

# COP24 briefing paper: progress on Paris in Katowice

**In 2015, the world's efforts to tackle climate change took a remarkable turn with the global climate change conference in Paris producing a historic climate deal: the Paris Agreement. This calls on the world to keep global temperature rise to well below 2°C and pursue efforts to limit it to 1.5°C. However, a recent report by the Intergovernmental Panel on Climate Change (IPCC) has demonstrated the importance of not exceeding the 1.5°C limit. COP24 represents a key milestone to help put the world on track to achieving the goals of Paris by advancing its eventual implementation, and enhancing global climate ambition for a 1.5°C limit, rather than 2°C.**

The Paris Agreement was one important step in a long journey, but the Nationally Determined Contributions (NDCs) agreed at Paris fall short of the ambition needed to prevent dangerous climate change. The United Nations Environment Programme (UNEP) *Emissions Gap* report assessed that the NDCs cover only approximately one-third of the emissions reductions needed for staying well below 2°C,<sup>1</sup> and IPCC confirmed that we are currently on track for more like 3°C of global warming.<sup>2</sup>

This year's climate conference in the Polish city of Katowice will need to set the foundations for both implementing the Paris Agreement, and for enhancing national and global climate ambition on the basis of equity for the transition to a zero-carbon and climate-resilient development path. A process on the agenda, known as the Talanoa Dialogue, provides an important forum for these discussions.

Christian Aid sees 2018 as an important year in which to advance and complete the work of the last three years. To avoid dangerous climate change, we believe a balanced, comprehensive, pragmatic and robust set of guidelines for implementation of the Paris Agreement needs to be

finalised, and the process of enhancing the Paris NDCs needs to be effectively launched.

## The IPCC and the critical importance of the 1.5°C limit

The IPCC produced a special report entitled *Global Warming of 1.5°C*, which explored 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.<sup>3</sup> The report conveyed two main messages: **hope** – that limiting warming to 1.5°C is possible; and **urgency** – that rapid and deep emissions reductions will be needed.

The report confirms that human activities are estimated to have already caused approximately 1.0°C of global warming above pre-industrial levels and this is rising at a rate of 0.2°C per decade. At 1.5°C warming above pre-industrial levels, climate-related risks for human and natural systems are higher than at present, but much lower than at 2°C.

We can limit climate change to 1.5°C of

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warming and avoid the worst impacts associated with 2°C if all countries increase their emissions reduction commitments as much as possible and as fast as possible. This includes halving global emissions by 2030 and reaching net zero by 2050. Doing this requires support and a flow of technology and funding to low-income countries to maximise the global transition.

The current NDCs, as submitted under the Paris Agreement, are clearly far from adequate and would not limit global warming even to 2°C. Therefore, Katowice needs to provide a clear signal for countries to revise and communicate new and updated NDCs, by 2020 at the latest, to get the world on a consistent pathway to achieve 1.5°C.

**Action (or inaction) on climate change will affect men and women differently, and will affect marginalised and vulnerable communities the most. Therefore, all voices must be heard and responded to in the negotiations and the implementation of the Paris Agreement. All implementations must uphold human rights and environmental integrity.**

## Enhancing climate ambition

Our planet is already experiencing the impacts of climate change – droughts and heatwaves, floods and cyclones. And the frequency and severity of worldwide climate change impacts are growing.

In 2017 alone, heavy monsoons in south Asia caused the deaths of 1,288 people and affected over 45 million people in Bangladesh, India and Nepal. Thirty percent of the world's population experienced extreme heatwaves, while drought displaced 892,000 people within Somalia. Wildfires in Portugal killed over 100 people and burned 520,000 hectares of forest. The Arctic saw record wintertime heat and a record-low winter sea ice extent (the third new record in three years), while in the Antarctic, warming saw the calving-off of one of the largest icebergs ever recorded there. In our oceans, coral reefs suffered the third-ever global bleaching event, with ocean acidification making it harder for reefs to recover. Such bleaching events had not been observed until as recently as 1998.<sup>4</sup> Even at 1.0°C of warming, climate impacts have been devastating.

