



## CLIMATE ACTION NETWORK

Briefing: Expectations towards the  
UNFCCC Climate Dialogues 2020  
November 2020

*Climate Action Network (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 130 countries.*  
[www.climatenetwork.org](http://www.climatenetwork.org)

### Introduction

This year, we have witnessed the multiple and devastating effects of the COVID-19 health, economic and social crisis, environmental destruction, climate impacts, and an economic crisis. COVID-19 has revealed how incapable the systems in place are to protect the health of people, safeguard our rights, provide basic services, and ensure that we can prevent future pandemics. This is a crisis on multiple scales and tackling it from its roots is the only way forward. Recent climate impacts like the cyclones in South Asia & the Pacific and the floods in east Africa have [forced people to huddle in shelters abandoning all physical distancing rules](#)- a cruel choice between catching a deadly virus or perishing in floods. Billions of people are on the frontlines of both COVID-19 and climate change.

CAN expects the Climate Change Dialogues under the leadership of the SB Chairs to keep momentum on global climate action as countries and communities continue to respond to the impacts of this pandemic. CAN looks forward to exchanging on those crucial items that need to be completed by the end of next year most inclusively and transparently. CAN reminds parties and SB Chairs that these dialogues cannot replace formal negotiations to take place next year. This briefing outlines expectations of CAN towards key events and topics of the UNFCCC Climate Change Dialogues.

### Ambition in Mitigation

2020 should be the year in which all countries update and enhance their NDCs for 2030 and present long-term climate strategies for 2050. For some time, success seemed questionable - even the climate summit COP26, which would have focused on raising the target, was postponed to 2021.

But the postponement of COP26 does not change the urgency for ambition. The deadline for submitting the NDCs and LTSS to the UN climate secretariat is 31 December 2020 at midnight. It now becomes clear that most states are taking this obligation under international law seriously. The first step was taken by some countries of the Global South, which were most affected by the climate crisis and submitted increased climate targets despite limited resources. Rwanda,

Jamaica, and Chile come to mind as examples of countries that have recently increased their climate ambition significantly in their 2nd NDC. 20 LDCs have announced to submit their enhanced NDCs by end of the year.

Finally, the big emitters are also starting to move. After the EU decided to achieve greenhouse gas neutrality by 2050, it made some progress in mid-September with the EU Commission's proposal to increase the 2030 climate target to at least 55 percent, with the EU Parliament's majority urging for a 60% target and decisions by EU Heads of States and Governments expected for 10/11 December at the latest. While this proposal is a significant step forward it falls short of the necessary 65% which are necessary in the light of fair shares and equity. Around the same time, China, South Africa, Japan, and South Korea announced long-term targets. If fully implemented, China alone is likely to reduce the global temperature increase by 0.2 to 0.3°C by 2100, according to calculations by the Climate Action Tracker. We need others like Australia and the USA to follow suit.

For the Paris goals to be achieved, however, a before COP26 action in three time perspectives need to be advanced:

1. short term measures: the corona economic stimulus measures must be designed to combat the climate crisis and be consistent with emission trajectories in line with the 1.5°C goal;
2. medium term scope: more ambitious 2030 climate targets must be adopted with credible implementation measures, and communicated in 2020 through the updated NDCs
3. long term perspective: long-term plans, targets and measures consistent with a fair approach to the goal of global climate neutrality by 2050 at the latest.

The billions of dollars invested in the COVID-19 recovery packages can create climate-friendly societies based on renewable energy. If this does not succeed, a bitter climate catastrophe is imminent. Analysis to date shows that governments are not sufficiently committed to making global climate targets the central component of their COVID-19-economic stimulus packages.

### Ambition in Climate Finance

In 2020, developed countries are expected to deliver their 2009 commitment to provide USD 100 billion to developing countries for adaptation and mitigation support and to continue providing annually and scaling up this support until 2025. This pre-2020 obligation is all the more important today: Countries in the Global South face dire climate impacts and must at the same time respond to multiple crises, experience restricted fiscal capacity to pay for basic services, and will likely end up with even more debts than before COVID-19. Recent analysis of climate finance provided, published by the OECD, indicates a \$20 billion shortfall in 2018 from the 100 billion which is a stark warning signal that developed countries need to step up, despite some positive trends like the increase in reported bilateral finance. Other analysis has shown that while contributor countries have communicated over \$59.5 billion of climate finance in 2017 and 2018, that once loan repayments, interest, and other forms of over-reporting are accounted for, the actual amount of financial support for climate-specific assistance is only

approximately \$22 billion<sup>1</sup>. Developed countries haven't yet delivered on their promise both in terms of quantity and quality. Adaptation finance remains low, support for LDCs and SIDs is insufficient.

