

Talanoa Dialogue
Colombian joint Submission (Government and Civil Society organizations)

Introduction

A. Colombian NDC: Key Developments on the implementation process

According to the Colombian Hydrology, Meteorology and Environmental Studies Institute (IDEAM) report¹, in 2010 the country produced approximately 224 Mton of CO₂eq greenhouse gas emissions (GHG) which represented just 0.46% of total global emissions for that year.

Nonetheless, Colombia is highly vulnerable to the impacts of climate change given its diverse geography and an economy which depends on the climatic conditions and on the use of natural resources. For this reason, for Colombia is fundamental that its Nationally Determined Contribution (NDC) considers not only mitigation but also adaptation and means of implementation targets. For Colombia is an opportunity to catalyze national and sub-national efforts through the planning of an innovative, competitive and low-carbon economy, which is resilient at the same time. As a growing economy, Colombia is facing development and poverty eradication challenges and due to this, mobilizing additional and complementary climate finance is crucial to speed up the transition towards a low carbon and resilient future.

In this context, Colombia is committed to secure that its NDC (-20% below BAU in 2030) becomes an ambitious and inclusive business plan that combines enabling environments with robust project pipelines lead by key economic sectors, so that investors can find viable and tangible business opportunities in the country. With this aim, the national government has set up the National Climate Change System (SISCLIMA) as the main institutional arrangement to coordinate the implementation of the National Climate Change Policy and the Climate Change Law in a multisectoral and multilevel approach.

As part of the efforts to implement the NDC, the national government is working on the development of economic and financial instruments like the Emissions Trade System and the implementation of the carbon tax involving private sector activities under the NDC. The country is also working in Measurement, Reporting and Verification (MRV) and accounting design systems for the tracking progress of mitigation, adaptation and finance mobilization goals under the Paris Agreement.

Colombia is a tropical forest country with 59.3 million hectares of natural forest which represents 52% of the total area of the continental surface (IDEAM, 2017). However, in the last report the loss of natural forest amounted to 219,973 hectares with an increase of 23% in relation to the information of 2016. The direct causes of forest loss are associated with conversion to grasslands (illegal encroachment of land), crops for illicit use, illegal extraction of mineral deposits, expansion of the agricultural frontier, illegal extraction of wood and infrastructure (roads). Additionally, the recent national context has modified the economic and social dynamics in the territories that were usually affected by conflict.

¹ First Biennial Update Report and the Third National Communication on Climate Change

In response to the problem of deforestation, the Colombian Ministry of Environment and Sustainable Development adopted the Integrated Strategy for Control of Deforestation and Forest Management - EICD, - "Forests, Territory of Life". This instrument seeks to reduce deforestation, forest degradation and to promote its conservation and sustainable use through technical and institutional coordination that links the productive sector, local communities and civil society to improve forests management under a comprehensive rural development approach.

The EIDC Strategy is based on the process of the National Strategy to Reduce Emissions from Deforestation and Forest Degradation - ENREDD+ - and aims to prevent the loss of natural forests in Colombia by 2030. Through five strategic lines, it seeks to strengthen forest governance, cross-sectoral management, monitoring, promotion of forestry economy. Being the country's long-term commitment to move towards sustainable rural development based on natural forests, this Strategy contributes to the improvement of the quality of life of rural communities, to guarantee the multiple benefits that the standing forest means and to contribute to the reduction of emissions of GHG. For Colombia, deforestation is one of the key mitigation challenges with regards to the NDC and solve it is the key to increase the country's ambition.

B. Contribution of Non – State Actors

One of the main accomplishments of the Paris Agreement is the acknowledgement of the need to involve non-state actors and subnational governments for the effective fulfillment of the long-term goals. Even though the role of these actors has been gained traction at global level, under the Marrakech Alliance and other platforms, there is a need to build effective coalitions to integrate their actions as part of the national efforts for the implementation of the NDC.

