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# **COP24: Synthesis, progress and challenges**

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**COP24 · KATOWICE 2018**  
UNITED NATIONS CLIMATE CHANGE CONFERENCE

**Annual meeting of the UZH-ETH Network on  
Interdisciplinary Climate Research, 11 January 2019**




- Katowice as **milestone** in international climate policy
- **Key tasks** of COP 24
- Aims and strategy of the **Polish** presidency
- **External influences** on the COP
- Relevance of topics and the **elephants in the room**
- **Spirit** of the negotiations
- **Key outcomes**
  - Paris Rulebook (Talanoa Dialogue **ended with a whimper**)
- **Unfinished business** and outlook



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# Key milestones of the climate regime



UN Framework  
Convention on  
Climate  
Change 1992



Kyoto  
Protocol  
1997



Marrakech  
Accords  
2001



~~Copenhagen  
failure  
2009~~



Paris  
Agreement  
2015

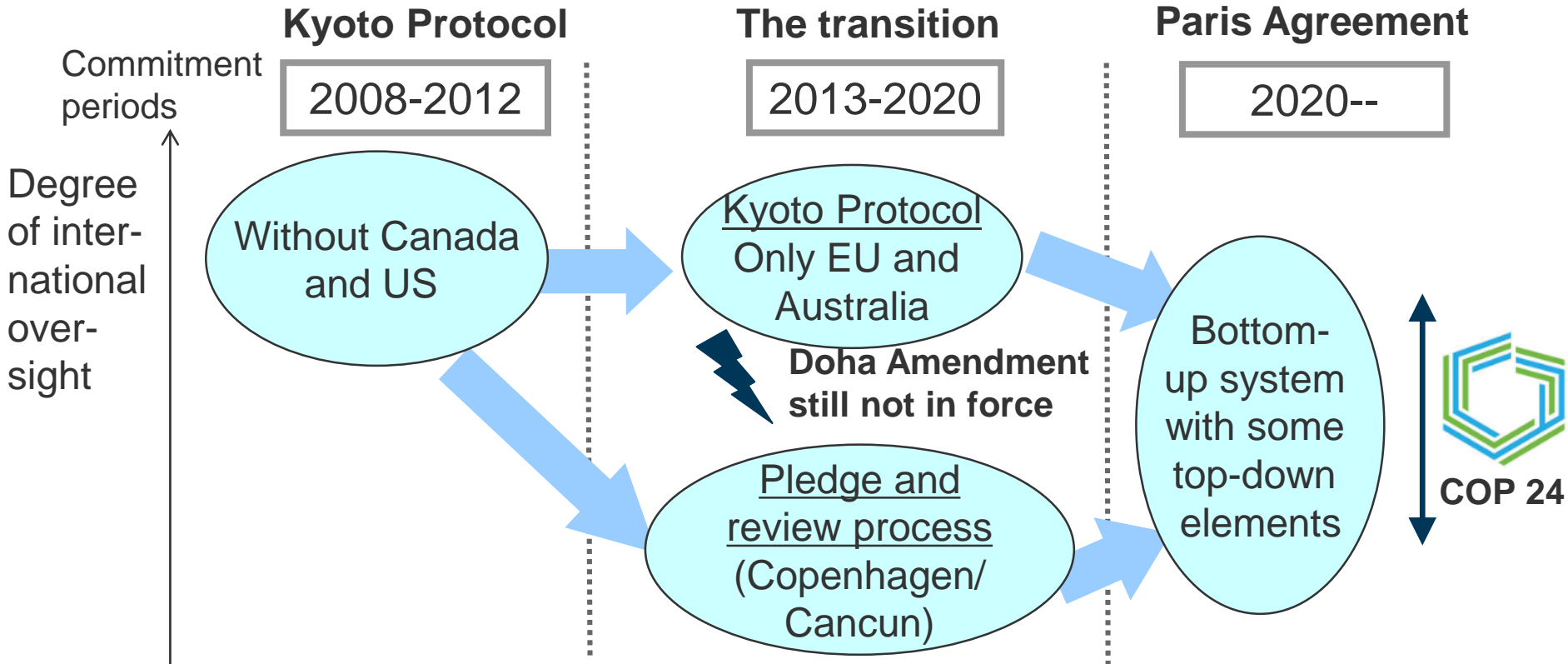


Katowice  
Decisions  
2018



# Balance “top-down” – “bottom-up”

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# UNFCCC targets for COP 24

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- Adopt the **Paris Rulebook** and underlying decisions to make the Paris Agreement **fully operational from 2020**
  - Take the **political decisions** necessary to re-establish trust among governments
  - Achieve a **balanced outcome** on **mitigation, adaptation and finance** (as well as **loss and damage?**)
