

IPCC SR15 report and Talanoa Dialogue outcomes should ratchet up local poverty reducing climate actions and inform finalization of NDC guidelines and the Paris Rulebook



East African Civil Society Policy brief



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International Network for Sustainable Energy

Key messages

1. COP24 should make use of the ‘eye-splitting wake-up call’ raised by the IPCC 1.5°C Special Report, starting with existing mechanisms like Warsaw International Mechanism for Loss and Damage (WIM) and Talanoa Dialogue to put in place what is needed to meet the Paris Agreement goal of limiting warming to 1.5°C within the scope of science and human capability
2. Parties should allow observer organizations to participate in the transparency framework, modalities for the accounting of Climate Finance that have advanced under SBSTA, must be integrated with the transparency framework; and provision of further guidance for accounting of different NDCs and Accompanying information (given the diversity of NDC types) and guidelines for reporting on Climate Change Impacts and Adaptation should be provided for.
3. At COP24, the general design of the Global Stocktake must be finalized to ensure that it provides the momentum for the much needed global ambition to step up climate action
4. Parties should agree on a political declaration and a COP decision on the Talanoa Dialogue that “sends a strong political message” to strengthen a global response to climate change; and the Talanoa Dialogue should be institutionalized within the UNFCCC processes, as one way to sustain stakeholder engagement, information exchange and action learning
5. Robust and transparent accounting rules for climate finance are needed from COP24; contributor countries should to pledge ‘real’ money (commit to major new funds for adaptation in developing countries and significant increase in the adaptation finance) they provide, that is predictable to enable to help vulnerable countries fully implement their NDCs. COP24 should also agree to facilitate access to climate finance by further streamlining and simplifying the application, approval and disbursement processes of the Green Climate Fund (ensure first replenishment is ambitious, fair and mindful of the needs of developing countries) and the Global Environment Facility; and also start the process to define the post-2025 collective finance goal, to make sure it will be adequate and reflect the needs of developing countries
6. Parties should adopt constructive guidelines for NDCs, including guidance for features of the NDCs (additional guidance is desirable), for the information in the NDCs to facilitate their clarity, transparency, and understanding, as well as for the accounting used. Elaboration of guidance is needed for some features, beyond what is possible at COP24 (should take off without delay).

Background

In May 2018, Parties left the Bonn session with several different types of text: informal notes organized under different headings and structures, conveying parties' divergent views in differing formats. The extra session held in September 2018 in Bangkok, brought some coherence to this textual chaos. In some cases, parties produced draft negotiating text with options that clearly outline parties' differing positions. Nevertheless, the compilation text produced in Bangkok contains 307 pages, which is unwieldy but provides a basis for negotiations in Katowice (ENB Reporting, September 2018).

In Bonn, Parties also engaged in a facilitative dialogue (Talanoa Dialogue) to take stock of the collective efforts towards the Paris Agreement's long-term goal so as to inform Parties on the preparation to update their Nationally Determined Contributions. In their conclusions from Bonn, the APA, the SBI, and the SBSTA agreed that their Presiding Officers should prepare a joint reflections note addressing progress made at this session, and identifying ways forward, "including textual proposals" to help advance parties' deliberations towards the PAWP; and the purpose of this joint note is to address all PAWP matters so as to ensure their "balanced and coordinated" consideration, and facilitate successful completion of the PAWP at COP 24. This Presiding Officers' note informed the "pre-COP" meeting to that was held 24-27 October 2018 in Krakow, Poland.

In September 2018, progress in the 'additional' negotiations in Bangkok has been dubbed by many as 'uneven.' While it has been rated low by some, others have noted optimistically, that the Bangkok session was not intended to resolve issues, but rather to clearly establish negotiating positions and options. One of the pending matters from Bangkok is the Paris Agreement Work Programme (PAWP). With the outcome of the Bangkok session, a key question for negotiators is how to take this forward to ensure the PAWP's adoption at COP 24.

In December 2018, Parties to the UNFCCC will have to determine the operational details of how mitigation is measured, financing accounted, and transparency assured as part of rolling out the Paris Agreement. Without this among other issues,

the much needed ambition to move towards the collective goal of limiting global temperature increase to well below 2°C will not be achieved. But these issues must work on their own, and at the same time fit together coherently.