The National Government, with the support of bilateral, multilateral and NGOs as World Wildlife Fund (WWF) Colombia, World Resources Institute (WRI), German Cooperation Agency (GIZ), United Nations Development Programme (PNUD), The Nature Conservancy (TNC), among others, has participated actively in the formulation and socialization of the national climate change policy showing the willingness, expertise and knowledge support from civil society organizations. Additionally, Colombia's private sector, subnational governments, cities, civil society organizations, indigenous communities and academia are demonstrating, through numerous initiatives, that there is significant support for climate action creating spaces and opportunities of work to implement climate change policies.

Some examples of collaborative work between government and private sector include the *Industrial-Productive Process NAMA* developed by the Environmental Business Corporation (CAEM), involving more than 16 companies with the support of the Ministry of Environment and Sustainable Development, the United Nations Development Program, among others.

In the agricultural sector, private stakeholders have been working closely with national government in the development of mitigation initiatives as NAMA Panela (sugar-cane) focusing on the crop processes, mills technological upgrading and use of sub-products, and Sustainable Bovine Livestock NAMA which aims to reduce the GHG emissions generated in cattle production and to increase the carbon sinks of the pasture agro-ecosystems. Also, sub-national governments and NGOs are involved in the development of Transit-Oriented NAMA (TOD NAMA) and Electric Mobility NAMA (MovE NAMA)

To potentiate action from the academy sector, the National Government has been working with universities networks as The Environmental Network of Universities in Colombia - RAUS to generate sustainable development projects and climate actions integrating their expertise on environmental issues, in order to manage research projects that promote knowledge and addresses current problems. Likewise, Colombian youth have proven to be catalyzers of government action to tackle climate change and deliver the country's NDC through organizations that participate in national scenarios.

These are just some examples of interest and potential non-state efforts to leverage climate action in the country. Nonetheless, the national government, as part of the NDC implementation is working towards more systematic and integrated strategies to support and connect these actors in a regular and permanent manner, to create a shared comprehension of national goals of the NDC on mitigation, adaptation and means of implementation, and to identify innovative opportunities which deliver change. The Colombian Talanoa Dialogue Initiative has been one of the key national approaches towards this crucial matter, articulating national government and non-state actors.

Where are we?

A. Brief Introduction to the Talanoa Dialogue in Colombia

During the First Climate Action Week in Colombia, between October 8th and 12th in Bogotá, a series of national, regional and local activities related to climate change action took place. As part of these activities, the Ministry of Environment and Sustainable Development, the Ministry of Foreign Affairs, the Klimaforum Latinoamérica Network – KLN and WWF Colombia carried out the Talanoa Dialogue. It was an inclusive, participatory and transparent process for discussion on climate action, gathering efforts and identifying initiatives to promote solutions (collective efforts) to reduce GHG emissions, vulnerability, enhance means of implementation and achieve adaptation goals in line with the long-term objectives of the Paris Agreement.

The "Dialogue of Talanoa Colombian Initiative" aimed to enhance sectoral climate action in the country and to strengthen links between academy, private sector, civil society, local governments and national institutions around climate action. This dialogue seek to increase the ambition of the country's mitigation, adaptation and education commitments within the Paris Agreement and in line with the Talanoa Dialogue at COP24. During the Talanoa Dialogue initiative, Colombia developed a workshop with different actors to identify possible alliances to develop climate actions where questions related to the challenges of implementation of NDC and possible climate actions were addressed through collective thinking round tables.

The workshop provided information that focused on the three Talanoa questions: *Where are we?*, *Where do we go?* and *How do we get there?* by detecting inter-institutional alliances and climate change actions that could actively contribute to the NDC implementation including sectoral activities to promote electric transportation systems, enhance agricultural resilience, reduce deforestation, among others. In addition, future possible synergies and strategies were identified between State and Non-State actors with a view to increase ambition over time.

In preparation for the Talanoa Dialogue workshop a total of 600 actors were consulted on the Talanoa questions, focusing on the third one (*How do we get there?*). 120 responses were received across the country, including from national and subnational governments, private and finance sector, academy and civil society organizations. This process evidenced the challenge

of involving other stakeholders in the climate change action agenda, but also enriched the discussions of the workshop with a wide variety of views.

