilateral consideration process carried out as part of the ETF puts pressure on States to demonstrate progress in front of peers. The global stocktake publicly compares national efforts, increasing scrutiny and pressure on lagging countries. Public and civil society engagement allows NGOs, the media, and the public to compare actions, pushing countries to avoid negative attention.

For more information on NDCs, parliaments are encouraged to consult the [UNFCCC NDC page](#), which provides comprehensive details on how NDCs form the backbone of the Paris Agreement, outlining each country's climate commitments. It explains the NDC submission process, the importance of progressively enhancing ambition, and the mechanisms for monitoring progress, including the enhanced transparency framework and the global stocktake. The page also offers access to the NDC Registry, which tracks country submissions and updates. Consulting this page will give parliaments valuable insights into global climate goals and national obligations.

Ten actions for stronger national climate commitments

With the 2025 NDC submission deadline fast approaching, parliaments have a critical window of opportunity to shape their countries' climate futures. As part of the Parliaments for the Planet campaign, the IPU has developed a practical guide outlining 10 key actions parliaments can take to enhance oversight and drive national climate action. These actions help parliamentary committees leverage their expertise on climate issues, ensuring effective oversight and direct interventions in the NDC process. They also provide broader strategies to support successful NDC development, updating and implementation. By engaging with these steps, parliaments can ensure their countries meet climate commitments and contribute to global goals.

Ten actions parliaments and parliamentarians can take:¹²

- 1. Establish a baseline:** *Understand the performance of past NDCs and stay informed about current developments in order to effectively guide future actions.*
- 2. Put people front and centre:** *Ensure a consultative, inclusive and participatory approach to NDC development and implementation, while promoting public awareness and engagement in climate action.*
- 3. Scrutinize for quality:** *Review the NDC to ensure that it is ambitious, comprehensive and actionable, and that it meets high standards of feasibility and transparency.*
- 4. Ensure alignment with national policies:** *Ensure that the NDC and subsequent updates are aligned with national policies in order to support a cohesive approach to climate action.*
- 5. Monitor alignment with international commitments:** *Ensure that the NDC and subsequent updates are consistent with global climate goals and international agreements.*
- 6. Strengthen legal and institutional frameworks:** *Strengthen the legal and institutional foundations that support the integration and effective implementation of NDCs.*
- 7. Reinforce implementation and oversight with sufficient funding:** *Approve and advocate for sufficient funding to support NDC implementation and oversight, ensuring that national budgets are aligned with climate commitments.*
- 8. Track and report:** *Ensure that systems are in place for continuous monitoring of, and regular reporting on, NDC progress, and that these systems promote accountability, transparency and adaptability.*
- 9. Promote timely and inclusive NDC updates:** *Encourage the development of a clear and inclusive process for NDC updating, enhancement and timely submission.*
- 10. Empower and unite:** *Strengthen NDC oversight through active parliamentary engagement, collaboration and capacity-building.*

12 Consult [the campaign](#) for a broader range of strategies and examples.

Considerations for enhancing the thematic components of NDCs

Introduction: As the global climate crisis intensifies, parliaments have a crucial role in ensuring that Nationally Determined Contributions effectively address mitigation, adaptation and climate financing challenges. This section delves into these thematic areas, offering specific recommendations for improving parliamentary oversight of the NDC process. It complements and builds upon the recently released IPU guide, *10 actions for stronger national climate commitments*, which outlines key actions to enhance parliamentary oversight of climate commitments. While the *10 actions* guide provides a practical framework for parliaments to strengthen their role in the NDC process, this toolkit offers a more in-depth exploration of the critical thematic areas of mitigation, adaptation and financing.

This toolkit dives deeper into the current global and policy landscape surrounding these themes and identifies specific considerations for improving parliamentary oversight. It highlights actionable recommendations while acknowledging that this is not an exhaustive list. Instead, the focus is on a few impactful actions, selected for their relevance to the latest climate assessments, including the gaps highlighted in the 2023 global stocktake at COP28. Through careful review of these key areas, parliaments can strengthen their countries' climate commitments, improve accountability, and ensure alignment with both national priorities and international goals.

