

SUBMISSION BY GUATEMALA ON BEHALF OF THE AILAC GROUP OF COUNTRIES - CHILE, COLOMBIA, COSTA RICA, HONDURAS, GUATEMALA, PANAMA, PARAGUAY AND PERU

APA Agenda Item 6: Matters relating to the GST referred to in Article 14 of the Paris Agreement

1. Following the invitation to Parties, AILAC is pleased to present its views on the (a) identification of the sources of input for the GST (GST); and (b) development of the modalities of the GST”, bearing in mind the guiding questions that for this purpose, the APA has put forward.
2. In addressing these questions, AILAC would like to present the following views, which aim at further reflecting and elaborating on the elements expressed in its first submission under this Agenda Item¹.

Rationale of the GST

3. AILAC envisages the GST to be a process rather than a single moment. Conceptualizing the GST as a process that enables the integration of its technical and political dimensions. The outcome of the GST should enable a **general understanding of the global state of play** in all areas of climate action but **most importantly**, the GST must **generate the momentum to inform the update and ensure the progression of ambition of Parties’ climate action and contributions**.
4. The GST should be understood as a political process with a strong scientific basis, which will encompass separate, yet interlinked assessment milestones with a focus on the aggregate progress in each of the three main elements of climate action, i.e. mitigation, adaptation and means of implementation.

Linkages and context

- (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?*
5. **Collective progress** should be understood building on information that enable aggregate understanding of progress towards the long-term vision agreed under the Paris Agreement through the following **benchmark targets**:

¹ Submission of Costa Rica on behalf of AILAC, dated September 30th, 2016, available at http://www4.unfccc.int/Submissions/Lists/OSPSubmissionUpload/233_282_131197470783548982-160929%20AILAC%20Submission%20Global%20Stocktake%202016.pdf.

- i. For **mitigation, Article 2 paragraph 1 (a) and Article 4 paragraph 1** – progress towards holding the increase in the global average temperature to well below 2°C and pursuing efforts to limit it to 1.5°C; reaching global peaking of GHG emissions as soon as possible and balancing between emissions by sources and removals by sinks of GHG in the second half of this century.
 - ii. For **adaptation, Article 2 paragraph 1 (b) and Article 7 paragraph 1** – progress towards increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production; as well as enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring an adequate adaptation response in the context of the temperature goal referred to in Article 2 of the Paris Agreement,
 - iii. For **means of implementation, Article 2 paragraph 1 (c)** – progress towards making finance flows consistent with a pathway towards low-greenhouse gas emissions and climate-resilient development.
6. The definition of the sources of input, the modalities and the outcomes for the GST process are intrinsically linked, and must be tailored bearing in mind the benchmarks or targets against which collective progress is to be tracked on each of the three elements of climate action.
7. AILAC further elaborates on the sources of input below, however, as a general concept the group envisages the modalities for the GST to contemplate a technical phase that look to aggregate this information so as to enable better understanding of collective progress towards the Agreement’s long – term goals. This process should be underpinned, as indicated under Article 14, by the best available science, which in AILAC’s view comes from the IPCC Assessment Reports and Special Reports. These, as has been advised by the SBSTA² and acknowledged by the IPCC itself³, should take into account the needs of the GST in its scoping.
8. In this light, better understanding of “collective progress towards achieving the purpose of the Paris Agreement and its long-term goals” would be particularly helped by the formulation and publication by Parties of their respective Long-Term Low-Emission and

² See Report of SBSTA 45, Agenda Item 8(b) “Advice on how the assessments of the Intergovernmental Panel on Climate Change can inform the GST referred to in Article 14 of the Paris Agreement”, paragraphs 47 – 56 at <http://unfccc.int/resource/docs/2016/sbsta/eng/04.pdf>.

³ See IPCC decisions IPCC/XLIII-6, IPCC/XLIII-7 and IPCC/XLIII-8, available at https://www.ipcc.ch/meetings/session43/p43_decisions.pdf.

Resilient Development Strategies (LT-LEDS), following the invitation under Article 4 Paragraph 19 of the Paris Agreement⁴. LT-LEDS are a critical element for the understanding of progress towards the targets set in the Agreement as they provide concrete milestones against which progress towards the long –term transformation envisaged under Paris can be gauged, as well as better informing the domestic preparation required for the implementation of NDCs in the context of achieving the LT-LEDS. It is important to consider Parties’ implementation from a planning approach, to ensure that they are conceived under a logic that delivers in the long term the transformation agreed in Paris.

(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 GST?