The November Dialogue must be a moment where contributor countries start drawing lessons from successes and shortcomings related to the provision of the 100bn target and confirm their willingness to fulfill their obligations to the Global South to meet this goal. CAN encourages countries to commit and make specific announcements by the 12th of December (Climate Ambition Summit) to enhance their individual climate finance pledges for the 2021-2025 period, particularly their bilateral portion, to increase grant-based support and commit to 50% adaptation finance support.

The SB Chairs must also use this opportunity to hear from countries, particularly developing countries, around their priorities and expectations on the future of the Long-Term Finance agenda, the structure of the negotiations around the post-2025 target, the loss and damage finance arm. Climate finance dialogues in November must provide confidence that all climate finance topics will be dealt with in a transparent, inclusive, consistent, and coherent manner in 2021, to contribute to the ambition roadmap towards COP26.

### Ensuring Integrity of Carbon Markets

Any dialogue on Article 6 must serve as an opportunity to reaffirm the importance of environmental and social integrity of carbon markets, increase ambition of climate action, and uphold human rights and Indigenous Rights. CAN reiterates that an agreement in 2021 of Article 6 rules should rule out all forms of double counting, establish key safeguards including a grievance mechanism governed by an independent body, adopt a partial cancellation rate for transferred credits, and should pave the way for a transparent re-assessment of all CDM projects and methodologies to ensure that only vulnerable projects continue to benefit from carbon market finance<sup>2</sup>. We also remind Parties that separating out fossil emissions and biological carbon sinks for transparency and accounting purposes is key: because of the inertness of fossil fuels underground and the existing human pressure and climate impacts on more vulnerable biological carbon pools on Earth, fossil fuel emissions and carbon sinks are not fungible<sup>3</sup>. Furthermore, no Clean Development Mechanism(CDM) credits should be used to meet climate targets after 2020. In addition, we urge Parties to take a decision on the

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<sup>1</sup> Oxfam 2020: *Shadow report on climate finance 2020*  
<https://oxfamlibrary.openrepository.com/bitstream/handle/10546/621066/bp-climate-finance-shadow-report-2020-201020-en.pdf>

<sup>2</sup> Environmental Defense Fund (EDF) and Conservation International (CI) do not support the line on fungibility. They consider this statement as scientifically flawed as there is only one carbon cycle such that both fossil and terrestrial carbon emissions have the same impact on the atmosphere. Their understanding is, both fossil and terrestrial carbon pools are being disturbed by human pressures such that dramatic efforts are needed to reduce emissions from both pools to avoid irrecoverable losses of carbon over the time frame relevant for climate policy.

<sup>3</sup> Environmental Defense Fund (EDF), Conservation International (CI), and National Wildlife Federation (NWF) do not support the line on fungibility. They consider this statement as scientifically flawed as there is only one carbon cycle such that both fossil and terrestrial carbon emissions have the same impact on the atmosphere. Their understanding is, both fossil and terrestrial carbon pools are being disturbed by human pressures such that dramatic efforts are needed to reduce emissions from both pools to avoid irrecoverable losses of carbon over the time frames relevant for climate policy.

CDM transition through an open and transparent process, to avoid that closed deliberations by the CDM Executive Board supplement the Article 6 process.

#### Robust Reporting Tables for 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 2021. This work is necessary to operationalize the enhanced transparency framework and to allow the implementation of the Paris Agreement to begin. The existing tables for developed country Parties offer a good starting point but must be updated to reflect the Modalities, Procedures, and Guidelines (MPGs) as decided in Katowice. The MPGs outline specific provisions where flexibility is provided to those developing country Parties that need it in light of their capacities. Parties must uphold the TACCC principles (transparency, accuracy, consistency, comparability, and completeness). In particular, flexibility should not compromise efforts to compare reports. 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. With several technical and informal dialogues during the November/December Climate Dialogues, CAN expects that Parties will use this time to share their views and seek better understanding of different perspectives so that when negotiations resume, Parties will be able to deliver robust outcomes at COP26.

#### Structured Expert Dialogue

The Structured Expert Dialogue on the long term goal of the Paris Agreement will be a key event for Parties to get a better understanding of where we are in terms of achieving the long-term temperature goals and what consequences this could have for the nationally determined mitigation targets, the remaining carbon budget and the estimated losses and damages in a 1.5 versus 2 degrees warming world.

CAN highlights in particular importance to elaborate on the following topics:

- i. What does the temperature threshold of the Paris Agreement really mean for emission reductions for regions and sectors and remaining carbon budget?  
What can we learn from science on the damages and losses if we could limit warming to 1.5°C degrees compared to a limitation of warming to well below 2°C? What are the socio-economic, environmental, and ecological effects of 1.5°C overshoot scenarios?
- ii. How can emissions trajectories be best adapted to the 5-year ambition cycle of the Paris Agreement? For the current round of NDC revisions, there is considerable attention to and awareness of where emissions need to be in 2030 to meet temperature targets. This attention should move ahead in regular 5-year steps, so that in the 2023 GST and the next round of NDCs by 2025, the scientific community produces comparable awareness of where emissions need to be in 2035, and so on.
- iii. How the temperature goals in the Paris Agreement - well below 2 degrees and 1.5 degrees - are defined. Should these thresholds be understood as a single-year or a

multi-year or multi-decadal average? Will parties adopt the average over a 30-year period as defined by the IPCC?

