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Item 12 of the provisional agenda  
**Pre-2020 stocktake**

## **Report on the 2018 stocktake on pre-2020 implementation and ambition**

**Note by the secretariat**


### *Summary*

This document contains a report on the stocktake on pre-2020 implementation and ambition, organized at COP 24 pursuant to decision 1/CP.23, paragraph 17. Consistently with the mandate given, the stocktake provided an opportunity for Parties to discuss, at technical and high-level meetings, their mitigation efforts up to 2020 and support to enhanced implementation and ambition of climate efforts up to 2020.

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## Abbreviations and acronyms

|                 |  |
|-----------------|--|
| BUR             | biennial update report   |
| CBIT            | Capacity-building Initiative for Transparency  |
| CDM             | clean development mechanism  |
| CGE             | Consultative Group of Experts  |
| COP             | Conference of the Parties  |
| CO <sub>2</sub> | carbon dioxide   |
| CTCN            | Climate Technology Centre and Network  |
| EU              | European Union   |
| GCF             | Green Climate Fund   |
| GEF             | Global Environment Facility  |
| GHG             | greenhouse gas   |
| ICA             | international consultation and analysis  |
| IPCC            | Intergovernmental Panel on Climate Change  |
| LDCs            | least developed countries  |
| MRV             | measurement, reporting and verification  |
| OECD            | Organisation for Economic Co-operation and Development   |
| PCCB            | Paris Committee on Capacity-building   |
| REDD-plus       | reducing emissions from deforestation; reducing emissions from forest degradation; conservation of forest carbon stocks; sustainable management of forests; and enhancement of forest carbon stocks (decision 1/CP.16, para. 70) |
| SBI             | Subsidiary Body for Implementation   |
| SBSTA           | Subsidiary Body for Scientific and Technological Advice  |
| TEC             | Technology Executive Committee   |

## **I. Introduction**

### **A. Mandate**

1. By decision 1/CP.23, paragraph 17, COP 24 decided to convene a stocktake on pre-2020 implementation and ambition, which would apply the format of the 2016 facilitative dialogue and consider, inter alia:

(a) The inputs of the COP, the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol, the SBI, the SBSTA, the constituted bodies under the Convention and the Kyoto Protocol, and the operating entities of the Financial Mechanism;

(b) The mitigation efforts of Parties in the pre-2020 period;

(c) The provision of support in the pre-2020 period;

(d) The work of the Marrakech Partnership for Global Climate Action, including summaries for policymakers of the technical examination processes and the yearbooks on climate change prepared by the high-level champions.

2. This report provides an overview of the proceedings and issues discussed at the stocktake referred to in paragraph 1 above. It was prepared by the secretariat in response to decision 1/CP.23, paragraph 19.

### **B. Scope of the report**

3. The stocktake followed the same format as the 2016 facilitative dialogue, namely a technical meeting followed by a high-level meeting with ministerial participation. The report is divided into two parts to reflect the organization of the stocktake: chapter III summarizes the technical meeting and chapter IV summarizes the high-level meeting.

### **C. Possible action by the Conference of the Parties**

4. The COP may wish to take note of the information contained in this report and provide further guidance, as appropriate.

## **II. Overview**

5. Both the technical and the high-level meeting included a keynote speech, interactive panel discussions, open discussion in a plenary setting and closing remarks.

6. The technical meeting took place on 5 December 2018 and was moderated by Ben Garside (Carbon Pulse). The high-level meeting took place on 10 December 2018 and was moderated by Rachel Kyte (Sustainable Energy for All).

## **III. Proceedings and summary of the technical meeting**

7. The technical meeting provided a space for Parties to consider and discuss available information relating to mitigation efforts and support in the pre-2020 period. The submissions from Parties<sup>1</sup> and inputs provided by the subsidiary and constituted bodies<sup>2</sup> informed the discussions and were often referred to by the participants.

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<sup>1</sup> Synthesized by the secretariat in document FCCC/CP/2018/7.

<sup>2</sup> Written statements are available at <https://unfccc.int/topics/pre-2020>.

