



UNFCCC COP23, Bonn, 6-17 November 2017

Policy messages

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General background information from COP22 till now:

- 2016: the first time the Parties met after the Paris Agreement entered into force (4 November '16);
- At COP22:
 - Parties agreed to 2018 as the deadline for completing negotiations of the remaining details of the Paris Agreement;
 - *'Marrakech Action Proclamation for Climate and Sustainable Development'* and the Climate Vulnerability Forum Statement;
 - Launch of *'Marrakech Partnership for Global Climate Action'* that brings Parties and non-state actors together
- May 2017: UNFCCC negotiations in Bonn – from conceptual to technical discussions
- 1 June 2017: Trump announces that US will withdraw from the Paris Agreement
- State leaders, local government leaders, CEOs and the global civil society have expressed unwavering support for the Paris Agreement;
- Throughout 2017: Deadly heatwaves, hurricanes, floods and droughts dominated news headlines.

COP23 overall expectations and key Fiji's Presidency priorities:

- At COP23, Parties must realize the vision of Paris by making substantial progress on all agenda items under the Paris Agreement Work Programme. The **development of a zero draft of the implementation guidelines**, in form of a text, will be a key milestone to measure success.
- COP23 must also lay the ground, in form of a **roadmap**, for a successful **facilitative dialogue in 2018** to assess collective progress towards the goals of the Paris Agreement and indications of implications for revised Nationally Determined Contributions (NDCs).
- Although under the host of Germany, the Presidency for COP23 is the **Republic of Fiji**. Fiji, an island country no stranger to climate-related disasters who together with other vulnerable countries was the first to ratify the Paris Agreement, has been sounding a klaxon on the devastating impacts from climate change asking the international community to step up its game long before "1.5°C to stay alive" became a slogan.
- **Fijian Presidency key priorities** in a nutshell:
 - Boosting access to **climate adaptation finance, renewable energy, clean water and affordable climate risk and disaster insurance** and to promote **sustainable agriculture**;
 - Upholding and advancing on the **Paris Agreement rulebook**, ensure progress on the implementation guidelines and undertake consultations together with the Moroccan COP22 Presidency to design the process for the **Facilitative Dialogue in 2018**;
 - **Accelerating climate action before 2020** with help from civil society, the scientific community, the private sector and all levels of government;
 - **Harnessing innovation**, enterprise and investment to fast track the development and deployment of climate solutions that will build future economies with net zero greenhouse gas emissions, in an effort to limit the rise of global temperatures to 1.5 degrees Celsius above pre-industrial levels;
 - Drawing a **stronger link between the health of the world's oceans and seas and the impacts of, and solutions to, climate change** as part of a holistic approach to the protection of the planet.

CIDSE Top-level messages:

- **COP23 marks two years since the Paris Agreement was adopted** at COP21. This was a promise of collective climate action that sparked real hope through collaborative climate objectives, particularly the commitment to pursue efforts to limit the global temperature rise to 1.5°C of pre-industrial levels. However, **current national pledges** on how to shift towards low-carbon economies **are not enough** to meet the 1.5C temperature goal.
- This year's Presidency of **the Republic of Fiji must remind the world of the need to take urgent climate actions**: increasing sea level rise, stronger storms and hurricanes across the globe, severe drought spells and acidification of the oceans and recent peaks of air pollution are becoming the 'new normal'. No further delays are allowed in delivering on the Paris Agreement's long-term temperature goal, if we are meant to care for the people and the planet.
- CIDSE, together with its 18 member organisations, has been advocating for a global, fair, concrete, binding, accountable and transformative agreement, one that thoroughly addresses the ecological debt owed to present and future generations. **Yet the Paris Agreement is far from being transformative, it provides a framework from which to build a future that must ensure social and environmental justice for all, based on principles of equity, participation and equality.**
- As Pope Francis in his Encyclical *Laudato Si'* is emphasizing, **we will not be able to alleviate poverty and develop in a progressive way without recognising the connection between ourselves and nature**, and likewise, **we will not tackle climate change without addressing the social, economic and political factors** that drive our current development pathway.
- In the revision of the NDCs there is an opportunity to ensure that the policies, processes and actions implemented are done in an holistic manner. The underlying **principles of Laudato Si' – Human Dignity and Quality of Life; Interconnectedness and Integral Ecology; Common good and the Universal destination of goods; Preferential Option for the Poor; Dialogue and Participation; Solidarity and Justice; Change and Hope** – are essential elements to be integrated into the design of effective climate policies.
- **Lifestyle changes in food and energy consumption and production patterns are extremely important**, and several successful models of sustainable living all around the world already exist: it is now time for politicians to ratchet up their ambition.
- Importantly the implementation of the Paris Agreement needs to go hand in hand with the **Agenda 2030**: in particular, **SDG7** and **SDG13** are important targets that can contribute to reach zero net emissions globally by 2050, meanwhile eradicating global poverty.
- In a nutshell, **COP23 outcomes must**:
 - Provide a roadmap for the *Ambition Mechanism cycle* – specifically on the design of the Facilitative Dialogue in 2018 – and show how to implement further emissions reductions plans;
 - Ensure that an equity and fair shares framework is applied when designing the review of NDCs;
 - Show progress towards *ramping-up climate finance to US\$100 billion a year by 2020 to be increased by 2025*. Increase adaptation finance and confirm that the Adaptation Fund will serve the Paris Agreement;
 - Adopt a *joint SBSTA/SBI Work Programme on Agriculture and Food Security*;

