

# **DOUBLING CLIMATE AMBITION**

## **HOW THE POST-2015 AND UNFCCC PROCESSES COMPLEMENT EACH OTHER**

**DISCUSSION PAPER – APRIL 2014**

### **EXECUTIVE SUMMARY**

There is growing global recognition that climate change is a critical development challenge and one of the most important issues that could undermine sustainable development and poverty eradication if not properly addressed. Furthermore, choosing sustainable development pathways will in turn lead to action on climate change so both must be considered together.

How climate change should and could be included in the Post-2015 Development framework has been a topic of debate over the past few months in meeting of the UN Open Working Group on Sustainable Development Goals. While many Member States and UN bodies are in favour of its inclusion, there are still voices that argue for it to have a less prominent role.

Those who favour excluding concrete targets on climate change from the Post-2015 framework argue that the UNFCCC deals fully with issues of climate change so there isn't any need for it to be dealt with in another multilateral process; including it in the post-2015 framework would confuse responsibilities for implementation; including climate in Post-2015 could import some of the tensions from the UNFCCC; and that the UNFCCC is a legally binding agreement so the post 2015 framework won't add anything.

This paper argues that the Post-2015 and UNFCCC processes should be seen as complementary processes that can reinforce each other to raise the necessary ambition for climate action, rather than unrelated, completely separate or competing. The methods of implementation through national development plans and the forms of necessary financing make the need for coordination a political reality.

#### **I. Complementarity of the processes**

Section I compares the processes and shows that, despite their different origins, focus and accountability mechanisms, there are significant areas of overlap and they are in fact complementary and can reinforce each other.

The vision and purposes of both processes stem from the Rio processes on sustainable development and are rooted in the principles of universality and equity, even if the exact application of these principles is still a matter for ongoing debate.

The comparable time frames lead to a unique opportunity to mutually reinforce political ambition. The Post-2015 framework is due to be agreed in September 2015 and the UNFCCC in December 2015. The UN Climate Leaders Summit in September 2014 is aiming to raise ambition for both processes. In particular, the Post-2015 framework can make significant contributions in the years ahead of 2020 when the UNFCCC climate deal comes into play and by when global emissions are meant to have peaked and started to rapidly decline.

Both will be implemented through national development plans and these need to be coordinated to avoid duplicity of effort and to ensure policy coherence. The UNFCCC has supported processes for creating national action plans for mitigation and adaptation. The Post-2015 development agenda is

also likely to focus on national targets and indicators in addition to global goals that are consistent with overall national economic and development planning.

The binding nature of the UNFCCC is crucial to secure legally actionable commitments to cut emissions. Yet, if coupled with complementary approaches such as sound accountability and monitoring mechanisms or softer tactics that incentivise ambitious voluntary commitments – as is the case for the post-2015 framework – they can become important tools for compliance.

Both processes will be seeking similar sources of finance and this is a crucial issue to be addressed in a coordinated manner to avoid trade-offs. If the financing of both processes is not addressed with urgency and new and innovative forms of finance secured, then both processes risk failing at the level of implementation.

## II. Complementarity of the issues

Section II of this paper shows how both processes are addressing all of the key issues around climate action, even if from different perspectives and with a different emphasis.

UNFCCC APPROACH	COMMON ISSUES	POST-2015 APPROACH
NATIONAL MITIGATION & ADAPTATION PLANS	LOW CARBON DEVELOPMENT	NATIONAL DEVELOPMENT PLANS, TARGETS & INDICATORS
BINDING TARGETS	MITIGATION	SECTORAL DRIVERS eg ENERGY, AGRICULTURE, TRANSPORT
NATIONAL ADAPTATION PLANS & PROGRAMMES OF ACTION (NAPS & NAPAS)	ADAPTATION, RISK & RESILIENCE	DISCUSSIONS ON POVERTY, HEALTH, FOOD, ECOSYSTEM SERVICES, RESILIENT CITIES, INEQUALITY
NEED FOR INCREASED PUBLIC, PRIVATE & INNOVATIVE SOURCES	FINANCE	NEED FOR INCREASED PUBLIC, PRIVATE & INNOVATIVE SOURCES
NEED FOR GREATER TECHNOLOGY TRANSFER	TECHNOLOGY	NEED FOR GREATER TECHNOLOGY TRANSFER

While recognising the unique contribution of each process, it is vital to ensure coordination to achieve the level of ambition needed on climate action to prevent catastrophic climate change.

- **Low Carbon Development:** in both the UNFCCC and Post-2015 processes there is the scope to promote low carbon development pathways that will meet the development needs of current and future generations, while at the same time decoupling economic growth from increased dependency on fossil fuel usage and enabling an overall reduction in greenhouse gas emissions. The UNFCCC requires national mitigation and adaptation plans, while the Post-2015 agenda is likely to have national targets and indicators.
- **Mitigation:** the UNFCCC focuses on mitigation as one primary goal, through legally-binding emission reduction targets. The Post-2015 development agenda can support mitigation by addressing the way a number of relevant sectors are structured e.g. energy, agriculture or transport, among other sectors. In this way it creates complementary channels for climate action without entering into the challenging emission reduction target negotiations of the UNFCCC.

- **Adaptation, risk and resilience:** the UNFCCC encourages National Adaptation Plans and Programmes of Action (NAPs and NAPAs) and requires support for adaptation by developing countries. By integrating adaptation, climate resilience and risk management into existing development processes and discussions on poverty, food security, health and resilient cities and infrastructure the Post-2015 agenda can complement what is already taking place in the UNFCCC.
- **Finance:** one of the cornerstones to creating change within a global development framework as well as a binding climate deal is sufficient finance for tackling the massive transitions toward low carbon development and climate resilient development. Both processes have identified the need for new and additional funds and both are looking at the same sources. There is an urgent need for sufficient public funds and innovative sources, as well as private finance.
- **Technology:** with a significant need to move away from carbon intensive means of production to cleaner alternatives, technology is at the heart of many of the climate and sustainability discussions. The UNFCCC calls for technology transfer in “all relevant sectors” and the Rio Declaration emphasises that countries should cooperate to share scientific and technological knowledge, and enhance development through the transfer of technologies. The Post-2015 High Level Panel has also highlighted technology as a driver of change. Technology transfer needs to be defined and agreed as part of the means of implementation for both frameworks.

