



The Paris Package: A Springboard for Sustained, Transformative Change

Summary

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 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

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>

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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Glossary

AFOLU	Agriculture, Forestry and Other Land Use
Agenda 2030	The 2030 Agenda for Sustainable Development
CBDR-RC	Common But Differentiated Responsibilities and Respective Capabilities
COP	Conference of the Parties to the UNFCCC
Core Agreement	The ratifiable internationally binding legal agreement that is a key part of the Paris Package
CTCN	Climate Technology Centre and Network
GFC	Green Climate Fund
ICAO	International Civil Aviation Organization
IMO	International Maritime Organization
INDCs	Intended Nationally Determined Contributions
NDCs	Nationally Determined Commitments
IPR	Intellectual Property Rights
IPCC	Intergovernmental Panel on Climate Change
LDCs	Least Developed Countries
LULUCF	Land Use, Land Use Change and Forestry
MOI	Means of Implementation
MRV	Monitoring, Reporting and Verification
PAM	Paris Ambition Mechanism
Paris Agreement	See Core Agreement
Paris Package	The Core Agreement, COP decisions and Annexes and/or supplementary instruments comprising the Paris outcome
REDD+	Reducing Emissions from Deforestation and Forest Degradation
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
SED	Structured Expert Dialogue
TEM	Technical Expert Meeting
TEP	Technical Examination Process
WIM	Warsaw International Mechanism for Loss and Damage
WS2	Workstream 2

1

Legal Framework

CAN considers the desired outcome in Paris to be a “package” consisting primarily of three primary components. Below, we articulate what these components should broadly address, with each element within these components being further elaborated later in the document. The three components are as follows:

a. A ratifiable internationally binding legal agreement (“core agreement” or “Paris Agreement”), which should:

- Address all key elements⁵ for international climate action, including the issue of loss and damage; articulate long-term vision for mitigation, adaptation, finance as well as technology; mandate a stringent 5-year review and revision cycle that results in further enabling increased ambition across elements post each cycle
- Reflect the principles of the Convention; and integrate, in its implementation, respect for human rights of all, including the rights of indigenous peoples; gender equality; access to information and the effective participation of stakeholders; ensuring a just transition; ensuring and promoting food security; and the restoration, protection and resilience of natural ecosystems. The core agreement should also recognize the 2030 Agenda for

Sustainable Development (Agenda 2030) and ensure that actions undertaken within this agreement significantly contribute towards achieving the goals set out in this agenda

- Construct a regime that is durable and robust, ensuring that the core agreement stands the test of time and is flexible enough to take account of ongoing changes in the global economy.

b. COP decisions, which should:

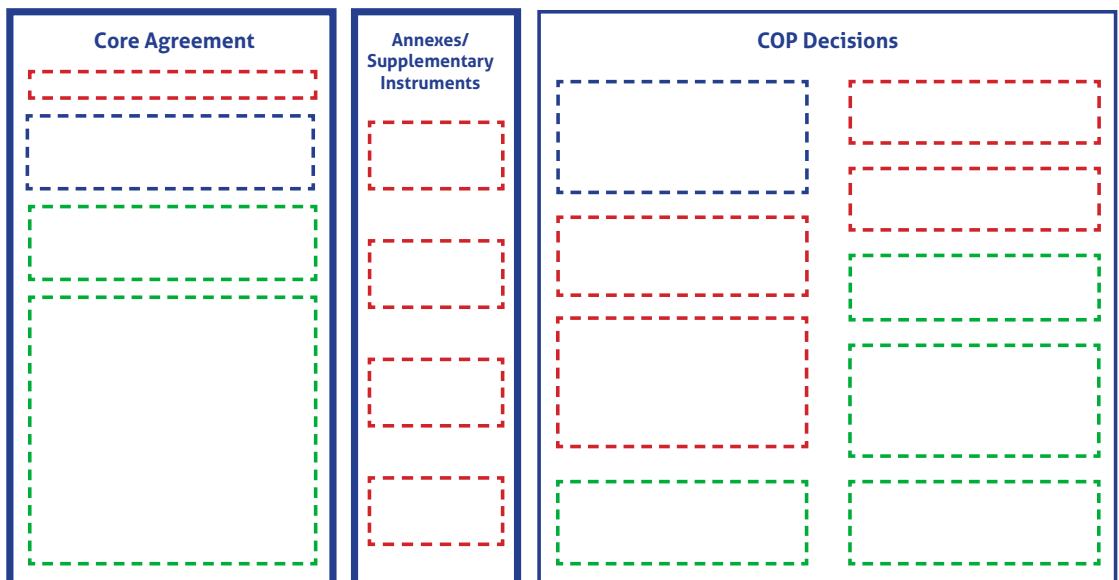
- Implement, revise and upgrade existing pre-2020 mitigation and finance commitments
- Elaborate and put in place the necessary technical modalities, rules and guidelines for smooth and effective implementation of the core agreement while mandating ambitious mitigation, adaptation, loss and damage and MOI actions in the pre-2020 period

c. Annexes and/or supplementary instruments, which enhance transparency and accountability by providing clarity on actions to be taken

BINDINGNESS, COMPLIANCE, ENFORCEMENT AND TRANSPARENCY

Although experience demonstrates that the adoption of internationally binding legal commitments does not by itself guarantee that commitments will be implemented and their targets achieved, making a commitment

Figure 1. The “Paris Package”



⁵ Elements – mitigation, adaptation, loss and damage, finance, technology development and transfer, capacity building and transparency of action and support

Source: Climate Action Network, 2015.

“The Paris Agreement should construct a regime that is durable and robust, ensuring that the core agreement stands the test of time and is flexible enough to take account of ongoing changes in the global economy.”

legally binding can be seen as giving it additional force. The core agreement should therefore bind all parties to its provisions under international law from 2020 onwards at the latest. INDCs should be anchored into the Paris Agreement as legal commitments, and be referred to as such.

