



# Submission by Austria and the European Commission on behalf of the European Union and its Member States

## On the Political Phase of the Talanoa Dialogue

Vienna, 29 October 2018

### Executive Summary

- We are deeply concerned by the findings in the IPCC Special Report on the impacts of global warming of 1.5°C which also show that implementing current nationally determined contributions (NDCs) would lead to double the level of emissions to the level which would limit global warming to 1.5°C above pre-industrial levels. It points us all to a real urgency by demonstrating that limiting global warming to 1.5°C will require rapid and far-reaching societal and systems transitions and transformations during the next two decades.
- The Talanoa Dialogue at COP24 should send a strong message to the world, in support of the implementation of the Paris Agreement and its long-term mitigation goal, to spur momentum for action. We expect all Parties to come prepared to the political phase to share evidence of their climate action and progress on their NDCs, as part of a collective and global conversation on how to enhance ambition.
- EU ministers very recently underlined that the EU will continue to create a positive momentum amongst all Parties to enhance global climate ambition. They stressed that the EU is ready, in accordance with paragraph 24 of Decision 1/CP.21, to communicate or update its NDC by 2020, taking into account the collective further efforts needed and actions undertaken by all Parties to meet the objectives of the Paris Agreement.

## **Introduction**

The EU and its Member States are strongly committed to the Talanoa Dialogue. It represents the first political moment since Paris to take stock of collective action and ambition against the long-term goal in Article 4 paragraph 1 of the Paris Agreement and is an important deliverable for COP 24. UN Secretary General Antonio Guterres in his climate speech of 10 September 2018 made the following sharp observation on climate ambition: *“if we do not change course by 2020, we risk missing the point where we can avoid runaway climate change, with disastrous consequences for people and all the natural systems that sustain us. ... We have the tools to make our actions effective. What we still lack – even after the Paris Agreement – is the leadership and the ambition to do what is needed.”*

The Talanoa Dialogue needs to foster an honest reflection on the adequacy of the current NDCs, based on the best available science and informed by the IPCC Special Report on the impacts of global warming of 1.5°C. It will enable us to take stock of Parties' collective efforts and progress towards the long-term mitigation goal referred to in Article 4.1 of the Paris Agreement and to inform the preparations of NDCs to be communicated or updated by 2020. The Talanoa Dialogue was established in Paris to address the gaps between the NDCs and the long-term mitigation goal. A lot has changed since the INDCs were developed whereby technologies and our knowledge about opportunities for climate action and risks of inaction have improved rapidly.

The Talanoa Dialogue political phase and high level event at COP24 will be a unique opportunity to send a strong message to the world, in support of the implementation of the Paris Agreement and its long-term mitigation goal, to spur momentum for action and being informed by the findings of the IPCC Special Report on 1.5°C.

The outcome of the Talanoa Dialogue at COP24 should send a robust forward-looking signal to the international community on the need for, and opportunities available in taking climate action which can inform Parties' domestic planning processes for their preparations of the NDCs to be communicated or updated by 2020. It is vital that NDCs are integrated in the national planning processes such as the national budget and integrated in national implementation of the Sustainable Development Goals (SDGs). As EU Ministers highlighted at the recent EU Environment Council *“the outcome of the Talanoa Dialogue in Katowice should be a commitment for all Parties to reflect on their levels of ambition and inform the preparations of all Parties' NDCs pursuant to Article 4 of the Paris Agreement.”*

We are strongly encouraged by the Talanoa sessions at the UNFCCC May 2018 session in Bonn and by the over 70 national Talanoa Dialogue events organised worldwide. This demonstrates a very broad engagement by Parties and non-Party stakeholders to use the Talanoa Dialogue as the space to discuss climate ambition at all levels. It is essential that the political phase at COP24 captures and strengthens this political momentum.