#### **Key recommendations**

There are clear policy and political implications from the complementarity of the Post-2015 and UNFCCC processes, including the need to:

1. Integrate climate action into the heart of the Post-2015 development framework to promote long-term sustainable development, in a way that complements the UNFCCC process
2. Ensure close international and national-level political coordination to reach a successful outcome in both UNFCCC and Post-2015 negotiations in 2015
3. Secure new and additional sources of finance for the implementation of both processes, ensuring that there are sufficient public funds and innovative sources of finance, as well as private finance
4. Coordinate both processes in terms of their implementation through national low carbon development plans

## **INTRODUCTION – CLIMATE CHANGE AND SUSTAINABLE DEVELOPMENT**

For over two decades the world has grappled with how to ensure that our economic, social and environmental goals support rather than undermine one another and create a sustainable path to global development. At the same time, the necessity for shared global prosperity along with the growing impacts of human made climate change highlight the need to find ways to enable sustainable development that ensures a future for the planet and all its inhabitants.

There is growing global recognition that climate change is a critical development challenge and may become the single issue that could most undermine sustainable development and poverty eradication if not properly addressed.

The latest report from the Intergovernmental Panel on Climate Change (IPCC) issues the strongest warning thus far. Scientists can now say with a high level of certainty that we are facing severe climate risks from rising sea levels and extreme weather patterns and storms as well as widespread negative risk for people's health and livelihoods, among other factors.<sup>1</sup> Economic and population growth continue to be the biggest drivers of climate change due to fossil fuel dependency. In the last decade the emissions created by economic growth have sharply risen while those of population growth have remained the same, outpacing the rate at which emissions are being cut.<sup>2</sup>

Many of the world's poorest countries are already experiencing impacts from climate change, undermining development. This includes the Haiyan typhoon in the Philippines that killed thousands of people, set back development by years and left extensive damage, requiring an estimated \$6 billion in recovery costs.

Climate change is also likely to have significant on-going economic impacts that undermine development. 2°C of warming alone could lead to large economic losses of upward of 2% of national income<sup>3</sup> and wealth is being lost to severe weather events more quickly than it is being created.<sup>4</sup> For instance, the Asian Development Bank estimates that the costs of addressing climate change could amount to 2.9-12.7% of the GDP of Pacific countries by 2100.

No country is immune from the impacts of a changing climate: Hurricane Sandy crippled the North East of the US and caused \$30-50 billion in economic losses.<sup>5</sup> Severe droughts in California, USA, which scientists link to climate change,<sup>6</sup> have led the US Department of Agriculture to name most of the state a natural disaster zone.<sup>7</sup>

### **Climate and development in Post-2015 and UNFCCC**

In 2010, the global community agreed to limit global warming to 2°C to avoid catastrophic climate change, as part of the UNFCCC Cancun Agreement. And yet the IPCC warns that the commitments made thus far do not put us on a path of cost effective long-term mitigation. A lack of effort to

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<sup>1</sup> IPCC. 2014. Fifth Assessment report.

<sup>2</sup> Ibid

<sup>3</sup> Ibid

<sup>4</sup> UNIRSD and WMO. 2012. Disaster Risk and Resilience. Thematic Think Piece. UN System Task Team on the Post-2015 UN Development Agenda

<sup>5</sup> WRI Sandy Fact Sheet. Accessed on March 16, 2014. [http://www.wri.org/sites/default/files/pdf/Sandy\\_Fact\\_Sheet.pdf](http://www.wri.org/sites/default/files/pdf/Sandy_Fact_Sheet.pdf)

<sup>6</sup> Romm, Joe. "Leading Scientists Explain How Climate Change Is Worsening California's Epic Drought" Climate Progress Blog. January 31, 2014.

<sup>7</sup> United states Department of Agriculture. "Obama Administration Announces Additional Assistance to Californians Impacted by Drought" Press Release. February 14, 2014

reduce emissions could lead to 2.6– 4.8°C by the end of the century.<sup>8</sup>

This level of climate change risk can still be avoided but it requires urgent, coordinated and concrete global action,<sup>9</sup> reaching beyond different processes to ensure that critical issues like risk assessment, pro-poor designs of development programmes and sufficient finance for tackling these challenges don't fall between the cracks.

This emphasises the need for a coherent approach spanning across relevant processes to raise ambition and coordinate efforts. An overarching agreement such as the Post-2015 development framework can complement and reinforce efforts in arenas such as the United Nations Framework Convention on Climate Change (UNFCCC) while specialised processes, such as the UNFCCC can feed expertise, data and learning from implementation into the Post-2015 development framework.

## I. COMPLEMENTARITY OF THE PROCESSES

The Post-2015 development framework and the UNFCCC negotiations should not be seen as unrelated or competing, but as complementary processes that can reinforce each other to raise the necessary ambition for climate action.

In this section we briefly compare the processes themselves, looking at their mandate and ambition, desired outcomes, shared principles, means of implementation, negotiating process and timelines. While the processes remain distinct it is clear that there is significant overlap in particular with the focus on achieving sustainable development, with the principles of universality and equity, the timelines they are working to (September –December 2015) and the need for implementation and monitoring through national development processes.