To further build confidence that countries will implement them, commitments must be:

- Sufficiently detailed and transparent
- Expressed in obligatory language, without equivocations that effect loopholes
- Applicable to all parties, with provisions for supporting developing country commitments, especially those of LDCs
- Accompanied by effective institutions and mechanisms to help assess and facilitate compliance, for which a robust measurement, reporting and verification (MRV) system forms a prerequisite

ACCESSION, AND ENTRY INTO FORCE

- To promote widespread participation and ensure that no country or small group of countries has an effective veto on its entry into force, the Paris Agreement should allow for rapid and simple accession and ensure the required “critical mass” for entry into force is reasonable

2

Human Rights

In order for the Paris outcome to promote effective climate policies that benefit people and communities affected by climate impacts, **the parties to the UNFCCC must include an operative reference to human rights in the core agreement** to be adopted at COP 21. The transition to a low-carbon economy and resilient communities provides an opportunity to address climate change while protecting and promoting human rights. Integrating human rights into climate change policies will also strengthen the long-term effectiveness of, and build public support for, these actions. **This provision must be overarching** in order to apply to all areas of implementation of the Convention.

It must be included in the operative section of the agreement in order to guarantee its effective and systematic implementation. **It must be comprehensive and address all key dimensions of the relation between human rights and climate change** by:

- Calling for parties to respect, protect, promote and fulfill human rights, including the rights of indigenous peoples, in all climate change related actions, including the rights of indigenous peoples
- Calling for parties to ensure gender equality and the full and equal participation of women; intergenerational equity; a just transition of the workforce that creates decent work and quality jobs; food security; and the integrity and resilience of natural ecosystems

3

Equity and Dynamic Differentiation

Based on its Equity Reference Framework⁶, CAN calls for a dynamic differentiation approach for operationalizing the Convention's equity principles in the Paris Agreement. Such an approach would be universal – all countries at different levels of development would have climate action obligations (or “fair shares”) in proportion to their responsibility, capability, and need – though in some cases, like for LDCs, these obligations would be very small.

CAN believes that such a dynamic differentiation approach is needed to support an ambitious climate transition, and that the core agreement must contain legal anchors that enable further progress on this issue. Below we lay out our understanding of differentiation and how to best reflect it in the agreement.

DYNAMIC DIFFERENTIATION

While the Paris Agreement must be under the UNFCCC convention and enshrine core equity principles like Common But Differentiated Responsibility and Respective Capabilities (CBDR-RC), it should also lay out a dynamic model for differentiation. This model must be sensitive to changing levels of development while also promoting principle and indicator-based approaches that reflect these economic changes.

This sort of an approach will enable the Parties to solve fundamental questions with regard to direct mitigation action as well as provision of public climate finance. If we are to reach a global agreement that is comprehensive, sustainable, and built to stand the tests of time, it is essential that the agreement incorporates a dynamic approach, as suggested in this section. Differentiation and CBDR-RC should not be understood as political bargaining chips, but as matters with fundamental implications for climate action.⁷

Dynamic differentiation and the upscaling of ambition are closely bound challenges. CAN suggests that they be considered within a unified approach that impacts the following three parts of the Paris Agreement:

- **Reiteration of the Convention's key equity principles, CBDR-RC** and differentiation in the preamble, implying a dynamic approach that is based on the Convention.
- **Issue-specific solutions on differentiation according to the context of various elements and their substance** across the Agreement's sections, particularly on mitigation, finance and transparency
- The **Paris Ambition Mechanism (PAM)** as a key element of the new Agreement ensuring the implementation of the Convention's equity principles beyond Paris through science-based aggregate and equity assessments, and transparently matching conditional contributions with climate finance leading to the upscaling of action (see Paris Ambition Mechanism section)

EQUITY PRINCIPLES AND DIFFERENTIATION IN THE PREAMBLE

The preamble must emphasize the importance of principle-based differentiation, in a way that highlights the central principle of CBDR-RC while leaving room for flexible interpretations. The Lima Call for Climate Action began this process by setting the CBDR-RC principle in the context of another wording from the Convention: "common but differentiated responsibilities and respective capabilities, in light of different national circumstances." This language should be supplemented by a dynamic approach to development levels that further defines the key term "capabilities" and reflects needs (development needs and adaptation and loss and damage needs) as well.

SPECIFIC SOLUTIONS ON DIFFERENTIATION IN VARIOUS SECTIONS OF THE AGREEMENT

The differentiation challenge across all sections reaches its peak of sensitivity in the mitigation and finance sections. It is critical to tackle differentiation separately in each pillar of the Paris Agreement to allow explicit, topical and context-specific practical solutions.

With regard to the post-Paris future, it is essential to have a “process hook” in the Paris Agreement, one that – in particular- empowers the Parties to continue to elaborate the Paris Ambition Mechanism. To this end, it must provide an institutional and political path forward

⁶ Climate Action Network (CAN) (2013): Equity Reference Frameworks at the UNFCCC Process: http://www.climatenetwork.org/sites/default/files/can_erf_discussion_paper_-_05062013.pdf

⁷ Compare to India's intervention at the SDG/post-2015 process on 23 July 2015: <https://www.pminewyork.org/adminpart/uploadpdf/40503IGN-6%20Post%202015%20June%2023,%202015.pdf>

towards elaboration and negotiation of a next-generation system of differentiation based on shared principles and commonly understood clearly relevant indicators. Below we outline how differentiation needs to be reflected across the different pillars of the agreement:

LONG-TERM MITIGATION GOAL

CAN calls for phasing out of all fossil fuel emissions and phasing in 100% renewable energy with sustainable energy access for all, as early as possible, but no later than 2050. A high level of ambition like this one is demanded by the science, but it will only find agreement among governments if it comes together with a flexible approach to differentiation that encourages all countries to contribute to this global mitigation effort while, at the same time, developed countries take the lead while also providing support to developing countries in order to achieve this common goal.

