



Climate Action Network

Mitigation elements for a COP decision on pre-2020 ambition in Paris

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Climate Action Network (CAN) is the world's largest network of civil society organizations working together to promote government action to address the climate crisis, with more than 950 members in over 110 countries. www.climatenetwork.org

Introduction

Parties to the UNFCCC recognize that current pre-2020 mitigation efforts are not sufficient to get the world onto an emissions pathway consistent with the 2°C limit, let alone 1.5°C. Thus, there is a recognized gap between the emissions reductions needed, and what is being done. This gap will be 8-12 Gt CO₂e in 2020, according to UNEP. Therefore, in Durban in 2011, parties agreed to enhance pre-2020 mitigation ambition under the so-called ADP workstream 2 (WS2).

So far in 2015, five country groups have submitted suggestions for a COP decision in Paris to advance the work on WS2 in the period from 2016 to 2020, covering different options to increase mitigation ambition.

Based on this input the Co-chairs have produced a draft decision on WS2, published on the 24th of July¹, which will to be discussed during the next ADP session to be held from 31 August to 4 September 2015 in Bonn, Germany.

In this document, the Climate Action Network offers comments and recommendations to the Co-chairs' text for how to progress towards a truly ambitious WS2 decision. While the Co-chairs' document provides a good basis for discussion, trying to find middle ground between the five negotiation group proposals currently on the table, it falls short of providing a clear approach to closing the gap by adopting an action-oriented mode of work or taking advantage of other innovative forms of collaboration within WS2.

The current draft also fails to adequately prioritize solutions that respect human rights and environmental safeguards while promoting social and gender equality. In particular renewable energy and energy efficiency, whose co-benefits for, *inter alia*, health, poverty reduction, and energy access are many and universally recognized, should be given greater priority.

In order to use all possible avenues to increase mitigation ambition, the Climate Action Network proposes changes and amendments to the Co-chairs' draft decision text as set out below.²

¹ ADP Co-Chairs (2015): Elements for a draft decision on workstream 2 of the ADP. http://unfccc.int/documentation/documents/advanced_search/items/6911.php?preref=600008596#be

² Please note that this document only covers the elements and processes in WS2 related to mitigation.

**Text suggestions for a COP decision based on the ADP co-chairs’
“Elements for a draft decision text on WS2 of the ADP”³**

Recalling decisions 1/CP.17, 2/CP.18, 1/CP.19 and 1/CP.20,

NEW Noting with grave concern the significant gap of 8-12 gigatonnes CO₂e by 2020 between the aggregate effect of Parties’ mitigation pledges in terms of global annual emissions of greenhouse gases and aggregate emission pathways consistent with having a likely chance of holding the increase in global average temperature below 2°C or 1.5 °C above pre-industrial levels;

Stressing the urgency of closing this gap through individual and cooperative efforts in order to avoid the most dangerous impacts of climate change;

Justification: WS2 is about closing the mitigation gap, yet there is no explicit reference to it in the current text proposal. Decision 1/CP.17 notes the existence of a “significant gap”, but not its size, thus this very indirect reference to such a crucial element is insufficient. In recent years, parties have frequently referenced the gap in statements, submissions and interventions. CAN thus believes it is crucial to include an explicit reference to the mitigation gap and how it makes achieving the temperature goal that much harder.

NEW Also noting that it is the principal responsibility of developed country parties to take urgent action on climate change;

Justification: We need to boost efforts to drive emissions down everywhere, but it is imperative that developed countries take the lead in building momentum and trust. A COP decision on WS2 must clearly uphold the principle of equity through a commitment from developed countries to increase ambition.

Resolving to uphold and promote international cooperation, to enhance the implementation of the Convention and to mobilize stronger more ambitious climate action by all actors,

Noting that enhanced pre-2020 ambition can serve to enhance post-2020 ambition and that actions taken to enhance pre-2020 ambition can have significant application in a post-2020 context,

Stressing the urgency of accelerating the implementation of climate actions to enhance pre-2020 ambition,

³ **Additions** and ~~deletions~~

1. Urges ~~invites~~ each Party that has not already done so to ratify the Doha Amendment to the Kyoto Protocol and to make a pre-2020 mitigation pledge under the Cancun Agreement;

NEW 2. Urges developed country Parties to achieve at least 40% economy wide emission reductions compared to their 1990 levels by 2020 by removing conditionality and taking additional actions;

Justification: Deep emission cuts by industrialized countries are needed and these countries must continue to take the lead in mitigation, given their historic responsibility and economic capabilities. This is included in the preamble, but also more explicitly here in the operational text.

