



Madrid: Responding to the People and the Science

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Glossary

ACE	Action for Climate Empowerment
AOSIS	Alliance of Small Island States
BAU	Business as Usual
CAN	Climate Action Network
CBD	Convention on Biological Diversity
CDM	Clean Development Mechanism
CGE	Consultative Group of Experts
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
COP	Conference of the Parties to the UNFCCC
CORSIA	Carbon Offsetting and Reduction Scheme for International Aviation
CTCN	Climate Technology Centre and Network
CTF	Common Tabular Format
CTU	Clarity, Transparency, and Understanding
ETF	Enhanced Transparency Framework
ExCom	Executive Committee
FAO	Food and Agriculture Organization
GCF	Green Climate Fund
GST	Global Stocktake
ICAO	International Civil Aviation Organization
IMO	International Maritime Organization
IPBES	Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services
IPCC	Intergovernmental Panel on Climate Change
IPP	Indigenous People Platform
KCI	Katowice Committee of Experts on the Impacts of the Implementation of Response Measures
KJWA	Koronivia Joint Work on Agriculture
L&D	Loss and Damage
LDCs	Least Developed Countries
LTS	long-term strategies
MPGs	Modalities, Procedures, and Guidelines
NBSAPs	National Biodiversity Strategies and Action Plans
NAP	National Adaptation Plan
NBS	Nature-Based Solutions
NDCs	Nationally Determined Contributions

OECD DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
PCCB	Paris Committee on Capacity Building
PSBOS	Platform on Science-Based Ocean Solutions
REDD+	Reducing Emissions from Deforestation and Forest Degradation plus conservation, sustainable management of forests and enhancement of forest carbon stocks
SB	Subsidiary Bodies
SCF	Standing Committee on Finance
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
SRCLL	Special Report on Climate Change and Land
SROCC's	Special Report on the Ocean and Cryosphere in a Changing Climate
TACCC	transparency, accuracy, consistency, comparability and completeness
TAPs	Technology Action Plans
TF	Technology Framework
TEC	Technology Executive Committee
TNAs	Technology Needs Assessments
TM	Technology Mechanism
ToR	Terms of Reference
UNSG	United Nations Secretary-General
UNFCCC	United Nations Framework Convention on Climate Change
USD	United States Dollar
WIM	Warsaw International Mechanism for Loss and Damage

Executive Summary

Around the world millions of people have taken to the streets — from Hong Kong, the UK, Haiti, Lebanon, Ecuador, and Chile — demanding their right to a better life. These protests are the culmination of increasing public awareness and a lack of government action to address the root causes of the climate emergency and social injustice; the two of which are fundamentally linked.

Along with a dangerous lack of climate ambition, there is a failure by governments to address the inherent linkages between social, ecological and climate justice. This inaction emanates from an economic and political system that puts profits over people and planet, is driven by greed and the exploitation of resources — especially fossil fuels, and which prioritises the interests of the few wealthy polluters and corporations to the detriment of the majority who suffer an unfair burden. The Intergovernmental Panel on Climate Change (IPCC) 1.5 report robustly highlighted the need for governments to internalize these connections.

The UN Secretary General (UNSG) has increased the political stakes for countries to provide real leadership and political responses. Governments must harness this momentum and respond to the demands of their citizens by providing concrete and credible answers to key issues at COP25, including:

- How will you address loss and damage impacting the most marginalised through a robust Warsaw International Mechanism for Loss and Damage (WIM) review that provides real finance and support for impacted countries and people to recover from climate disasters?
- How will you ensure that market mechanisms do not undermine

environmental integrity and climate ambition?

- How will major economies step up in 2020 and contribute to the global effort to close the emissions gap and raise national climate ambition in the next decade?

At COP25, Parties must urgently address loss and damage and climate impacts. There is a daily climate emergency for millions of people who are the least responsible for causing the crisis on their doorstep. Climate change induced loss and damage is affecting the poorest countries most significantly, as they lack the financial capacity to rebuild and recover as quickly as developed countries. Parties must finalise the review and fully operationalise the WIM to address developing countries needs for support with: averting and minimising loss and damage, and address displacement. We expect substantive discussions and robust outcomes from COP25 to deliver a finance facility under the WIM, and a robust process to scale-up finance for loss and damage.

Raising ambition and the integrity of the Paris Agreement should in no way be undermined by market and non-market mechanisms. Integrity demands phasing out Kyoto mechanisms and ensuring Kyoto units are not counted for any non-Kyoto mitigation efforts. The integrity of

“COP25 provides governments with the perfect opportunity to draft and unpack (in detail!) their plans for raising national climate ambition by 2020.”

the Paris Agreement also depends on protecting the rights of communities to ensure no harm and avoid design flaws in creating flexible mechanisms. It is essential that Parties agree to implement guidelines for Article 6 that ensure real emission reductions which are: measurable, additional, verifiable and permanent, avoid any form of double counting, and do not harm local communities.

COP25 provides governments with the perfect opportunity to draft and unpack (in detail!) their plans for raising national climate ambition by 2020. These plans must outline how governments will respond to the climate emergency and the climate science and how they will launch societal transformation. The science clearly details the dire consequences our social, economic, and natural systems are facing. CAN expects governments to step up in Madrid and show their citizens they plan to take meaningful and transformational action in preparation for 2020, including through engaging national stakeholders in transparent national review processes.

The Climate Summit in New York presented a plethora of climate solutions that governments can now integrate into their Nationally Determined Contributions (NDCs) to be submitted by 2020. Nature-based solutions (NBS) lend themselves to being integrated in the new transformational NDCs, providing a unique opportunity to jointly tackle the climate and biodiversity crisis. Conserving and restoring ecosystems are crucial for achieving 1.5°C and can deliver multiple benefits to society. CAN urges Parties to translate their theoretical commitment to NBS into clear targets in their NDCs.