INDCS (MITIGATION AND FINANCE)

In practice, a fair system of differentiation is one that allows 1) different countries to take on different types of contribution, which are 2) scaled according to countries' levels of responsibility and capability, adaptation and development need, while at the same time 3) ensuring that the aggregate global effort reaches and sustains the necessary level of ambition. CAN expects the following four types of contributions to be suggested by the different country groups:

- a. Developed Countries and those with equivalent responsibility and/or capability:** expected to take multi-year economy-wide reduction targets, which are expressed unambiguously in terms of absolute tons. These countries are also expected to provide international climate finance support.
- b. Developing countries with higher capacities and large responsibility:** expected to take at least economy-wide targets – either compared to business-as-usual emissions or economy-wide emission intensity levels. These countries could have an unconditional and a conditional component to their INDCs. They could also voluntarily provide climate finance if they are in a position to do so.
- c. All other developing countries (excluding LDCs):** should at least provide policy and/or sectoral goals as part of their mitigation

component within the unconditional part of the INDC. They should also indicate the estimated level of financial support required to carry out further plans (conditional INDCs).

- d. Least Developed Countries:** should at least provide indicative plans to develop their contributions. They should be given priority in receiving support and are expected to communicate their estimated needs.

CAN believes that this categorization must be applied dynamically, not by way of static annexes. This will allow all developing countries to progressively move towards economy-wide reduction targets. This transition can only be realized if developing country needs for MOI are adequately met over the course of time.

FINANCE AND ADAPTATION

With regard to finance, 'who pays how much, to whom and for what actions?' is the ultimate issue. CAN favors language from Lima for the provider-recipient issue like "countries in a position to do so considering evolving capabilities," if bound to equity principles and indicators for responsibility, capability, and need.

In terms of recipients, a general important criterion for a differentiated approach includes needs and capacities, as well as the overall ambition it is important to incentivize mitigation ambition and adaptation capacity. When it comes to adaptation and loss and damage, priority – but not exclusivity – should be given to countries that are particularly vulnerable, and there is established precedent for a differentiated treatment of countries.

In all this, a robust system for matching climate finance with the conditional parts of INDCs is most critical, as further elaborated in the Paris Ambition Mechanism section below.

TRANSPARENCY

CAN suggests that all Parties use a common transparency framework. However, developing countries should implement provisions based on their level of capability. Transparency of actions should take into account CBDR-RC, in light of different national circumstances, in particular, different levels of capability. All countries should over time improve transparency in ways that take their national capabilities and circumstances into proper account.

4

Paris Ambition Mechanism

The Paris outcome needs to deliver ambition across all pillars of the core agreement. This ambition needs to be encouraged and increased over time in an iterative manner to ensure that the international climate regime is able to adequately respond to the challenge of keeping temperature rise to maximum 1.5°C and thus achieving the ultimate objective of the Convention. CAN calls for the **clear 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.

The mechanism would consider latest scientific assessment as well as equity and fairness as its guiding factors while facilitating the revision of contributions and providing for the proper assessment of commitments. It would also oversee and assess the overall cumulative result from actions undertaken by governments during a particular 5-year cycle. This will enable all governments and the global community to continually have snapshots of progress achieved

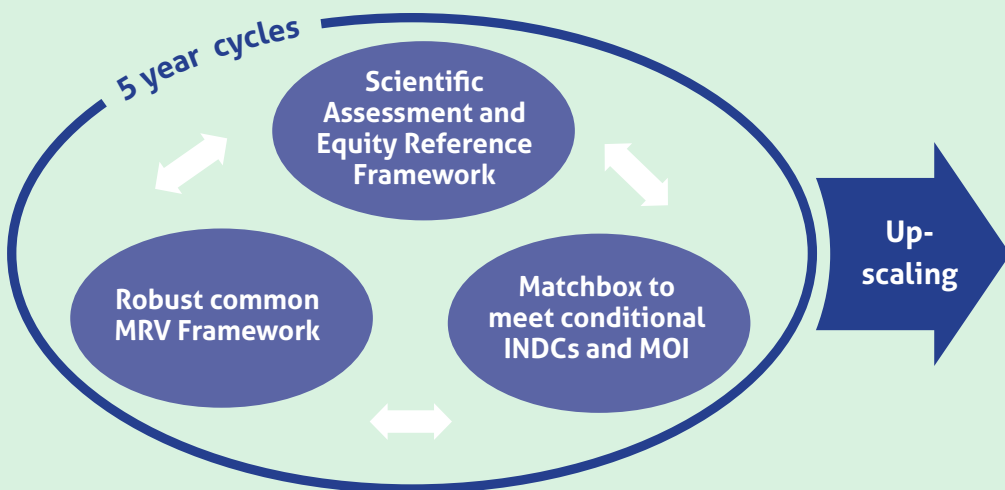
and ensure collective accountability towards the 1.5°C target while at the same time progressively bringing individual contributions into line with the 1.5°C global trajectory, as well as with their respective responsibility towards the global commons.

The **PAM should start off by improving current INDCs by creating tools to trigger an upscaling of existing mitigation and finance contributions by all countries**, especially those with high levels of responsibility or capability. The mechanism should also enable 'matching' of finance, technology and capacity building support to the requirements of countries that wish to act beyond their domestic capabilities as stated in the respective INDCs. **This round of revisions should take place latest by 2018, much before entry into force of the agreement** in order for commitments undertaken by countries within the agreement to be ambitious and fair.

To further elaborate on the mechanism itself, PAM rests on the following three pillars:

- a. *Scientific adequacy assessments and an Equity Reference Framework embedded in the 5-year commitment periods, including:*
 - A no-backsliding principle
 - A progression clause that ensures countries increasingly upscale individual commitments on mitigation and finance in future cycles of commitments
 - Common 5-year commitment periods for mitigation for all countries as well as a synchronized 5-year cycles for provision of

Figure 2. The Paris Ambition Mechanism a driver of increased action



Source: Climate Action Network, 2015.

⁸ CAN (2013): Equity Reference Framework at the UNFCCC Process: http://www.climatenetwork.org/sites/default/files/can_erf_discussion_paper_-_05062013.pdf

The equity assessment should be based on the equity indicators - adequacy, responsibility, capability, development need and adaptation need - ensuring the dynamic character of approaching differentiation

⁹ Two high-level champions should be tasked with matching large-scale national, regional and global mitigation opportunities with the necessary funding and liaising with decision-makers. The high-level champions should receive the necessary logistic support to manage that task and to inform parties regularly (in line with the 5-year cycles) about their progress. They should rotate every 5 years.

