



Climate Action Network

Submission on the Roadmap for Global Climate Action

July 2016

Climate Action Network International (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 1000 members in over 110 countries. www.climatenetwork.org

CAN welcomes the opportunity to present its views on the road map for global climate action. We are convinced that a strong global climate action roadmap, with the *Global Climate Action Agenda* and *enhanced pre-2020 action under the UNFCCC* at its heart, will not only reduce emissions and increase resilience, but also help mobilize support for further action.

The strengthening of the action agenda and the pre-2020 process is an important deliverable for COP 22 in Marrakech and beyond, and the high-level champions will need to play a pivotal role in achieving the best possible outcome.

Below, CAN provides suggestions and feedback on the areas of work outlined by the champions in the document ([Global Climate Action Agenda: The Roadmap](#)) and also makes concrete recommendations on how to leverage existing platforms, outside initiatives and institutional arrangements to achieve a transition to a zero emission and climate resilient future sooner and faster.

1) The current situation

“The sense of urgency that led to the Paris Agreement and sustained the work on workstream 2 (pre-2020 ambition) throughout the whole of 2015 must be sustained. The high-level champions need to make sure that we do “more, faster and now” on enhanced pre-2020 action. Pre-2020 action is a key element for the implementation and success of the Paris Agreement, equally for adaptation, mitigation and means of implementation. Notably, there is a need to quick-start implementation with a sense of urgency and ambition; create an interface with the real world and solutions, particularly the involvement of non-Party stakeholders; and maintain the political momentum” (Call for Submissions on the road map for global climate action, 1).

Summary

- **Increase the scale of means of implementation to support and further increase ambition.**
- **Recognize and account for over achievement in existing pledges as well as further increase targets.**

- **Ensure compatibility of other international agreements and organizations like the Montreal Protocol, ICAO and IMO with the Paris Agreement objectives.**
- **Build stronger synergy between national implementation of SDGs within Agenda 2030 and Pre 2020 action.**

CAN fully supports the situational analysis presented by the champions and recognizes the need to continue prioritizing pre-2020 action and maintain political momentum on this issue. Pledged actions need to be supported by the necessary means of implementation to further increase ambition. Additionally, means of implementation must be further improved to unlock pre-2020 potential. However, countries with the means to help finance the transition should not only support other countries, but walk the talk by fully implementing and strengthening their targets. Strong leadership is desperately needed and countries that have already achieved existing targets should revise their targets accordingly, raising ambition further.

Consistency and coherence are also key. Rapid action on climate change prior to 2020 cannot just be limited to UNFCCC but needs to be catalysed in other international processes as well. Important opportunities arise from the Montreal Protocol HFC amendment negotiations, the IMO and ICAO, and the sustainable development goals.

Reducing emissions from international aviation, shipping and HFCs is essential to achieving the objectives of the Paris Agreement. 2016 must be a year for significant progress within the International Civil Aviation Organization (ICAO), the International Maritime Organization (IMO) and the Montreal Protocol. The high-level champions must invest their political capital to support ambitious agreements in all three spaces this year.

The objectives within Article 2 of the Paris Agreement should be streamlined across other international agreements and they should be made compatible with these objectives. We cannot accept that certain sectors are allowed to continue business as usual without being held responsible and made to take action. Any inconsistency between the Paris Agreement and other agreements must be rectified.

More must be done to find good sustainable solutions for a just and fast transition. Taking climate action now offers every country on the planet a clear path towards the common goal of sustainable development. Countries are responsible for the sustainable development of their societies. It is not possible anymore to strive for economic prosperity without tackling and considering the impacts of climate change. Economic prosperity, sustainable development, and environmental stewardship are intertwined challenges that must be addressed with coordinated and consistent policies both in and across ministries and countries. A different development paradigm must be part of a new mind-set in politics. Long-term planning and short-term action must be synchronized. Addressing development challenges must be looked at through a climate lens in order to have lasting positive impacts.

