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缔约方会议

第二十一届会议

2015年11月30日至12月11日，巴黎

临时议程项目 12(b)

与融资有关的事项

融资问题常设委员会的报告

## 融资问题常设委员会提交缔约方会议的报告\*

### 概要

本报告载有融资问题常设委员会 2015 年的工作成果、包括各次会议的有关资料。本报告还载有：融资问题常设委员会成员名单；融资问题常设委员会第三次论坛的总结报告和建议；融资问题常设委员会关于 2016 年论坛专门讨论处理与气候变化不利影响相关损失和损害风险的金融工具问题的协议；载有向《公约》资金机制经营实体提供指导意见的草案的两份决定草案；融资问题常设委员会关于《公约》附件一所述缔约方报告财务信息的方法的建议；关于衡量、报告和核实支助的工作计划草案；2016 年气候融资流量两年期评估和概览纲要；关于适应基金与《公约》之下其他机构未来的体制联系和关系的结论和建议；融资问题常设委员会 2016-2017 年工作计划。

\* 本文件逾期提交，是为载入 2015 年 10 月 26 日至 28 日举行的融资问题常设委员会第 11 次会议的结果。

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## 一. 引言

### A. 任务

1. 缔约方会议(COP)第 2/CP.17 号决定第 120 段决定融资问题常设委员会应就其工作的所有方面向 COP 每届常会提出报告和建议，供其审议。
2. COP 第 5/CP.18 号决定第 3 段核可了融资问题常设委员会 2013-2015 年工作方案，<sup>1</sup> 第 7/CP.19 号决定第 6 段核可了融资问题常设委员会 2014-2015 年工作计划。融资问题常设委员会经更新的 2016-2017 年工作计划载于附件十。

### B. 本说明的范围

3. 本文件载有融资问题常设委员会 2015 年的工作成果和该委员会向 COP 提出的、供其在第二十一届会议上审议的建议，以及融资问题常设委员会第 9、第 10 和第 11 次会议及其第三次论坛的报告。

### C. 建议缔约方会议第二十一届会议采取的行动

4. COP 在审议有关议程项目时不妨考虑以下内容：

(a) 融资问题常设委员会关于加强森林融资一致性和协调性的第三次论坛所提建议，载于附件二，第 54 段；

(b) 关于对绿色气候基金的指导意见草案的结论草案和关于对全球环境基金(环境基金)的指导意见草案的决定草案，分别载于附件四和附件五；

(c) 融资问题常设委员会关于《公约》附件一所列缔约方(附件一缔约方)报告财务信息的方法的建议，载于附件六；

(d) 关于适应基金与《公约》之下其他机构未来的体制联系和关系的建议，载于附件九，第 4 和第 5 段。

5. COP 不妨注意以下事项：

(a) 融资问题常设委员会的成员，载于附件一；

(b) 关于融资问题常设委员会第三次论坛的总结报告，载于附件二，第 1-53 段；融资问题常设委员会 2016 年的后续活动，载于附件二，第 55 段；

<sup>1</sup> FCCC/CP/2012/4，附件二。

(c) 融资问题常设委员会关于 2016 年论坛专门讨论处理与气候变化不利影响相关损失和损害风险的金融工具问题的协议，载于附件三；

(d) 关于气候融资流量两年期评估和概览之后继续衡量、报告和核实支助的工作计划，载于附件七；

(e) 2016 年气候融资流量两年期评估和概览纲要，载于附件八，包括表 2 所载指示性时间表；

(f) 关于适应基金与《公约》之下其他机构未来的体制联系和关系的结论，载于附件九；

(g) 融资问题常设委员会经更新的 2016-2017 年工作计划，载于附件十；

(h) 融资问题常设委员会确定的关于向《公约》资金机制经营实体提供指导意见的频率的备选方案(见以下第 25 段)；

(i) 分析以往指导意见以确定可以作为融资问题常设委员会 2016 年提出未来指导意见的依据的核心指导意见所涉的必要额外工作。

## 二. 融资问题常设委员会 2015 年各次会议的议事情况

### A. 成员

6. 2015 年，Houssen Alfa Nafu 先生(马里)和 Outi Honkatukia 女士(芬兰)当选为融资问题常设委员会联合主席。Kate Downen 女士(大不列颠及北爱尔兰联合王国)接替了 Inka Gnittke 女士(德国)。截至 2015 年 10 月 30 日的融资问题常设委员会成员名单载于附件一。

### B. 融资问题常设委员会的各次会议

7. 缔约方观察员以及非政府组织、政府间组织、智库、多边开发银行和《公约》资金机制经营实体的代表出席了融资问题常设委员会的各次会议。观察员积极参加了融资问题常设委员会的讨论。

8. 融资问题常设委员会通过全体会议和分组讨论举行会议。融资问题常设委员会所有会议均进行网播，可应要求提供会议录像。<sup>2</sup> 委员会请观察员组织的代表就所讨论的各种问题发表意见，并积极参与分组讨论。

<sup>2</sup> 可查阅融资问题常设委员会网站 <http://unfccc.int/7703.php>。

9. 会议文件可查阅融资问题常设委员会网站。<sup>3</sup>

10. 融资问题常设委员会第 9 次会议于 2015 年 3 月 10 日和 11 日在德国波恩举行。在该次会议上，融资问题常设委员会请秘书处汇编并分析融资问题常设委员会在第 10 次会议以前提出的以往指导意见，作为为关于对资金机制经营实体的指导意见草案的讨论提供的投入。融资问题常设委员会还商定：

(a) 为 2015 年 6 月举行的长期资金问题会期研讨会提供投入；

(b) 在联合国粮食及农业组织(粮农组织)世界森林大会期间，于 2015 年 9 月 8 日和 9 日组织常设委员会论坛；

(c) 根据第 11/CP.20 号决定所载与附件一缔约方报告财务信息的方法有关的任务，优先处理 2015 年气候融资流量两年期评估和概览之后继续衡量、报告和核实支助的工作；

(d) 请融资问题常设委员会成员、观察员和《公约》之下的专题机构在 2015 年 5 月 8 日之前提交关于以下问题的材料：(1) 适应基金与《公约》之下其他机构未来可能的关系；(2) 适应基金与《公约》之下其他机构未来可能的体制联系，同时考虑到已确定的法律和技术影响。

11. 融资问题常设委员会第 10 次会议于 2015 年 6 月 12 日和 13 日在波恩举行。以下是本次会议的重要成果：

(a) 在对融资问题常设委员会第三次论坛的目标进行了进一步讨论后，融资问题常设委员会商定，应侧重在减缓和适应背景下的森林融资问题。除了现有的森林融资，论坛还应审查通过调动私人融资等方式，可以推动和加强哪些融资；

(b) 融资问题常设委员会商定，联合召集人将在秘书处的支持下，继续在闭会期间汇编和分析以往的指导意见，并推迟确定核心指导意见的工作，直至汇编和分析以往提供的指导意见的工作已取得进展或已完成。融资问题常设委员会还商定编写关于向资金机制经营实体提供指导意见的频率的备选方案，包括每个备选方案的优点和缺点，供其第 11 次会议审议；

(c) 融资问题常设委员会考虑到联合会期研讨会的成果，高定制订关于如何改进附件一缔约方报告财务信息的方法的建议，以期在第 11 次会议上完成关于这一事项的工作。常设委员会还商定制定一份纲要和结构草案，为 2016 年气候融资流量两年期评估和概览的数据收集和起草进程提供指导，供第 11 次会议商定。

<sup>3</sup> <https://unfccc.int/6881.php>.

12. 融资问题常设委员会第 11 次会议于 2015 年 10 月 26 日至 28 日在波恩举行。常设委员会商定了提交 COP 21 的报告的总体纲要，包括其 2016-2017 年工作计划。此外，融资问题常设委员会在该次会议上审议了以下项目：

(a) 融资问题常设委员会关于加强森林融资一致性和协调性的第三次论坛的结论报告草案；

(b) 关于融资机构常设委员会第四次论坛的工作，气候变化影响相关损失和损害华沙国际机制执行委员会请融资问题常设委员会 2016 年论坛专门讨论处理与气候变化不利影响相关损失和损害风险的金融工具问题。总体方针达成了一致；

(c) 对资金机制经营实体的指导意见的草案，提供了对以往指导意见的汇编和分析，以及提供指导意见的频率的备选方案；

(d) 发达国家报告财务信息的方法，关于气候融资流量两年期评估和概览之后继续衡量、报告和核实支助的工作计划，以及 2016 年气候融资流量两年期评估和概览纲要；

(e) 适应基金与《公约》之下其他机构的体制联系和关系。

### 三. 融资问题常设委员会 2015 年的工作

#### A. 融资问题常设委员会论坛和虚拟论坛

##### 1. 融资问题常设委员会 2015 年论坛

13. COP 请融资问题常设委员会在关于一致性和协调性的工作中，顾及不同政策办法，特别考虑森林融资问题，并利用其最近的下一次论坛着重讨论与森林融资有关的问题，包括实施第 1/CP.16 号决定第 70 段中所指活动，尤其包括：(1) 第 1/CP.18 号决定第 29 段提到的为基于成果的行动进行转移支付的方式方法；(2) 为替代办法提供财政资源。COP 还请融资问题常设委员会请实施第 1/CP.16 号决定第 70 段所指各项活动问题专家参加论坛。<sup>4</sup>

14. 由融资问题常设委员会与粮农组织在南非政府主办的第十四届世界森林大会期间合作组织的融资问题常设委员会第三次论坛题为“加强森林融资一致性和协调性”，于 2015 年 9 月 8 日和 9 日在南非德班举行。<sup>5</sup> 出席论坛的

<sup>4</sup> 第 9/CP.19 号决定，第 20 和第 21 段。

<sup>5</sup> 与融资问题常设委员会第三次论坛有关的所有资料，包括议程、发言人名单、发言及与会者名单，可查阅 [http://unfccc.int/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/items/9053.php](http://unfccc.int/cooperation_and_support/financial_mechanism/standing_committee/items/9053.php)。

有 6 名融资问题常设委员会成员以及代表缔约方、森林和金融机构、私营部门和民间社会的 180 名与会者。20 多名顾问作为召集人、讨论小组成员、讨论主持人和报告员参加了论坛。其中包括来自各国政府、多边和双边金融机构、智库、联合国各组织和私营部门的代表。

15. 为了筹备论坛和为融资问题常设委员会关于森林筹资一致性和协调性的工作提供资料，融资问题常设委员会联系了从事森林融资工作的各利害关系方并开展了一些外联活动，包括以下活动：

(a) COP 20 期间就融资问题常设委员会关于森林融资工作开展的外联活动；

(b) 关于森林筹资一致性和协调性的公开网播研讨会以及融资问题常设委员会第三次论坛；<sup>6</sup>

(c) 参加联合国森林论坛—联合国亚洲及太平洋经济社会委员会关于整合东南亚气候和森林融资的联合研讨会(2015 年 3 月 23 至 25 日)；<sup>7</sup>

(d) 参加联合国森林论坛第十一届会议；<sup>8</sup>

(e) 参加全球景观论坛：投资情况(2015 年 6 月 10 日)；<sup>9</sup>

(f) 参加关于协调对实施第 1/CP.16 号决定第 70 段所述活动的支助的第二次自愿会议(2015 年 6 月 8 日)；<sup>10</sup>

(g) 参加与第十四届世界林业大会同时举行的创新和投资论坛。<sup>11</sup>

16. 此外，融资问题常设委员会继续利用其虚拟论坛<sup>12</sup>，虚拟论坛中保存着论坛会议的有关资料和其他相关资料，如成员们在外联活动上所作的发言和提交材料，供所有相关利害关系方查阅。

<sup>6</sup> 更多信息可查阅 <http://unfccc.int/8985>。

<sup>7</sup> 更多信息可查阅 <http://unff-fp.un.org/documents/workshop-documents/southeast-asia/>。

<sup>8</sup> 更多信息可查阅 <http://www.un.org/sustainabledevelopment/events/un-forum-on-forests-eleventh-session-unff11/>。