- climate finance from developed countries as well as countries with a higher capacity and larger responsibility in a position to do so
- Collective and individual adequacy reviews that include active civil society participation and are based on the most recent scientific assessments combined with a science-based equity reference framework⁸

b. A process (or “matchbox”) that matches conditional contributions with international support, requiring the following provisions in the core agreement:

- A mandate to the UNFCCC Secretariat to set up a registry for conditional INDCs (as early as 2016) in order to clearly identify the potential mitigation and adaptation actions that could be unlocked with provision of MOI. This should be followed by establishment of a transparent matching facility at COP 22, to match international financial, technological and technical support with supplemental, conditional elements of INDCs from particular countries. This matching mechanism can build on the current NAMA registry and should build on the work of the high-level champions suggested under WS2⁹
- An invitation to countries to provide further information on their mitigation, adaptation and loss and damage needs facilitated by support (financial and capacity building) in order for this information to be taken into account during the next cycle of commitments

c. A robust and common MRV framework, requiring the following elements to be in the agreement:

- A common, tiered and dynamic MRV framework that progresses towards common accounting and MRV, respecting respective capabilities
- A provision to create a robust MRV framework for public and private finance provisions
- Upfront information requirements for each round of INDCs as reflected in the Lima Call for Climate Action (Decision 1/CP.20, paragraph 14)

The PAM is intimately linked to equity, given that equity is an essential aspect of the extremely robust system of international cooperation that is needed to realize a high-ambition global transition.

Another central attribute of the PAM is the link to WS2 and the inspiring inputs from the Technical Examination Process and other forums like the Lima-Paris Action Agenda that encourage

cooperative enhanced action. These existing forums have helped identify solutions to various barriers faced by countries in implementing their climate action. They have not only helped highlight policy and technical best practices but are evolving towards facilitating policy learning as well as demonstrating the feasibility of emerging solutions. This learning should not be lost and should be integrated into the PAM in order for the mechanism to be rapidly and effectively put into place.

The three key pillars of the PAM are illustrated in figure 2 on page 11.

5 Periodical review

COP 16 in Cancun (2010) decided to periodically review the adequacy of the long-term global goal of the Convention and the overall progress towards achieving it.

The First Periodical Review (known as “2013 – 2015 review”) began in June 2013 with the first meeting of its “Structured Expert Dialogue” (SED). At the beginning of this year, the SED presented the conclusions of its intense work.¹⁰ Paris should deliver a concluding decision that reiterates the main findings of the 2013 – 2015 review, defines the temperature goal as a “defense line”; and stresses that efforts should be made to put the line as low as possible, preferably 1.5°C. This decision should also contribute to increase pre-2020 ambition.

COP 21 should furthermore decide to conduct a Second Periodical Review, which is to begin its work in 2018 and shall conclude in 2020. The second review should base its analysis on new findings of the IPCC (possibly from a Special Report), biennial reports, the synthesis report on INDCs as prepared by the UNFCCC secretariat, latest scientific literature and the latest UNEP report on the gigaton gap. Its scope should include mitigation, adaptation and finance. COP 21 should also give a clear mandate and guidelines to increase research on 1.5°C-mitigation scenarios, their impacts on the environment and human societies and the mitigation gap. The Third Periodical Review should begin in 2023, terminate in 2025 and would base its analysis on the same sources as the Second, but could especially include all AR6 findings.

¹⁰ The key messages of the SED are that warming of 2°C would lead to catastrophic impacts, slowing down economic growth, hinder poverty reduction efforts considerably and threaten several global ecosystems. The SED also showed that the world is not on track towards a 1.5/2°C scenario- past and recent global GHG emissions have accelerated and the emission gap is growing. However keeping warming at 1.5/2°C is still achievable and deep emission cuts are needed to keep warming at 1.5°C and below 2°C levels which would require full decarbonization of the global energy systems by 2050. Achieving this would not significantly affect global gross domestic product growth.

Mitigation

PRE-2020 MITIGATION ACTION AND COMMITMENTS

A COP 21 decision on pre-2020 mitigation action, under ADP WS2, must ensure the closing of the pre-2020 emission gap as early as possible and lay the basis for avoiding a cumulative post-2020 mitigation gap. The COP decision to be expected out of Paris must enable a move from discussion of opportunities to implementation on the ground.

The key elements for a WS2 decision in Paris must include: ¹¹

- **A call for developed countries to scale-up mitigation action through increasing their targets, to at least 40% economy-wide emission reductions compared to 1990 levels by 2020**, and accelerating the implementation of their existing targets
- Delivering on existing climate finance pledges and the provision of additional funds, as well as support for developing countries for accessing those funds
- **Enhancement of the Technical Examination Process** to enable a move from discussions to concrete climate action on the ground, including through the meaningful participation of national decision-makers in the TEMs who can ensure the good ideas and opportunities identified are taken up and implemented nationally
- **Clear mandates to the UNFCCC financial and technological institutions to support concrete, socially inclusive and sustainable initiatives that close the emission gap**, especially in renewable energy and energy efficiency
- **The appointment of two high-level champions** tasked with matching large-scale national, regional and global mitigation opportunities with the necessary funding and liaising with decision-makers, building on but going beyond WS2 and the technical process, again with a special focus on renewable energy and energy efficiency

- **Establishment of an online policy menu of good practices** and policies, to inspire both voluntary and finance-based on and share experiences and good practices

The Paris Agreement should be effective but also visionary in its approach to mitigation. The world needs the right signal from this global agreement that a business-as-usual mode of operation within the global economy is not tenable or compatible with a 1.5°C world. It is imperative that countries rapidly transition towards full decarbonization in line with CBDR-RC and Agenda 2030. In order to be able to limit average global surface warming to maximum 1.5°C, global emissions must peak in 2015. Successful decarbonization will require a global long-term mitigation goal that both sets a vision of a just carbon emission-free future and encourages near-term action

The core agreement should therefore 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**

To achieve full decarbonization in a way that is just and achieves wider sustainable development objectives, and that respects national sovereignty, **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.**

Such a strategic plan would enable achievement of both Agenda 2030 and climate mitigation and adaptation goals of the UNFCCC, by ensuring that implementation of the Sustainable Development Goals (SDGs) on agriculture, infrastructure, cities, production and consumption, and ecosystems, forests and land use integrates ambitious mitigation planning.