An ambitious response also requires that Parties deliver on the USD\$100 billion commitment by and annually after 2020. CAN is very concerned that, according to different projections, public finance provided will not reach \$100 billion by 2020. Following the Green Climate Fund (GCF) replenishment conference, which resulted in \$9.7 billion pledged to the fund, CAN welcomes

efforts of those countries that have doubled their commitment in line with their fair share. CAN notes the absence of the US and Australia who keep ignoring the climate crisis and is disappointed that countries like Canada, the Netherlands, New Zealand, Switzerland, Luxembourg, Austria and Belgium have not yet doubled their pledges or provided their fair share yet. At COP25 the Pre-2020 high-level stocktake needs to acknowledge the finance gap and parties need to come prepared to address it. Developed countries must increase public finance contributions to meet the \$100 billion (bn) goal.

At COP25, Parties to the United Nations Framework Convention on Climate Change (UNFCCC) must adequately respond to the climate emergency across three pillars –addressing climate impacts, raising climate ambition and providing support for climate action by:

- **Setting up a financing facility under the WIM** to deliver new and additional finance to address loss and damage including new and innovative sources of finance that can truly generate additional resources (such as levies on air and maritime transport, and climate damages tax on fossil fuel exploration) at a scale of \$50billion by 2022;
- **Further setting up an Executive Committee (ExCom Expert) Group on Action and Support** to create more room for discussion on loss and damage Finance, alongside technology and capacity building;
- **Phasing out the Kyoto Protocol’s flexible mechanisms** and not recognizing Kyoto emissions units for compliance with non-Kyoto mitigation commitments;
- Only agreeing on implementation guidelines for Article 6 which **ensure that Parties avoid all forms of double counting** in their internationally transferred emission reductions; as well as support and encourage all Parties to move toward economy-wide emission targets as called for in Article 4.4 of the Paris Agreement;
- Providing firm commitments, clear political signals, clarity on next steps from all Parties, and in particular from major emitters, on **how they will step up their climate ambition by delivering transformational NDCs well in advance of COP26.**

- Agree to **national NDC review processes that are inclusive and transparent and engage all national stakeholders in a whole-of-society approach** and that recognize the critical role ecosystems play in achieving 1.5°C by ensuring there are clear targets for nature-based solutions in NDCs.
- Agreeing on a single **five-year common time frame for NDC** implementation from 2031 onwards;
- **Committing to delivering long-term strategies and related targets for achieving net-zero by 2050.**
- Agreeing to **a process in 2020 for ensuring the continuation of the Global Climate Action agenda** post COP26.
- Ensuring that the **2nd Periodic Review of the long-term goal under the Convention and the progress for achieving it, is a full review** considering all possible outcomes and taking into account any overlaps with the Global Stocktake.
- **Extending the mandate for the Paris Committee on Capacity Building (PCCB)** for a significant period of time to demonstrate trust in the existing institutional structures and ensure the continuity as well as **better equip the PCCB with appropriate resources;**
- **Operationalizing the enhanced transparency framework by significantly advancing the common reporting tables, common tabular formats (CTF), various report outlines, and a training programme.** In doing so, Parties should provide the necessary flexibility while upholding the TACCC principles (transparency, accuracy, consistency, comparability and completeness);
- **Ensuring reporting tables on the support provided, mobilized, needed, and received is reported at the activity level and incorporates climate specificity and grant equivalent;**
- **Acknowledging the GCF replenishment and noting the urgent need to close the finance gap.**
- **Advancing discussions on making finance flows consistent with the Paris Agreement,** particularly at the Presidency Event organized by the Ministry of Finance, where parties should declare how they intend to develop plans to stop finance for fossil fuel;
- **Adopting rules of procedure to enable a substantive discussion on economy diversification, just transition and managed decline of fossil fuels under the Forum on the impacts of the implementation of response measures.** Particularly, adopting the (Terms of Reference) ToRs of the recently created Katowice Committee of Experts on the Impacts of the Implementation of Response Measures (KCI) to officially begin to work as soon as possible; **Ensuring that principles of a just, equitable and fair transition for all people are part of Response Measures.**

As delegates and ministers head to COP25 in Madrid, we continue to pay close attention to the situation in Chile to ensure that the overarching principles of social justice and human rights are protected. While the COP25 will be hosted in Madrid, this must remain a Latin American COP with a strong focus on the protection of those impacted by climate change & ill-designed climate policies. Additionally, this must be a COP that shows Parties have heard the calls for action from across the globe, and that they intend to act on them.

1

Means to Urgently Raise Ambition

1.1

A goal without a plan is just a wish – updating NDCs

The growing pressure of climate impacts launched a climate movement of over 7 million people demanding more ambition from their governments. This movement is looking at COP25 with high expectations for governments to take the next steps and make more tangible commitments towards unpacking national-level climate plans and policies for the next decade.

People demonstrating on the streets across the globe are well aware that the climate plans (NDCs) of countries are nowhere near building climate resilient societies, or limiting global temperature rise to 1.5°C compared to pre-industrial levels. Scientific updates constantly remind us of the urgency to act immediately, plan for net-zero by 2050, and commit to sufficiently ambitious NDC enhancement for 2030. At the same time, higher targets alone remain meaningless for emission reduction without implementation. Implementation, too, must be ambitious!

CAN understands ambition as aligning plans and actions to the three long-term goals of the Paris Agreement. Ambition includes not only efforts to reduce emissions, but also action on resilience as well as steps to shifting the trillions. It further entails enabling means of climate finance, technology, capacity building, and education also belong to ambition.

During the UNSG Climate Action Summit on 23 September this year, 66 governments of mainly Small Island Developing States (SIDS) and Least Developed Countries (LDCs) delivered the level of ambition that people on the streets have been asking for. They presented their vision of how to achieve a just transition and resilience of their societies through swift societal and sector-wide climate action based on ambitious climate targets and policies for the short and long-term. We also heard a range of countries committing to a plethora of climate action and appreciate the commitments towards the long-term, most notably commitments for net-zero by 2050.

However, these cannot cover the glaring void we find in the place where immediate, strong, and ambitious commitments from the largest emitting countries should be for the short-term and until 2030. Most of the large emitters did not yet commit to strengthening their NDCs by 2020 in a meaningful way. Yet, several initiatives were launched in New York that will contribute positively to these countries next round of NDCs. It is, therefore, imperative to continue the conversations from New York with the positive spirit of Costa Rica's pre-COP in October and bring them to Madrid's COP25. In 2020, all countries must submit their enhanced NDCs and long-term strategies (LTS). CAN is particularly waiting for the big emitter countries to impress us. Now is the time to prepare!

