



# Recommendation to the Ministerial Policy Dialogue – Pre COP (8-10 Nov 2015)

November 8, 2015

*Climate Action Network International (CAN-I) is the world's largest network of civil society organizations working together to promote government action to address the climate crisis, with more than 900 members in over 100 countries. [www.climatenetwork.org](http://www.climatenetwork.org)*

## BACKGROUND

The diplomatic journey that began in Durban is now drawing rapidly to a close. COP 21 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 rights of the most vulnerable and equity at its core. The outcome from COP21 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.

## AMBITION

The Paris outcome should enable and catalyse ambition. This should not be limited to only the post 2020 period but also the pre 2020 period as well as the ambition within the current round of INDCs. The ability of the Paris agreement to improve ambition across various elements over time and at a rapid pace would determine the success of COP 21. These key provisions within the Paris outcome will send the signals to various stakeholders outside of the UNFCCC about the strong intent of governments to tackle climate change effectively.

### Increasing ambition between 2015 - 2020

- There is a need for **accelerated implementation of pre-2020 commitments** by developed countries, as well as provision of support, and **an improved technical process** that can deliver useful menus of policy options for decision makers to be enable scaling up of actions.
- Creating of **two positions for high-level champions that can build on the many good ideas coming out of the technical examination process** and coordinate the development and scaling up of initiatives with high mitigation and adaptation potential by matching good ideas with necessary finance, technology and capacity building support, and presenting them at the annual high-level meetings.
- It's vital that **developed countries present a plan how they are going to meet their \$100 billion promise that indicates how support from public sources will increase until 2020**. Countries that haven't done so already, should announce what they plan to provide by 2020. Also,

Ministers at the pre-COP should provide guidance how support for adaptation could be enhanced, e.g. by setting a target to increase financial support for adaptation (within the \$100 billion promise) to reach at least \$35 billion in public finance by 2020.

### **Provision for increasing ambition over time: Paris Ambition Mechanism**

- The INDC synthesis report as well as all other assessments have indicated that the current intended targets are not nearly sufficient to keep warming below 2°C, much less 1.5°C. **Current INDCs need to be revised by 2018** which factors in, that **conditional part of INDCs of developing countries will be matched** with international financial, technological and technical support.
- The Paris agreement must put in place **regular (every 5 years) aggregate and individual reviews of the proposed level of ambition** compared to emissions trajectories in line with strong likelihoods of keeping warming to safer levels and **strongly encourage Parties to take the results of these reviews into account with regard to their targets**. These review should include active civil society participation and should be based on the most recent scientific assessments combined with a science-based equity reference framework.
- **Common 5-year commitment periods for mitigation for all countries, starting in 2020**. The Paris Agreement could strengthen commitment, enhance predictability and ensure adequacy of financial support for countries with lower capabilities. Provision of finance should also compliment this 5 year cycle. **Targets for financial support should be set (and update) targets for financial support every 5 years, with separate targets for adaptation and mitigation support**.
- Ministers at the pre-COP should confirm that **developed countries would**, anchored into the Paris Agreement, **continue to implement their existing financial obligations under the UNFCCC**. **Other countries** in a position to do so and with comparable levels of responsibility and capability **should complement such efforts**.
- **Common MRV framework for mitigation and finance with a transition period** that accommodates national circumstances especially for developing countries at various stages of development.

### **Direction of travel and operationalization of 1.5 degree temperature threshold - Long Term Goals on Mitigation & Adaptation.**

In order for the Paris agreement to give a strong direction of travel for ambition as well as for ensuring the 1.5 degree temperature threshold, it is critical for the agreement to incorporate a long term global goal on mitigation and adaptation. These goal should have the following key features -

#### **Long Term Goal - Mitigation**

- The **end date of 2050 for achieving the long term goal** is of crucial importance.
- A **quantitative reference to full decarbonization, fully phasing out fossil fuel emissions and phasing in 100% renewable energy**.
- Setting a peak year for global emissions with a recognition that developing countries will peak later given their development needs.

