



ORGANISATION OF AFRICAN, CARIBBEAN AND PACIFIC STATES (OACPS)

ONE VOICE TO RAISE CLIMATE AMBITION AT COP27 FOR OACPS PEOPLES AND PLACES



6 | 18 November 2022

OACPS ISSUES PAPER ON THE SHARM EL-SHEIKH CLIMATE CHANGE CONFERENCE (COP27)





“Ensuring humans are at the
centre of climate talks is imperative.”

THE EGYPTIAN COP27 PRESIDENCY



A. INTRODUCTION

- 1 The Sharm El-Sheikh Climate Change Conference, which is scheduled to be held in Sharm El-Sheikh, Egypt, from 6 to 18 November 2022, will consist of the following meetings:
 - The 27th session of the Conference of the Parties (COP 27) to the United Nations Framework Convention on Climate Change (UNFCCC).
 - The 17th session of the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol (CMP 17).
 - The 4th session of the Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA 4).
 - The 57th sessions of the Subsidiary Body for Scientific and Technological Advice (SBSTA 57). And
 - The 57th session of the Subsidiary Body for Implementation (SBI 57).
- 2 Science shows that global surface temperature will continue to increase until at least the mid-century, under all emissions scenarios considered. Global warming of 1.5°C and 2°C will be exceeded during the 21st century unless deep reductions in carbon dioxide (CO₂) and other greenhouse gas emissions occur in the coming decades. The IPCC report, '*Climate Change 2022: Impacts, Adaptation and Vulnerability*', states that the extent and magnitude of climate change impacts are larger than estimated in previous assessments.
- 3 The UN Environment's (UNEP) latest Emissions Gap Report found that the full implementation of mitigation pledges made by countries is insufficient and will not keep global warming below 1.5°C above pre-industrial levels. The report also found that, under current policies, a 30 per cent cut in the envisaged emissions by 2030 is needed to keep global temperature rise to below 2°C above pre-industrial, while to limit warming to 1.5°C would require a 45 percent cut in emissions.
- 4 The Updated '*NDCs Synthesis Report*' released on 25 September 2021 confirms that for all available NDCs of all 192 Parties taken together, a sizable increase, of about 16%, in global GHG emissions in 2030 compared to 2010 is anticipated. Comparison to the latest findings by the Intergovernmental Panel on Climate Change (IPCC) shows that such an increase unless changed quickly may lead to a temperature rise of about 2.7°C by the end of the century. This implies that we are not on the pathway to meeting the Intergovernmental Panel on Climate Change (IPCC) recommendations and the goal of the Paris Agreement to limit global warming to well below 2°C and pursue efforts to achieve 1.5°C.
- 5 The report 'United in Science' 2022 shows that greenhouse gas concentrations continue to rise to record highs. Fossil fuel emission rates are now above pre-COVID19 pandemic levels after a temporary drop due to lockdowns. It also confirms that the ambition of emissions reduction pledges for 2030 needs to be seven times higher to be in line with the 1.5°C goal of the Paris Agreement.
- 6 COP27 is being held at a time when member countries of the OACPS are experiencing severe impacts of climate change, including droughts, increasing temperatures, changing precipitation patterns, invasive species, sea-level rise, storm surges and increasing frequency of tropical cyclones. The two reports of the Intergovernmental Panel on Climate Change (IPCC) published this year as part of the IPCC Sixth Assessment Report confirmed that the extent and magnitude of climate change impacts are larger than estimated in previous assessments and that the window to secure a liveable future is closing fast.
- 7 In preparation for COP27, the Organisation of African, Caribbean and Pacific States (OACPS), one of the largest international, Inter-Governmental Organisations, consisting of 79 Member States from six regions in Africa, the Caribbean and the Pacific are working together to achieve poverty eradication, build climate resilience, support low-carbon transition and sustainable development at national and regional levels. Collectively members of the OACPS contribute a small amount of greenhouse gas emissions but they all are among the most vulnerable nations in the world, particularly to the impacts of Climate Change.
- 8 The Secretariat of the OACPS is committed to providing continuous support to members and regions of the OACPS in their implementation of the UNFCCC, its Kyoto Protocol and the Paris Agreement. The OACPS continues encouraging developed countries to take the lead in the fight against climate change and to do their fair share in helping the international community reduce greenhouse gas emissions, in the context of equity and the principle of common but differentiated responsibilities and respective capabilities.
- 9 Contributions from this Paper will complement submissions for a joint urgent Resolution on Climate Change for COP 27 during the 42nd Session of the ACP-EU Joint Parliamentary Assembly to be held from 29 October to 2 November 2022 in Maputo, Mozambique. Furthermore, OACPS' advocacy actions around climate change and at COP 27 will benefit from using this Issues Paper.