- o Human Rights and Just Transition to be fully integrated in the design of the Paris Agreement Rulebook;

CIDSE focus areas:

1. Long-term temperature goal:

Ambition Mechanism

The Paris Agreement **Ambition Mechanism** facilitates the enhancement of NDCs through three key processes:

1. a **Facilitative Talanoa Dialogue in 2018 (FD2018)**, to assess collective progress against a 1.5°C pathway and to increase ambition thereafter,
2. a **Second Periodic Review** to translate science into policy,
3. a **Global Stocktake** to increase ambition every 5 years. Comprehensive progress must be made in the design of these elements at COP 23 to ensure they fulfil the potential for raising ambition that they embody.

1. *Facilitative Dialogue (FD2018)*

The FD2018 is a crucial moment to stimulate enhanced ambition to ensure the 1.5°C pathway remains open. **COP23 must lay the groundwork to enable successful outcomes from the FD2018**, which is a vital opportunity to provide the information, conditions and political signals necessary to empower Parties to enhance the ambition of their revised NDCs by 2020. A clear direction on how critical pre-2020 action and support could be enhanced in the spirit of collaboration and trust must be signaled – in “*Talanoa*”. Enhanced and new NDC targets should be consistent with long-term strategies and should inspire collaborative action between Parties. **The FD2018 will need to emphasize the means of implementation (MOI) necessary to unlock the additional ambition implied by conditional components of NDCs**, including further opportunities for international cooperation. A key outcome from COP23 should be **concrete guidance on the design and components of the FD2018**. In CAN’s view, the FD2018 should consist of a series of technical events throughout 2018 that culminate in a high-level, political synthesis event at COP 24. Against the scientific backdrop of urgency, **the ultimate outcome of the FD2018 should be that Parties develop the political will to close ambition gaps, particularly on mitigation and finance flows.**

2. *Second Periodic Review*¹

COP21 requested the SBSTA and the SBI to consider the scope of the next periodic review with a view to forwarding a recommendation for consideration by the COP by no later than 2018, as appropriate. In order to ensure that the next periodic review is non-duplicative and efficient, the SBs agreed to recommend a draft decision to the COP23. COP 23 will consider the draft decision and if adopted, will

¹The first periodic review was the **2013-2015 review**, which led to the decision on the long-term global goal that was agreed in 2015.

request the SBs to resume their consideration of this matter at SB 50 in June 2019, with a view to forwarding a recommendation to COP 25 (November 2019).

Overall, the Second Periodic Review is very important for the overall ambition mechanism process and the Global Stocktake needs to make sure that it can reflect the Second Periodic Review results.

3. The Global Stocktake in 2023

Through its five-yearly global stocktake, the Paris Agreement provides Parties with the opportunity to take stock of their collective efforts towards achieving the Agreement's long-term goals on mitigation, adaptation, and Means of Implementation (MOI). Given that current ambition is inadequate, the **global stocktake must be designed to enable overall ambition within the agreement to increase rapidly over time**. Without a global stocktake that effectively raises ambition, the Paris Agreement will inevitably fail to deliver on its long-term goals. **At COP23, negotiations under Ad-Hoc working group on the Paris Agreement Agenda Item 6 must make significant progress in the design of the global stocktake in order to finalize the guidelines by COP24.**

The Global Stocktake should:

1. **Produce collective assessments** that help individual Parties identify next steps;
2. **Identify implementation gaps** at global, regional and national levels;
3. **Create space** for Parties to exchange views about future collaboration and cooperative action;
4. **Send a strong signal** to governments to increase ambition.

The Paris Agreement has bottom-up structure and therefore we need strong mechanisms to make it work. It is a precondition for climate justice and all governments need to take the agreement seriously and ban all blockades from discussions.