<sup>9</sup> 更多信息可查阅 <http://www.landscapes.org/london/>。

<sup>10</sup> 更多信息可查阅 <http://redd.unfccc.int/meetings/voluntary-meetings.html>。

<sup>11</sup> 更多信息可查阅 <http://www.fao.org/about/meetings/world-forestry-congress/programme/specialevents/investment-forum/en/> and <http://unfccc.int/9053>。

<sup>12</sup> <http://unfccc.int/SCF/Forum>。

## 2. 融资问题常设委员会 2016 年论坛

17. 融资问题常设委员会第 11 次会议启动了 2016 年论坛的筹备工作，并审议了华沙国际机制执行委员会在执行委员会工作计划行动领域 7 背景下<sup>13</sup> 关于融资问题常设委员会 2016 年论坛专门讨论处理与气候变化不利影响相关损失和损害风险的金融工具问题的请求。执行委员会的一名成员，Gottfried von Gemmingen 先生发言，简要介绍了执行委员会的工作计划，特别是行动领域 7 的内容。

18. 融资问题常设委员会接受了上文第 17 段所述的执行委员会的请求，设立了工作组，并商定了将在闭会期间开展的一套活动。融资问题常设委员会就这一项目各次讨论的成果载于附件三。

### B. 一致性和协调性：在顾及不同政策办法的情况下处理森林融资问题

19. 如以上第 13 段所述，COP 19 请融资问题常设委员会在其关于一致性和协调性的工作中，特别考虑森林融资问题。作为回应，融资问题常设委员会在 2015 年继续编写工作文件，并提请融资问题常设委员会成员和观察员(包括缔约方观察员)、国际组织、联合国机构和智库提供书面反馈。收到的反馈意见可在融资问题常设委员会的信息存放处查阅。<sup>14</sup> 如融资问题常设委员会第 10 次会议所商定，工作文件作为融资问题常设委员会第三次论坛背景文件出版。可在虚拟论坛网站查阅该背景文件。<sup>15</sup>

20. 融资问题常设委员会第 11 次会议商定在 2016 年开展附件二第 55 段所述后续活动，提高森林融资的一致性和协调性。

### C. 对《公约》资金机制经营实体的指导意见

21. 根据第 2/CP.17 号决定，<sup>16</sup> 融资问题常设委员会的职能之一是向 COP 提供对《公约》资金机制经营实体的指导意见草案，以期提高此类指导意见的一致性和实用性，同时考虑到经营实体的年度报告和缔约方提交的相关材料。COP 20 核可了融资问题常设委员会向 COP 20 提交的报告第 10 段中关于

<sup>13</sup> FCCC/SB/2014/4，附件二。

<sup>14</sup> [http://unfccc.int/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/items/7561.php#CCFF](http://unfccc.int/cooperation_and_support/financial_mechanism/standing_committee/items/7561.php#CCFF)。

<sup>15</sup> <http://unfccc.int/9053>。

<sup>16</sup> 第 2/CP.17 号决定，第 121(c)段。

为经营实体提供指导意见的建议。<sup>17</sup> 此外，COP 请融资问题常设委员会就向资金机制提供指导意见的频率问题提供咨询意见，并就此问题向 COP 21 进行报告。<sup>18</sup>

22. 融资问题常设委员会在第 9、第 10 和第 11 次会议上讨论了这一事项，并在闭会期间继续推进关于这一问题的的工作。经营实体的代表积极参与了融资问题常设委员会这三次会议的讨论，并应要求提供了资料。

#### 1. 对经营实体的指导意见

23. 融资问题常设委员会首次向 COP 提供关于对环境基金和绿色气候基金的指导意见的决定草案，而不是转交融资问题常设委员会成员依据经营实体的年度报告以及从适应委员会和技术执行委员会收到的意见以表格格式提交的材料汇编。<sup>19</sup> <sup>20</sup> 融资问题常设委员会第 11 次会议依据这些提交材料的汇编以及在在该次会议期间关于提高森林融资一致性和协调性问题的 2015 年论坛的工作组提供的投入意见制定了两份决定草案。融资问题常设委员会在得到同意的情况下在技术上改进了提交材料和收到的投入意见的汇编；然而，融资问题常设委员会没有对决定草案进行谈判。此外，融资问题常设委员会商定将有关这一事项的建议列入提交 COP 的年度报告。

#### 2. 向经营实体提供指导意见的频率

24. 融资问题常设委员会第 10 次会议请工作组的联合召集人在秘书处的支持下，编写备选方案，供第 11 次会议审议。融资问题常设委员会第 11 次会议审议了联合召集人列出的以下备选方案，包括每一种备选方案已查明的法律 and 实际影响：<sup>21</sup>

- (a) 每年提供指导意见；
- (b) 每两年提供指导意见；
- (c) 每四年提供指导意见。

<sup>17</sup> FCCC/CP/2014/5。

<sup>18</sup> 第 6/CP.20 号决定，第 19 和 20 段。

<sup>19</sup> 见融资问题常设委员会文件 SCF/2015/10/13，第 5 部分。可查阅 [http://unfccc.int/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/items/6881.php](http://unfccc.int/cooperation_and_support/financial_mechanism/standing_committee/items/6881.php)。

<sup>20</sup> 更多信息可查阅 [http://unfccc.int/tclear/pages/tclear/templates/render cms\\_page? TEC\\_meetings](http://unfccc.int/tclear/pages/tclear/templates/render cms_page? TEC_meetings) and [http://unfccc.int/adaptation/groups\\_committees/adaptation\\_committee/items/9029.php](http://unfccc.int/adaptation/groups_committees/adaptation_committee/items/9029.php)。

<sup>21</sup> 载于融资问题常设委员会文件 SCF/2015/11/5 第三部分。



25. 然而，鉴于成员对所列备选办法表达了不同意见，包括关于考虑到两个经营实体运作阶段不同而向它们提供不同频率指导意见的可行性的意见，融资问题常设委员会未能就任何备选方案达成一致。

26. 由于这项工作的复杂性以及会议期间时间有限，融资问题常设委员会第 11 次会议商定向 COP 21 提出建议，说明融资问题常设委员会将在 2016 年就此问题进一步开展工作并提请 COP 注意，为完成这项工作，或许必须对这一问题进行进一步审议，除其他外，同时考虑以下有关问题：

(a) 时机和顺序，特别是对资金机制的审查、充资周期和各自的评价进行审查的时机和顺序；

(b) 各经营实体不同的运作阶段；

(c) 改进经营实体向 COP 提交的报告的方法；

(d) 在更具战略性的层面向经营实体提供指导意见的可能性。

### 3. 汇编和分析以往对经营实体的指导意见

27. 融资问题常设委员会在第 9 次会议期间和 2015 年剩余时间，按照融资问题常设委员会向 COP 20 提出的各项建议，启动了对以往的指导意见的汇编和分析。融资问题常设委员会商定，汇编和分析以往的指导意见，以及确定核心指导意见草案，将成为审议提高指导意见的一致性和实用性、经营实体及其管理资金之间的互补性，以及向资金机制提供指导意见的频率等问题的依据。融资问题常设委员会分别为环境基金和绿色气候基金编写了一份文件，在每份文件中概述了与以往指导意见有关的以下项目：(1) 经营实体响应所提指导意见在一份报告中提供的信息(如果有的话)；(2) 关于各项指导意见的建议情况的信息(即，该指导意见是否，除其他外，已得到响应，和/或可被视为过时、重复和/或正在进行中)；(3) 就政策、方案优先事项、资格标准或其他方面而言，该指导意见属于哪一类别。<sup>22</sup> 此外，融资问题常设委员会分别为环境基金和绿色气候基金编写了一份简编，其中载有向这两个经营实体所提

<sup>22</sup> 在 COP16 至 COP20 向绿色气候基金提供的以往指导意见的汇编和分析可查阅 [http://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/compilation\\_analysis\\_of\\_past\\_guidance\\_gcf.pdf](http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/compilation_analysis_of_past_guidance_gcf.pdf)，在 COP1 至 COP20 期间附属履行机构向环境基金提供的对以往指导意见的汇编和分析可查阅 [http://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/compilation\\_analysis\\_of\\_past\\_guidance\\_gcf\\_combined\\_0910.pdf](http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/compilation_analysis_of_past_guidance_gcf_combined_0910.pdf)。

供的所有指导意见。<sup>23</sup> 另外，已向融资问题常设委员会成员提供了一份按专题分布的以往指导意见的概述。<sup>24</sup>

#### D. 气候融资流量两年期评估和概览之后继续衡量、报告和核实支助

28. COP 19 请融资问题常设委员会根据 2014-2015 年的工作计划和委员会的任务，考虑在气候融资流量两年期评估和概览之后，如何继续加强衡量、报告和核实支助的工作。<sup>25</sup> 此外，COP 20 请融资问题常设委员会在目前进行的工作，包括在编写气候融资流量两年期评估和概览的工作框架内，进一步探讨如何促进对支助的衡量、报告和核实工作。<sup>26</sup> COP 20 还请资金问题常设委员会考虑会期联合技术研讨会的成果，将它关于报告财务信息的方法的建议列入它提交 COP 的年度报告。<sup>27</sup>

29. 除其他外，融资问题常设委员会考虑到与附属机构第四十二届会议同时举办的会期联合研讨会的成果，<sup>28</sup> 制定了一套近期和长期的改进附件一缔约方报告财务信息的方法的建议(载于附件六)。

30. 2015 年，除按照第 11/CP.20 号决议开展工作之外，融资问题常设委员会还根据第 7/CP.19 号决定第 9 段和第 6/CP.20 号决定第 11 段，商定加强衡量、报告和核实支助工作。在这方面，融资问题常设委员会在 2015 年开展了技术工作，以期查明目前的衡量、报告和核实支助工作中的差距和需要改进的领域。<sup>29</sup> 融资问题常设委员会还制定了一项两年期工作计划(载于附件七)，以便加强衡量、报告和核实《公约》之下的支助。

<sup>23</sup> 可查阅 [http://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/compedium\\_gef.pdf](http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/compedium_gef.pdf) 和 [http://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/compedium\\_gcf.pdf](http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/compedium_gcf.pdf).

<sup>24</sup> 载于融资问题常设委员会文件 SCF/2015/10/5 附件一。

<sup>25</sup> 第 7/CP.19 号决定，第 9 段。

<sup>26</sup> 第 6/CP.20 号决定，第 11 段。

<sup>27</sup> 第 11/CP.20 号决定，第 6 段。

<sup>28</sup> 关于附件一缔约方报告财务信息的方法的会期联合技术研讨会概述可查阅 [https://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/summary\\_of\\_the\\_in-session\\_workshop\\_on\\_reporting\\_methodologies\\_final\\_web.pdf](https://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/summary_of_the_in-session_workshop_on_reporting_methodologies_final_web.pdf). 讲习班借鉴的信息来源包括缔约方和观察员组织关于报告财务信息的方法的意见(FCCC/SBSTA/2015/MISC.3 and Add.1)和秘书处编写的技术文件(FCCC/TP/2015/2)。

<sup>29</sup> 关于衡量、报告和核实支助工作现有任务和差距的概述(2010-2015)可查阅 [http://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/%28for\\_website%29\\_overview\\_of\\_current\\_mandates\\_and\\_gaps\\_.pdf](http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/%28for_website%29_overview_of_current_mandates_and_gaps_.pdf).