B. ISSUES UNDER CONSIDERATION AT COP27

10 With the completion of the Paris Agreement rulebook at COP26, it is expected that COP27 will bring Parties together to accelerate implementation that delivers ambitious climate action aligned with 1.5°C. Perceived as an *“implementation COP”* and taking place in Africa, COP27 places the onus on Parties to make progress on the effective implementation of the Paris Agreement, and to deliver substantive progress on the priority issues for OACPS and other developing countries, specifically on Adaptation, Loss and Damage, and Climate Finance, as well as on technology development and transfer, and capacity building, especially for vulnerable and developing countries.

11 The Egyptian COP27 Presidency indicated four priorities to be achieved at COP27:

■ MITIGATION

To limit global warming to well below 2°C and work to keep the 1.5°C target alive through bold and immediate actions and raising ambition from all parties in particular those who are in a position to do so and those who can and do lead by example. To this end, the COP Presidency is calling on all countries to (i) fulfil their pledges and commitments towards delivering the objectives of the Paris Agreement to enhance the implementation of the Convention; and (ii) to achieve the implementation of the Glasgow pact call to review ambition in NDCs and submit revised enhanced NDCs before COP27 and create a work program for ambition on mitigation.

■ ADAPTATION

Extreme weather events from heatwaves, floods, and forest fires have become an everyday reality. World

leaders, governments and state parties to the convention have reiterated their commitment at COP26 to enhanced global action on Adaptation.

■ FINANCE

According to the COP Presidency, COP27 should make significant progress on the crucial issue of climate finance while moving forward on all finance-related items on the agenda. The importance of adequacy and predictability of climate finance is key to achieving the goals of the Paris Agreement. To this end, there is a need for enhanced transparency of financial flows and facilitated access to meet the needs of developing countries especially Africa, SIDS and LDCs.

■ COLLABORATION

For the COP27 Presidency, ensuring humans are at the centre of climate talks is imperative. The Egyptian COP27 Presidency will strive to ensure adequate representation and participation from all relevant stakeholders in COP27, especially vulnerable communities and representatives from countries in the African region who are increasingly affected by the impacts of climate change. As indicated by the COP27 Presidency, in order to turn the Glasgow outcome into action, and commence with its implementation, Governments, the private sector and civil society need to work, in tandem, to transform the way in which we interact with our planet. New solutions and innovations that help alleviate the adverse impacts of climate change are needed. Also, climate-friendly solutions need to be replicated and rapidly upscaled towards implementation in developing countries.

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C. MITIGATION

- 12 Mitigation is considered by the Conference of the Parties serving as the Meeting of the Parties to the Paris Agreement (CMA), with some of the related issues addressed by the Subsidiary Body for Implementation (SBI), and the Subsidiary Body for Scientific and Technological Advice (SBSTA), which report to the COP.
- 13 The OACPS calls on all developed country parties and major emitters to submit their revised enhanced NDCs and mid-century Low Emissions Development Strategies by COP27, as agreed at COP26.
- 14 The OACPS calls for urgent implementation of immediate climate mitigation action, particularly by developed countries, with no backtracking on their commitments. This is to be aligned with the Work Programme agreed in Glasgow to urgently scale up mitigation ambition and implementation by 2030 to maintain the 1.5°C goal on track. The OACPS emphasizes that the Work Programme on mitigation should take into account equity and historical responsibility.
- 15 The OACPS further emphasises that the mitigation work programme should have a well-defined means of implementation including finance and technology transfer to support the implementation of measures prescribed in Nationally Determined Contributions (NDC), and actions on the transition towards low carbon economies in developing countries, in particular in the Least Developed Countries (LDCs), Small Island Developing States (SIDS) and low-lying coastal zones, and Land-locked Developing Countries (LLDCs).

■ GLOBAL STOCKTAKE (GST) AND COMMUNICATING NEXT NDCs

- 16 The OACPS stresses that the GST process should be informed by the best available science, including incorporating the findings of the IPCC AR6, and be conducted in a comprehensive, equitable, transparent manner, taking stock of both mitigation, adaptation, and means of implementation. Furthermore, the OACPS insists that the GST also includes clear guidance and an action plan on how to address any identified gaps from the findings of its assessment.

