



**ACP ISSUES PAPER**  
ON THE KATOWICE  
CLIMATE CHANGE CONFERENCE  
**(COP24)**





## A. INTRODUCTION

1. The Twenty-fourth session of the Conference of the Parties (COP 24) of the United Nations Framework Convention on Climate Change (UNFCCC), will be held from 2-14 December 2018 in Katowice, Poland. It is expected to adopt modalities, procedures and guidelines for implementation of the Paris Agreement on climate change by finalizing the Paris Agreement Work Program.

As part of COP 24, the following sessions will take place:

- The Fourteenth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP 14);
- The Third part of the first session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA 1.3);
- The Forty-ninth session of the Subsidiary Body for Scientific and Technological Advice (SBSTA 49);
- The Forty-ninth session of the Subsidiary Body for Implementation (SBI 49); and
- The Seventh part of the first session of the Ad Hoc Working Group on the Paris Agreement. (APA 1.7)

2. COP 24 is expected to build on the achievements of COP 23 which was held under Fiji's Presidency. It is being held against the backdrop of a record year of climate change impacts and the important key findings of the landmark Special Report entitled "Global Warming of 1.5°C" of the UN's Intergovernmental Panel on Climate Change (IPCC) that unequivocally states that the world is not on track to limiting global temperature rise to 1.5°C and avoiding catastrophic environmental breakdown.

3. Pledges that governments made over the last three years are not enough to keep warming below 1.5°C, even with ambitious and very challenging efforts after 2030. Limiting warming to 1.5°C implies changes on an unprecedented scale. It means deep emission reductions in all sectors, the use of a wide range of technologies, behavioural changes, and a significant increase of investment in low carbon options.

“ Limiting warming to 1.5°C implies changes on an unprecedented scale. It means deep emission reductions in all sectors, the use of a wide range of technologies, behavioural changes, and a significant increase of investment in low carbon options. ”

4. International cooperation is a critical for this to be achieved in all countries and for all people, especially for vulnerable regions in all developing countries. To this end, the provision of predictable, at-scale and long-term means of implementation support for all developing countries that require it, is the key enabler of our action and ambition. Likewise, if the global goals in the Paris Agreement are to be met and the post-2020 regime is to be fair, developed country partners need to honour their existing pre-2020 commitments.

5. For ACP Member States, where the adverse impacts of climate change are becoming increasingly evident

and more severe, the landmark IPCC report underscores the need for urgent and adequate action. The ACP Group is one of the largest Inter-Governmental Organizations, consisting of 79 Member States from Africa, the Caribbean and the Pacific, is committed to supporting ACP regions and countries in their efforts to implement the UNFCCC and all the provisions of its Paris Agreement, taking into account the need for urgent and adequate action and ensuring that this Work Programme is a balanced package that is clear, comprehensive and advancing all pillars of and fully consistent with the core principles of the Convention, in particular equity and common but differentiated responsibilities and respective capabilities.

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## B. ISSUES UNDER NEGOTIATION AT COP24

6. Objectives of the COP24 include completion of the Paris Agreement Work Programme (PAWP) and further enhance implementation of the UN Framework Convention on Climate Change with increased climate ambition and finance.

7. The main COP 24 objective is the completion and adoption of modalities, procedures and guidelines - for the full implementation of all the provisions of the Paris Agreement on climate change. These guidelines are needed to make the Paris Agreement work in a balanced fair and transparent manner and its institutions fully operational beyond COP24 and to unlock practical actions on the ground.