  - Identify **technical details** to be elaborated in 2019 for decision by COP 25
- Hold **Talanoa Dialogue** on **pre-2020 action** as test for the Global Stocktake



United Nations Framework  
Convention on Climate Change



# Aims of the Polish presidency

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- **Deliberate choice of coal city Katowice**
  - Highlight structural transformational challenges
- **Focus on political declarations**
  - “**Just transition**” of coal workers
  - **Forestry** as carbon sink
  - **Electromobility**
- “**Realistic**” and “**pragmatic**” approach **criticizing calls for ambition increase**
- **Intimidation of civil society through special law against demonstrations and massive police presence**
- **Secret target: slowing down international climate policy progress?**





# Key Paris Rulebook topics

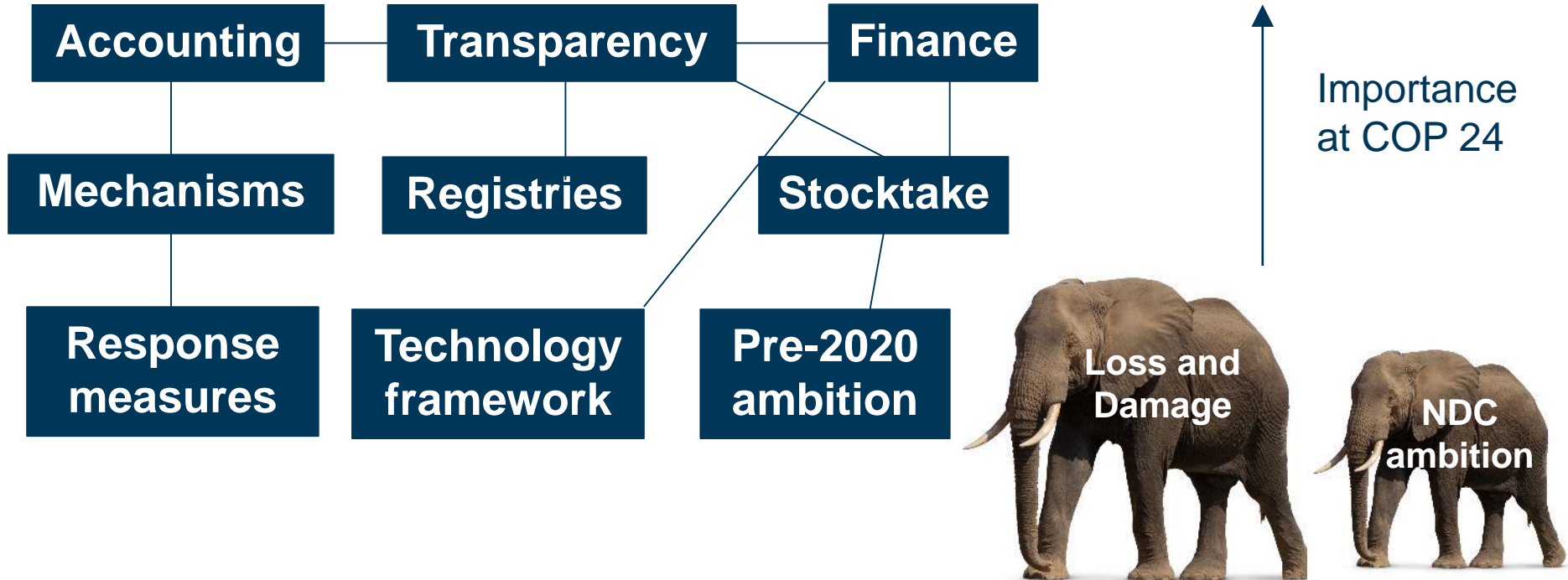
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<b>Art. 4</b>	<b>Mitigation</b>	<b>NDC features</b>	<b>4.12 Mitigation registry</b>	<b>4.10 Time frame</b>
<b>Art. 6</b>	<b>Mechanisms</b>	<b>6.2 CAs</b>	<b>6.4 SDM</b>	<b>6.8 NMAs</b>
<b>Art. 7</b>	<b>Adaptation</b>	<b>7.10 adaptation communication</b>	<b>7.12 adaptation registry</b>	<b>AF</b>
<b>Art. 9</b>	<b>Finance</b>	<b>9.5 ex ante info</b>	<b>9.7 ex post info</b>	
<b>Art. 13</b>	<b>Transparency</b>	<b>13.2 flexibility due to capacity</b>		
<b>Art. 14</b>	<b>Global Stocktake</b>	<b>Format and timing</b>		



