

POLICY RECOMMENDATIONS FOR THE KATOWICE CLIMATE CHANGE NEGOTIATIONS AT COP 24

Subsidiary Body on Implementation (SBI 49)
Subsidiary Body on Scientific and Technological Advice (SBSTA 49)
Ad hoc working group on the Paris Agreement (APA 1-7)
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During the past two years, Parties have engaged in a process to develop the rules, procedures, and guidelines needed to make the Paris Agreement fully operational. In Katowice at COP 24, countries are tasked with agreeing on these rules to create the enabling conditions to deliver results for climate action.

Natural climate solutions – the mitigation and adaptation benefits that come from nature – are essential for achieving the agreed global goals on climate change and must be incorporated into the guidance provided to countries under the Paris Agreement Rulebook. Conservation International believes that harnessing the full potential of nature to mitigate and help people adapt to climate change is critical to the success of the Paris Agreement.

Summary

Conservation International (CI) proposes the following specific policy recommendations for SBI/SBSTA 49 and APA 1-7 at COP 24:

Harness the role of nature to deliver national climate action

- Develop further guidance on nationally determined contributions (NDCs) and adaptation communications that encourages countries to incorporate both mitigation and adaptation efforts across all sectors, including natural climate solutions, such as REDD+, sustainable agriculture, ecosystem-based adaptation and coastal carbon management, among others.

Increase efficiency for delivering climate goals and finance

- Develop guidance on cooperative approaches that encourage the transfer of high-quality emission reductions generated in all sectors, including the land sector, to drive needed flows of finance to climate actions addressing both sources and sinks,

while promoting high environmental integrity through robust accounting and transparency rules.

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Assess progress and enhance ambition

- Consider the contributions of natural climate solutions in mitigation and adaptation within the Global Stocktake process and assess the extent to which countries are integrating these solutions into their NDC targets and implementation actions.

Ensure inclusive participation

- Advance the Local Communities and Indigenous Peoples' Platform and workplan to engage diverse knowledge, best practices, experiences and perspectives to guide climate-related decisions and actions at the national and international levels.

Consider critical issues of agriculture

- Prioritize the inclusion of key actors, such as smallholder farmers in diversified sustainable landscapes, in upcoming workshops and discussions of the Koronivia joint work on agriculture and when implementing actions to protect forest cover and ensure food security.

Incorporate knowledge on oceans and climate change

- Include the state of oceans and coastal ecosystems in the Global Stocktake.
- Establish a process to identify gaps in science and policy guidance on enhancing oceans and coastal ecosystems to achieve global climate goals.

MITIGATION

Further Guidance on the Features of Nationally Determined Contributions

APA, Agenda Item 3

Relevant Documents: [FCCC/APA/2018/5](#); [APA 3 informal note \(Dec 2017\)](#); [Joint APA-SBSTA-SBI reflections note Addendum 1 \(part 1\)](#)

Under the Paris Agreement, Nationally Determined Contributions (NDCs) are the main vehicle for countries to define national goals, policies, measures and means of implementation to contribute to global climate action. Further guidance on the features of NDCs, as referred to in Article 4 of the Paris Agreement, will ensure that countries understand the breadth of options they have for the content of their NDCs and how to prepare future NDCs in a consistent and comparable way.

To generate the required consensus around guidelines at COP 24, we encourage Parties to engage substantively in the negotiations to determine points of convergence and ensure agreement on guidelines by the end of this session. The "Joint reflections note by the presiding officers of the APA, SBSTA and SBI" provides text options regarding this topic that thoroughly represent existing proposals and contains a variety of options to address flexibility for national circumstances, applicability and inclusion.

Specifically, this guidance for NDCs should cover:

- **Information that countries should include in their NDCs and ways to ensure comparability**, including on:
 - Scope (e.g., sectors to be included, considering all sources and sinks addressing both mitigation and adaptation, an explanation of any excluded sectors, and, if desired, adaptation efforts);
 - Information on the mitigation target(s) of the NDC;
 - Level of detail (e.g., information on multiple/different types of mitigation targets, all relevant gases independently of each other);
 - Assumptions and methodologies used for developing the reference point and for accounting, including using the most recent IPCC guidance; and
 - Timing of NDC refinement.
- **Information to track progress on NDC implementation, including best practices for achieving NDC goals, governance and participation, and approaches to maximize synergies between mitigation and adaptation.**
- **Accounting for the implementation of NDCs.**

These elements will support comparability between Parties' NDCs, and transparency of the Stocktake process. Robust guidance will require improved data collection and updates using the most recent IPCC guidance.