The EU and its Member States have made use of the Talanoa Dialogue process to consult with many partners and stakeholders and to reflect on enhancing our

ambition. The numerous Talanoa events by the EU and its Members States demonstrated our commitment to develop and implement robust domestic policies and measures, longer-term strategies and incentive structures that deliver on our collective goals. Furthermore, the main focus for this year's EU climate diplomacy has been the Talanoa Dialogue and so we have strongly engaged with our partners to see how we can cooperate and collectively enhance global climate ambition. In the annex to this submission you will find hyperlinks to major EU Talanoa Dialogue events. In the [EU submission for the preparatory phase of the Talanoa Dialogue of 5 April 2018](#) the three framing questions of the Talanoa Dialogue were substantially addressed.

### **Urgency for collective action**

We are deeply concerned by the findings in the IPCC Special Report on 1.5°C and want to highlight our key points of concern.

Human-induced global warming has reached approximately 1°C above pre-industrial levels and is currently increasing at about 0.2°C per decade. The Arctic warming is two to three times higher than the global average rate, resulting in serious global consequences. If the current warming rate continues at the present rate, human-induced warming will likely exceed 1.5°C between 2030 and 2052.

The report underlines that adaptation opportunities will become more challenging and risks of damages will increase between 1.5°C and 2°C global warming. Limits to adaptive capacity exist even for 1.5°C warming with site-specific implications for vulnerable regions and populations. Global warming above 1.5°C increases the risks associated with irreversible changes, such as the loss of the Greenland ice sheet and of coral reefs. Some impacts will continue beyond 2100, like sea level rise, even if we limit warming to 1.5°C, but will be less severe and happen at a slower rate than at 2°C. Continuing global warming has and will continue to have clear impacts on, and impose risks to, human societies and natural systems, including impacts on economic growth, health, livelihoods, food and water security, human security, the attainment of sustainable development and of the SDGs. Synergies with the SDGs are greater at 1.5°C than at 2°C. If carefully managed, limiting global warming to 1.5°C would have benefits for sustainable development on a global level, compared to a 2°C world.

We are also deeply concerned by the findings that implementing the current NDCs will lead to twice as many annual greenhouse gas emissions (50-58 Gt CO<sub>2</sub>eq) in 2030 than those in line with 1.5°C global warming and would lead to a warming of about 3°C above pre-industrial levels by 2100 even if fully implemented.

It is a matter of extreme urgency to strengthen the global response to the threat of climate change. Stepping up global action will reduce risks and negative consequences of climate change and global warming. According to the IPCC, limiting global warming to 1.5°C will require rapid and far-reaching systems transitions and transformations occurring during the next one to two decades. Achieving climate resilient development pathways requires a massive boost of near-term mitigation action to avoid impacts due to further warming. Emission reductions in all sectors (including transition in energy, transport, urban, land and industrial systems, and

increased energy and material efficiency) and behavioural changes are needed to achieve the climate resilient development pathways that can limit warming to 1.5°C, while adapting to its consequences, reducing vulnerability and achieving sustainable development. In modelled pathways with no or limited overshoot of 1.5°C, a global net anthropogenic CO<sub>2</sub> emissions decline by about 45% from 2010 levels by 2030 and reaching net zero around 2050 is required. For limiting global warming to below 2°C, CO<sub>2</sub> emissions are projected to decline by about 20% by 2030 in most pathways and reach net zero around 2075. All modelled pathways towards 1.5°C involve some level of Carbon Dioxide Removal (CDR). Thus we all need to act now, individually and collectively.

The scientific findings underscore also the necessity for achieving a robust rule book at COP24 – in the future we must be able to count what has collectively been done towards achieving the Paris Agreement’s goals.

### **EU views on “How do we get there?”**

*The EU is implementing ambitious policies ...*

The EU is committed to achieving at least 40% domestic greenhouse gas emissions reductions by 2030 compared to 1990. Over the past few years we have been working to put in place a clear, detailed and coherent legislative framework for 2030, covering all sectors of the economy, to achieve our target on reducing emissions.

*The EU continues to look at ways for enhancing ambition ...*

In 2018 the EU and its Member States decided that the EU renewable energy target will be increased to 32% in relation to total energy consumption in 2030 and that the energy efficiency target will be increased to 32.5% in the same timeframe (both from proposed targets of 27%) and implemented by a reliable governance system. As a consequence, the EU, at the Council Meeting of 9 October highlighted that these increased targets will have an impact on our level of achievement and that the EU and its Member States will take stock of those additional efforts and of other sector specific policies.