AMBITION MUST BE BASED ON SCIENCE AND EQUITY

Chile has placed science high on the COP25 agenda. Both the IPCC special reports on Climate Change and Land (SRCCL) and on Ocean and the Cryosphere in a Changing Climate (SROCC) will be given room as well as a presidency event by the Ministry of Science will be held. Further, the Platform on Science-Based Ocean Solutions (PSBOS) will be launched (#Blue COP). In CAN's view, the science is clear and can not be negotiated — all countries should gather behind the science.

Not as evident on the agenda are the cross-cutting equity topics like: environmental integrity, the whole of society approach and civil society participation in NDC planning and implementation, gender, Human Rights and the rights of marginalised groups, future generations and youth; and just transition, which at all times need to be considered for ambitious decisions and processes. We look forward to hearing countries plans for integrating these topics in their national review processes for enhanced NDCs by 2020 throughout the COP and in particular during the Presidency Events.

PRE-2020 ACTION

At COP25, wealthy countries must use the Pre-2020 Stocktake to acknowledge the current mitigation gap and the projected finance gap, demonstrating real progress on climate action and the \$100 bn goal and explain how they intend to

substantially increase levels of finance provided for adaptation. The review of the adequacy of UNFCCC Article 4.2a and b should be used to shed light on how lack of pre-2020 action by developed countries now translates into the need to scale up on mitigation action post-2020. This should inform the equity debate.

NDC ENHANCEMENT

At COP CAN expects all countries to present, discuss and examine, which new commitments and initiatives they are initiating and implementing domestically, as well as investigate how these unlock strengthened NDCs and national action by 2020. These commitments must include the goal of a clean renewable energy transition, investment in nature-based solutions, and ending fossil fuel extraction — in particular coal. For the most vulnerable countries, solid adaptation and resilience action may be included in the NDCs. All countries must do their part to set the world on a 1.5°C pathway and initiate the transition our societies for safe, resilient and thriving people and ecosystems.

While countries from Alliance of Small Island States (AOSIS), SIDS, Climate Vulnerable Forum (CVF) and LDCs are yet again taking the lead and have committed to transition their societies into a climate-safe and fair future, large polluting countries must decide which side of history they want to be on and dramatically step-up their efforts to curb global emissions. Anything less is unacceptable.

At COP25, countries must not only reiterate but strengthen their commitment to communicate enhanced NDCs by 2020 and kick-off national inclusive and multi-stakeholder enhancement processes. Ministers and heads of delegation should make the best use of their time at the Presidency Event on Ambition identifying adequate and concrete responses to the climate emergency at COP25. Parties should come forward and unpack their concrete plans for reviewing their NDCs, including how civil society organisations can contribute and engage in national review processes.

In considering NDCs, Parties at COP25 should remember that halting biodiversity loss is essential for achieving 1.5C. Major global intergovernmental assessments, including from the Intergovernmental Panel on Climate Change (IPCC) and the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES), have demonstrated that the climate and biodiversity crises are strongly interlinked

and will need to be tackled together. COP25 will be a critical opportunity to consider these interlinkages, and the role that ecosystems can play in enhancing ambition in NDCs ahead of COP26 and the Convention on Biological Diversity (CBD) summit in Kunming, China next year.

There are several ways to achieve NDC enhancement on mitigation — such as setting early peak years, increase of the topline emissions reduction target, the inclusion of sectoral targets, providing a policy framework and investment to protect and enhance ecosystems, and development of detailed roadmaps for implementation, and other like the UNSG summit commitments. NDC enhancement can well include actions by non-state actors and comprises mitigation, resilience and support elements. **It is essential that NDC targets are set in coherence with the 2050 net-zero objective according to the Paris 1.5°C goal.** NDCs, therefore, must be planned according to the targets of the LTS which also need to be submitted in 2020.

“While countries from Alliance of Small Island States (AOSIS), Climate Vulnerable Forum (CVF) and LDCs are yet again taking the lead and have committed to transition their societies into a climate-safe and fair future, large polluting countries must decide which side of history they want to be on.”

Civil society stands ready to support, catalyse, and engage in national dialogues on how to incorporate such commitments into national NDCs and related processes in a transparent and inclusive manner anchoring the transition with the people. At the same time, CAN will continue to mobilize the full power of our network with more than 1,300 organizations in over 120 countries for the climate action day on 29 November 2019 to hold leaders accountable. We will not stop, and the record-breaking protests in September have demonstrated that people worldwide are rising, demanding meaningful climate action.

At COP25, Parties should agree on a COP decision¹ to encourage all Parties to communicate their enhanced NDCs by March 2020 or as soon as possible but well in advance of COP26. Recognizing that the participation of civil society is crucial to the effective planning

¹ Further COP decisions building the set of ambition decisions are described in other sections in this document.

and the implementation of the NDCs, COP25 should invite parties to guarantee the effective participation of civil society in the formulation and implementation planning of their enhanced or updated NDCs. Further, a COP25 decision should mandate the UNFCCC Secretariat to prepare a Synthesis Report providing an aggregate assessment of the 2019/20 submitted enhanced NDCs by 1 October 2020.

FINALIZING THE RULES FOR THE PARIS AGREEMENT: ART 6, TRANSPARENCY AND COMMON TIMEFRAMES

Parties must not allow bad rules for Article 6 undermine the collective ambition.

Establishing a 5-year common time frame for NDCs from 2031 for aligning the pace of implementation to the 5-year ambition cycle could provide powerful signals for ramping up ambition and accelerate the pace of climate action.

MEANS OF IMPLEMENTATION: FINANCE AND CAPACITY BUILDING

Ambitious climate action is enabled by support in terms of climate finance, technology, capacity building and Action for Climate Empowerment (ACE) (education). The main driver remains finance and the status of the 2019 GCF replenishment process after its GCF Pledging Conference should be acknowledged by COP25. A handful of developed countries have doubled their contributions, but the overwhelming majority of rich countries should have come to the table with much more. Rich countries must deliver their fair share and use COP25 as an opportunity to do so and address the climate emergency.

