

Views on the elements for consideration of the outputs component of the first global stocktake

Brazil on behalf of BASIC

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Brazil, South Africa, India and China (BASIC) welcome the opportunity to present views on the elements for consideration of the outputs component of the first global stocktake (GST) under the Paris Agreement.

BASIC reiterates its strong commitment to climate action and constructive participation in the first Global Stocktake. The GST is the platform for taking stock of the implementation of the multilateral climate change regime under the Convention and its Paris Agreement, in the context of sustainable development and poverty eradication. This is the moment in which the Parties and the rest of the international community must all come together to reaffirm our determination to unite ourselves against the global challenge of climate change. In this process, we have to be honest with and amongst ourselves. Without honesty and transparency, we will not be able to repair trust, nor identify gaps in the implementation of our commitments within the climate change regime. Global solidarity and commitment must be strengthened. BASIC is willing and ready to contribute with what is needed to achieve this in the successful conclusion of the first GST.

The GST is the space we consider where we were, where we are, how did we get here, and where we want to be. BASIC has the strong conviction that in order for us to move on towards a common future, it is absolutely critical that we take stock of the past, while building on our past achievements and learning from our failures.

BASIC has a vision for our future together in which we, the international community, unite to flourish. A shared future firmly grounded on common prosperity. A future in which reducing emissions and building resilience is but an opportunity for achieving social inclusion and economic growth. BASIC is confident that this vision is also shared by all Parties. The group invites all Parties to exercise global solidarity through mutual empowerment, and to work together towards achieving the purpose and long-term goals of the Convention and its Paris Agreement. Humanity has no time for divisions.

GST outputs component - key messages

BASIC is of the view that the GST outputs component needs to convey three key messages to the world:

1. We, Parties, are strongly committed to the UNFCCC and its Paris Agreement, and reject unilateralism;
2. We will be more united than ever in fighting climate change;
3. We recognize outstanding implementation gaps, and provide assurance that developed countries' obligations to provide the means of implementation and support will be met, including through enhanced international cooperation and global partnerships.

Equity and the Best Available Science

As pillars of the GST, equity and the best available science are mutually supportive, and must inform all aspects of the global stocktake, as mandated. According to the IPCC AR6 Synthesis Report, historic cumulative emissions determined the warming to date, and Human activities, principally through emissions of greenhouse gases, have unequivocally caused global warming, with global surface temperature reaching 1.1°C above 1850-1900 in 2011-2020. Global greenhouse gas emissions have continued to increase, with unequal historical and ongoing contributions arising from unsustainable energy use, land use and land-use change, lifestyles and patterns of consumption and production across regions, between and within countries, and among individuals. It is also pertinent to note that Modelled scenarios and pathways are used in the IPCC AR6, to explore future emissions, climate change, related impacts and risks, and possible mitigation and adaptation strategies and are based on a range of assumptions, including socioeconomic variables and mitigation options. These are quantitative projections and are neither predictions nor forecasts. Global modelled emission pathways, including those based on cost effective

approaches contain regionally differentiated assumptions and outcomes, and have to be assessed with the careful recognition of these assumptions. **Most do not make explicit assumptions about global equity, environmental justice or intraregional income distribution.**

The Synthesis report by the co-facilitators of the structured expert dialogue of the **Second Periodic Review of the Long-Term Global Goal of the Convention (LTGG)** similarly states that equity is key to achieving the long-term temperature global goal.

The synthesis report on technical dialogues we have held over the last two years as a technical basis for the global stocktake reports that “Historical cumulative net CO₂ emissions from 1850 to 2019 were 2,400 ± 240 Gt CO₂, of which 58 per cent occurred between 1850 and 1989, and about 42 per cent occurred between 1990 and 2019.”¹

Historical emissions are unequal. The impacts and risks associated with warming will also be felt unevenly. Parties have different responsibilities and capacities to contribute to achieving the long-term global goal, however, many are constrained by structural socioeconomic problems and inequalities. Equitable action therefore requires absolute consideration of historical emissions, inclusive decision-making, and just and equitable transitions. The IPCC’s Sixth Assessment Report attributes 57% and 45% of CO₂ emissions (excluding and including land use emissions) from 1850 to 2019 to developed countries, while the population of these countries comprised only 16% of world population in 2019². In 2019 developed countries consumed 27% and 24% respectively, with only 16% of the world’s population. Historical emissions – the use of the world’s carbon space – is not equitably distributed. Parties have different responsibilities and capabilities to contribute to achieving the long-term global temperature goal, as specified in both the UNFCCC and its Paris Agreement. Equitable mitigation action requires consideration of historical responsibility, and capability to mitigate. Equity also requires just transitions.