	Post-2015	UNFCCC
Vision and purpose	Create global framework and establish cooperation for the world's next international development agenda to eradicate poverty and achieve sustainable development	Create legally binding commitments for reducing carbon emissions while distributing the burden among countries and generations with varying development contexts and capabilities, and to also limit the resulting climate change impacts
Scope/ outcome	Global development goals, targets and indicators following on from MDGs + Rio+20 (Rio by proxy) covering 'traditional' development issues such as education, health, gender, food and water, etc. and emerging challenges such as climate change and energy.  Voluntary, ambitious and inspirational commitments to global goals and global or national targets and indicators with accompanying monitoring and accountability framework and means of	Reduce carbon emissions and avoid climate change above 2°C following from Rio Summit. Now includes adaptation, mitigation, finance and technology issues as well as issues like 'loss and damage', forests and REDD.  Legally binding, ambitious agreement on national contributions for CO2 emission reduction and binding commitment to finance.

<sup>8</sup> IPCC. 2014.

<sup>9</sup> World Bank Group. 2012. Turn Down The Heat: why a 4°C warmer world must be avoided

	implementation (including finance).	
Origins	<p>Originates from the need for a follow up to the MDGs agreed in 2000. Is also in response to the need for a set of global goals on sustainable development coming out of the Rio+20 conference.</p> <p>In 2013 the UNGA agreed to start an intergovernmental process to agree a set of goals with actions for all countries.</p>	<p>Entered into force in 1994 as a follow up to the United Nations Conference on Environment and Development. In 1997 Kyoto Protocol was adopted to garner legally binding commitments from industrialised countries and entered into force in 2005. In 2011, the Durban Platform was launched for negotiations to take place toward establishing a legally binding mechanism of some kind with action for all countries under the Convention from 2020 onward.</p>
Timeline	<p>In September 2015 agree on Sustainable Development Goals and targets at Heads of States Summit in New York.</p> <p>Planned to come into force in 2016.</p> <p>Planned implementation period for goals 2015-2030.</p>	<p>In December 2015 deliver a new agreement at Conference of Parties in Paris.</p> <p>Planned, to come into force in 2020.</p> <p>Ongoing negotiations to increase pre-2020 ambition.</p>
Monitoring and Implementation	<ul style="list-style-type: none"> <li>• Measure progress against internationally and/or nationally set of targets and indicators</li> <li>• Central reporting process within the UN as well as likely national, regional and peer reporting systems</li> <li>• Annual reporting on implementation and development finance</li> <li>• National development plans and other existing mechanisms and processes for implementation.</li> </ul>	<ul style="list-style-type: none"> <li>• “Measurable, reportable and verifiable” action on GHG emissions under Bali Action Plan. Monitoring and reporting on country specific contributions</li> <li>• Increasingly moving toward mainstreaming climate into sectoral and development planning</li> <li>• Reporting on climate finance</li> <li>• National action plans for mitigation and adaptation.</li> </ul>

### **Vision and purpose**

Both the Post-2015 and the UNFCCC frameworks encompass visionary, wide reaching goals to set us on a path that reconciles human development and economic growth with the planet’s environmental boundaries. The Post-2015 agenda aims to create global cooperation to reduce poverty and create sustainable development. For its part, the UNFCCC aims to prevent “dangerous” human interference with the climate system, and to cope with the inevitable climate change impacts, while taking into consideration development needs.

The Post-2015 development agenda stands to create a framework for the complex global sustainable development challenges we face and create an important process of national contributions to international ambitions. It provides an opportunity to create a new vision of the world we want based on the changing social, economic and environmental realities around us and identify where

coordinated action can contribute to global progress.<sup>10</sup> However, for it to be successful it must reinforce existing processes such as the UNFCCC negotiations and national development processes to ensure coherence and unified commitment to action.

The UNFCCC process was born out of the Rio Sustainable Development conference in 1992 and requires all parties to protect the right to sustainable development. It aims to create legally binding commitments for reducing carbon emissions and to limit the resulting climate change impacts.

Since the UNFCCC has not defined sector-wide or developmental targets, one area of complementarity for the Post-2015 agenda is to look at the critical development dimensions of climate change within different sectors, such as energy, transport etc. Furthermore, it can place the need to manage climate risk within the context of ensuring energy security, economic security, food security and human security, balancing these priorities.<sup>11</sup>

At the same time, it is clear that a Post-2015 development framework should not be seen as an arena for renegotiating commitments on climate made elsewhere.

### **Timelines and political opportunities**

The fact that a new Post-2015 global agenda for sustainable development will be agreed at roughly the same time as the UNFCCC process commits to a climate deal is a rare opportunity to ensure that they are complementary and work together to raise global ambition on climate action.

While each process remains unique with specific roles to play, ambitions for addressing climate change in a Post-2015 development agenda must be consistent with, and should support more ambitious outcomes in the UNFCCC process. At the same time, the Post-2015 agenda can uniquely address the development challenges and economic contributing factors of climate change in a way that complements, reinforces and adds momentum to what the UNFCCC has achieved thus far.

Many of the Post-2015 Open Working Group focus areas that have been proposed for negotiating specific goals provide very clear entry points and inter-linkages for tackling climate. This ranges from alleviating poverty to food security to health to resilient cities and infrastructure.

Furthermore, the UN Secretary General will also host a summit on climate change in New York on 23 September 2014 to garner commitments from heads of state for actions and finance to accelerate progress made in both the Post-2015 process and the UNFCCC negotiations. The summit will be particularly important given that it will be the first and last time that world leaders meet to discuss climate before the 2015 negotiations in Paris, setting a course of action toward a new legally binding agreement.<sup>12</sup>

Given these overlaps and the complementary nature of the Post-2015 and UNFCCC processes<sup>13</sup> there is an opportunity to achieve a greater impact through coordination than through treated the processes separately.

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<sup>10</sup> Frecheville, Neva and Fischler, Bernadette. 2013. Building From the Ground Up: How the foundations of a post-2015 framework should translate into change for people in poverty. Cafod.

<sup>11</sup> Kreft, Sonke et al. 2010. The Millennium Development Goals and Climate Change: taking stock and looking ahead. Germanwatch.

<sup>12</sup> King, Ed. "Least Developed Countries say science must drive UN climate talks" Responding to Climate Change Blog. March 6, 2014.