COP decisions expected on the review of the capacity-building framework, the fate of the PCCB and the terms of reference of the Consultative Group of Experts (CGE), which has historically played an important role to foster capacity for developing countries on transparency, are also clear spaces in which mechanism to increase ambition could be delivered. Decisions on the Indigenous People Platform (IPP) and gender are linked to the capacity building outcome and are within reach; they should be leveraged to support the ambition package while giving it a “people” dimension.

MARRAKESH PARTNERSHIP

Under the guidance of the High-Level Champions, the Marrakech Partnership further seeks to strengthen collaboration between Parties and non-Party stakeholders for implementation. The partnership will convene a series of events during COP25. These present practice examples

for the transition toward a 1.5°C climate-neutral and resilient world and are a useful agenda to showcase ambitious implementation and climate action by non-Party stakeholders. The mandate of the Marrakech Partnership comes to an end in 2020 and CAN supports a COP decision that mandates a review and an extension of the mandate. As part of this review we urge Parties to in particular consider how non-Party stakeholder action contribute additionally to achieving government agreed climate policies and goals, and specifically how these actions contribute to enhanced NDCs in 2020.

SECOND PERIODICAL REVIEW

The Periodic Review is an important part of the COP25 ambition package. Countries should in a COP decision agree on the need to revise the goal of the convention, the timeline of the second periodical review and how it coincides with the release of AR6 as well as the legal linkages with the Global Stocktake (GST).

1.2

Nature-Based Solutions for Ambition

In raising ambition, parties are confronted with two major threats to life on Earth: the climate change crisis and the biodiversity crisis. Major global intergovernmental assessments, including from the IPCC and the IPBES, have demonstrated that they are strongly interlinked and will need to be tackled together. Large-scale uptake of CO₂ from the atmosphere by conserving and restoring natural ecosystems such as forests, grasslands, peatlands, and coastal wetlands will be crucial if we want to limit global warming to below 1.5°C. These “nature-based solutions” (NBS), with appropriate safeguards, specifically for indigenous people, can provide 37% of the solution to meeting the 1.5 C target by 2030 (IPBES 2019). Using NBS and addressing the climate and ecological crises in tandem deliver multiple benefits to society.

Parties should prioritize the role of nature-based solutions and in enhancing and updating their NDCs and state so at the high-level event on NBS at COP25 because:

- NBS are currently underrepresented in countries NDCs; including NBS will help raise ambition as Parties revise and enhance their NDCs by 2020. There is an opportunity to build on the momentum generated by UNSG and from Pre-COP, where agreements

were signed on NBS and the High Ambition Coalition for NBS was formed — a coalition which includes over 30 Parties.

- COP25 is a critical opportunity to ensure actions implemented under the UNFCCC and CBD are coherent, integrated and co-beneficial, and aligned to better support the attainment of the Sustainable Development Goals (SDGs) ahead of CBD COP15 and the UNFCCC COP26 in October and November of 2020.

ECOSYSTEMS MUST PLAY A CENTRAL ROLE IN NDCS

Parties must understand that halting biodiversity loss and mitigating climate change is essential to sustain the natural systems our societies and economies rely on, and these concepts must be embedded in their NDCs. CAN is calling for Parties to:

- Specify in detail how emission reductions will be achieved in the land sector in their NDCs;
- Ensure that all government policies do not undermine biodiversity and give precedence to policies that address more than one area across climate, development, and nature;
- Prioritise the role of natural ecosystems such as forests, grasslands, peatlands, mangroves, and other wetlands; protecting and reconnecting rich primary and intact natural ecosystems, prioritising the need to reduce deforestation and forest degradation (REDD+), using the REDD+ Warsaw Framework; restoring previously degraded ecosystems; and maximising ecosystem resilience and adaptive capacity through landscape-scale initiatives;
- Invest in sustainable agriculture, nature conservation, forest and peatland restoration, and other nature-based solutions; and
- Align NDCs with commitments under the post-2020 CBD framework, National Biodiversity Strategies and Action Plans (NBSAPs), as much as possible.

Land use and forestry accounting must benefit not harm the climate and biodiversity and human rights. While not on the agenda at COP25, CAN wishes to flag that current guidelines for land use still, lead to enormous amounts of unaccounted greenhouse gas emissions and incentivise ecosystem damage by not counting carbon stocks, but only carbon flows and not specifying what carbon pools are accounted for.

1.3

Addressing Emissions from Shipping and Aviation

While the International Civil Aviation Organization (ICAO) has yet to adopt a long-term mid-century emissions reduction target for the international aviation sector, the International Maritime Organization (IMO) has only adopted the fundamentally inadequate goal of at least 50% emission reductions below 2008 levels by 2050.

Controlling emissions from both these sectors is essential to meeting the UNFCCC and Paris Agreement's long-term emissions and temperature goals. Hence, both aviation and shipping sectors, must be covered by its 5-year cycle to raise ambition, including the GST, as well as any other reviews of goals and ambition such as the Second Periodic Review. Parties to the Paris Agreement should include their plans and measures to reduce emissions from these sectors in their NDCs This should comprise plans to supply sustainable low and zero-emission fuels, with certification and life cycle emissions accounting rules that ensure these sectors take responsibility for all emissions sources and sinks related to the production of the fuels they use, including direct and indirect land-use change. A strong and comprehensive carbon price will be essential to levelling the playing field for low and zero-carbon fuels.

Aviation specifically cannot afford to be the only sector without a long-term global climate target. The current focus on carbon-neutral growth through offsets is entirely inadequate.

Non-CO₂-related climate impacts should also be fully addressed in any measures on GHG emissions.

For the shipping sector, the adoption of the initial IMO Strategy in April of 2018 was step forward, but the targets are still insufficient and could allow the sector to avoid making its fair contribution to global efforts. The initial Strategy's long-term target must be revised, by 2023 the latest, to include the goal of complete decarbonization by 2050 to reflect the growing number of voices in the sector supporting this goal and much greater clarity about the technologies and fuels that can enable this.

