



## Recommendations to the Ministerial Policy Dialogue – Pre COP (18th October 2016)

October 2016

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 1100 members in over 120 countries. [www.climatenetwork.org](http://www.climatenetwork.org)

### BACKGROUND

COP 22 is an important milestone for the international climate regime, seeing the entry into force of the Paris Agreement and kick starting a new phase of the negotiations, particularly on facilitating implementation. COP 22 needs to catalyze greater political momentum towards climate action continuing from Paris while also galvanizing ambition across the regime to enable faster implementation in line with the vision articulated in the Paris Agreement.

### PREPARING FOR ENTRY INTO FORCE OF THE PARIS AGREEMENT: CMA 1

Countries have shown tremendous political intent by ratifying the Paris Agreement and crossing the dual threshold as mandated in Article 21 of the Paris Agreement. With the first CMA being scheduled for COP 22, there are some key recommendations CAN would like to make towards making the CMA a success.

**Clarity on the deadline for finalizing the rule book of the Paris Agreement:** During the negotiations at COP 21, the implicit understanding while developing various aspects of the Paris Agreement was that it would only enter into force by 2020. This has clearly been superseded by the overwhelming political willingness from countries to see the Paris Agreement enter into force much earlier. The resulting impact of this early entry into force on the rule book for the Paris Agreement needs to be addressed at the Pre-COP. **CAN proposes that the Pre-COP should use the opportunity to discuss the possibility of developing revised deadlines for the rules to be agreed within the Paris Agreement. CMA 1 should deliver on a revised timeline for the finalization of all rules, taking into account early entry into force of the agreement. CAN also proposes that all rules should be agreed at the latest by 2018 (COP 24) in order to provide timely clarity for countries to prepare their next round of NDCs.**

**Inclusive and transparent nature of CMA 1:** Following on from the nature of the negotiations during the development of the Paris Agreement, CAN envisions CMA 1 to uphold the tradition of inclusiveness and transparency in its first session. While there are some countries who are now party to the Paris Agreement, there are still others who are in the process of ratification. These countries who are yet to become party to the Paris Agreement should in no way be disadvantaged in the process of elaborating and negotiating the rules. The Pre-COP should

allow frank discussions to understand the various concerns of countries on this issue. **CAN recommends that in order to ensure continued participation as well as greater transparency, the development of the rule book for the Paris Agreement should continue within the Ad Hoc Working Group on the Paris Agreement (APA) where all countries can participate.** The question around forwarding the decisions from the APA to the CMA as the final decision making body on the Paris Agreement can potentially be resolved by temporarily suspending the CMA in order to continue with the negotiations under the APA, setting an end date in 2018 for all the rules to be finalized and forwarded to the CMA for a final agreement.

## **MOBILIZING OF MEANS OF IMPLEMENTATION: A ROBUST ROADMAP TOWARDS \$100 BILLION BY 2020**

A clear pathway towards mobilization and disbursement of \$100 billion by 2020 would be a strong tool towards building confidence in developing countries for implementing their proposed actions on climate change. It could also give greater confidence for early implementation of the NDCs proposed by developing countries. **The roadmap needs to provide an accurate and detailed forward-looking account of how \$100 billion by 2020 will be mobilized in addition to the existing efforts being made by developed countries.**

**The roadmap should also include the types of instruments, sources, channels etc., as well as public-private leverage ratios to ensure transparency with developing countries and greater accountability towards the pledge for increased climate finance flows over a period of time.** The road map should build on the 2015 work by the OECD on the progress towards the \$100bn goal, in which developed countries have, on a ministerial level, expressed their intent to report climate finance on the basis of grant equivalents and/or budgetary provisions. This means grants should be reported at face value and present net flows into developing countries.

**The roadmap should also give greater clarity in particular on the financial support provided for adaptation activities in developing countries.** It should indicate the intent from the developed countries to increase the amount of finance provided for adaptation.

## **STRENGTHENING ACTION: GALVANIZING AMBITION**

Revising and strengthening of contributions from countries in 2018 and every five years thereafter and immediate short-term action, is the only way to keep global mean temperature in line with the agreed temperature goal as agreed in Article 2 of the Paris Agreement. This seems feasible if the upcoming collective reviews, the facilitative dialogues in 2016 and 2018 and the global stocktakes, underpinned by national long-term strategies, mark moments of concentrated political attention and showcase a continued spirit of collaboration among countries.

### **Facilitative Dialogue 2016**

CAN believes that to achieve its full potential this year's facilitative dialogue on near-term action should follow a two track approach – a technical track to take stock of progress and identify

implementation gaps, and a high-level track that allows for the implementation gaps to be addressed over the course of the coming years. The high-level track will be key to deciding on the way forward with respect to addressing the barriers faced by developing countries in implementing their existing commitments. The roadmap prepared by the high-level champions will play a strong role in addressing some of these barriers and should be considered as a crucial input to the discussions.

