

## Ensuring nature contributes to the new climate agreement

Position Paper for the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP 2-11)

United Nations Framework Convention on Climate Change

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*Conservation International believes that the new climate change agreement will only be effective if it recognizes the social and economic value of nature-based solutions for both mitigation and adaptation. These measures make financial sense, provide multiple benefits beyond mitigation and adaptation, and are critical to sustaining and increasing collective ambition.*

Parties to the United Nations Framework Convention on Climate Change (UNFCCC) will come together to continue to work on the negotiating text of a new global climate agreement that is expected to be adopted in Paris in December. The Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) will be deliberating on a [non-paper](#) containing two parts: 1) draft agreement text, and 2) draft decisions to be adopted by the Conference of the Parties to complement the agreement.

**Nature-based solutions are an essential component of the global response to combat climate change. They are ready for immediate implementation, provide multiple social and environmental benefits in addition to their climate benefits, and must be strongly supported in both the new agreement and decision text. To ensure the potential of nature-based solutions is fully realized, the following textual recommendations are made:**

- I. **RELATIONSHIP OF THE NEW AGREEMENT TO THE CONVENTION:** As it currently stands, the text does not acknowledge the relationship of the new agreement to the Convention and its Bodies, including existing provisions and rules that have already been agreed. The new agreement must recognize that provisions, guidance and rules that have already been agreed upon under the Convention can be applied and utilized in the implementation of the new agreement.
- II. **PREAMBLE / PURPOSE:** Nature itself is an essential part of realizing the full potential of mitigation and adaptation efforts globally. The global response to climate change should encourage and recognize this potential. Solutions such as reducing emissions from deforestation and degradation (REDD+) and ecosystem-based adaptation (EbA) must be enabled and supported by the new agreement. Furthermore, the agreement should ensure that the full value of natural ecosystems for “emissions reductions” is defined in a way that includes both the reduced emissions and carbon sequestration provided by the land-use sector. This should include coastal zones, especially those of high carbon storage value, e.g. mangroves, salt marshes and seagrass beds. In addition, a global temperature goal should be included to ensure that there is coherence and a shared understanding of the ultimate aim and necessary scale of these voluntary and nationally-determined actions.

Regardless of how the temperature is reflected in the new agreement, the temperature goal should be based on continued scientific analysis of the resulting harm to human well-being and the ecosystems on which we depend.<sup>1</sup>

<sup>1</sup> <http://unfccc.int/resource/docs/2015/sb/eng/inf01.pdf>

Recommended Text for preamble, pp4:

*Recognizing the intrinsic relationship between climate change, poverty eradication, a **healthy environment**, and sustainable development*

Recommended Text for Article 1, new paragraph:

***“Emissions reductions” means the sum of all reduced emissions and increased carbon stocks as defined in previous COP decisions, specifically the Durban decisions.***

Recommended Text for Article 1, Paragraph 2:

*Parties recognize that deep cuts in global greenhouse gas emissions are urgently required, with a view to reducing such emissions so as to hold the increase in the global average temperature ~~below 2 °C~~**below 2 or 1.5 °C** to 1.5 °C and well below 2 °C above pre-industrial levels, without prejudice to adjusting the global long-term temperature goal on the basis of the best available scientific knowledge.*

Recommended Text for 1/CP.21, Pp6:

*Emphasizing the importance of respecting and taking into account human rights, gender equality, the rights of indigenous peoples, intergenerational concerns, and the needs of particularly vulnerable groups, including women, children and persons with disabilities, when taking action to address climate change, as well as of aligning actions with the goal of promoting food security, **maintaining the healthy ecosystems that serve as carbon sinks and increase human resilience to climatic changes**, restoration of degraded lands, national health policies, participation in environmental decision-making by civil society and individuals, and a just transition of the workforce and creation of decent work and quality jobs in accordance with nationally defined development priorities and strategies.*