<sup>13</sup> Two other important parallel processes are taking place. The Conference on Financing for Development will have important implications for the Post-2015 agenda and is likely to be rolled into the Post-2015 process after September

## **Implementation, accountability and monitoring**

Both processes span international and national action in complement to one another. While their starting point may be different from one another, they each set national goals to work toward global targets while utilising a range of national implementation tools.

The UNFCCC has supported processes for creating national action plans for mitigation and adaptation. To varying degrees these focus on working with national development planning and existing country systems.

While still under development, the Post-2015 development agenda is also likely to focus on national targets and indicators that are consistent with existing systems and overall national economic and development planning.

With respect to finance, the UNFCCC intends to make resources available through a number of central bodies such as the Green Climate Fund (GCF) that then work with regional or national entities. However, in practice climate finance has come from a number of decentralised sources and the GCF itself is in the process of discussing devolution of some aspects of financial decision-making to the national level.

Resources for the implementation of the post-2015 goals will likely be nationally determined, with some international cooperation. Universal goals mean that all expenditure, everywhere would be counted, ranging from multilateral donor institutions, such as the World Bank, to domestic finance and from ODA to private sector contributions.

Furthermore, combining the legally binding nature of the UNFCCC with the softer law of a set of sustainable development goals can be a critical driver for increased climate action.

The binding nature of the UNFCCC is crucial to secure legally actionable commitments to cut emissions that in turn will have important implications for climate risk and the need for adaptation and resilience among communities, cities and countries. This is also important with respect to commitment of financial resources, particularly those meant to support developing countries facing climate change, in recognition of developed countries' historical responsibility.<sup>14</sup>

However, legally binding international commitments are not in and of themselves a guarantee for success.<sup>15</sup> Yet, if coupled with complementary approaches such as sound accountability and monitoring mechanisms or softer tactics that incentivise ambitious voluntary commitments they can become important tools for compliance and can give civil society additional leverage to hold governments accountable.<sup>16</sup>

The Post-2015 development agenda can therefore offer a set of complementary tactics for increasing ambition, generating action and ensuring accountability. It is also likely to include central reporting processes for reviewing progress at the UN as well as national, regional and peer reporting

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2015. The Hyogo Framework for Action, which sets important goals for disaster resilience will also be reviewed in early 2015 to adopt a successor framework.

<sup>14</sup> Personal communication with Saleemul Huq. Senior Fellow, Climate Change. International Institute for Environment and Development. March 13, 2014.

<sup>15</sup> Mary Robinson Climate Justice Foundation. "Briefing note on 'legal form' of a new climate agreement"

[http://www.mrfcj.org/pdf/Briefing\\_Note\\_on\\_the\\_legal\\_form\\_of\\_a\\_new\\_climate\\_agreement.pdf](http://www.mrfcj.org/pdf/Briefing_Note_on_the_legal_form_of_a_new_climate_agreement.pdf)

<sup>16</sup> Ibid



systems. This can help create accountability mechanisms that provide powerful tools for civil society<sup>17</sup> and measures for ensuring that change is taking place on the ground.

### **Shared Principles**

There are a number of principles that build the foundations of both the Post-2015 Development Agenda and UNFCCC processes, although they may be interpreted in slightly different ways. This includes their increasingly universal approach and their commitment to equity.

#### Universality

Ensuring that we keep warming below dangerous levels requires far more leadership and ambition from historic emitters than we have seen so far. But, there are also opportunities for carbon emission to be reduced by developing countries making smart development choices being supported financially to do so. The negotiations in Durban in 2011 recognised the potential for all countries to act to differing degrees, and committed to agree a binding deal applicable to all by 2015 under the Convention.

The agreements coming out of the UNFCCC Rio+20 conferences emphasise that a set of sustainable development goals (SDGs) must be “global in nature and universally applicable to all countries while taking into account different national realities, capacities and levels of development and respecting national policies and priorities.”<sup>18</sup> However, “universally applicable” or the notion of universality has not yet been clearly defined. Despite this it is clear that universal responsibility for the SDGs with national application according to countries’ circumstances<sup>19</sup> would demonstrate global understanding for the inter-connected state of the world and the joint responsibilities for all countries to sustainable development.

This principle of common but differentiated responsibility and respective capabilities (CBDR-RC), which is a critical UNFCCC principle, was first agreed at the UNCED meetings in 1992 and has become a cornerstone of all international environmental agreements. This includes what all countries can contribute in response to changing patterns in global carbon emissions and economic growth.

Given its foundations in the Post-Rio process, CBDR-RC is also part of the principles for the Post-2015 development agenda. It remains to be seen as to whether or not CBDR-RC will apply across all aspects of the Post-2015 development agenda and how that would apply to social or economic dimension of sustainable development.

That said, as both processes move towards universality they can complement one another by encouraging all countries’ ambitions in one to reinforce them in the other.

#### Equity

Equity is a critical concept in global sustainability and development discussions that focuses on the justice dimensions of the differences and disparities in the characteristics of individuals and groups.<sup>20</sup>

Equity lies at the heart of both the Post-2015 development agenda as well as the UNFCCC process and together can create a comprehensive global agenda for ensuring equity between countries, within countries and between generations.

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<sup>17</sup> Cafod. 2012. 100 Voices: Southern perspectives on what should come after the MDGs

<sup>18</sup> Paragraph 247, The Future we Want, June 2012.

<sup>19</sup> Caballero, Paula Peter Hazlewood and Kitty van der Heijden. 2014. Setting a New Course: Universality as an integral part of the Post-2015 development agenda discussion note.

<sup>20</sup> Melamed, Claire and Samman, Emma. 2013. Equity, Inequality and Human Development in a Post- 2015 Framework. UNDP.

While the UNFCCC has set principles for equity (based on CBDR-RC) between countries and addressing vulnerability at the national level, the Post-2015 development framework focuses on equity within countries as well as between countries. This is particularly important in that the majority of the world's poorest people and many of the world's most climate-vulnerable people are one and the same and live in middle-income countries in addition to the least developed countries (LDCs).

