



# Climate Action Network

## Submission on Pre-2020 Ambition

November 12, 2014

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

The new agreement to be finalized at COP 21 in Paris will focus on post-2020 action. Governments have already put forward their ambition for the pre-2020 phase by committing to the 2<sup>nd</sup> commitment period of the Kyoto Protocol as well as putting forward mitigation actions. However, the ambition reflected in these commitments and actions leaves a gigaton gap where actions on climate change fall short of what science deems necessary to close this gap not only in mitigation but also in means of implementation (MOI) including finance, technology, and capacity building resources from developed to developing countries. The following are some steps governments need to take in Lima in order to build a strong foundation for the 2015 agreement.

### **KEY DECISIONS TO BE TAKEN AT COP 20 FOR INCREASING PRE 2020 AMBITION ON MITIGATION AND FINANCE**

- COP 20 should **urge all countries to revise their pre 2020 mitigation** commitments and actions.
- COP 20 should mandate ADP to **develop a 2-year work plan from 2015-2017** with concrete steps **on how the work to close the gap would be undertaken** and how discussions would be translated into real actions.
- COP 20 **should enhance the TEMs with a new and increased mandate** to focus not just on high potential mitigation actions but also on means of implementation for realizing these actions.
- COP 20 should capture contributions made, assess the adequacy of existing pledges, and **discuss a future target level of annual contributions to the GCF** to be reached, for example, by 2020.
- COP 20 should decide that developed countries, and other countries in a position to do so, should **continuously increase annual contributions to the GCF** to reach the desired target level.
- Ministers in Lima should agree to collectively **draw up a global climate finance roadmap towards 2020** that will include information on (a) the scaling up of public finance through to 2020, (b) types and instruments of finance to be deployed, and (c) channels, sources and sectoral distribution between adaptation and mitigation, with a view to help ensure predictable and scaled up finance and intermediate milestones.
- Ministers in Lima should reflect on more sustainable funding sources for the adaptation fund. Developed countries should use Lima **to pledge at least \$80 million to the adaptation fund**.
- The Structured Expert Dialogue (SED) should discuss the IPCC Synthesis report in light of 'progress made towards achieving the ultimate objective of the convention'.
- **The Joint Contact Group (JCG) for the 2013-2015 Review should conclude** that based on scientific evidence, **pre 2020 actions as currently committed by governments are inadequate and should be revised**.

## Workstream 2 and Technical Expert Meetings (TEMs)

The IPCC with its recent assessment reports have made it clear that for any realistic chance of limiting aggregate global warming to below 1.5°C, greenhouse gas (GHG) emissions must peak before 2020. This means that all countries need to significantly ramp up their pre-2020 emission reduction efforts. To close the gap, the first step would be for developed countries to act in line with the principles of the Convention and to lead the way with much more ambitious emission reduction targets than currently on the table and provide additional support (MOI) for realizing mitigation potential in developing countries.

In addition to adopting more stringent emission reduction targets, there are other steps that can be taken to reduce GHGs, especially through collaboration on actions with high mitigation potential. Under Workstream 2 (WS2) of the ADP, the Technical Expert Meetings (TEMs) have provided useful information and a platform for experience sharing that has considered several types of potential mitigation actions. CAN urges governments to use this information and begin to translate it into additional, concrete and ambitious actions to achieve enhanced reductions in the pre-2020 phase. CAN calls for a strong decision in Lima on WS2 that urges on all Parties, particularly those of developed countries, to ramp up their pre-2020 mitigation and support efforts that strengthen the process initiated under TEMs.

We propose four ways to enhance the work under the WS2, including the TEMs process in the Lima decisions.

- **Develop a work plan for the coming years:** The ADP must develop a work plan for at least 2015-2017 defining exactly how work under workstream 2 will be used to close the ambition gap. In principle, the work plan should cover the following phases:
- Identifying possible additional actions to close the ambition gap (mitigation action as well as support)
- Building coalitions and matching support for proposed actions
- Creating a platform where announcements of ambitious new actions can be launched formally.
- Establishing a light touch-reporting framework to check the progress of additional efforts against the overall ambition gap in 2020. This framework should not add additional burden on Parties but rather be incorporated in existing reporting requirements.

The work plan should include concrete steps for continued and enhanced TEMs (e.g. an indicative list of topics that TEMs will cover) and how the discussions in the TEMs can be translated into real actions to reduce emissions. Governments should agree to expand the mandate of TEMs to also focus on the MOI, including finance, technology and capacity building for countries and real actionable projects. This would enable developing countries to realize their untapped mitigation potential. The work plan should also consider how other UNFCCC bodies (GCF, TEC/CTCN, etc.) could support the realization of emission reduction policies or actions launched as a result of discussions in WS2. Decisions in Lima should bring clarity on how the TEMs process will be enhanced to move beyond merely identification of options and discussions. The reformed TEMs should enable launching new actions; matching support for furthering mitigation actions in developing countries as well as ensuring that additional actions proposed within TEMs contributes to real emission reductions in the pre-2020 period.