LONG-TERM MITIGATION GOAL AND NATIONAL DECARBONIZATION PLANS

The Paris Agreement should include a requirement for all countries to develop 2050 decarbonization plans that should be submitted no later than 2020; in alignment with national Agenda 2030 development plans. Developing countries should be provided with

¹¹ For further details please see CAN's submission on mitigation elements for a COP decision on pre-2020 ambition in Paris, available at <http://www.climatenetwork.org/publication/can-position-mitigation-elements-cop-decision-pre-2020-ambition-paris-august-2015>

the MOI to develop and fulfill these national decarbonization plans.

Further technical guidance on development and implementation of these plans should be provided in future COP decisions. These should include:

- **A request for countries to include a sector-by-sector analysis that reflects changes over time** in physical infrastructure (e.g. power plants, vehicles, buildings, and industrial equipment) to inform decision makers about the technology requirements and costs of different emissions reduction options
- **An estimated financial budget to operationalize the 2050 national decarbonization plans to achieve the national mitigation goal.** These financial budgets should be synchronized with the 5-year cycles under PAM in the Agreement to allow for the conclusions from the review to directly feed back into the next 5-year planning budget

“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.”

- **Indicative decadal goals up to 2050** within national decarbonization plans to provide a clear trajectory for actions and targets that would be undertaken in order to achieve national decarbonization
- **Provision of underlying assumptions and methodologies** used to develop the national decarbonization plan

POST-2020 MITIGATION COMMITMENTS

Mitigation actions are central to ambition within the new agreement. To avoid catastrophic climate change, the following elements are crucial.

The core agreement must recognize:

- That current collective efforts on mitigation are not sufficient yet (**recognition of the gap**) and that we need accelerated ambition over time to achieve the **1.5°C temperature goal**
- That **all countries need to contribute towards the global mitigation goal** by making mitigation commitments **consistent with CBDR-RC** as further elaborated in the Equity and Dynamic Differentiation section
- That all **mitigation commitments need to have an unconditional component** that has to be achieved through the particular country's own resources. Developing countries should also be encouraged to put forward additional potential mitigation actions and policies conditional upon provision of support. These conditional components within the INDC would help to provide clarity on where existing and future climate finance and other MOI could be directed to support additional emission reductions
- There must be **clear principles for future NDCs** to be transparent, quantifiable, verifiable, comparable and equitable
- A mechanism to enhance ambition over time as stipulated in the **“Paris Ambition Mechanism”** section

In COP decisions, parties must:

- **Agree to a provision that further elaborates the information requirements that should accompany any future INDC.** The mitigation section of Option 1 in the Annex of the draft Lima text of 8th of December 2014 is a good basis for inclusion in the Paris Agreement ¹²

Annexes/supplementary instruments:

- **NDCs should be placed in an annex/supplementary instrument to be updated by the Secretariat, in a way that ensures transparency and enables unilateral increases in ambition without requiring ratification**

FLEXIBLE MECHANISMS

Flexible mitigation mechanisms such as markets should enhance ambition, and not delay the action needed to decarbonize energy systems to protect the climate. All transfer of international units should help meet ambitious mitigation commitments, in line with parties' fair shares and in line with what is needed to avoid a 1.5°C increase in global temperatures.¹³

Therefore, any provisions for international transfer in the core agreement must:

- **Establish and ensure compliance with principles for recognition of international transfer to ensure the environmental integrity of the agreement.** These principles must require that emission reductions are real, additional, verifiable, and permanent; avoid double counting of effort; are supplemental to ambitious national mitigation and ensure net atmospheric benefits
- **Define prerequisites** allowing only countries that have economy-wide targets with NDCs preferably expressed as multi-year carbon budgets, not just single year targets, **to use markets for compliance**
- **Ensure a common accounting system** for measuring and reporting reductions in both host and sponsor countries
- **Cancel, or not recognize units from the Kyoto Protocol's pre-2020 mechanisms for compliance with its post-2020 mitigation commitments**

COP 21 decisions must:

- **Establish credible baselines** for units, clearly referencing absolute or business-as-usual levels, to be recognized as meeting the additionality principle
- **Provide a negative list of activities ineligible for compliance to upfront clarity regarding upholding environmental integrity and ensuring that the mechanisms contribute to sustainable development,** which should include but not be limited to any large power production, including fossil fuel power, hydro, nuclear, as well as N₂O from adipic acid production and HFC-23 destruction

INTERNATIONAL SHIPPING AND AVIATION

Emissions from aviation and shipping are estimated to increase by more than 200% by 2050, accounting for one-third of all allowable emissions under a below 1.5°C scenario.¹⁴ It is unconscionable that such emissions would be left out of the Paris Agreement, as proposed in the Draft Paris Agreement of October 2015.

While recognizing the role and expertise of the International Civil Aviation Organization (ICAO) and the International Maritime Organization (IMO) in regulating these sectors, the core agreement must:

- **Call for establishment of emissions targets for the aviation and shipping sectors** in line with the 1.5°C goal
- **Ensure that ICAO and the IMO are subject to the polluter pays principle,** and that their targets are supplementary to national emissions pledges
- **Affirm the need for appropriate differentiation** in the context of the non-discrimination principles that govern these sectors
- **Call for ICAO and the IMO to work on a levy scheme to provide financing for adaptation in developing countries**

Effective carbon pricing mechanisms play a central role in all of the above, by providing new incentives and resources for further emissions reductions in line with agreed targets, as well as ensuring that these sectors, which currently enjoy tax-free fuels, contribute their fair share to global mitigation and adaptation measures.

¹² UNFCCC (2014): Draft Text on ADP 2-7 agenda item 3, Implementation of all the elements of decision 1/CP.17, Version 1 of 8th December 2014 at 6:30.

It is essential to include information about the base year, full explanation of what the commitment covers, land use accounting approaches, long-term trajectory, and existing and/or anticipated domestic measures, including those with legal force, that support the implementation of the mitigation contribution in a COP decision.