Important **overarching elements** that must be **included in the Global Stocktake** are:

- **Scope:** The narrow or broad interpretation of the scope of the Global Stocktake has implications for various aspects of the design of the global stocktake such as phases, workstreams, inputs, etc.
- **Phases and workstreams:** Phases are necessary so that different types of analysis or discussion can take place over a period of time. CAN believes that having multiple phases is important and that there should be, at a minimum, a distinct technical or preparatory phase and a political or culminating phase.
- **Financial flows and means of implementation (MoI)** must be considered within the Global Stocktake and the issues must be addressed in the context of mitigation and adaptation needs.
- **Equity²:** during the ambition mechanism cycle national capacity, historical responsibility, level of development, and adaptation needs are key for consideration. Increased ambition should lead to the design of a framework within which a common vision for climate equity can evolve. This framework must bridge different national views and deepen understanding of the many ways in which injustice blocks climate ambition while equity, in sharp contrast, can drive fair and ambitious action by all countries. Hence, a transparent process for assessing the adequacy and

² The idea that countries with more responsibility for causing the problem, and more capacity to act, should do more than others

fairness not only of collective ambition, but of individual country contributions as well must be ensured.

2. Climate Finance

Significant progress needs to be achieved in the following areas:

- Concrete options for donor countries to demonstrate **progress in meeting the US\$100 billion goal a year by 2020 to be increased by 2025**, including significant **increases in the provision of finance for adaptation**. This should be identified by the donors together with the Fijian and Moroccan Presidency at COP23, linking with the Facilitative Dialogue 2018, and taking into consideration options in the context of the 3rd biennial assessment and the high-level ministerial dialogue on climate finance taking place in 2018.
- Decisions on **long-term finance should recognise the imbalance between mitigation and adaptation**, as well as the need for **increased transparency in the allocation of climate finance**, and **commit developed countries to significantly increase adaptation finance from public sources**.
- COP23 should identify **key concepts of modalities for the accounting of climate finance** negotiated under SBSTA, to be included in a draft text by the end of COP23. It should ensure reporting at project-by-project level, reporting of grant-equivalent for non-grant instruments, reporting of actual climate-specific (proportion of) funds and mutual agreement between countries about projects/funds to be included in future reports.
- COP23 should reaffirm in its decisions the **urgent need for scaled-up Loss and Damage finance** and trigger a process to establish sources. These should be through innovative and polluter-pays sources of finance, capable of generating resources at a scale of billions of dollars to address loss and damage in developing countries before 2020, and growing after 2020, at a scale sufficient to address the problem over and above the finance provided for adaptation.
- COP23 should **advance discussions on action required to ensure the Adaptation Fund will serve the Paris Agreement**. COP23 should clearly identify the specific issues to be resolved, and outline options for each of the issues, with a view to decide on these options at COP24. In addition, developed countries, including those who have not yet made any (or only comparably small) contributions, should pledge additional resources to the Adaptation Fund in the order of at least US\$100 million.
- **Deliberations on the post-2025 finance target need to be completed no later than 2024**. COP23 should recognise that setting the target will require adequate negotiating time through a due process, and decide to launch such a process at COP25 (2019). In CAN's view, the post-2025 finance target could actually be a target matrix, with sub-targets for specific purposes (e.g. a sub-target to mobilise private investment, a sub-target to assist developing countries in adaptation to climate change etc.), and qualitative and quantitative elements.
- COP23 should propose **concrete actions related to long-term finance related needs** such as enhancing granularity of climate finance information in future NDCs as a regular exercise.
- COP23 needs to **make progress on ensuring that accessibility of climate finance is increased**. This includes through further **streamlining and simplifying the application, approval and disbursement processes of the Green Climate Fund and the Global Environment Facility**.

- **Goal for finance to national or local actors** (similar to that within the Grand Bargain, which came out of the World Humanitarian Summit).

3. Climate and Agriculture

Agriculture is a key sector for the implementation of the Paris Agreement and in reaching the temperature goal of 1.5C. Overall, **a COP23 decision for a joint SBSTA/SBI Work Programme on Agriculture and Food Security should be adopted**, so to address gaps in knowledge, research, action and support.