- **Prioritizing Renewable Energy (RE) and Energy Efficiency (EE) in the UNFCCC Bodies:** CAN believes that it would be most valuable if WS2 focuses on RE & EE, ensuring projects related to these are implemented as soon as possible. Though we recognize that many other areas also hold high mitigation potential, CAN is of the view that mitigation gains made in these sectors would be most valuable and other issues can always be incorporated as the process is refined. In addition to further TEMs on these issues, the Lima decisions should also coordinate work under existing institutions of UNFCCC (including the GCF and TEC/CTCN) to focus on RE & EE. For example, the GCF

could be requested (or instructed) to prioritize proposals on RE & EE within its portfolio for mitigation. The GCF should also continue to actively engage in TEMs to calibrate climate finance with mitigation opportunities that have high mitigation potential as well as supplementary co-benefits.

- **Establishing a policy menu of good practices:** Based on the discussions in the TEMs, the UNFCCC Secretariat should be requested to establish a web-based platform where governments can upload information on the additional actions they have undertaken in the pre-2020 period to inform others. In this database, governments, international development finance institutions and other relevant support providers could also share information about the technology, finance and capacity-building support they have offered.
- **The role of the Technology Mechanism:** The Technology Mechanism could be helpful in both providing insights for future interactive TEMs that leverage previous work on TEM topics as well as identifying potentials in innovative new technologies that may be of interest to governments. It could also have a role in helping to identify known potential mitigation technologies among Parties that could lead to needed capacity building and matchmaking towards their implementation. The former might be undertaken as part of the work of the Technology Executive Committee (TEC) and the latter as part of the work of the Climate Technology Centre and Network (CTCN). In both cases, the work would rely on the good work of IGOs, NGOs and private enterprises.

In the Technology Needs Assessments (TNA) for mitigation, governments have indicated their preference for RE & EE. By focusing early efforts on RE and EE (in line with countries' TNA preferences) the continuing work of CTNC and TEC should align their effort in this direction while taking advantage of the low-hanging fruits.

### **Key Decisions in Lima**

- COP 20 should urge all countries to revise their pre-2020 mitigation commitments and actions in line with what is necessary for staying below 1.5 degrees. Developed countries should take the lead by not only increasing their own ambition but also providing the 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.
- COP 20 should mandate the ADP to develop a 2-year work plan from 2015-2017 with concrete steps on how the work to close the gap can be undertaken and how discussions could be translated into real actions. This should coincide with a review in 2017 – 2019.
- COP 20 should enhance the TEMs with a new and increased mandate to not only focus on high potential mitigation actions but also on means of implementation for realizing these actions. TEMs should be planned well in advance, in an open manner, involving relevant stakeholders such as experts and civil society representatives. Civil society has a wealth of experts and knowledge and is ready to participate. TEMs should be enabled to dispatch itself to regional meetings such as APEC, etc, where Parties and experts can develop or enhance collaborative initiatives in their own regions.
- TEMs should be allowed to easily use information and lessons from the existing MRV systems (BR/IAR and BUR/ICA) to enrich the discussion and possibly agree on an accounting framework that could be recognized through the existing MRV framework.
- The results of the TEMs should be structured into policy menus (lists of best-practice policies and approaches should be identified). Countries should use them to indicate which policies they are already implementing and which additional ones they could implement if necessary support (i.e. scaled-up financing, etc.) is provided. This also provides a matching mechanism for countries to partner on RE/EE projects. This list of policy actions should remain open for further input through

future TEMs. The menu should only be a streamlined as an easy to understand way of organizing support in the context of a country-driven support through the Bodies of the Convention.

- COP 20 should officially recognize those international initiatives that provide significant additional mitigation (pioneer groups) as determined by clear criteria. This could be done in a high-level platform or forum inside or outside the UNFCCC, much like the UNSG Climate Summit. The COP should take note of the launch of this platform or event, and encourage more action in future events.
- COP 20 should note that for the full mitigation potential from RE and EE to be realized in the pre-2020 period, sufficient and predictable finance has to be provided to developing countries, along with technology and capacity building support.

### **Closing the Pre-2020 finance gap**

As noted above, accelerating and increasing the delivery of climate finance through 2020 is essential for closing the mitigation gap. Pre-2020 finance is also crucial to enhance ambition on adaptation, especially in light of the recent IPCC report that highlights the substantial under-investments in adaptation. The ADP should focus on the following elements as part of the decision to accelerate climate action from now until 2020.

**Increase and clarify the levels of public finance to be provided in 2015 and 2016:** At COP19, developed countries agreed to a decision that urged them to continuously increase public finance, rising from fast start levels and in line with the overall goal to increase climate finance to \$100 billion a year goal by 2020 as promised by developed countries. The Lima COP is the first opportunity for developed country Ministers to demonstrate how they are implementing the decision taken at COP 19 on climate finance that urged developed countries to steadily increase public finance.