2) The high-level champions' mandate

“As champions of global climate action, we believe that we need to be an interface between action on the ground and the UNFCCC negotiation process, between non-Party stakeholders and Parties. We intend to track implementation of existing initiatives to demonstrate credibility, promote best practices and enhance delivery. We will also support new initiatives focusing on adaptation, with a view to broadening the country coverage and including more initiatives coming from developing country Parties and non-Party stakeholders.” (Call for Submissions on the road map for global climate action, 2).

Summary

- **Ensure fulfilment of the high-level champions mandate as articulated in the Paris Agreement**
- **Encourage initiatives that increase developing country engagement and addresses the barriers they face in implementing their pre-2020 climate pledges**

- **Provide permanence, sustainability and continuity in the UNFCCC secretariat and support for the high-level champions.**

CAN recognizes the important role the high-level champions can play and appreciates their intention to act as an interface between action on the ground and the UNFCCC negotiation process. We will outline our understanding on the tracking of initiatives in section 3 and the importance of effective technical expert meetings in section 4 below, but want to emphasize the points of enhancing delivery and promoting best practices.

CAN believes the champions should tailor their engagement as much as possible to fulfil their mandate, which is to facilitate implementation and scale-up efforts in the pre-2020 period as defined in 1/CP.21 paragraph 121. The idea of appointing champions springs from the need to close the pre-2020 ambition gap. CAN believes this *must* be their main priority.

CAN highly appreciates the intention to include more developing country initiatives. We welcome new initiatives focused on adaptation but would also support and encourage new initiatives that address means of implementation and provide support for developing countries as well as efforts to better engage developing country actors in existing initiatives to expand their impact and reach.

On the role of non-Party stakeholders, we believe the champions should focus on the *interplay* between governments and these different groups of actors, not only on mitigation but also on adaptation actions.

Lastly, we would also like to make the recommendation that in addition to the mission statement outlined, it would be helpful to recognize that this year the UNFCCC secretariat, the Parties, and indeed the champions, need to make sure that future high-level champions have the necessary infrastructure to operate effectively. It would be important to secure institutional support for the champions in the form of a small team financed by the UNFCCC, perhaps based on secondments from the UNFCCC and other UN bodies such as the Secretary General’s office in order to maintain strong linkages to the Sustainable Development Agenda, which will also ensure continuity and progress when new champions are appointed.

3) The Global Climate Action Agenda

“We need to help non-Party stakeholders achieve the recognition they seek. At the same time, we owe it to the integrity of the UNFCCC process to make sure that these initiatives and coalitions achieve the targets they set for themselves; that these targets are truly consistent with the long-term goals of the Paris Agreement; and that the participants in initiatives and coalitions are actually doing what it takes to achieve the commitments they made. Therefore, we intend to work on improving transparency of action and tracking of implementation to demonstrate the credibility of their work.” (Call for Submissions on the road map for global climate action, 3).

Summary

- **Success of the Global Climate Action Agenda rests on the robustness of the criteria for participation and the accountability with respect to results from various initiatives.**
- **Adequate upfront information should be provided on initiatives to ensure transparency, effectiveness and replicability to scale-up the initiatives.**

CAN is encouraged to see further discussions on the Global Climate Action Agenda and to engage in discussions on how to define and operationalize a set of criteria or characteristics that non-state and subnational climate initiatives should share in order to feature within the Global Climate Action Agenda, including the COP High-Level Event, the Non-state Actor Zone for Climate Action (NAZCA), etc.

We fully agree with the notion that improving transparency of action and tracking of implementation is crucial to safeguarding the integrity of the action agenda. Past efforts to integrate commitments from new kinds of actors into high-level, global environmental summits have had mixed results in terms of impact on the ground (see studies by Angel Hsu¹ or Öko- Institut e.V²).

In order for the action agenda to be effective, the criterion of participation needs to be strengthened and refined. The need for comparability and transparency of initiatives would require that final outcomes from the initiatives are quantifiable. Upfront information and details on the initiatives would help with scaling up and replicating actions in other regions and countries, while also ensuring transparency. The initiatives should also give upfront details on how they interact with national climate policies and international climate commitments of the country.