## E. 2016 年气候融资流量两年期评估和概览

31. 根据第 2/CP.17 号决定第 121(f)段，融资问题常设委员会将继续每两年编写一份气候融资流量两年期评估和概览。2014 年编写第一次气候融资流量两年期评估和概览时也遵循了第 1/CP.18 号决定第 71 段、第 5/CP.18 号决定第 11 段和第 3/CP.19 号决定第 11 段的指导意见。

32. 融资问题常设委员会第 10 次会议启动了第二次气候融资流量两年期评估和概览的工作。在同次会议上，融资问题常设委员会成立了一个工作组，由 Houssen Alfa Nafo 先生和 Roger Dungan 先生作为联合召集人。融资问题常设委员会第 11 次会议商定了第二次气候融资流量两年期评估和概览的大纲，以及一份在 2016 年完成工作的指示性时间表。大纲和指示性时间表载于附件八，表 2。

## F. 融资问题常设委员会 2015 年工作计划和对长期气候融资问题的审议<sup>30</sup>

33. 在第 5/CP.20 号决定中，COP 决定，除其他外，通过年度会期研讨会继续审议长期融资问题。同时，COP 邀请《公约》之下的专题机构，特别是融资问题常设委员会、适应委员会和技术执行委员会在执行其 2015-2016 年工作计划时，酌情考虑第 3/CP.19 号决定第 12 段中提及的长期融资问题，作为对关于长期融资问题的年度会期研讨会的投入。

34. 为响应 COP 的邀请，<sup>31</sup> 融资问题常设委员会编写了一份简报文件，说明其与长期融资有关的工作内容，包括关于适应资金问题的 2014 年论坛、2014 年气候融资流量两年期评估和概览，以及对资金机制的第五次审查。2015 年 6 月 4 日，在附属机构第四十二届会议期间的长期融资问题会期研讨会上，联合主席 Honkatukia 发言介绍了意见投入。<sup>32</sup>

35. 此外，融资问题常设委员会商定在执行其 2015 年和 2016 年工作计划时考虑长期融资问题。例如，在制定 2016 气候融资流量两年期评估和概览纲要和范围时，融资问题常设委员会将考虑如何纳入第 3/CP.19 号决定第 12 段所述的长期融资问题，以便气候融资流量两年期评估和概览的成果能够成为对 2016 年会期研讨会的有益投入。

<sup>30</sup> 第 3/CP.19 号决定，第 12 段。

<sup>31</sup> 第 5/CP.20 号决定，第 14 段。

<sup>32</sup> 该发言和简报文件可查阅长期融资网站  
[http://unfccc.int/cooperation\\_support/financial\\_mechanism/long-term\\_finance/items/8939.php](http://unfccc.int/cooperation_support/financial_mechanism/long-term_finance/items/8939.php).

## G. 适应基金与《公约》之下其他机构的体制联系和关系

36. COP 21 请融资问题常设委员会考虑适应基金与《公约》之下其他机构未来可能的体制联系和关系的相关问题。<sup>33</sup>

37. 融资问题常设委员会商定从三个主要方面审查这项任务：

(a) 适应基金与《公约》之下其他机构之间未来可能的关系；

(b) 适应基金与《公约》之下其他机构之间未来可能的体制联系，同时考虑到已查明的任何法律和技术影响问题；<sup>34</sup>

(c) 在未来更广泛的资金框架背景下，适应基金与《公约》之下其他机构之间未来可能的体制联系。

38. 融资问题常设委员会请其成员和观察员就以上第 38(a)和(b)段所述方面提出意见。融资问题常设委员会请秘书处参考提交材料、适应基金第二次审查的技术文件和适应基金董事会关于适应基金和绿色气候基金之间潜在联系问题的审议，编写一份关于适应基金与《公约》之下其他机构之间未来的体制联系和关系问题的文件。

39. 融资问题常设委员会第 11 次会议审议了以上第 39 段所述的工作文件，以及备选建议和结论。作为补充，秘书处法律专家应融资问题常设委员会的要求编写了一份简报，说明融资问题常设委员会会议期间提出的备选方案(一方面涉及适应基金与 COP 之间的联系，另一方面涉及适应基金和融资问题常设委员会之间的联系)的法律可行性。<sup>35</sup> 融资问题常设委员会关于这一任务的审议结果载于附件九。

<sup>33</sup> 第 6/CP.20 号决定，第 22 段。

<sup>34</sup> 融资问题常设委员会第 9 次会议指出，从法律的角度来看，适应基金是在《京都议定书》之下设立的，这意味着适应基金和《公约》之下其他机构之间建立任何有法律影响的体制安排，都将需要 COP 和作为《京都议定书》缔约方会议的《公约》缔约方会议共同决定。

<sup>35</sup> 该法律简报可查阅

[http://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/legal\\_note\\_on\\_proposed\\_recommendations\\_on\\_af\\_linkages.pdf](http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/legal_note_on_proposed_recommendations_on_af_linkages.pdf).

## H. 与附属履行机构和《公约》各专题机构的联系

40. 第 2/CP.17 号决定授权融资问题常设委员会与附属履行机构和《公约》各专题机构保持联系。<sup>36</sup> 在 COP 19 上，缔约方呼吁融资问题常设委员会进一步加强与履行机构和《公约》各专题机构的联系。<sup>37</sup>

41. 2015 年，Diann Black-Layne 女士是气候技术中心和网络咨询委员会中的融资问题常设委员会代表。此外，Kyekyeku Yaw Oppong Boadi 先生继续以专家身份作为融资问题常设委员会在适应委员会国家适应计划工作队中的代表。两名成员都参加了这些机构的会议。融资问题常设委员会一名成员向华沙国际机制执行委员会第一次会议提供了投入。

42. 有提议指出，应在机构间共享各专题小组有关各自工作计划的资料，以加强融资问题常设委员会与《公约》之下各专题机构之间的合作。秘书处将协助委员会查明可能存在协同作用或有所重叠的领域，以及各机构正在审议的有关事项。融资问题常设委员会商定，应在秘书处支持下，采取逐案处理的方针处理各项工作，如在亲自出席或通过网络参与会议和研讨会时，确定可能需要融资问题常设委员会提供投入的有关议程项目并编写这方面的情况介绍。此外，有关附件一缔约方报告财务信息的方法的会期研讨会为 2015 年加强与履行机构和附属科学技术咨询机构的合作提供了一个机会。<sup>38</sup>

<sup>36</sup> 第 2/CP.17 号决定，第 121(b)段。

<sup>37</sup> 第 7/CP.19 号决定，第 10 段。

<sup>38</sup> 关于会期研讨会的更多资料可查阅 <http://unfccc.int/8892>。

## Annex I

[English only]

### List of members of the Standing Committee on Finance as at 30 October 2015

#### 1. Parties included in Annex I to the Convention

Mr. Stefan Agne (European Union)  
Mr. Georg Børsting (Norway)  
Mr. Jozef Buys (Belgium)  
Ms. Sarah Conway (United States of America)  
Ms. Kate Downen (United Kingdom of Great Britain and Northern Ireland)  
Mr. Roger Dungan (New Zealand)  
Ms. Outi Honkatukia (Finland)  
Mr. Yorio Ito (Japan)  
Mr. Stephan Kellenberger (Switzerland)  
Mr. Mark Storey (Sweden)

#### 2. Parties not included in Annex I to the Convention

##### African States

Mr. Houssen Alfa Nafo (Mali)  
Mr. Richard Sherman (South Africa)

##### Asia-Pacific States

Ms. Rajasree Ray (India)  
Mr. Ayman Shasly (Saudi Arabia)

##### Latin American and Caribbean States

Mr. Paul Herbert Oquist Kelley (Nicaragua)  
Mr. Raymond Landveld (Suriname)

##### Least developed countries

Ms. Edith Kateme-Kasajja (Uganda)

##### Other non-Annex I Parties

Ms. Suzanty Sitorus (Indonesia)  
Mr. Kyekyeku Yaw Oppong Boadi (Ghana)

##### Small island developing States

Ms. Diann Black-Layne (Antigua and Barbuda)

## Annex II

[English only]

### **Summary report on and recommendations of the third forum of the Standing Committee on Finance**

#### **I. Summary report on the third Standing Committee on Finance forum on enhancing coherence and coordination for forest finance**

##### **A. Introduction**

1. The third forum of the Standing Committee on Finance (SCF) took place on 8 and 9 September 2015 at the International Conference Centre, Durban, South Africa. It was organized in conjunction with the 14<sup>th</sup> World Forestry Congress in collaboration with the South African Government and the Food and Agriculture Organization of the United Nations (FAO).

2. The focus of the 2015 SCF forum was on issues related to finance for forests, including the implementation of the activities referred to in decision 1/CP.16, paragraph 70 (hereinafter referred to as REDD-plus<sup>1</sup>), inter alia: (1) ways and means to transfer payments for results-based actions as referred to in decision 1/CP.18, paragraph 29; and (2) the provision of financial resources for alternative approaches. The main objective of the 2015 SCF forum was enhancing coherence and coordination of forest financing, in the context of actions addressing mitigation and adaptation to climate change. The forum brought together representatives from Parties, forest and financial institutions, the private sector, civil society. They included representatives of governments, multilateral and bilateral financial institutions including operating entities of the Financial Mechanism, think tanks and United Nations organizations.

3. The forum focused on the issue of coherence and coordination from a perspective of financing for forests, taking into account different policy approaches, and considering, inter alia, the importance of forests in the context of sustainable development, the multifunctional and cross-cutting nature of forests, the diversity of actors involved in forest financing within and beyond the Convention and the different circumstances of the developing countries involved.

4. The first day of the forum focused on an overview of the issues related to forest finance, including the landscape of forest finance, and coherence and coordination of the delivery of forest financing, from the perspectives of both public and private sectors. On the second day, the forum focused on sharing case studies and experiences among the participants, on the two mandated topics, namely on: (1) ways and means to transfer payments for results-based actions; and (2) the provision of financial resources for alternative approaches. The second day also included discussions on the incentives required to achieve sustainable investments, which reduce deforestation and forest degradation, promote sustainable management of forests and enhance forest carbon stocks.

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<sup>1</sup> In decision 1/CP.16, paragraph 70, the Conference of the Parties encouraged developing country Parties to contribute to mitigation actions in the forest sector by undertaking the following activities: reducing emissions from deforestation; reducing emissions from forest degradation; conservation of forest carbon stocks; sustainable management of forests; and enhancement of forest carbon stocks.

5. Following the practice from the 2014 forum of the SCF, the 2015 forum took the modality of both plenary sessions and breakout group discussions, and there was positive feedback from many participants. During the plenary sessions, scene-setting presentations were given by panellists, followed by open discussions among the participants. In order to enable interactive exchange of ideas, breakout group discussions were held on both days. The discussion leaders and rapporteurs reported back to the plenary session at the end of each breakout group discussion, and concluding remarks were provided by co-facilitators.

## **B. Landscape of forest finance**

### **1. Scale, sources and instruments**

6. Information on the scale and sources of existing forest finance was presented by panellists from think tanks and international organizations, including the Climate Policy Initiative (CPI), FAO, the Overseas Development Institute (ODI), the United Nations Forum on Forests (UNFF) and the Global Environment Facility (GEF). According to a recent study by CPI, Climate Focus and the European Forest Institute, annual commitments from international public actors<sup>2</sup> for land-use mitigation and adaptation in 2012–2013 amounted to USD 5.8 billion, including more than USD 1.2 billion flowing to the forest sector to address climate change. CPI noted that while comprehensive data are lacking on domestic public expenditure and private investments in land-use mitigation and adaptation, climate finance appears to be a very small portion of the broader financial flows to agriculture and forestry in low- and middle-income countries, estimated to be hundreds of billions of USD, dominated by domestic private and domestic public spending. Existing financial instruments that support sustainable land-use include grants, concessional loans, market rate loans, equity, tax incentives, insurance and guarantees. One panellist mentioned that, taking note of the limited public sources of finance, new and innovative financing instruments are needed to meet the investment needs.

7. Some participants were of the view that the needs of developing countries cannot be met with a single type of forest finance, and that private finance will play a key role. Other participants were of the view that, while and even though substantial amounts of finance are already flowing for climate change and forests, relatively small amounts are flowing through the operating entities of the Financial Mechanism and overall flows are low compared with needs. In fact, the representative of UNFF stated that the required funding for sustainable forest management is between USD 70 and USD 160 billion per year globally.

8. According to the FAO representative, in a national context, forest financing encompasses a mixture of different and complementary types of finance, including finance for sustainable land-use and results-based climate finance. Several participants highlighted that finance for REDD-plus activities alone will not be sufficient for the transformational change in the sector, and finance beyond that is needed to achieve the envisioned long-term cumulative emission reductions. It was indicated by several participants that there is a need to mobilize investments in sustainable forestry and sustainable agriculture in order to reduce the pressures on forests. Such private sector investments should support the national plans or strategies that are tailored to country-specific circumstances.

9. Regarding the scale and sources of REDD-plus finance, the representative of FAO quoted a study published by ODI indicating that more than USD 8 billion has been pledged so far for REDD-plus, which mostly comes from public sector sources. However, despite

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<sup>2</sup> Including bilateral donors, development financial institutions, and domestic and international climate funds.



this significant figure, it was pointed out that low and slow disbursement rates can be observed.