#### Adaptation:

In this ‘Year of Adaptation Action,’<sup>4</sup> and at a moment of compounding crises, it is time for governments to step up and deliver on adaptation. CAN welcomes dialogues that ensure adaptation expertise, technology, capacity, and funding are available so that the most vulnerable countries can produce effective National Adaptation Plans. The dialogues can also serve as an opportunity for sharing best practices to be included in Adaptation Communications.

After years of underfunding, we urge developed countries to increase adaptation finance such that it is equal with mitigation finance. This will require a substantial increase in grant-based finance. Moreover, we urge all countries to ensure adaptation action is led by local stakeholders and reaches the communities which are most affected by climate impacts. Adaptation decision-making must center the needs and perspectives of marginalized people. CAN urges all stakeholders to ensure that finance and locally-led adaptation remain central to the discussions during the Climate Change Dialogues.

#### Loss & Damage:

The WIM review held prior to COP25 highlighted a number of areas for further work — in particular the lack of progress on action and support. The review clearly highlighted that the lack of finance was hindering progress on addressing loss and damage. We urge developed country governments to stop blocking the call from developing countries to establish a new window of finance for loss and damage.

CAN believes that the WIM has made limited progress in addressing loss and damage; its action has been restrained to meetings and reports, which does not reflect the urgency of the situation. Thus, the WIM event being held during the Climate Change Dialogues should not simply serve as a pat on the back for the ExCom; it should highlight the gaps and needs of communities to address loss and damage moving forward. Moreover, the Santiago Network needs clear ownership from within the UNFCCC process to guide its development and meet the promise made at COP25. The network has to become more than the website that has been developed by the secretariat. Its development should be guided by the views and expertise of civil society, youth, and affected groups. Developing countries can also use the UNFCCC dialogues, as well as the Climate Ambition Summit, to highlight (including through their revised and updated NDCs) the severe loss and damage they expect, and the measures they identify as needed to respond to that.

#### Action for Climate Empowerment

CAN calls upon the Secretariat to prepare a report from the ACE regional dialogues, identifying the key elements that emerged regarding the Work Programme to be adopted by COP26. Ahead of the Closing Event of the ACE regional dialogues, the Secretariat should consult with all

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<sup>4</sup><https://qca.org/global-commission-on-adaptation/commission-news/global-commission-on-adaptation-launches-year-of-action-to-accelerate-climate-adaptation>

constituencies when setting up the agenda, in order to ensure inclusive and effective discussions. The Closing Event should ensure a space for meaningful conversations among all interested constituencies, Parties and other stakeholders on the elements and priorities that should inform future negotiations on ACE.

CAN believes that Action for Climate Empowerment has the potential to act as a catalyst for climate ambition and for people-centered climate policies for the implementation of the Paris Agreement. CAN urges Parties to adopt at COP26 a Work Programme that can effectively promote the six elements of ACE (education, training, public awareness, public access to information, public participation, and international cooperation) in national climate action.

CAN believes that the inclusion of the above elements will help identify and address barriers to implementation, and will promote a rights-based approach to ACE, inclusive climate responses, a balanced implementation of all the six elements of ACE, and better consideration of those in climate finance instruments.

In order to realize that, CAN believes that the Work Plan should include the following elements:

- A 5-year work programme, in order to ensure an incremental approach to ACE through a series of activities, such as events, technical reports, workshops *etc.*;
- Activities and events of the work plan that are aligned with UNFCCC timeframes (such as NDCs enhancement and updating, Global Stocktake, *etc.*), and involve relevant UNFCCC bodies and processes (e.g. SBI, GAP, *etc.*) and financial mechanisms (GCF, GEF and Adaptation Fund).
- Creation of a Task Force under the SBI, in order to build upon and create synergies among UN agencies and other stakeholders that are already working in areas relevant to ACE;
- Better support to ACE National Focal Points, by strengthening their network, resources, and capacity building;
- Strengthening of the interlinkages between the ACE Work Programme and UNFCCC constituted bodies and processes

#### Local Communities and Indigenous Peoples Platform

CAN welcomes the organization of a special event regarding the safeguards for the sharing and sharing of traditional knowledge with regards to adaptation, resilience and mitigation. The IPCC has stressed repeatedly the importance of indigenous, local, and traditional knowledge systems and practices for adapting to climate change and the fact that integrating such forms of knowledge with existing practices increases the effectiveness of adaptation. The sharing of traditional knowledge must however be conducted in a manner that prevents the repetition of the historic and ongoing patterns of colonialism, racism, exploitation and dispossession of indigenous peoples. Effective safeguards are thus critical to ensure that the sharing of traditional knowledge is conducted in a manner that fully respects and protects the individual and collective rights of Indigenous Peoples.