## A. Opening

8. Adam Guibourgé-Czetwertyński, Chief Negotiator of the COP 24 Presidency, welcomed participants, referred to the mandate for the stocktake and gave an overview of how the stocktake would be organized. He also referred to the role of the GCF and the CTCN in supporting implementation in the pre-2020 period and to the various processes relevant to the stocktake, providing information on the latest statistics concerning the operation of the CDM and on the financial support recently pledged by governments and organizations.

9. Thelma Krug, Vice-Chair of the IPCC, presented an overview of key findings from the latest IPCC reports, including the Special Report on Global Warming of 1.5 °C.<sup>3</sup> She stressed the following points:

(a) The full achievement of the Cancun pledges would not result in a return to the 2005 levels of GHG emissions, and would be consistent with an increase in global average temperatures of 3 °C by 2100, with warming continuing afterwards;

(b) To limit global warming to 1.5 °C, global net CO<sub>2</sub> emissions must peak before 2030 and be reduced to zero by 2050; deep reductions in non-CO<sub>2</sub> gases and other substances, such as methane and black carbon, would also be required;

(c) Large-scale transformation of all systems would be required to limit global warming to 1.5 °C. Since no historical precedents existed for such a transformation, unprecedented changes would be required to the ways in which energy was produced, goods and services were provided and materials were consumed;

(d) More than half of the remaining carbon budget to limit global warming to 1.5 °C had already been allocated to existing or planned coal-fired plants.

## B. Session I: mitigation efforts up to 2020

10. The first substantive session addressed, in a panel setting, mitigation efforts up to 2020. The panel, composed of the presiding officers of selected UNFCCC bodies and the high-level climate champions, provided an overview of activities relating to the pre-2020 period.

11. Emmanuel Dlamini, Chair of the SBI, said the process of international assessment and review had shown that developed countries were decoupling GHG emissions from economic growth and that they remained on track to achieving their 2020 targets. Furthermore, the process of ICA had provided a space for developing countries to share information on their progress and inspire others. He referred to the capacity-building activities related to MRV, the CDM and REDD-plus. Lastly, he encouraged all Parties to submit their reports on time to enable a thorough and complete assessment of global climate efforts.

12. Paul Watkinson, Chair of the SBSTA, described the work and cooperation with the scientific community on research and systematic observation, aimed at helping countries to understand and measure mitigation action. He highlighted the work of the SBSTA to develop rules for the implementation of the second commitment period of the Kyoto Protocol, notably in relation to its Articles 5, 7 and 8. He referred to the joint efforts with the SBI aimed at supporting Parties to develop mitigation policies, including by undertaking work in relation to agriculture, response measures and the technical examination process.

13. Piotr Dombrowicki, Vice-Chair of the CDM Executive Board, summarized the contribution of the CDM in the pre-2020 period. He noted that it had engaged over 140 Parties and had delivered approximately 2 billion tonnes of GHG emission reductions through 8,100 projects, underpinned by around USD 3 billion of investment. In respect of the pre-2020 period, he noted that approximately 0.5 billion of the 2 billion tonnes of GHG emission reductions had been issued following the end of the first commitment period of the

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<sup>3</sup> IPCC. 2018. *Global Warming of 1.5 °C: An IPCC Special Report on the impacts of global warming of 1.5 °C above pre-industrial levels and related global greenhouse gas emission pathways in the context of strengthening the global response to the threat of climate change, sustainable development, and efforts to eradicate poverty*. Switzerland: IPCC. Available at <http://ipcc.ch/report/sr15/>.

Kyoto Protocol. Several stakeholders had also been using the CDM as a means of reducing emissions and meeting national goals, outside the context of the Kyoto Protocol.

14. Mr. Tomasz Chruszczow, Special Envoy for Climate Change and high-level champion for COP 24, noted the contribution of non-Party stakeholders to climate action, including that of the private sector, cities and civil society. He referred to concrete examples of energy projects, and work by regulators and the finance community to redirect finance to low-emission, climate-resilient development.

### **C. Session II: supporting enhanced implementation and ambition of climate efforts up to 2020**

15. The second substantive session addressed, also in a panel setting, the topic of supporting enhanced implementation and ambition of climate efforts up to 2020. The panel, composed of representatives from relevant constituted bodies, provided information on supporting action in the pre-2020 period.