1.4

Urgently Aligning Overall Financial Flows with Paris Objectives

Building on momentum from the UNSG Summit, Parties must make progress on the shifting of financial flows. COP25 represents an opportunity to build and strengthen coalitions working for comprehensive Paris Alignment of public finance, private finance and financial flows in order to support NDC implementation. In particular, Parties should use COP25 to declare how they intend to develop plans to stop finance for fossil fuel and implement fiscal policies to speed up just transition plans towards a decarbonized future. The Presidency event organized by the Ministry of Finance, that will gather ministers of finance from around the world who are committed to enhancing climate action through fiscal policy will be a key moment to discuss and achieve progress on these issues.

2

Addressing Climate Impacts for the People

2.1

Loss and Damage in today's climate reality

Climate change is already having a devastating impact on vulnerable developing countries and communities around the world. In many instances, these impacts have gone beyond what is possible to adapt to and into the realms of loss and damage due to climate change. As we have seen in recent disasters from the Bahamas to Mozambique, climate change induced loss and damage is impacting the poorest countries most significantly, as they lack the economic and financial capacity to rebuild and recover as quickly as developed countries. It creates a daily climate emergency for millions of people who are least responsible for causing the crisis.

EXPECTATIONS FOR THE REVIEW OF THE WARSAW INTERNATIONAL MECHANISM (WIM) ON LOSS AND DAMAGE

The review of the WIM, which Parties will conduct at COP25, needs to fully operationalize

the WIM to support the needs of developing countries along with additional support to avert or minimise loss and damage and address displacement. With financial support, vulnerable

countries can properly assess the impacts and identify gaps, enhance their climate change risk management, and recover from loss and damage they experience due to climate impacts.

To this end, Parties need to engage in a full-fledged discussion on the availability (or the lack) of finance to address loss and damage, beyond adaptation and similar finance provided, the needs of vulnerable countries and potential sources to plug the gap between the two.

The review needs to include whether (i) the mechanism is fit-for-purpose to meet the challenge of loss and damage currently faced by vulnerable developing countries; (ii) if it is capable of meeting future loss and damage needs based on scientific projections on impacts, including displacement, considering the latest IPCC reports; and (iii) how to generate and

transfer finance to meet those needs. The review should address any gaps in the implementation of WIM's original mandate, and in the current and future needs of developing countries.

The most obvious gap is the lack of finance, which the review must address by establishing a financing facility, with agreement on new sources of finance.

At COP25, we must see substantive discussions and robust outcomes, which will deliver scaled-up finance and action on loss and damage at a specified scale and timeline. The special event mandated in the Terms of Reference (ToR) of the review should focus on key questions and needs of vulnerable countries, and make the process inclusive and open to civil society representatives.

PRIORITIES ON LOSS AND DAMAGE

In the backward-looking portion of the WIM review, we hope to see a strong investigation of the WIM's efforts in "addressing" loss and damage as mandated in Art. 8.1 of the Paris Agreement, and its ability to enhance "action and support" as mandated in Art. 8.3.

Looking forward, we see the following actions as priorities by taking the following decisions at COP25:

- **Set up a financing facility under WIM:** CAN demands that the COP at its 25th session must decide to set up a financing facility to deliver new and additional finance to address loss and damage. The facility must provide:
 - **New and innovative sources of finance that can truly generate additional resources** (such as levies on air and maritime transport, a climate damages tax on fossil fuel exploration) at a scale of \$50billionn by 2022;
 - **Immediate debt relief, in the form of an interest-free moratorium on debt payments, to developing countries, who face climate emergency.** It would enable quick access to resources earmarked for debt service in the national budgets,

which can be put to work immediately for emergency relief and reconstruction; and

- **A financial architecture that ensures funding reaches the most vulnerable** in developing countries, in an efficient and effective manner, taking into account existing institutions as appropriate.
- **Set up a Task Force on Action and Support:** To create more room for discussion on loss and damage Finance, alongside technology and capacity building, the ExCom must set up a Task Force on Action and Support, and in 2020 its work should have utmost priority as part of the ExCom's work plan. This should be based on a clear mandate by the COP with regard to operationalising the financing facility and to deliver clear recommendations for action by COP26. The Task Force should include qualified representatives from across the sectors including civil society, selected through a coordinated process organised by civil society. It could be considered, given its political importance, to link the task force to the overall SBs, for example through making it report on the state of discussion directly to the June SBs as part of the ExCom's report, but without the ExCom first building a consensus on the outcomes.
- **Ensure Loss and Damage as a permanent agenda item:** Listing loss and damage as a permanent agenda item for SBs so that it is considered at each of its sessions would create such room for political (and not solely technical) discussion on loss and damage and report to the COPs. Parties could discuss their challenges and needs in addressing loss and damage and how to mainstream the topic into other processes, particularly financial support, capacity building and technology transfer.
- **Conduct a Loss and Damage Gap Report:** Similar to Adaptation and Emissions Gap reports, this report should analyse the availability of loss and damage finance against the needs of developing countries to address climate impacts.

It is urgent that developed country governments go beyond the rhetoric and help developing countries address climate emergency, through adequate finance and support. As the world's most vulnerable people lose lives and livelihoods, and face damage to their property and ways of life, we cannot afford to delay the support any longer.

2.2

Delivering Food Security, Resilience and absolute Emission Reductions in Agriculture

The Koronivia Joint Work on Agriculture (KJWA) should seek to develop meaningful outcomes that guide climate action in agriculture. Outcomes could include the development or informing of guidelines, criteria and/or safeguards for NDCs and/or for financial processes such as the GCF, or the Standing Committee on Finance (SCF), to ensure that climate action and climate finance effectively deliver on food security, adaptation, absolute and equitable emission reductions, ecosystem integrity and gender-responsiveness.

Negotiations at COP25 discussing the issues of adaptation, soils and nutrients, should recognise that agroecological approaches offer multiple benefits over industrial agriculture dependent on synthetic nitrogen fertilisers and large-scale monocultures of crops and farmed animals. These benefits include natural fertilisation of soils, avoided GHGs from the production of synthetic nitrogen fertilisers, improved capacity for water retention leading to greater climate resilience, empowerment of smallholder and women farmers, and increased food security overall.