BASIC insists that the conclusions of the IPCC’s 6th Assessment Report, the conclusions of the Second Periodic Review of the LTGG, and the Synthesis

¹ Paragraph 96, Technical dialogue of the first global stocktake - Synthesis report by the co-facilitators on the technical dialogue, UNFCCC September 2023.

² IPCC’s 6th Assessment Report Working Group III, Figure 2.10.

report by the co-facilitators on the technical dialogue of the GST capture the discussions on equity and historical responsibility, taking into account the best available science. These should, thus, be reflected in the outcomes of the GST.

Equity and science also prescribe that addressing climate change is linked to sustainable development and the mobilization of means of implementation and support as provided for in the provisions of the Convention and its Paris Agreement to tackle economic, social, and structural inequalities within and among countries, while paving the way for just and equitable transitions towards low-carbon and climate resilient economies. Achieving the United Nations Sustainable Development Goals (SDGs) must be prioritized by the international community, as the 2030 Agenda on Sustainable Development provides the systemic and long-term set of solutions for addressing climate change.

Equity is an important component for preserving the collective and facilitative nature of GST, therefore a commonly agreed guidance to operationalize Equity needs to be designed in the GST, through inclusive equity indicators arrived at by Parties. Equity needs to be captured not only as an overarching but also a cross cutting issue in each and every element of the GST outcome.

The IPCC Sixth Assessment Report clearly states that conditions that **constrain** individual and collective actions are: poverty, inequality, and injustice; economic, institutional, social and capacity barriers; siloed responses; lack of finance, and barriers to finance and technology; tradeoffs with SDGs. Conversely, conditions that **enable** individual and collective actions are: inclusive governance; diverse knowledges and values; finance and innovation; integration across sectors and timescales; ecosystem stewardship; synergies between climate and development actions; behavioral change supported by policy, infrastructure and socio-cultural factors.³ Focus on sustainable development is, therefore, important for an effective GST outcome based in equity and science.

Principles and multilaterally-agreed rules – CBDR-RC

Abiding by principles and multilaterally-agreed rules is indispensable for legal certainty, for political engagement, and for enhancing international climate

³ AR6 Synthesis Report, Summary for Policymakers, Figure SPM6, page 25.
https://www.ipcc.ch/report/ar6/syr/downloads/report/IPCC_AR6_SYR_SPM.pdf.

governance. The principle of common but differentiated responsibilities and respective capabilities (CBDR-RC) is at the very core of the response that the international community agreed upon in 1992, under the UNFCCC, to guide the global efforts to address climate change in the long term. This is a principle that needs to unite us towards more collective climate action. Beyond its legal nature as a general principle of law, CBDR-RC is inscribed in treaty law, both in the 1992 Convention and its 2015 Paris Agreement:

“The Parties should protect the climate system for the benefit of present and future generations of humankind, on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities. Accordingly, the developed country Parties should take the lead in combating climate change and the adverse effects thereof.” (UNFCCC, Article 3.1)

“This Agreement will be implemented to reflect equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.” (Paris Agreement, Article 2.2)

The principle of CBDR-RC is ever more relevant today and for our future efforts, and must be at the center of the GST and operationalized in each and every component. Aligned with both Science and Equity, CBDR-RC stems from the universal recognition that developed countries have been primarily responsible for the climate change we are now experiencing. Developed countries must honour their historical responsibilities or recognize they have failed, or have no willingness to fulfil their legal obligations of taking the lead in addressing the challenge of climate change. Such honesty is essential for responsibly aligning narrative and action, as we cannot negotiate with the atmosphere.

With that same sense of honesty, BASIC strongly believes that CBDR-RC should not be used as an excuse for countries not to act. Instead, CBDR-RC should be leveraged to ensure that as Parties collectively address climate change, it is based in both equity and science, by leaving no one behind in just and equitable transitions that engage all countries in ambitious climate action based on their national circumstances, whilst reducing inequalities within and among countries.

The basis for trust in implementation: consideration of pre-2020 action to accelerate climate action and ambition

An ambitious, equitable and balanced GST outcome should start by recognizing the implementation gaps that exist, especially those relating to the pre-2020 period, highlighting according to decision 19/CMA.1, that the global stocktake will take into account the results of relevant work conducted under the Paris Agreement, the Convention and the Kyoto Protocol.

The impact of historical emissions is indispensable for discussing efforts to enhance climate action and support, and must be an integral part of the GST outcome. BASIC countries recognize that Pre-2020 and historical responsibilities are fundamental to building trust and confidence and incentivizing all Parties to make contributions towards achieving the purpose and long-term goals of the Paris Agreement.