10. Financial support for the first two phases of REDD-plus is being provided through various funds and programmes, via bilateral and multilateral channels. For example, representatives of the United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation (UN-REDD) and the Forest Carbon Partnership Facility shared their experiences in providing REDD-plus support that allows countries to access results-based payments and emphasized the importance of coordination among providers of REDD-plus support. Furthermore, pledges to support are being made but are not yet disbursed. Other sources of funding that countries are experimenting with for REDD-plus activities include domestic budgets, multiple sources pooled into national forest funds, and readiness support including by non-governmental organizations and voluntary markets. It was highlighted that in many cases, the different sources of REDD-plus finance are duplicative and can represent a challenge for a country to coordinate at the national level. Discussions on the role of the Green Climate Fund (GCF) are elaborated in chapter D below.

11. The GEF shared its experience and lessons learned in providing support for sustainable forest management and REDD-plus. The GEF invested more than USD 700 million into sustainable forest management and the REDD-plus incentive mechanism in over 80 countries. These investments have leveraged USD 4.6 billion in co-financing, from a range of other sources. Within its sixth replenishment, the GEF reinforced its strategy for sustainable forest management, aiming to harness multiple benefits from forests and tackling the drivers of deforestation and forest degradation, while supporting the role of forests in national sustainable development plans.

12. Participants noted that the UNFF facilitative process is aiming to assist countries to understand the existing funding sources for forests.

## **2. Mobilization of scaled-up forest finance**

13. With regard to scaling up forest finance, the need for harnessing the existing resources was highlighted. Many noted the importance of leveraging and redirecting the existing capital and investments to contribute to sustainable land-use practices. Some participants also underscored the role of co-financing in further scaling up resources. In addition to these discussions, technical suggestions were made on how to support the mobilization of financial resources for forests, including: provision of enhanced information on the flow of forest finance so as to better inform the decision makers in designing land-use mitigation and adaptation strategies; conduct of financial viability analysis; identification of financial instruments to redirect the existing resources to more sustainable practices; and encouragement of the coordination between public policy and financing instruments.

14. Participants also discussed ways to further scale up private finance for forests and referred to the need to redirect large capitals seeking risk-adjusted returns to sustainable forest projects. In this regard, conditions needed for scaling up private finance were presented, including: management of risk; access to finance; and enabling environments and policy frameworks. One panellist presented the usefulness of strengthening public-private partnerships, to exchange knowledge, enhance public awareness and develop better business models for the private sector. Support from the public sector to enable private sector involvement, such as through provisions of concessional loans and insurances from bilateral and multilateral sources, can encourage more private sector participation in REDD-plus support. Many participants agreed that private sector investments can best contribute to protecting forests if the investment is aligned with government actions for sustainable management of forests.

15. The role of public policies and finance was discussed with regard to how it can contribute to make the private investments sustainable in the long term. Some participants highlighted that governments should play a leading role in implementing the New York Declaration on Forests, which grew out of dialogue among governments, companies and civil society at the United Nations Secretary-General's Climate Summit 2014 in New York. A number of participants noted the importance of coordination among governments, international organizations and the private sector in advancing the objectives outlined in the Declaration.

16. The role of local domestic private sector actors was emphasized. Some participants said that governments, when designing sustainable forest management policies, need to take into account the fact that private sector actors are motivated by favourable risk-return profiles. Successful case studies were presented in this regard. One example presented highlighted the importance of using public-private partnerships to encourage the local private sector to start investing in sustainable forest management. Another example focused on improving access to credits for smallholders, who are facing poor financial infrastructure and high transaction costs. Providing them with favourable long-term capital, for example, with longer maturity or readjusted repayment schedules to productivity cycles, could encourage them to engage in sustainable forest management, and, where agriculture drives deforestation, in sustainable agriculture.

17. In relation to financial resources for REDD-plus, several participants raised the importance of predictable and adequate international financial support in preparing and implementing their national REDD-plus strategies. Lack of clarity on the amount and duration of forthcoming financing is a challenge. It was also noted that current financial support for REDD-plus is concentrated more on phase one and phase three, and the need for sufficient and balanced financial support for all three phases was emphasized.

### **3. Information gaps**

18. In the discussions related to the estimates of forest finance flows, participants noted that there are gaps in data and information on forest finance flows. Currently, there is no commonly agreed definition of forest finance and what qualifies as forest finance. Information on private finance for forests is largely unavailable due to the difficulty in tracking. Participants mentioned that this poses challenges to governments and investors alike, in acquiring necessary information for designing policies or making investment decisions.

19. Some participants noted that measurement, reporting and verification of support is one of the main functions of the SCF and that there are lessons that could be learned in tracking REDD-plus finance. It was also noted that the Lima Information Hub for REDD-plus could enhance the transparency of results-based actions and of corresponding payments.<sup>3</sup>

## **C. Addressing the drivers of deforestation: opportunities and challenges in forest finance**

### **Coherence of policy and financing instruments across sectors**

20. Many participants agreed that policies and investments (e.g. in the agriculture sector) should be coherent with policy guidance on sustainable forests and its financing. Agriculture was highlighted as one of the main drivers of deforestation by a number of participants. Some studies have shown that up to 80 per cent of global deforestation occurs

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<sup>3</sup> More details on the Lima Information Hub are available at <<http://redd.unfccc.int/>>.

as result of agricultural practices. In this regard, increasing the scale of national and international resources for forest finance will do little to stop deforestation, unless the key drivers are addressed.

21. In this context, many participants stressed that policy coherence between forestry and sectors that drive deforestation, in particular agriculture, is crucial to achieve reductions of deforestation and forest degradation. Agricultural policies and financing instruments, such as concessional loans, can encourage agricultural production techniques that reduce the pressures on forests. Another example was to reduce the policy incentives for drivers of deforestation, or to add fiscal conditions and requirements for subsidies that drive deforestation. One representative of the United Nations Environment Programme Finance Initiative shared a recent relevant study by the UN-REDD programme titled “Fiscal incentives for agricultural commodity production: options to forge compatibility with REDD+”.<sup>4</sup>

22. During this discussion, some participants suggested that governments should invest in tools to better monitor land-use changes and improve regulatory frameworks. It was also pointed out that, for a transformational consumption pattern of forest products, both supply and demand sides of the drivers of deforestation and degradation should be addressed.

23. Addressing drivers of deforestation requires cross-sectoral cooperation among different institutions, especially between different government ministries. Emphasis was given to the importance of coordinating enabling environments across different sectors to clarify any conflicting regulations, enhancing capacity of relevant institutions, application of common language and generation of comprehensive and accurate data. In this discussion, it was noted that matchmaking is the key to connecting the public and private actors dispersed in regional and sectoral silos. Participants suggested that all countries should be called upon to enhance their enabling environments so as to encourage their domestic private sectors to invest in sustainable forest management.

24. In this context, the importance of scaling up sustainable land-use investments and of redirecting finance towards sustainable land-use practices was highlighted, as these are capable of creating multiple benefits, including for climate change and forestry. Participants noted that there are opportunities to be harnessed in this regard, for example, pools of assets and investors seeking risk diversification, potential in the growth of green bonds and scaling up REDD-plus finance with market commitments. It was also noted that there should be a clear business case for investors. During this discussion, some participants underscored the usefulness of designing risk-mitigating or risk-sharing instruments and making them accessible to institutional investors. Many participants stressed that local smallholders need to be empowered and supported with favourable financial benefits, so that there are strong business cases for them. It was also pointed out by some participants that land-based investments, including for forests and through REDD-plus activities, should be delivered with a full consideration of the social, economic and environmental impacts on the ground and in line with safeguard requirements and national policies. To continue the discussion on this topic, a suggestion was made for the SCF to look into how private finance can be scaled up for forests, based on lessons learned from other sectors.

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<sup>4</sup> Available at <[http://www.unredd.net/index.php?view=document&alias=14584-un-redd-policy-brief-qfiscal-incentives-for-agricultural-commodity-production-options-to-forge-compatibility-with-reddq&category\\_slug=forest-ecosystem-valuation-and-economics&layout=default&option=com\\_docman&Itemid=134](http://www.unredd.net/index.php?view=document&alias=14584-un-redd-policy-brief-qfiscal-incentives-for-agricultural-commodity-production-options-to-forge-compatibility-with-reddq&category_slug=forest-ecosystem-valuation-and-economics&layout=default&option=com_docman&Itemid=134)>.

## **D. Finance for REDD-plus and alternative approaches: enhancing coherence and coordination**

25. Participants exchanged views on how to enhance coherence and coordination of finance for REDD-plus and alternative approaches, considering that the forest financing mix of a country consists of different and complementary types of finance (e.g. finance for sustainable land use and REDD-plus finance).

### **1. Financial support for different phases of REDD-plus**

26. Participants acknowledged the existing support for the REDD-plus provided by developed countries but pointed out that an important share of international REDD-plus finance is concentrated in a few countries. In order to address these issues, some participants suggested that coordination between providers of REDD-plus finance would be useful. In addition, participants mentioned that coordination of REDD-plus finance could aim for, *inter alia*, provision of balanced support for all phases of REDD-plus and alignment of different requirements and methodologies required by the providers of finance, especially for phase three.

27. Many participants noted that countries are currently at different phases of REDD-plus and levels of capacity differ among countries. It was mentioned that programme implementation can be costly and time consuming, if capacity is not built properly with readiness support. Significant *ex ante* funding is required to overcome these barriers, including fiduciary capacity.

28. This led to discussions on building the fiduciary capacity of recipient countries and the international support needed. Many participants highlighted that fiduciary requirements for accessing finance could be challenging for some developing countries, and emphasized that building national fiduciary capacity is important to ensure country ownership of REDD-plus finance. Some participants from developing countries noted that they need readiness support to build fiduciary capacity as soon as possible, so that their national institutions can be prepared to be accredited to the GCF. In this context, there was general agreement that international support for phases one and two of the REDD-plus is the key to unlocking the potential for REDD-plus. Other participants suggested that maintaining the linkages between the different phases of the REDD-plus in a country is helpful for attracting financial support from multiple sources.

29. Regarding the role of the GCF, several participants, particularly from developing countries, remarked on the expectation of the GCF to provide funding for the three phases of REDD-plus and in accordance with the Warsaw Framework for REDD-plus. Funding for readiness (phase one) was especially highlighted, and queries were made to the GCF representative about guidelines for consideration of results-based payments under phase three.

30. The timelines for the GCF to develop and put in place its operational guidelines for results-based payments, as well as more concrete guidance on how it will support REDD-plus activities across the three phases, remained unclear. Some participants noted that the SCF may be in a position to recommend guidance to the Conference of the Parties (COP) in this regard.

### **2. REDD-plus strategies and country ownership**

31. When discussing international support for sustainability of REDD-plus, participants noted that it is important for a country to have a REDD-plus strategy to first determine what it wishes to achieve. Participants also noted that countries with a national forest strategy need to take holistic approaches and should take their REDD-plus strategies into consideration, in order to ensure the alignment of different sources of forest finance. It was also mentioned that the REDD-plus strategies and the finance associated with them can be

most effective if they are aligned with national development policies and promote engagement of relevant private sector actors. In this context, participants noted the importance of interministerial and sectoral coordination, which requires clear responsibilities and coordination among key actors. It was also mentioned that benefits for each stakeholder have to be communicated in a simple and clear narrative. It was also noted that the design of REDD-plus strategies needs to be tailored and that there is no one size which fits all.

32. Under this discussion, it was pointed out that country ownership is crucial in designing the REDD-plus strategies and the associated financing structures. The financing structures for national REDD-plus strategies need to be designed according to each country's existing financial architecture. Some participants were of the view that this should be considered at an early stage, as retrofitting the institutions and frameworks at a later stage could be challenging. Many agreed that sharing the lessons learned in developing such strategies and financial architectures would be useful. Some participants mentioned that the co-benefits of REDD-plus activities, such as non-carbon benefits, contribute to development and enhance country ownership.