16. Pa Ousman Jarju, Director of Country Programming of the GCF, stated that, to date, the GCF had committed USD 4.6 billion to 96 projects, of which USD 400 million had already been disbursed; had approved 203 readiness projects by 115 countries; had allocated USD 3 million per country to support national adaptation plans and adaptation planning; was working with over 100 countries on programming resources; had committed USD 1.8 billion through the Private Sector Facility, enabling an investment of around USD 5.2 billion; and had a pipeline of projects and concept notes totalling USD 17.4 billion.

17. Gustavo Fonseca, Director of Programs of the GEF, provided an overview of the efforts and achievements of the GEF in the pre-2020 period, which included over USD 5.6 billion having been disbursed to 1,000 mitigation projects, leveraging around USD 47 billion in co-financing and supporting energy efficiency, renewable energy, agriculture, forestry and urban transport efforts; and over USD 1.25 billion having been provided to 250 projects through the LDC Fund and 78 projects through the United Nations Fund for South–South Cooperation for adaptation efforts. He also referred to the various activities undertaken by the GEF to support innovation and technology transfer, and to help developing countries to meet their reporting obligations under the Convention. Recently, the GEF had supported 41 countries and four global projects totalling USD 58 million via CBIT.

18. Mikko Ollikainen, Manager of the Adaptation Fund Board, stated that, to date, the Adaptation Fund had allocated a total of USD 530 million to 80 projects in 63 countries, including 14 small island developing States and 21 LDCs. He stressed that the internal evaluation of the Adaptation Fund had highlighted the relevance of its work in three main areas, namely its exclusive focus on adaptation, its support to concrete activities and its direct access modality. Experiences gained in the last field had demonstrated that direct access to the Adaptation Fund had so far worked in an efficient manner and that it remained paramount to building national capacity. Lastly, he referred to the synergies developed with other funds, notably the GCF.

19. Dinara Gershinkova, Vice-Chair of the TEC, noted that the TEC focused on the identification of policies for the development and transfer of climate-related technologies. The TEC published policy briefs and policy recommendations to assist Parties. Recently, it had highlighted the importance of South–South cooperation and referred to its potential in relation to energy, water, agriculture and the circular economy.

20. Jukka Uosukainen, Director of the CTCN, gave a summary of the support in relation to technology provided to countries by the CTCN, including the provision of decision-making tools such as feasibility studies, prioritization of technologies and sectoral road maps and strategies. He noted that the CTCN continued to support 79 developing countries via 137 projects, and that USD 400 million had already been allocated for implementation activities. The CTCN had engaged over 500 institutions, 100 of which had already provided support through the bidding process. Lastly, he outlined the priorities for future CTCN activities, namely to promote innovation, develop national capacities and foster close linkages with the UNFCCC funds.

21. Marzena Chodor, Co-Chair of the PCCB, provided an overview of the work of the PCCB to enhance the coherence and cohesion of capacity-building activities; to identify and address gaps in capacity; to foster cooperation for capacity-building activities at all levels; to compile tools and methodologies; and to promote awareness-raising efforts. She presented information on the UNFCCC capacity-building portal and noted that the PCCB intended to use social media tools to enhance its outreach activities.

22. Thiago De Araujo Mendes, Chair of the CGE, stated that the CGE had been operating for 20 years, a period during which over 353 national communications and 65 BURs had been prepared and submitted. He listed the capacity-building activities conducted by the CGE, including the preparation of knowledge materials (which had been translated into several languages); the organization of targeted training sessions (which had taken place across the globe and, to date, had benefited over 2,000 experts); and the participation of CGE members in the technical analysis of BURs. Concerning linking finance and action, he recalled the work presently under way to support the preparation of the REDD-plus annex, which would provide for developing countries to receive results-based payments.

#### **D. Plenary discussion**

23. Following the interventions by the panellists in each of the two substantive sessions, the floor was opened for Parties to share their views and pose questions. The following points were highlighted by Parties in their interventions and by panellists in their responses:

(a) Delivering on pre-2020 mitigation action represented an important means of enabling higher ambition in the post-2020 period and meeting the long-term goal of the Paris Agreement;

(b) While most Parties remained on track to meet their targets, the aggregate effect of the Cancun pledges was not in line with the long-term goal; hence, increasing ambition must be made a priority for the pre-2020 and post-2020 periods;

(c) The Doha Amendment had not entered into force, despite the fact that only two years remained before the end of the pre-2020 period;

