Submission on APA Agenda item 6, Matters relating to the global stocktake referred to in Article 14 of the Paris Agreement by the Republic of the Maldives on behalf of the *Alliance of Small Island States*

2 May 2017

On behalf of the Alliance of Small Island States (AOSIS), the Republic of the Maldives welcomes this opportunity to provide its views to the Ad Hoc Working Group on the Paris Agreement (APA) in response to the call for submissions contained in paragraph 25 of the draft conclusions of the co-Chairs of the APA contained in FCCC/APA/2016/4 on: Matters *relating to the global stocktake referred to in Article 14 of the Paris Agreement: (a) identification of the sources of input for the global stocktake; and (b) development of the modalities of the global stocktake*.

This submission elaborates upon the previous AOSIS submission on this issue, submitted on 30 September 2016, included in FCCC/APA/2016/INF.4.

Linkages and Context

The overall context for the global stocktake (GST) is set by the provisions in Article 14 of the Paris Agreement (PA). Of particular relevance in Art 14.3 which states that " The outcome of the global stocktake shall inform Parties in updating and enhancing, in a nationally determined manner, their actions and support in accordance with the relevant provisions of this Agreement, as well as in enhancing international cooperation for climate action."

This mandate to update and enhance NDCs is a fundamental provision of the Paris Agreement and is repeated in Article 4.3, which states that " Each Party's successive nationally determined contribution will represent a progression beyond the Party's then current nationally determined contribution and reflect its highest possible ambition, reflecting its common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.'

The GST is therefore not a passive review of the implementation of the Paris Agreement, but rather is aimed at informing Parties "updating and enhancing" NDCs including increasing the level of ambition of the NDCs and enhancing international cooperation for climate action. This is the overall context of the GST and the inputs and modalities for the GST therefore have to be designed around these objectives.

(A) How to understand and assess collective progress towards achieving the purpose of the Paris Agreement and its long-term goals? How will this be done in a comprehensive and facilitative manner considering mitigation, adaptation and means of implementation and support, and in the light of equity and the best available science?

Collective progress will ultimately be measured by the extent to which the overall goals of the PA are being met. Given the medium term nature of the NDCs in the context of the PA goals, the metrics for measuring progress will evolve over time, as more and more actions by Parties become institutionalised. Progress in the achievement of these goals during the period to the first GST will be determined by the extent to which Parties have begun to institutionalise national actions that will deliver the global goals and the impact of these actions. These actions will include:

Mitigation

a. aggregate level of ambition of the NDCs and the extent to which they are compatible with the 1.5C global; and
b. collective effect of actions taken by countries in implementing their NDCs, including whether or not these actions are sufficient to to close the emissions gap consistent with 1.5C temperature goal; and
c. current and projected aggregate emissions levels to 2025 and 2030, taking reference from the synthesis report by the UNFCCC and IPCC reports.
d. Identifying opportunities for international cooperation, to enable Parties to undertake their climate policies more effectively.

Adaptation

a. Where appropriate and to the extent possible, extent to which countries have begun to integrate adaptation into national development plans and processes; and
b. extent to which developing countries have access to means of implementation that are sufficient and predictable.

Article 14(1) sets out the mandate of the GST to take stock of the implementation of the PA to assess the collective progress towards achieving the purpose of the PA and its long-term goals.

1. Article 14(1) also mandates the GST be comprehensive and facilitative.
2. AOSIS sees the GST as a critical component of the PA and essential to develop a big picture of our collective progress, to understand where we are and what more we can do together collectively, towards achieving the purpose of the PA over time.
3. The GST should be designed to be implemented in a comprehensive and facilitative manner, considering mitigation, adaptation and the means of implementation and support, and in the light of equity and the best available science.
4. The GST must facilitate an in-depth assessment of (i) the aggregate adequacy of the NDCs, and (ii) the aggregate progress towards achievement of the NDCs by Parties.
5. The adequacy of aggregate progress is to be assessed not only against achieving the temperature goal under Article 2 but also the mitigation goal under Article 4 to peak global emissions as soon as possible and to achieve a balance between anthropogenic emissions by sources and removals by sinks of GHG in the second half of this century.
6. The adaptation mandate of the GST includes measuring progress on building resilience to climate change.
7. While global in nature, the GST should be mindful of regional differences in the impacts of climate change and the resilience of regions, as well as capacity constraints and capabilities to access resources.
8. The mandate of the GST is to also assess whether adequate resources are being provided to meet the adaptation objectives, mitigation ambitions and reporting requirements under the PA.
9. We do not believe it is possible to negotiate a prescriptive approach to equity - in particular given that Article 14 is clear that the outcome of the GST shall inform Parties in updating and enhancing their actions and support in a nationally determined manner.