The Post-2015 agenda can also bring the need for policies and actions targeted at specific vulnerable groups within countries to the forefront through its thematic focus on those in extreme poverty as well as women and children. It can also create a deeper understanding of how climate change can exacerbate existing social and economic inequality within countries.

In return, the UNFCCC can offer the reassurance of a legally binding agreement on emission reduction and finance that will underpin equitable opportunities for climate-smart development.

The issues being tackled under both the UNFCCC and the Post-2015 development agenda also raise issues of inequities compounded across generations and who should carry the burden of the problems that we are currently creating whether talking about the impacts of climate change or the ways in which it may exacerbate existing inter-generational poverty. The Rio declaration, which created foundations for both the development and climate agendas, highlights that "The right to development must be fulfilled so as to equitably meet developmental and environmental needs of present and future generations."<sup>21</sup>

## **Conclusion**

The vision and purposes of both processes have their foundations in sustainable development. They are rooted in the Rio Principles of universality and equity and both processes should clearly define the commonalities and differences of the way in which they address these core principles.

The comparable time frames lead to a unique opportunity to mutually reinforce political ambition. The Post-2015 framework is due to be agreed in September 2015 and the UNFCCC in December 2015. The UN Climate Leaders Summit in September 2014 is aiming to raise ambition for both processes. In particular, the Post-2015 framework can make significant contributions in the years ahead of 2020 when the UNFCCC climate deal comes into play and by when global emissions are meant to have peaked and started to rapidly decline.

Both will be implemented through national development plans and these need to be coordinated to avoid a duplication of efforts and to ensure policy coherence. The UNFCCC has supported processes for creating national action plans for mitigation and adaptation. The Post-2015 development agenda is also likely to focus on national targets and indicators that are consistent with overall national economic and development planning. In the Post-2015 Framework, each relevant goal needs to include targets that deliver a triple win of ending poverty, moving toward a low carbon development path and building adaptive capacity and resilience to environmental shocks and stresses.

The binding nature of the UNFCCC is crucial to secure legally actionable commitments to cut emissions. If coupled with complementary approaches such as sound accountability and monitoring mechanisms or softer tactics that incentivise ambitious voluntary commitments they can become

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<sup>21</sup> Rio Declaration Principle 3. Accessed on April 4, 2014. <http://www.un.org/documents/ga/conf151/aconf15126-1annex1.htm>

important tools for compliance and can give civil society additional leverage to hold governments accountable.

Both will be seeking similar sources of finance and this is a crucial issue to be addressed in a coordinated manner to avoid trade-offs. If the financing of both processes is not addressed with urgency and new and innovative forms of finance secured, then both processes risk failing at the level of implementation.

## II. COMPLEMENTARITY OF THE ISSUES

Both the UNFCCC and Post-2015 processes tackle issues that are central to climate action: carbon development strategies, mitigation, adaptation (including disaster risk reduction and resilience), finance and technology. Below we show how each of these issues is being, or can be, dealt with in each process – often in different but complementary ways.

This shows the overlap of issues between the two processes and highlights the need for coordinated political action to ensure policy coherence.

It also highlights that some of the issues, in particular finance, are in danger of not being addressed adequately in either process. This is a priority for governments to address if we are to achieve the climate action that is needed.

UNFCCC APPROACH	COMMON ISSUES	POST-2015 APPROACH
NATIONAL MITIGATION & ADAPTATION PLANS	LOW CARBON DEVELOPMENT	NATIONAL DEVELOPMENT PLANS, TARGETS & INDICATORS
BINDING TARGETS	MITIGATION	SECTORAL DRIVERS eg ENERGY, AGRICULTURE, TRANSPORT
NATIONAL ADAPTATION PLANS & PROGRAMMES OF ACTION (NAPS & NAPAS)	ADAPTATION, RISK & RESILIENCE	DISCUSSIONS ON POVERTY, HEALTH, FOOD, ECOSYSTEM SERVICES, RESILIENT CITIES, INEQUALITY
NEED FOR INCREASED PUBLIC, PRIVATE & INNOVATIVE SOURCES	FINANCE	NEED FOR INCREASED PUBLIC, PRIVATE & INNOVATIVE SOURCES
NEED FOR GREATER TECHNOLOGY TRANSFER	TECHNOLOGY	NEED FOR GREATER TECHNOLOGY TRANSFER

### Low Carbon Development

New ways of approaching development are needed if the world is to meet the needs of current and future generations, while at the same time avoiding dangerous levels of climate change. Economic growth needs to be decoupled from carbon emissions and there is a necessity for an overall reduction in greenhouse gas emissions and the promotion of low carbon development pathways. New ways of managing risk are needed along with an increase in adaptive capacities of countries and communities. Sufficient finance and adequate technology transfer are also required to make low carbon development a reality.

Central to this approach is the need for national low-carbon development plans that will concentrate and coordinate the implementation of both the UNFCCC and Post-2015 agreements. Currently the UNFCCC encourages national mitigation and adaptation plans, while Post-2015 is likely to have national targets and indicators. Development planning processes must be brought in line with environmental, social and economic dimensions of low carbon development and engage a range of ministries and government departments.

Low carbon development is already happening in a number of countries—however if brought under an ambitious global framework it could help leverage potential and resources for scaling up such efforts—contributing to overall development while delivering reductions in future emissions towards UNFCCC goals as a knock-on benefit.