¹³ See section on Equity and Dynamic Differentiation

¹⁴ David S. Lee, Ling Lim, Bethan Owen: Shipping and aviation emissions in the context of a 2°C emission pathway, <http://www.transportenvironment.org/sites/te/files/publications/Shipping%20and%20aviation%20emissions%20and%202%20degrees%20v1-6.pdf>.

REDD+, LULUCF & Agriculture

OVERARCHING PRINCIPLES FOR THE LAND SECTOR

Land is a crucially important sector for ambitious action to stabilize greenhouse gas emissions in the atmosphere below dangerous levels to keep global warming below 1.5°C.¹⁵ It is also critical for climate change adaptation. Thus, it is important to include in the new agreement. Given the unique nature of this sector, its relation to food security, ecological integrity, and cultural identity must be recognized in the core agreement.¹⁶

A process for developing principles and guidelines to ensure these values are protected and maintained must be mandated in the core agreement and initiated in a COP decision on mitigation. Principles and guidelines should ensure social protections; food security; security of indigenous peoples' and local communities' land tenure; gender equity; ecological integrity; and animal welfare. Actions in the land sector, in addition to actions in other sectors, should prioritize the protection, maintenance and restoration of natural ecosystems, while respecting customary and sustainable land use systems and existing agricultural ecosystems, and they should be in line with relevant international obligations and COP decisions, and be undertaken in an equitable manner.

LULUCF/AFOLU ACCOUNTING RULES

Common accounting rules for the land sector are essential for assessing comparability of effort. Accounting should be both comprehensive and complete, so that nations "account for what the atmosphere sees" in terms of emissions and removals. Some are not yet in a position to account comprehensively, notably LDCs and Small Island Developing States (SIDS), but developed countries are able to do so and the aim should be for all countries to be in a position to do so eventually. The principles that govern the rules could be agreed in Paris and the detailed rules negotiated afterwards. The core agreement should therefore 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 gases¹⁷

COP decisions will be required, to:

- **Further elaborate on the rules and principles governing the land sector accounting**

REDD+

It is important to enshrine REDD+ in the Paris Agreement, although the implementing decisions on REDD+ were largely agreed in COP 19 and COP 20. This could be done with a short paragraph or two, noting that REDD+ is up and running and will remain a key means of achieving both short (pre-2020) and longer-term goals.

Embodying REDD+ in the agreement is especially important for poorer and smaller countries, which are not yet ready to participate in results-based REDD+. Their governments and especially their leaders need to be reassured that REDD+ is here to stay, even if it takes some time to be ready to use it to full effect.

AGRICULTURE

In addition to the above principles for the land sector, to ensure that climate policies affecting agriculture can include considerations of small-scale farmers, food security and indigenous peoples, COP 21 provides an important **opportunity for Food Security to be recognized in the core agreement of the Paris outcome.**

Furthermore, **Parties should evaluate methodologies to ensure on-the-ground results.** This applies not only to the recent work early warning systems and assessment of risk (FCCC/SBSTA/2015/L.2), which should be addressed in Paris, but to the 2016 agenda on adaptation, food security, and sustainable productivity (FCCC/SBSTA/2014/L.14, paras 3(c)-(d)). Without this, the SBSTA work threatens to remain hot air while leaving communities at risk.

Finally, the vulnerability of the agriculture sector, its impact on food security and rural communities' livelihoods to climate change impacts, means that negotiations on adaptation are highly relevant to agriculture. Ongoing efforts to ensure sufficient finance for adaptation, and for a global goal on adaptation, as set out below, should therefore be supported.

¹⁵ See more at: CAN Submission (2014): Principles for reporting and accounting for emissions and removals from land use under the ADP: <http://www.climatenetwork.org/publication/can-submission-principles-reporting-and-accounting-emissions-and-removals-land-use-under>

¹⁶ See also: CAN Position (2011): General approaches to address agriculture, <http://www.climatenetwork.org/publication/can-position-general-approaches-address-agriculture-october-2011>.

¹⁷ The base year or period used for reporting and accounting for AFOLU should be consistent with a Party's overall ADP contributions to facilitate comparability within a contribution, i.e., baseline periods should be the same for the AFOLU sector as others and be historical and not projected ones.

8

Adaptation

The Paris Agreement must signal a comprehensive long-term vision of a world freed of poverty through the social and economic opportunities created by the transition to a low-emission and climate resilient future. Safeguarding developments from climate change impacts will be essential to be able to achieve the SDGs, and climate adaptation and tackling the residual impacts and loss and damage are essential strategies to that end. The higher the expected temperature increase as a consequence of inadequate mitigation, the more difficult it will be to close the adaptation gap. Adequate provisions in the Paris Agreement need to **ensure political parity of mitigation, and adaptation, and loss and damage, with the latter two on equal footing, and providing a long-term framework for action**, while concrete progress needs to be achieved through concrete initiatives, additional finance and further work under the UNFCCC before 2020.

Thus the Paris core agreement should include:

- **A global goal on adaptation**, which advances adaptation to help build resilience for all communities and ecosystems, recognizing that rising temperatures will require greater adaptation efforts taking into account the expected temperature increase and emerging needs, and that achieving this goal is a common responsibility including support to developing countries based on the principle of CBDR-RC and other equity principles and indicators
- The **affirmation of key principles** of gender equitable, participatory, community and ecosystem-based adaptation promoting human rights etc., based on the Cancun Adaptation Framework, as overarching guidance applied to all adaptation action
- **Commitments ("should") by all Parties to regularly communicate planned national adaptation actions** to the UNFCCC through preferred channels (e.g. National Action Plans, NDCs, National Communications) which also serves as a basis for scaling up adaptation action and support

- **A commitment by all countries to promote the integration of climate risks into planning and action**, with financial and technical support for vulnerable developing countries

Furthermore, Parties should promote adaptation efforts before 2020 through:

- **Increasing efforts to support the preparation and implementation of National Adaptation Programmes of Action and National Action Plans** for countries that want to make use of these instruments
- **Identifying support and cooperation needs** at local, national and transboundary level in order to achieve the speedy implementation of additional adaptation actions and components in the INDCs and the NAPs, including through a TEP inspired by ADP WS2, additional adaptation finance, etc.