- III. **MITIGATION:** Success of the agreement will depend on setting science-based goals and making use of all available mitigation actions, including actions in the land-use sector. In particular, we urge Parties to make use of already agreed mechanisms and accounting methodologies under the UNFCCC, such as REDD+, to achieve mitigation goals as quickly as possible. **While it may be presumed that previously agreed COP decisions will guide the rules utilized in the implementation of the new agreement, it is important that the new agreement makes reference to the REDD+ Warsaw Framework and actively promotes REDD+.**

Cooperating in the implementation of mitigation activities offers flexibility for Parties to achieve ambitious levels of emission reductions in an economically efficient way. Specifically, cooperative arrangements which result in the transfer of units between countries can stimulate international flows of finance for and increase the scale of REDD+ and coastal carbon activities. **The agreement must ensure the ability of countries to cooperate on the implementation of mitigation activities and safeguard the environmental integrity of these activities through the use of an international transaction log and appropriate accounting rules to prevent double counting of mitigation units.**

#### **Long-Term Mitigation Goal:**

Recommended Text for Article 3, Paragraph 1:

*Parties aim to reach **by 2050 at least a 40-70 per cent reduction on 2010 levels in greenhouse gas emissions globally and near-or-below-zero greenhouse gas emissions by 2100 in order to achieve the long term goal identified above in Article 2, Paragraph 2, without prejudice to adjusting the long-term mitigation goal on the basis of the best***



~~available scientific knowledge. — [X date] [a peaking of global greenhouse gas emissions][zero net greenhouse gas emissions][a[n] X per cent reduction in global greenhouse gas emissions][global low-carbon transformation][global low-emission transformation][carbon neutrality][climate neutrality].~~

## Fulfilling commitments / contributions / actions on mitigation

### Recommended Text for Article 3, Paragraph 3:

*Each Party's nationally determined mitigation [contribution][commitment][other] [shall][should][other] reflect a progression beyond its previous efforts, noting that those Parties that have previously communicated economy-wide efforts should continue to do so in a manner that is progressively more ambitious and that all Parties should aim to do so over time. Each mitigation [contribution][commitment][other] [shall][should][other] reflect the Party's highest possible ambition, in light of its national circumstances, and:*

- (a) ~~{Be quantified or quantifiable;}~~
- (b) ~~{Be unconditional, at least in part;}~~
- (c) **Ensure a gender-responsive approach;**
- (d) **Recognize and promote the use of traditional knowledge;**
- (e) **Consider all significant sources and sinks, including in the forestry and land-use sectors.**

### Recommended Text for Article 3, Paragraph 8:

*Parties, including regional economic integration organizations and their member States, may jointly communicate and/or implement their nationally determined mitigation [contributions][commitments] [other]. Parties may also cooperate in the implementation of mitigation activities.*

### Recommended Text for 1/CP.21, Paragraph 30:

*Also decides that the rules and guidance for accounting referred to in Article 3, paragraph 5 of the Agreement, for consideration and adoption by the CMA at its first session, should **adhere to existing rules and guidance for accounting agreed by the COP and** ensure that:*

- (a) *Parties ensure methodological consistency between the communication of nationally determined mitigation [contributions][commitments][other] and their implementation;*
- (b) *Parties include an explanation for the exclusion from their nationally determined mitigation [contribution][commitment][other] of any key categories of emissions and removals, and strive to include these over time;*
- (c) *Parties, once a source, sink or activity is accounted for in a nationally determined mitigation [contribution][commitment][other], continue to include it or provide an explanation of why it has been excluded;*
- (d) *Parties use common metrics and methodologies adopted by the Intergovernmental Panel on Climate Change (IPCC) for the estimation of greenhouse gas emissions and removals;*
- (d bis) Parties cooperating in the implementation of mitigation activities shall avoid double counting of mitigation units in tracking progress towards their commitments/ contributions and will implement a transparent international transaction log to track all transfers of mitigation outcomes.**
- (e) ~~{Internationally transferred mitigation outcomes used by any Party to meet its nationally determined mitigation [contribution][commitment][other] are supplemental to domestic action;}~~