In order to get to the heart of low carbon development it is critical to look at the shifts in where the global population lives, urban infrastructure and how we transport people and goods. Cities account for two-thirds of global energy consumption and are responsible for approximately 70% of greenhouse gases. Low carbon development efforts by just 100 cities alone could reduce GHG emissions by 10% a year.<sup>22</sup>

### **Mitigation**

In the context of development, mitigation or interventions to reduce GHG sources and emissions, can be a critical guiding principle for creating low-carbon development. Through a sustainable development approach, decoupling economic growth from carbon emissions in our economy can contribute to mitigation, or the reduction of GHGs, through innovations in specific sectors while continuing to work towards meeting basic social and economic development needs.<sup>23</sup>

The UNFCCC specifically focuses on stabilising the levels of GHGs and securing commitments from countries to contribute to global targets. However, the UN General Assembly and Rio+20 statements have both created a remit for the post-2015 goals to address climate change. One of the critical ways in which a Post-2015 development agenda can make a contribution to climate change is by addressing the way a number of relevant sectors are structured. Discussing broader sustainability issues that look at the social and environmental impacts of economic activities means that it could make a significant climate contribution whether in energy, agriculture or transport, among other sectors.

At the same time, it creates complementary channels for climate action without entering into the challenging emission reduction target negotiations of the UNFCCC. Furthermore, discussions to address economy-wide mitigation targets and nationally appropriate action are at a very early stage in the UNFCCC and could be supported by discussions in other complementary arenas such as the Post-2015 process.

The Post-2015 framework can also fill an important space in making contributions towards climate action in the four years that it will be active prior to a UNFCCC agreement coming into force in 2020.

As mentioned above, goals to be set by the Post-2015 development framework across a number of sectors can contribute to low carbon development. Among the most important of these issues is energy.

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<sup>22</sup> World Bank. Low carbon-livable cities website. Accessed on April 3, 2014.  
<http://www.worldbank.org/en/topic/urbandevelopment/brief/low-carbon-livable-cities>

<sup>23</sup> Kreft, Sonke et al. 2010.

Many countries are currently reliant on fossil fuel sources of energy for economic growth. However, this simultaneously imposes costs that undermine growth such as the cost of air pollution.<sup>24</sup> By setting goals for fueling economies and improving energy access through renewable means a Post-2015 development agenda can encourage development plans set on a sustainable path.

As one of the cornerstones of human nutrition and livelihoods, food production will feature high in the development agenda. Agriculture alone contributes 20% of GHG emissions from fossil fuel consumption and biomass burning, large emissions from artificial fertilisers and methane from livestock.<sup>25</sup> There are also further emissions from deforestation and land-use change for agriculture. This provides key opportunities to think about how to meet human needs, ending hunger and addressing consumption patterns of the middle and upper classes without driving further climate change.

However, not all climate action is necessarily pro-poor, for example a reduction in fossil fuel subsidies may lead to an increase in prices for rural transport, which could affect the poorest sectors of the population more. This highlights the need for the integration of environmental, economic and social development issues in national planning and policy-making.

The central debates around inequality and inclusion within the Post-2015 framework offer a clear opportunity for these issues to be addressed and again highlight the complementarity of the Post-2015 process as it can place climate action within a holistic sustainable development context and link it to economic and social development models as well as environmental issues.

A Post-2015 development agenda must focus on goals that support low carbon development and make significant contributions to UNFCCC goals to reduce GHG emissions by helping us to structure the economy in new ways.

This means:

- Ensuring that the need for low carbon development is factored into overarching discussions about economic growth and industry;
- Placing low carbon development and the reduction of climate causing activities at the heart of Post-2015 goals across sectors such as energy, agriculture, transport and water;
- Bringing development planning processes in line with environmental, social and economic dimensions of low carbon development and engaging a range of ministries and government departments.

## **Adaptation**

Adaptation to climate change is a process of adjusting natural and human systems to experienced or expected climate change to reduce potential damage and in some cases take advantage of new opportunities. It is closely related to efforts to reduce risks from natural disasters and create resilience among communities and countries so that they can resist and absorb shocks and recover from those they can't avoid in a timely and efficient manner.<sup>26</sup>

Addressing climate risk is critical given that it could cost countries around the world up to 19% of their GDP by 2030, with developing countries bearing the brunt of the impact. This is not to mention the costs in human lives and losses in human development. At the same time a number of cost

<sup>24</sup> Doig, Alison and Adow, Mohamed. 2011. Low Carbon Africa: Leapfrogging to a Green Future. Christian Aid.

<sup>25</sup> UNFCCC. Mitigation Module 1 Powerpoint Presentation. Accessed on April 3, 2014 [unfccc.int/resource/cd\\_roms/na1/mitigation/Module\\_1/Module1.ppt](http://unfccc.int/resource/cd_roms/na1/mitigation/Module_1/Module1.ppt)

<sup>26</sup> UNISDR Website. Accessed March 4, 2014. <http://www.unisdr.org/we/inform/terminology>

effective adaptation measures already exist that can prevent 40-68% of the expected economic loss<sup>27</sup> not to mention the social costs. However, for these measures to be effective, adaptation and risk management must be incorporated into development plans and processes at local, national and international level.

Given that much of adaptation has been identified as “climate smart” development, the Post-2015 agenda has a significant contribution to make to global efforts and goals for adaptation, risk reduction and resilience, complementing that which is already taking place in the UNFCCC. Among the most important developments under the UNFCCC are the national action plans. Least developed countries have been encouraged to develop National Adaptation Programmes of Action (NAPAs) and National Adaptation Plans (NAP).<sup>28</sup> Many of these plans have specifically looked at the need to put in place disaster risk reduction systems and build climate resilience in their country specific contexts. However, to date there remains a significant funding gap to help developing countries implement their NAPAs and NAPs, as well as the need for other countries with significant vulnerable population to develop such plans.<sup>29</sup>

The SDGs provide a key opportunity to integrate adaptation, climate resilience and risk management into existing development processes and discussions on poverty, food security, health and resilient cities and infrastructure. They also point to the critical questions of how economic growth, industrialisation and means of implementing development can become climate-smart.

Additionally, a focus on reducing inequality within the post-2015 framework offers a new opportunity to highlight how shocks and stresses are not experienced equally and that poor communities, women and vulnerable groups are often hit the hardest.<sup>30</sup> Discussions about specific natural resources like water or sectors like energy and transportation can also highlight how different groups of people access them and are affected by change to them.