The Adaptation Committee and LDC Expert Group should play a central role in coordinating these functions.

9

Loss and damage

The concept of loss and damage is increasingly important because we have not mitigated adequately and/ or adapted to climate change in time: whatever we do now, there will still be losses and irreversible impact. Thus addressing **loss and damage should be treated as a separate pillar under the new agreement**. The Paris Agreement should give this issue its due recognition.

The core agreement should:

- **Anchor loss and damage associated with climate change impacts in the Paris Agreement as a stand-alone issue**, including by establishing a link to mitigation and adaptation efforts as these impact on the level of loss and damage; and reflect the need for additional financial support to be provided by those countries and actors most responsible for causing the problem

- **Ensure that institutional arrangements under the Paris Agreement will further strengthen the work on addressing loss and damage** as the problem evolves (building on but not limited to the Warsaw International Mechanism (WIM))

Furthermore, Parties should:

- **Decide that the WIM will continue** its work beyond the planned 2016 review
- **Ensure the mandate for the WIM is strengthened** in particular with regard to exploring and establishing financial instruments (with the first step being the establishment of a financial panel with a mandate to make recommendations to ensure finance flows to support vulnerable communities facing the worst impacts)
- **Promote additional concrete actions that assist the poorest and most vulnerable in facing loss and damage** (e.g. the development of redress schemes, adequate regional insurance approaches, etc.)

“The concept of loss and damage is increasingly important because we have not mitigated adequately and/ or adapted to climate change in time.”

- **Coordinate and develop legal and policy frameworks** in the area of dealing with loss and damage, for example in relation to climate displacement and migration by exploring the potential role of a coordination facility, as well as addressing non-economic loss
- **Provide for full and effective public participation in the work of the mechanism**, particularly by the communities most affected by loss and damage and their representatives

10

Finance

Finance is a crucial pillar within the new agreement and ambition on finance has direct impact on the overall ambition across other pillars of the agreement. Paris must deliver an equitable and ambitious finance package.

MEETING EXISTING COMMITMENTS WITH ADDITIONAL PUBLIC FINANCE BY 2020

To start with, **developed countries must demonstrate how they intend to scale up public finance in order to meet the financial commitment they made in Copenhagen.**

It is critical that developed countries present a credible and ambitious plan to meet/surpass their existing pledge to mobilize \$100 billion new and additional climate finance per year by 2020.

A COP decision should anchor this plan formally and also commit those countries to:

- **Provide strong targets for public finance** demonstrating year-on-year increases
- **Provide a target demonstrating that a large portion of the \$100 billion commitment will be delivered in the form of grants**
- **Improve the balance between mitigation and adaptation** when allocating climate finance, aiming to reach a 50:50 balance by 2020

New pledges to significantly increase public finance, recognized and enshrined in the COP decision, will provide a benchmark for the credibility and ambition of developed countries.

5-YEAR TARGETS AND PROVISIONS FOR PUBLIC FINANCE IN THE POST-2020 AGREEMENT

The Paris agreement must also include cyclical provisions for public finance — iteratively defined based on the needs of developing countries — that developed countries and countries with comparable levels of responsibility and capability would contribute towards. These provisions must be allocated to adaptation and mitigation in a balanced manner to address the needs of the most vulnerable.

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** for the provision of new and additional public financial support to developing countries
- Agree that the above shall include **separate targets for adaptation and for mitigation**
- Establish a **commitment for 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, to contribute** to meeting the targets above
- Introduce a specific commitment for contributing Parties to **announce levels of financial support to be provided over the next three years**
- Commit contributing countries to **allocate at least 50% of public finance flows to adaptation**
- Commit contributing countries to **improve reporting and transparency on financial flows**, extending to financing institutions
- **Establish a formal process under the new agreement by which receiving countries would be enabled to iteratively and regularly identify the support they require to enhance ambition**, including to meet the elements of their INDCs that are subject to sufficient support becoming available (see "matchbox" proposal discussed in the "Paris Ambition Mechanism" section), and strengthen their resilience against anticipated levels of warming

The COP decision should:

- **Define the process for setting the collective targets** and linking them to the assessment for required support
- Provide a mandate for the Standing Committee on Finance to **assess aggregate country needs and inform the collective target-setting process**
- List the upfront information to be provided when reporting on finance contributions, and **define a process to improve transparency and reporting**

"The Paris agreement must include cyclical provisions for public finance – iteratively defined based on the needs of developing countries – that developed countries and countries with comparable levels of responsibility and capability would contribute towards."

- **Establishing international sources of predictable public finance**

The core agreement should:

- Commit to a process to **establish new alternative/innovative sources of public finance**, which would play a significant role in provision of financial support

The COP decision should:

- Launch a [1 or] 2-year work program to **explore innovative sources of finance**, with a mandate to report back and make recommendations to the COP at both COP 22 and COP 23 on how to implement new and innovative sources of finance

PHASING OUT AND REDIRECTING ALL PUBLIC FINANCE AND INVESTMENTS AWAY FROM FOSSIL FUELS

Another important aspect of the finance package is the commitment by countries to **shift public finance away from fossil fuels** and use this money to leverage investments in renewable energy and energy efficiency

The core agreement should:

- Contain a commitment to **phase out international support for fossil fuels and other high-carbon investments**, and increase support for renewable energies and improving energy efficiency
- Also **recognize that developing countries with low capabilities will require international public finance to develop the regulatory and policy frameworks to implement this commitment**

The COP decision should:

- Direct public finance institutions at national, regional and global level to **quickly shift spending from fossil fuels to renewable energy**
- **Direct the Green Climate Fund (GCF) not to support fossil fuels and other unsustainable energy options**
- **Introduce an annual assessment on progress made**

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Technology

The core agreement must:

- **Establish a Global Technology Goal** that a) identifies global R&D funding goals in the near and medium term; b) facilitates global distribution of key, current and proven existing mitigation and adaptation technologies; and c) ties success in meeting mitigation and adaptation goals to technology transfer without prejudging appropriate technology pathways
- Mandate all countries with UNFCCC Article 4 paragraph 5 commitments¹⁸ to **include support for technology transfer in their NDCs**, and provide for matching with developing countries' conditional NDCs
- Designate the Technology Mechanism (TM) as the primary body for climate technology transfer and implementation under the UNFCCC, while providing for its future expansion, increased funding and strengthening. **The TM should be directed to coordinate and cooperate with other technology mechanisms**

