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**ACP ASSESSMENT PAPER
ON THE COP21 PARIS CLIMATE CHANGE AGREEMENT**

I. Introduction

The twenty-first session of the Conference of the Parties (COP 21) to the United Nations Framework Convention on Climate Change (UNFCCC) took place from 30th November to 11th December 2015 in Paris (Le Bourget), France.

In preparation for COP 21 the ACP Secretariat organised a Special Meeting of the Subcommittee on Sustainable Development on 28th and 29th October, 2015 in order to develop an ACP Issues Paper on the Paris Climate Change Conference (COP 21) which was subsequently endorsed by the ACP Council of Ministers at its 102nd Session held on 24th and 25th November, 2015.

This assessment paper compares the Paris Agreement to the ACP Issues Paper for the Paris Climate Change Conference (COP21) in order to highlight how ACP concerns were addressed the Agreement.

II. Overview of the Paris Agreement

(The purpose – Article 2)

The Paris Agreement	ACP Issues Paper	Observations/Comments
The Agreement is an ambitious, legally binding and universal agreement, under the Convention, that aims to strengthen the global response to the threat of climate change, in the context of sustainable development and efforts to reduce poverty.	The ACP Group called for the new agreement to be adopted in Paris to be a legally binding agreement under the Convention.	The Paris Agreement, which was adopted by 195 Parties to the UNFCCC, is seen as a historic turning point in the global fight against climate change. It aims to enhance the implementation of the Convention, including its ultimate objective.
It was agreed to hold the global average temperature to well below 2°C above pre-industrial levels.	The position of the ACP was to ensure that the global effort to reduce greenhouse gas emissions, will limit global temperature rise to 1.5°C above pre-industrial levels.	The position of the Group was not achieved however it was agreed that all Parties would pursue efforts to limit the temperature increase to 1.5°C above pre-industrial levels.
It was agreed that, 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 as well as making finance flows consistent with a pathway towards low	The ACP Group called for a comprehensive, balanced and equitable treatment of mitigation and adaptation in the Agreement, as well as ensuring adequate means of implementation, including finance, technology development and transfer, and capacity building.	The Agreement is not only focused on achieving the global temperature goal of 2°C, but also gives equal priority to adaptation which is important to the ACP Group.

greenhouse gas emissions and climate-resilient development, were critical to strengthening the global response to threat of climate change.		
The Agreement will be implemented to reflect, equity and the principle of common but differentiated responsibilities and respective capabilities, in light of different circumstances.	The ACP called for the Paris Agreement to take into consideration the principles of the Convention, including the principle of common but differentiated responsibilities and respective capabilities, and the principle of equity.	The inclusion of CBDR means that developed countries should continue to take the lead in reducing their GHG emissions, while at the same time providing to developing countries finance, technology transfer and capacity building to implement the Convention.

Nationally Determined Contributions (*Article 3*)

The Paris Agreement	ACP Issues Paper	Observations/Comments
As nationally determined contributions to the global response to climate change, all Parties are to undertake and communicate ambitious efforts as defined in Articles 4,7,9,10,11 and 13 with a view towards achieving the purpose to the agreement as set out in Article 2.	The ACP Issues Paper for COP20 stated that the Intended Nationally Determined Contributions (INDCs) should cover all elements of the Durban Platform for Enhanced Action, including, adaptation, finance, technology development and transfer, capacity building, transparency of action and support.	For the ACP Group, it was critical to ensure that nationally determined contributions to the global response to climate change are not only focused on mitigation given that adaptation is our main priority.
Requested the Ad Hoc Work Group on the Paris Agreement to develop further guidance for the information to be provided by Parties in order to facilitate clarity, transparency and understanding of nationally determined contribution.	The ACP Issues Paper for COP21 emphasized the need to build a clear, consistent and common understanding of the content of the INDCs.	The need for clarity and transparency is to ensure that the aggregate GHG emissions from the NDCs contribute to achieving the global mitigation goal.
Nationally determined contributions communicated by Parties will be recorded in a public registry maintained by the secretariat.	The ACP Issues Paper for COP21 emphasized the need to have a clear, consistent and common understanding of the legal nature of the INDCs.	The INDCs are not an integral part of the Paris Agreement and are therefore not legally binding.