If we are to prevent dangerous climate change, all governments must respond to the warning from the IPCC's report and act fast to increase pledged cuts in greenhouse gas pollution.

At the same time, richer nations must make significant international support available for poorer countries to achieve their mitigation potential without compromising development.<sup>5</sup>

That's why the Talanoa Dialogue in Katowice is crucial if we are to deliver the Paris Agreement ambition. The dialogue needs to be a focal point to put the world on track to achieving the goals of Paris by launching the process for enhancing national and global ambition. Parties need to fully consider and reflect the main conclusions of the IPCC report, which was envisioned as an input to the Talanoa Dialogue to help ramp up greater ambition.

Christian Aid believes the Talanoa Dialogue is an opportunity to assess the collective global ambition and reset the world's collective course towards more ambitious and accelerated action by all parties by 2020. It's a key moment for governments to step forward together and commit, through a COP24 decision, to significantly increase their country's climate ambition in line with 1.5°C.

In more concrete terms, the Talanoa Dialogue should:

- Help make the irrefutable case for enhancing global ambition and accelerate action by all countries. Rich nations should also commit to providing international support to poorer developing countries in addition to enhancing their domestic ambition.
- Send a clear political signal for countries to enhance and communicate new and updated NDCs for mitigation, adaptation and international support by 2020, at the latest, to reduce the existing ambition gap and get the world on a 1.5°C pathway.
- Deliver a COP24 decision that formally invites parties to initiate or intensify their domestic preparations for review of their Paris NDCs, with the view to re-communicate their new or updated NDCs by the first quarter of 2020.

The Talanoa Dialogue cannot be allowed to be a meaningless talking shop that fails to address the hard questions including the gap between the emissions reductions needed by science and the national pledges made in Paris; the need for increased financial resources towards poorer developing nations; and the need for climate resilience building.

Postponing enhanced action until after 2020 is not a good option for anyone, especially the most vulnerable women, men and children who are already suffering the mounting impacts of climate change. The Talanoa Dialogue must spur an increase in climate ambition and result in concrete outcomes.

## Paris Agreement Implementation Guidelines

In 2016, parties to the Paris Agreement at COP22 in Marrakesh agreed to finalise the modalities, procedures and guidelines – otherwise known as the Paris ‘rulebook’ – to drive the effective implementation of the agreement by December 2018.<sup>6</sup>

These implementation guidelines for the Paris Agreement are essential to help put the agreement into practice, and establish how each government will implement its national and international actions and commitments under it.

There is a clear need for a balanced, comprehensive, robust and ambitious set of implementation guidelines that are consistent with the principles and provisions of the Paris Agreement.

### Red lines for the 'rulebook'

COP24 under the Polish presidency needs to lead a process to deliver a strong and effective set of implementation guidelines with the following outcomes:

#### ▶ Common timeframes

To enable accurate aggregation and assessment of collective progress, and to ensure coordination with the global stocktake, parties should agree to a common five-year rolling timeframe for NDC implementation. This should include setting clear targets and actions to which they can be held accountable, and to do so on politically relevant timescales while allowing for upward amendments of ambition as costs of renewables etc. continue to fall. In addition, parties wishing to include a ten-year indicative timeframe for domestic planning purposes at this stage could do so. Given the urgency of the climate challenge, all countries must agree on a five-year common timeframe to help the world incentivise early and ambitious actions.

#### ▶ NDC mitigation elements

Each country's NDC must contain the necessary information to facilitate clarity, transparency and understanding, and reflect the description of NDCs as outlined in Article 4 of the Paris Agreement.<sup>7</sup> This must include quantifiable information on the reference points relevant to their NDCs, common timeframes, scope and coverage, planning processes, assumptions and methodological approaches, including a requirement to account for anthropogenic emissions and removals (in accordance with the latest methodologies and common metrics assessed by IPCC to the highest level of their ability) based on available data.