The KJWA process should be participatory, ensuring that the views of those on the frontline of climate impacts and action are reflected. We note that many Parties echoed appreciation for the keynote speech given by a female smallholder farmer from Zambia at SBSTA48, which brought real-world knowledge and experience from the ground, a perspective that is unfortunately rarely heard inside the formal negotiations process. However, the KJWA must avoid providing a platform to actors that have a clear conflict of interest, i.e. those for whom a profitable business model is associated with significant climate harm, including those who are highly dependent on the fossil fuel industry, deforestation or significant land-use change for the production of their products. Providing a platform to such actors undermines the integrity, legitimacy and integrity of the KJWA and the UNFCCC.

3

Robust Implementation Guidelines for Accountability and Ambition

3.1

Guidelines for Article 6 which do not undermine social and environmental integrity of the Paris Agreement

Flexible mitigation mechanisms must not harm local communities, and not delay the efforts needed to decarbonize economies to protect the climate. **Any transfer of international emissions reductions must help enhance the ambition of NDCs in line with Parties' fair shares of what is needed to stay below a 1.5°C increase in global temperatures.**

Under the Kyoto Protocol, flexible mechanisms have been counterproductive as they led to an increase in overall emissions due to the use of non-additional credits and the transfer of significant volumes of hot air. Furthermore, projects have harmed local communities and indigenous peoples and failed to respect Human Rights. Such mistakes cannot be repeated under the Paris Agreement. It is crucial to ensure not only that old credits are not eligible for use after 2020, but the success of the Paris Agreement also depends on not harming communities and the successful correction of all the design flaws of pre-2020 flexible mechanisms.

PARTIES SHOULD AGREE ON THE FOLLOWING:

- **Phase-out the Kyoto Protocol's flexible mechanisms and not recognize Kyoto emissions units and credits for compliance with non-Kyoto mitigation commitments.** Existing projects and methodologies should be re-assessed against robust environmental and social criteria before they can be transitioned to qualify under Article 6 mechanisms. Most projects registered under the CDM today will continue to reduce emissions regardless of their potential access to carbon market revenues and continuing to support such projects would negatively impact the climate by substituting new emission reductions with others that would have happened anyway.
- **Establish rules to ensure environmental integrity by requiring that emission reductions are: real, measurable, additional, verifiable, and permanent; are supplemental to ambitious national mitigation which would place the country on a 1.5oC-compatible trajectory; and ensure overall mitigation.**
- **Units exchanged under Article 6 should be expressed in CO₂-equivalents (CO₂e).** If non-CO₂ metrics were to be recognized under Article 6, which CAN does not support due to the complexity and risks such a system would create, trading of such units should be restricted to those Parties which have expressed an NDC in a metric other than CO₂e. Units expressed in a metric other than that used by a Party to establish its NDC target should not be eligible for use by that Party (e.g. a Party with an NDC expressed in kWh of renewable energy should not use units expressed in CO₂e, and vice-versa).
- **Avoid all forms of double-counting (including double claiming, issuance and use) by ensuring a publicly accessible common accounting system for all international transfers is established and used, covering transfers inside and outside of the UNFCCC mechanism.** Double counting should be avoided with all types of targets, including voluntary programs and those set out under the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA). Parties should, therefore, track all units, and apply corresponding adjustments. If the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA) decides to allow issuance of credits from activities outside the scope of a host country's NDC, a corresponding adjustment should be applied also for the transfer of those units
- **Set participation criteria allowing only countries that have ambitious, quantifiable, and verifiable absolute emission caps expressed in CO₂e to generate and use international emissions unit transfers.**
- For all transferred credits, **parties should agree to move beyond zero-sum trading to achieve overall mitigation in global GHGs.**

- **Adopt provisions to ensure that baselines are set below Business as Usual (BAU) and below NDC targets where NDCs include hot air.**
- **Set a quantitative limit on the number of international emission reduction credits/units which can be transferred,** in order to avoid the transfer of hot air. This limit should be set at 1% of historical emissions (2010-2012 average). Besides, in line with the principle of complementarity, the use of international mitigation outcomes should be limited (e.g. to 10% of a countries' required emission reductions for the achievement of its NDC target).
- **Support the adoption of project type restrictions, to be considered by the Supervisory Body under article 6.4. Fossil fuel projects and other projects with a clear lack of additionality, lack of systems to address permanence of emissions reductions, lack of domestic liability and monitoring schemes, and facing strong local/regional opposition or/and that counter the SDGs, should not be eligible.** Particular emphasis should be placed on supporting sustainable small scale renewable energy and energy efficiency projects that contribute to the sustainable development of rural or poor communities, e.g. through electrification of remote areas, taking into account the necessity for such projects to be additional.

The promotion of sustainable development and human rights under the Sustainable Development Mechanism is of the utmost importance so that local and indigenous communities and indigenous peoples are not harmed by these activities, but instead benefit from and are empowered by them. To do so, CAN calls on Parties to:

Establish clearly defined social and environmental safeguards for flexible mitigation mechanisms that are applied throughout project activities, that are consistent with international obligations, including human rights obligations and the 2030 Agenda for sustainable development framework, and that reflect the local environmental and social context.

3.2

Further Development of the Reporting Requirements under the Enhanced Transparency Framework

CAN appreciates the adoption of a robust, common, and flexible set of modalities, procedures, and guidelines (MPGs) for the Paris Agreement's enhanced transparency framework (ETF) at COP24 in December 2018. However, Parties still have a lot of work to do to operationalize the enhanced transparency framework. **Parties must deliver common reporting tables, common tabular formats (CTF), various report outlines, and a training program by COP26 (CMA3) in 2020.** This work is necessary to operationalize the enhanced transparency framework and to allow implementation of the Paris Agreement to begin. Parties made good progress on this work at SB50 in June 2019 and must continue to do so.

CAN believes that the existing tables for developed country Parties offer a good starting point, but must be updated to reflect the MPGs as decided in Katowice. As the Paris Agreement decision noted, Parties must not "backslide" on any of their reporting requirements.