Mitigation (*Article 4*)

The Paris Agreement	ACP Issues Paper	Observations/Comments
Parties noted that greater reduction efforts will be required than those associated with the aggregate greenhouse gas emission levels from the INDCs in order to hold the increase in the global average temperature to well below 2°C above pre-industrial levels.	The scientific evidence shows that drastic reductions in greenhouse gas emissions are needed if the global goal to limit warming to well below 1.5°C above pre-industrial levels is to be achieved.	Notwithstanding the scale of reductions that are needed the scientific evidence has shown that the emissions of greenhouse gases continue to rise globally.
Parties invited the Intergovernmental Panel on Climate Change (IPCC) to provide a special report 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 welcomed the report of the Structured Expert Dialogue (SED) on the 2013-2015 Review, which indicated that the science provides the basis to consider strengthening the global goal to limit warming to well below 1.5°C above pre-industrial levels.	The report of the IPCC should provide additional scientific evidence in support of moving the global temperature goal of 2°C above pre-industrial levels to 1.5°C.
Parties shall prepare, communicate and maintain successive nationally determined contributions that it intends to achieve. In addition, Parties decided to convene a Facilitative Dialogue among Parties in 2018 to take stock of the collective efforts of Parties in relation to progress towards the long-term temperature goal.	ACP Group urges all countries to enhance their mitigation ambition and supports a review process to assess the adequacy of the aggregate contributions submitted to the UNFCCC, while at the same time, periodically reviewing and updating mitigation reduction contributions.	The process of reviewing the progress toward achieving the long term goal would be addressed through a number of processes including the Facilitative Dialogue, the Transparency Framework for Action and the Global Stocktake.

Adaptation (*Article 7*)

The Paris Agreement	ACP Issues Paper	Observations/Comments
Parties agreed to establish the global goal on adaptation of enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring an adequate adaptation response in the context of the long-term temperature goal of holding the increase in the global average temperature to well below 2°C	The ACP Group takes note of the proposal for a global goal for adaptation which can contribute to monitoring the effectiveness of adaptation action, with the aim of making all developing countries, in particular the most vulnerable, more climate resilient to the impacts of climate change	The global goal on adaptation will contribute towards the balance that is needed between mitigation efforts and efforts towards adapting to the adverse impacts of climate change. The adaptation goal is also closely linked to the global temperature goal given that Parties recognise that greater mitigation ambition

above pre-industrial levels		can reduce the need and costs for additional adaptation interventions.
Parties acknowledge that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems, and should be based on and guided by the best available science.	The issues paper specifically mentioned that in ACP Member states the agriculture and the tourism sectors suffer greatly from the impacts of climate change.	While there are no specific references to these sectors in the Agreement, it clearly states that adaptation should be country driven and therefore each country should identify its own priorities to be addressed.
Requests the Green Climate Fund to expedite support for the least developed countries and other developing country Parties for the formulation of national adaptation plans and for the subsequent implementation of policies, projects and programmes identified by them.	Additional support is needed from the international community for the implementation of adaptation actions in all ACP countries, especially the Small Island Developing States, Least Developed Countries and African countries which are particularly vulnerable to the adverse impacts of climate change.	Direct access to the GCF would be critical for assisting ACP countries to adapt to climate change and in this regard the ACP would endeavour to assist countries to become accredited to the GCF to facilitate direct access to urgently needed funds.