9. The linkages between Article 14 and other Articles of the Paris Agreement should be conceived bearing in mind that the GST articulates the dynamic element of the ambition mechanism laid out in the Paris architecture. It tracks the collective progress in implementation of the Agreement in light of its long term goals and aims at taking that information to catalyse the ambition of subsequent contributions and actions on mitigation, adaptation and means of implementation
10. The Global Stocktake should be a process that tangibly reflects the functional linkages between mitigation and adaptation action and means for their implementation. The assessment of collective progress towards the long – term goal temperature goal as well as the long term mitigation goals, is in turn a benchmark for the expected impacts in terms of vulnerability and adaptation requirements. Progress, or lack thereof, with regards to the long term – goals should in turn inform requirements in terms of the means of implementation, so as to meet the required level of ambition to achieve the Agreements purpose.
11. In this regard, three key variables are critical for the GST to fulfil this mandated purpose as set out under Article 14:
 - a. **Linkage to the enhanced transparency framework** established under Article 13 of the Paris Agreement, in what regards transparency of action – for both mitigation and adaptation– as well as transparency of support – which applies to means of implementation. In this light, it is important that the discussions on the enhanced transparency framework bear in mind the information needs under the GST to ensure coherence, consistency and effectiveness in the outputs of this transparency framework that are to feed into the GST.

⁴ “All Parties should strive to formulate and communicate long-term low greenhouse gas emission development strategies, mindful of Article 2 taking into account their common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.”

- b. **Linkages to enhanced mitigation and adaptation action.** Following the purpose set out under Article 14 paragraph 3 that “the outcome of the GST shall inform Parties in updating and enhancing, in a nationally determined manner, their actions and support”, it is important that its inputs and modalities are crafted in a manner that operationalize this purpose as established under the relevant provisions of the Agreement – most notably Article 4 Paragraph 9, and Article 7 Paragraph 14 (b).

In this context, AILAC believes that it is important to advance the consideration of common timeframes for mitigation contributions, in accordance to the mandate contained in Article 4 Paragraph 10, to better enable the cycles of mitigation contributions and their updating, to be informed by the GST as to enhance ambition overtime to achieve the Agreement’s purpose and long-term goals.

- c. **Linkages to enhanced means of implementation.** Articles 9, 10 and 11 contain the provisions regarding the three components of the means of implementation while acknowledging the long-term goals set in Article 2 of the Paris Agreement.

Article 10, paragraph 1, reiterates the shared long-term vision of Parties regarding technology development and transfer as well as Article 11, paragraphs 1 and 4, acknowledges the need to enhance the capacity and ability of developing countries to take effective climate change action and to implement the Paris Agreement.

Therefore, according to Article 14, paragraph 1, these should be considered in a comprehensive and facilitative manner under the GST. Concrete progress milestones with regards to means of implementation should be established at a national level within the context of the LT-LEDS, which could in turn inform the determination of aggregate progress as part of the GST.

Sources of input

(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?

12. Further to the elements reflected in AILAC’s first submission under this agenda item, the group is of the view that the products of the **IPCC assessment cycles will be key inputs and will provide the best available scientific knowledge**, including guidance through summaries for policy makers with conclusions and recommendations that reflect an assessment of the status and trends with regards to the three variables related to the long term mitigation targets, as well as recommendations on the mitigation ambition required to meet these

targets. AILAC also welcomes efforts by the IPCC to ensure that future publications are ever more relevant to the UNFCCC processes, including the GST, and looks forward to incorporating new scientific and technical perspectives on the matter into future GST-related work. The IPCC publications, including the Assessment Reports, should enable clear understanding on:

- (i) Collective Progress towards the long-term temperature goal;
- (ii) Assessment of peaking trends, both proposed and implemented, in accordance with NDCs;
- (iii) Progress towards balance between emissions and removals and projections, towards the achievement of net zero by the end of the century.

13. On adaptation, the IPCC can provide information on the impacts and vulnerability in light of the global emission pathways. This input can provide insight into progress towards an adequate adaptation response in the context of the temperature goal referred to in Article 2 of the Paris Agreement, also bearing in mind the mandate for the GST with regards to adaptation under Paragraph 14 (d) of Article 7.
14. As stated above, it is of critical importance that the process under the Paris Agreement urges Parties to advance with urgency in the preparation of their Long Term Low Emission and Resilient Development Strategies. These are a critical benchmark for both the assessment of collective progress toward the Agreements long – term goals and to better inform the preparation of NDCs in the near term, as well as increase the understanding of the overall level of ambition that these reflect.