8. In addition, COP 24 needs to make progress on the following issues:

- The ongoing implementation of the Convention including mitigation, adaptation, finance, technology and capacity building support;
- Agree on any further technical work after beyond COP 24
- The political phase of the Talanoa Dialogue;
- the stock-take of climate action before 2020; and,
- The High-level ministerial dialogue on climate finance



## C. MITIGATION

9. In preparation for the Katowice Climate Change Conference, APA, SBI and SBSTA Presiding Officers have prepared, under their own responsibility, a joint reflections note addressing progress made at the Bangkok session, and identifying ways forward, "including textual proposals" to help advance Parties' deliberations towards the finalisation of the PAWP. Negotiations in Katowice are expected to be informed by this living document. Proposals on mitigation relate to:

- Further guidance on the mitigation section of Decision 1/CP.21;
- Nationally determined contribution (NDC) registry;
- Common time frames for NDCs; and
- Modalities, procedures and guidelines of the forum on the impacts of the implementation of response measures.

10. For the ACP Group of States focus should also be given to accelerated action on mitigation before 2020 to ensure the highest possible mitigation efforts during this period. The ACP Group believes that during the pre-2020 period enhanced action is needed to close the emission gap and build a strong foundation for action during the post-2020 period.

### Further guidance in relation to the mitigation section of decision 1/CP.21 (APA)

11. Deliberations on APA agenda item 3: further guidance on the mitigation section of Decision 1/CP.21 (Paris Outcome) relate to:

- developing further guidance on features of NDCs;
- developing further guidance for the information to be provided by Parties in order to facilitate clarity, transparency and understanding of NDCs; and
- elaborating guidance for accounting for NDCs.

12. The ACP Group calls on the APA to develop further guidance on:

- features of the NDCs, including new and additional features and flexibility related to the nature of the features and characteristics included in NDCs to be provided to developing countries, in particular to Least Developed Countries (LDCs) and small island developing States (SIDS);



- the information to be provided by Parties in order to facilitate clarity, transparency and understanding of NDCs;
- accounting for the NDCs in order to address the potential diversity of NDCs and facilitate the assessment of progress made by Parties in their mitigation efforts.

### Common timeframes for NDCs (SBI)

13. Discussions under SBI agenda item 5 focus on the common frequency by which Parties update or communicate their NDCs. Currently, those Parties with a 5-year NDC are requested to communicate by 2020 a new NDC, and those Parties with a 10-year NDC are requested to communicate or update their NDC by 2020.

14. The ACP Group notes that a synchronized timeframe is needed to ensure the global stocktake's effectiveness while flexibility should be





afforded to developing countries on the basis of the nationally determined nature of their contributions and varying national circumstances. The ACP Group acknowledges the importance of a 5-year implementation timeframe to avoid locking in low ambition plus additional 5-year indicative timeframe to accommodate those Parties with a 10-year NDC – known as '5+5'.

### Response Measures (SBI/SBSTA)

**15.** Discussions under SBI agenda item 17 and SBSTA agenda item 9 focus on, inter alia, elaborating the modalities, work programme and functions of the forum on the impacts of the implementation of response measures. The mandate of the existing forum ends at COP 24, and the new forum will serve the Paris Agreement.

**16.** Developing countries wish to address specific needs and concerns of developing countries arising from the impact of the implementation of response

measures under the PAWP and elaborating details of a work programme at COP 24.

### Article 6

**17.** The ACP Group recognizes that Parties can choose voluntary cooperation to implement their nationally determined contributions, to allow for higher ambition both in their mitigation and adaptation actions and to promote sustainable development and environmental integrity. The ACP Group underscores that the operationalization of these cooperative approaches require careful elaboration in order to avoid double accounting and safeguard environmental integrity while at the same time facilitating the implementation of nationally determined contributions and progressively more ambitious mitigation efforts by Parties.

**18.** There is also scope of leveraging Article 6.4 to enhance the scope of mitigation actions by linking them to adaptation or otherwise contributing towards enhancing climate adaptation actions.



## D. ADAPTATION

### Further guidance in relation to the Adaptation Communication

**19.** Adaptation is considered by the Ad Hoc Working Group on the Paris Agreement (APA), the Subsidiary Body for Implementation (SBI) and the Subsidiary Body for Scientific and Technological Advice (SBSTA).