Thematic component I:

Climate change mitigation

Introduction: The window to prevent catastrophic environmental impacts is rapidly closing and the urgent mitigation of greenhouse gas (GHG) emissions is critical to slowing global warming and avoiding the most severe environmental consequences. Limiting warming to 1.5°C, in line with the Paris Agreement goals, requires reducing global GHG emissions 60% below 2019 levels by 2035.¹³

Timely and effective mitigation could drastically reduce these risks. Through their NDCs, governments commit to setting and achieving ambitious targets to reduce GHG emissions, aligning national actions with global climate goals. Parliamentary oversight of this process is crucial. By ensuring that governments adhere to their climate commitments with the highest ambition, rigorously reviewing NDCs, closely monitoring their implementation, and fostering transparency, parliaments can hold governments accountable for their global commitments and advance much-needed urgent climate action.

Background: Climate change mitigation refers to actions to reduce or prevent GHGs, as well as actions that enhance carbon sinks that remove the gases from the atmosphere.¹⁴ Reducing and preventing GHGs is the primary way to lower global temperatures, but current NDC commitments put the world on track for a global temperature rise of 2.5–2.9°C by 2100,¹⁵ significantly greater than the Paris Agreement’s goal of 1.5°C. With the world currently off track to meet temperature goals, the Intergovernmental Panel on Climate Change (IPCC) finds that global emissions must fall by at least 60% from 2019 levels by 2035¹⁶ and reach net zero¹⁷ by 2050 to realign with the target.¹⁸ Countries with greater capacity and higher emissions must take more ambitious actions and provide support to developing nations as they pursue low-emission development pathways.¹⁹ Many parties to the Paris Agreement have adopted targets to achieve net zero emissions by 2050,²⁰ and there are a variety of ways to approach emissions reduction. Fossil fuels currently

13 World Resources Institute, [Unpacking COP28](#).

14 UNDP, [What is climate change mitigation and why is it urgent?](#).

15 United Nations Environment Programme (UNEP), [Emissions Gap Report 2023](#).

16 World Resources Institute, [Unpacking COP28](#).

17 Net zero is achieved when there is a balance between the GHGs that are produced and removed from the atmosphere.

18 Intergovernmental Panel on Climate Change (IPCC), [AR6 Synthesis Report: Climate Change 2023](#).

19 UNEP, [Emissions Gap Report 2023](#).

20 Climate Watch, [Net-Zero Tracker](#).

dominate GHG emissions, and transitioning away from them, as recommended in COP28's UAE Consensus,²¹ will be vital for countries to achieve significant emission reductions in the years ahead.

The increased adoption of modern renewable energy sources is essential, but poses a major challenge for many countries due to significant start-up costs, high interest rates on loans and government policies that are often not well suited to support renewable energy.²²

While the transition to renewable energy may present short-term challenges, it is important to recognize that it will be socio-economically advantageous in the long run. Beyond reducing GHG emissions, renewable energy systems can lower long-term energy costs, enhance energy security and create new jobs in the clean energy sector. Additionally, the shift to

renewables can significantly reduce the healthcare costs associated with pollution from fossil fuels, contributing to overall economic stability and public health improvements.²³

As countries move towards renewable energy, governments must prioritize a just transition. This involves ensuring that the shift to low-carbon economies is fair and inclusive for workers and communities that depend on fossil fuels and their various connected industries, and ensuring that differing national circumstances are taken into account with no country being left behind. Other key ways that greenhouse gases can be reduced include increasing emissions reduction incentives, improving energy efficiency, changing agricultural practices, the sustainable management of forests, and restoring and conserving ecosystems.²⁴

COP28 Global Renewables and Energy Efficiency Pledge

Signed by over 130 Parties at COP28, the Pledge recognizes the indispensable role of renewables and energy efficiency in climate action. It commits signatories to tripling renewable energy capacity and doubling energy efficiency improvements by 2030. It also aims to align global energy systems with the Paris Agreement targets, reducing reliance on fossil fuels. The Pledge calls for comprehensive domestic actions, international collaboration and increased financial support to achieve these goals.

