

The Paris Package: A Springboard for Sustained, Transformative Change

We need a global transformation across the world to respond to the climate crisis. In the words of the Intergovernmental Panel on Climate Change: "Human influence on the climate system is clear and recent anthropogenic emissions of greenhouse gasses are the highest in history. Recent climate changes have had widespread impacts on human and natural systems."¹

The science cannot be clearer. Climate change impacts are worsening, and we are responsible. More and more people are demonstrating a willingness to change their lifestyles in order to be part of the solution, and governments are also responding to the need for transformation by taking climate action.² But we are still far from where we need to be, and actions being undertaken globally are still inadequate compared to the demands of science.

COP 21 in Paris needs to be that juncture where all governments agree that the pace of transformation needs to be much faster; that the transformation needs to be just, and have the needs of most vulnerable are at its core.

COP 21 is not about delivering more global institutions or that grand agreement that will solve the problem immediately. COP 21 is about making the existing global institutional framework effective; it is about ensuring that those global institutional gaps that were left unaddressed previously are filled; it is about ensuring previous commitments made by governments are not just met but are also recommitted to with far greater ambition: it is about providing the right global framework for the transformative

agenda on climate change that people across the world are demanding. The outcome from COP 21 should leave no doubt for citizens, businesses, cities, governments and other stakeholders that the world needs to transform, and that the "Paris Package" has enabled this transformation.

COP 21 is the culmination of several years of negotiations that started at COP 17 in Durban with the establishment of the Durban Platform for Enhanced Action, which provided a clear mandate³ towards adoption of a new global agreement in Paris.

Climate Action Network believes that the Paris outcome should be a springboard for the sustained and transformative change that the climate crisis commands. In this policy document, Climate Action Network presents its vision for the transformation that is needed, and on what COP 21 should deliver to enable the transition to this transformation. Drawing on the expertise of over 950 member organizations, the document presents various policy options, which, if exercised, would deliver a far more effective global framework than the present one. The document also highlights the gaps that exist in the

¹ IPCC Synthesis Report, Summary for Policy Makers: https://www.ipcc.ch/pdf/assessment-report/ar5/syr/AR5_SYR_FINAL_SPM.pdf

² As of 13th October 2015, 122 parties have submitted their Intended Nationally Determined Contributions: <http://www4.unfccc.int/submissions/indc/Submission%20Pages/submissions.aspx>

³ The mandate of the ADP is to develop a protocol, another legal instrument or an agreed outcome with legal force under the Convention applicable to all Parties, which is to be completed no later than 2015 in order for it to be adopted at the twenty-first session of the Conference of the Parties (COP) and for it to come into effect and be implemented from 2020: <http://unfccc.int/bodies/body/6645.php>

current international climate regime and suggests ways of addressing them in order to strengthen and accelerate global climate action in the short-term.

The highlights of what Climate Action Network proposes are as follows:

- **Legal Framework:** CAN considers the desired outcome in Paris to be a “package” consisting of three primary components – A ratifiable internationally binding legal agreement (“core agreement” or “Paris Agreement”); COP decisions; and Annexes and/or supplementary instruments, which enhance transparency and accountability by providing clarity on actions to be taken. The core agreement should bind all Parties to its provisions under international law from 2020 onwards at the latest.
- **Human Rights:** In order to promote effective climate policies and to ensure that climate actions contributes to the realization of fundamental rights, the parties to the UNFCCC must include a comprehensive reference to human rights in the overarching provisions of the core agreement.
- **NGO Participation:** The core agreement should include a stand-alone provision that reaffirms the commitment of parties to public participation, access to information, education, training and awareness raising, and commits parties to continue to work to promote these objectives, both at the domestic level and through international and multilateral cooperation.
- **Agenda 2030:** The core agreement must recognize that all actions on climate change shall significantly contribute to Agenda 2030. This provision will enable closer alignment of the Paris Agreement with Agenda 2030 especially in relation to implementation at the national level.
- **Equity and Dynamic Differentiation:** CAN calls for a dynamic differentiation approach for operationalizing the Convention’s equity principles. All countries at different levels of development would have climate action obligations (or “fair shares”) in proportion to their responsibility, capability, and need. It is critical to tackle differentiation separately in each element of the Paris Agreement to allow explicit, topical and context-specific practical solutions.
- **Paris Ambition Mechanism:** CAN calls for the establishment of a “Paris Ambition Mechanism” within the core agreement. This will be a focused ambition mechanism that links and synchronizes the 5-year mitigation, finance and adaptation cycles. It would perform the role of facilitating ambition within the Paris Agreement to close any foreseeable ambition or implementation gaps resulting from actions undertaken by governments within the particular 5-year cycle of commitments.
- **Pre-2020 Mitigation action and commitments (WS2):** The COP decision to be expected out of Paris must enable a move from discussion of opportunities to implementation on the ground. This should be done through a call for developed countries to scale-up mitigation commitments, enhancement of the Technical Examination Process (TEP), and mandates to the UNFCCC financial and technological institutions to support concrete, socially inclusive and sustainable initiatives that close the emission gap.
- **Long-term Mitigation Goal and National Decarbonization Plans:** The core agreement should include a commitment to phasing out all fossil fuel emissions and phasing in 100% renewable energy with sustainable energy access for all, as early as possible, but not later than 2050. Along with this, each country should develop a strategic national plan to shift rapidly away from a high-carbon economic growth model to a sustainable development model that ensures full decarbonization of the respective economy by 2050.
- **Post-2020 Mitigation Commitments:** The core agreement must recognize the existing emission gap and the need for accelerated ambition over time to achieve the 1.5°C temperature goal. All countries need to contribute towards the global mitigation goal by making mitigation commitments that have an unconditional component that has to be achieved through the particular country’s own resources. Developing countries should be encouraged to put forward additional potential mitigation actions and policies conditional upon provision of support. The core agreement must also have a clear set of principles for future NDCs.
- **Adaptation:** The Paris Agreement needs to ensure political parity of mitigation, and adaptation, and loss and damage, with the latter two on equal footing, and provide a long-term framework for action. This should be done through the following being reflected in the core agreement: a global goal on adaptation; affirmation of key principles; commitments (“should”) by all countries to regularly communicate planned national adaptation actions; and a commitment by all countries to promote the integration of climate risks into planning and action.
- Governments need to enhance **adaptation actions in the pre-2020 period** as well. This could be done through a TEP inspired by ADP WS2 and additional adaptation finance as elaborated in the finance section.
- **Loss and Damage:** Parties must anchor loss and damage associated with climate change impacts in the Paris Agreement as a stand-alone issue and ensure that institutional arrangements under the Paris Agreement will further strengthen the work on addressing loss and damage.
- **Pre-2020 Finance:** Developed countries must demonstrate how they intend to scale up public finance

in order to meet the financial commitment they made in Copenhagen. CAN proposes this could be done through provision of strong targets for public finance demonstrating year-on-year increases including by demonstrating that a large portion of the \$100 billion commitment will be delivered in the form of grants. The overall balance in provision of finance between mitigation and adaptation should also improve.