The main purpose of the involvement of sectors and territories was to identify existing efforts, challenges and barriers across the country related to mitigation, adaptation and means of implementation actions. Actors were encouraged to propose solutions to overcome barriers, accelerate implementation and find opportunities to enhance the NDC as part of the national commitment with the Paris Agreement.

This global dialogue sends a clear message about the importance of the non-state actors commitment in coordination with the national governments to ensure that the global temperature rise does not exceed 1.5° C.

B. Challenges.

There is an urgent need to catalyze the implementation of the national efforts as soon as possible. Non-state actors – businesses, cities, local governments and communities – have a foundational role to play in realizing that opportunity by translating global ambitions into real action both locally and nationally. To do so, the National Government is aware of the need to **strengthen domestic capacities** to enhance the ambition of the National NDC. Current challenges and barriers need to be addressed in order to deliver climate action at the scale and speed required by the 2018 special report of the IPCC.

In the process of the national Talanoa Dialogue, state and non-state **actors affirmed that the main challenges of mitigation actions rely on technical knowledge, institutional coordination and access to climate finance. In this sense, the alignment of private sector with the national needs and priorities results fundamental.**

Most of the **mitigation** challenges identified by different stakeholders in the country are related to the lack of technical expertise on GHG emissions calculations at national, subnational or companies' level, as well as the identification and prioritization of GHG mitigation actions taking into consideration cost-benefit and mitigation potential criteria. Additionally, the articulation of efforts among different levels to ensure the participation of local governments another and the establishment of enabling environments and regulatory or financial instruments for implementation (i.e. implementation of non-conventional renewable energy sources) represent other important challenges

One of the most prominent challenges on **adaptation** is the identification and design of adaptation actions in response to vulnerability conditions. Even though actors have a sense of potential risks due to climate change, technical capacity within the organizations to develop adaptation plans and solutions is still low and there is not a clear understanding of the benefits of implementing adaptation actions in the long-term.

Regarding adaptation measures based on ecosystems, it is important to highlight that conflicts of use and occupation of the territory in rural and biodiverse areas limit climate actions development and implementation. In addition, the Colombian government should improve the communication and articulation channels between the biodiversity goals and NDC targets, to increase national capacity to implement public policies that enhance the development of adaptation actions based on ecosystems.

A promising view for further adaptation measures would be the process of stabilization of the regions that were affected by armed conflict. This could be an opportunity to develop payment mechanisms for environmental services where demobilized, and ex-combatants in the process of reintegration could be involved in ecosystems restoration and conservation processes.

Challenges on **means of implementation** are related with access to climate change finance sources, development of information systems and institutional coordination needs considering the cross-cutting nature of the climate change action.

There is also a need of enhancing the Monitoring, Reporting and Verification (MRV) system of mitigation actions and Monitoring and Evaluation (M&E) system of vulnerability and adaptation actions, of both, sectors and territories, to effectively track the progress of the NDC implementation. In this sense, research, development and technology access and capacity building processes are needed to strength information systems on mitigation and adaptation efforts in Colombia.

Another significant challenge for implementation of NDC measures is institutional coordination and collaboration across actors and sectors. It is necessary to eliminate bottlenecks between national and local state and non-state actors and scale -up the mobilization of climate funding, without overlooking the responsibility from local governments to guarantee the continuity of climate change plans and the measures on adaptation and mitigation projected through changes in the government.

Where do we want to go?

A. IPPC Report on 1.5°C

In December 2015, Countries agreed to hold the increase of global average temperature to well below 2°C and to pursue efforts to limit the temperature increase to 1.5°C by developing and implementing their NDCs. With recently published IPCC Report on global warming of 1.5°C our understanding of the impacts and the natural and human risks associated with the increase of temperature was improved. We now know the broad differences between the 0.5°C and what is at stake. Nonetheless, there is still a window of opportunity for attaining the goal set in Paris.