# Key links between topics

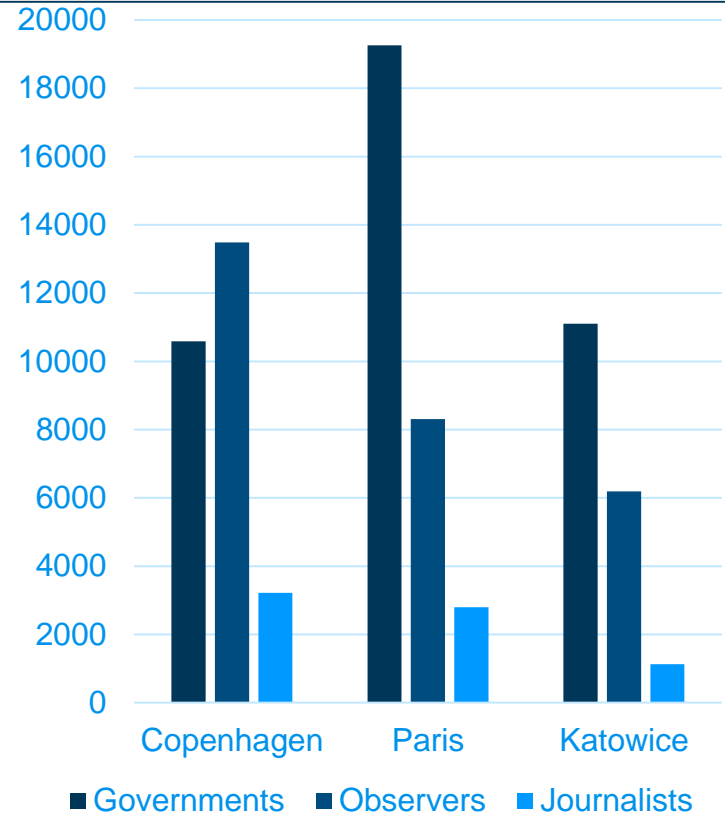
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- **Less participants than in Paris and Copenhagen**
  - **18,420 total (Paris 30,372, CPH 24,072)**
    - 11,100 country delegates (Paris 19,260, CPH 10,591)
    - 6193 observers (Paris 8314, CPH 13,482)
    - 1126 journalists (Paris 2798, CPH 3221)
- The **third COP** in Poland
  - 2008 Poznan, 2013 Warsaw





## Positive

- **1.5° IPCC report** approved despite Saudi opposition, very clear message of urgency

## Negative

- **French retreat from carbon taxation** due to “yellow vests” street revolts
- **Swiss Parliament votes against CO<sub>2</sub> law revision**
  - Alliance of climate skeptics and those who found draft bill too much watered down
- **German coal commission** unable to provide report on coal phase out in time
- More and more **EU states** likely to **miss 2020 and 2030 emission targets**





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# Populist climate policy rollbacks

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# Spirit of the negotiations