Voluntary Cooperation on NDCs through the Transfer of International Mitigation Outcomes

SBSTA, Agenda Item 11

Relevant Documents: [Joint APA-SBSTA-SBI Reflections Note Addendum 2](#); [Guidance on cooperative approaches \(6.2\)](#); [Rules, modalities and procedures for the mechanism \(6.4\)](#); [Work programme under the framework on non-market approaches \(6.8\)](#)

Article 6 of the Paris Agreement establishes a broad framework for voluntary cooperation among Parties in delivering climate action. The Article sets out three approaches through which Parties may interact: 1) "bottom up," bilateral or regional cooperative approaches via internationally transferred mitigation outcomes (ITMOs); 2) a centrally-governed UNFCCC mechanism to contribute to mitigation and support sustainable development; and 3) non-market approaches.¹ **Encouraging the transfer of high-quality emission reductions generated in all sectors, including the land sector, can drive needed flows of finance to climate actions addressing both sources and sinks.**

Guidance on Article 6.2 should ensure the environmental integrity of all emission reduction transfers, while promoting flexibility and higher ambition for meeting the global mitigation goals. Conservation International encourages Parties to consider the following technical elements for inclusion in Article 6.2 guidance:

¹ Paris Agreement, Article 6, Paragraphs 2, 4, and 8, respectively.

- Parties should facilitate the generation and robust accounting of emission reduction transfers across all sectors and enhance the potential for removals by sinks; however, specific sectors (such as the land sector) do not need to be explicitly referenced in Article 6 guidance;²
- Parties transferring emission reductions under Article 6 should conduct a corresponding adjustment³ to avoid double counting at the time the emission reductions are first transferred and used, with all intermediate transfers transparently tracked;
- Any emissions reductions transferred from outside the scope of a country's NDC should demonstrate robust baselines, monitoring, reporting and verification, and be subject to the same corresponding adjustment as other transfers;
- Parties should prepare guidance and the necessary systems to facilitate the acquisition of ITMOs by Party and non-Party actors (such as the International Civil Aviation Organization's market-based measure) in a way that ensures the avoidance of double counting; and
- Parties should promote flexibility and environmental integrity of the overall system by opposing discounting or cancellation requirements for transfers under Article 6.2.⁴

Robust accounting guidance can help instill confidence in countries, investors and the public that the mitigation outcomes claimed from transfers represent high-quality emission reductions which have only been counted once toward a mitigation commitment and follow Article 6 guidance. Countries participating in Article 6 approaches must report information sufficient to assess the environmental integrity of that approach, including on emission unit issuance, transfer, and use, under the enhanced transparency framework established under Article 13.

ADAPTATION

Further Guidance on Adaptation Communications

APA, Agenda Item 4

Relevant Documents: [FCCC/APA/2018/5](#); [Joint reflections note Addendum 3](#)

The Paris Agreement encourages countries to communicate their needs, plans and actions related to the established global goal for adaptation through an adaptation communication, which may take the form or be part of an NDC, National Adaptation Plan, or other equivalent national communication.⁵ Further guidance on adaptation communications should provide countries with options for the format, content and level of detail that allows for national specificity as well as global or regional aggregation.

Guidance on adaptation communications should support sharing of information on:

² Engaging in a sector-by-sector discussion in the context of Article 6 would be, at best, a distraction from the key issues and, at worst, harmful in securing optimal guidance for cooperative approaches that ensures consistency and high environmental integrity. Limiting the sectors from which a country may transfer could undermine their national prerogative to voluntarily engage in cooperative approaches for emission reductions that meet the criteria of Article 6.

³ A corresponding adjustment takes place when a country transfers emission reductions and adds a corresponding amount of emissions to its own emissions account, and the country using the transferred emission reductions subtracts that amount of emissions from its emissions account.