The MPGs outline specific provisions where flexibility is provided to those developing country Parties that need it in light of their capacities. Operationalizing flexibility in the tables is a key challenge facing Parties and CAN welcomes the dedicated discussion on this question at COP25. **Parties must uphold the TACCC principles (transparency, accuracy, consistency, comparability and completeness). In particular, flexibility should not compromise efforts to compare reports.** Parties should use their negotiating time during COP25 to agree on an approach for reflecting flexibility throughout the tables, which will help to facilitate the work needed for their development.

For the tables on support provided, mobilized, needed, and received:

- Parties should build on the existing CTF. At the same time, the new CTF should provide the opportunity for better quantitative and qualitative information to be communicated. Data reported under the UNFCCC should be able to match the one reported under the OECD DAC. Support should be reported at the activity level, not only the aggregated figures.

- Parties should incorporate “climate specificity” and “grant equivalent” in the new CTF, by including them in a specific and separate column, next to the overall amount of the reported activity.
- Finally, there should be comparability between the tables for the support provided (or mobilized), and the support received and needed. To make this happen, both contributors and recipients should agree on the amounts to report so they match in the corresponding tables.

CAN is also closely observing the multilateral assessment and facilitative sharing of views taking place during COP25. **CAN appreciates the usefulness of these processes and congratulates all participating Parties.**

The provisions of paragraph 77(d) of 18/CMA.1 are crucial to ensuring no double counting and upholding environmental integrity. Given the risk of little international oversight to govern cooperative approaches under Article 6.2 and the need for a high level of transparency throughout Article 6, **CAN reiterates the importance of paragraph 77(d), its role in upholding vital Paris Agreement principles, and applicability to Article 6 in its entirety.**

Capacity building is a critical component of the implementation of the enhanced transparency framework. **CAN urges Parties to support and implement effective capacity building models that identify activities that need to be implemented to achieve the transparency objectives.** Parties should consider how the negotiations around the PCCB and the fourth comprehensive review of the capacity-building framework under the Convention can support the implementation of the enhanced transparency framework.

“Achieving a decision on the common time frame at COP25 is essential to addressing the emission gap and avoid “locking in” low levels of ambition.”

3.3

A Five-Year Common Time Frame that Promises Ambitious Action

The common time frame is an essential part of ensuring the robustness of the Paris Agreement.

Parties need to achieve a consensus on a single five-year common time frame for NDC implementation at COP25. A single five-year common time frame will enhance the consistency and comparability of the Paris climate regime as well as facilitate the GST for assessment of collective efforts.

Achieving a decision on the common time frame at COP25 is essential to addressing the emission gap and avoid “locking in” low levels of ambition. A single, five year implementation time frame allows Parties to adapt and adjust their domestic climate action with the five-year heartbeat of the Paris Agreement. It also enables Parties to harness rapidly evolving real-world opportunities, incentivises early action, and avoids low-ambition lock-in.

Reaching a decision on common time frames is also crucial as Parties plan and develop their future NDCs. CAN recognizes that the single five-year common time frame decision on the common time frame will ultimately have an impact on the Parties’ domestic legislative processes. In CAN’s view, Parties need to explore and align synergies between domestic legislative priorities and ambitious climate action and share best practices and guidelines for other Parties’ implementation efforts.

3.4

Response Measures

The transition towards a clean and renewable, environmentally sustainable, and decentralized and citizen-responsive energy system will require rapid changes and development in all societies, in order to phase out fossil fuels and move towards 100% renewable energy sources. Simply shifting the economy from dirty fossil fuels to clean and renewable energy is not enough; we must change the power structures embedded in the existing economy to serve social, economic, and racial justice instead of benefiting the wealthy and few. This energy transition must be accelerated in a just and equitable way – engaging with all stakeholders and citizens around the world to steer an inclusive, rights-based and citizen-responsive process in order to advance workers- and community-oriented solutions. Our new energy future cannot be built on the bones of the existing economic system, where energy production is centralized and not distributed, profits go back to corporations as opposed to being invested in communities, and decisions about power are made by corporations rather than the people who suffer the brunt of those decisions.

CAN support's and echo the words of the International Trade Union Confederation that, "Policies that promote Just Transition and decent work for all, are key to unlock the urgently needed ambition in climate policies. Taking good care of the impact on workers' lives, livelihoods, communities and families is a crucial policy step to make it possible for ambitious measures to be taken."

At the UNFCCC, particularly since COP24, the forum on the impact of the implementation of response measures is an important space for Parties and non-state actors to explore and collaboratively address economic diversification and the process for a just transition while countries and societies move away from fossil fuel development. The forum on the impact of the implementation of response measures should be a space where all Parties and non-state actors discuss and exchange about the importance of ensuring a global transition to a decarbonized future that is both ambitious and just.

- At COP 25, CAN calls on all parties to engage constructively on all negotiations and discussions related to economic diversification and just transition.

- CAN sees the work of the Forum on the impacts of the implementation of response measures as a platform that can inform Parties on how to include just transition, economic diversification, policies in their revised NDCs, National Adaptation Plans (NAP) and LTS'.
- For the forum to be a constructive space, Parties must use COP25 to adopt clear rules of procedure that will enable the work of the forum, and of the recently created Katowice Committee of Experts on the Impacts of the Implementation of Response Measures (KCI), to officially begin its work as soon as possible.
- The workplan mandated by 7/CP.24, 3/CMP.14, 7/CMA.1 must be comprehensive and ensure broad participation of countries and stakeholders due to the many issues, policy areas and activities that intersect with the Impacts of Response Measures.

4

Support and Means of Implementation enhancing equity

4.1

Mobilizing finance and Providing Support to developing countries

At the UN Climate Action Summit last September, many developing countries showed they are ready to step up their climate ambition. On the other hand, developed countries still need to demonstrate progress on their commitment to scale up climate finance in order to unlock ambition, close the emissions gap and implement strong adaptation policy in developing countries, particularly those already living with/through the irreversible impacts of the climate crisis.