21 COP28 UAE, [The UAE Consensus Foreword](#).

22 World Resources Institute, [Unpacking COP28, Fossil fuels](#).

23 IRENA, [Renewable Energy Benefits: Understanding the Socio-Economics](#).

24 UNDP, [What is climate change mitigation and why is it urgent?](#).

Recent years have also seen heightened recognition of the need to address not only carbon dioxide but also other potent GHGs. Among these, methane²⁵ has received particular attention due to its high global warming potential and short atmospheric lifetime, which means that reducing methane emissions can support rapid climate benefits.²⁶ In recognition of this, the global stocktake outcome urges all Parties to speed up reductions of non-CO2 emissions, including methane, and encourages them to incorporate *all* greenhouse gases in their upcoming NDCs.²⁷

The Global Methane Pledge

The Global Methane Pledge, launched at COP26, commits to cut methane emissions by 30% from 2020 levels by 2030. The Pledge, which has 155 signatories, seeks to “catalyse global action and strengthen support for existing international methane emission reduction” from key sectors such as agriculture, fossil fuel extraction and waste management, recognizing that immediate and substantial reductions in methane can significantly slow the rate of global warming and contribute to achieving international climate goals.

All of this has significant implications for parliamentarians’ oversight of the development of their NDC. Based on these commitments, parliamentarians and parliamentary committees should:

- 1. Ensure inclusion of ambitious mitigation targets in NDCs,** guaranteeing alignment with the latest scientific recommendations, national climate goals and international commitments.

Possible actions:

- Invite relevant ministers to a hearing to present and discuss mitigation targets in the country’s NDC, or access the NDC from the UNFCCC registry and review its mitigation targets.
- Debate NDC commitments and assess the ambition and strength of mitigation targets, ensuring alignment with the latest scientific recommendations, national climate goals and international commitments.

²⁵ www.globalmethanepledge.org.

²⁶ www.globalmethanepledge.org.

²⁷ World Resources Institute, [Unpacking COP28, Methane](#).

- Organize public consultations and hearings with stakeholders, including academia, climate experts, industry representatives and civil society organizations to ensure diverse perspectives are considered and provide critical insights that can inform and strengthen NDC mitigation targets and strategies.
 - Commission independent reviews to evaluate the ambition of the government's mitigation strategies and actions.
 - Require the government to submit regular progress reports to parliament on the implementation of NDC mitigation targets.
 - Ensure transparency by mandating public disclosure of NDC progress and implementation reports, making them accessible to the public. Leverage media platforms and community outreach to keep citizens informed about national climate actions and encourage public engagement.
 - Engage in learning opportunities to deepen understanding of climate science, mitigation strategies and the technical aspects of NDCs, while also exchanging knowledge and best practices with other parliaments through platforms like the IPU.
 - Hold review sessions in parliament to evaluate the progress and effectiveness of the country's NDCs and mitigation efforts.
 - Advocate for the inclusion of ambitious mitigation targets in national legislation, ensuring that these targets are legally binding.
 - Engage in partnerships with the scientific community, international organizations and climate experts to access technical support and improve understanding of climate science and mitigation strategies.
- 2. Facilitate a just transition from fossil fuels to renewable energy,** ensuring no one is left behind in the transition away from fossil fuels.

Possible actions:

- Mandate regular reporting from the government on the implementation of just transition policies and NDC progress.
- Establish a task force of experts in areas such as renewable energy, labour economics, and social policy to review and provide informed recommendations on government policies and proposals for transitioning to renewable energy and ensuring a just transition.