- **Post-2020 Finance:** The core agreement should establish that every 5 years, the Conference of the Parties serving as the meeting of the Parties to the Agreement shall set collective targets (with separate targets for mitigation and for adaptation) for the provision of new and additional public financial support to developing countries. Developed countries and other countries whose levels of capacity and responsibility are comparable to developed countries' and who are in a position to do so should commit to contributing towards meeting these targets. Levels of financial support to be provided over the next three years should be announced. Along with these, at least 50% of public finance should be allocated towards adaptation, and contributing countries should commit to substantial improvement in reporting and transparency of financial flows. The core agreement should also establish a formal process that enables receiving countries to iteratively and regularly identify the support they require to enhance ambition.
- **Technology:** The core agreement should establish a Global Technology Goal as well as mandate all countries with UNFCCC Article 4 paragraph 5 commitments⁴ to include support for technology transfer in their NDCs.
- **Transparency, including MRV:** The core agreement should enable a transition towards a common and robust MRV framework, with 2016-2020 acting as a transition period where countries strengthen their capacity for measurement and reporting of action, and to develop a strengthened system to track MOI support provided.
- **International Shipping and Aviation:** The core agreement should address emissions from these sectors and should call for establishment of targets for the aviation and shipping sectors in line with the 1.5°C goal.
- **LULUCF/AFOLU Accounting rules:** The core agreement should include: a land based reporting system in line with the Convention's approach to reporting and the IPCC's 2006 Guidelines that covers all significant sources and sinks, as well as all significant pools and gases.
- **REDD+:** REDD+ should be enshrined in the core agreement.

- **Agriculture:** Food security should be recognized in the core agreement.
- **Flexible Mechanisms:** Flexible mechanisms such as markets should enhance ambition of mitigation commitments, and not delay the action needed to decarbonize energy systems to protect the climate. Therefore, the new agreement must establish and ensure compliance with principles, if recognizing transfer of international units, to ensure the environmental integrity of the agreement.
- **Periodic Review:** COP 21 should decide to conduct a Second Periodical Review, which is to begin its work in 2018 and shall conclude in 2020.

⁴ "The developed country Parties and other developed Parties included in Annex II shall take all practicable steps to promote, facilitate and finance, as appropriate, the transfer of, or access to, environmentally sound technologies and know-how to other Parties, particularly developing country Parties, to enable them to implement the provisions of the Convention. In this process, the developed

country Parties shall support the development and enhancement of endogenous capacities and technologies of developing country Parties. Other Parties and organizations in a position to do so may also assist in facilitating the transfer of such technologies."

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Additional 2015 CAN Policy Documents

CAN Position: Integrating Human Rights in the Paris Agreement, October 2015
CAN Briefing Paper: Text suggestions Mitigation Long-term goal & Decarbonization strategies, October 2015
CAN Briefing Paper: Text suggestions WS2, October 2015
CAN Position: The Paris outcome: Composition and placement of elements, August 2015
CAN Briefing: Comments on land sector accounting in the Co-Chair's tool, August 2015
CAN Non-Paper: Options for a Long-Term Mitigation Goal in the Paris Accord, August 2015
CAN Position: Mitigation elements for a COP decision on pre-2020 ambition in Paris, August 2015
CAN Briefing Paper: Reaction to Post-2015 text for adoption, July 2015
CAN Briefing Paper: Post-2015 Reaction to the 26th July post-2015 draft, July 2015
CAN Briefing: Post-2015 Final Draft from Climate Change Perspective, July 2015
CAN Briefing: Comments on the Post-2015 Zero Draft, June 2015
CAN Submission: Technology Executive Committee on the TNA and TAP Processes, June 2015
CAN Position: A Finance Package for Paris, June 2015
CAN Submission: 2013-2015 Review of the UNFCCC, June 2015
CAN Briefing: REDD+, role of conservation, sustainable management of forests and enhancement of carbon stocks, May 2015
CAN Briefing: LULUCF accounting in the Geneva text, May 2015
CAN Position: New, Innovative Sources of Climate Finance, May 2015
CAN Submission: Doha Work Programme, Article 6 of the Convention, May 2015
CAN Briefing: Measuring what matters in the Energy SDG, March 2015
CAN Briefing: Climate Change and Financing for Sustainable Development, April 2015
CAN Briefing: Measuring what matters in the climate change SDG, March 2015
CAN Position: Sustainable Energy World without Nuclear Power, March 2015

For additional 2015 CAN policy documents, please see: http://bit.ly/CAN_Positions