There were significant gaps in pre-2020 ambition and implementation, which we now have to face. In 1990-2020, for Annex I Parties that do not have economies in transition, GHG emissions without and with LULUCF decreased by 11.3% and 13.4% respectively, insufficient to fulfill the 25-40% reduction required by the IPCC, with 50%-85% of the commitments already achieved at the time of setting the targets. Several developed countries fulfilled less than 60% of their respective targets, and 2 developed countries' emissions increased by up to 30%.⁴

From 1990 to 2020, for Annex I Parties including economies in transition, GHG emissions without and with LULUCF decreased by 20.9% and 25.7% respectively; while for Annex I Parties that do not have economies in transition, GHG emissions without and with LULUCF decreased by 11.3% and 13.4% respectively, highlighting that from 1990 to 2019 before the covid pandemic, the GHG emissions of Annex I Parties that do not have economies in transition decreased only by 3.7% without LULUCF and by 5.4% with LULUCF.

Coming to terms with the past is fundamental to any human pursuit of justice. Aiming for equity and climate justice, BASIC sees the GST as a unique opportunity. Only by acknowledging milestones and commitments that have never been met will we be able to move on together, in a united front, towards both action and ambition.

⁴ National inventories of developed countries; compilation and synthesis of fourth biennial reports of Parties included in Annex I to the Convention, 2023.6

Scope

The scope of the GST is “to assess the collective progress towards achieving the purpose of this Agreement and its long-term goals” (Paris Agreement, Article 14).

The purpose of the Paris Agreement is stated in the *chapeau* of Article 2.1:

“This Agreement, in enhancing the implementation of the Convention, including its objective, aims to strengthen the global response to the threat of climate change, in the context of sustainable development and efforts to eradicate poverty”

The aim of the Paris Agreement is, therefore: (i) to strengthen the global response to the threat of climate change, (ii) in enhancing the implementation of the Convention, and (iii) in the context of sustainable development and efforts to eradicate poverty.

Achieving the aim of the Paris Agreement must inevitably involve: **(i)** developed countries to reach **climate neutrality much earlier than 2050**, **(ii)** developed countries to commit to climate finance that goes well beyond USD 100 billion per year to match the **trillions of USD needed annually by developing countries** for mitigation and adaptation action, **(iii)** developed countries to shift towards **sustainable patterns of consumption and production**, in line with Sustainable Development Goal 12 (SDG12), and achieving a harmony between humankind and nature, and **(iv) enhancement of international cooperation** for global low GHG emissions and climate-resilient development, with the technical and financial support provided by the developed countries. Any collective pursuit to limit the temperature increase to well below 2°C and pursue efforts to 1.5°C that does not involve these four lines of action by developed countries would necessarily imply unjustly shifting the burden to developing countries, which would drastically impair their capacity to achieve sustainable development and to contribute in a meaningful manner to accelerating actions to achieve the Paris goals. Besides being unethical, such burden-shifting would ignore principles and norms in international law, including CBDR-RC, but would also lead to unjust and equitable transitions and climate injustice for the majority of the world’s population. In scientific terms,

burden shifting-would go against the conclusions of the IPCC, advocating alignment of climate action with the SDGs.

Abiding by international law, BASIC will do its part and commit to working together to enhance international cooperation and deliver nationally determined contributions to the Paris Agreement. BASIC is also fully committed to leaving no country nor individual behind in our common fight against climate change.

BASIC calls for global solidarity in mobilizing all of humanity's resources towards fighting climate change and promoting sustainable development at the same time. Eradicating poverty, eliminating hunger and reducing inequalities within and among countries are essential for building capacities and social cohesion, as the most effective drivers of systemic change towards resilient low-carbon economies.

Outcome

"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". (Paris Agreement, Article 14.3)

In BASIC's view, the GST outcome needs to include a collective commitment to promote international cooperation to address implementation gaps and ensure comprehensive responses to climate change, in the context of sustainable development and the eradication of poverty. An international enabling environment is critical for unleashing widespread climate action, while enabling Parties in climate actions and in their second NDCs.

The June SB 58 session provided us with a breakthrough, as agenda items on aggregate reports from Annex-I and non-Annex I Parties under the Convention were unlocked after years of suspended work. Now that we have formally incorporated official reported information, we can have clarity on implementation gaps dating back to 1990. This body of information is extremely valuable for the political phase of the GST. We need to consider, in particular, obligations that have not been fulfilled, whilst understanding the reasons why that happened and what are the roadblocks.