(d) It is important that developed countries maintain their commitment to mobilizing USD 100 billion of climate finance per year by 2020;

(e) There were existing gaps in financial support, as reflected in the support needs identified through nationally appropriate mitigation actions, and an urgent need to increase access by all Parties to support for adaptation and mitigation;

(f) Developed countries should take the lead in the pre-2020 period by raising their own ambition, removing conditionalities around their pledges, enhancing transparency and increasing support to developing countries;

(g) Developing countries had contributed to emission reductions in the pre-2020 period;

(h) Progress had been made by some developed countries in meeting their targets and delivering on other aspects of pre-2020 action, including the ratification of the Doha Amendment and the climate finance goal. Regarding the latter, it was noted that public climate financial contributions by developed countries had increased by 40 per cent from USD 37 billion in 2013 to USD 54 billion in 2017.

(i) Non-Party stakeholders had made contributions to reducing emissions in the pre-2020 period.

#### **E. Closing remarks**

24. Mr. Garside noted that different points of view had been expressed by the panellists, which had provided for a more comprehensive understanding of the progress made in the pre-2020 period. He further noted that discussion on the issues raised would continue during the high-level meeting.

## **IV. Proceedings and summary of the high-level meeting**

25. The high-level part of the stocktake provided an opportunity for ministers to reflect on pre-2020 implementation and ambition.

### **A. Opening**

26. Michał Kurtyka, President of COP 24, welcomed ministers and other participants to the meeting, and referred to the mandate for the stocktake. He noted that 122 Parties had ratified the Doha Amendment and that letters had been sent to other Parties urging them to deposit their instruments of acceptance as soon as possible. He summarized the information presented at the technical meeting of the stocktake, which had been held in the previous week.

27. Ovais Sarmad, Deputy Executive Secretary of the UNFCCC, underscored the significance of the progress made to date in implementing and delivering pre-2020 action and support, particularly in view of the latest information provided by the IPCC. He referred to the ethical and moral imperative of all Parties to enhance ambition.

28. Inia Seruiratu, Minister for Defence and National Security of Fiji and high-level champion for COP 24, stressed that the latest information from the IPCC called for an immediate increase in global ambition. In that context, he noted that pre-2020 action would lay the foundations required to meet the goal of the Paris Agreement and that non-Party stakeholders had a vital role to play in delivering on climate action. He therefore urged non-Party stakeholders to continue their active engagement in the UNFCCC process. Lastly, he highlighted the importance of coordination and coherence, innovative business models, multilateralism, partnerships and the active involvement of multiple stakeholders.

### **B. Session I: ministerial stocktake on mitigation efforts of Parties up to 2020**

29. The first substantive session addressed mitigation efforts up to 2020 and was conducted by a panel composed of ministers, who provided an overview of related activities within their respective countries.

30. Henryk Kowalczyk, Minister of the Environment of Poland, stated that his country had achieved a 30 per cent reduction in emissions, well above its requirement under the Kyoto Protocol of 6 per cent. He referred to the economic restructuring of Poland, as reflected in the adoption of the best technologies and practices in, inter alia, energy efficiency, buildings and waste. Such efforts had also helped the country to reduce sulfur oxide and nitrogen oxide emissions. Lastly, he gave a summary of the latest efforts by Poland in relation to the pre-2020 period, including the adoption of legislation to achieve a 20 per cent reduction in GHG emissions and a 20 per cent increase in renewable energy generation and energy efficiency by 2020; efforts by the national transport sector to promote zero emission vehicles; and the coordination of adaptation action by 44 Polish cities.

31. Simon Stiell, Minister of Climate Resilience, the Environment, Forestry, Fisheries, Disaster Management and Information of Grenada, described the efforts made in Grenada and the Caribbean to reform the energy sector, including by breaking monopolies and liberalizing markets. Progress had been made to that end by switching to geothermal, renewable and other clean sources of energy. He noted that global progress towards delivering action in the pre-2020 period had been mixed, and expressed concern that the aggregate efforts of developed countries would yield only an 11 per cent reduction, far from the 25–40 per cent reduction required according to scientific research. He stressed, therefore, that concerted efforts to reallocate and redirect finance should be made in order to meet the long-term temperature goal of the Paris Agreement.