Countries should also explain how exactly their NDCs meet the equity and ambition tests. In particular, they should explain what equity indicators they use to make this judgement.

#### ▶ Adaptation communications

These should have a strong focus on forward-looking information that helps countries prepare for and respond to the impact of climate change.

#### ▶ Ex-ante communication on finance

In accordance with Article 9.5 of the Paris Agreement, clear guidance should be provided on the indicative quantitative and qualitative information that developed countries need to biennially communicate regarding the financial resources they will provide to assist developing countries in implementing their NDCs.<sup>8</sup>

#### ▶ The global stocktake

This is the critical piece to the dynamic and iterative Paris ambition acceleration mechanism to assess progress, in light of science and equity, toward the Paris Agreement's long-term goals around mitigation, adaptation, loss and damage, and financial flows. The stocktake must lead to increased ambition every five years.

To make this happen, COP24 must lay down the general design of the global stocktake, including a cooperative process that reviews and scales up national contributions and international cooperative climate actions. The review must be based on science and equity assessments to deliver fair-share contributions from all countries.

#### ▶ Enhanced transparency framework

Parties should deliver guidelines that build on the existing systems of transparency and agree the additional information that parties need to provide in their reports to facilitate clarity, transparency and understanding.

The framework needs to explicitly incorporate the various ways in which developing countries, with limited capacity, can be accorded flexibilities, especially the least developed countries, small island developing states and African countries.

## Actions for governments

To effectively operationalise the Paris Agreement, governments need to:

- Adopt a set of robust rules and guidance to drive the implementation of all the provisions of the Paris Agreement in a fair, transparent and balanced manner.
- Build and maintain trust among the parties in order to implement what was already agreed.
- Build confidence in the climate regime and incentivise countries to further step up and commit to strengthening their NDCs in order to enhance climate ambition in line with the Paris goals.

The progress made in the last three years negotiating the Paris Agreement Implementation Guidelines has been inadequate. Parties have fallen short, particularly in making progress on two of the most critical issues in the Paris Agreement Work Programme: differentiation and finance.

With the December deadline for the implementation guidelines fast approaching, it is now critical for parties to find bridging options that can form the basis for them, while at the same time remaining true to the letter and spirit of the Paris Agreement and its delicate balance.

## Pre-2020 climate actions

COP24 presents an opportunity for parties to take stock of the shortcomings in implementing near-term climate actions in the pre-2020 period, and devise collective strategies to help bridge the pre-2020 ambition gap.

Despite the urgency, developed countries have made disappointingly little progress in fulfilling their pre-2020 commitments. This is not fair. Developing countries have rightfully been asking developed countries to honour their pre-2020 commitments.

In 2012, governments agreed the Kyoto Protocol second commitment in Doha, but many countries have not yet ratified the Doha Amendment. As a result, the Doha Amendment is yet to enter into force, even though it was agreed three years before the Paris Agreement and has a 2020 end date.<sup>9</sup> This is unfortunately creating a trust deficit.

Developed countries need to provide reassurances to their developing country partners and ensure the Doha Amendment enters into force by Katowice. Moreover, they should also seize the opportunity in the pre-2020 and climate finance ministerials, and deliver a clear plan on the actual delivery of the pledged US \$100 billion per year by 2020 to address the needs of the developing countries, recognising that much larger amounts are required in practice and over the longer term.

Governments should also make a COP24 decision to formally integrate the Adaptation Fund, currently under the Kyoto Protocol, into the Paris Agreement architecture.

## Climate finance

Broadly speaking, rich countries have so far failed to outline a clear roadmap to provide the US \$100 billion a year by 2020 that they pledged at the Copenhagen COP15 in 2009. This is now the elephant in the room.<sup>10</sup> Developed countries need to demonstrate progress in achieving the collective goal of mobilising US \$100 billion a year by 2020 to enable the mitigation and adaptation actions of poorer developing countries.

