

COP22 IN MARRAKECH CONFIRMS WORLDWIDE COMMITMENT TO FIGHTING CLIMATE CHANGE

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Less than one year ago, in Paris, a universal agreement on climate was reached. The Paris Agreement achieved at COP21 in December 2015 sets a goal for global temperature rise (well below 2°C above pre-industrial levels) and establishes mechanisms to coordinate countries' efforts, promote the progressive increase in ambition and track progress¹. The Paris Agreement entered into force on 4 November 2016, after being ratified by more than 55 Parties (113 Parties ratified already) representing more than 55% of the global Greenhouse gas emissions².

The Marrakech UN climate conference gathered, from 7 to 19 November 2016, around 22,500 participants, including 70 heads of state and government, hundreds of non-governmental organisations, many private companies, most of the world leading research centres and hundreds local and regional government representatives. Besides the 22nd session of the Conference of the Parties (COP 22) to the UN Framework Convention on Climate Change (UNFCCC), this conference also hosted the 12th session of the Conference of the Parties to the Kyoto Protocol (CMP 12) and the first session of the Conference of the Parties to the Paris Agreement (CMA 1). Three subsidiary bodies (SBs) also convened during the summit.

The focus and main objective of the negotiations were to start working on the rulebook for the implementation of the Paris Agreement, that is, to start developing all the necessary technical architecture for the effective implementation of the Agreement. Parties adopted 35 decisions (25 under the COP, eight under the CMP and two under the CMA) that provide guidance on the work programme under the Paris Agreement, decide that the Adaptation Fund should serve the Paris Agreement³, and advance the preparations for the entry into force of the Paris Agreement. Parties also agreed on setting 2018 as the deadline for concluding the operationalization of the Paris Agreement⁴.

Despite of the uncertainties on the commitment of the US after the result of the elections was known, other parties to the Paris Agreement had send a signal of decisive commitment with the fight against climate change and resolution for the full implementation of the Paris Agreement, with or without US on board. The participation of the private sector, as well as local and regional governments, was also encouraging in the side events, where new technologies on clean energy, transport and energy efficiency were displayed.

Key points

- *A clear work programme was approved for the implementation of the Paris Agreement, including discussions on climate finance from developed to developing countries.*
- *As the Paris Agreement refers to 2020 onwards, the need of immediate action was highlighted, with special attention on the status of the second commitment period of the Kyoto Protocol and launching of the Global Climate Action Agenda.*
- *Good technical progress was made to mobilise finance for climate adaptation, additional US\$81 were announced and the Adaptation Fund recognized as an instrument under the Paris Agreement.*
- *Enhancing accessibility and strategies for scaling up climate finance to meet the US\$100 billion target were urged together with capacity building as well as enhancement of technology development and transfer.*
- *Integration of gender considerations and balance in all UNFCCC processes and bodies were also highlighted.*



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The most relevant outcomes can be summarized as follows:

1- Implementation of the Paris Agreement: NDCs, 2018 stocktake.

According to the Paris Agreement, countries will submit every five years their nationally determined contributions (NDCs). Their collective progress will be reviewed also every five years. This review cycle, named global stocktake, begins in 2023, after a facilitative dialogue or initial stocktake in 2018. Well in advance to this dialogue, the IPCC will produce a special report on the impacts and emissions pathways related to a global warming of 1.5°C. The SBs have provided guidance on how the IPCC assessments can inform the global stocktake and invited parties to submit their own views in 2017⁵. Besides, the COP has requested COP22 and 23 Presidents to prepare a report on preparation for the facilitative dialogue by 2017⁶.



The SBs set out in Marrakech a clear work programme for different aspects relating to implementation through May 2017, including calls for submissions, workshops and roundtables. This is the case for transparency, adaptation communication and compliance. The Paris agreement establishes a transparency framework by virtue of which each party will regularly provide information on emissions, mitigation and adaptation actions and international support provided and/or received. The SBs made progress on this item through discussions on accounting modalities for public climate finance from developed to developing countries. Besides, parties have been invited to submit their proposals on modalities, procedures and guidelines for the transparency framework by 2017. The work on guidance for the adaptation communication, and for the committee in charge of compliance set in the Paris Agreement will be also organized by 2017⁷.

Marrakech also served to identify the so-called “orphan issues”. These are components of the Paris Agreement that lacked a place on the SBs’ agendas, including common timeframes for NDCs, the response measures forum and setting a new collective goal on finance, among others. The CMA decided to set 2018 as deadline to address these topics⁸.

2- Pre-2020 action.

The Paris Agreement will guide action from 2020 onwards, but the urgency and lack of immediate action runs counter the attainable level of future ambition. For this reason the prompt entry into force of the second commitment period of the Kyoto Protocol (2013-2020) is crucial. In this respect, the COP urges parties to ratify the Doha Amendment of the Kyoto Protocol⁹. Marrakech has also

5. Decisions FCCC/CPA/2016/L.4 and FCCC/SBSTA/2016/L.24
6. Decision FCCC/CP/2016/L.12
7. Decision FCCC/CP/2016/L.4
8. Decision FCCC/PA/CMA/2016/L.3

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strengthened the Global Climate Action Agenda, designed to catalyse pre-2020 action, by launching the Marrakech Partnership for Global Climate Action, which aims at providing a roadmap for action from 2017 to 2020.

3- Adaptation and Loss & Damages

The Adaptation Fund was created under the Kyoto Protocol and depends for its funding on voluntary contributions and on the carbon market (it receives a share of proceeds of Certified Emissions Reductions under the Clean Development Mechanism). Given the current shortage of funding, the CMP encouraged developed countries to make contributions so that projects in the active pipeline of the Adaptation Fund can be implemented¹⁰. Announcements of additional US\$81 million were made. Besides, the COP and CMA decided that the Adaptation Fund will serve the Paris Agreement and requested the preparation of governance and institutional arrangements, safeguards and operating modalities¹¹.