A Post-2015 development agenda can also help ensure that the scope of resilience includes rapid onset extreme weather events as well as the slow onset stresses and strains caused by or aggravated by climate change.

The Post-2015 agenda can also look at adaptation, risk and resilience planning across a range of countries in complement to the focus of the NAPA process on LDCs. This is important given the needs of middle-income countries or others where there are significant adaptation needs and large populations of poor, vulnerable communities that could be protected with targeted climate resilience and adaptation efforts. Additionally, integrating resilience and adaptation into development plans can further encourage efforts across ministries building upon the work of the NAPAs, which have started with ministries of environment as a focal point.

Building adaptation and climate resilience into the Post-2015 framework could also help channel development finance, in addition to climate finance, towards climate resilient development and potential implementation of these plans.

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<sup>27</sup> The World Bank Group. 2013. Integrating Climate and Disaster Risk into Development

<sup>28</sup> UNFCCC. Fact sheet: The need for adaptation. Accessed on March 20, 2014.

[https://unfccc.int/files/press/application/pdf/adaptation\\_fact\\_sheet.pdf](https://unfccc.int/files/press/application/pdf/adaptation_fact_sheet.pdf)

<sup>29</sup> Nakhooda, et al. 2011. Climate Finance in Sub-Saharan Africa. Climate Finance Policy Brief. ODI and Heinrich Boll Stiftung

<sup>30</sup> British Red Cross and the International Federation of Red Cross and Red Crescent Societies. 2013. Options for Including Community resilience in the Post-2015 Development Goals.

In order to support a successful range of adaptation, risk and resilience efforts a Post-2015 agenda must:

- Mainstream climate risk and resilience across relevant SDGs (otherwise hard-won gains could be too easily lost through the impacts of climate related stresses and disasters).

## **Finance**

Finance is one of the cornerstones to creating change within a global development framework as well as a binding climate deal.

Institutions that work across both development and climate, such as the World Bank, highlight that linking finance streams for the two can amplify the impact of each by allowing for secondary or co-benefits of the funding.<sup>31</sup> Additionally, given the extent to which development challenges are related to and exacerbated by climate change it is essential to ensure that development finance relates to the broader agenda of financing for such challenges.<sup>32</sup>

While financial commitments have been made and targets have been set under the UNFCCC, the reality is that there is a significant shortfall in funds needed to address the mitigation, adaptation and technology challenges ahead. In 2011, climate finance contributions reached US\$364 billion per year. However, recent research estimates that \$1 trillion of finance each year is needed in the energy sector alone to promote low carbon growth. This does not take into account all costs for climate action and climate resilient development.<sup>33</sup>

At the same time, public development financing has been declining with official development assistance falling by 4% in real terms in 2012 and 2% in 2011, according to the OECD<sup>34</sup>, which is one of many reasons for the increased funding needs for post-2015 development.<sup>35</sup>

The fact that there is such a significant shortfall in public funds to support climate as well as development efforts following the financial crisis makes it of even greater importance for the finance that is available to generate co-benefits in multiple sectors.

Many governments and multi-laterals are increasingly looking to the private sector to generate and leverage a significant portion of the funds needed for climate change as well as for development. However, the potential of the private sector may be over-estimated. Thus far most of the climate finance that has flowed from North to South has been public finance. With respect to adaptation finance 100% has been public funding given that adaptation has to date not been seen as suited to the interests of the private sector. Additionally, the vast majority of the private finance flows stayed within their country of origin or within Northern markets which investors may deem as safer investment climates.<sup>36</sup>

Both the UNFCCC and the Post-2015 development agenda are also looking at similar innovative sources to create much-needed additional funds. This includes the use of mechanisms such as

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<sup>31</sup> World Bank Group. 2013. Financing for Development Post-2015.

<sup>32</sup> OECD. 2013. A Post-2015 Information System for International Development and Climate Finance. Submitted to the High Level Panel on the Post-2015 Development Agenda.

<sup>33</sup> Climate Policy Initiative. 2012. Global Landscape of Climate Finance 2012.

<sup>34</sup> OECD figures show that ODA rose in 2013 to 6.1% in real terms. This was largely due to increases from certain countries. ODA to sub-Saharan Africa, where climate impacts are projected to be among the greatest, also continues to fall. See <http://www.oecd.org/newsroom/aid-to-developing-countries-rebounds-in-2013-to-reach-an-all-time-high.htm>

<sup>35</sup> OECD. 2013.

<sup>36</sup> Climate Policy Initiative. Global Landscape of Climate Finance 2013. October 22, 2013

financial transaction taxes or redirecting wasteful and harmful subsidies that would generate funds for public goods like climate or development through financial transaction taxes, the use of special drawing rights (SDRs) or levies on different forms of travel to generate additional resources.<sup>37</sup>

Up until now climate finance has been more focused on mitigation efforts and there is increasing recognition that there must be a balanced between mitigation and adaptation funding. That said, evaluating how finance can be better channelled to low carbon development could make a positive contribution toward both adaptation and mitigation while bridging the political gap between developed and developing countries in both the UNFCCC and the Post-2015 development agenda.<sup>38</sup>

Looking ahead, the Green Climate Fund (GCF) is being designed with hopes that it will serve as the main clearinghouse for climate finance commitments under the UNFCCC. However, many donor countries have been unwilling to commit funds to the GCF until they see the shape that it will take. This makes it difficult to foresee the extent to which climate finance commitments will be met and through which channels.

However, support for climate finance under the UNFCCC is important given that the framework has its foundations in common but differentiated responsibilities based on different capabilities as well as the historic contributions to climate by the development paths of industrialised countries. Furthermore, these financial commitments under the UNFCCC may become legally binding as part of a legal agreement in 2015.

It is widely agreed that climate specific contributions should be placed under a UNFCCC fund with its own agreed principles and processes. However, financing for development must be climate-friendly in order to ensure that development efforts don't undermine that which may be funded by the same governments under the UNFCCC. This includes screening development assistance portfolios for climate risk. This also includes that climate finance should be deployed in a pro-poor manner.