MOBILIZING FINANCE AND PROVIDING SUPPORT TO DEVELOPING COUNTRIES:

As we get closer to 2020, CAN is very concerned that developed countries are not on track to meet their \$100 bn commitment which should be delivered annually after 2020. According to the Standing Committee on Finance's *2018 Biennial Assessment and Overview of Climate Finance Flows*, climate finance flows from Annex II Parties (including flows attributable to MDBs) stood at \$55.7 billion in 2016. According to different projections public finance provided will not reach \$100 billion by 2020, even following donor-led methodologies that overestimate the climate-relevance of provided (and reported) funds.

More critically: in 2017, adaptation finance represented less than one-fifth of the total climate finance provided and mobilised.

- Following the GCF replenishment conference which resulted in \$9.7 billion pledged to the fund, CAN welcomes efforts of those countries that have doubled their commitment in line with their fair share. At COP25, Parties must acknowledge the key role of the replenishment of the GCF in signalling the scaling up of climate finance and ambition by 2020.
- At COP25, developed countries must use the Pre 2020 high-level stocktake to acknowledge the finance gap and come prepared to address it. Developed countries must increase public finance contributions to meet the \$100bn goal. They should also explain how they intend

to substantially increase levels of finance provided for adaptation.

- At COP25 countries should work together to ensure predictability of finance for the Adaptation Fund and invite the Adaptation Fund Board to adopt a process for replenishment where countries of the CMA and the CMP are invited to participate and contribute to the financial stability of the fund.
- At COP25, Parties must also prepare the ground for defining the next long term finance activities on the 2021-2025 period. **Parties and observers should be invited to submit their views on the future long term finance programme by SB52.**

As the process of setting a new finance goal by 2025 will start in 2020, Parties should be invited to submit their views **on the scope and format of the new long term finance goal by SB52**. In CAN's view, the post-2025 finance target could be a target matrix, with sub-targets for specific purposes (e.g. a sub-target to assist developing countries in adaptation to climate change etc.), and qualitative and quantitative elements. This process should be informed by the SCF needs assessment report, due in 2020.

4.2

Technology

Climate Action Network welcomes a focus on endogenous technologies and capacities in the work of the Technology Executive Committee (TEC), and in line with the guidance provided by Technology Framework (TF). However, the current scope of what constitutes endogenous technologies and capacities remains limited and needs to be expanded to explicitly account for the most climate-vulnerable populations, especially the poorest and most marginalised.

Further work on the understanding of endogenous technologies must recognise the diversity of endogenous technologies from individual to national levels, including differentiated access

to technologies. Parties must ensure that endogenous technologies are a constituent component of and promoted through Technology Needs Assessments (TNAs), Technology Action Plans (TAPs) and included in NDCs.

The current conceptualisation focuses on endogenous capacities as a way to adapt technologies to local needs. This must be expanded to account for the component of endogenous capacities that includes the diversity of knowledge (including local, traditional and indigenous knowledge), skills and resources available at all scales from individual to national levels. Civil-society organisations working with the most climate-vulnerable populations in developing countries are a valuable source for this information.

The Periodic Assessment PA must be an open and inclusive process, open to the entirety of the TF, not just the Technology Mechanism (TM). Other stakeholders must be consulted in developing assessment indicators and metrics, in order to ensure an inclusive process and guarantee an assessment reflective of implementation realities in developing countries. The Periodic Assessment must include indicators that will enable critical assessment of the extent to which the progress up to date has delivered for the most climate-vulnerable populations in developing countries. This can include an assessment of the actual influence of TEC's decisions on policies in developing countries, as well as the ability of the Climate Technology Centre and Network (CTCN) to provide technical assistance for contextually appropriate climate technologies. The Periodic Assessment must ensure that no ill-advised technologies (i.e. technologies that have not been vetted well enough to understand the full range of risks) will enter the CTCN project chain.

An important aspect of periodic Assessment must be a consideration of the extent to which the TNAs and TAPs have been harmonised with and informed the NDCs, and whether a sufficient in-country capacity has been built to drive the process of TNAs and TAPs update and implementation. Finally, the periodic assessment should assess the effectiveness of the TM to create and maintain the linkages with other institutions needed to ensure that technology-related climate action can be implemented at scale.

4.3

Capacity Building

Capacity building is necessary component of ensuring Parties are able to take efforts to address climate change and to implement the Paris Agreement. CAN notes this includes various bodies and initiatives such as the Adaptation Committee, the WIM, SCF, TEC, CTCN, and specifically the PCCB. There is a wide variety of capacity-building gaps and needs, ranging and differing by Party. Some existing capacity needs include:

- Institutional capacity to enable transformation in mitigation and adaptation policies and measures;
- Institutional capacity to respond to the irreversible impacts of climate change and resultant unavoidable loss and damage
- Institutional capacity to enhance resilience in key sectors such as agriculture, water, fishery, forest and health;
- Capacities for requirements under the enhanced transparency framework, including measurement, reporting, and verification processes;
- Strengthen enabling environments, policy frameworks, institutions and national public financial management systems aimed at increasing the effectiveness and ambition of climate action; and
- Accessibility of funds

Since its creation in decision 1/CP.21, the PCCB has made progress in advancing efforts to

build capacity. CAN appreciates that the PCCB has conducted workshops and side events with a focus on integrating human rights into climate action. CAN welcomes the PCCB's efforts to organize and host the 2nd Capacity Building Hub at COP25. These spaces provide excellent opportunities for Parties and non-Party stakeholders to share lessons learned, best practices, and experiences. At COP25, Parties are to review the progress, need for extension, effectiveness and enhancements of the PCCB.

Given the importance of capacity building to the implementation of the Paris Agreement and the Convention, the PCCB is in excellent position to continue advancing efforts to address capacity building. **The mandate for the PCCB should be extended.** Parties should extend the mandate for a significant period of time to demonstrate trust in the existing institutional structures and ensure the continuity of efforts made by the PCCB.

As Parties explore how to enhance the work of the PCCB, Parties need to consider the resources available to the PCCB. Currently, the PCCB has few resources — mainly staff time from the Secretariat. To demonstrate their trust in the PCCB and its ability to effectively support capacity-building activities, **Parties should better equip the PCCB, including with appropriate resources.**

Climate Action Network International (CAN) is the world's largest network of civil society organizations working together to promote government action to address the climate crisis, with more than 1300 members in over 120 countries.

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