Inputs regarding mitigation:

15. AILAC considers that the **primary source of input for the collective assessment of progress towards the long – term goals on mitigation** set out under Article 2 paragraph 1 (a) and Article 4 paragraph 1 of the Paris Agreement is the enhanced transparency framework and the information it will generate on progress in the implementation of Nationally Determined Contributions, including the following inputs:
 - i. National GHG inventories and their reports.
 - ii. Nationally Determined Contributions, including quantitative reporting of progress made towards the achievement of emission reduction targets/policies under NDCs
 - iii. A synthesis report prepared by the Secretariat on the outputs from the technical review and the multilateral consideration of progress processes set out under Article 13.
 - iv. Summaries of GHG emissions and emissions trends of all Parties elaborated by the Secretariat biennially, on the basis of national GHG inventories and biennial communications

16. These inputs should be considered by the Secretariat so as to produce a report with the aim of assessing progress towards the global goals on mitigation. This report shall be built through modalities that ensure that it is expert based. This consolidated input will feed into the mitigation assessment track of the GST.
17. The **Synthesis Report**⁵ to be prepared by the Secretariat so as to **reflect the “overall effect of the nationally determined contributions communicated by Parties”** as required by Paragraph 99 (a) (i) of Decision 1/CP.21, should reflect the aggregate level of ambition of any round of subsequent NDCs as they are communicated, ensuring that it extends the scope of analysis beyond that of the previous Synthesis Reports as enabled by improving information, reporting, and ambition over time.
18. This report will constitute an important benchmark of reference to assess collective progress towards the Agreements purpose and long-term goals when considered in conjunction with the outputs from the enhanced transparency framework, which will refer more specifically to actual implementation. When considered together, these two sources of information will allow for an understanding not only of the collective level of ambition that Parties are setting for themselves, but if they are actually meeting it. To this end, AILAC considers that the Secretariat should be given a mandate to regularly produce such a report, and make efforts to link the analytical efforts of such reports with the latest IPCC-published benchmarks and techniques, improving the analytical and scientific background that inform future NDCs.

Inputs regarding adaptation

19. **Adaptation** is an essential part of the ambition mechanism of the Paris Agreement. For AILAC, an **input** for the collective assessment of progress towards the global goal on adaptation set out under Article 2 and Article 7 Paragraph 1 of the Paris Agreement, and as required under Article 7 Paragraphs 14 (c) and (d), are the IPCC reports and also the **Enhanced Transparency Framework and the information it generates**. In terms of relevant inputs for the recognition of adaptation actions on behalf of developing countries, as required by Article 7 Paragraph 14 (a)⁶ the **National Communications** should continue being the reporting vehicle Parties use to report the adaptation measures they have advanced.

⁵ For the effects of the 2023 GST, the Secretariat would produce a report on the NDCs communicated in 2020, it would be due in 2021. The outputs of the 2023 GST would inform the preparation of the NDCs to be presented in 2025. The next aggregate report would be due in 2026 and considered in 2028, and so on.

⁶ For further views on the inputs for the adaptation component of the Global Stocktake, refer to AILAC's submission on APA Agenda item 4 on “Further guidance in relation to the adaptation communication, including, inter alia, as a component of nationally determined contributions, referred to in Article 7, paragraphs 10 and 11, of the Paris Agreement” available at http://www4.unfccc.int/Submissions/Lists/OSPSubmissionUpload/233_322_131363263686925851-170410%20AILAC%20submission%20APA%20item%204%20Adaptation%20Communication%202017.pdf

20. National Communications would be the source of input for information on the adaptation efforts that Parties wish to be recognized, Parties' reports on the effectiveness of adaptation actions and their respective progress towards the global goal on adaptation. This information would be compiled by the Secretariat and made available as an input for the GST.
21. So as to fulfil the ultimate purpose of the GST of **informing the update of commitments and enhancing Parties' implementation of adaptation action** and support for adaptation, as required under Article 7 Paragraph 14 (b), the **adaptation communication** is the **enabling input** for the GST process to provide guidance on how to enhance further adaptation action based on the nationally determined needs, priorities, and plans submitted by the Parties in light of mitigation trajectories.
22. As such, the manner in which the adaptation communication is understood and constructed by Parties is critical. The adaptation communication must be as clear as possible allowing for an appropriate identification of Parties' adaptation priorities, plans and support needs.
23. The Secretariat would compile and synthesize the forward - looking component of the adaptation communication as reflected in its different reporting vehicles. This compilation and synthesis would then be an input for the Adaptation Committee (based on the mandate set out in decision 1/CP.16 paragraph 20) to provide guidance to Parties by, *interalia*, identifying potential trends and opportunities to enhance adaptation action. This consideration would serve as further input for the GST, as required by paragraph 14 (b) of Article 7 of the Paris Agreement.

Inputs regarding means of implementation.