Loss and damage (*Article 8*)

The Paris Agreement	ACP Issues Paper	Observations/Comments
Parties have recognized the importance of averting, minimizing and addressing loss and damage associated with the adverse effects of climate change, including extreme weather events and slow onset events, and the role of sustainable development in reducing the risk of loss and damage	The ACP Group called for the loss and damage mechanism to be an integral part of the Paris Agreement, but distinct and apart from adaptation.	The issue of loss and damage has been included as an integral part of the Paris Agreement and it is addressed separately from adaptation. This is critical given that there would be impacts resulting from climate change that adaptation interventions would not be able to alleviate.
The Executive Committee of the Warsaw International Mechanism was requested to, inter alia, establish a clearinghouse for risk transfer that serves as a repository for information on insurance and risk transfer, in order to facilitate the efforts of Parties to develop and implement comprehensive risk management strategies.	The mechanism should include, inter alia, arrangements to assist countries affected by slow onset events; climate impact risk insurance; as well as institutional arrangements to establish a climate change mobility facility and clearing house mechanism for risk transfer to address issues related to population displacement, relocation and reconstruction.	The ACP made mention of a climate change mobility facility which should be addressed when the the Warsaw Mechanism contributes to the enhanced understanding, action and support of "Events that may involve irreversible and permanent loss and damage."

Finance (Article 9)

The Paris Agreement	ACP Issues Paper	Observations/Comments
Developed country Parties shall provide financial resources to assist developing country Parties with respect to both mitigation and adaptation, while other Parties are encouraged to provide or continue to provide such support voluntarily.	The historic responsibility of developed countries dictates that they show strong leadership in the fight against climate change and provide adequate support, including finance, technology development and transfer and capacity building to developing countries.	Given the importance of climate finance to ACP Countries and the existing obligations of Developed country Parties it is welcomed that developed countries will continue to take the lead in this regard.
As part of a global effort, developed country Parties should continue to take the lead in mobilizing climate finance from a wide variety of sources, instruments and channels, noting the significant role of public funds, through a variety of actions.	For developing countries and in particular the ACP Member States, international public finance will remain the major source of funding for climate change actions and can play a key role in leveraging and mobilizing other sources of finance which can be complementary to public finance.	Given the significant amount of financial support that is required to address climate change public sources of funding would not be adequate to meet those needs. Hence the need for leveraging and mobilising funding from a variety of sources including but not limited to the private sector.
The provision of scaled-up financial resources should aim to achieve a balance between adaptation and mitigation, taking into account country-driven strategies, and the priorities and needs of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as the least developed countries and small island developing States.	The 2015 Paris Agreement must ensure that funding to address climate change is scaled up, adequate, new and additional, predictable, equitable, sustainable, to support, inter alia, adaptation, loss and damage and mitigation, on a scale commensurate with the needs of ACP Countries, especially those particularly vulnerable.	The Agreement did not make a special reference to ensure that the funding is adequate, predictable, new and additional however it was stated that mobilizing climate finance from a variety of sources should represent a progression beyond previous efforts.
Developed country Parties intend to continue their existing collective mobilization goal through 2025, in the context of meaningful mitigation actions and transparency of implementation; prior to 2025 the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement shall set a new collective quantified goal from a floor of USD 100 billion per year, taking into account the needs	The ACP Group stress the need for developed Parties to honour their commitments to support developing countries including mobilizing USD 100 Billion in climate finance per annum by 2020, as well as urges donors that have not yet done so, to conclude contribution agreements with the Green Climate Fund.	The decision under finance provided an indication to the scale of resources that would be mobilized collectively by developed countries.

and priorities of developing countries.		
The Agreement recognized the importance of adequate and predictable financial resources for the implementation of policy approaches and positive incentives for reducing emissions from deforestation and forest degradation (REDD), and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks.	The Green Climate Fund, from the perspective of the ACP Group, should also develop a framework which includes the modalities and procedures to effectively address complex issues such as REDD-plus finance, in order to provide adequate funding for the three REDD-plus phases, including, preparation, implementation and results-based finance.	Deforestation and forest degradation account for approximately 20% of global greenhouse gas emissions; therefore in order to contribute to the drastic reductions needed to limit global warming to well below 1.5°C above pre-industrial levels, reducing emissions from the forest sector must be seriously addressed

Technology Development and Transfer (*Article 10*)