The report clearly concludes that there is an alarmingly large gap between the emissions reductions needed to meet the Paris Agreement's 1.5°C limit and the emissions reduction targets contemplated by the current NDCs. According to the report, in order to do it, GHG pathways would require an unprecedented transition in energy, land, urban, and infrastructure and industrial systems with a holistic approach that involves all sectors. Sustainable development supports and enables transformations that contribute to facilitate climate resilient development pathways that achieve ambitious mitigation and adaptation actions in conjunction with poverty eradication and efforts to reduce inequalities.

The report constitutes an urgent call for strengthening the global response in the light of what science demands, the window of opportunity is closing, and the transformation needed will only have a chance with the joint work of governments, non-state actors and civil society.

How do we get there?

I. Thematic sections of possible solutions to address the identified challenges.

A. Education

In order to comply with the NDC, National government aims to create and strengthen capacities at local, regional and national levels through means of implementation, monitoring, follow-up and evaluation to promote: access and flow of information, public awareness, capacity building, education, research and differential participation. Through education, capacity building and public awareness on climate change the country seeks to create ownership of the national driven commitments on adaptation, mitigation and means of implementation. In this sense, national guidelines, inputs and territorial realities mainstream formal and informal education as well as in technical education to make it consistent with environmental education.

Colombia is working in the implementation of the National Strategy of Education, Capacity Building and Public Awareness on Climate Change -ENEFSPCC- developed by IDEAM and the Ministry of Environment and Sustainable Development. It includes the guidelines of the Doha Work Program and is being implemented by the National, Regional and Local Government, productive sectors, non-governmental entities and civil society among others. The strategy promotes the articulation and empowerment of different actors with a main goal of generating processes in Action Climate Empowerment - ACE by different participants that encourage the implementation of measures in mitigation and adaptation to climate change.

This national strategy is implemented through the SISCLIMA in an articulated and coherent manner at different levels of government and with the concurrence of various actors involved in the integral management of climate change.

B. Alliances for climate action (coordination in all levels interventions and between actors).

National governments cannot meet climate change challenges alone. The role of non-State stakeholders has been gaining traction at the global level as explicit as in the incorporation of non-State inputs into climate dialogues. The Coalition Initiative would address another gap: connecting across stakeholder groups to unlock greater ambition by bringing together business, cities, subnational states and others in coordinated communities of action to forge a sustained effort.

Creating this national-level support will be critical ahead of 2020 but also as part of building a domestic social capital that will be essential for the transformation in the coming years. During the Talanoa Dialogue one of the solutions to meet NDC challenges identified, was to build strategic alliances.

In mitigation, some of the alliances would conduce to promotion self-generation with renewable energies in cities and rural areas and to develop carbon-neutral production certifications in supply chains. In adaptation measures, the alliances were focused on decrease deforestation and to establish stable and long-term cooperation mechanisms that allow building, under an integrated and coordinated approach, commitments, goals, and implementation mechanisms in biodiversity (AICHI Targets) of Colombia

C. Cities and territories

To achieve long-term goals of the Paris Agreement, a shift to an integrated territorial approach is required to consider advances on co-benefits of adaptation and mitigation in the context of sustainable development goals. The Government of Colombia identifies that climate change responses are closely knotted with development of choices and actions involving multiple sectors and stakeholders over the territories and cities. For this reason, the Government is

focusing its climate action agenda on strengthening mitigation and adaptation interventions in the territories, working together with subnational governments to formulate and implement low-emission and climate resilient long-term strategies, as means of risk reduction and sustainable economic growth.

The Ministry of Environment and Sustainable Development, the National Planning Department and IDEAM in collaboration with non-state actors that support the local implementation actions, established the National Cities Roundtable in 2018. This working group aims at the development of enabling conditions to increase subnational governments participation in the Colombian NDC through two main strategies: a) articulate cities targets and actions in the 2050 National Cities Climate Change vision and b) account subnational climate actions in the national reporting system by improving technical of local actors.