The EU ministers furthermore underlined that the EU will continue to create a positive momentum amongst all Parties to enhance global climate ambition. They stressed that the EU is ready, in accordance with paragraph 24 of Decision 1/CP.21, to communicate or update its NDC by 2020, taking into account the collective further efforts needed and actions undertaken by all Parties to meet the objectives of the Paris Agreement.

While our joint 2030 framework sets a firm basis for achieving our 2030 emission reduction target, some EU Member States are putting in place policies that even go beyond the targets included in EU legislation such as national goals for climate neutrality.

The EU is also committed to planning for the long term. The European Council invited the European Commission to come forward with a proposal for a new strategy for long-term EU greenhouse gas emission reduction in accordance with the objectives

and long-term goals of the Paris Agreement, taking into account the national plans and the latest available science, which it plans to deliver ahead of COP24. The strategy will present a vision of a low greenhouse gas economy and address pathways in the energy system and other sectors, the role of innovative technologies, sectoral integration and consumers' choice, as well as implications for security of supply, investments, competitiveness, growth and jobs. The proposal will consider several pathways for reducing GHG emissions towards achieving a balance between anthropogenic emissions by sources and removals by sinks in line with the long term goals of the Paris Agreement, including a 1.5°C scenario and at least one pathway towards net zero GHG emissions in the EU by 2050 followed by negative emissions thereafter. Over the summer, public consultations have been carried out in preparation of this strategy. The latest available science as well as the IPCC Special Report on 1.5°C is contributing to develop this strategy and the results of the Talanoa Dialogue political phase at COP24 as well as the Energy and Climate Plans developed by Member States will inform the further elaboration of the strategy within the EU. The strategy will guide the EU's policies, including short term policies, and in that way ensure that the EU remains on track to deliver its fair and ambitious contribution in reaching the long-term goals of the Paris Agreement. Hence the EU would like to call on all Parties to communicate their long-term low emission development strategies by 2020.

#### *The role of strong public participation and just transition*

The Paris Agreement recognizes the crucial role of education, training, public awareness, public participation and public access to information on enhancing climate action. The EU approach for climate and environment policies and legislation reflects the Talanoa spirit of inclusiveness and participation as it builds on consultations with stakeholders, impact assessments made publicly available and public hearings on the proposals. We consider this approach as being very beneficial for the quality and robustness of decision-making. It increases broad ownership and policy coherence, and thus strengthens policy making and implementation.

As part of the Talanoa Dialogue's storytelling on transformation towards low-greenhouse gas emissions and climate-resilient development we should also take into account the imperatives of a just transition. The transition to a low greenhouse gas economy has multiple and tangible benefits, such as strengthening the economy, improving public and ecosystem health and preventing climate change impacts on human and state security. Raising awareness of the wider positive impacts of climate change mitigation policies can help increase support for the transition.

#### *Ambitious policies require a shift of finance flows ...*

With the adoption of the Agenda 2030 for Sustainable Development and the Paris Agreement we agreed that we will make finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development. Such a shift of finance flows is urgently needed if we are to get on track to reach the Paris Agreement's long-term temperature goal. The EU is strongly supporting the transition to a low greenhouse gas, more resource-efficient and sustainable economy and it has been at the forefront of efforts to re-orient the financial system

towards more sustainable growth. In the EU, we are striving to use our public budgets in a manner to ensure that investments are aligned and actively contributing to our climate objectives. The recently proposed next long-term budget for the EU (2021-27) reflects this by envisaging to direct 25% of the EU budget towards climate objectives. Nevertheless, the scale of the investment challenge is beyond the capacity of the public sector alone. It is estimated that to achieve the EU's 2030 emission reduction target, around EUR 180 billion of additional investments per year are needed. To attract enough private investment, the EU is putting in place the conditions and incentives for investors to fund a low greenhouse gas and energy-efficient infrastructure. A key initiative for aligning the EU's financial system with sustainable development policies is the European Commission's action plan "Financing Sustainable Growth" which has already been followed by a first package of proposed legislative measures.