Prior to initiatives being registered on the homepage, they must fulfil the information requirement filter. Additionally, all initiatives registered must abide by internationally recognised standards related to the respect by private actors of obligations related to human rights and public participation.

Common matrices for reporting, monitoring and verification would go a long way in strengthening the effectiveness of the initiatives and would provide greater clarity on the expected emission reductions. It would also be useful to have a contact person for each initiative to allow for individual follow-up and engagement with the stakeholder for replication.

Regarding existing initiatives and NAZCA there must be a process to review previous commitments and apply agreed criteria to them as well, with the possibility for others stakeholders to provide information regarding compliance with these criteria. This will ensure that there is added value for the initiatives within NAZCA rather than showcasing merely the intentions of stakeholders.

In order to ensure permanency and effectiveness of the action agenda, the champions can help to establish the necessary light-touch institutional infrastructure. This will strengthen the Global Climate Action Agenda within the UNFCCC to ensure that Parties, academia, and civil society have sufficient data to assess progress.

CAN believes that many countries have shown leadership and collaboration on key issues related to climate actions with bilateral agreements. This leadership should be captured and accounted for. The champions can potentially invite these countries to include these bilateral agreements in the Global Climate Action Agenda. The actions undertaken within these bilateral agreements should obviously be additional to the proposed NDCs. This will help further augment additional actions required for a greater likelihood of achieving the 1.5°C temperature goal.

4) The role of the technical expert meetings

“We intend to use the tools created by Parties for the enhancement of climate action prior to 2020, such as the technical expert meetings (TEMs). These meetings have a whole new role to play in the dynamic and should be more concrete, focused, and connected to initiatives of the action agenda”. (Call for Submissions on the road map for global climate action, 5).

Summary

- **The mitigation TEMs need to deliver additional mitigation action by identifying and overcoming common challenges**
- **The adaptation TEMs need to identify a clear common objective to unlock additional multilateral cooperation**

1 Angel Hsu (2016): Track climate pledges of cities and companies, Nature Comment, Vol. 532, 21 April 2016. http://www.nature.com/polopoly_fs/1.19764!/menu/main/topColumns/topLeftColumn/pdf/532303a.pdf

2 Jakob Graichen/ Sean Healy/ Anne Siemons (2016): Climate initiatives, national contributions and the Paris Agreement, Öko-Institut e.V. Draft Discussion Paper, <https://newclimate.org/2016/05/23/climate-initiatives-national-contributions-and-the-paris-agreement/>

There remains great untapped potential for mitigation and adaptation action, with significant co-benefits for poverty reduction and development in the pre-2020 period, including in energy production and use, industrial processes, transport, cities and built environments, the forest and land sector, ecosystem services, food production, and more. As well as the champions and the high-level events, the TEMs form an integral part of the infrastructure established by the COP 21 decisions to unleash this great potential. If these meetings can be used to unlock additional multilateral cooperation and state/non-state collaboration, they can drive transformational change. To this end, the TEMs need to be results-focused and identify concrete next steps to overcome barriers to implementation or to scaling up specific, credible, and impactful transformational initiatives.

In order to make the mitigation TEMs more results focused it would be useful to adjust the objective of the mitigation TEMs post Paris. There is now greater understanding on opportunities to close the gap and best practice from some countries. It is time, based on the priority thematic areas of previous TEMs, to identify common challenges that countries can address collectively.

In order to advance the discussions on the barriers that countries face, it will be necessary to engage different stakeholders in the discussion. National policy makers should be the primary focus of the next phase of mitigation TEMs, with practitioners from civil society and the private sector contributing to the discussions. It will also be useful to look again into the option of having regional TEMs, as well as exploring other communications means to have greater participation of these stakeholders.

The ultimate outcome of the *mitigation TEMs common challenge analysis* should of course be to find solutions to these common challenges that can be implemented afterwards. The output of the *mitigation TEMs common challenge process* would be presented in the yearly high-level events.