~~2. 3. Urges~~ ~~invites~~ **other** Parties with an existing mitigation commitment/pledge to consider opportunities for enhancing mitigation outcomes as identified through the technical examination process;

NEW 4. Urges all Parties that have not already put forward a pre-2020 mitigation pledge for 2020 to do so, enabled by support.

Justification: Developed countries should take the lead by increasing their own ambition but also by providing necessary means of implementation for realizing mitigation potential within developing countries. Depending on available support, developing countries should also increase their mitigation ambition in the pre-2020 phase.

~~3. 5. Recognizes~~ the need to further enhance finance, technology and capacity-building support to the efforts by developing country Parties related to pre-2020 action;

~~4. 6. Reemphasizes~~ its request to developed country Parties, in preparing their updated biennial submissions on strategies and approaches for scaling up climate finance for the period 2016–2020 **to reach and surpass the agreed \$100bn of climate finance per year by 2020. Parties in their biennial submissions should** enhance the available quantitative and qualitative **information on** elements of a pathway, placing greater emphasis on transparency and predictability of financial flows;

Justification: Meeting the \$100bn promise is an important element for developing countries to be able to increase mitigation action under WS2. Without additional support from developed countries, many opportunities for enhanced mitigation ambition in developing countries cannot be realized. There needs to be transparency and assurance that

this support is being provided. Public finance is needed to ensure that interventions that remain unattractive for the private sector, especially in lower income countries and in marginalized communities, receive the required support.

NEW 7: Requests developed countries to provide public finance for the period 2016-2020 to support the development and implementation of developing countries' Nationally Appropriate Mitigation Actions (NAMAs).

Justification: To move NAMAs from ideas and concepts towards implementation, NAMAs require financial support. Developed Countries should continue to support NAMAs and increase support in order to widen activities that could save million tonnes of CO2 by 2020.

~~5-~~ **8. Reiterates** its request to the Standing Committee on Finance to further explore how it can enhance its work on the measurement, reporting and verification of support, based on the best available information on the mobilization of various resources, including private and alternative resources, through public interventions **as well as the \$100bn of public finance as outlined in paragraph 6;**

NEW 9. Encourages the Green Climate Fund and the Global Environment Facility to prioritize, as part of their mitigation windows, funding for sectors and technologies with high mitigation potential and significant co-benefits, and which adhere to the criteria in paragraph 10.

Justification: The COP should encourage the GCF and GEF to prioritize, as part of their mitigation windows, funding for sectors and technologies with high mitigation potential and significant co-benefits, and which adhere to the criteria listed in paragraph 10 (former paragraph 6). Having the GCF and GEF prioritize these matters, would assist developing countries, especially the least developed and most vulnerable countries.

The COP should also give guidance to both the TEC and CTCN to prioritize technologies following the same criteria.

~~6-~~ **10. Agrees** to further enhance the technical examination of opportunities with high mitigation potential, ~~including~~ **prioritizing** those with adaptation, health, **human-rights** and sustainable development co-benefits, in the period 2016–2020 with a focus on accelerating the implementation of actions;

Justification: The WS2 decision must be mindful of not supporting false solutions like nuclear energy or others, which potentially affect human rights, ignore environmental safeguards, or increase social, or gender inequality.

~~7.~~ **11.** *Decides* to continue this examination under the [COP] [Intergovernmental Preparatory Committee for the entry into force of the Paris Agreement];

~~8.~~ **12.** *Resolves* to improve the access of, and participation by, developing country experts in the technical examination process;

NEW 12 bis. Requests the UNFCCC Secretariat to organize regional and national technical expert meetings, in both developed and developing regions and countries.

Justification: By organizing regional and national TEMs, countries can take better advantage of expertise and opportunities which exist outside the UNFCCC.

~~9.~~ **13.** *Encourages* Parties, Convention bodies, international institutions, and non-State actors to cooperate in facilitating the implementation of policy options and actions identified during the technical examination process **and further developed as part of a high-level facilitative process as explained in the new paragraphs 16 and 18;**

NEW 13 bis: Encourages Parties to enable the participation in the technical expert meetings of Party representatives with the power to make decisions regarding policy, technology, finance and implementation of mitigation projects.

Justification: The technical expert meetings (TEMs) have been instrumental and positive in bringing together experts from Parties with experts from relevant international organizations, civil society, the private sector, subnational authorities, etc. However the TEMs would have greater impact if people with a larger degree of decision-making power at the national level on these particular issues would attend the meetings. This has been called for by some Parties.