**The facilitative dialogue in 2016 will set a precedent towards future facilitative dialogues as well as provide crucial learning for the global stocktake. Ministers at the Pre-COP should be briefed on the format and nature of the facilitative dialogue in order to achieve a successful outcome from it.**

### **Facilitative Dialogue 2018**

The facilitative dialogue in 2018 would be a great opportunity for countries to re-calibrate their NDCs to reflect current realities as well as allow for them to be compatible with the objectives of the Paris Agreement. Countries must ensure that their ambition is ramped up in line with keeping global temperature rise limited to 1.5°C. In order for the facilitative dialogue to fulfill its mandate to take collective stock of ambition in relation to the global goals articulated in the Paris Agreement, countries will need to start looking at opportunities to further increase ambition in their next round of NDCs. In order for the facilitative dialogue to achieve its objectives, it is important to start with the preparations right away. The Pre-COP should provide the platform to have discussions gathering views from parties on what decisions should be taken at COP 22 towards the facilitative dialogue in 2018.

**CAN recommends that COP 22 should adopt a decision to invite countries to submit their views (particularly on format, scope, inputs and outcome) on the facilitative dialogue by 31st March 2017 and for the UNFCCC secretariat to synthesize these with a view to hold a workshop on the facilitative dialogue during SB 46 in 2017.**

### **Synergies with Agenda 2030**

Several national policies are likely to contribute to the goals of Agenda 2030 and the Paris Agreement - the development of long-term strategies provides the opportunity to mainstream climate considerations into countries' national planning, and to develop synergies between climate change policies and national development planning, enabling the most successful combined outcomes for both processes.

Developing *Long-term Strategies for Sustainable Development and Decarbonization* is essential to ensure compatibility of countries' emissions and development trajectories with limiting the global average temperature to 1.5°C above pre-industrial levels. By working backwards from long-term climate goals to the current day, long-term strategies provide a framework for short-term policymaking, to ensure compatibility with a country's long-term development goals and the Paris Agreement, and as such, provide a mechanism for raising ambition through revision where policies are not in line with the necessary long-term emissions trajectory to realize these goals.

**CAN recommends that G20 countries should come forward with *interim* long-term strategies by mid 2018, with G7 countries taking the lead in light of their greater capacity, responsibilities, and levels of emissions and economic development.**

## **TRANSPARENCY**

Because of their key role in assessing and improving the efficacy of climate action, a core set of robust and enforceable MRV rules will be critical to driving the further ambition necessary to ensure the success of the Paris Agreement.

In recognition of this fact, Parties established an Enhanced Transparency Framework for Action and Support in its Article 13 as a key feature of the Paris Agreement. Transparency is important to build mutual trust and confidence among Parties, and is essential to track progress towards individual and collective targets. An enhanced transparency framework will be critical to ensuring: 1) the environmental integrity and credibility of NDCs; 2) effective global stocktakes that promote further ambition; and 3) a well-functioning Implementation and Compliance Committee.

**CAN recommends that the ministers use informal discussions during the Pre-COP to clarify their respective views on the transparency framework particularly on how these rules should be applied within the current NDCs, taking into account the early entry into force of the agreement.**

## **LOSS AND DAMAGE**

The Paris Agreement was transformational in its agreement on Loss and Damage – adopting it as a stand-alone element at Article 8 separate to adaptation - and acknowledging that it would require action and support to address the impacts. This has allowed loss and damage to take on a level of importance on a par with mitigation and adaptation. We have recently crossed the threshold of 400 parts per million of CO<sub>2</sub> in the atmosphere and are living in a warmer world, setting high-temperature records almost every passing month. More and more vulnerable people, countries and ecosystems are increasingly experiencing climate change induced loss and damage caused by extreme weather events or slower changes such as sea-level rise, ocean acidification or glacial melting.

**CAN recommends that Parties lend the Warsaw International Mechanism for Loss and Damage (WIM) sufficient political and budgetary support to ensure that it is able to expedite its work and meet the expectations that vulnerable countries envision during its creation. A key component of this is to develop a clear definition of loss and damage climate finance (to complement the existing SCF definition of mitigation and adaptation finance) that avoids double counting and ensures that loss and damage finance does not undermine adaptation finance.**

## **CONCLUSION**

We ask Ministers participating in the Pre-COP to engage with one another in the spirit of continued cooperation and solidarity. Climate Action Network looks forward to engaging constructively with Parties, emphasizing the importance of public participation, and stressing that inclusion and participation of observers forms a prerequisite for successful outcomes in Marrakech and beyond.