During the High-level Ministerial Talanoa Dialogue at COP24, Parties will commit to step-up their ambition and enhance national climate targets by 2020. Essential to stepping up climate action are tools for implementation. Predictable, sustainable and transparent finance, both public and private is at the core of climate action and it is necessary for developing countries to fully implement their NDCs and instill trust in the Paris regime.

At the same time, clarity on the delivery of finance is vital. The Green Climate Fund board meeting in October agreed to a replenishment process in 2019 and sent a clear signal that the fund is back on track with a commitment to deliver US\$1 billion for climate action in developing countries. At COP24 there is need for additional signals on predictability and accountability to make the Paris Agreement work

On 8 October 2018, the long awaited publication by the Intergovernmental Panel on Climate Change (IPCC): 'Special Report on the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emission pathways, in the context of strengthening the global response to the threat of climate change, sustainable development, and efforts to eradicate poverty' (1.5°C Report) must be urgently ramped up to avoid further catastrophic effects in higher risk regions like East Africa.

This position paper to COP24 Negotiators, is prepared by INFORSE East Africa, to highlight the importance of the IPCC 1.5°C Special Report and the Talanoa Dialogue in raising ambition for climate action in East Africa and globally, as well as finalizing the NDC guidelines and other rules needed to make the Paris agreement operational. INFORSE East Africa believes that NDC guidelines and other issues in the Paris Rulebook will be useful for many countries to improve their NDCs until 2020, following the Talanoa Dialogue for increased ambition.

Make use of the 'eye-splitting wake-up call' raised by the IPCC 1.5°C Special Report

The IPCC report on 1.5°C is a warning bell alerting humanity to the urgency of the climate change crisis. The report shows that even half a degree of warming makes a huge difference in terms of impacts; more than was previously known. The report further demonstrates the tools needed to meet the Paris Agreement goal of limiting warming to 1.5°C are within the scope of science and human capability. It is economically and technically feasible, but there is need for political will right now through existing UNFCCC mechanisms inter alia:

- The Talanoa Dialogue must send a strong signal to step-up climate ambition: through a COP Decision to respond to paragraph 23 and 24 of Decision 1/CP21 to update current NDCs by 2020; informed by the Talanoa Dialogue and reflecting progression over time; and through a Co-Chairs of the process (Presidencies) report on the Pathways to Action outlining specific and actionable key steps, responding to each of the questions raised in the Dialogue separate from a more technical summary by the UNFCCC Secretariat;
- Fully operationalize the Warsaw International Mechanism for Loss and Damage (WIM) for urgent support required by the most vulnerable countries, in order to avoid further severe damages. COP 24 must also deliver high-level guidance for the review of the WIM in 2019, including a need-assessment for loss and damage finance.

This Policy brief has been developed by INFORSE East Africa Members (Sustainable Environmental Development Watch-Kenya; Uganda Coalition for Sustainable Development and Tanzania Traditional Energy Development Organization) and Devolution and Climate Change Adaptation in Western Kenya programme partners (DaCCA). It aims to reiterate the importance of local actions for poverty reduction in NDCs during COP24 in Katowice (Poland) to advance the Paris Agreement Work Programme (PAWP) from the September 2018 Bangkok session.

Talanoa Dialogue Process

- At COP24, Parties should agree on a political declaration and a COP decision on the Talanoa Dialogue that "sends a strong political message" to strengthen the global response to climate change
- In addition, we propose that due to its inclusiveness, ability to increase learning and sharing of information amongst the global citizens, the Talanoa Dialogue should be institutionalized within the UNFCCC processes, as one way to sustain stakeholder engagement, information exchange and action learning

The Global Stock take

- At COP24, the general design of the global stocktake must be finalized to ensure that it provides the momentum for the much needed global ambition to step up climate action. This can only be achieved by a global stocktake whose outcomes include strong, specific and useful political signals and information on gaps, opportunities, and benchmarks based on science and equity.