- Hold public consultations with workers, community leaders, women and industry representatives from fossil fuel-dependent areas to gather input on the impacts of any proposed transition and the support needed for affected communities.
 - Ensure that gender considerations are integrated by addressing the specific challenges faced by women.
 - Advocate for legislation and funding for initiatives that respond to identified needs.
 - Ensure the creation of green jobs and skills training for workers transitioning from the fossil fuel industry.
 - Establish retraining programmes and ensure funding for initiatives that equip workers with the skills for employment in renewable energy sectors.
 - Review national policies and frameworks to seek and propose reforms to create a policy environment that is conducive to renewable energy development and investments.
 - Advocate for increased international financial assistance from developed countries and global financial institutions, specifically earmarked for renewable energy projects. Seek and develop public-private partnerships to attract private sector investment in renewable energy.
- 3. Promote and ensure inclusion of methane emissions in NDCs** to contribute to efforts to reduce all major sources of greenhouse gases.

Possible actions:

- Build knowledge and awareness among parliamentarians on methane's impact on climate change, emphasizing the urgency of methane reduction. Organize or participate in workshops, seminars, or briefings to educate parliamentarians on methane's role as a potent GHG, the economic and environmental consequences of inaction, and the cost-effective strategies for mitigating methane emissions.
- Pass a resolution urging the government to include methane reduction targets in the next NDC submission.

- Assign relevant parliamentary committees to monitor the integration of methane reduction targets into the NDCs or develop specific mechanisms to do so.
- Conduct public hearings with government officials, experts, and stakeholders to discuss the inclusion of methane targets in the NDCs and better understand the issues and science.
- Mandate the government to provide periodic reports on the progress of integrating methane commitments into the NDCs.
- Enhance public knowledge about methane's contribution to climate change by organizing awareness campaigns or collaborating with media outlets to explain methane's environmental impact, its role in global warming, and the need for immediate action.
- Ensure transparency by mandating public disclosure of reports on methane emissions and reduction efforts, making this information accessible to the public through open platforms and regular updates.
- Encourage public participation and feedback on the government's methane reduction strategies.
- Commission expert reviews to evaluate the effectiveness and accuracy of the government's methane reduction efforts.

Thematic component II:

Climate change adaptation

Introduction: While adaptation activities are highly localized, they must also be driven at the national and international levels to tackle broader, systemic challenges. An increased focus on adaptation is urgent because mitigation alone—reducing GHG emissions—will not be sufficient to tackle the ongoing and future impacts of climate change worldwide. Parliaments play a central role in overseeing climate change adaptation efforts. Effective parliamentary oversight ensures that governments are held accountable for their commitments to enhance adaptive capacity, strengthen resilience, and reduce vulnerability to climate change impacts. By scrutinizing NDCs and national adaptation plans, monitoring their implementation, and ensuring transparency and inclusivity through public consultations, parliaments can drive the implementation of adaptation measures and their integration into national policies and strategies. In this way, parliaments can ensure that adaptation initiatives are effectively implemented, safeguarding vulnerable populations and enhancing the overall resilience of their countries to climate change.

Background: Climate change adaptation refers to a wide range of measures to reduce vulnerability to climate impacts.²⁸ Recognizing the need for a coordinated effort on adaptation, Article 7 of the Paris Agreement established the global goal on adaptation (GGA) to enhance adaptive capacity, strengthen resilience and reduce vulnerability to climate change. It stresses the importance of integrating adaptation measures into national policies and strategies, promoting global cooperation, and sharing knowledge and best practices.

Although NDCs are primarily focused on mitigation, many countries have started including adaptation components to reflect national efforts in building resilience.²⁹ The inclusion of adaptation in NDCs varies from country to country, as it is not mandatory within the NDC framework. However, many countries, especially those highly vulnerable to climate impacts, often choose to highlight their adaptation goals. Despite this progress, global adaptation action remains behind compared to the urgency of the climate crisis.³⁰

28 UNDP, [What is climate change adaptation and why is it crucial?](#).

29 UNFCCC, [NDC Synthesis report](#).

30 UNEP, [Adaptation Gap Report 2023](#).

Adaptation efforts can be reported through NDCs and/or through more detailed frameworks such as national adaptation plans (NAPs) and standalone adaptation communications. NAPs are the primary tool for organizing national adaptation strategies and are specifically designed to address adaptation by providing a long-term, detailed framework for countries to identify their vulnerabilities, set priorities and implement adaptation strategies. These plans should align closely with the commitments outlined in NDCs and provide the operationalization roadmap for translating those commitments into actionable and measurable adaptation efforts on the ground.