**Save and sustain the Adaptation Fund:** At COP 19 in Warsaw, developed countries contributed close to \$100 million to the Adaptation Fund, thereby fulfilling a fundraising goal set two years earlier. While these pledges were very welcome, they do not provide a sound and sustainable funding base for the Adaptation Fund. The Fund now seeks to secure \$ 80 million per year in 2014 and 2015 to ensure continued operation. Ministers in Lima should reflect on more sustainable funding sources for the fund.

**Define and adopt a roadmap to meet the 100 billion by 2020:** In COP 19, developed countries agreed to submit - every two years - updated strategies on scaling up climate finance through to 2020. The first iteration of these strategies did not deliver the much-needed forward-looking transparency through to 2020.

### **Key Decisions in Lima**

- Ministers in Lima should illustrate how public climate finance has been increased since COP 19 in Warsaw.
- Ministers should announce what levels of climate finance they intend to provide in 2015 and 2016.
- Developed countries should use Lima to pledge at least \$80 million as called for by the Fund's board.
- COP 20 should strengthen provisions for preparing these strategies and approaches so that they also include forward-looking transparency in order to offer sufficient predictability and reliability of climate finance through to 2020.

- Ministers in Lima should agree to collectively draw up a global climate finance roadmap towards 2020 that will include information on (a) the scaling up of public finance through to 2020, (b) types and instruments of finance to be deployed, and (c) channels, sources and sectoral distribution between adaptation and mitigation, with a view to help ensure predictable and scaled up finance and intermediate milestones.
- COP 20 should also discuss ways to effectively support developing countries in enhancing their enabling environments and policy frameworks to facilitate the mobilization and effective deployment of climate finance while pursuing their sustainable development and poverty reduction strategies.
- **Wrap up the initial capitalisation of the Green Climate Fund and agree on future replenishment cycles:**
  - COP 20 should capture contributions made, assess the adequacy of existing pledges, and discuss a future target level of annual contributions to the GCF to be reached, for example, by 2020.
  - COP 20 should decide that developed countries, and other countries in a position to do so, to continuously increase annual contributions to the GCF to reach the desired target level.

## Review 2013-2015

Within the UNFCCC, the 2013 - 2015 review brings science into the arena of political negotiations. The review will not only take into account the recent scientific assessment from IPCC AR5 but will also consider information from other sources including, UNEP, biennial country reports, etc.

The 2013-2015 review is tasked with –

- Assessing the adequacy of the long-term global goal, in light of the ultimate objective of the convention, and
- Assessing the overall progress made towards achieving the long term global goal, in accordance with the relevant principles and provisions of the Convention.

The recent assessment from IPCC AR5 put forward strong arguments in favour of revising the ultimate objective of the convention to limit warming below 1.5 degrees. In Lima, the 2013 - 2015 review process should signal to the COP as well as the ADP, the importance of keeping 1.5 degrees in reach.

The 2013 - 2015 review should bear in mind that an adequate long-term goal of the Convention should avoid dangerous climate change and guarantee human security and global stability. But the review should not only consider long-term aspects but also assess the present and near future actions being undertaken by governments in light of this long-term goal.

At COP 20, negotiations on the 2013 - 2015 review will build on the June 2014 sessions of the Joint Contact Group (JCG) and the Structured Expert Dialogue (SED), for example, conclusions from the discussions on the results of the two parts of AR5 on adaptation and mitigation as well as on the final IPCC Synthesis Report of AR5. The SED in Lima will complete the information provided by the IPCC for the first periodical review.

In Lima, the JCG should draw conclusions from the latest scientific information as provided by the IPCC. For CAN in particular, these conclusions will be important for the direction of future work in the ADP.

We expect the JCG to reiterate some conclusions drawn from IPCC AR5 such as:

- It is possible to keep global warming below 2 degrees compared to pre-industrial levels,
- Mitigation costs are bound to increase if action on reducing emissions is delayed, and

- Effective mitigation outcomes will be achieved through collective response rather than through individual countries advancing their own interests.

The JCG should send this information to the ADP, especially for designing its future work under workstream 2.

In the absence of progress on increasing aggregate mitigation action within workstream 2, the JCG should recommend a decision to the COP in light of lack of progress in achieving the long-term global goal, followed by suggested actions to improve the situation and by an appeal to the ADP to act in the same direction.

A more comprehensive COP decision at COP 21 in Paris in 2015 is expected after further information such as from the biennial country reports is considered by the JCG during 2015.

#### **Key Decisions in Lima**

- Structured Expert Dialogue (SED) should discuss IPCC Synthesis report in light of 'progress made towards achieving the ultimate objective of the convention'.
- The Joint Contact Group (JCG) should draw conclusions based on IPCC AR5 in relation to its mandate.
- The JCG should conclude that based on scientific evidence, pre-2020 actions from governments are inadequate and should be revised.
- The JCG should also inform the ADP about its findings, especially in relation to future work in WS 2. ADP should take note of the conclusions drawn by JCG.