CAN thereby encourages all climate decision-makers and stakeholders to attend the special event convened by the Local Communities and Indigenous Peoples Platform in order to learn from existing obligations, protocols and good practices for the sharing of traditional knowledge and to integrate these essential dimensions in their own work.

Workshop on improved livestock management systems, including agro pastoral production systems and others

The Koronivia Joint Work on Agriculture (KJWA) workshop and subsequent discussions must address the huge greenhouse gas emissions from the global livestock sector, by recognising that industrialised models of livestock are at the core of the problem. Industrialised livestock systems have an outsize impact on climate change due to the emissions resulting from fertiliser production produced for animal feed, the deforestation for feed and grazing, and the methane emissions from enteric fermentation of ruminants. Industrialised livestock systems, (often in the form of concentrated feeding operations and factory farming systems), have led to an overall increase in global scale of livestock production and thus total GHGs. It is, therefore, time for Parties under the KJWA to acknowledge and address these trends, as confirmed by the IPCC Special Report on Land and Climate (2019). The KJWA must identify strategies to reduce the scale of industrial livestock production and consumption, while recognising the advantages of agroecological and pastoral livestock production systems, and the need for support to smallholders and pastoralist communities to deal with climate impacts. Measures identified should provide incentives, training and support for farmers to change practices, shift subsidies, favour small-scale and agroecological livestock production systems, encourage healthy and sustainable dietary changes, protect ecosystems, and interventions to address climate risk.

Workshop on Socioeconomic and food security dimensions of climate change in the agricultural sector

Climate change is a primary driver of rising global hunger levels, with women farmers and youth in the global South facing particular and disproportionate challenges. Industrialised models of agriculture particularly contribute to the warming effect of agriculture, are less resilient to climate impacts, and in addition increase communities' vulnerability to climate impacts by concentrating land and wealth, and increasing inequality. These trends have been further exacerbated by the Covid-19 pandemic, which has left many low-income farming communities around the world without the income or resources to meet their basic needs or plant for the coming season. This means that the world may be facing a global food crisis. Fortunately the same solutions can climate-and-pandemic proof our food systems to future shocks and disasters; thus the KJWA must promote and provide guidance on supportive policies, adequate financing and investment support measures to shift from industrial agriculture to agroecology, shorten supply chains, set up social protection safety nets to support farmers facing losses, and facilitate inclusive just transition in the sector. The KJWA must also promote inclusive and participatory processes for policy making, encourage gender-responsive policies, and create a process to address the long-term risk to food security from rural-urban migration of youth.

## Ecosystems and Nature

CAN welcomes the call made by Parties last year on the need to “address biodiversity loss and climate change in an integrated manner” (1/CP.25, paragraph 15). It also welcomes the recent “Leaders’ [Pledge for Nature](#)”. CAN urges Parties to embed the understanding that protecting existing biodiversity and carbon-dense primary ecosystems is the most urgent and most important priority for international climate change and biodiversity cooperation. These ecosystems are simply irreplaceable for people and the planet, and achieving the goals of the Paris Agreement is impossible without them.

To really step up ambition and strengthen action on climate and biodiversity in an integrated manner, Parties need to acknowledge that rights-based ecosystem protection and restoration come in addition to, and not instead of, immediate fossil fuel phase-out and commit to:

- Prioritise the protection of carbon-dense primary ecosystems (e.g. forests, wetlands, mangroves, seagrass, etc);
- Ensure restoration enhances the integrity and stability of carbon-dense natural ecosystems and prioritises proforestation over planting new trees;
- Recognize nature’s role in tackling climate change while ensuring sustainable development in enhanced NDCs, LTSs, as well as in economic recovery packages;
- Increase funding for rights-based and inclusive ecosystem protection and restoration;
- Accelerate the transition to sustainable patterns of production and consumption;
- Agree on fundamental principles and criteria as part of the Ocean and Land & Adaptation dialogues, to maximize the benefits and avoid perverse outcomes for biodiversity when planning and implementing climate-related strategies in the ocean and land sector. The Land and Adaptation dialogue should adopt an inter-related approach, focusing on the following points: rights and governance in view of climate change adaptation; Avoiding forest loss, restoration of ecosystems and not afforestation through monocultures; Healthy diets as adaptation: ensuring food security + sustainable agroecological practices; Industrial agriculture and livestock industry as drivers of forests and biodiversity loss.