Another action related to long-term sustainable low carbon and climate resilience intervention and territories, is the creation of a PFP called Heritage Colombia (HECO). This initiative seeks to ensure in the long-term the necessary funds and capacities of the National System of Protected Areas and other conservation strategies in landscape scenarios. Additionally, regional strategies as Amazonian Vision and Pacific Vision have been developed by the national government with subnational stakeholders as local environmental authorities, local governments and civil society.

It is also important to highlight the recently developed Climate Change Action Tool, a web application aimed to general public. The tool presents the climate situation in the territories and its relationship with general measures that can guide decision makers to design specific adaptation and mitigation actions at territorial and sectorial levels.

D. Adaptation

Colombia is one of the countries that has shown highest commitment in the identification, prioritization, and implementation of adaptation actions. Taking as reference the National Communications to the UNFCCC and its NDC, the country has developed a workplan in multiple national agendas for climate adaptation. Within the framework of the challenges and opportunities to increase ambition in adaptation, three groups of main actions have been identified.

The first group refers to the inclusion of adaptation criteria related with Land Use Planning processes and instruments of the municipalities in such a way that they reflect the multiple socio-environmental and climatic determinants that will allow the strengthening of climate adaptation and territorial resilience, contributing to the adaptation goals of the NDC and enhancing adaptation ambition in the long-term vision.

A second group refers to the component of Biodiversity and Ecosystem Services of the National Climate Change Policy. Colombia, as part of both, the Framework of the Convention on Biodiversity - CBD, and the UNFCCC, has the opportunity of build an integrated and coordinated approach for its commitments, goals, and implementation mechanisms in biodiversity (AICHI Targets) and in climate change (NDC).

The present climate action tends to establish reliable and long-term cooperation mechanisms between the two processes, with this action the Colombian government expects to build integral vision of its biodiversity conservation goals, which are consistent with its climate action goals,

avoiding duplication of efforts and maximizing the contribution of the current work plans of the National Adaptation Plan.

Finally, the third group refers to the importance of recognizing the link between the adaptation to climate change and extreme weather events, with risk management. In this sense, the National Government has promoted the formulation of adaptation and risk comprehensive projects responding to this vision. However, it is important to continuously build and improve capacities of the local and regional entities to identify the potential opportunities to link the adaptation actions under a risk reduction context.

II. Vision

The National Government expects to develop its long-term low emission and resilient development strategy (LERDS) in harmony with other national strategies and initiatives as the Sustainable Development Goals (SDG) National Strategy, OECD national process, Habitat III, among others. This, through the inclusion of articulated and scalable actions within the national developing plans (elaborated for the presidential periods each 4 years) that reflect national priorities and, at the same time, guides the development and implementation of mitigation and adaptation actions towards the accomplishment of the Colombian NDC.

In this way, coherence between the vision of the LERDS and short- and mid-term goals of each administration will be continuously maintained and updated, giving dynamism and flexibility to the climate change strategies as an evolutionary component of the national development process.

Furthermore, short- and mid-term forms of institutionalizing these strategies should be sought. For instance, advancing in the identification of resources and structures with different temporal scopes and among different actors such as by including them in the countries' development plans or its appropriation by the private sector.

Additionally, for advancing in the construction of the LERDS, it is fundamental to have a multi-sectoral approach with the participation of different government entities and the private sector. It is noteworthy that Colombia has been advancing in a green growth strategy, which inputs will contribute substantially to the development of the LERDS roadmap.

With this aim, the National Government will encourage an inter-sectoral and territorial dialogue in order to establish a long-term strategy of the country that transcends mitigation and adaptation actions and includes far-reaching visions of national social and economic development.

After advancing the intersectoral and territorial dialogue a roadmap should be built based on a technical and a political process. The technical should consider the projection of 2050 GHG emissions, and the political a common vision of development, integrating national aspects the needs of the communities and the economy.

The enhancement of NDCs is imperative not only to attain the goal set in Paris but also as a political signal to build trust among actors and unleash greater ambition of different stakeholders.