### **Long term goal - Adaptation**

- The global goal on adaptation should have a **strong link to the projected level of warming and required support**. The envisaged **review of ambition every 5 years must be comprehensive and should include adaptation and countries' efforts as well as needs**.

**DIFFERENTIATION:** A dynamic differentiation approach is needed to support an ambitious climate transition.

- The core agreement must contain legal anchors that enable progress on this issue.
- Review of ambition must **take account of level of development, responsibility and need**. Only in such a context can national circumstances play their proper role.
- The key is a mandate for **progress towards indicator-based approaches** based on explicit equity principles

**LOSS AND DAMAGE:** CAN has consistently demanded the **inclusion of loss and damage in the core legal Agreement**, complemented by furthering ongoing work (through COP decisions), and under the Warsaw Mechanism and through various initiatives. In CAN's view, **no reference to loss and damage in the Paris Agreement is not a viable option**.

- The Paris legal Agreement should include **a separate anchoring of loss and damage, provisions on institutional arrangements (including through the WIM) and general provisions on financial support** to vulnerable developing countries to address loss and damage (as indicated in Art.6, para 18). These should take into account historical responsibilities and CBDRRRC principles.
- CAN also would like to note that the G77 and China proposal for Article 5, while addressing real life concerns such as displacement, already reflects political concessions (no specific compensation).
- The biggest contribution the Pre-COP could make is to come to an agreement that loss and damage shall be included in the Paris Agreement under Article 5, which will allow a more constructive discussion on the HOW, both regarding the core agreement and the complementary COP decision. In language, not establishing responsibilities for only a sub-group (such as developed countries) of Parties). This needs to be matched by constructive negotiation behavior from other Parties.

### **CONCLUSION:**

We ask Ministers participating in the pre-COP to engage with one another in a spirit of cooperation and solidarity to help clarify concepts that require further elucidation, and to identify and build on convergences. Climate Action Network looks forward to engaging constructively with Parties on these essential ingredients for transformational change, but in order to do so, we must have due access to the negotiations in Paris. We emphasize the importance of public participation in this respect, and stress that inclusion and participation of observers forms a prerequisite for a legitimate outcome at COP 21 and beyond.

**CAN would like to highlight some other key issues that ministers at the PRE COP should take cognisance of and address -**

**Post-2020 finance:**

- Ministers at the pre-COP should also consider how the Paris Agreement could commit all countries to take adequate action to shift and mobilise financial flows and investments, public and private, towards low-carbon, climate-resilient development. CAN considers it vital that this includes phasing out fossil fuel subsidies and an end to international finance for fossil fuel projects, especially export credit for coal projects.
- No double counting of financing financial flows: The financial flow related to the purchase of credits by one country cannot be counted as a financial assistance to the host country.

**Legal Form:**

- CAN considers the desired outcome in Paris to be a “package” consisting primarily of three primary components: a ratifiable internationally binding legal agreement (“core agreement” or “Paris Agreement”); COP decisions; and Annexes and/or supplementary instruments. The core agreement should bind all Parties to its provisions under international law from 2020 onwards at the latest, with INDCs being anchored into this “Paris Agreement” as legal commitments, and being referred to as such.
- The Paris Agreement should provide effective institutions, procedures and mechanisms to assess and facilitate implementation and hold Parties accountable to their commitments. The differentiation of commitments should be considered when designing an effective compliance system.

**Principles of land use**

- Principles and guidelines should be developed that ensure social protections, food security, security of indigenous peoples’ and local communities’ land tenure, gender equity, ecological integrity, and animal welfare.

**Human Rights**

- Human rights must be included in the operative text (specifically Article 2) of the Paris Agreement, as a means to protect the rights of the people and communities that are most vulnerable but least responsible for climate change.

**Flexible mechanisms**

- To avoid double counting and deliver verifiable emissions reductions, a robust common accounting system for measuring and reporting reductions in both host and sponsor countries is needed.
- In order to engage in international trading, countries need to have their contributions expressed as quantifiable multi-year carbon budgets.