**20.** In preparation for the Katowice Climate Change Conference, APA, SBI and SBSTA Presiding Officers have prepared, under their own responsibility, a joint reflections note addressing progress made at the Bangkok session, and identifying ways forward, “including textual proposals” to help advance Parties’ deliberations towards the PAWP. Negotiations in Katowice are expected to be informed by this document. Proposals on adaptation relate to:

- further guidance in relation to the adaptation communication;
- adaptation communication registry; and
- report of the Adaptation Committee and matters related to Least Developed Countries (LDCs).

**21.** Deliberations on this issue focus on developing guidelines for adaptation communication, including elements of the adaptation communication and some groups have further requested vehicle-specific guidance.

**22.** One contentious issue relating to modalities for communicating, submitting and updating the adaptation communication is whether Parties “shall,” “should” or “may” apply the guidance. Another sticking point relates to vehicle-specific guidance. Some developing countries saying it is necessary to develop guidance specific to NDCs as a vehicle for adaptation communication. Others (both developing and developed countries) oppose, preferring flexibility in vehicle choice.

**23.** Some groups distinguish between adaptation communications and adaptation reporting (transparency), with reporting based on elements and information contained in the communications in order for

progress towards enhanced adaptation action to be taken stock of. Some parties would want loss and damage to be considered under the transparency framework.

**24.** The ACP Group of States, all of which are considered to be particularly vulnerable to the impacts of climate change, believes that further guidance is needed with regards to the adaptation communication which should include priorities and support needs, plans and actions; be an integral part of other communications such as NAPs, NDCs or national communications; and it must not pose additional reporting burden on developing countries. It is important that some technical guidelines and methodologies are available to Parties to generate the necessary information. The development of such guidelines should form part of the PAWP beyond COP24.

**25.** The ACP calls for additional support from the international community for the implementation of adaptation actions in all ACP countries, including SIDS, LDCs, and countries in Africa, which are particularly vulnerable to the adverse impacts of climate change.

**26.** The ACP acknowledges that the current needs of developing country Parties for adaptation are significant. The ACP calls for enhanced support for adaptation, in particular through the Green Climate Fund.

**27.** The ACP Group of States recognizes the crucial role agriculture plays in the economies of ACP countries, and reiterates that the agricultural sector suffers greatly from the adverse impacts of climate change. In this regard the ACP Group stresses the need to enhance adaptation efforts in order to contribute to building resilience in this vital economic sector that supports the livelihoods of millions of people in ACP countries.





## E. FURTHER MATTERS RELATED TO IMPLEMENTATION OF THE PARIS AGREEMENT (APA)

### Modalities, procedures and guidelines (MPGs) for the Transparency Framework for Action and Support

**28.** The transparency framework builds on and enhances the transparency arrangements under the Convention, and recognizes the special circumstances of Least Developed Countries (LDCs) and Small Island Developing States (SIDS).

**29.** The ACP Group of States recognizes the linkages of the transparency framework with other articles of the Paris Agreement and calls for the development of common modalities, procedures and guidelines to promote effective implementation and provide a clear understanding of the climate change actions to be undertaken, including:

- the principle of no backsliding to enhance existing arrangements under the Convention);
- the principle of different starting points providing flexibility for developing countries;
- the principle of improvement over time with support to be provided to developing countries on a continuous basis to build transparency-related capacity over time); and,
- incorporating in reporting loss and damage, also linking to the global stocktake.

### Matters relating to the Global Stocktake

**30.** The global stocktake is expected to assess the collective progress towards achieving the purpose of the Paris Agreement and its long-term goals. Discussions under this APA agenda item 6 center around: (a) identification of the sources of input; and (b) development of modalities for the global stocktake,

including: the governance of, and the guidance for, conducting the process; the timing and duration of the global stocktake; and the substantive coverage of its components.

**31.** The ACP Group emphasizes that the first global stocktake to take place in 2023, should be undertaken in a comprehensive and facilitative manner, taking into consideration mitigation, adaptation and the means of implementation and support, and in the light of equity and the best available science.