Regarding the newly established adaptation TEMs, more thinking needs to go into the question of the main objective of the adaptation TEMs post Paris. It is evidently clear that some of the barriers to finance, technology and capacity building will very likely be more important to the adaptation TEMs than they have been to the mitigation TEMs. The next TEMs might therefore want to focus more on how to overcome the barriers for adaptation finance and establishment of national institutional frameworks to address adaptation.

Based on experiences and reactions from Parties and observers after the first adaptation TEMs at SB44 in May 2016, CAN believes it is crucial for the success of the adaptation TEMs, and Parties' support and buy-in for this process, to develop a common understanding of what the value added of the adaptation TEMs are vis-à-vis other adaptation-related processes in the UNFCCC.

CAN believes the champions can play a valuable role in shaping the future of the TEMs post Paris by helping refining objectives and making them more effective with respect to their results.

5) High-level event

“The high-level climate champions will facilitate, through strengthened high-level engagement in the period 2016–2020, the successful execution of existing efforts and the scaling-up and introduction of new or strengthened voluntary efforts, initiatives and coalitions. The high-level event at the Conference of the Parties (COP) is now the main annual showcase of climate action”. (Call for Submissions on the road map for global climate action, 4).

Summary

- **The high-level event is a chance for Party and non-Party stakeholders to demonstrate that their ambitious new and ongoing collective efforts help to close the pre-2020 ambition gap.**

CAN expects the high-level event to showcase ambitious actions and efforts of Parties and non-Party stakeholders that contribute to closing the pre-2020 ambition gap. Space should be provided to recognize actions and initiatives that are making significant progress, but also to recognize new initiatives that address gaps and needs not yet addressed by other initiatives. The high-level event should also foster greater interaction between state and non-state actors and lead to increased cooperation and coordination. The event should not just be a space for speeches and statements by ministers, but should also provide equal opportunities for businesses, communities and civil society groups to interact and exchange ideas.

The champions also have a role to play in coordinating with other high-level events related to climate action such as the UN General Assembly, Climate Week, Business and Climate Summit, Climate Chance and other related events. Many actors self-organize within their specific issue-areas, and their efforts could be tapped into to strengthen the action agenda and draw linkages to the broader impacts and benefits of climate action for development, economic growth, public health, social justice, international security and other global priorities.

6) Foster the full potential of UNFCCC institutions and initiatives

- **UNFCCC institutions and initiatives that were set-up in the past need to help deliver early action now**
- **Trust needs to be reinstated in NAMAs as a vehicle for increased ambition**
- **Halting deforestation is a paramount pre-2020 action. REDD+ is ready for implementation to advance these efforts.**

In addition to the focus areas outlined in the draft champions roadmap, CAN would also like to highlight some key areas of opportunity to foster greater pre-2020 action which the champions could help to harvest in the coming years.

The champions should look at the existing UNFCCC institutional arrangements, particularly on REDD+, NAMAs and NAPs. They should review their adequacy and effectiveness, particularly in relation to implementation. In the case of NAMAs the overall lack of finance as well as chaotic information resources has crippled this institution. There are a total of 178 NAMAs submitted, 168 under development and only 16 are currently being implemented. The champions can play a key role in helping to reinstate trust in NAMAs as a vehicle for increased ambition by helping create a dedicated interface between the NAMA registry and the Green Climate Fund, and by reviewing reporting guidelines for the NAMA registry.

In the New York Declaration on Forests, Parties set a timeline to halve deforestation by 2020 and strive to end it by 2030. The importance of halting deforestation is paramount. REDD+, the vehicle created under the UNFCCC to halt deforestation and recuperate degraded land, can be implemented now. Also, since the 2014 TEM on land use, Brazil has begun to report its results-based actions on REDD+, and Columbia, Ecuador, Guyana, Malaysia and Mexico are expected to be reporting soon. There is thus a wealth of practical knowledge and experience that could be shared and built upon. This would not only assist potential REDD+ countries to raise pre-2020 ambition, but could inform the nearly 100 countries which explicitly included mitigation from land use in their INDCs, on further strategies and ways to transparently keep track of progress.