The COP invited developing countries to access the funding approved by the Green Climate Fund (GCF) to support the formulation of National Adaptation Plans (NAP)¹², and encouraged developed countries to contribute to the other two funds (the Least Developed Countries Fund and the Special Climate Change Fund) that support the preparation and implementation of NAPs and National Adaptation Programmes of Action (NAPAs).

Additionally, the SBs have agreed on a five-year work plan for the Executive Committee (ExCom) of the Warsaw International Mechanism (WIM) on loss and damage, and on the subsequent periodic reviews. The COP has requested the ExCom to include work streams on finance, technology, capacity building and migration, and to pursue the establishment of a clearinghouse for risk transfer. The COP has also invited parties to establish a national contact point for enhancing the implementation at the national level¹³.

4- Means of implementation: Finance, Technology and Capacity

Just before the COP22 started, developed countries presented the "Roadmap to US\$100 billion". In this document, they affirm that they are confident that they "will meet the goal, and will take all necessary actions to mobilize climate finance from a range of public and private sources to do so"¹⁴.



However, the COP, in light of the findings of the 2016 biennial assessment and overview of climate finance by the Standing Committee of Finance (SCF)¹⁵, urges developed countries to pursue the balance between mitigation and adaptation finance and to enhance accessibility. The COP has also provided guidance for enhancing accessibility and potential synergies, and requested a compilation of strategies for scaling up climate finance and the organization of workshops in 2017 and 2018 focused on experiences and lessons learned¹⁶.

Developing countries have been invited to use the support available under the GCF Readiness and Preparatory Support Programme to conduct Technology Needs Assessments (TNAs) and develop Technology Action Plans, and to

submit technology-related projects to the different funds of the UNFCCC Financial Mechanism. The COP has also provided guidance for enhancing the effectiveness of actions on technology development and transfer, and strengthened the links between the Technology and Financial Mechanisms¹⁷.

The SBs agreed on the full operationalization of the Paris Committee on Capacity-building (PCCB). This Committee has as objective to address needs in capacity building in developing countries, and will start working in 2017 on capacity-building activities for the implementation of NDCs in the context of the Paris Agreement¹⁸.

9. Decision FCCC/CP/2016/L.12
10. Decision FCCC/KP/CMP/2016/L.3
11. Decisions FCCC/CP/2016/L.12 and FCCC/PA/CMA/2016/L.3
12. Decision FCCC/SB/2016/L.32/Add.1
13. Decisions FCCC/SB/2016/L.8 and FCCC/SB/2016/L.9
14. <http://dfat.gov.au/international-relations/themes/climate-change/Documents/climate-finance-roadmap-to-us100-billion.pdf>
15. http://unfccc.int/cooperation_and_support/financial_mechanism/standing_committee/items/9034.php
16. Decisions FCCC/CP/2016/L.11, FCCC/CP/2016/L.7 and FCCC/CP/2016/L.11
17. Decisions FCCC/CP/2016/L.6 and FCCC/SB/2016/L.5
18. Decisions FCCC/SB/2016/L.8/Add.1 and FCCC/SB/2016/L.34

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5– Gender and Education

The COP has decided to continue the Lima work programme on gender for three years, and made the necessary arrangements for promoting and monitoring the integration of gender considerations and gender balance in all UNFCCC processes and bodies¹⁹.

The COP has also improved the effectiveness of the Doha work programme on education, training and public awareness. Parties are encouraged to submit information on related actions for the purpose of reviewing this work programme in 2020. The COP has also decided that these efforts shall be referred to as Action for Climate Empowerment (ACE)²⁰.

Concluding remarks

The 2016 climate summit in Marrakech can be considered as a rather technical meeting necessary to effectively implement the Paris Agreement. In this sense, it served well the purpose as it allowed many advances to be made in terms of decisions, calendar and topics to be further developed.

On more political basis, a clear message of commitment to the implementation of the Paris agreement was sent with the universally agreed Marrakech Action Proclamation for our Climate and Sustainable Development. Trying to counteract the uncertainty generated by the eventual desertion of US, parties stated that the transition to a climate-friendly global economy is irreversible, since it is driven by science, business and society. Nowadays, businesses, investors, local, regional and national governments make climate-friendly decisions for economic convenience. Prove of that is the call during the COP 22 by 360 companies (including Nike and Starbucks) to President Trump to position in favor of the low-carbon energy or the progress announced by local and regional governments with respect to both mitigation and adaptation policies at subnational level.

Several new leaders emerged in response to the alarm created by Trump's election. The emerging economies, including China, India, Brazil and South Africa showed their firm commitment with the Paris Agreement and rejected any attempt of renegotiation. For example, with the start of the Chinese national cap and trade system next year, 60% of the world's gross domestic product will have a carbon price. Besides, several countries have presented decarbonisation plans for 2050, like Germany or Sweden. The big surprise was the announcement from the 48 members of the Climate Vulnerable Forum (developing countries like Bangladesh, Kiribati, Maldives or Philippines) that they will become 100% renewable by 2050.

With the leadership of other big emitters, the support of subnational authorities and the opportunities created by the low-carbon economy, it might seem that the fight against climate change can be moved ahead with or without US on board. The next two appointments, where the technical work for the successful implementation of the Paris Agreement will have to be completed, will take place in Bonn, with the presidency of Fiji, and in Poland.

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