### **3. National REDD-plus and climate change funds**

33. Participants also shared their views and experiences regarding national REDD-plus funds or other national climate change funds. For establishing national REDD-plus funds, some suggested using existing legal frameworks, financial structures, funds and institutions, as this could be less resource intensive than creating the funds from the beginning. Design of REDD-plus funds should take into account the needs of recipient countries and the requirements of contributing countries. Other ideas shared in this discussion include: the need for the national REDD-plus funds to be flexible in choosing the most suitable actors in order to make better use of resources; the definition and selection of the best types of actors to implement the policies and measures; and using the REDD-plus funds as hubs to scale up and coordinate activities at subnational levels.

### **4. Engagement of the private sector in REDD-plus activities**

34. Participants discussed the opportunities for and challenges in engaging the private sector in REDD-plus activities. The role of the private sector was underscored more for phase two of the REDD-plus activities,<sup>5</sup> because of the larger scale of potential resources that can be unlocked. However, the relatively smaller amounts of international support provided for phase two, more through bilateral channels than multilateral ones, are posing some challenges to countries when implementing their REDD-plus programmes. Some solutions were suggested to scale up private investments in REDD-plus activities, such as public-private partnerships and co-financing schemes, which could also create better coordination among the public and private sectors and enhanced information sharing. In this context, it was also mentioned that, currently, private sector actors are not well informed about REDD-plus or about sustainable investment in forestry and agriculture, and participants agreed that governments need to engage more with the private sector, in their efforts to coordinate different stakeholders.

### **5. Enhancing coherence and coordination for results-based payments**

35. Participants discussed the opportunities and challenges regarding results-based payments. Many agreed that results-based payments backed by international financial support can be an effective means to finance innovative measures, which could not have

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<sup>5</sup> Phase two of REDD-plus includes the implementation of national policies and measures and national strategies or action plans that could involve further capacity-building, technology development and transfer and results-based demonstration activities (decision 1/CP.16, paragraph 73).

been financed otherwise domestically. Successful cases could inform domestic policies and be replicated through local actors. In this discussion, the importance of scaled-up financial support for phase three and harmonization among the providers of results-based payments was highlighted.

36. With regard to the potential role of the SCF in work on coherence and coordination, there was a suggestion that the SCF could facilitate the sharing of country experiences on accessing the results-based payments with financing entities, including the GCF.

37. A number of participants acknowledged that the Warsaw Framework for REDD-plus provides the guidelines for the delivery of results-based payments and that this should be considered as the basis for results-based payment mechanisms. They emphasized that financing entities, including the GCF, should apply the guidance as per decision 9/CP.19, and results-based payment mechanisms that have been set up before the adoption of the Warsaw Framework for REDD-plus should revisit their methodological framework in order to ensure coherence with other institutions. Some participants indicated that there are areas where guidelines for results-based payments do not exist (e.g. ensuring coherence between private proposals and national REDD-plus strategies within the Private Sector Facility of the GCF), and these guidelines have to be discussed, ensuring country ownership and involvement of national stakeholders. Some suggested that the SCF could play a facilitating role in ensuring communication and linkages between the providers of results-based payments for harmonization of guidelines and methodologies.

## **6. Financial resources for alternative approaches**

38. Discussions were also held on the provision of financial resources for alternative approaches. There were different views on how alternative approaches could be defined. Participants generally agreed that alternative approaches could be considered as holistic approaches that build on synergies and complementarities of benefits created by forests including for mitigation and adaptation, which take into account the multifunctional aspect of forests. In comparison with the REDD-plus programme, which is more focused on the aspect of mitigating carbon emissions, taking into account non-carbon benefits, some participants considered alternative approaches as achieving both mitigation and adaptation goals with ex ante financial support, which is conducive to achieving the objectives of the Convention. There was recognition of joint mitigation and adaptation approaches for the integral and sustainable management of forests, which are referred to in numerous COP decisions adopted since 2010.

39. With regard to financial resources for alternative approaches, participants recognized that a number of COP decisions encourage provision of financial resources for different policy approaches, allowing countries to harness multiple benefits of forests according to their national circumstances (e.g. mitigation, adaptation and non-carbon benefits). They also recognized that financing for alternative approaches can come from public and private sources. Some participants were of the view that innovative financing mechanisms, such as green bonds, could be one way to scale up business investments in forest projects. It was mentioned that synergetic financial solutions could scale up the support for alternative approaches and that there are lessons to be learned from other policy approaches, such as payments for ecosystem approaches. In addition to this, the importance of setting up conducive enabling environments for private investments was emphasized.

## **E. Conclusions**

40. The third forum of the SCF generated new insights into the issue of forest finance and brought together a number of important stakeholders. Options to enhance coherence and coordination, from both contributor and recipient perspectives, were discussed.

41. The forum focused on the issue of coherence and coordination from the perspective of financing for forests, taking into account different policy approaches.
42. Currently, forest finance is flowing from and through both public and private sources and channels, for various policy approaches encompassing a mixture of different and complementary types of finance. This includes sustainable land-use finance and results-based climate finance. However, financing flows for REDD-plus require further clarity, particularly for disbursement.
43. There are gaps in data and information on forest finance flows and there is not a commonly agreed definition of forest finance and what qualifies as forest finance. Information on private finance for forests is scarce and difficult to track.
44. Opportunities for scaling up the mobilization of forest finance can be harnessed by utilizing existing financial instruments and investing in enabling policy frameworks.
45. The GEF has invested more than USD 700 million into sustainable forest management and the REDD-plus incentive mechanism in over 80 countries, leveraging USD 4.6 billion in co-financing from a range of sources. The GEF aims at harnessing multiple benefits from forests and tackling the drivers of deforestation and forest degradation, while supporting the role of forests in national sustainable development plans.
46. Existing public and private resources should be redirected to sustainable land-use practices and forest management. There is a need to create enabling environments that will promote sustainable investments by domestic and international private and public sectors to support the efforts to achieve sustainable land-use practices to mitigate and adapt to climate change effects, including sustainable forest management.
47. Policy coherence and coordination among forestry and activities that drive deforestation and forest degradation is a key issue. Policies and fiscal instruments in agriculture, for example, should incentivize sustainable agricultural production techniques with low/no negative impacts on forests. Enhanced cross-sectoral coordination in governments and between stakeholders is essential to improve policy coherence and effectively address the drivers of deforestation and forest degradation.
48. REDD-plus finance can be most impactful if it can be aligned with national development policies and priorities, supported by cross-sectoral coordination, involving relevant stakeholders, such as local communities, indigenous peoples and private sector actors.
49. International support is a crucial enabler for preparation and implementation of REDD-plus activities by developing countries. REDD-plus support should be adequate and balanced across the implementation of the three phases of REDD-plus activities, in particular for phase two. Countries have different capacities and are at different phases of REDD-plus. REDD-plus support should encourage broad participation of all stakeholders and be accessible to recipient countries with a balanced distribution.
50. Coherence and coordination should be enhanced among the entities providing finance for REDD-plus activities, including requirements for accessing results-based finance. In this context, the Warsaw Framework for REDD-plus should guide funding schemes for REDD-plus results-based payments.
51. With regard to the GCF, developing countries are looking forward to receiving more information on the procedure and timeline for consideration of funding proposals for REDD-plus activities by the GCF, including the results-based payments (phase three).
52. Coherence needs to be ensured between private proposals and national REDD-plus strategies.
53. There were different views on how alternative approaches could be defined. Among them, one example could be a holistic approach that builds on synergies and

complementarities of benefits created by forests, including for mitigation, adaptation and sustainable development, which takes into account the multifunctional aspect of forests. Financing for alternative approaches can come from public and private sources.

## **II. Recommendations of the Standing Committee on Finance**

54. Based on the conclusions of the third SCF forum, the SCF highlights the following for consideration by the COP:

- (a) Invite Parties to ensure policy coherence, coherence of financing instruments and financial incentives and multisectoral coordination to address the drivers of deforestation and forest degradation, and promote sustainable management of forests;
- (b) Welcome the investments by the GEF in sustainable forest management and REDD-plus, harnessing multiple benefits from forests and tackling the drivers of deforestation and forest degradation;
- (c) Encourage entities financing REDD-plus activities, including the GCF, to enhance coordination and exchange of information on the provision of support, including results-based payments guided by the Warsaw Framework for REDD-plus;
- (d) Encourage the GCF to expedite work on results-based finance in 2016, applying the methodological guidance consistent with the Warsaw Framework for REDD-plus, in order to improve the effectiveness and coordination of results-based finance, as referred to in decision 9/CP.19, paragraph 7, and to report its progress to COP 22;
- (e) Welcome the GCF provisions to provide forest finance in the context of ecosystems-based adaptation;
- (f) Request the GCF to consider, in its work under the Private Sector Facility, the mobilization of finance for sustainable land-use practices and sustainable management of forests.

## **III. Follow-up activities of the Standing Committee on Finance in 2016**

55. To build upon the rich discussions that took place at the 2015 SCF forum and the momentum generated, the SCF decided to undertake the following activities to improve coherence and coordination of forest finance:

- (a) An overview of forest finance flows in the 2016 biennial assessment and overview of climate finance flows;
- (b) Consideration of reaching out to entities financing the activities referred to in decision 1/CP.16, paragraph 70, and other relevant stakeholders working on forest finance to strengthen the coherence and coordination between the forestry sector and sectors that drive deforestation and forest degradation, and in the access to and delivery of support;
- (c) Organization of an SCF side event in conjunction with a UNFCCC conference session in 2016, to facilitate the interactions among the financing entities providing forest finance;
- (d) Consideration of the outcomes of the above-mentioned activities at SCF meetings, with a view to preparing SCF recommendations for COP 22 on, inter alia, draft guidance to the operating entities of the Financial Mechanism.



## Annex III

[English only]

### The 2016 forum of the Standing Committee on Finance

1. The Standing Committee on Finance (SCF) accepted the invitation of the Executive Committee on the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts, in the context of action area 7 of the workplan of the Executive Committee,<sup>1</sup> to dedicate its 2016 forum to financial instruments that address the risks of loss and damage associated with the adverse effects of climate change, recognizing that further work needs to be undertaken in terms of the forum's scope and purpose and emphasizing the relevance of the forum to the 2016 biennial assessment and overview of climate finance flows.

2. The SCF decided to establish a working group for the 2016 forum, to be co-facilitated by Mr. Richard Sherman and Mr. Stephan Kellenberger.

3. The SCF decided to launch the work for the preparations of the 2016 forum and requested the co-facilitators, with the support of the secretariat, to undertake intersessional work on, inter alia:

- (a) A draft concept note for the forum;
- (b) An outreach strategy for the forum, including mapping of the relevant stakeholders;
- (c) A screening of possible events and organizations to partner with in the organization of the forum.

4. The SCF agreed to consult with relevant stakeholders, throughout the preparation of the forum, starting at the twenty-first session of the Conference of the Parties in November and December 2015.

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<sup>1</sup> FCCC/SB/2014/4, annex II.

## Annex IV

[English only]

### Draft decision on the draft guidance to the Green Climate Fund

[The Conference of the Parties,

Recalling decision 7/CP.20,

Noting the recommendations of the Standing Committee on Finance contained in its report to the Conference of the Parties with regard to the provision of draft guidance to the Green Climate Fund,<sup>1</sup>

1. Welcomes the report of the Green Climate Fund to the Conference of the Parties<sup>2</sup> and the information contained therein on the progress made by the Green Climate Fund towards its full operationalization;
2. Notes with appreciation that the Green Climate Fund has become effective;
3. Welcomes the fact that the Green Climate Fund has become fully operational by achieving the threshold of 50 per cent of the contributions pledged,<sup>3</sup> required for allocating its resources for projects and programmes;
4. Also welcomes the allocation of up to USD 900 million, to be provided following requests for proposals, for pilot programmes in enhanced direct access, engaging micro-, small- and medium-size enterprises, and mobilizing resources at scale;
5. Urges the Green Climate Fund Board to ensure maximum transparency and fairness, while ensuring a country-driven approach, in the selection of pilot programmes and operational entities, underscoring the complementarity between the pilots and other proposals supported by the fund, and requests the board to report on the implementation and status of the pilot programmes to the Conference of the Parties at its twenty-second session (November 2016);
6. Also urges Parties that made pledges under the Initial Resource Mobilization process of the Green Climate Fund but have not yet confirmed them to the Green Climate Fund through contribution arrangements or agreements to do so as a matter of high priority;
7. Reiterates the invitation for financial inputs from a variety of sources, public and private, including alternative sources, throughout the initial resource mobilization process, and encourages the Green Climate Fund to complete early in 2016 the development of policies and procedures for accepting financial inputs from non-public and alternative sources;
8. Urges the Green Climate Fund Board to develop a clear pathway to ensure the achievement of the goal of triggering the first formal replenishment process no later than in June 2017, in line with the ongoing process to convert pledges into fully executed contribution agreements as soon as possible;
9. Also urges the Green Climate Fund Board to complete the process to appoint the permanent Trustee no later than in early 2017 while noting that the appointment of the Interim Trustee has been extended until April 2018;

<sup>1</sup> FCCC/CP/2015/8, annex IV.