The inclusion of the GGA in the Paris Agreement underscored the urgent need for adaptation, particularly as climate impacts intensify and disproportionately affect vulnerable countries. However, the lack of a standardized implementation plan for the GGA has led to challenges that are compounded by the local and context-specific nature of adaptation, as well as disagreements over funding responsibilities.³¹

Significant progress was made through the Glasgow-Sharm el-Sheikh work programme on the global goal on adaptation, which helped define sectoral adaptation targets, culminating in the adoption of the UAE Framework for Global Climate Resilience at COP28 in 2023. This framework outlines global targets, including assessments of vulnerability and risk, adaptation planning and implementation, and systems for monitoring and evaluation, with key deadlines set for 2027 and 2030.³²

The UAE Framework for Global Climate Resilience has significant implications for parliaments exercising oversight of the NDC process. Based on these overarching global targets guiding countries in developing and executing their adaptation plans, parliaments and parliamentary committees should:

- 1. Ensure national adaptation plans are based on comprehensive climate hazard, impact and vulnerability assessments** to guarantee that adaptation measures are targeted and effective.

Possible actions:

- Request climate assessments from local sources or regional organizations when full national systematic assessments are not feasible. Use these to gather relevant data on hazards and vulnerabilities.

³¹ World Resources Institute, [Understanding the Paris Agreement's Global Goal on Adaptation](#).

³² World Resources Institute, [Understanding the Paris Agreement's Global Goal on Adaptation](#) and UNFCCC, [Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation](#).

- Leverage community-based assessments to collect data in hard-to-reach areas, ensuring it informs NAPs and NDCs.
 - Advocate for partnerships with international organizations or donors to support the establishment of climate data systems, reducing the burden on national resources.
 - Reallocate existing budget funds to prioritize essential climate data collection and assessments.
 - Hold informal consultations with community representatives and vulnerable groups to ensure that their insights on climate hazards and vulnerabilities are reflected in NAPs.
 - Mandate periodic and systematic assessments of climate hazards, impacts and vulnerabilities to ensure that NAPs and NDCs are based on the most accurate and relevant data.
 - Monitor or establish climate data collection systems that track climate hazards and impacts, and ensure the data informs NAPs.
 - Review budget allocations to ensure funding supports continuous climate assessments, advocating for additional resources if needed.
 - Facilitate public hearings and consultations with diverse stakeholders, including academia, civil society, and women, to ensure that climate assessments and adaptation planning are inclusive, participatory and transparent.
 - Ensure transparency by making all climate hazard and vulnerability assessment data publicly available, using varied and accessible platforms to share information with the public and stakeholders.
- 2. Ensure national adaptation plans are developed through inclusive, participatory and transparent processes**, aligned with NDC adaptation components to guarantee broad support and effectiveness.

Possible actions:

- Review NAPs to ensure they are inclusive, gender-responsive, participatory and fully transparent, and hold the government accountable if these standards are not met.