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- Initial hiccup due to (**rejected**) **African and Turkish wish for special treatment**
- Good first week **without walkouts** but classical “blues” with **US, Saudi Arabia and Russia trying to water down reference to 1.5° IPCC report**
- **Non-transparent** and **risky Polish presidency** negotiation style during second week
  - **UN Secretary General** engages three times
- Re-emergence of **BASIC/High Ambition coalition**
- **China** accepting similar generic rulebook for all countries (**cements end of bifurcation**)
- **1.5 day** over-run, close to the record



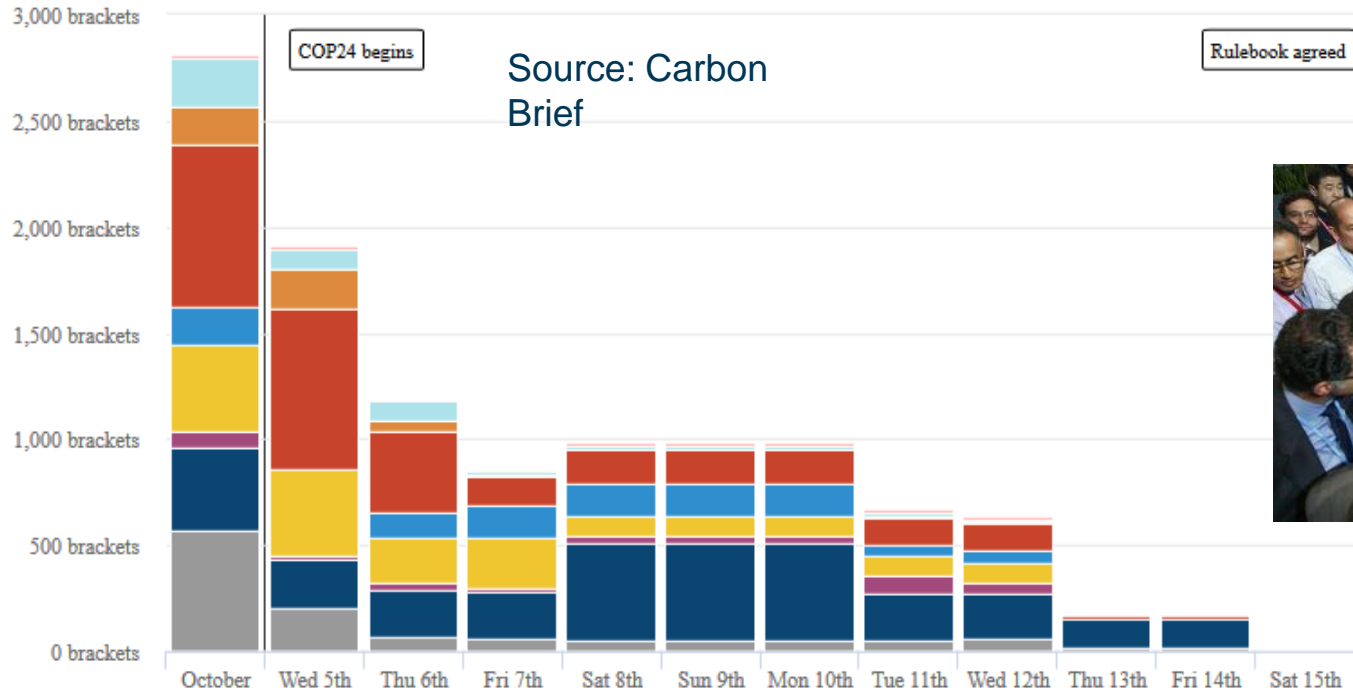


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# Reduction of [brackets] during the COP

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- 4 – NDC guidance
- 6 – Market mechs
- 7 – Adaptation comms
- 9 – Finance reporting
- 10 – Tech framework
- 13 – Transparency
- 14 – Global stocktake
- 15 – Compliance
- Other matters





# Key rulebook elements agreed

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Art. 4	Mitigation	NDC features	4.12 Mitigation registry	4.10 Time frame
Art. 6	Mechanisms	6.2 CAs	6.4 SDM	6.8 NMAs
Art. 7	Adaptation	7.10 adaptation communication	7.12 adaptation registry	
Art. 9	Finance	9.5 ex ante info	9.7 ex post info	
Art. 13	Transparency	13.2 flexibility due to capacity		
Art. 14	Global Stocktake	Format and timing		