*Collective and fair action by all as the best way of achieving ambition ...*

With the Paris Agreement, all countries committed to undertaking ambitious efforts with a view to achieve its long-term goals. The Talanoa Dialogue could, as part of its outcome, highlight policies and sectoral potential that can significantly contribute to reaching global peaking of greenhouse gas emissions as soon as possible and call on all Parties to undertake efforts in this regard, for example:

- Increase renewable energy and energy/resource efficiency - renewable energy features prominently in most of the NDCs. Costs for renewable energy have fallen surprisingly fast. New projections now forecast significantly lower costs in 2025 and 2030 compared to the projections that were available when INDCs were developed. The Talanoa Dialogue could highlight how a rapid deployment of renewables, in combination with energy efficiency, can help reduce emissions in the energy sector by around 90 % by 2050, while at the same time advancing economic growth and employment. Using natural resources more efficiently and as long possible in the material cycle significantly contributes to climate protection. Without resource efficiency policies it will be much harder and more costly to reach the climate goals.
- The Talanoa Dialogue should send a signal that we are committed to shift investments away from greenhouse gas-intensive and into green investments. The potential for carbon pricing is far from being realized and carbon pricing efforts need to be complemented by a range of other macro-economic and financial levers, including innovative sustainable financial instruments. Phasing out environmentally and economically harmful subsidies is key. International research demonstrates that fossil fuel subsidy reforms could deliver greenhouse gas emission reductions of between 0.5 to 2 Gt, or between 1 and 4 per cent of emissions globally by 2030.
- Reducing the rapidly growing emissions from transport: At the domestic level, a combination of instruments (regulatory emission standards, economic and fiscal instruments, awareness raising and education promoting sustainable transport, innovation and infrastructure investments, particularly for public transport) could be deployed to promote a modal shift and to reduce transport emissions. For shipping and aviation reduction measures must be implemented at the global level. As such the recent CORSIA agreement on aviation emissions and the IMO's initial strategy on shipping emissions need to ensure that these sectors

make a fair contribution to reaching the long-term goals of the Paris Agreement, while also ensuring its environmental integrity.

- Forests represent the world's most significant terrestrial carbon sink and so halting deforestation, increasing afforestation and reforestation, promoting nature and forest conservation as well as the sustainable management of forests and tackling illegal logging are key in contributing to the achievement of a balance between anthropogenic emissions by sources and removals by sinks while protecting biodiversity and livelihoods.
- Involvement of regional and local leaders – Initiatives such as the Global Covenant of Mayors for Climate Change and Energy or the Under2 Coalition demonstrate the catalytic effect of bringing together action by thousands of cities and local authorities to broaden and enhance the global commitment to climate action.

*International cooperation and solidarity for climate action ...*

As demonstrated in the IPCC Special Report on 1.5°C global warming, international cooperation and involving and strengthening the global response to climate change by all actors are crucial. Hence the Talanoa Dialogue should enable a solution-oriented conversation, including addressing opportunities for international cooperation. The EU and its Member States are, through bilateral and multilateral cooperation, supporting and enabling ambitious climate action across the globe.

The EU and its Member States are committed to the collective goal by developed countries of mobilising USD 100 billion a year in climate finance by 2020 and through to 2025 for climate action in developing countries, from a wide variety of sources, instruments and channels in the context of meaningful mitigation actions and transparency on implementation and strive towards a balance between mitigation and adaptation finance. The EU's mobilisation of climate finance has systematically and consistently increased. In 2016, the EU and its Member States contributed EUR 20 billion in climate finance, a significant increase compared to EUR 17.6 billion in 2015.

To contribute to shifting global finance flows towards a low greenhouse gas and climate resilient pathway, the EU is working closely with multilateral and through bilateral development banks to encourage them to provide transformational climate finance. Many initiatives on shifting finance flows were launched at the One Planet Summit in Paris in December 2017 and its second edition in New York on 26 September this year. The 12 commitments adopted are highly relevant to the acceleration of global mitigation action and could be scaled up.