32. Miguel Arias Cañete, Commissioner for Climate Action and Energy of the European Commission, provided an overview of the progress made by the EU in relation to the pre-2020 period, including the fact that all EU member States had ratified the Doha Amendment; that in 2017 the EU had collectively achieved a 22 per cent reduction in emissions, surpassing



its 2020 target of a 20 per cent reduction; that the EU emission trading scheme had delivered over 2,100 billion tonnes of emission reductions; and that the EU was the largest contributor of climate finance, having achieved a 50 per cent increase since 2012 with a total of EUR 20.5 billion provided in 2017. He also referred to the structural policies for climate and energy that would enable the EU to meet its post-2020 targets.

33. Xie Zhenhua, Special Representative for Climate Change Affairs of China, underlined the need to deliver action and support in the pre-2020 period, namely through the entry into force of the Doha Amendment. In that respect, he noted that efforts should not be postponed until the post-2020 period and that developed countries should fulfil their collective goal of mobilizing USD 100 billion per year by 2020 to address the needs of developing countries. He summarized the efforts made by China in that direction, most notably the action taken to achieve the 2020 goals of lowering carbon intensity and increasing forest cover ahead of time. Other national achievements had included: 50 per cent of global energy conservation efforts being achieved by China; 1.6 million electric vehicles being deployed nationally to date; emission reductions being achieved by the country's market mechanism, the largest in the world; and South-South cooperation activities being conducted with 29 developing countries. He noted that those measures had nurtured innovation in China and had also contributed to job creation.

34. Melissa Price, Minister of the Environment of Australia, underlined that actions taken in the pre-2020 period had served as a strong basis for climate action, had increased demand for low-emission technologies and had fostered transparency. She noted that Australia had exceeded its 2012 target and remained on track to similarly exceed its 2020 target. She made reference to the Australian Emission Reductions Fund, which had contracted 190 million tonnes of carbon abatement since 2015 and offered alternatives to farmers wishing to increase productivity; and to the Clean Energy Finance Corporation, which had provided over USD 5.9 billion to over 110 projects aimed at reducing emissions. She similarly mentioned the 2015 pledge made by Australia to set aside 1 billion Australian dollars over five years to support climate action, which includes 300 million dollars for countries in the Pacific. Lastly, she referred to the Australian Government's cooperation with other countries on MRV and transparency systems.

### **C. Session II: ministerial stocktake on the provision of support for climate efforts up to 2020**

35. The second substantive session addressed the provision of support for climate efforts up to 2020, with ministers providing information on the progress made and the challenges faced by their respective countries in that area.

36. Ola Elvestuen, Minister of Climate and the Environment of Norway, referred to a recent OECD report showing that developed countries remained on track to meeting the goal of mobilizing USD 100 billion annually for climate action in developing countries by 2020. He noted that public climate finance had increased from USD 37 billion in 2013 to USD 54 billion in 2017. He provided an overview of the climate finance efforts made by Norway and noted that its commitment to REDD-plus financing would be maintained until 2020 and would be likely to run until 2030. The Norwegian Government also expected to double its funds to support renewable energy as well as its contribution to the GCF. He noted that success would depend on joint action to scale up financial support and to develop appropriate enabling environments and robust projects in developing countries.

37. Edson Duarte, Minister of the Environment of Brazil, said that international cooperation had played a major role in supporting his country's progress towards reducing deforestation. He referred to the efforts made by the Brazilian Federal Government, together with states, municipalities and the private sector, to achieve a 70 per cent reduction in the 2004 levels of deforestation. The Brazilian Federal Government had similarly sought to ensure synergy between policies and measures for deforestation with those relating, inter alia, to agriculture and the protection of biodiversity. It was vital that all global leaders also strengthened their respective commitments to saving the planet.

38. Karsten Sach, Director General of International and European Policy and Climate Policy of the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety of Germany, shared some key messages relating to climate finance, namely that developed countries were on track to meet the goal of mobilizing USD 100 billion annually for climate action in developing countries by 2020 and that, in that context, a clearer understanding of the current state of climate finance and how private and public sources for climate action went hand in hand had emerged. He similarly noted that the Paris Agreement constituted a paradigm shift in how climate finance was addressed and that, through their nationally determined contributions, developing countries were now able to clearly state their priorities and needs. The EU remained the biggest donor of climate finance, having provided around EUR 20.4 billion in 2017. Germany, for its part, was on track to double its financial contribution to EUR 4 billion annually.