- Facilitate public consultations with vulnerable communities, women, indigenous peoples and other stakeholders to gather input and ensure the inclusivity and relevance of adaptation plans.
 - Mandate the public disclosure of adaptation plans to ensure public access and transparency.
 - Encourage the integration of adaptation measures into NDCs, with NAPs serving as the detailed framework to translate those commitments into action.
 - Set time-bound, quantitative adaptation targets within NAPs and NDCs to provide clear benchmarks for evaluating progress and effectiveness.
- 3. Ensure effective implementation of national adaptation plans, including monitoring evaluation, and learning (MEL), to track progress and reduce the social and economic impacts of climate hazards.**

Possible actions:

- Request regular updates from the government on the status of NAP implementation and its alignment with adaptation goals, using parliamentary questions or reports.
- Ask for updates on key achievements or obstacles in reducing the social and economic impacts of climate hazards, ensuring that parliament remains informed.
- Organize meetings with local communities, women and vulnerable groups to gather feedback on the effectiveness of adaptation measures. Report community concerns and insights back to parliament to ensure they are reflected in discussions on adaptation progress and priorities.
- Require the government to establish and operationalize MEL systems and monitor how effectively these systems track NAP progress and evaluate adaptation measures.
- Evaluate government-conducted impact assessments on how NAPs are addressing social and economic vulnerabilities, ensuring transparency and thoroughness in their reporting.

- Examine national budgets to ensure adequate funding is allocated for both NAP implementation and MEL systems, advocating for reallocation if necessary.
- Monitor and support capacity-building initiatives by encouraging the government to allocate sufficient resources for training and institutional strengthening related to NAP implementation and MEL systems.
- Ensure public transparency by mandating the disclosure of implementation and MEL reports, enabling citizens and stakeholders to hold the government accountable for progress on adaptation efforts.

Thematic component III:

Climate finance

Introduction: The global financial needs for climate action are enormous. Despite efforts to establish international funding pledges and mechanisms, many governments still fall short in contributing their fair share. Effective climate finance is crucial to support mitigation, adaptation and the global response to loss and damage, but it faces significant challenges. These include ensuring adequate and timely funding, aligning funding with national priorities, and managing its transparent, effective and accountable distribution. Parliamentary oversight of climate finance is fundamental for ensuring meaningful climate action that benefits and protects all sectors of society, especially the most vulnerable. It allows parliaments to hold governments accountable for their financial commitments and efforts to combat climate change. By scrutinizing national budgets, monitoring financial allocations and expenditures, and ensuring transparency and inclusivity, parliaments drive the implementation of climate finance measures and align them with national policies and strategies.

Background: Finance is essential for translating climate targets into action and boosting ambition,³³ but it remains the biggest obstacle to global climate efforts. The scale of financing required is enormous, with almost US\$ 6 trillion needed to implement developing countries' climate action plans by 2030, although this figure does not include full adaptation costs.³⁴ It has been estimated that developing countries need US\$ 387 billion each year for their adaptation plans. However, in 2021, adaptation finance dropped by 15% to just US\$ 21 billion. This shortfall has created a gap of US\$ 194-366 billion per year in the funds needed for adaptation, leading to continued devastating impacts on countries and communities on the front lines of climate change.³⁵ The global stocktake recognized the need to significantly increase financial support for adaptation beyond current commitments in line with evolving adaptation needs.³⁶

The process of securing climate finance in global policy has been prolonged and complex. In 2010, developed countries pledged to mobilize US\$ 100 billion annually by 2020 for climate action in developing countries. In 2015, the Paris Agreement extended this goal to 2025 and

33 United Nations Office for Disaster Risk Reduction, [What Nationally Determined Contributions say about countries' finance requirements](#).

34 UNFCCC, [From Billions to Trillions: Setting a New Goal on Climate Finance](#).

35 UNEP, [Adaptation Gap Report 2023](#).

36 World Resources Institute, [Unpacking COP28](#).

set a new target for post-2025, starting at US\$ 100 billion per year. At COP26 in 2021, the process to establish a New Collective Quantified Goal (NCQG) began. Ongoing technical discussions are determining the NCQG's details, including timeframes, financial amounts and sources, and transparency, with meetings to finalize the text for adoption at COP29.³⁷