<sup>2</sup> FCCC/CP/2015/3.

<sup>3</sup> See document FCCC/CP/2014/7.

10. *Welcomes* the decision of the Green Climate Fund Board to develop a strategic plan for the Board, and urges the Board to adopt this plan as soon as possible and report on its implementation to the twenty-second session of the Conference of the Parties;
11. [Placeholder on the outcomes of the 11<sup>th</sup> meeting of the Green Climate Fund Board, particularly with regard to the approval of first funding decisions, the initial monitoring and accountability framework, work plan 2016 and the first biennial report on privileges and immunities];
12. *Requests* the Green Climate Fund to review its initial proposal approval process and take steps to improve its functionality for all stakeholders on the basis on its initial experiences;
13. *Urges* the Green Climate Fund Board to identify and complete the essential components to support the programming of the resources of the Green Climate Fund in line with Board decisions, including a timetable for their implementation;
14. *Requests* the Green Climate Fund to take concrete steps to better facilitate accreditation of private sector entities;
15. *Takes note* of the progress made in accrediting entities to the Green Climate Fund;
16. *Urges* the Green Climate Fund Board to prioritize the accreditation of public and local private sector entities, and maintain a fair and equal balance among public, private and international accredited entities;
17. *Welcomes* the Green Climate Fund Board's decision on country ownership;
18. *Urges* the Green Climate Fund Board to expedite support for developing countries in accordance with the governing instrument of the Green Climate Fund;<sup>4</sup>
19. *Requests* the Green Climate Fund to consider how to support developing countries in formulating policies, strategies, programmes and projects so that they may implement their respective intended nationally determined contribution starting in 2016;
20. *Urges* the Green Climate Fund Board to ensure that sufficient resources are provided for readiness and preparatory support in the context of its initial parameters and guidelines for the allocation of resources;
21. *Requests* the Green Climate Fund to prioritize the development of its initial risk management framework in its efforts to further refine its institutional policies in 2016;
22. *Takes note* of the initiation of the process to appoint the heads of the Independent Evaluation Unit, Independent Redress Mechanism and Independent Integrity Unit and urges the Green Climate Fund Board to ensure adequate developing country representation in the appointment of their heads, and to operationalize the units no later than at its 3<sup>rd</sup> meeting in 2016;
23. *Urges* the Green Climate Fund Board to make public the procedures Parties and affected individuals should follow when seeking redress until the Independent Redress Mechanism is operationalized;
24. *Invites* the Green Climate Fund to consider supporting the advancement of the implementation of national adaptation programmes of action, and to clearly communicate in its annual report to the Conference of the Parties how it will do so;
25. *Also invites* the Green Climate Fund to:

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<sup>4</sup> As contained in the annex to decision 3/CP.17.

(a) Consider how it can support the development of adaptation proposals drawing on lessons learned from the “Project Preparation Grant” approach of the Global Environment Facility;

(b) Take into account in its programmatic priorities the Cancun Adaptation Framework, in particular the principles referred to in paragraph 12 and the activities referred to in paragraph 14 of decision 1/CP.16;

26. *Requests* the Green Climate Fund Board, recalling decision 1/CP.18, paragraph 62, to report to the Conference of the Parties on the linkages between the Fund and the Technology Executive Committee;

27. *Encourages* the Green Climate Fund to enhance its coordination and exchange of information on the provision of support, including results-based payments guided by the Warsaw Framework for activities referred to in decision 1/CP.16, paragraph 70, with other entities financing activities referred to in decision 1/CP.16, paragraph 70;

28. *Encourages* the Green Climate Fund to expedite work on results-based finance in 2016, applying the methodological guidance consistent with the Warsaw Framework for activities referred to in decision 1/CP.16, paragraph 70, in order to improve the effectiveness and coordination of results-based finance, as requested to in 9/CP.19, paragraph 7, and to report on its progress to the Conference of the Parties at its twenty-second session;

29. *Welcomes* Green Climate Fund provisions to provide forest finance in the context of ecosystem-based adaptation;

30. *Requests* the Green Climate Fund to consider, in its work on the Private Sector Facility, the mobilization of finance for sustainable land-use practices and sustainable management of forests;

31. [Placeholder on possible guidance from the SBI agenda item 10(b) Poznan strategic programme on technology transfer];

32. [Placeholder for requests emanating from ADP discussions, including on finance, technology development and transfer, capacity-building and transparency];

33. *Welcomes* the efforts to date of the Green Climate Fund to engage with the Global Environment Facility;

34. *Encourages* the Green Climate fund and the Global Environment Facility to further articulate and build on the complementarity of their respective policies and programmes under the Financial Mechanism of the Convention;

35. *Urges* the Green Climate Fund Board to ensure it moves swiftly to implement the provisions of the Green Climate Fund governing instrument, in particular paragraphs 33 and 34, and to interact with the technical and expert bodies under the Convention, the national designated authorities and focal points in its consideration of options for the development of mechanisms to promote coherence in programming at the national level, in accordance with paragraph 34 of the governing instrument;

36. *Also urges* the Green Climate Fund Board, via its Co-Chairs or representatives designated by the Board, to work with the Standing Committee on Finance on coordinating the implementation of elements of paragraph 34 of the Green Climate Fund governing instrument, in accordance with their respective mandates;

37. *Further urges* the Green Climate Fund Board to consider options for appropriate arrangements between the fund and other financing entities, with a focus on the Adaptation Fund;

38. *Urges* the Green Climate Fund Board, in collaboration with the Standing Committee on Finance, to develop appropriate mechanisms to support the fund through appropriate expert and technical advice, including from thematic bodies;

39. *Requests* the Green Climate Fund Board, recalling decision 7/CP.20, paragraph 15, when reviewing its policies and programme priorities to make use of the information and lessons learned through engagement with other relevant bodies under the Convention and other relevant international institutions;

40. *Invites* Parties to submit to the secretariat in writing annually, no later than 10 weeks prior to each session of the Conference of the Parties, their views and recommendations on the elements to be taken into account in developing guidance to the operating entities of the Financial Mechanism of the Convention.]

**Annex to the draft decision on the draft guidance to the Green Climate Fund<sup>5</sup>**

1. [*Expresses* concern regarding the implementation of the no-objection procedure, including matters related to transparency and the public disclosure of the no-objection letters;

2. *Encourages* Parties in a position to do so and invites relevant organizations to enhance support for capacity-building and for national champions in each stage of the technology project cycle for effective climate technology financing and technology transfer; *{may be further discussed under the SBI agenda item 10 Development and transfer of technologies and implementation of the Technology Mechanism}*

3. *Underlines* the need for financial resources for the implementation of technology needs assessment results; *{may be further discussed under the SBI agenda item 10 Development and transfer of technologies and implementation of the Technology Mechanism}*

4. *Notes* the need, given the different criteria and evaluations of international climate finance and technology support, to enhance coherence between international institutions in order to reduce the complexity of processes developing country Parties follow to request financing. *{may be further discussed under the SBI agenda item 10 Development and transfer of technologies and implementation of the Technology Mechanism}*

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<sup>5</sup> The annex to this draft decision contains further inputs received from members of the Standing Committee on Finance and from the Technology Executive Committee, which Parties may wish to also take into consideration in their deliberations.

## Annex V

[English only]

### Draft decision on the draft guidance to the Global Environment Facility

*[The Conference of the Parties,*

*Recalling* decisions 12/CP.2, 3/CP.16, 5/CP.16, 7/CP.16, 11/CP.17, 9/CP.18, 6/CP.19 and 8/CP.20,

*Noting with appreciation* the annual report of the Global Environment Facility to the Conference of the Parties,<sup>1</sup>

*Also noting* the recommendations of the Standing Committee on Finance contained in its report to the Conference of the Parties with regard to the provision of draft guidance to the Global Environment Facility,<sup>2</sup>

*Welcoming* the pledges and contributions made to the Least Developed Countries Fund and the Special Climate Change Fund,

1. *Notes* that the Global Environment Facility has supported implementation of the remaining elements of the least developed countries work programme, including the update and implementation of national adaptation programmes of action, by providing funding to projects aimed at building capacity for least developed countries to participate effectively in climate change processes, promoting public awareness on climate change issues, promoting the transfer of adaptation technology, and strengthening meteorological and hydrological services;
2. *Welcomes* the investments by the Global Environment Facility in sustainable forest management and activities referred to in decision 1/CP.16, paragraph 70, harnessing multiple benefits from forests and tackling the drivers of deforestation and forest degradation;
3. *Encourages* developed country Parties and other Parties in a position to do so to mobilize financial support for the national adaptation plan process through contributions to the Least Developed Countries Fund and the Special Climate Change Fund in addition to bilateral, multilateral and other support;
4. *Urges* the Global Environment Facility to continue to explore additional sources of contributions for the Least Developed Countries Fund and the Special Climate Change Fund;
5. *Requests* the Global Environment Facility to carry out a technical review of the programme priorities of the Least Developed Countries Fund with a view to identifying possible alternative roles for the fund in the evolving climate finance architecture, in consultation with relevant stakeholders, particularly the Least Developed Countries Expert Group, and focusing on:
  - (a) Undertaking pilot concrete climate change activities that are particularly relevant for the least developed countries;

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<sup>1</sup> FCCC/CP/2015/4.

<sup>2</sup> FCCC/CP/2015/8, annex V.

- (b) Enhancing longer-term institutional capacity to design and execute such activities;
6. *Encourages* the Global Environment Facility to continue its efforts to simplify access to the Least Developed Countries Fund and the Special Climate Change Fund;
  7. *Notes* the finalization of the pilot accreditation of Global Environment Facility project agencies;
  8. *Welcomes* the addition of eight project agencies to the network of the Global Environment Facility;
  9. *Urges* the Global Environment Facility to work with all its agencies and recipient countries to ensure countries can take full advantage of the expanded network of agencies;
  10. *Welcomes* the efforts of the Global Environment Facility to promote synergies among its focal areas, including through its integrated approach pilot projects;
  11. *Also welcomes* the exploration of innovative non-grant instruments by the Global Environment Facility and encourages the Global Environment Facility to work with recipient countries, the private sector and its agencies to submit proposals that aim to catalyse large-scale changes;
  12. *Further welcomes* the approval of projects by the Global Environment Facility to support 46 developing country Parties in preparing their intended nationally determined contributions;<sup>3</sup> and
  13. *Requests* the Global Environment Facility to continue to provide support to Parties that may need such support;
  14. *Also requests* the Global Environment Facility to consider how to support developing countries in formulating policies, strategies, programmes and projects to implement their intended nationally determined contribution starting in 2016;
  15. *Notes* the actions of the Global Environment Facility to establish a more coherent, system-based approach for managing and sharing information and knowledge gained from projects and programmes of the Global Environment Facility in order to improve the effectiveness of the Global Environment Facility and its agencies and enhance the capacity of recipient countries;
  16. [Placeholder for requests emanating from ADP discussions, including on finance, technology development and transfer, and transparency];
  17. [Placeholder on possible guidance from the SBI agenda item 10(a) Joint annual report of the Technology Executive Committee and the Climate Technology Centre and Network];
  18. [Placeholder on possible guidance from the SBI agenda item 10(b) Poznan strategic programme on technology transfer];
  19. [Placeholder on possible guidance from the SBI agenda item 4(c) Provision of financial and technical support to reporting requirements for non-Annex I Parties, in accordance with article 12 of the Convention];
  20. [Placeholder on possible guidance from the outcomes of the discussion by the Standing Committee on Finance on the issue of frequency of guidance to the operating entities];

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<sup>3</sup> As at 16 September 2015.