24. There are two aspects to be considered with regards to the sources of input on means of implementation under the GST:
 - a. Information on support mobilized and provided, which is communicated by developed country Parties and other Parties that choose to do so,
 - b. Information of required and received support, communicated by developing country Parties.
25. As such, specific inputs for this assessment track under the GST should include **outputs from the enhanced framework on support including:**
 - i. Information on financial, technology transfer and capacity building support provided to developing countries by developed countries and other Parties that provide support, bearing in mind that capacities for reporting on support provided by developing countries have to be strengthened.

- ii. Information on financial, technology transfer and capacity building support needed and received by developing countries, communicated through, *inter alia*, the conditional component of NDCs and the adaptation communication, as well as the information submitted by developing countries under the enhanced transparency framework.
26. In terms of adequacy, an important instrument for the GST to enable enhanced ambition on mitigation action is through the assessment of the support provided for implementing the conditional component of NDCs communicated by Parties. Among the results of this assessment track under the GST, recommendations for the mobilization of support towards this purpose, is a potential source of untapped ambition.
27. In a similar manner, so as to assess the manner in which such flows are enabling enhanced action on adaptation, in accordance to Article 7 paragraph 14 (c) which establishes that the GST shall “review the adequacy and effectiveness of adaptation and support provided for adaptation”, the GST should look at information on the costs of priorities and needs identified in the adaptation communication in accordance with Article 7 paragraphs 10 and 11 of the Paris Agreement.
28. To this end, information derived from developing country reports on support received for specific goals and needs set out by the Parties in their NDCs and any of the relevant vehicles for the adaptation communication (NDC, NAP or National Communication), are an important input towards the assessment of adequacy of support.
29. Since the GST has a collective approach, there is a need to have modalities that allow for the inputs from the transparency framework on support provided and received to be aggregated. This should be taken into account when defining the modalities for biennial communications and other sources of information resulting from the implementation of the commitment under Paragraphs 5 and 7 of Article 9 of the Paris Agreement. Building on these, the Standing Committee on Finance may elaborate a report that captures an aggregate perspective on support provided and received from an adequacy standpoint, bearing in mind paragraph 6 of Article 9 of the Paris Agreement.
30. Regarding technology development and transfer and capacity building, based on the fact that the Agreement does not contemplate a specific long term goal for these components of the means of implementation, it is important that the CMA requests the PCCB and the Technology Mechanism to develop specific outputs that can be considered under the GST bearing in mind its overall purpose of informing the updating of contributions and actions under the Agreement. As stated previously, AILAC expects LT-LEDS developed by Parties to provide valuable input into this work.

Modalities

(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?

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

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

31. Conceiving the GST as a **process** with a **technical and a political phase** allows for it to drive the ambition mechanism and inform the cycles of contributions on the basis of a strong scientific background, while at the same time acknowledging that despite the fact that science has been consistent in its call for greater ambition, action by Parties' in this regard is most likely to be driven by political momentum similar to that that was observed in the lead up to Paris in 2015.
32. The GST should be developed over the course of a year, to give enough time to prepare technical and scientific inputs and ideally also to seek inputs and share information with non-state actors.
33. AILAC believes that inputs from Non- State Actors is valuable to achieve a comprehensive understanding of the status of collective progress towards the Agreement's long –term goals, and it being instrumental towards informing the ambition of subsequent contributions, actions and mobilization of support. It is important that inputs from non – state actors, in particular those from accredited observers to the UNFCCC come in a timely manner so that they can be considered by Parties in conjunction with other technical inputs.
34. On that year, the CMA shall hold the **High Level Event (HLE) with a focus on the GST** to consider the conclusions from the inputs formulated during the technical phase. In that consideration, the HLE may complement these and endorse them, as appropriate, but most importantly capturing the political commitment to take the findings of the technical phase of the GST and using it to enhance the ambition of the subsequent round of contributions, actions and support.

Outcome/outputs

(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?

(h) What information will support this outcome?

35. The **outcome of the GST**, should be brought forward for the consideration and endorsement of the CMA, to be captured in a **Decision on the stocktake** of the collective progress towards the achievement of the Agreement's purpose and long-term goals, reflecting **political commitment for increasing ambition**.

36. This **decision** must be the **landmark proceeding for that years' CMA** that enables the renewal of the political commitment of Parties. All of the information considered in the course of the GST process will be publically shared and available for the use by Parties and the general public through the UNFCCC web site.

AILAC looks forward to working with our partners so as to advance in common understandings of the elements that need to be addressed to fulfil the APA's mandate of identifying the sources of input and modalities for the GST, so that it effectively articulates the ambition mechanism under the Paris Agreement.