The global climate finance landscape is complex, featuring several financial mechanisms providing long-term, scalable financial support for climate action, and special funds targeting specific needs and gaps in climate finance.³⁸ Many countries, especially the most vulnerable, face challenges accessing these resources due to complex application procedures, limited institutional capacity, and technical expertise.³⁹ One key special fund that has gained increasing importance in recent years is the Loss and Damage Fund, which was agreed upon at COP27 and fully operationalized at COP28. This fund supports the most climate-vulnerable countries in dealing with climate impacts that exceed their capacity to adapt. At COP28, countries contributed around US\$ 700 million to the Loss and Damage Fund, but this is far less than the estimated US\$ 580 billion needed by 2030 for climate-related damages in vulnerable countries. To meet the needs of these communities, much larger pledges and innovative funding sources like taxes on fossil fuels and shipping are needed. Additionally, countries must finance the Santiago Network, which provides technical support and capacity-building for developing countries to address loss and damage.⁴⁰

These international funds have the potential to make a significant contribution to global climate action, but they pose a challenge for national parliaments because they are managed outside of national budgets with support delivered through non-State organizations, including international and non-governmental organizations. Consequently, this limits their oversight, reducing their influence on how funds are prioritized and making it hard to ensure funds are used properly and are aligned with national priorities. It can also lead to coordination issues, causing gaps or overlaps in climate action, and accountability gaps, making it difficult to hold different agencies responsible. This has led to suggestions that parliaments should establish systems for monitoring these off-budget financial flows and their effectiveness, and move towards country ownership and integration in national budget systems.⁴¹

37 World Resources Institute, [Unpacking COP28, Climate finance](#).

38 UNFCCC, [Climate Finance in the Paris Agreement](#).

39 UNFCCC, [Summary and recommendations by the Standing Committee on Finance](#).

40 World Resources Institute, [Unpacking COP28, Loss and damage](#).

41 ParlAmericas, [Parliaments and the Paris Agreement](#).

Public funds are essential for supporting national climate action and parliaments are vital in allocating these public resources by reviewing, amending, approving and overseeing the national budget to ensure adequate funding for climate action that aligns with national climate commitments.⁴² The NDC process provides countries with the opportunity to communicate how much they estimate they will need to spend to meet the adaptation and mitigation goals that they identify. While not compulsory, reporting on climate finance in the NDCs is strongly encouraged to enable better planning and implementation of climate action,⁴³ enhance transparency and accountability, and attract financing and investment in climate action.

- 1. Seek to strengthen accountability for climate finance commitments.** Advocate for domestic fulfilment and apply international pressure to meet financial needs.

Possible actions:

- Urge the government to meet its international climate finance commitments.
- Examine national budget proposals to ensure they include provisions for meeting international climate finance commitments.
- Organize public hearings where government officials are invited to explain their plans and progress on meeting international climate finance commitments.
- Request detailed and regular reports from relevant ministries on the progress of meeting international climate finance commitments.
- Track the progress and outcomes of new and upcoming international financial obligations, such as the loss and damage mechanism and the New Collective Quantified Goal (NCQG), and support their operationalization.
- Take opportunities to call on developed countries to fulfil and increase their climate finance commitments, including through parliamentary resolutions, and use international platforms like COPs and IPU Parliamentary Meetings to advocate for these commitments.

⁴² ParlAmericas, [Parliaments and the Paris Agreement](#).

⁴³ However, developed countries are required to communicate information about the climate finance they will provide and mobilize through other reporting mechanisms.

- Collaborate with other climate-vulnerable countries to form coalitions that can collectively advocate for increased climate finance. Issue joint statements or declarations demanding action from developed countries.
 - Collaborate with civil society and other stakeholders to amplify calls for accountability in international climate financing.
- 2. Ensure alignment between NDCs and national budgets**, covering all aspects of mitigation and adaptation activities.