A political process has now been launched under the Post-2015 development agenda through a Committee on Sustainable Development Financing. While very little has been agreed to date, it is creating important traction to focus on what a pathway to sustainable development will cost and where the resources will come from.<sup>39</sup> This discussion is critical for the Post-2015 agenda because countries are less likely to set ambitious goals if they feel there are not resources to meet them. It could have important implications for climate change given how intermingled climate and development funds are. Furthermore, it could have ripple effects in terms of the UNFCCC discussions in Paris and commitments that countries make to climate specific funds like the GCF. There is also a major concern as to whether financial commitments in one process become tied to negotiations on what is agreed in the other.

Climate finance stands to be one of the greatest enabling factors for climate action at the scope and scale needed. Finance also provides an entry point for ensuring that development and climate goals are mutually reinforcing. To play these critical roles Post-2015 finance discussions must enter into dialogue with the climate finance discussions to:

- Ensure that the necessary finance is made available in both the climate and development processes for tackling the massive transitions toward low carbon development and climate resilient development;

<sup>37</sup> UN System Task Team on the Post-2015 UN Development Agenda. 2013. Financing for sustainable development in the global partnership beyond 2015

<sup>38</sup> Ibid

<sup>39</sup> Melamed, Claire. "Post-2015 at the UN General Assembly" Post2015.org Blog. September 30, 2013.



- Draw on strong government commitments, the use of innovative sources of finance and targeted engagement of the private sector to secure sufficient finance;
- Garner political agreement on clear definitions for climate and development finance so that climate and development finance can be assessed, measured and monitored separately;
- Screen development assistance portfolios to ensure that climate is appropriately mainstreamed.

## **Technology**

With a significant need to move away from carbon intensive means of production to cleaner alternatives, technology is at the heart of many of the climate and sustainability discussions. However, technology also remains a critical input that many of the world's poor have yet to access and is a crucial element of any development framework, not to mention global efforts to reduce climate risk for vulnerable communities.

In 1992 at the UNCED sustainable development conference's Agenda 21 emphasised that countries should cooperate to share scientific and technological knowledge, and enhance development through the transfer of technologies.<sup>40</sup>

The Post-2015 High Level Panel has also highlighted technology as a driver of change. Given the uneven development of technology around the world the HLP has emphasised the need for sharing of knowledge and technology not just as a means of helping others that are less fortunate, but also as a way to ensure a sustainable future for all.<sup>41</sup>

However, there has been very little progress on transferring climate and sustainable development friendly technologies to developing countries in large part due to the challenges posed by intellectual property rights on climate friendly technology, which is largely being developed in the North.<sup>42</sup>

The UNFCCC Clean Development Mechanism (CDM), which allows wealthy countries to offset emissions reductions at home by funding projects in developing countries, has highlighted some of the challenges in technology transfer. While technology transfer was believed to be one of the benefits of the CDM it has been difficult to secure funding from investors in projects with development linkages as opposed to those that simply use low carbon technology.<sup>43</sup>

This suggests that public financing will be needed to promote new sustainable technologies in conjunction with the private sector as well as ensuring that they are distributed in a fair and timely fashion.<sup>44</sup>

Given the importance of the issue, developing countries have continued to advocate for technology transfer in the UNFCCC. As a result, a Technology Mechanism (TM), which appears to be an information-sharing forum thus far, was established in December 2010.<sup>45</sup>

<sup>40</sup> Rio Declaration on Environment and Development. Accessed on March 21, 2014.

<http://www.un.org/documents/ga/conf151/aconf15126-1annex1.htm>

<sup>41</sup> The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda. 2013. A New Global Partnership: Eradicate poverty and transform economies through sustainable development.

<sup>42</sup> Shashikant, Sangeeta and Khor, Martin. 2010. Intellectual Property and Technology Transfer Issues in the Context of Climate Change. Intellectual Property Rights Series No. 14. Third World Network.

<sup>43</sup> Forsyth, Tim. 2007.

<sup>44</sup> Sachs, Jeffrey and Schmidt-Traub, Guido. 2013. Financing for development and climate change post-2015. Background paper for the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda.

<sup>45</sup> UNFCCC Technology Mechanism Page. Accessed. March 22, 2013.  
[http://unfccc.int/ttclear/templates/render cms\\_page?TEM\\_home](http://unfccc.int/ttclear/templates/render cms_page?TEM_home)

However, the Post-2015 development agenda can also make critical contributions, particularly with respect to ensuring that technology transfers happen in inclusive low carbon development and resilience to climate.

While the MDGs don't deal with technology relating to climate change they set a useful precedent for addressing technology transfer in the Post-2015 development agenda based on access to HIV/AIDS and essential medicines. Given the critical need for these medicines to tackle epidemics in developing countries exceptions to intellectual property rights were granted allowing for technology transfer and the production of generic medicines. This may provide lessons that apply to technology debates going forward in the face of climate risk that poses significant challenges to human health not to mention livelihoods and the ability to sustain development on the planet.

The Post-2015 High Level Panel has already planted the seeds for ways to include this fundamental issue through a technology target under the "global enabling environment".<sup>46</sup> This should be further explored as an option as should mainstreaming of technology across relevant sectors while taking into account lessons learned from the essential medicines waivers. Furthermore, given the critical role that technology will play in designing and implementing low carbon development and climate resilience the relevance of access to technology should be assessed across all the relevant SDGs.

Technology and capacity-building are crucial for addressing climate change and for delivering a Post-2015 development agenda. For this to occur the Post 2015 development agenda must:

- Clearly define and agree technology transfer as part of the means of implementation for the framework;
- Build on precedents from the past for addressing incentives to create new technology while ensuring that Intellectual Property Rights do not exclude developing countries from being able to take advantage of technology that may be lifesaving in the face of climate risk and put them on a pathway to low carbon development.

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<sup>46</sup> The Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda. 2013.