⁴ Proposals to discount ITMOs in Article 6.2 in an effort to increase Overall Mitigation of Global Emissions (OMGE) are outside of the scope of Article 6.2. By essentially increasing the price on ITMOs, any discounting and cancellation requirements run the risk of making ITMOs less attractive as a supplement to domestic action and leading to a lowering of mitigation ambition. ITMOs under Article 6.2 should not be subject to discounting in an effort to increase OMGE, however, Article 6.4 specifically identifies OMGE as an aim and, therefore, may be a good place to apply these proposals.

⁵ As established in 1/CP.21, Art. 7, par. 10 and 11

- Adaptation priorities;
- Implementation needs (financing, capacity, technology, etc.);
- Planning processes; and
- Action to lower vulnerability to climate impacts.

This information should address all sectors, especially including approaches that leverage ecosystem-based adaptation and improved ecosystem functions to deliver significant socioeconomic and mitigation co-benefits. For example, inclusion of coastal ecosystems in adaptation planning can help to provide critical protection from the impacts of climate change for some of the world's most vulnerable people by attenuating waves, providing storm protection and stabilizing shorelines from erosion.

When providing guidance on monitoring and evaluation of national adaptation actions, Parties should consider:

- Long-term results of ecosystem-based adaptation;
- Long-term outcomes for livelihood and biodiversity benefits; and
- Assessment of both short- and long-term progress towards maintaining healthy ecosystem functions and their contribution to mitigation and adaptation efforts.

Koronivia Joint Work on Agriculture

SBSTA, Agenda Item 8

Relevant Documents: [FCCC/SBSTA/2018/7](#); [FCCC/CP/2017/11/Add.1](#); [FCCC/SB/2018/L.1](#)

After several years of discussions on the topic of agriculture,⁶ Parties agreed at COP 23 to work to address issues associated with agriculture and climate change through the Koronivia joint work on agriculture (KJWA). The KJWA will be jointly implemented by the SBSTA and the SBI, with the objective of supporting farmers to navigate the challenges of adapting to climate change and minimizing emissions by providing increased knowledge and tools focused on five initial topics.⁷

A workshop is planned for COP 24 to address the results of previous sessions as a way to a deeper discussion. Countries should focus discussions on implementing existing knowledge on agriculture for climate actions that reduce vulnerability and ensure food security. Engaging key actors, such as smallholder farmers in diversified sustainable landscapes is crucial to protecting forest cover and ensuring food security.

In considering modalities for implementing the outcomes of previous workshops on issues related to agriculture, we encourage Parties to:

- **Ensure the full and inclusive participation of all relevant actors, such as smallholders and indigenous peoples and local communities, who form the majority of the world's agricultural producers, and whose inclusion in climate action is key to ensuring sustainable landscapes and resilient agricultural systems;**

⁶ The results of previous discussions on this topic can be found in workshop reports contained in documents [FCCC/SBSTA/2014/INF.2](#), [FCCC/SBSTA/2015/INF.6](#), [FCCC/SBSTA/2015/INF.7](#), [FCCC/SBSTA/2016/INF.5](#), [FCCC/SBSTA/2016/INF.6](#).

⁷ These topics are: 1) evaluating adaptation and mitigation outcomes; 2) increasing soil carbon and water management; 3) improving nutrient management; 4) improving livestock production; 5) understanding the socioeconomic and food security implications of climate change on agriculture.

- **Agree that actions in the agricultural sector should be subject to the same transparency requirements as other activities under the UNFCCC; and**
- **Discuss environmental and social safeguards in upcoming workshops and meetings.**

GLOBAL STOCKTAKE

Assessing Progress towards Collective Goals

APA, Agenda Item 6

Relevant Documents: [Informal note by the Co-facilitators \(September 2018\)](#); [Joint reflections note Addendum 7](#)

Under the mandate provided by the Paris Agreement, the Global Stocktake (GST) should help Parties to form a consensus on what has been achieved in each five-year cycle and identify challenges and opportunities to be addressed in future NDCs. To fully recognize collective progress on mitigation and adaptation, **the GST must explicitly consider the contributions of natural climate solutions in mitigation and adaptation and assess the extent to which countries are integrating these solutions into their NDC targets and implementation actions.**