### Modalities and procedures for the effective operation of the Committee to Facilitate Implementation and Promote Compliance

**32.** Discussions under APA agenda item 7 focus on developing the modalities and procedures for the effective operation of the committee to facilitate implementation and promote compliance, established by Article 15 of the Paris Agreement.

The ACP Group of States underscores the need for the Facilitation and Compliance Committee to facilitate the implementation and promote compliance with the provisions of the Paris Agreement.

**33.** The ACP Group believes that the mechanism should be a facilitative, non-intrusive and function in a non-punitive manner and the APA should develop the modalities and procedures including definitions on scope, decision-making processes, triggers, and measures to be taken, with the aim of facilitating compliance

by Parties that encounter challenges in implementing the provisions of the Paris Agreement.

### Adaptation Fund

**34.** Under APA agenda item 8 (further matters), discussions focus on, inter alia, elaborating the governance and institutional arrangements,

safeguards and operating modalities. The ACP Group reiterates that these should remain the same for the Adaptation Fund to serve the Paris Agreement.

**35.** The Adaptation Fund Board is expected to prepare a report on the legal consequences of different governance options.

## F. ISSUES UNDER NEGOTIATIONS OUTSIDE THE PAWP

### Warsaw International Mechanism (WIM) for Loss and Damage (COP)

**36.** According to Article 8, paragraph 2, of the Paris Agreement, the WIM shall be subject to the authority and guidance of the CMA, and may be enhanced and strengthened as determined by the CMA. The UNFCCC Secretariat received correspondence from the Chairs of the G-77/China, African Group and AOSIS requesting that the WIM be retained on the agenda for COP 24. The COP is expected, under COP agenda item 7, to consider the matter of its authority over and guidance to the Mechanism, including its Executive Committee.

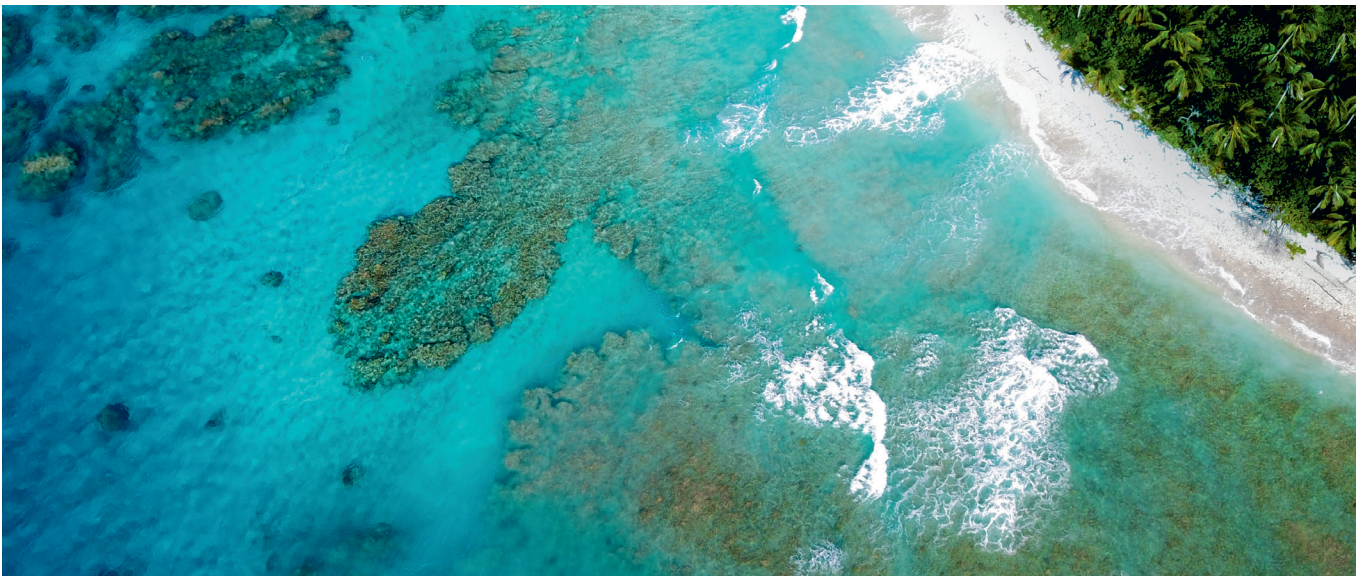
**37.** The WIM is anchored in the Paris Agreement, and is advancing work under its workplan on slow onset events, non-economic losses, comprehensive risk management approaches, human mobility, and action

