



# ACP Issues Paper on the Marrakesh Climate Change Conference (COP22)



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Group of States

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## I. INTRODUCTION

1. The Paris Agreement adopted in December 2015 by 195 Parties to the United Nations Framework Convention on Climate Change (UNFCCC), was a historic turning point in the global fight against climate change. In this regard, the African, Caribbean and Pacific Group of States, is committed to supporting ACP regions and countries to implement the provisions contained in the Paris agreement.
2. The Agreement will enter into force on the thirtieth day after the date on which at least 55 Parties to the Convention, accounting in total for at least an estimated 55% of the total global greenhouse gas emissions, have deposited their instruments of ratification, acceptance, approval or accession. Currently, there are 191 signatories to the Paris Agreement and 92 Parties have ratified accounting for over 55% of total global greenhouse gas emissions.
3. The Paris Agreement “aims to strengthen the global response to the threat of climate change, in the context of sustainable development and efforts to reduce poverty, including by:
  - a. Holding the increase in the global average temperature to well below 2°C above pre-industrial levels and to pursue efforts to limit the temperature increase to 1.5°C above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change;
  - b. Increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production;
  - c. Making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development.”
4. The Paris Agreement will be implemented to reflect equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.
5. The Paris Agreement acknowledges that Parties should, when taking action on climate change, respect the importance of human rights, the rights of indigenous peoples, local communities, children, persons with disabilities, the elderly, gender equality and the empowerment of women.
6. In preparation for COP22, the ACP regions hosted a number of high level meetings including, inter alia, the Sixth Special Session of the African Ministerial Conference on the Environment held in Cairo from 16<sup>th</sup> to 19<sup>th</sup> April 2016, the “Towards COP22” African Ministerial Conference on Ocean Economies and Climate Change held in Mauritius from 1<sup>st</sup> to 2<sup>nd</sup> September 2016, the CARICOM Climate Change Negotiators and Ministerial Preparatory Meeting held in



Grenada, from 5<sup>th</sup> to 7<sup>th</sup> September 2016; the 47<sup>th</sup> Pacific Islands Forum Leaders' Meetings in Pohnpei, held in Federated States of Micronesia, from 7<sup>th</sup> to 11<sup>th</sup> September.

7. In addition, regional dialogues were held, including the Meeting of African Ambassadors in Preparation for COP22 in Rabat, Morocco, on 31<sup>st</sup> August, 2016; and the 27<sup>th</sup> SPREP Meeting of Officials of the Pacific Island Member Countries, organised by the Secretariat of the Pacific Regional Environment Programme (SPREP) in Alofi, Niue, from 19<sup>th</sup> to 22<sup>nd</sup> September 2016.
8. Finally, at the ACP level, climate change issues were included in the discussions of the 8<sup>th</sup> Summit of ACP Heads of State and Government, held on 30<sup>th</sup> May to 1<sup>st</sup> June, 2016, in Port Moresby, Papua New Guinea, and a Special Meeting of the ACP Sub-Committee on Sustainable Development, was held on 4<sup>th</sup> to 5<sup>th</sup> October, 2016 in order to develop the ACP Issues Paper on the Marrakesh Climate Change Conference (COP22).

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## II. ISSUES UNDER NEGOTIATION AT COP22

### A. THE AD – HOC WORKING GROUP ON THE PARIS AGREEMENT (APA)

9. The Ad-hoc Working Group on the Paris Agreement (APA) was established in order to prepare for the entry into force of the Agreement and for the convening of the first session of the Conference of the Parties serving as the Meeting to the Parties of the Paris Agreement (CMA1). The ACP Group recognizes that the Paris Agreement will enter into force on 4 November, 2016 and looks forward to the convening CMA1 in conjunction with COP22. The ACP Group urges those Member States which have not yet done so, to deposit their instruments of ratification as soon as possible.
10. The ACP Group calls on the APA, Conference of the Parties (COP), Subsidiary Body for Implementation (SBI) and Subsidiary Body for Scientific and Technological Advice (SBSTA), to ensure that all relevant rules and modalities are elaborated with a view to the completion of the work programme under the Paris Agreement no later than 2018. The ACP further urges that adequate support be provided to ensure the early fulfilment of the mandates in this regard.
11. The ACP Group emphasizes that all issues on the APA agenda and relevant items on the agenda of the COP, SBI and SBSTA, are equally important and urges that the discussions at COP22 are undertaken in an open, transparent, inclusive, balanced, comprehensive and coherent manner.
12. The ACP Group emphasizes that all Parties to the Convention should continue to contribute fully to the development of the rule book on the Paris Agreement given the early entry into force of the Paris Agreement and taking into account that many Parties are still in the process of joining the agreement.