Transparency Framework / Rules

- Parties should recognize the value of allowing observer organizations to participate in the transparency framework. The framework should follow experience from other successful multilateral processes such as Universal Periodic Review of the Human Rights Council, by enabling observer organizations with expertise to participate in the facilitative, multilateral consideration of progress.
- **Transparency of Support:** Negotiations on modalities for the accounting of Climate Finance that have advanced under SBSTA, must be integrated with the transparency framework. This should ensure reporting at project-by-project level, reporting of grant-equivalent for non-grant instruments, reporting of actual climate-specific (proportion of) funds, showing how the financial contributions by developed countries represent a progression beyond previous efforts and are new and additional, and mutual agreement between countries about projects/funds to be included in future reports.
- **Transparency of Action:** This can only be enhanced by clear accounting rules. Due to the diversity of NDC types, a single system for tracking progress on the implementation of NDCs, and aggregating and comparing them, will be challenging to design. There should be provision of further guidance for accounting of different NDCs and Accompanying information. There should be guidelines for reporting on Climate Change Impacts and Adaptation

Climate Finance

- In order to make contributor countries pledges 'real' money (commit to major new funds for adaptation in developing countries and significant increase in the adaptation finance), robust and transparent accounting rules for climate finance are needed from COP24. This will help to provide full transparency on the actual assistance provided (for instance reporting on 'real' money in terms of grant equivalents that excludes some instruments such as non-concessional loans) that will feed into the transparency mechanism of the Paris agreement.
- All countries should use COP24 to set expectations to ensure the first replenishment of the GCF is ambitious, fair and mindful of the needs of developing countries, including to fulfil their NDC commitments; while contributor countries should provide as much quantitative and qualitative information as possible, and set up a process to make this information useful.
- In order to fast track global climate action, COP24 should agree to facilitate access to climate finance by further streamlining and simplifying the application, approval and disbursement processes of the Green Climate Fund and Global Environment Facility.
- Countries should also start the process to define the post-2025 collective finance goal, to make sure it will be adequate and reflect the needs of developing countries.

References

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2. CAN Annual Policy Document (Oct 2018)
3. IPCC 1.5 °C special report, Summary for Policymakers 6 October 2018
4. Least developed countries ministerial communiqué on climate change (October 17, 2018)
5. Centre for Science and Environment (2018). IPCC's Special Report on Global Warming of 1.5°C Assessment and Recommendations
6. LDC Ministers Outline Group's Priorities for COP 24, Call for Enhanced Ambition <http://sdg.iisd.org/news/lcd-ministers-outline-groups-priorities-for-cop-24-call-for-enhanced-ambition/> accessed Nov 2, 2018

NDC Guidelines

- Parties should adopt constructive guidelines for NDCs, including guidance for features of the NDCs, for the information in the NDCs to facilitate their clarity, transparency, and understanding, as well as for the accounting used in the NDCs. This includes, but not limited to the following, that NDCs:
 - a) Are in line with the long-term temperature goal (1.5°C). In practice, this requires that NDCs are developed in the framework of national Long-Term Low-Carbon Development Strategies;
 - b) Contribute to sustainable development and poverty eradication. In practice this requires their integration into national development strategies and the implementation of Sustainable Development Goals (SDGs);
 - c) Are based on equity;
 - d) Include leadership by developed countries as well as encouragement for developing country Parties to move towards economy-wide absolute emission reduction targets;
 - e) Reflect the highest possible ambition while adjustments enhance ambitions;
 - f) Include unconditional components and can include conditional components. Parties should be strongly encouraged to not only offer strong unconditional contributions but also to share in their NDCs the specific barriers that prevent them from achieving even more with their NDCs;
 - g) Consider the support provided to developing country Parties for the implementation of their climate strategies;
 - h) Are made with accounting that is based on environmental integrity, transparency, accuracy, completeness, comparability and consistency, without double counting; and
 - i) The features should clearly specify the implementation timeframe
- For some features, elaboration of guidance is needed beyond what is possible during COP24 (should take off at COP24). This elaboration shall assist countries further in developing robust NDCs that are transparent in their accounting that can also be integrated in national development strategies.

CONTACTS:

SusWatch Kenya (DaCCA Sec)
P.O.Box 7659-40100
Kisumu, Kenya
Tel: +254202584757
Email: suswatchkenya@gmail.com

TaTEDO (INFORSE EA Sec)
P.O.Box 32794
Dar es Salaam, Tanzania
Tel: +255222700438
Email: energy@tatedo.org

Uganda Coalition for Sustainable
Development-Rio and beyond
P.O.Box 27551 Kampala, Uganda
Tel: +256 414269461
Email: ugandacoalition@infocom.co.ug

SustainableEnergy
Klosterport 4F, 1 sal
DK-8000 Aarhus C
Tel: +4586760444