Recommended Text for 1/CP.21, Paragraph 31:

*Requests the SBSTA, recognizing the adequacy of existing methodologies previously agreed to by the COP, including for units emanating from UNFCCC-approved mechanisms such as REDD+ mechanisms, to develop additional methodologies and approaches within other areas if needed, with regard to accounting in accordance with Article 3, paragraph 5, of the Agreement and paragraph 30 above, for consideration by the IPC at its [X] session;*

- IV. **ADAPTATION:** A long-term global goal on adaptation would help clarify the ultimate objective of the agreement on adaptation and allow countries to orient and anchor their national/local-level actions to global efforts. As a crucial aspect of maintaining the resilience of vulnerable human populations, **the agreement should also consider the ecosystems and the ecosystems services on which people depend.** Therefore, an important element of adaptation includes ecosystem-based adaptation. Furthermore, the new agreement must also recognize the relationship between mitigation effort and future adaptation needs, and scale efforts accordingly.

The global adaptation goal should be operationalized through **national-level actions guided by national adaptation plans (NAPs), scaled-up knowledge sharing and south-south exchange, financial and technical support for country actions, and the establishment of mechanisms to expedite the delivery of financial and technical support.** Actions supporting adaptation should be included through a comprehensive program of work, rather than as part of a process like the INDCs, which are geared towards mitigation action. Parties must also ensure that lessons learned from past and ongoing adaptation measures are adequately captured and shared, in order to enhance cooperation. The agreement should include and stimulate knowledge sharing and south-south exchange by enhancing learning through the Nairobi Work Programme. The new agreement can create a space for effectively learning and applying lessons from measures like ecosystem-based adaptation at the regional and trans-boundary level.

### ***Long-term and global aspects of adaptation***

Recommended Text for Article 4, Paragraph 5:

*Parties share the goal of increasing resilience and reducing vulnerability to **the (short- and long-term) adverse impacts of climate change, taking into account the relationship between mitigation efforts and future adaptation needs—climate change,** recognizing that adaptation is a challenge faced by all, with local, national, regional and international dimensions, and that it is a key component of and contribution to the long-term global response to climate change to protect people, livelihoods, ~~and~~ ecosystems, **and ecosystem services, including through conserving, restoring, and sustainably managing ecosystems for adaptation to the impacts of climate change.***

### ***Commitments / contributions / actions***

Recommended Text for Article 4, Paragraph 5:

*Parties ~~[shall][should][other]~~ enhance their cooperation, including with respect to:...*

*(a) Sharing information, best practices, experiences and lessons learned;*

*(b) Strengthening institutional arrangements to support the synthesis of relevant information and knowledge as well as the provision of technical guidance and support;*

*(c) Early warning, **risk reduction,** and emergency response preparedness; **and***

**(d) Encouraging efforts that integrate actions across sectors, across countries through trans-boundary efforts, and across regions.**

Recommended Text for Article 4, Paragraph 6:

Each Party ~~{shall}{should}{other}~~ engage in a national adaptation planning process and enhance its adaptation plans, policies and actions. Such plans, policies and actions will vary depending on each Party's national circumstances and priorities, and could include:

- (a) Undertaking assessments of climate change impacts and vulnerability;
- (b) Prioritizing action with respect to the people, places, ecosystems and sectors that are most vulnerable to climate impacts;
- (c) Strengthening governance and enabling environments for adaptation;
- (d) Monitoring, reporting, evaluating, and learning from, adaptation plans, policies, programmes and actions; **and**
- (e) Recognizing the potential of conserving, restoring, and sustainably managing ecosystems as an adaptation solution.**

Recommended Text for Article 6, Paragraph 7:

Each Party ~~{shall}{should}{other}~~ submit an adaptation communication that:

- (a) May include its plans, priorities and/or needs;
- (b) May be submitted independently or in conjunction with another communication;
- (c) May be updated every ~~5~~ years in accordance with a decision of the CMA

### **Sharing information, knowledge and lessons learned**

Recommended Text for 1/CP.21, Paragraph 35:

Decides that the process to formulate and implement national adaptation plans (NAPs), national adaptation planning processes, and/or other adaptation strategies, plans or priorities should:

- (a) Not be prescriptive or result in the duplication of efforts;
- (b) Facilitate country-owned and country-driven action;
- (b bis) Serve as a key strategic framework for adaptation planning, the determination of adaptation priorities, adaptation support and needs, as well as guiding integration of adaptation across sectors and implementation thereof including at the trans-boundary level;**
- (c) Involve and facilitate the participation of relevant stakeholders, in particular women and indigenous peoples, in planning, decision-making, and monitoring and evaluation, and give priority to the poorest and most vulnerable communities and people, **and to ecosystems that deliver services to those communities;**
- (d) Be participatory and inclusive, building on existing community-driven and traditional adaptation efforts, in all interested developing countries, in particular in the least developed countries, small island developing States and countries in Africa;
- (e) Promote climate resilience and sustainable development trajectories;
- (f) Not be a prerequisite for financial, technological or capacity-building support for adaptation actions; **and**
- (f bis) Include a consideration of the limits to adaptation and transformational approaches towards climate-resilient development pathways.**

Recommended Text for 1/CP.21, Paragraph 38:

Establishes a technical and knowledge platform under the Nairobi work programme on impacts, vulnerability and adaptation to climate change in order to:



(a) Disseminate and enhance the use of climate change scenarios and of methods and tools for assessing impacts and vulnerability, as well as information on the outcomes and effectiveness of adaptation;

(b) Develop and strengthen global, regional, national and local capacities, as well as social capacities, to **address monitor** adaptation **concerns and to use adaptation with appropriate metrics and indicators**;

(c) Promote, coordinate and strengthen adaptation knowledge platforms, centres and networks at all levels in order to fill adaptation knowledge gaps;

(d) Scale up adaptation benefits, practices and outcomes;

(e) Incorporate the **conservation, restoration, and** sustainable management of ecosystems into adaptation planning and actions, **including at the trans-boundary level**;

(f) Enhance the understanding of the global implications of adaptation actions, of interlinkages among local, national and global adaptation actions, and of progress made in reducing vulnerability at all levels and in achieving the global goal for adaptation **through transformational climate-resilient development pathways**.

- V. **FINANCE:** Sufficient, sustainable and accessible flows of finance are crucial for developing, implementing and maintaining strategic mitigation and adaptation activities, including those that yield important co-benefits for the environment and human well-being. Investments in mitigation today can avoid the severity of adaptation needs in the future; however, the need to adapt is a current reality for many countries and requires significant, immediate investments at levels far higher than current allocations. **The agreement should ensure increased levels of finance for adaptation activities relative to mitigation activities, acknowledging that the balance between mitigation and adaptation finance is most appropriately achieved over time according to the priorities and needs of developing countries. The scale of climate finance identified in the agreement should be linked to the resources necessary to achieve the long-term goals for mitigation and adaptation, acknowledging that this will likely require more than the USD 100 billion per year by 2020 already agreed upon by Parties. The agreement should also ensure sufficient levels of finance for nature-based solutions to climate change, in proportion to the benefits that these solutions provide.**

**The agreement should encourage the creation of enabling environments and outline policy and legal frameworks for delivering increased levels of financial resources from both public and private sources.** These frameworks should facilitate the use of innovative finance mechanisms that help ensure the conservation, restoration and sustainable management of ecosystems, and ensures their contribution to climate regulation and resilience, as these instruments can incentivize action and accelerate the shift to a low-emission and climate-resilient economy.

