

Pre COP Briefing

October 2018



“What we still lack – even after the Paris Agreement – is the leadership and the ambition to do what is needed”, UN Secretary General António Guterres warned in his key speech on climate change in September and demanded: “The time has come for our leaders to show they care about the people whose fate they hold in their hands.”¹

Therefore, Parties to the UNFCCC must spur the Paris Agreement to action at COP 24 by delivering a **strong and fair package that includes four elements: robust implementation guidelines, pre-2020 action, predictable and sustainable climate finance as well as a strong signal to step-up ambition and enhance NDCs by 2020.**

Climate Action Network provides this briefing outlining its expectations on the package that needs to be delivered at COP 24 to inform ministers and the Polish presidency in view of the Ministerial Pre-COP gathering held from 21 to 24 of October 2018. This Briefing is based on the key issues to be decided at COP 24 and the agenda of the Pre-COP.

1. Step-Up Ambition

The IPCC Special Report on 1.5°C clearly stated that current mitigation ambition “would not limit global warming to 1.5°C, even if supplemented by very challenging increases in the scale and ambition of emissions reductions after 2030”.²

Parties mandated COP 24 to conduct the Talanoa Dialogue (TD) as the first key moment in the Paris ambition cycle to catch up with climate change. **It is absolutely essential for the success of COP 24 to send a strong signal for climate ambition** based on the opportunities for action identified through the TD and the recently published 1.5°C report:

- Pre-COP should discuss and provide input for any tangible outcomes on climate ambition from the COP that capture the political moment and ensure continuity beyond COP24, specifically **including clear guidance through to 2020** that ensures responsibility and accountability by Parties preparing and updating NDCs and enhancing ambition.

- The output from the TD could be a final statement by the COP Presidencies on the Pathways to Action outlining specific and actionable key steps that can be taken by Parties and key stakeholders, responding to each of the questions raised in the TD. Such a statement would be separate from a more technical summary of the dialogue prepared by the UNFCCC Secretariat.
- As suggested by the LDCs, AOSIS and AILAC/CARICOM/EIG, CAN believes the **COP24 Decisions** need to contain elements that respond to paragraph 23 and 24 of Decision 1/CP21 to submit new or updated NDCs by 2020 informed by the Talanoa Dialogue. Such a decision is the right signal. The form and content of this decision need to be the basis for discussions at the Pre-COP.

¹ <https://www.un.org/sg/en/content/sg/statement/2018-09-10/secretary-generals-remarks-climate-change-delivered>

² http://report.ipcc.ch/sr15/pdf/sr15_spm_final.pdf

2. Finance

Finance not only supports building the Paris regime based on mutual trust; it also enables to implement policies to close the emission gap support the most vulnerable to adapt to the impacts of climate change and address loss and damage:

- To make climate finance more predictable, countries have to **fully operationalize Article 9.5** of the Paris Agreement: At CMA1-3, Parties need to agree on a process to provide qualitative and quantitative information in accordance to all sections of this article. Parties should agree to provide similar types of information for every channel and sources to ensure comparability and coherence while the process to be set up should recognize national circumstances and availability of information (such as specificities of national budgets).
- Countries have to agree on accounting rules for climate finance (**Article 9.7 of the Paris Agreement**) which are robust and provide full transparency on the actual assistance provided – crucially, this must include counting loans on a grant equivalent basis.
- The APA should recommend the CMA1 to adopt a process to discuss the **post-2025 financial support goal**, including a clear timeline for its agreement, and technical and scientific inputs from all bodies of the Financial Mechanism of the Convention, as well as Parties and observers.
- COP 24 must deliver high-level guidance for the review of the **Warsaw International Mechanism for Loss and Damage (WIM)** in 2019 which needs to go beyond the assessment of existing sources of support to address loss and damage and include a need-assessment for loss and damage finance;

3. Constructive Dialogue on Pre-2020 Deficits

COP 24 should open and constructively address shortcomings in pre-2020 action and identify lessons learned to unlock political progress:

- In recognizing deficiencies in delivering their pre-2020 commitments, parties should progress in good faith and not let deficits in pre-2020 action affect the collective effort to solidify the Paris Agreement with cohesive and strong implementation guidelines.

- Taking stock of these shortcomings, parties should, in fact, **acknowledge the need to step-up climate ambition** and make the link to the Talanoa Dialogue.
- Developed countries should **strongly reaffirm and need to demonstrate the collective commitment to mobilize US\$ 100 bn per year by 2020** and demonstrate credible progress towards its achievement.

4. Robust, Fair and Common Implementation Guidelines

Ministers must take full advantage of their time in Krakow to significantly advance discussions on the rulebook, in particular by **identifying bridging options** where discussions have not overcome polarization in the textual proposals yet.