(B) How to increase understanding of the linkages between Article 14 and other articles of the Paris Agreement, which are directly or indirectly linked to the global stocktake (GST)?

The GST should be designed to be implemented in a comprehensive and facilitative manner, considering mitigation, adaptation and the means of implementation and support, and in the light of equity and the best available science and it will accordingly link, both explicitly and implicitly, to many of the articles of the PA.

Mitigation

1. The mitigation mandate of the GST is to assess collective progress towards meeting the long-term temperature goal contained in Article 2.1(a) of the PA of limiting the increase in global average temperature to 1.5°C above preindustrial levels.
2. Additionally, the adequacy of this collective progress is to be assessed not only against achieving the temperature goal under Article 2, but also the mitigation goal under Article 4 to peak global emissions as soon as possible, and to undertake rapid reductions thereafter in accordance with best available science, so as to achieve a balance between anthropogenic emissions by sources and removals by sinks of GHG in the second half of this century.

Adaptation

3. Article 7.14 explicitly mandates that the GST shall, inter alia:
   a. Recognize adaptation efforts of developing country Parties;
   b. Enhance the implementation of adaptation action taking into account the adaptation communication referred to in paragraph 10 of Article 7;
   c. Review the adequacy and effectiveness of adaptation and support provided for adaptation; and
   d. Review the overall progress made in achieving the global goal on adaptation referred to in

Article 7.1.

4. Article 13.5 mandates that the purpose of the framework for transparency of action is to provide a clear understanding of climate change action in the light of the objective of the Convention as set out in its Article 2, including clarity and tracking of progress towards achieving Parties' individual nationally determined contributions under Article 4, and Parties' adaptation actions under Article 7, including good practices, priorities, needs and gaps, to inform the GST under Article 14.
5. Discussions on adaptation under the GST should focus on efforts underway or planned in the most vulnerable countries and regions.
6. AOSIS supports consistent guidelines for adaptation communications to provide a useful input to the GST, building on existing processes such as National Communications, NAPAs and NAPs, as well as other equivalent national processes, in line with differing national circumstances.

Loss and damage

7. The GST should assess progress towards the implementation of Article 8.

Finance

8. Article 9.6 mandates that the GST shall take into account the relevant information provided by developed country Parties and/or PA bodies on efforts related to climate finance.
9. The GST should also assess progress in ensuring efficient access to financial resources for developing country Parties, in particular for the least developed countries and Small Island Developing States, in accordance with Article 9.9.
10. Article 13.6 mandates that the purpose of the framework for transparency of support is to provide clarity on support provided and received by relevant individual Parties in the context of climate change actions under Articles 4, 7, 9, 10 and 11, and, to the extent possible, to provide a full overview of aggregate financial support provided, to inform the GST under Article 14.

Technology

11. Article 10.6 mandates that the GST shall take into account the available information on efforts related to support on technology development and transfer for developing country Parties.

Transparency

12. Article 13.5 mandates that the purpose of the framework for transparency of action is to provide a clear understanding of climate change action in the light of the objective of the Convention as set out in its Article 2, including clarity and tracking of progress towards achieving Parties' individual nationally determined contributions under Article 4, and Parties' adaptation actions under Article 7, including good practices, priorities, needs and gaps, to inform the GST under Article 14.
13. Article 13.6 mandates that the purpose of the framework for transparency of support is to provide clarity on support provided and received by relevant individual Parties in the context of climate change actions under Articles 4, 7, 9, 10 and 11, and, to the extent possible, to provide a full overview of aggregate financial support provided, to inform the GST under Article 14.
14. In designing the mechanisms and processes under the Paris Agreement, including the GST, these inter-linkages as identified above should be taken into account to ensure coherence.