Three upcoming IPCC reports should inform the inclusion of nature in the Global Stocktake:

- The IPCC Special Report addressing mitigation pathways compatible with a 1.5°C limit (released in September 2018).
- The IPCC Special Report on Climate Change and Land, which will address climate change, desertification, land degradation, sustainable land management, food security, and greenhouse gas fluxes in terrestrial ecosystems (expected September 2019).
- The IPCC Special Report on the Ocean and Cryosphere in a Changing Climate, which will assess the processes that drive change and resulting impacts to oceans and the frozen regions of our planet (expected September 2019).

PARTICIPATION AND RIGHTS

Local Communities and Indigenous Peoples' Platform

SBSTA, Agenda Item 7

Relevant Documents: [FCCC/SBSTA/2017/L.29](#); [FCCC/CP/2017/11/Add.1](#); [FCCC/SBSTA/2018/L.10](#)

Discussions during COP 23 achieved historic progress with a decision to ensure the full and effective participation of Local Communities and Indigenous Peoples (LCIP) via a UNFCCC platform. The decision regarding the operationalization the LCIP Platform includes a defined purpose, function and initial steps to set up its structure through a facilitative working group with equal participation of Parties and Local Communities and Indigenous Peoples representatives.

The Platform should serve as a vehicle to strengthen the climate ambition and participation of non-state actors. Discussions on this topic have advanced according to the procedures of the UNFCCC, recognizing this is an intergovernmental process.

As discussions on the structure of the Platform advance during COP 24, Parties should consider the following:

- The equitable representation of local communities and indigenous peoples is an essential first step for the good governance and sustainable long-term results.

- With the LCIP Platform work plan expected to be adopted by COP 25, preparatory activities are needed to:
 - Enhance the participation of local communities and identify this constituency under the UNFCCC.
 - Consult with stakeholders on the best way to harmonize local, national and regional knowledge and contributions through the LCIP platform work plan, including knowledge on the involvement of LCIPs in climate policy design and implementation.
- **The LCIP Platform should recommend, in close coordination with indigenous peoples and local communities, the designation of national level focal points to connect actions between the work at national (e.g., within NDCs) and international levels (e.g., within the GST) and promote the inclusion of LCIP representatives in national delegations to the UNFCCC processes.**
- The work plan for the LCIP Platform should consider an assessment of progress by 2022 and its results should contribute to the Global Stocktake.

OCEANS AND CLIMATE CHANGE

Ocean Partnership

Oceans play a critical role for climate change. The announcement of the Oceans Pathway during COP 23 acknowledged the linkages between oceans, coasts, and climate change. The oceans serve as a critical global carbon sink, removing CO₂ from the atmosphere and thus helping to regulate the global climate. Oceans and coastal ecosystems, including mangroves, salt marshes, and seagrass beds, store CO₂ and also provide important sources of food, income from fishing and tourism, storm buffering and places for recreation, enjoyment and opportunities for commerce and transportation.

To advance action on the topic of climate change as it relates to oceans and coasts, Parties should strengthen engagement on this topic by:

- **Permanently including discussion of the state of oceans and coastal ecosystems in the Talanoa Dialogue and, later, in the Global Stocktake.** This should include discussion of the state of the ocean’s capacity to act as a carbon sink, the state of high-carbon coastal ecosystems and the extent to which countries are including these ecosystems in their NDCs. The upcoming IPCC “Special Report on the Ocean and Cryosphere in a Changing Climate” will provide additional scientific basis for these discussions.
- **Establish an in-session workshop or similar modality to identify gaps in science and policy guidance on enhancing oceans and coastal ecosystems to achieve global climate goals through existing Convention mechanisms and bodies,** including, but not limited to:
 - Providing further guidance on the inclusion of climate action related to the oceans and coastal ecosystems in the NDCs and NDC accounting (including adaptation elements);
 - Supporting capacity building, possibly via the Nairobi Work Programme; and
 - Encouraging financing of such initiatives, possibly via the Standing Committee on Finance.