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D. ADAPTATION

Glasgow–Sharm El-Sheikh work programme on the global goal on adaptation (GlaSS)

- 17 According to Decision 7/CMA.3, from Katowice, Parties shall establish and launch a comprehensive work programme on the global goal on adaptation. SBSTA 56 and SBI 56 considered this agenda item and agreed that the work under the two-year Glasgow–Sharm el-Sheikh work programme should inform the review of the overall progress made towards achieving the global goal on adaptation.
- 18 The OACPS stresses the importance of taking stock of the progress achieved so far under the GlaSS and setting directions for further work on the global goal on adaptation at COP27.
- 19 The OACPS stresses that the GlaSS should play a key role in determining needs and gaps in national adaptation plans, as well as accelerating adaptation actions in a transformative way.
- 20 The OACPS calls on COP27 to enhance action on adaptation by making substantive progress, and for the Global Goal on Adaptation (GGA) to inform the Global Stocktake (GST) on the assessment of progress in line with Article 7.14 of the Paris Agreement and decision 11/CMA.1; and to scaling up action and support to meeting the needs of developing countries as communicated through their adaptation plans and strategies.

- 21 The OACPS also stresses the need to include the GGA as a permanent agenda item under the CMA and SBs by COP28 when the mandate of the GlaSS expires.

Warsaw International Mechanism (WIM) for Loss and Damage and the Santiago Network

- 22 Recommendations on matters related to Loss and Damage will be provided by the SBI 57 and CMA.4, especially on funding arrangements for addressing Loss and Damage.
- 23 The OACPS stresses the importance of ensuring the full operationalisation of the Santiago Network on Loss and Damage, with dedicated funding and capacity needed to effectively implement its functions.
- 24 The OACPS reiterates that the Warsaw International Mechanism (WIM) must remain under the dual governance of the UNFCCC and the Paris Agreement.
- 25 OACPS stresses the importance of advancing the Glasgow Dialogue and calls for the establishment of a Loss and Damage Financing Facility under the UNFCCC financial mechanism with a dedicated fund, to be one of the outputs of COP27.
- 26 The OACPS calls on COP27 to include Loss and Damage finance as an element of the New Collective Quantified Goal, in addition to mitigation and adaptation finance.

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E. MEANS OF IMPLEMENTATION

Matters relating to finance

- 27 The OACPS recognises the importance of having a common working definition of climate finance to avoid double accounting, and urges COP27 to adopt a common working definition of climate finance.
- 28 OACPS stresses the need for developed country Parties to honour their commitment made recently at COP26 in Glasgow to double their adaptation finance from 2019 levels by 2025 with the aim of achieving a balance between mitigation and adaptation finance. The OACPS calls on COP 27 for a standalone “Implementation Plan” to monitor how the crucial decision on doubling adaptation funding by 2025 is being executed by developed nations.
- 29 The OACPS emphasises that the provision of more accessible finance for the most vulnerable, especially for loss and damage, and technology and capacity-building support is essential to accelerate adaptation and resilience-building efforts.
- 30 The OACPS calls on the operating entities of the Financial Mechanism (GCF, GEF and Adaptation Fund) to continue

to simplify and streamline their access procedures, and offer more grant-based finance.

The new collective quantified goal on climate finance

- 31 The OACPS stresses that the New Collective Quantified Goal on Climate Finance should be based on the latest science and address the needs of developing countries to implement their adaptation and mitigation actions and also include loss and damage, technology transfer and capacity building.

Capacity building

- 32 The OACPS underscores the importance of additional, accessible and continuous capacity-building support to developing countries, and urges developed country Parties to provide this support in order to steer low carbon transitions and build resilience to climate change in developing countries, particularly those most vulnerable to the impacts of climate change – LDCs, SIDS, LLDCs.





“ COP27 is an opportunity to showcase unity against an existential threat that we can only overcome through concerted action and effective implementation. ”

THE EGYPTIAN COP27 PRESIDENCY



F. OTHER ISSUES FOR COP27

- 33 The OACPS stresses that COP27, as an African COP, is an opportunity to express the special needs and circumstances of all members counties of the OACPS, as well as the insights, expertise and capacities that have been developed on the Africa Continent and in OACPS SIDS, and OACPS regions in addressing the challenges posed by climate change. This should be in line with the Convention and previous decisions adopted by the Conference of the Parties, taking into account the best available science.