AF



# Art.4: Mitigation - key anchors set

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- Information necessary for **clarity, transparency and understanding (ICTU)** to be provided from **2<sup>nd</sup> NDC**, i.e. from **2030**
  - Reference/base year/period information
  - Clarification whether **single** or **multi-year target**
  - **Mitigation cobenefits** of adaptation
  - Review of rules by **2028**
- **NDC accounting** mandatory from **2<sup>nd</sup> NDC**
  - to **avoid double counting**
  - to be done in **biennial transparency report (BTR)**
  - for **emissions** as well as policies
  - explain why NDC is **fair and ambitious**
- Deferral of **guidance on NDC features** to **2024**



Link to  
Art. 13

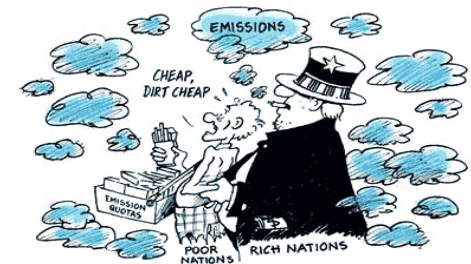


- **NDC registry**
  - Is operated by the UNFCCC Secretariat, publicly accessible
  - Allows sorting and contains all previous NDC versions
- **NDC timeframes**
  - To be streamlined from 2031
  - Rule setting deferred without firm deadline
- **Forum on response measures**
  - Develop modelling tools/methodologies for mitigation policy impacts
  - “Katowice Committee of Experts on the Impacts of Implementation of Response measures” (KCI) with 14 members, consensus-based
    - Five regional groups, LDCs and SIDS, two intergovernmental organizations
  - Submissions on workplan by 15 April 2019, review in 2023





- Decisions deferred to COP 25
- Brazil generally seen as responsible for failure due to opposing corresponding adjustments and advocating full CDM transition
- In reality deeper malaise between early mover buyers and (mostly) latecomer sellers
  - Former are restrictive, latter lenient
  - Joint AILAC, EIG, EU, Japan, Canada, Australia, New Zealand submission on need for robust accounting
  - Africa and LDCs want to participate without heavy burdens after having been able to set up CDM PoAs in the last years





# Art. 7: Adaptation – anything goes

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- **Adaptation communication**
  - flexible
  - not to be used for country comparisons
  - not subject to review
  - can be linked to adaptation reports under Art. 13
  - review of rules by 2025
- **Adaptation registry**
  - managed by UNFCCC Secretariat, set up by COP 25
  - sorting function and access to previous versions
  - Two parts: adaptation communication / NDCs
- **Adaptation needs and effectiveness methodologies**
  - Submissions for 2021/2022





# Art. 9: Finance – partial progress

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- **Ex ante communication (Art. 9.5)**
  - **Mandatory for industrialized countries**
  - **Voluntary for all others**
  - **Report on proposal evaluation criteria of climate finance providers**
  - **Report on methodologies and assumptions for projections**
  - **Report why finance is new and additional**
- **Ex post communication (Art. 9.7)**
  - **Separate, and quite elaborate decision text moved to Art. 13 rulebook**
- **Adaptation Fund**
  - **Fully transitions once Art. 6.4 is operational**
- **Negotiations on post-2025 climate finance goal start 2020**





- **No generic bifurcation any more, now mostly “trifurcation”**
  - **All countries to submit biennial transparency reports (BTRs) from 2024, applying common reporting formats**
    - **National Inventory Report (NIR)**
      - **Use 2006 IPCC guidelines and common global warming potentials of IPCC AR5; CMA to update these when IPCC publishes new versions**
  - **Differentiation: 1) industrialized countries, 2) other countries, 3) LDCs/SIDS**
    - **1): mandatory, 2): self-determined flexibility, 3): reporting “at their discretion”**
    - **No deadlines for improvement / “graduation”**
    - **GEF financing for BTRs of categories 2) and 3)**
  - **Description of NDC mandatory**
    - **Intent to use market mechanisms needs to be reported**