The Paris Agreement	ACP Issues Paper	Observations/Comments
Parties agreed that the Technology Mechanism, which is comprised of the Technology Executive Committee (TEC) and the Climate Technology Centre and Network (CTCN), shall serve the Paris Agreement. In addition, Parties agreed to establish a Technology Framework to provide overarching guidance to the work of the Technology Mechanism in promoting and facilitating enhanced action on technology development and transfer.	The ACP Group, given the importance of technology development and transfer to all ACP countries, believes that the UNFCCC Technology Mechanism has an integral role within the 2015 Paris Agreement.	Technology Development and Transfer is critical for the implementation of the agreement however barriers to technology transfer has to be addressed to that many developing countries can benefit from technologies which are available in the developed world.
Parties requested the Subsidiary Body for Scientific and Technological Advice to initiate, at its forty-fourth session (May 2016), the elaboration of the technology framework, taking into consideration that the framework should facilitate, inter alia: the undertaking and updating of technology needs assessments.	The ACP called for the Technology Mechanism to provide additional support for developing Technology Needs Assessments (TNAs) and to catalyze and accelerate technology development and deployment in support of adaptation and mitigation actions.	The updating of the TNAs should contribute to the transfer and efficient use to technology by developing countries.

Capacity Building (*Article 11*)

The Paris Agreement	ACP Issues Paper	Observations/Comments
Parties agreed that the Agreement should enhance the capacity and ability of developing country Parties, in particular countries with the least capacity, such as the least developed countries, and those that are particularly vulnerable to the adverse effects of climate change, such as small island developing States, to take effective climate change action. In addition Parties decided to establish the Paris Committee on Capacity Building.	The ACP Group indicated that the Paris Agreement should provide clear provisions for capacity-building as a core and stand-alone element of the agreement in line with the Durban mandate.	Given the importance of capacity building to implementation of the Convention the decision to establish the Paris Committee on Capacity-building will contribute to enhanced action on capacity building as well as the integration of capacity building activities into the other elements of the Agreement.

Transparency of Action and Support (*Article 13*)

The Paris Agreement	ACP Issues Paper	Observations/Comments
Parties agreed to establish an Enhanced Transparency Framework for Action and Support, with built-in flexibility which takes into account Parties' different capacities and builds upon collective experience. The framework will provide clarity on support provided and received by relevant individual Parties in the context of climate change actions.	The ACP Group stated that the Paris Agreement must include robust arrangements on accountability and transparency of action and support.	Ensuring Transparency of Action and Support is critical to the effective implementation of the Agreement given the challenges which have been experienced in the past in tracking support provided to developing countries by developed countries.
The purpose of the Enhanced Transparency Framework for Action and Support is to provide a clear understanding of climate change action in the light of the objective of the Convention, including clarity and tracking of progress towards achieving Parties' nationally determined contributions and adaptation actions including good practices, priorities, needs and gaps.	The ACP called for a process to monitor the progress on mitigation to ensure that the global effort to reduce greenhouse gas emissions, will limit global temperature rise to well below 1.5°C above pre-industrial levels.	The enhanced framework will contribute to monitoring the progress made on achieving the long term temperature goal.

Global Stocktake (Article 14)

The Paris Agreement	ACP Issues Paper	Observations/Comments
Parties agreed to periodically take stock of the implementation of this Agreement to assess the collective progress towards achieving the purpose of this Agreement and its long-term goals (referred to as the “global stocktake”).	The ACP called for a process to monitor the progress on mitigation to ensure that the global effort to reduce greenhouse gas emissions, will limit global temperature rise to well below 1.5°C above pre-industrial levels.	The first global stocktake, which will take place in 2023 and every five years thereafter, would contribute to monitoring the progress to ensure that the global temperature goal is achieved.

III. Conclusion

The Paris Agreement addressed many important concerns of the 79 Member States of the ACP Group. In this regard, the ACP Group will, in collaboration with its Member States and relevant partners, concentrate on contributing to the implementation of the Agreement through the identification of concrete actions to be undertaken in the following areas: INDCs, adaptation, mitigation, finance, technology development and transfer and capacity building.