The COP decisions should:

On the special circumstances of Africa, LDCs and SIDS:

- **Strengthen the TM to accommodate special circumstances in Africa, the LDCs and SIDS, emphasizing the most marginalized.** The criteria for selection of projects and

programmes, and for allocation of technology funding under the GCF and the Climate Technology Centre and Network (CTCN) should prioritize these groups, recognizing the need for absorptive capacity

On social and environmental soundness of technologies:

- **Ensure appropriate, ongoing Technology Risk Assessment with inclusive CSO participation**, a gender perspective, and integrated multilateral, independent and participatory evaluation of technologies for their social, economic and environmental impacts
- **Give guidance to the GCF in order to ensure that the GCF process takes into account Technology Risk Assessment as part of its funding criteria.** Establish that technology support through bilateral and multilateral flows outside the GCF must provide evidence that they meet minimum Technology Risk Assessment standards applied within the UNFCCC

On Intellectual Property Rights (IPR):

- **Guarantee financial support**, as appropriate, from the GCF for use of and access to licenses for technologies in developing countries
- **Establish an institutional mechanism on IP**, with the capacity, through an expanded mandate to the Technology Executive Committee, to make recommendations to the COP and the CTCN, and to conduct monitoring and assessment of country policies on IP to identify when over-protection, or lack of protection presents a barrier
- **Address IPR and deployment barriers** to technology transfer including collaborative R&D prioritized for the most vulnerable

12

Transparency including MRV

Transparency of action and support is a sine qua non for a credible climate regime. **A robust transparency framework, including MRV is**

¹⁸ "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."

critical for building trust between Parties and to hold them to account in the fulfillment of their commitments. Transparency is needed to both understand what countries are offering in their INDCs and to track progress of mitigation and MOI actions and adaptation.

A robust MRV Framework is essential to a working PAM. A credible independent review of information reported and progress towards commitments, the matching of mitigation and adaptation actions with support, and the avoiding of double-counting of efforts, can only be realized if commitments are quantifiable and quantitative information is **adequately detailed, comparable, as accurate as possible and publically accessible.**

Parties should therefore move towards a 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.

Most developing countries will only be able to enhance their efforts with sufficient provision of support; taking into account LDCs. Obligations should not be overly burdensome and should facilitate improvements in their capacity over time.

The post-2020 MRV Framework proposed by CAN builds on existing obligations:

- Up-front clarity describing the rules and assumptions that underlie an INDC enabling an effective review and assessment of progress in achieving it
- **An obligation to report up-to-date inventories on emissions and removals and apply accounting rules (e.g. no double counting), information on finance flows (public and private), and adaptation progress**
- **The information provided internationally should be subject to international review/ verification by an expert review team**
- **Collective and individual adequacy reviews** based on the most recent scientific assessments combined with a science-based equity reference framework (as elaborated in the PAM section)
- **Provisions for public participation** in the review of national commitments as well as the MRV mechanism of the agreement

13

NGO Participation

The full and effective participation of all stakeholders in decision-making is critical in order to ensure climate policies are developed and implemented in a manner that fully respects the rights of people and communities.

Governments at COP 21 should underscore their willingness to work with stakeholders towards achieving the objective of the Convention by including a stand-alone provision in the core agreement 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.

To put these principles into practice, the core agreement should furthermore:

- **Emphasize the importance of public participation in the preparation of future INDCs.** Governments should further engage domestic stakeholders in the drafting of climate policies, and all parties should implement this principle in the preparation and updating of their commitments
- Recognize the **periodic review of national commitments and MRV mechanisms as an opportunity to foster transparency and participation of the public** in the definition and implementation of climate policies

“The full and effective participation of all stakeholders in decision-making is critical in order to ensure climate policies are developed and implemented in a manner that fully respects the rights of people and communities.”

- Explicitly **mandate all bodies established under the Convention to enhance and promote public participation** both at the global level and in relation to projects or policies that they support at the national level

14

The 2030 Agenda for Sustainable Development and its role for the UNFCCC

The UNFCCC has much to gain from **welcoming Agenda 2030 and aligning it with the Paris Agreement**. Agenda 2030 includes 17 SDGs that sit atop 169 targets, many of which support action towards climate mitigation, adaptation and resilience. Goal 13 specifically urges action on climate change and its impacts when fighting global poverty, inequality and injustice; Goal 7 addresses energy use; Goal 12 talks about sustainable consumption and production. Of the 169 targets sitting under the SDGs, more than 50 are related to climate change. This in itself recognizes that climate change is at the heart of Agenda 2030.

The Paris Agreement must recognize that all actions on climate change shall significantly contribute to Agenda 2030. To ensure that the SDGs are achieved, implementation needs to be done in a climate-compatible way. Climate-relevant targets need to be identified and integrated into national-level sustainable development strategies by setting emissions/ carbon indicators for relevant goals, including for energy, transport, infrastructure and forests. For countries pledging sectoral goals, these

relevant national institutions responsible for these sectors more than the UNFCCC alone could do.

Adaptation indicators are also highly relevant to certain goals, including for ending poverty and hunger, ensuring healthy lives, achieving gender equality, ensuring access to water, making cities and infrastructure resilient, and increasing marine and terrestrial ecosystem resilience.

Governments must embrace this unique opportunity to eradicate extreme poverty while creating a climate-proof future for all.

“The Paris Agreement must recognize that all actions on climate change shall significantly contribute to Agenda 2030.”

indicators could be the same for both processes, and they can also complement economy-wide targets made by some countries in the UNFCCC process and help these countries to promote their domestic decarbonization.

MRV for these indicators should be developed and implemented under the UNFCCC to avoid creating an administrative burden. Including these indicators into an SDG follow-up and review mechanism can improve coordination with

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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 more on CAN please see climatenetwork.org

Climate Action Network (CAN) is the world's largest network of civil society organizations, with over 950 member organisations in over 110 countries, working together to address the climate crisis.

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