EU Member States have launched a multitude of cooperative initiatives that should support climate action. The EU Submission on Strategies and Approaches to further scale-up climate finance presents a recent overview of efforts by the EU and its Member States.

The EU and its Member States have engaged strongly in a multitude of initiatives that are designed to share knowledge and capacity and strengthen cooperation in view of the design and enhancing of climate policies. Just a few of good examples

are highlighted here. The Iberoamerican Network of Climate Change Offices (RIOCC) as created in 2004 by the Iberoamerican Forum of Environment Ministers, is a regional cooperation network that gathers the national climate change offices of 22 countries of the Iberoamerican Community of Nations. Sweden has recently launched a new global programme "Strengthened Institutions for a Sustainable Climate" with a start in four countries in East Africa. Denmark undertakes direct peer-to-peer collaborations with a number of partner countries on capacity building and best-practice policy planning and implementation in support of a green transition of their energy sector. Launched at COP22 in Marrakech, the NDC Partnership, presently co-chaired by Germany and Morocco, aims to enhance cooperation so that countries have access to the technical knowledge and financial support they need to achieve large-scale climate and sustainable development targets.

### **EU suggestions for the political phase of the Talanoa Dialogue**

We thank the COP Presidencies for providing information on the organisation of the political phase of the Talanoa Dialogue at COP24. We would like to underline some key aspects for the EU in this regard. The EU and its Member States consider the Talanoa Dialogue as being a credibility test for the functioning of the ambition mechanism under the Paris Agreement. It is also a unique opportunity for Parties to collectively set the right course for the crucial next decade. The role of the Talanoa Dialogue is to collectively assess progress and to inform the preparation of NDCs that will be communicated or updated by 2020. Technical and scientific findings from the preparatory phase, and informed by the IPCC Special Report on 1.5°C, should provide a basis for a political phase that is able to generate political momentum in view of incentivizing domestic actions and informing the preparations of NDCs and international cooperation and ambitious climate action by all actors.

The Talanoa Dialogue at COP24 should send a strong message to the world in support of the implementation of the Paris Agreement and its long-term mitigation goal, to spur momentum for action and respond to the latest findings by the IPCC Special Report on 1.5°C. We expect all Parties to come prepared to the political phase to share evidence of their climate action and progress on their NDCs, as part of a collective conversation on how to enhance ambition.

On the format of the outcome, we see the merit of different options (political declaration, combination of a political declaration with a short COP decision), but the essence to us is that it must capture the political momentum in a forward-looking manner and thus send a strong message to policy makers. It should express our collective determination to look into ways for enhancing ambitious climate action and recall that the outcome will inform domestic planning processes and preparations of NDCs by 2020. Moreover, the outcome should call on all Parties to communicate their long-term low greenhouses emission development strategies by 2020 at the latest. As previously mentioned the outcome could highlight potential sectoral actions and international cooperation and incentivise ambitious climate action by all actors.

We expect the Presidencies' synthesis report of the preparatory phase of the Talanoa Dialogue to provide a strong and robust foundation for the political phase. The report should be factual and based on the best available science. It should



provide evidence of preparations for implementation of NDCs and highlight opportunities and additional efforts beyond NDCs that contribute to accelerating climate action. The global picture should include a sectoral break-down, focus on actions that are replicable and transformative and showcase ways to shift finance flows.

As agreed at COP23, a dedicated space will be provided, both during the preparatory phase and the political phase, to facilitate the understanding of the IPCC Special Report on 1.5°C. We strongly underline that the Presidencies should provide for such a space both in the run up to COP24 as well as during its High-Level Segment in the second week at COP24.

We expect the political phase at COP24 to be pitched at Ministerial involvement. Regarding the actual organization of the high-level events of the political phase, it is crucial to design a setting that will be politically attractive for ministers, and visible for the media and the general public.