Developed countries need to acknowledge the US \$100 billion problem and reassure poorer developing countries that while they might not be there yet, they are on a path to get there by 2020. They should also demonstrate the progress in public finance mobilisation so far. This must go beyond merely 'accounting' for finance provided through creative new accounting methodologies, to demonstrating that it reaches the ground in developing countries.

The Katowice conference finance outcome must also deliver a package of decisions, including:

- **Pre-2025 finance:** parties need to lay the ground for a new 2025 finance goal, including setting the process for revisiting the long-term finance conversation from a defined date, as early as 2021. This would help ease developing countries' concerns and anxiety, and allow a planned, broader and long-term climate finance conversation to effectively support the implementation of the Paris NDCs.
- **Green Climate Fund (GCF) replenishment:** developed countries need to commit significant new money to the GCF so that the second phase of replenishment is around double the first replenishment. To make this happen, finance ministers should indicate by Katowice the amount of money they intend to commit to the GCF in the second replenishment round.
- **Shifting investments and financial flows:** parties should provide clear guidance and criteria to incentivise and help progressively shift all national, multilateral, private and public financial flows to be consistent with the 1.5°C goal, and climate-resilient development in line with Article 2.1(c) of the Paris Agreement.

## Loss and damage

Paris rightly made loss and damage a third pillar of the agreement, alongside mitigation and adaptation, with its own separate article. But the importance accorded to loss and damage in the Paris Agreement has not been reflected in the subsequent discussions, particularly on how vulnerable communities and countries already facing loss and damage will be adequately supported.

Loss and damage needs to be treated with the same importance as the other elements, and be on the core agenda of the Conference of the Parties serving as the meeting of the parties to the Paris Agreement and the subsidiary bodies, and should be included in the global stocktake.

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## Endnotes

- 1 *The Emissions Gap Report*, United Nations Environment Programme (UNEP), 2017, [wedocs.unep.org/bitstream/handle/20.500.11822/22070/EGR\\_2017.pdf](http://wedocs.unep.org/bitstream/handle/20.500.11822/22070/EGR_2017.pdf)
  - 2 *Global Warming of 1.5°C*, Intergovernmental Panel on Climate Change (IPCC), 2018, [report.ipcc.ch/sr15/pdf/sr15\\_spm\\_final.pdf](http://report.ipcc.ch/sr15/pdf/sr15_spm_final.pdf)
  - 3 See note 2.
  - 4 *2017 Climate Impacts Around the World*, Climate nexus, 2017, [climatenexus.org/climate-change-news/2017-climate-impacts-around-world/](http://climatenexus.org/climate-change-news/2017-climate-impacts-around-world/)
  - 5 *Equity and the Ambition Ratchet – towards a meaningful 2018 facilitative dialogue*, Civil Society Equity Review, 2017, [civilsocietyreview.org/wp-content/uploads/2017/11/CSO\\_Report\\_COP23\\_Equity\\_and\\_the\\_Ambition\\_Ratchet\\_SCREEN.pdf](http://civilsocietyreview.org/wp-content/uploads/2017/11/CSO_Report_COP23_Equity_and_the_Ambition_Ratchet_SCREEN.pdf)
  - 6 Decision 1/CP.22, UNFCCC, 2017, p2. [unfccc.int/resource/docs/2016/cop22/eng/10a01.pdf#page=2](http://unfccc.int/resource/docs/2016/cop22/eng/10a01.pdf#page=2)
  - 7 Article 4 of the Paris Agreement, UNFCCC, 2015
  - 8 Article 9.5 of the Paris Agreement, UNFCCC, 2015
  - 9 Doha Amendment, UNFCCC, 2018, [unfccc.int/process/the-kyoto-protocol/the-doha-amendment](http://unfccc.int/process/the-kyoto-protocol/the-doha-amendment)
  - 10 *UN puts brave face as climate talks get stuck*, BBC, 2018, [bbc.com/news/science-environment-44074352](http://bbc.com/news/science-environment-44074352)
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