Enhanced Transparency Framework (ETF): A **core set of robust and enforceable guidelines, that build on and enhance the existing systems of transparency**, will be critical to ensure trust and drive ambition:

- For **transparency of action**, it is essential that accurate and robust information is provided by Parties in a methodological manner concerning efforts on greenhouse gas inventories, NDC implementation and achievement, adaptation, and finance;
- **Flexibility** should be reflected in each element of the ETF. To ensure country-driven decisions as well as comparability, parties should agree on minimum floors for the frequency, scope, and level of detail provided as well as guidelines how flexibility is applied. Parties may wish to operationalize flexibility based on the following approach: *Each Party [shall] apply the highest standard, except those developing country Parties that need flexibility in the light of their capacities that [may] [apply a lower standard].*

NDC Communication: CAN believes certain features of NDCs should be given guidance while recognizing their nationally determined nature. Such guidance may be differentiated, but not bifurcated:

- All NDCs should include **unconditional components** and may include conditional components that represent stretch-goals and identify barriers to greater ambition;
- NDCs should contribute to sustainable development objectives such as poverty reduction, and the **Paris Agreement principles**: human rights, rights of indigenous people, food security, gender equality, public participation, ecosystem integrity and protection of biodiversity, intergenerational equity, and just transition;
- To be effective in fulfilling the Paris Agreement, NDCs should be **embedded in long-term climate strategies**;
- Development and implementation of NDCs should **include civil society**;
- As a principal communications tool, NDCs should also **include adaptation communications** focusing on forward-looking adaptation aspects including plans and needs.

The **Global Stocktake** (GST) is the central piece of the Paris Ambition Mechanism. Parties need to finalize the general design of the global stocktake at COP 24. To serve its purpose, to ratchet-up ambition, the design needs to include the following elements:

- **Sufficient duration of 18-24 months**, wherein some phases (e.g. input gathering and technical consideration) can overlap. The GST should be organized in **workstreams oriented towards the three long-term goals** of the Paris Agreement in Article 2 (temperature, resilience, and finance flows) and **include a workstream on loss and damage**.

- Additionally, **Means of implementation** (finance, technology, and capacity building) should be considered a **cross-cutting** issue of these workstreams.
- For the stocktake to be “conducted in the light of equity” means to treat **equity as an overarching issue across all work streams** and design. To fulfill the “in the light of equity” mandate, the stocktake must result in outputs that allow parties to assess whether their NDC is a “fair and ambitious” (1/CP.21 para 27).

5. Civil Society Participation at Pre-COP

CAN welcomes the Stakeholder Day at the Pre-COP in Krakow. But we would like to express our disappointment this day is separated from the two days of discussion among Parties on October 23 and 24. Non-governmental organizations (NGOs) and other civil society organizations have been indispensable for the United Framework Convention on Climate Change (UNFCCC) process and the Paris Agreement. This has continuously been formally acknowledged as vital to the process. We believe only inclusive and meaningful participation from observers allows to bring the UNFCCC process to its full potential. CAN strongly encourages inclusive observer participation during all days of Pre-COP.

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Additional Counsel on Pre-COP Guiding Questions

Transparency

Given the different starting points, what is a credible and reasonable timetable to reflect the transition to the enhanced transparency framework (ETF) for all Parties?

How can collaboration strengthen Parties' capacities in order to enable continuous improvement towards the strongest possible implementation of the enhanced transparency system over time?

Per Article 13.5, one purpose of the enhanced transparency framework under the Paris Agreement is to inform the global stocktake. In order to inform the 2023 global stocktake, the first reports under the ETF would be needed in 2022. CAN encourages Parties to operationalize flexibility as a vehicle to enable countries to participate in the Enhanced Transparency Framework in the light of their national circumstances and advance their reporting over time, as national circumstances evolve and capacities improve.

The capacity building mechanisms must provide sustainable models and align with the needs of developing countries under the transparency framework to help them achieve maximum clarity and accuracy in submissions and to continually improve as implementation progresses.

Adaptation

Given that adaptation actions follow country-driven approach and Parties may provide adaptation information at their discretion, how to generate useful information that will allow for clear understanding of adaptation action, tracking progress in climate adaptation and recognition of adaptation effort?

It is important to highlight the country's circumstances including key Sustainable Development Goals as well as key economic sectors in a country, and their link to climate change and climate action.

Specific attention should also be given to the identification of particularly vulnerable segments and groups of the population and the risks and impacts they face, especially regarding their human rights. This could also include aspects of occurred and expected loss and damage due to adaptation limits. The existing legal and policy frameworks to facilitate such actions should be communicated, including how parties integrate relevant international obligations, including those related to human rights, food security and gender equality in the design of adaptation actions.

Mitigation & NDC Guidance

How can we build on paragraph 27 of 1/CP21 in terms of defining the information for provision with NDCs? Can we reach agreement on a manageable information list that takes account of the diversity of NDCs and if so how might it be presented?

Building on the PA and guidance given in decision 1/CP.21 it must be clear that this should guide future NDCs. Additional guidance should include:

- adaptation communications focusing on forward-looking adaptation aspects including plans and needs. In contrast to NAPs that mainly guide national processes, NDCs are an external communication tool and, hence, are the suitable vehicle to report about forward-looking adaptation aspects;
- NDCs to be in line with and be an important part of domestic development and poverty eradication strategies (not really a new feature, as it is following directly from PA art. 4.2)
- Development and implementation of NDCs shall be inclusive, involve stakeholders, including civil society, (not really a new feature as it is following from the PA-preamble in which Parties affirm the importance of public participation, public access to information and cooperation at all levels on the matters addressed in this Agreement).
- Features listed in 1/CP21 para. 31, including to identify unaccounted sectors,
- NDCs shall identify sectors included in transactions of Internationally Transferred Mitigation Outcomes;

For some features, CAN believes that elaboration of guidance is needed beyond what it is possible during COP24 and that COP24 should start a process for this. This elaboration of guidance shall assist countries further in developing robust NDCs that are transparent in their accounting and in their integration in national development strategies