**In order to realize climate finance at the necessary scale, the 2015 agreement must aim to mobilize climate finance from a growing number and variety of sources, including public, private and alternative sources.**

Establishing a formal process for communicating pledges and targets for mitigation and adaptation finance will increase the transparency and predictability of funding flows, including finance for nature-based solutions. **Information on projected levels of climate finance should be reviewed, updated and communicated at least every five years to coincide with the cycles for submitting updated NDCs.** Countries should communicate information on delivered climate finance resources every two years in their biennial reports.

## Addressing the scale of resources

### Recommended Text for Article 6, Paragraph 5:

*The mobilization of climate finance ~~{shall}{should}{other}~~ be scaled up ~~{from USD 100 billion per year}~~ from 2020 **to the level necessary to meet the long-term temperature goal of the agreement and address the adaptation needs of developing countries in the context of meaningful mitigation actions and transparency on implementation.***

### Recommended Text for Article 6, Paragraph 6:

*Parties should strive to balance adaptation support relative to mitigation support, bearing in mind country-driven strategies, priorities and needs, including in relation to forests, technology transfer and capacity-building.*

## Contributions under the legal agreement

### Recommended Text for Article 6, Paragraph 8:

*Parties should strive to improve domestic enabling environments to attract low-emission, climate-resilient investment, noting that cooperative action and support may enhance such efforts.*

### Recommended Text for Article 6, Paragraph 9:

*The Parties ~~{shall}{should}{other}~~ take appropriate steps to:*

- (a) Prioritize the provision of grant-based and concessional finance to the poorest, most vulnerable and/or those with the least ability to mobilize other resources, including for adaptation;*
- (b) Integrate climate considerations, including resilience, into international development assistance;*
- (c) Reduce international support for high-emission and maladaptive investments;*
- (d) Explore options for simplifying procedures for accessing support, in particular for the LDCs and SIDS.*

## Sources of finance

### Recommended Text for Article 6, Paragraph 4:

*The Parties recognize the desirability of a wide variety of sources, public and private, bilateral and multilateral, including alternative sources, noting the need for a diversity of sources and instruments to fit recipients' changing economic circumstances.*

### Recommended Text for 1/CP.21, Paragraph 45:

*Decides to establish a process for the consideration of new and alternative sources of finance beyond existing bilateral and multilateral sources, in accordance with the terms of reference to be developed by the COP at its twenty-second session, with a view to the COP taking a decision on this matter at its twenty-third session;*

## Reporting

### Recommended Text for Article 6, Paragraph 3:

*[Developed country Parties][Developed country Parties and Parties in a position to do so] ~~{shall}{should}{other}~~ **periodically** communicate information **at least every 5 years** on the projected levels of public climate finance.*

Recommended Text for Article 9, Paragraph 1:

*Building on the Convention arrangements and with a view to promoting confidence and effective implementation, a **common and ~~unified~~ robust** transparency system covering both action and support, applicable to all Parties in a flexible manner and taking into account their differing capacities, is hereby established.*

Recommended Text for Article 9, Paragraph 3:

*The purpose of the system for transparency of support is to:*

- (a) *Enhance the tracking of support provided and received;*
- (b) *Provide, to the extent possible, a full overview of support provided and received.*

Recommended Text for Article 9, Paragraph 4:

*Each Party ~~shall~~ **should** ~~other~~ regularly provide complete and accurate information in relation to:*

- (a) *Its national inventory of anthropogenic emissions by sources and removals by sinks of greenhouse gases, using comparable methodologies to be agreed on by the CMA, **recognizing existing methodologies and approaches agreed by the COP**;*
- (b) *Progress made in implementing and achieving its nationally determined mitigation ~~contribution~~ ~~commitment~~ ~~other~~;*
- (c) *Information on vulnerability to climate change impacts and actions taken to build resilience and reduce vulnerability;*
- (d) *Support provided, efforts to improve domestic enabling environments, and support received, including the use, impact and estimated results thereof.*

- VI. **INDCs/GLOBAL STOCKTAKE:** The intended nationally determined contributions (INDCs) will determine the level of ambition that is built into the new agreement. While the agreement itself will invariably include an anchor for the INDCs, the agreement should include an ex ante review as well as a mechanism through which commitments can be strengthened over time. The COP decision text should also encourage NDCs that include the maximum ambition in all sectors, including through the facilitative dialogue proposed in Paragraph 18 of draft 1/CP.21.