21. *Welcomes* the efforts to date of the Global Environment Facility to engage with the Green Climate Fund, and encourages both entities to further articulate and build on the complementarity of their policies and programmes within the Financial Mechanism of the Convention;
22. *Invites* Parties to submit to the secretariat annually, in writing and no later than 10 weeks prior to each session of the Conference of the Parties, their views and recommendations on the elements to be taken into account in developing guidance to the Global Environment Facility;
23. *Requests* the Standing Committee on Finance to take into consideration the submissions referred to in paragraph 20 above when providing draft guidance to the Global Environment Facility for consideration by the Conference of the Parties;
24. *Also requests* the Global Environment Facility to include, in its annual report to the Conference of the Parties, information on the steps it has taken to implement the guidance provided in this decision.

**Annex to the draft decision on the draft guidance to the Global Environment Facility<sup>4</sup>**

1. [Notes the need, given the different criteria and evaluations of international climate finance and technology support, to enhance coherence between international institutions in order to reduce the complexity of processes developing country Parties follow to request financing; *{may be further discussed under the SBI agenda item 10 Development and transfer of technologies and implementation of the Technology Mechanism}*]
2. *Invites* the Global Environment Facility to continue to provide financial support to developing country Parties to conduct or update their technology needs assessments; *{may be further discussed under the SBI agenda item 10 Development and transfer of technologies and implementation of the Technology Mechanism}*
3. *Underlines* the need for financial resources for the implementation of actions in technology needs assessments; *{may be further discussed under the SBI agenda item 10 Development and transfer of technologies and implementation of the Technology Mechanism}*
4. *Encourages* Parties in a position to do so to support, and invites relevant organizations to enhance support for, capacity-building and national champions in each stage of the technology project cycle for effective climate technology financing and technology transfer. *{may be further discussed under the SBI agenda item 10 Development and transfer of technologies and implementation of the Technology Mechanism}*

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<sup>4</sup> The annex to this draft decision contains further inputs received from the Technology Executive Committee, which Parties may wish to also take into consideration in their deliberations.



## Annex VI

[English only]

### **Recommendations on methodologies for reporting financial information by Parties included in Annex I to the Convention**

1. The Conference of the Parties (COP), by decision 11/CP.20, paragraph 6, requested the Standing Committee on Finance (SCF) to include its recommendations on the methodologies for the reporting of financial information in its annual report to COP 21. The SCF agreed on its recommendations, taking into consideration the outcomes of the joint in-session technical workshop held in conjunction with the forty-second session of the subsidiary bodies,<sup>1</sup> drawing from a range of sources of information, including, inter alia, the views of Parties and observers on the methodologies for the reporting of financial information referred to in decision 2/CP.17, paragraph 19, and a technical paper<sup>2</sup> prepared by the secretariat, summarizing the existing international methodologies for the reporting of financial information.

2. The SCF highlighted the following near-term actions for consideration by the COP to improve the methodologies for reporting financial information by Parties included in Annex I to the Convention (Annex I Parties). The SCF recommends, in particular, improvements to the biennial reporting common tabular format (BR CTF) tables. The COP may also wish to request the Subsidiary Body for Implementation to take into account, in the revision of the “Guidelines for the preparation of national communications by Parties included in Annex I to the Convention, Part II: UNFCCC reporting guidelines on national communications”, the following changes in the BR CTF tables:

(a) Enhance the consistency and transparency through adjustments in the reporting parameters in the CTF tables. The COP may wish to specifically request the Subsidiary Body for Scientific and Technological Advice (SBSTA) to consider the following in the revision of the BR CTF tables:

(i) Create reporting fields for the provision of information on definitions or methodologies used for reporting information in the following reporting parameters: “climate-specific” or “core/general”, “status”, “funding source”, “financial instrument”, “type of support” and “sector”;

(ii) Improve the software of the CTF tables by extending the number of input rows in the Excel file, and create links to other reporting software and platforms to facilitate importation and exportation of activity-level data;

(b) The COP may further wish to request the SBSTA to:

(i) Invite Annex I Parties to inform the UNFCCC national focal points of climate finance directed to recipient countries as reported to the Convention;

(ii) Improve the software of the CTF tables to allow for search functions on the UNFCCC website to collect information per key category in CTF tables 7, 7(a) and 7(b) (i.e. category “recipient country/region”).

3. The COP may also wish to consider the following longer-term recommendations, in the context of ongoing work by the SCF on measurement, reporting and verification of support, to further strengthen the reporting under the Convention by taking specific actions to

<sup>1</sup> A summary of the workshop is available at <<http://unfccc.int/8892.php>>.

<sup>2</sup> FCCC/TP/2015/2.

enhance consistency, comparability and transparency of financial information reported under the Convention:

(a) Request the SBSTA, taking into consideration the work of the SCF, to align the categorization in the reporting parameter “status” of support (i.e. “pledged”, “committed” and “provided”) in the CTF tables with the categorization used in other existing international methodologies (i.e. “committed” and “disbursed” used by the Development Assistance Committee of the Organisation for Economic Co-operation and Development);

(b) Create a separate reporting field in the CTF tables for the provision of project/programme-level information in addition to country/region-level information in reporting contributions through bilateral, regional and other channels;

(c) Taking note of the different reporting approaches used by data producers and aggregators,<sup>3</sup> including the work undertaken by the SCF in the context of the biennial assessment and overview of climate finance flows, request the SBSTA to modify the BR CTF tables to provide additional reporting fields for the provision of information on methodologies used by the Parties in collecting financial information for quantitative reporting under the Convention, with a view to enhancing transparency and facilitating harmonization of methodologies over time;

(d) Invite Annex I Parties, in collaboration with relevant data producers and aggregators, to develop common guidelines for the provision of information on methodologies used by the Parties in collecting financial information for quantitative reporting under the Convention, with a view to improving the comparability of financial information reported under the Convention;

(e) Request the SCF, in collaboration with the SBSTA and Consultative Group of Experts on National Communications from Parties not included in Annex I to the Convention, to develop options for common reporting methods for needs and climate finance received in time for the next cycle of biennial update reports, with consideration of developing country experiences.<sup>4</sup>

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<sup>3</sup> See document FCCC/TP/2015/2, annex, for a preliminary comparison of the reporting approaches used by different organizations (updated in May 2015).

<sup>4</sup> This option is also part of the recommendation by the SCF on the 2014 biennial assessment and overview of climate finance flows. See document FCCC/CP/2014/5, annex II, paragraph 18(b).

## Annex VII

[English only]

### Workplan on measurement, reporting and verification of support beyond the biennial assessment and overview of climate finance flows

The Standing Committee on Finance (SCF) identified a number of gaps and areas for improvement in the current arrangements for measurement, reporting and verification (MRV) of support. The document identifying these gaps and areas for improvement is available on the SCF website.<sup>1</sup> The SCF will implement the activities presented in the table 1 during the period 2016–2017 to address the identified gaps and enable improved MRV of support under the Convention.

Table 1  
**Activities and expected outcomes relating to measurement, reporting and verification of support (2016–2017)**

	<i>Activities</i>	<i>Expected outcomes</i>
Measurement	Continue technical work to enhance the transparency and comparability and develop a better understanding of operational definitions of climate finance in collaboration with relevant international financial institutions and organizations	Options provided to the COP, as appropriate
	Encourage transparency and comparability of developing country reporting	Options provided to the COP on methodologies for reporting financial information for developing countries
Reporting	Provide expert input to harmonize reporting guidelines of national communications with BR CTF tables	Options provided to the COP to request the SBI to take action in the revision of the “Guidelines for the preparation of national communications by Parties included in Annex I to the Convention, Part II: UNFCCC reporting guidelines on national communications”, as appropriate
	Devise practical options for reporting mobilized climate-related private finance in cooperation with relevant institutions and experts, including from the private sector	Options provided to the COP to request the SBSTA to take action at the next revision of BR CTF tables, as appropriate
	Consider common reporting methods for needs and climate finance received, with consideration of developing country capacities and	Options provided to the COP to invite the SBSTA to develop a common reporting format

<sup>1</sup> <[http://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/\(for\\_website\)\\_overview\\_of\\_current\\_mandates\\_and\\_gaps\\_.pdf](http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/(for_website)_overview_of_current_mandates_and_gaps_.pdf)>.

	<i>Activities</i>	<i>Expected outcomes</i>
	experiences, as well as needs for support on MRV	
	Consider general principles (i.e. transparency, comparability, efficiency, completeness and accuracy) that should guide the work on further efforts to improve methodologies for reporting financial information	Options provided to the COP, as appropriate
	Enhance engagement of relevant data producers, collectors and aggregators, with a view to facilitating the development of common methodologies for collection of financial information	Options provided to the COP, as appropriate
Verification	Consider options to strengthen verification	Options provided to the COP to invite relevant bodies to take action, as appropriate
	Consider options for cross-checking financial information reported under the Convention on support provided and received, where possible, with a view to, inter alia, developing a better understanding of the progress made towards the goal of jointly mobilizing USD 100 billion a year by 2020	Options provided to the COP, as appropriate

*Abbreviations:* BR CTF = biennial reporting common tabular format, COP = Conference of the Parties, MRV = measurement, reporting and verification, SBI = Subsidiary Body for Implementation, SBSTA = Subsidiary Body for Scientific and Technological Advice.

## Annex VIII

[English only]

### Outline of the 2016 biennial assessment and overview of climate finance flows

#### *Executive summary*

- The mandate;
- Challenges and limitations;
- Key findings;
- Conclusions and recommendations.

#### *Introduction*

- Objectives: set the scene – context of the Conference of the Parties decisions;
- Scope: explicit explanation of what the second biennial assessment and overview of climate finance flows will do (i.e. it is a “meta analysis” and overview/summary of existing publically available information, rather than a presentation of new data);
- The biennial assessment and overview of climate finance flows should also provide a guide on how readers should use and interpret the values in its recommendations.

#### *Approach used in preparing the second biennial assessment and overview of climate finance flows*

- Clearly outline what the biennial assessment and overview of climate finance flows is: describe where the data have been sourced from, the time period, the data coverage (i.e. what data are included/excluded) and how the data were aggregated (e.g. how the different types of subflows are categorized in the onion diagram, how “pledged” versus “committed” versus “disbursed” are treated);
- Clearly describe where the data on “geographical” and “thematic balance” come from and how they are aggregated and categorized;
- Clearly outline the challenges and limitations (e.g. practical difficulties in estimating domestic flows and other unreported flows with any certainty).

#### *Methodological issues related to measurement, reporting and verification, including recent developments*

- Describe how other data aggregators have treated their values (e.g. briefly describe their definitions and how they compare with those in the first biennial assessment and overview of climate finance flows);
- Describe how the differences among definitions and reporting methods have been addressed (e.g. how “pledged” versus “committed” versus “disbursed” are treated);
- Compare the strengths and weaknesses of the methodologies for reporting public and private climate finance flows (i.e. how the development of new methodologies and harmonization of existing methodologies of data aggregators represent improvements compared to methodologies described in the first biennial assessment and overview of climate finance flows to feed into recommendations);
- Review recommendations from the first biennial assessment and overview of climate finance flows, including those from the report on the technical review of the first biennial report, with a view to examining the extent to which the recommendations have been considered in the second biennial report.

*Overview of flows*

- A succinct section, mainly presenting numbers (e.g. public, private, domestic flows, South–South, North–South, climate relevant flows including flows from the Financial Mechanism of the Convention, and investment in and support for fossil fuels), but also reflecting the perspectives of recipient countries;
- The onion diagram, showing estimates of climate finance flows for the period 2013–2014, with sufficient tabular data to make it clear what are included and how;
- Presentation of estimates of geographical and thematic balances of flows;
- Reflection on issues discussed at the 2015 and 2016 SCF forums.