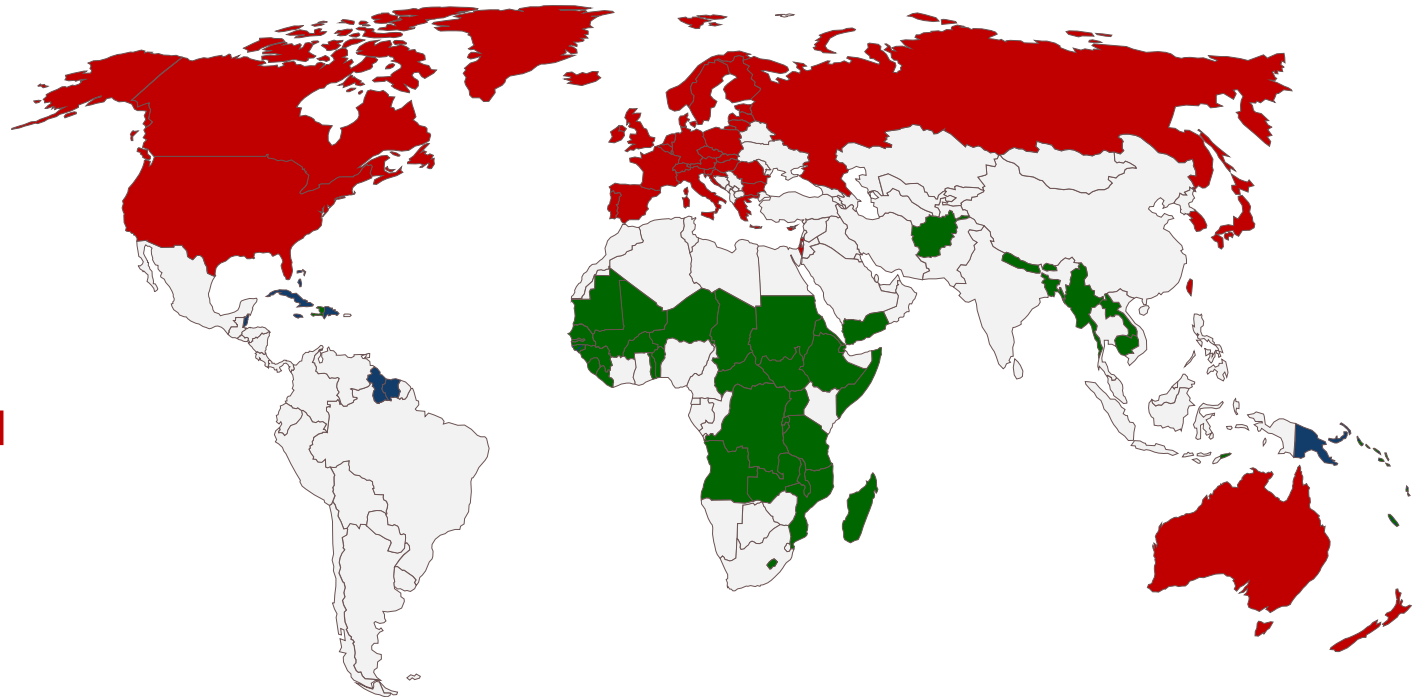




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# Transparency trifurcation map

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**Industrialized  
countries**

**LDCs**

**SIDs**



Topic	Industrialized	Developing	LDCs / SIDS
Key category threshold	95%	85%	discretion
Significance threshold	0.5 Mt CO <sub>2</sub> /0.05% nat. emissions	1 Mt /0.1%	discretion
Gases covered	Kyoto gases	CO <sub>2</sub> , CH <sub>4</sub> and N <sub>2</sub> O	discretion
Time series	1990-2 years bp	2020-3 years bp	discretion
Emission projections	15 years beyond next round year	Voluntary, until end of NDC period	Discretion
Climate finance provided	Mandatory	Voluntary	discretion