(C) How to capture information relevant for assessing collective progress towards achieving the purpose of the Paris Agreement and its long-term goals from different sources of input in a comprehensive, manageable, and balanced manner among all elements, including but not limited to, adaptation, mitigation, and means of implementation and support?

1. AOSIS supports the APA working towards a non-exhaustive list of inputs to the GST.
2. Inputs should be comprehensive and scientifically sound. These inputs could include, inter alia:
    a. Information generated under the UNFCCC as well as information to be generated under the PA itself (e.g. in the case of the ex-ante and ex-post information to be provided pursuant to Article 9);
    b. Inputs from the United Nations system such as relevant reports from United Nations Environment Programme, the Sustainable Development Goals Progress Report and the Global Sustainable Development Report;
    c. Inputs from multilateral finance institutions;

d. External inputs from civil society, regional groups and agencies, and the private sector that are scientifically sound and contributes to the comprehensiveness of GST process;
e. The information submitted under Article 13.8 on climate change impacts and adaptation under Article 7;
f. Inputs from the scientific community through IPCC reports (including the 1.5C special report due in 2018 and assessment reports) and other relevant peer reviewed scientific content.

3. Guidelines for adaptation communications should be consistent to provide a useful and manageable input to the GST, building on existing processes such as National Communications, NAPAs and NAPs, as well as other equivalent national processes, in line with differing national circumstances.
4. It will be necessary to agree to a means of identifying and tracking the provision of finance and other means of implementation specifically earmarked to facilitate low carbon and climate resilient development.
5. It is noted, with concern, that most emission pathways in the scientific literature so far include an overshoot of the 1.5°C long term temperature limit in Article 2. The input data for the GST should clearly identify and quantify any anticipated overshoot and the corresponding impacts. It is crucial that the GST also provides an assessment of characteristics of emission pathways that do not overshoot the 1.5°C long term temperature limit.
6. The GST should consider inputs from the Action Agenda, as appropriate. This is an important complementary effort that can catalyse pre-2020 and post-2020 efforts towards achieving the goals of the Paris Agreement.
7. To facilitate qualitative and quantitative analysis, the GST should also be mindful of regional differences in scientific research and systematic observation and assessment, particularly in capacity to access support.
8. Special effort should be made to ensure that substantial input from the scientific community from developing countries is included in the GST. In particular, data should be sourced on the current and projected impacts of climate change on Small Island developing States.
9. As reliable quality data will be important for purposes of the GST, AOSIS underscores the importance for continued support to SIDS in improving and strengthening their data generating systems including their national statistical offices.
10. AOSIS also emphasizes the need for the scientific community to take into account the gaps in data relevant to SIDS.
11. The GST should endeavor to include significant participation of researchers and authors from SIDS in the science and in its reporting, as well as research conducted on regions and groups that are particularly vulnerable to the adverse effects of climate change, as recognized in the provisions of the PA.
12. AOSIS is of the view that it is not possible to negotiate a prescriptive approach to equity - in particular given that Article 14 is clear that the outcome of the GST shall inform Parties in updating and enhancing their actions and support in a nationally determined manner.
13. The GST should bring together these various inputs in a party driven process that is open, transparent and inclusive, and that builds understanding on how Parties are working towards implementation of the PA.
14. Management of the data for the GST can be done via a web-based platform allowing for ease of access.

(D) What modalities will ensure that the GST will be facilitative, open and inclusive but also efficient and effective? How will the information that is reported and communicated be processed?

1. Management of data for the GST can be done via a web-based platform.
2. The GST process needs to be party driven, and when considering the modalities for GST we should consider past experience and lessons learnt from similar exercises under the UNFCCC, including, inter alia, the Structured Expert Dialogue under the 2013-2015 Review work programme and the technical process under the Action Agenda.

(E) How will the CMA be assisted in conducting the GST? What bodies and processes are linked to the GST and in what way?