*Assessment of flows*

- Provide a succinct description of the limitations of the overview section and description or explanation of the results, with identification of gaps, as needed;
- Identify criteria – if any – for the “assessment” of climate finance flows;
- Describe how the quality of measurement and reporting is assessed (e.g. clearly outline the sources of data uncertainty, clearly describe the assessment of the quality of data as “relatively certain”, “medium certain” or “relatively uncertain”);
- Consider how the second biennial assessment and overview of climate finance flows can be used to assess the most effective methodologies to meet adaptation and mitigation needs with climate finance, and consider ownership, impact and effectiveness, more generally building on the first biennial assessment and overview of climate finance flows;
- Explain how information in the second biennial assessment and overview of climate finance flows can be used in the context of mobilization of climate finance resources.

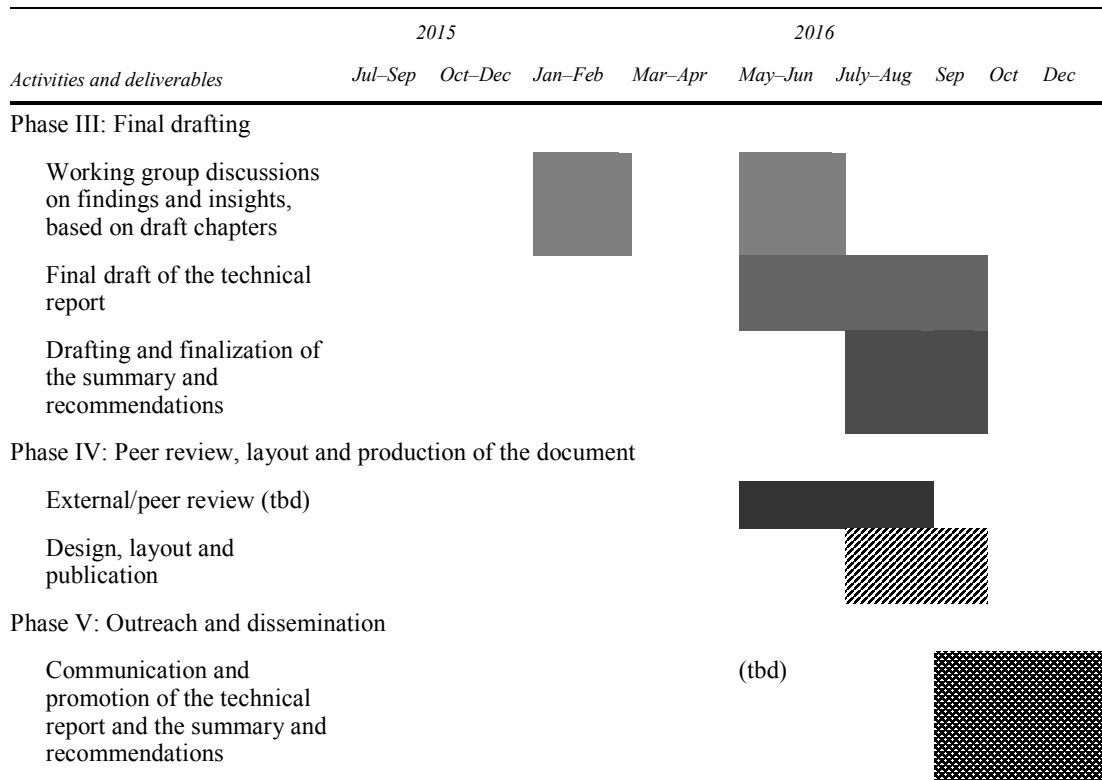
*Conclusions and recommendations*

- A short section focusing on recommendations for further improvements for the third biennial assessment and overview of climate finance flows. It could describe some of the political challenges inherent in an assessment of this kind, but should be neutral in what recommendations are made as a result.

Table 2

**Indicative timeline**

Activities and deliverables	2015				2016					
	Jul–Sep	Oct–Dec	Jan–Feb	Mar–Apr	May–Jun	July–Aug	Sep	Oct	Dec	
Phase I: Finalizing the scope and structure										
Scope, structure and outline of the technical report	█									
Phase II: Research and drafting										
Literature review and data collection	█									
Drafting of individual chapters of the technical report			█							
Technical workshops				29–31 Mar (tbd)			(tbd)			



## Annex IX

[English only]

### Future institutional linkages and relations between the Adaptation Fund and other institutions under the Convention

#### I. Conclusions of the Standing Committee on Finance

1. The Standing Committee on Finance (SCF) noted the working paper on institutional linkages and relations between the Adaptation Fund (AF) and other institutions under the Convention prepared by the secretariat.<sup>1</sup>

2. The SCF identified a number of ongoing processes that may have implications on future linkages between the AF and other institutions under the Convention, such as the following:

(a) The ongoing negotiations under the Ad Hoc Working Group on the Durban Platform for Enhanced Action;

(b) The ongoing discussions within the Adaptation Fund Board (AFB) with regard to potential linkages between the AF and the Green Climate Fund (GCF);

(c) The request by the AFB to the Conference of the Parties serving as the meeting of Parties to the Kyoto Protocol at its eleventh session to provide guidance on the mandate of the AFB to take decision on linkages between the AF and the GCF;<sup>2</sup>

(d) A number of key policies that are still under development by the GCF Board, which could have implications on the nature of the possible linkages between the AF and the GCF;

(e) The fact that the GCF Board has yet to consider the issue of the appropriate arrangements between the GCF and the other existing funds under the Convention, in line with paragraphs 33 and 34 of its Governing Instrument.

3. As a result, the SCF believes that it should further examine the issue of future linkages and relations between the AF and other institutions under the Convention, in particular with the GCF, based on the evolution of the processes identified above. In addition, the SCF discussed the following options,<sup>3</sup> but did not reach a consensus on them:

(a) The Conference of the Parties (COP) requesting the SCF to provide input to the guidance to the AFB;

(b) The COP considering the designation of the AF as an operating entity of the **Financial Mechanism**.

<sup>1</sup> See the annex to SCF background document SCF/2015/11/8.

<sup>2</sup> AFB decision B.26/38. Available at <[https://www.adaptation-fund.org/wp-content/uploads/2015/10/Decisions\\_AFB26\\_Board\\_Meeting\\_final1.pdf](https://www.adaptation-fund.org/wp-content/uploads/2015/10/Decisions_AFB26_Board_Meeting_final1.pdf)>.

<sup>3</sup> The SCF discussions were informed by a briefing note on the legal feasibility of the options discussed, available at <[http://unfccc.int/files/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/application/pdf/legal\\_note\\_on\\_proposed\\_recommendations\\_on\\_af\\_linkages.pdf](http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/legal_note_on_proposed_recommendations_on_af_linkages.pdf)>.



## **II. Recommendations of the Standing Committee on Finance**

4. The SCF recommends that the COP encourage the thematic bodies and expert groups under the Convention to continue and strengthen their collaboration with the AF with the view to promoting a comprehensive approach to support adaptation action at the level of the Convention.

5. The SCF recommends that the COP request the SCF to continue its work on considering issues related to possible future institutional linkages and relations between the AF and other institutions under the Convention.

### Workplan of the Standing Committee on Finance for 2016–2017

<i>Activities</i>	<i>Outcome/results</i>	<i>Time frame</i>
<b>1. Mandated activities of the Standing Committee on Finance (SCF) as per decision 2/CP.17, paragraph 121</b>		
(a) Organize a forum for the communication and continued exchange of information among bodies and entities dealing with climate change finance in order to promote linkages and coherence	2016 SCF forum	Mid-2016
	2017 SCF forum	Mid-2017
		Ongoing: activities of the virtual forum
	Continuous updating and implementation of the SCF communication strategy	Ongoing
	Established linkages and continued exchange with bodies and entities dealing with climate finance, internal and external to the Convention	2016 SCF forum Ongoing outreach activities of the virtual forum
(b) Maintain linkages with the Subsidiary Body for Implementation (SBI) and the thematic bodies of the Convention	Co-chairs of the SCF to inform presiding officers of the thematic bodies of the Convention about the activities of the SCF and establish working relationships	2016/2017
	Continuous updating and implementation of the SCF communication strategy	Ongoing
	Enhance linkages with the SBI and the thematic bodies of the Convention	Ongoing
	Draft guidance provided to the COP	COP 22/COP 23
(c) Provide to the Conference of the Parties (COP) draft guidance to the operating entities of the Financial Mechanism of the Convention, with a view to improving		

<i>Activities</i>	<i>Outcome/results</i>	<i>Time frame</i>
the consistency and practicality of such guidance, taking into account the annual reports of the operating entities and relevant submissions from Parties		
(d) Make recommendations on how to improve the coherence, effectiveness and efficiency of the operating entities of the Financial Mechanism	Recommendations provided to the COP, as appropriate	Sessions of the COP
(e) Provide expert input, including through independent reviews and assessments, to the preparation and conduct of the periodic reviews of the Financial Mechanism by the COP	Work on expert inputs to the sixth review of the Financial Mechanism (COP 23)	2017
(f) Prepare a biennial assessment and overview of climate finance flows, to include information on the geographical and thematic balances of such flows	Work for the second biennial assessment and overview of climate finance flows	2016 Outcome at COP 22
<b>2. Further mandates of the SCF as per various decisions adopted at COP 18</b>		
<i>Decision 1/CP.18, paragraph 70:</i> Implement the work programme of the SCF, including the creation of a climate finance forum that will enable all Parties and stakeholders to, inter alia, exchange ideas on scaling up climate finance	See 1(a) above	
<i>Decision 5/CP.18, paragraph 4:</i> Facilitate the participation of the private sector, financial institutions and academia in the forum	See 1(a) above	
<b>3. Further mandates of the SCF as per various decisions adopted at COP 19</b>		
<i>Decision 3/CP.19, paragraph 11:</i> In the context of the preparation of its biennial assessment and overview of climate finance flows, consider ongoing technical work on operational definitions of climate finance, including private finance mobilized by public interventions, to assess how adaptation and mitigation needs can most effectively be met by climate finance, and to include the results in its annual report to the COP	See 1(f) above	
<i>Decision 7/CP.19, paragraph 9:</i> Consider ways to increase its work on the measurement, reporting and verification of support beyond the biennial assessment and overview of climate finance flows	Recommendations provided to the COP, as appropriate	COP 22
<i>Decision 7/CP.19, paragraph 11:</i> Consider, in its work on coherence and coordination, inter alia, the issue of financing for forests, taking into account different policy approaches	Recommendations provided to the COP, as appropriate	COP 22

<i>Activities</i>	<i>Outcome/results</i>	<i>Time frame</i>
<b>4. Further mandates of the SCF as per various decisions adopted at COP 20</b>		
<i>Decision 5/CP.20, paragraph 14:</i> Invites the thematic bodies under the Convention, in particular the SCF, the Adaptation Committee and the Technology Executive Committee, where appropriate, to consider the long-term finance issues referred to in decision 3/CP.19, paragraph 12, when implementing their 2015–2016 workplans, as an input to the in-session workshops referred to in decision 5/CP.20, paragraph 12	Input to an in-session workshop on long-term finance	2016
<i>Decision 6/CP.20, paragraph 11:</i> In the context of its ongoing work, including the preparation of the biennial assessment and overview of climate finance flows, further explore how it can enhance its work on the measurement, reporting and verification of support, based on the best available information on the mobilization of various resources, through public interventions	Recommendations provided to the COP, as appropriate	2016
<b>5. Functions of the SCF as per decision 1/CP.16, paragraph 112</b>		
Improve coherence and coordination in the delivery of climate change financing, including the undertaking of analyses and information exchanges	Recommendations provided to the COP, as appropriate Exchanges through the forum, as appropriate	Sessions of the COP, ongoing
Rationalize the Financial Mechanism, including the undertaking of analyses and information exchanges	Recommendations provided to the COP, as appropriate Exchanges through the forum, as appropriate	Sessions of the COP, ongoing
Mobilize financial resources, including the undertaking of analyses and information exchanges	Recommendations provided to the COP, as appropriate Exchanges through the forum, as appropriate	Sessions of the COP, ongoing
Measurement, reporting and verification of the support provided to developing country Parties, including the undertaking of analyses and information exchanges	Recommendations provided to the COP, as appropriate Exchanges through the forum, as appropriate	Sessions of the COP, ongoing
Any other functions that may be assigned to the SCF by the COP		