and support. Its report will be considered jointly by the SBI and SBSTA, under SBI agenda item 10 and SBSTA agenda item 4.

**38.** ACP countries emphasise the importance of addressing loss and damage associated with the adverse effects of climate change, including extreme weather events and slow onset events. The ACP Group stresses that Loss and Damage should be included in the operationalisation of the Paris Agreement.

### National Adaptation Plans

**39.** This issue was not taken up at SBI 48-1 in Bangkok. In its conclusions, SBI 48, which convened





in Bonn, Germany, agreed to continue consideration of this matter at SBI 49 on the basis of the draft decision text proposed by the Co-Facilitators of the informal consultations. The issue will be taken up under SBI agenda item 13.

### Nairobi Work Programme

40. The SBSTA 48, which convened in Bonn, Germany:

- reviewed the NWP with a view to further improve its relevance and effectiveness;
- concluded that the NWP has successfully responded to its mandates;
- encouraged it to continue enhancing its role as a knowledge-for-action hub for adaptation and resilience with a view to further improving the relevance and effectiveness of the NWP in the light of the Paris Agreement;
- invited the Adaptation Committee to provide advice on the delivery of NWP mandates and opportunities to align efforts with relevant bodies, workstreams and institutional arrangements; and
- outlined a list of ten emerging issues for future NWP thematic areas and invited the NWP to provide information on monitoring tools and assessment methods.

“Climate finance is particularly important for the ACP Group, given the significant amount of financial, technical, technological and capacity building support that is needed to allow all ACP Countries, especially the Small Island Developing States (SIDS), Least Developed Countries (LDCs), and Landlocked Developing countries and African countries, to adapt to the adverse impacts of climate change.”







## G. MEANS OF IMPLEMENTATION

### Finance

**41.** Climate finance is vital to making possible the participation of most developing countries in successful implementation of the Paris Agreement as it also influences other negotiating tracks in varying degrees.

**42.** Article 9.5 of the Paris Agreement states that developed countries should communicate how and to what degree they are contributing to climate finance for mitigation and adaptation.

**43.** The ACP Group calls for setting a new collective quantified goal on finance and modalities for biennially communicating finance information in accordance with Article 9.5 by starting a process to consider and approve a new finance goal prior to 2025. The ACP Group furthermore prefers that the process for setting a new collective quantified goal on finance be part of the PAWP finance package.

**44.** Climate finance is particularly important for the ACP Group, given the significant amount of financial, technical, technological and capacity building support that is needed to allow all ACP Countries, especially the Small Island Developing States (SIDS), Least Developed Countries (LDCs), and Landlocked Developing countries and African countries, to adapt to the adverse impacts of climate change.

**45.** The ACP Group therefore urges developed countries to provide predictable scaled-up and long-term financial resources, taking into consideration

country-driven strategies, the priorities and needs of developing country Parties and the need to achieve a balance between adaptation and mitigation.

**46.** The ACP Group of States recognises that for many developing countries and in particular the ACP Member States, international public finance will remain the major source of funding for climate change actions and has a key role in leveraging and mobilizing private sector investment flows which can play a complementary role to public finance. To this end, the ACP Group calls for the development of robust modalities, procedures and guidelines for the provision by developed country Parties of quantitative transparent and consistent information on support for developing country Parties provided and mobilized through public interventions.