#### A.1 Nationally Determined Contributions (NDCs)

13. The ACP Group calls on the APA to develop further guidance on: features of the NDCs; the information to be provided by Parties in order to facilitate clarity, transparency and understanding of NDCs. The ACP Group believes that further guidance on accounting for the NDCs will address the potential diversity of NDCs and facilitate the assessment of progress made by Parties in their mitigation efforts, in order to avoid double counting and ensure environmental integrity.



14. The ACP Group reiterates that the NDCs of developing countries should include not only mitigation but also adaptation, which is particularly important for all developing countries.
15. The Paris Agreement recognizes the existence of an emissions gap between Nationally Determined Contributions (NDCs) and contributions needed to the global average temperature to well below 2°C above pre-industrial levels. The ACP Group called on developed countries to increase the scope of their initial contributions according to their differentiated responsibilities and respective capabilities.

### **A.2 Adaptation Communication**

16. The ACP Group of States believes that further guidance is needed with regards to the adaptation communication which should include priorities, implementation and support needs, plans and actions and should be an integral part of other communications such as NAPs, NDCs or national communications, without creating any additional burden to SIDS, LDCs and land-locked countries in Africa.

### **A.3 Transparency Framework**

17. The transparency framework, which is intended to help track progress on financial, technology and capacity building support for developing countries, as well as mitigation and adaptation actions, builds on and enhances the transparency arrangements under the Convention, and recognizes the special circumstances of Least Developed Countries (LDCs), Small Island Developing States (SIDS) and land-locked countries in Africa. 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 subject to the delivery of adequate support to ACP countries under the Capacity-building Initiative for Transparency.



#### **A.4 Global Stocktake**

18. The global stocktake is expected to assess the collective progress towards achieving the purpose of the Paris Agreement and its long-term goals. The ACP Group emphasizes that the first global stocktake to take place in 2023, should be undertaken in a comprehensive and facilitative manner in order to review all aspects of the implementation of Paris Agreement, including mitigation, adaptation and the means of implementation and support, taking into account equity and the best available science.

#### **A.5 Facilitative Dialogue**

19. The ACP Group underscores the importance of the Facilitative Dialogue to be undertaken in 2018, to assess progress towards the long term temperature goal and to inform the preparation of nationally determined contributions. In this regard, the ACP Group stresses the need for timely, comprehensive and robust information as inputs for a successful dialogue.

#### **A.6 Compliance Mechanism**

20. 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. The ACP Group believes that the mechanism should be a facilitative, non-intrusive and function in a non-punitive manner taking into account the flexibility that vulnerable developing countries need in the light of their different capabilities and national circumstances. In this regard, ACP Group calls on the APA to 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.





## B. ADAPTATION

21. The ACP Group of States welcomes the establishment of the global goal on adaptation, in the context of the long-term global temperature goal, to enhance adaptive capacity, strengthen resilience and reduce vulnerability to climate change. The ACP Group of States encourages Parties at COP22 to operationalize the global goal on adaptation.
22. The ACP Group reaffirms that additional support is urgently needed from the international community for the implementation of adaptation actions in all ACP countries, especially the SIDS, LDCs, and land-locked countries in Africa, which are particularly vulnerable to the adverse impacts of climate change.
23. The ACP Group acknowledges that the current needs of developing country Parties for adaptation are significant and calls for enhanced support for adaptation, in particular through the Green Climate Fund that was tasked with expediting support for LDCs and other developing country Parties for formulating National Action Plans (NAPs) and their subsequent implementation.
24. The ACP Group of States stresses the crucial role agriculture, forestry and fisheries 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 of small-scale and medium-size farmers, fisher-folk and foresters in particular through diversification, the provision of climate-resilient crops, the adoption of climate smart practices, good post-harvest practices and the transfer of technology related to sustainable agriculture and agro-industry, including early warning system and climate services, in order to contribute to building resilience in this vital economic sector that supports the livelihoods of millions of people in ACP countries.