Recommended Text for 1/CP.21, Paragraph 17:

*Invites all Parties **to consider enhancing** the ambition of their mitigation efforts before they submit their nationally determined mitigation ~~contribution~~ ~~commitment~~ ~~other~~ [in accordance with the provisions of Article [17] of the Agreement on the preconditions for joining the Agreement]*

Recommended Text for 1/CP.21, Paragraph 60 (c):

*Take into consideration the lessons learned from the 2013–2015 review **to inform the ex-ante review process of the collective level of ambition.***

Recommended Text for 1/CP.21, Paragraph 62 (c):

*The form and nature of the outcomes of the stocktaking **through an ex-ante review process.***

- VII. **WORKSTREAM 2:** The [draft decision](#) addresses pre-2020 ambition. The inclusion of adaptation in the Technical Examination Process (TEP) and the call for increased civil society access to Technical Expert Meetings (TEMs) is encouraged, but the lack of actionable steps for implementation is a concern. **To strengthen the draft decision, reference should be added to concrete mechanisms for increased funding that prioritizes ready-to-deploy activities**



**such as REDD+, coastal carbon and other land-use strategies with high mitigation and adaptation benefits.** This includes full implementation of the New York Declaration on Forests. In addition to enhanced and predictable financing, this could be operationalized through facilitating specific initiatives for cooperation between countries including voluntary mitigation partnerships and through knowledge sharing via more regional and local platforms (e.g., regional TEMs). Conservation International also welcomes the decision's inclusion of elements that build on the Lima-Paris Action Agenda (LPAA).

Recommended Text for Paragraph 5 (a):

*Encouraging Parties, Convention bodies, international organizations, international cooperative initiatives and non-Party stakeholders, **including indigenous peoples and local communities**, to engage actively and effectively in this process and to cooperate in facilitating the implementation of policies, practices and actions identified during this process, **and the sharing of experiences**, including in accordance with national sustainable development priorities;*

Recommended Text for Paragraph 11:

*Reemphasizes its request to developed country Parties, in preparing their updated biennial submissions on strategies and approaches for scaling up climate finance for the period 2016–2020, to enhance the available quantitative and qualitative elements of a pathway, placing greater emphasis on the transparency and predictability of financial flows **to achieve the goal of the delivery of USD 100 billion annually, and encourages the prioritization of finance towards ready-to-deploy activities such as REDD+, coastal carbon, ecosystem-based adaptation, and other strategies with high mitigation and adaptation benefits.***

Recommended Text for Paragraph 15:

*Welcomes the efforts of non-Party stakeholders, including civil society, the private sector, financial institutions, cities and other subnational authorities, local communities and indigenous peoples, to scale up their climate actions and provide further opportunities for Parties to reduce emissions and/or to build resilience and decrease vulnerability to the adverse effects of climate change, **particularly through nature-based solutions.***

In addition to the text recommendations made below, the bracketed section at the end of the decision on adaptation should be included in the decision.

Recommended Text for Bracketed Paragraphs at end of Decision:

**{**• Decides to conduct **as soon as possible** in the period 2016–2020, a technical examination of opportunities to enhance adaptation action

...

(a) Organizing regular technical expert meetings, **including at the regional level**, focusing on specific policies, practices and actions representing good practice and with the potential to be scalable and replicable

...

(d) Strengthening intra-convention cooperation and coordination to consider ways to accelerate the implementation of policies, practices and actions identified during this process and the provision of support necessary for their implementation **including at the regional and local levels.**}