**47.** The ACP Group calls on the Green Climate Fund (GCF) and the Global Environment Facility (GEF) to expedite work on facilitating access to financial resources, in particular for the LDCs and SIDS, in the context of their national climate strategies and plans, taking into account the actions needed to maintain global temperature below 1.5 degrees Celsius as highlighted in the IPCC Special Report on 1.5°C.

**48.** Notwithstanding provisions for climate finance made under the Paris Agreement, previous finance commitments and access to financial resources remain an overriding concern for many ACP countries.



## Technology Mechanism

49. Under the Paris Agreement the Technology Mechanism that was established under the Convention is to serve the Agreement.

50. Issues to be finalized in Katowice are related to:
- the scope of and modalities for the periodic assessment of the Technology Mechanism in relation to supporting the implementation of the Paris Agreement; and,
  - the Technology framework under Article 10, paragraph 4, of the Paris Agreement

## H. THE TALANOA DIALOGUE

51. The Katowice Climate Change Conference will include the political phase of the Talanoa Dialogue (preceded by the preparatory phase that took place throughout 2018) – a process of inclusive, participatory and transparent dialogue championed by COP 23 Fijian Presidency and supported by the Alliance of Small Island States (AOSIS).

52. The Dialogue is expected to: take stock of the collective efforts of Parties in meeting the long-term goals of the Paris Agreement and inform the preparation of NDCs; generate greater “confidence, courage and enhanced ambition”; and capture political momentum:

- The wrap-up of the technical phase will take place during the first week of COP24 and include space for the consideration of the IPCC Special Report on Global Warming of 1.5°C.

- The political phase will follow with the objective of taking stock of collective progress of Parties towards the long-term goal of the Paris Agreement.
- Ministerial dialogue on raising the level of ambition with respect to climate action

53. The ACP Group calls for the continuation of the Talanoa Dialogue as a constructive process to raise ambition and inform further NDCs. The ACP Group further calls for the Talanoa narratives to be presented at the Katowice Conference to be balanced and reflective of the experiences of all UNFCCC Parties, covering mitigation, adaptation and means of implementation, with a focus also on pre-2020 implementation. order to ensure that COP24 is a success.

## I. THE KATOWICE CLIMATE CHANGE CONFERENCE (COP24)

54. The Group reaffirms that climate change remains one of the most serious challenges to the sustainable development of developing countries in the twenty-first century. However, the ACP Group of States believes that, an equitable and efficient implementation of the Paris Agreement may contribute in the long term to reducing the adverse impacts of climate change and protect planet earth for the future generations.

55. The ACP Group, with its 79 Member States, will work in a collective, balanced, fair, efficient and transparent manner during the upcoming negotiations in Katowice and pledges its full support to the process in order to ensure that COP24 is a success.

“ The ACP Group calls for the continuation of the Talanoa Dialogue as a constructive process to raise ambition and inform further NDCs. The ACP Group further calls for the Talanoa narratives to be presented at the Katowice Conference to be balanced and reflective of the experiences of all UNFCCC Parties, covering mitigation, adaptation and means of implementation, with a focus also on pre-2020 implementation. ”





# ACP countries



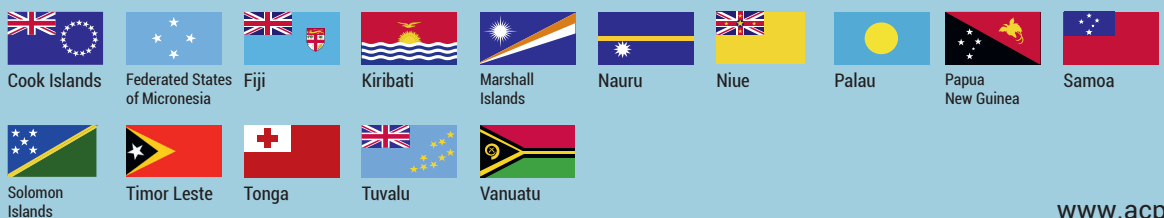
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