In enhancing the implementation of the Convention, the implementation of its Kyoto Protocol and its Paris Agreement should be considered. Deeply grounded in the UNFCCC, the GST must also allow us to take stock of achievements and shortcomings of both its Kyoto Protocol and its Paris Agreement, to combine the very best of both instruments in implementing the Convention as our overarching umbrella.

Technical evidence has indicated that the world is not on track to fully deliver the commitments under the UNFCCC because of implementation gaps and insufficient provision of the means of implementation. Concrete opportunities will emerge only with the recognition of gaps that exist.

Overcoming fallacious dichotomies between "action and support"/ "action and ambition"

BASIC is of the view that action and support, and ambition and action, are not opposing concepts, but two sides of the same coin. Ambition without action, however, risks diverting our collective efforts from effective change towards ineffective narratives. Narratives about ambition may result in political gains in the short-term but stand as work avoidance if not matched by concrete action to reduce emissions.

After the conclusion of the IPCC 6th Assessment Cycle, a more recent piece of research published on *Nature* in May 2023, as well as estimates by the IEA, signal that climate pledges already on the table could lead us to a 1.7 °C scenario, while the implementation efforts currently underway would lead us to a 2.5 °C scenario.⁵ This clearly confirms that the major gap we face is one of implementation.

The reality check we need to face is that to achieve the long-term goals of the Paris Agreement will necessarily require an unprecedented scale of financial, technology and capacity-building resources, in scope, scale and speed. The overview of needs of developing countries indicates almost USD 9 trillion are needed, as reported in National Communications, whilst developing countries require almost USD 6 trillion to implement their NDCs.⁶

⁵ Available at: <https://www.nature.com/articles/s41558-023-01661-0>.

⁶ <https://unfccc.int/topics/climate-finance/workstreams/needs-report>.

Forward-looking messages

Forward-looking messages must have a strong focus on assisting Parties to implement their NDCs in a non-prescriptive and facilitative manner, respecting their nationally determined nature. Messages need to be credible and achievable, while creating confidence and trust amongst developing countries that they will have access to enabling means of implementation and support in a sustained manner.

BASIC proposes the following forward-looking messages:

- 1) Delivery of obligations and commitments by developed countries to provide and mobilize means of implementation and support, so as to enable the actual delivery of concrete mitigation results at the national level.

Ensuring developing countries have easy access to results-based payment for achieving their respective NDCs would stimulate climate action at the scale and speed necessary, at the same time it respects the nationally determined nature of commitments to the Paris Agreement.

- 2) There is an urgent need for reform of the global financial architecture, including a systematic reform of the multilateral development banks to make them fit for purpose in supporting sustainable development and just and equitable transitions.

Current cost and conditionality on borrowing money places multilateral support out of reach of the majority of the world's population, including in BASIC countries. The key is to address risk aversion in investing in developing countries, as well as prioritising grant support and dramatically lowering the cost of capital in all developing countries.

- 3) Strengthen global governance under the UNFCCC and its Paris Agreement.

Strengthen multilateralism and combining the very best of the Kyoto Protocol and of the Paris Agreement, deeply grounded in the principles and provisions of the UNFCCC, including its ultimate goal and CBDR-RC.

- 4) Developed countries must shift towards sustainable patterns of consumption and production, to reach climate neutrality much earlier than 2050, and to commit to the provision of climate finance to match the trillions of USD needed annually by developing countries for mitigation and adaptation action.
- 5) **Enhancement of international cooperation** for global low GHG emissions and climate-resilient development.

It is imperative to enhance the ambition and action of international cooperation to address climate change in and beyond this critical decade, to achieve the purpose and long-term goals of the Paris Agreement, including facilitative global politics, economy, trade, finance, technology and supply chain environments, and ensuring free and efficient exchange and allocation of resources, goods, service, technologies and investment for climate actions. It is essential to eliminate unilateral measures and discriminatory practices.

Conclusions

BASIC is of the view that the biggest test for humanity is the appalling legacy of colonization and imperialism of the last five centuries. We must seek a new collective and communitarian conscience, moving from a past of domination and control, towards a future of partnership and cooperation. We must recognize we are all interdependent and interconnected – amongst ourselves and with nature. We must acknowledge that we face systemic problems that require systemic solutions. The 2030 Agenda on Sustainable Development provides for a systemic approach to combat climate change in a humanistic framework, balancing the social, economic and environmental dimensions of the future we want. Achieving the SDGs must be linked to our future climate efforts. After all, the planetary crisis we are facing derives first and foremost from socioeconomic inequalities and resource concentration that impair humanity's harmony with itself and with nature.