Possible actions:

- Review and confirm the financial requirements outlined in the NDCs, ensuring they cover all aspects of conditional and unconditional activities related to mitigation and adaptation.
- Ensure the inclusion of detailed cost estimates for loss and damage within the NDCs to address the financial needs of the most vulnerable communities affected by climate impacts.
- Review national budget proposals to ensure they include sufficient allocations for the climate commitments outlined in the NDCs. Propose and advocate for amendments to ensure adequate funding for climate initiatives.
- Request regular updates from relevant government ministries on how financial resources are being allocated and spent on climate activities.
- Hold public hearings for government officials, experts and other stakeholders to discuss the alignment of budgets with NDCs and the appropriateness of planned financial allocations.
- Consult civil society organizations, private sector stakeholders, local communities and women's groups to gather input on climate finance needs and priorities and ensure feedback is incorporated into budget planning and NDC updates.

3. Enhance national oversight of off-budget funds for climate action.

Develop systems for tracking, reviewing and evaluating the use of off-budget funds, and advocating for their inclusion in national budgets.

Possible actions:

- Encourage the development of systems for tracking, reviewing and evaluating the use of off-budget funds.
- Require systems of reporting from relevant government ministries and international organizations on the receipt, allocation and use of off-budget funds, including information on sources, amounts, purposes and project outcomes.
- Require the government and international organizations to publicly disclose information about off-budget funds, including detailed financial data and project outcomes.
- Advocate for the inclusion of climate finance from international funds in national budgets where feasible to move towards greater national ownership.
- Develop systems to monitor off-budget financial flows from international funds for climate action, assessing their effectiveness and alignment with NDCs.

Useful tools and resources

- [Climate Action Tracker](#): This tool monitors and assesses national climate actions, evaluating how well countries meet their GHG reduction targets and Paris Agreement goals. The tracker provides ratings and reports to help parliaments judge the ambition and effectiveness of their NDCs.
- [Climate Change Laws of the World](#): This database, hosted by the London School of Economics, includes global climate laws, policies and litigation cases, helping parliamentarians identify best practices and develop legislative frameworks.
- [Climate Promise initiative](#): This initiative, hosted by the United Nations Development Programme (UNDP), supports countries in developing and enhancing their NDCs. It offers tools and resources, including a quality assurance checklist that parliaments can adapt for NDC oversight.
- [Climate TRACE](#): Discover more than 350 million sources of GHGs in this independent online emissions tracking inventory.
- [Climate Watch](#): This platform, hosted by the World Resources Institute, provides data, visualizations and resources to support climate action and the development of NDCs. A new 2025 NDCs Tracker will launch in 2024.
- [Nationally Determined Contributions \(NDCs\)](#): This section of the UNFCCC website provides information about the Paris Agreement and NDCs. It includes the [NDC Registry](#), allowing parliamentarians to review national and international NDC commitments and updates.

- [NDC 3.0 Navigator](#): The NDC 3.0 Navigator is an interactive tool designed to help countries in preparing and enhancing their NDCs. It allows users to explore approaches to increase the ambition of their NDCs and address key areas like implementation and financing for their 2025 submissions. The tool provides guiding questions, case studies and links to additional resources to help countries align their NDCs with the goals of the Paris Agreement. For parliaments, the NDC Navigator can be a valuable resource to understand national climate goals and the available strategies to enhance oversight and support for stronger NDCs. It is particularly useful for identifying opportunities that align with national priorities and global climate objectives, ensuring that parliamentary efforts are informed and impactful.
- [Next Generation NDCs: Tracking Progress of Countries' Nationally Determined Contributions](#): This section of the World Resources Institute website provides research, tools and policy guidance to help countries effectively create, enhance and implement their NDCs.
- [Parliaments and the Paris Agreement](#): This guide, developed by ParlAmericas, GLOBE International, the Westminster Foundation for Democracy and INTER PARES, offers practical recommendations for strengthening parliamentary oversight of international climate commitments.
- The [UNFCCC Capacity-building e-Learning platform](#) provides interactive courses aimed at strengthening the capacity of stakeholders in climate change adaptation, mitigation and finance. The platform offers tailored modules on a range of topics, including climate finance, technology transfer and NDCs. Participants can learn at their own pace and earn certificates upon completion. It is an essential resource for building the skills and knowledge to implement effective climate policies.



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