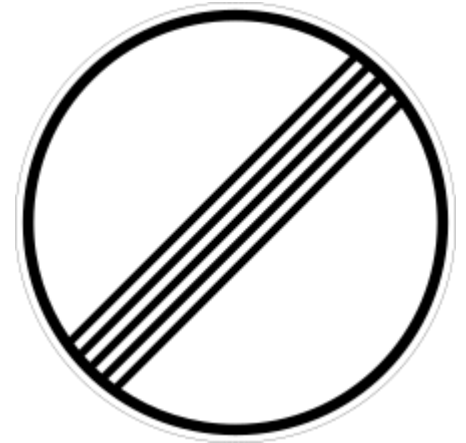


- Accounting for market mechanisms
  - Corresponding adjustment of emissions according to ITMO transfers
  - Information on sustainable development promotion, environmental integrity and transparency
- Impacts of response measures for parties reporting adaptation actions with mitigation co-benefits
- List of mitigation policies





- Methodologies for **projections**
- **Impacts**
- **Adaptation action**
- **Monitoring and evaluation of adaptation**
- Addressing **loss and damage**
- **Cooperation action**







- Experience regarding **policies to incentivize private climate financing and investment**
- Use of **international standards or harmonization** with other countries, institutions, and international systems
- How finance is **concessional**
  - Definition of new and additional to be provided by each country
  - **no mandatory use** of grant equivalence
- **Additionality** of mobilized finance
  - **Clear causal link** between a public intervention and mobilized private finance, where the activity **would not have moved forward**, or moved forward **at scale**, in the absence of the Party's intervention
- **Unit acquisition** under Art. 6 **cannot be counted** as climate finance



# Technical expert review

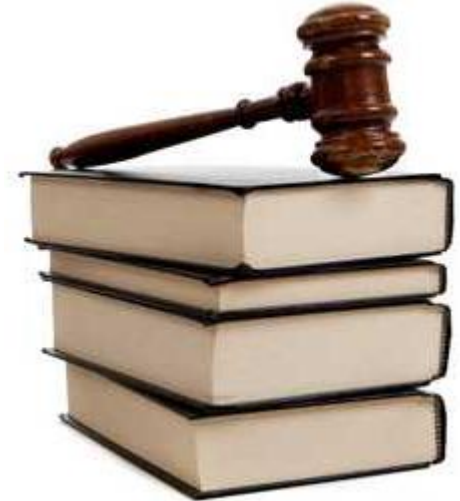
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- **Technical expert teams** to be chosen by the Secretariat from the UNFCCC roster of experts
- Review of **NIR** and **BTR**, *not* of **adequacy** of NDC/finance
- **Different forms** of review, taking about one year
  - **Centralized** – i.e. regionally, covering several countries at once
    - For **LDCs** and **SIDS** , and other developing countries if they choose so
  - **In-country**
    - For first **BTR** and at least 2 **BTRs** within 10 years, and if recommended by review of previous **BTR**
  - **Desk** – i.e. remotely
    - Not more than **once every 5 years**
  - **Simplified** – i.e. consistency check of documentation by Secretariat
    - In years **without a BTR**





- **Compliance Committee**
  - 12 members from regional groups, LDCs/SIDS
  - **No enforcement or dispute settlement**
  - **No penalties or sanctions**
  - Can identify “**systemic issues**”
- empowered to initiate, of its own accord, consideration of non-compliance if country has not
  - **communicated or maintained a NDC**
  - **submitted its BTR**
  - **submitted its ex-ante/ex post finance reports (industrialized country)**





# Key messages from COP 24

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- **Glass two thirds full** given the weak expectations in run-up to COP and difficult geopolitical framework
  - COP 24 **barely averts disaster** thanks to **UN SG intervention**
- **“Truncated” Paris Rulebook** agreed
  - **Market mechanisms deferred, challenge for CORSIA**
- **From bifurcation to trifurcation**
  - **China finally gave up opposition to differentiation**
  - **Industrialized countries - developing countries - LDCs/SIDS**
- **Relatively stringent emissions and NDC reporting system**
  - **Clear processes from 2022 / 2024, with a lot of mandatory rules**
  - **However “weak underbelly” of lacking enforcement**