~~10.~~ **14.** *Requests* the secretariat to support and respond to this examination by:

- a. Updating, on an annual basis, the technical paper on the mitigation benefits of actions and on initiatives and options to enhance mitigation ambition;
- b. **NEW: Complementing information on issue specific TEMs with information on ways to overcome economic, technical, policy, legal, regulatory, institutional and other barriers to implementation, as identified by SBSTA.**
- c. Preparing and publishing summaries for policymakers **following each technical expert meeting;**

- d. **NEW: Establishing an online policy menu of good practices and policies that adhere to criteria of respect for human rights, social safeguards and environmental integrity;**

Justification: By capturing the outcomes in a continuously updated technical paper, a summary for policy-makers (SPM), as well as by establishing an online policy menu of good practices for inspiration and knowledge sharing between Parties and other actors, real action to close the mitigation gap can be facilitated.

~~11. Strengthening inter-convention cooperation and coordination;~~

NEW 15: Decides to enable the matching of opportunities identified in the technical examination process with the necessary funding, technology and implementation capacity by:

- a. **Appointing two high-profile facilitators, representing both developed and developing countries respectively, to convene and match stakeholders from finance, technology, the private sectors, and sub-national entities, with the purpose of identifying, implementing, replicating and scaling up International Cooperative Initiatives in areas of high mitigation potential;**
- b. **Establishing a support unit and a team of experts in mitigation, sustainable development, finance, technology, and project implementation to support the facilitators;**
- c. **Requesting the facilitators and their support unit to liaise with the UNFCCC Secretariat, the technical and financial bodies, the COP presidencies, and the UNSG;**

Justification: The COP should make decisions which enable the matching of the many good ideas coming out of the technical examination process (TEP) with the necessary funding, technology and implementation capacity, for implementation as International Cooperative Initiatives (ICIs). To fulfill this mandate, high-profile facilitators with proven track records as conveners should be appointed for a longer term period. This duo should represent both developed and developing countries and be supported by a secretariat and a team of experts in mitigation, sustainable development, finance, technology, and project implementation. The facilitators and their secretariat should liaise with the UNFCCC technical and financial bodies, the UNFCCC Secretariat, the COP presidencies, and the UNSG.

It is crucial that these not be merely year-by-year positions coinciding or perhaps competing with COP presidencies, but that they must have a longer-term perspective, to see the implementation of big ICIs through from inception to results.

~~12.~~ **NEW 16: Requests the COP presidents to organize, in cooperation with the high-level convenors, an annual high-level event, where International**

Cooperative Initiatives that have been identified and, where appropriate, matched by funding and other means of implementation, through the process laid out in paragraph 13, are presented;

17: Agrees to:

- a. Provide in conjunction with each meeting of the Conference of the Parties an opportunity for announcing actions, voluntary initiatives, and coalitions, including by international institutions and non-State actors, and for recognizing these efforts;
- b. Provide meaningful and regular opportunities for the effective engagement of experts from Parties, relevant international organizations, civil society, indigenous peoples, women, youth, academic institutions, the private sector, and subnational authorities nominated by their respective countries;

Justification: The high-level facilitators will be mandated to convene and match relevant stakeholders from finance, technology, the private sectors and subnational entities with the purpose of implementing, replicating and scaling up ICIs in areas of high mitigation potential. They will then present, at an annual high level event, the ICIs that have been identified and, where appropriate, matched by funding and other means of implementation, through this process. This event will represent the culmination of the work of the facilitators, and in other processes, recognizing that an event on a stage is but an opportunity to showcase the real work taking place on the ground.

ICIs identified for high-level attention, replication and scale-up must adhere to criteria including social safeguards, environmental integrity, scalability, and additionality.

Examples of ICIs that may merit support include the Africa Group's Renewable Energy Initiative (which already holds support from African Ministers), IRENA's existing Africa Clean Energy Corridor, and projects developed through the Climate and Clean Air Coalition (CCAC).

~~13. Invites the COP President to further strengthen high level engagement on the implementation of policy options and actions arising from the technical examination process;~~

Justification: This is addressed in the new paragraph 16.

14. Decides to conduct a technical examination of adaptation beginning in 2016, building on the lessons learned from the technical examination of opportunities with high mitigation potential, recognizing the unique characteristics, stakeholders, and needs of cooperative action on adaptation, and also recognizing the need to build on, without duplication, existing arrangements under the Convention;

Justification: As this document deals only with mitigation, this paragraph is not addressed here.

~~11.~~ **18.** *Acknowledging with appreciation* the results of the Lima-Paris Action Agenda building upon the climate summit convened on 23 September 2014 by the United Nations Secretary-General and the growing contribution and importance of these efforts to international cooperation to address climate change;

~~15.~~ **19.** *Decides* to conduct a periodic assessment of the technical examination of opportunities with high mitigation potential and the technical examination of adaptation with the aim of continuously improving their effectiveness.