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### C. LOSS AND DAMAGE

25. For ACP countries, the importance of enhancing understanding, action and support to address loss and damage associated with the adverse effects of climate change, including extreme weather events and slow onset events, cannot be over emphasized.
26. The ACP Group believes that the review of the Warsaw International Mechanism (WIM) should focus on the structure, mandate and effectiveness as well as, identify gaps and make recommendation in order to strengthen the mechanism.
27. The ACP Group of States calls on the Warsaw International Mechanism (WIM) for Loss and Damage to establish a clearinghouse for risk transfer and a task force for climate change displacement.
28. The ACP Group also urges the COP to accelerate progress in the initiation of the five-year rolling workplan of the WIM.



## D. MITIGATION

29. The ACP Group of States acknowledges that the science provides the basis for strengthening the global goal to limit warming to well below 1.5°C above pre-industrial levels and that drastic reduction in greenhouse gas emissions are needed if 1.5°C is to be achieved.
30. The ACP Group reiterates that developed countries have a historic responsibility in the global fight to address climate change. The ACP Group calls on developed countries to scale-up their NDCs and provide adequate support, including finance, technology development and transfer and capacity building to developing countries for the implementation of their Nationally Determined Contributions (NDCs), in accordance with the provisions under the Convention and the Paris Agreement.
31. The ACP Group of States notes with appreciation the special report to be developed by the Intergovernmental Panel on Climate Change (IPCC) in 2018 on the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emission pathways. The ACP Group encourages the IPCC to complete its work on the Special Report in a timely manner so that it will serve as an input to the Facilitative Dialogue in 2018.
32. 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 contributing to the mitigation efforts by Parties.
33. The ACP Group calls for the expeditious undertaking of the work programme under the framework for non-market



approaches, with the aim of enhancing linkages and creating synergies between, inter alia, mitigation, adaptation, finance, technology transfer and capacity building; and facilitating the implementation and coordination of non-market approaches.

34. The ACP Group reiterates that 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. The ACP Group stresses the need for financial and technical support for the implementation of renewable energy and energy efficiency projects, at the regional and national levels, in order to contribute towards the global temperature goal.
35. The ACP Group urges all Parties to the Kyoto Protocol that have not yet done so, to ratify and implement the Doha Amendments to the Kyoto Protocol, in order to contribute to the highest possible mitigation efforts during the pre-2020 period.

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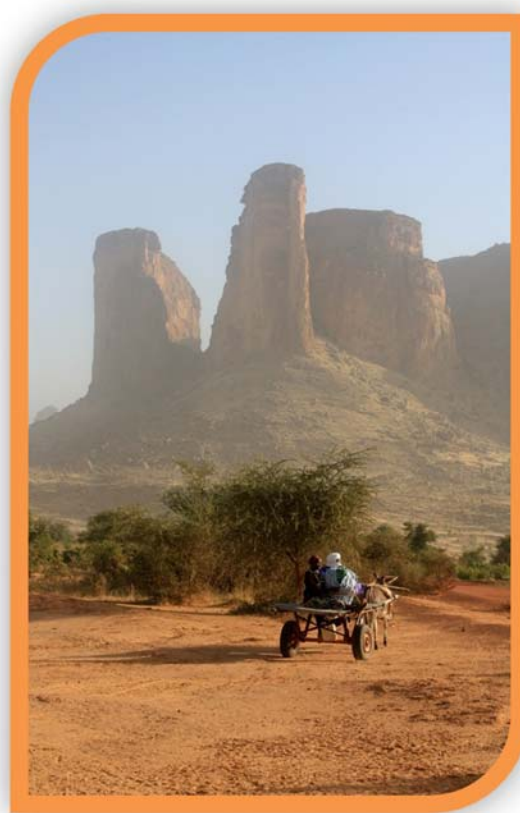
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## E. FINANCE

36. 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 land-locked countries in Africa, to adapt to the adverse impacts of climate change. The ACP Group therefore urges developed countries to provide scaled-up 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.
37. The ACP Group looks forward to the convening of the High Level Ministerial Dialogue on Climate Finance at COP22 and to the meaningful political outcome that supports the scaling up of financial resources and in particular, adaptation finance.
38. The ACP Group of States reiterates 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, including tracking guidelines, for the provision by developed country Parties of transparent and consistent information on support for developing country Parties provided and mobilized through public interventions.
39. 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 through simplified approval procedures and enhanced readiness support for developing country Parties, in particular for the LDCs, SIDS and land-locked countries in Africa, in the context of their national climate strategies and plans.