Regarding the participation of non-Party stakeholders at the political event, we support the participation of high-level representatives of intergovernmental organizations as well as other relevant non-Party stakeholder representatives (e.g. civil society organizations, businesses, investors and local, municipal, state and regional governments). The political phase will be a moment to join forces with all actors. The recent Global Climate Action Summit in California demonstrated the key role for non-Party stakeholders and Parties to build momentum to amplify climate action. Such potential for collaborative action should be recognised and highlighted in the political phase at COP24.

It is key that COP24 results in a strong political understanding that we all need to look into the multitude of options to enhance climate action so as to inform domestic policy makers in the preparations of NDCs in accordance with Article 4 paragraph 8 of the Paris Agreement and decision 1.CP/21. Political moments throughout 2019, in particular the UN Secretary General's Climate Summit next September, should be utilised to build on the political momentum and outcome from the Talanoa Dialogue and translate this momentum to support preparations for the NDCs to be communicated or updated by 2020 and further action both by Parties and by non-Party stakeholders in the coming years.

## **ANNEX – Overview of major EU and Member States’ events on Talanoa**

- **EU for Talanoa** – Working together to accelerate global climate action (Brussels, 13 June 2018), brought together around 600 people, ranging the breadth of the NGO community, business representatives, EU Member States, European cities and regions, international organisations and third country representatives

[https://ec.europa.eu/clima/events/eu-talanoa\\_en](https://ec.europa.eu/clima/events/eu-talanoa_en)

- **EU climate diplomacy weeks** – Talanoa Dialogue as central theme (across the world, 18 to 24 June and 24 to 30 September 2018)

[https://ec.europa.eu/clima/events/climate-diplomacy-week-0\\_en](https://ec.europa.eu/clima/events/climate-diplomacy-week-0_en)

- **AUSTRIAN Talanoa Dialogue** – Linking key conclusions of the IPCC 1.5 °C Special Report with the question of “how to get there” (Vienna, 18 October 2018)

<https://www.ccca.ac.at/de/dialogformate/talanoa-dialog-15-c-globale-erwaermung-zukunftsdialog-oesterreich/>

- **BENELUX Talanoa Dialogue** – Belgium, Netherlands and Luxemburg Talanoa Dialogue event (Brussels, Dutch Embassy, 25 September 2018)

<http://www.benelux.int/fr/nouvelles/dialogue-benelux-talanoa>

- **FINLAND** – a series of roundtables and stakeholder events hosted by ministers. Highlighting decisions and actions to be taken now in order to raise ambition and achieve long term goals. Understanding the importance of efforts by all stakeholders

<http://www.ym.fi/fi->

[Fl/Ymparisto/Ilmasto\\_ja\\_ilm/Ilmastonmuutoksen\\_hillitseminen/Kohti\\_nollapaastoja\\_blogi\\_ilmastonmuutoksesta/Suomen\\_Talanoa\\_kartoittaa\\_tieta\\_ilmaston\(47085\)](http://www.ym.fi/fi-Fl/Ymparisto/Ilmasto_ja_ilm/Ilmastonmuutoksen_hillitseminen/Kohti_nollapaastoja_blogi_ilmastonmuutoksesta/Suomen_Talanoa_kartoittaa_tieta_ilmaston(47085))

- **FRANCE Talanoa Dialogue** – A stocktake of France climate plan, one year after its release and a Talanoa dialogue with non-state actors (Paris, 6 July 2018).

<https://www.ecologique-solidaire.gouv.fr/premiere-annee-du-plan-climat-et-dialogue-talanoa-des-chantiers-renforcer-lambition-climatique>

- **SWEDEN – on behalf of The Nordic Countries** – a roundtable dialogue between Nordic ministers for the environment and climate, and invited business leaders. The focus of the dialogue was the businesses’ climate efforts and the importance of these efforts to Nordic competitiveness and growth.

<https://www.regeringen.se/4a7b03/globalassets/regeringen/dokument/miljo--och-energidepartementet/norden/chairs-conclusions-high-level-meeting-13-april-2018.pdf>

- **UNITED KINGDOM – Talanoa in the shape of Green Great Britain Week.** Highlighting the opportunities of the global and domestic transition and raising understanding of how all stakeholders can contribute to tackling climate change (15 to 19 October 2018)

<https://greengb.campaign.gov.uk/>