Specifically:

- **SBSTA agenda item: Agriculture**
 - A **work programme on agriculture and food security** should be created to tackle and prioritise issues, **including permanent reduction of non-CO2 emissions in agriculture** (i.e. methane and nitrous oxide - CH4 and N2O), in addition to **adaptation issues** and the need to **safeguard rights and food security**.
 - **Land use action** in agriculture must be clearly framed with social and environmental priorities to **prevent false solutions**, and must be left out of offset and carbon market mechanisms, including in negotiations related to markets under Article 6.
- **SBSTA agenda item: Market and non-market approaches**
 - There is **no room for offsetting in the Paris Agreement**. Carbon markets (CDM, SDM and Cooperative Approaches) should not expand or introduce land use activities. Instead, the land sector must be addressed under Article 6.8 on non-market approaches.
- **APA agenda item: Guidance for emissions and removals from land use**
 - NDCs must include information on how **countries will ensure that cross-cutting principles and obligations in the Paris Agreement** (such as **food security, human rights and ecosystem integrity**) are to be ensured in implementation, particularly in the **land sector**;
 - **Reporting must be transparent**, and CO2 removals in the land sector (which are often non-permanent) must be reported and accounted for separately from permanent reductions in industrial emissions;
 - Rules should be developed to **address bioenergy emissions**, as current “LULUCF loopholes” fail to account for emissions from burning biomass in either the land sector or the energy sector.
- **APA agenda item: Transparency framework**
 - The **Enhanced Transparency Framework** should allow parties to report on **how the Paris Agreement’s principles and obligations for safeguarding food security and human rights are being integrated into climate policies** and how this is being enabled through support.
- **Overall Mitigation:**
 - Parties, especially developed countries must increase their **mitigation ambition** – particularly their **pre-2020 action** — **without relying on untested and unproven geo-engineering, BECCS or large-scale changes in land use**, which could have negative socio-economic or environmental impacts.

- **Radical emission reduction pathways and strategies** for all sectors and all countries must be developed. Strategies for **scaled-up renewable energy**, and **changes in consumption and production behaviour**, and **luxury emissions** could present significant opportunities.
- Important discussions related to food and agriculture are now closely linked to the objectives of the Paris agreement of limiting the increase of temperature “*well below 2°C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5°C above pre-industrial levels*”. It is because many scenarios take into account potential future **negative emissions**.
- CIDSE believes that **agroecology** is the only approach, science and set of practices that is truly responding to the climate change challenges. As it has been largely proven, agroecology improve the resistance of plots to extreme weather events and can play a fundamental role in (re)building healthy soils, which is an essential asset for strong productivity.

Commento [GB1]: To integrate additional points on the benefits of agroecology

4. Human Rights / Gender / Just Transition

The Preamble to the Paris Agreement calls for all States when taking action to address climate change, to “*respect, promote and consider their respective obligations on human rights*”. Reaffirming the importance of **human rights in the Paris Agreement** reflects a growing awareness of how climate change needs to be confronted and provides critical guidance on how to do so.

In the context of NDCs:

- NDCs must be designed in a **participatory manner**, go beyond quantified targets, and support actions to elaborate on how their implementation will contribute to respect and promote other international obligations. **Climate action should be carried out at the national level in a manner that is coherent with existing obligations related to human rights.**

Enhanced Transparency Framework:

- The enhanced Transparency Framework established under article 13 of the Paris Agreement will play a key role in the implementation of the Paris Agreement by **promoting trust and accountability of governments, as well as enabling the sharing of experiences and good practices**. Hence, the **transparency framework** should not only focus on accounting of emissions and financial transfers but also **should consider how parties fulfill their existing obligations related to human rights in all climate related actions.**

Global Stocktake:

- The implications of the **level of collective ambition for human rights and associated principles should be taken into consideration when reviewing the progress made by parties** under the Paris Agreement. These implications should complement other key principles highlighted in article 14, including the importance for the **Global Stocktake to be based on the principle of equity and on the best available science.**

Gender equality and empowerment of women was also acknowledged so that gender differences and inequalities are not only recognized but identified and addressed in a manner that provides for accountability (articles 7.5 and 11.2). The decision 21/CP.22 called to enhance the **Lima work Programme on gender**, with a **review of the work programme scheduled to take place at the COP 25 (November 2019)**. The COP also requested the **SBI to develop a Gender Action Plan** in order to support the implementation of gender-related decisions and mandates under the UNFCCC, **which must be approved and adopted in COP23**. There should be assurance that the **2017-2019 Gender Action Plan** will become a **relevant tool to further the integration of gender perspectives in all climate change policy and interventions under the Paris Agreement**.

The commitment from governments to secure a **just transition** for workers **appears in the Preamble of the Paris Agreement**. Some governments have incorporated just transition principle in their first NDCs but it's important that this get strengthened in the Facilitative Dialogue as governments could explain how they have assessed the employment impacts of their decisions, and most important, the measures they will take to support workers.

Additionally, **having a dedicated, technical space**, where good practice or challenging situations could be presented and debated would contribute to further educating climate negotiators on these issues and build a bridge with progress happening on the ground. This could be in the subsidiary bodies, where just transition featured for two years as a key part of the Forum on Response Measures.

Finally, within the climate governance space, **progress on just transition principle could also be made at the Green Climate Fund**, where projects aimed at supporting communities and workers in their diversification efforts should be funded.