40. Notwithstanding the provisions made for climate finance under the Paris Agreement, mobilisation and access to financial resources, for adaptation, technology development and transfer and capacity building support, remain an overriding concern for all ACP countries. In this regard, the ACP Group takes note of the recently published roadmap prepared by developed countries towards jointly providing USD 100 billion per year by 2020 through to 2025. The ACP thanks the developed countries for the early release of the roadmap and urges their continued engagement with developing countries to improve the roadmap so as to enhance predictability, build mutual trust, and ensure that the needs of the ACP countries particularly for adaptation will be adequately addressed through the provision of new and additional public and grant-based resources.

## F. TECHNOLOGY DEVELOPMENT AND TRANSFER

41. The ACP Group believes that mitigating the effects of and adapting to the adverse impacts of climate change, cannot be achieved without accelerating, encouraging and enabling technology development and transfer. The ACP Group of States welcomes the establishment of a Technology Framework to provide overarching guidance to the work of the Technology Mechanism and encourages the Climate Technology Centre and Network (CTCN) to continue its efforts to accelerate the transfer of environmentally sound technologies for low carbon and climate resilient development in ACP countries and to support, in a continuous, facilitative and country-driven manner, the implementation of the Paris Agreement.

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*“The ACP Group reaffirms that climate change will remain one of the most serious challenges to the sustainable development of developing countries in the twenty-first century.”*

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## G. CAPACITY BUILDING

42. The ACP Group of States welcomes the establishment of the Paris Committee on Capacity-building (PCCB) to address gaps and needs and ensure coordination of efforts in capacity-building activities in developing countries, in particular countries with the least capacity, such as the Least Developed Countries, countries in Africa and those that are particularly vulnerable to the adverse effects of climate change, such as Small Island Developing States.
43. The ACP Group welcomes the development of the Terms of Reference for the Paris Committee on Capacity-building (PCCB) and calls for its consideration and adoption at COP22.
44. The ACP Group emphasizes that capacity building is critical to ensuring that developing countries implement domestic adaptation and mitigation actions, assess loss and damage, enable technology development and transfer, develop project proposals, improve access to climate finance, undertake education, training and public awareness activities and facilitate the transparent, timely and accurate communication of information.
45. The ACP Group calls on developed countries to provide the necessary financial resources for technology and capacity building needs of developing countries, in order to assist developing countries to fulfil their adaptation and mitigation commitments under the Paris Agreement.

## H. REDUCING EMISSIONS FROM DEFORESTATION AND FOREST DEGRADATION (REDD-PLUS)

46. The ACP Group recognises the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in enhancing sinks and reservoirs of greenhouse gases. The ACP Group calls on developed country Parties to provide adequate and predictable financial resources for the implementation of policy approaches and positive incentives for reducing emissions from deforestation and forest degradation, including a carbon trading framework



### III. THE MARRAKECH CLIMATE CHANGE CONFERENCE (COP22)

47. The ACP Group reaffirms that climate change will remain 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, which is also essential for the achievement of the Sustainable Development Goals (SDGs), may contribute, in the long term, to reducing the adverse impacts of climate change and protect planet earth for the future generations.
48. The ACP Group, with its 79 Member States, will take a very constructive approach during the upcoming negotiations in Marrakesh and stands ready to engage with all stakeholders, including, inter alia, the G77 and China, Least Developed Countries (LDCs), African Group of Negotiators (AGN) and the Alliance of Small Island Developing States (AOSIS). The ACP Group pledges its full support to ensuring that COP22 is a success.



**Pictured:** ACP Secretary General Dr. Patrick Gomes and Ambassador of Gabon to the EU H.E. Félicité Ongouori Ngoubili, then Chairperson of the ACP Sub-Committee on Sustainable Development (seated front) along with members of the ACP Secretariat at COP 21 meetings in Paris.

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*“The global ambition to implement the Paris Agreement must never wane. The ACP Group of States is ready to take on this challenge, and welcomes collaborating with relevant Partners to contribute to the implementation of the Agreement.”*

*- ACP Secretary General H.E. Dr. Patrick I. Gomes*

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