1. Inputs for the GST should draw on existing sources of information generated under the UNFCCC as well as information generated under the PA.
2. It will be important to also understand information gaps and various options for bridging those gaps.
3. The UNFCCC Secretariat may be tasked with providing a comprehensive listing of sources of information under the Convention and the PA for the information and comments of Parties.
4. The GST should consider inputs from the Action Agenda, as appropriate.
5. External inputs from civil society, regional groups and agencies, and the private sector should be encouraged in the GST.
6. The GST may facilitate partnerships to address barriers to implementation, and inform the delivery of support, including through, inter alia, the Financial Mechanism (Article 9.6), the Technology Mechanism (1/CP.21 para 70), the Paris Committee on Capacity Building, the Warsaw International Mechanism on Loss and Damage, and the Enhanced Transparency Framework under Article 13.
7. Per Article 18 and 19, both the SBI and SBSTA would have an important role to play in guiding, managing, and facilitating the GST and informing the CMA, as appropriate.

(F) What could be the most appropriate timeline for the GST? What could be its phases and streams, if any?

1. The timeline should allow appropriate time to collect, process and present the information for consideration of Parties and allow sufficient time for Parties to make contributions and discuss the outputs/outcome of GST in an inclusive, comprehensive and transparent manner.
2. The timeline should also allow appropriate time for observers and non-party actors to appropriately contribute to the GST process.
3. The GST will need a stream that analyses whether collective mitigation efforts are in line with achieving the long-term temperature goal of the PA.
4. The GST will also need a stream that analyses adaptation efforts and progress towards meeting the global goal on adaptation referred in Article 7.1.
5. The GST will also need a stream that analyses progress on the implementation of Article 8.
6. These streams should inform the discussions on the means of implementation, and provide recommendations for enhancement where needed.
7. The technical outputs from the above streams should be taken up for high level political consideration. And this political consideration phase must effectively inform subsequent domestic preparation of NDCs, such that all Parties are as ambitious as possible in order to ensure that globally we get on track and then remain on track for achieving the long term goals of the PA.
8. The design of the GST can be informed by existing models, tailored to address the particular goals of the Paris Agreement. Some models include, for example, the Structured Expert Dialogue under the 2013-2015 Review work programme and the technical process under the Action Agenda.

(G) How to ensure that the outcome of the GST would inform Parties in enhancing, in a nationally determined manner, their actions and support in accordance with the relevant provisions of the Paris Agreement, as well as in enhancing international cooperation for climate action?

1. Facilitation of enhanced action will be achieved through analysis of whether aggregate efforts are in line with achieving the overall goal of the PA. In doing so the GST process could be thought of as needing to answering the following questions;
    - What is the progress achieved with regards to the overall goals of PA?
    - Where do we need to be to achieve the overall goals of PA?
    - How to enhance/accelerate action to collectively achieve the overall goals of PA?
2. The output of the GST will inform Parties in preparing their NDCs, including by identifying the need for enhanced action and international cooperation, and new opportunities for climate action and international cooperation, to enable Parties to undertake their climate policies more effectively.
3. In this regard, Parties should be able to share their experiences, good practices and identify

challenges. One example of a platform of this nature is the High-level Political Forum on Sustainable Development, the global platform for the follow-up and review of the 2030 Agenda for Sustainable Development. It is an inclusive platform bringing together States, civil society, the private sector, and other stakeholders. It is likewise intended to be comprehensive (covering all sustainable development goals) and facilitative (supporting implementation).

4. The outputs of the GST can identify barriers to implementation and opportunities for dislodging those barriers. It can also facilitate partnerships, and inform the delivery of support including through the Financial Mechanism, the Technology Mechanism, the Paris Committee on Capacity Building and the Warsaw International Mechanism on Loss and Damage.
5. The output from the political consideration phase must be effective in informing subsequent domestic preparation of NDCs, such that all countries are as ambitious as possible in order to ensure that globally we get on track and then remain on track for achieving the long term goals of the PA.
6. The outcome of the GST should include, inter alia:
    a. the aggregate adequacy of the NDCs;
    b. the aggregate progress towards achievement of the NDCs by Parties with reference to the targets set in Article 2 and 4;
    c. Review the adequacy and effectiveness of adaptation and support provided for adaptation;
    d. Review the overall progress made in achieving the global goal on adaptation referred in Article 7.1; and
    e. Assessment and aggregate progress of climate finance mobilisation, particularly aggregate value of climate finance support to SIDS.

(H) What information will support this outcome?

Refer to paragraphs 1-15 in response to question (C) above.

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