39. Fedaku Beyene, Commissioner for the Environment, Forest and Climate Change Commission of Ethiopia, spoke on behalf of LDCs. He noted that the negative effects of climate change disproportionately affected LDCs and stressed that current efforts had fallen short of achieving the trajectories required to limit global warming to 1.5 °C. He drew attention to the gap in adaptation finance, the challenges faced by LDCs in accessing multilateral funds, and the fact that the LDC Fund and the Special Climate Change Fund were underfunded. He consequently urged developed countries to provide predictable, accessible, adequate and sustained support. Ethiopia, for its part, remained committed to becoming a climate-neutral, middle-income country by 2030.

40. Kimmo Tiilikainen, Minister of the Environment, Energy and Housing of Finland, welcomed the progress made by developed countries to mobilizing USD 100 billion annually for climate action in developing countries by 2020, noting that such contributions should come from a variety of sources. He recalled that the EU remained the largest donor of climate finance, having provided EUR 20.4 billion in 2017 and that, within that context, Finland had pledged to provide EUR 530 million since COP 21 until 2019. He listed the factors required for ensuring success with respect to climate finance, namely the right combination of adequate policies and finance; an effective use of resources, which was as important as the amount of resources provided; the mainstreaming of climate action into budgeting and development planning; the use of pricing and market instruments; the elimination of subsidies; and the involvement of non-Party stakeholders.

41. Kenichi Suganuma, Ambassador and Representative of the Government of Japan for Climate Change, noted that recent climate events in Japan had raised the population's awareness of the effects of climate change and had strengthened the determination of the Government to take bold action. In 2017, Japan had achieved a reduction of 6.2 per cent compared with 2005 levels, which was well above its 2020 target of a 3.8 per cent reduction. The country's pledge to provide USD 12 billion of climate finance by 2020 was also on track. In 2015 and 2016, the Government had made contributions of USD 23.3 billion, taken from a variety of sources. He stressed that Japan remained committed to finding ways of improving the operation of the GCF and ensuring its successful replenishment in 2019.

## **D. Plenary discussion**

42. Following the interventions by the panellists in the two substantive sessions, the floor was opened for Parties to share their views and pose questions.<sup>4</sup> The following was highlighted in the interventions from the floor and by the panellists in their responses:

(a) The latest information from the IPCC combined with recent experiences relating to the impacts of climate change had provided strong grounds for increased action in the pre-2020 period. Although Parties were on track to deliver on their pre-2020 actions, in aggregate, those actions would not be enough to meet the long-term temperature goal;

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<sup>4</sup> Written statements are available at <https://unfccc.int/topics/pre-2020>.

(b) Increased ambition in the pre-2020 period would lay the foundation for achieving the aims of the Paris Agreement. Parties should work together to generate trust and avoid shifting efforts to the post-2020 period;

(c) Reports indicated that progress had been made on delivering pre-2020 action and support; however, the gaps identified in that respect still needed to be addressed, including by accelerating the entry into force of the Doha Amendment, removing conditionalities around pledges and ensuring general access to finance;

(d) Developed countries should remain committed to jointly mobilizing USD 100 billion of climate finance per year by 2020. Efforts must also be made to ensure that all countries could access available climate finance;

(e) Experiences with supporting the implementation of pre-2020 ambition had increased the understanding of climate finance and its sources; however, differences in that understanding remained among Parties and require further consideration;

(f) Many developing countries continued to face significant challenges in implementing climate action, which impaired their potential to increase national efforts. Financial, technology and capacity-building support should be enhanced as a means of increasing global ambition;

(g) Good governance and transparency were paramount to promoting investments in low-emission, climate-resilient development. National efforts, supported by capacity-building support, had the potential to lead to better climates for investment.

## **E. Closing remarks**

43. Mr. Elvestuen and Mr. Stiell provided summary remarks relating to the sessions on support and mitigation actions, respectively. Noting the efforts and achievements of Parties in the pre-2020 period, Ms. Kyte underscored the challenges faced in making further progress, particularly with respect to financing. She announced that a second stocktake would take place at COP 25.

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