ARTICLE 6

- 34 Matters for further discussion on Article 6 of the Paris Agreement include:
- a) Guidance on cooperative approaches referred to in Article 6, paragraph 2, of the Paris Agreement.
 - b) Rules, modalities and procedures for the mechanism established by Article 6, paragraph 4, of the Paris Agreement.
- 35 Following the agreement on Article 6 Rulebook at COP26 and the UNFCCC Subsidiary Body meetings held in Bonn in June 2022, the OACPS stresses the importance of further discussing matters related to Article 6.2 and Article 6.4 with a focus, on, inter-alia, eligibility criteria for credits under Article 6, the methodologies for applying corresponding adjustments, the scope of disclosure obligations, the rules of procedure for the Supervisory Body and the CDM transition period.

AGRICULTURE

- 36 The importance of the agricultural sector for OACPS countries cannot be overstated. Ensuring food security is one of the pillars of development, as indicated in the Sustainable Development Goals. The OACPS recommends that COP27 considers including a focus on adaptation and adaptation co-benefits of climate action in the agriculture sector, as part of the work carried out by the Koronivia Joint Work on agriculture.

OCEANS

- 37 At COP26, an annual Ocean-Climate Dialogue was established, and all existing UNFCCC bodies and work programmes were invited to integrate oceans into their workplans. The OACPS reiterates the importance of the ocean-climate nexus to many OACPS Member States and calls on COP27 to progress the outcomes/recommendations of the 2022 ocean-climate dialogue held in June in Bonn. The OACPS also urges the UNFCCC Secretariat to provide a synthesis report on how its existing bodies, committees and work programmes have integrated oceans into their workplans as per Article 60 and Article 61 of COP26 decision (1/CP.26).





G. SUMMARY OF KEY ISSUES FOR THE OACPS FOR COP 27

38 The OACPS calls on COP 27 to, on:

■ ADAPTATION

Scale up action and support to meet the needs of developing countries as communicated through their adaptation plans and strategies, ensure the Global Goal on Adaptation, a cornerstone of the Paris Agreement, informs the Global Stocktake (GST); and include the GGA as a permanent agenda item under the CMA and SBs;

■ MITIGATION

Commit to scale up mitigation ambition, and for urgent and significant efforts to reduce global greenhouse gas emissions, especially from developed country Parties, so as to uphold the goal of keeping the global temperature rise below 1.5 degrees Celsius. Furthermore, the OACPS urges all high-emitting countries and developed country Parties, to submit their next, new or updated NDCs with strengthened 2030 targets that are in line with emissions pathways for limiting global warming to 1.5°C;

■ LOSS AND DAMAGE

Deliver on secure, guaranteed finance for loss and damage – such as through a Loss and Damage Finance Facility, especially in light of the urgency caused by climate change impacts, as reiterated by the latest IPCC report. Furthermore, the OACPS reaffirms the retention of the sub-agenda item on 'Matters related to funding arrangements for addressing Loss and Damage' in the agenda of COP27 and CMA4.

■ FINANCE GOAL

For developed country Parties to deliver on their commitment to at least double adaptation finance by 2025, through public and private finance, grant-based finance, and provide a delivery plan at COP27. The OACPS also calls on COP27 to advance work on the common definition of climate finance and the scope and key elements of the New Collective Quantified Goal on Climate Finance;

39 The full and effective implementation of the Paris Agreement is conditional on developing countries, particularly SIDS, LDCs and LLDCs, receiving adequate and predictable support from the international community to adapt, and address the loss and damage caused by the adverse effects of climate change.

40 The OACPS reiterates that developed countries must honour their commitment and provide scaled-up, new and additional climate finance in the form of grants rather than loans, as well as technology transfer and capacity-building support to enable them to achieve their climate goals and facilitate the effective implementation of the United Nations Framework Convention on Climate Change and its Paris Agreement.

41 The OACPS, with its 79 Member States, pledges its full support to the incoming Egyptian Presidency of COP 27 and stresses that it will work in a collective, balanced, fair and transparent manner during the upcoming negotiations to ensure that COP27 is a success.



H. OTHER ISSUES FOR COP27

■ RESPONSE MEASURES

- 42 The OACPS recalls the ACP-EU Joint Parliamentary Assembly Communiqué of 25 October 2021, on Climate Action for COP26, whereby it expressed concern about the possible adverse impacts of the Carbon Border Adjustment Mechanism. While acknowledging the possible efficiency of carbon border taxes as decarbonisation tools for some countries and/or regions, these may impose possible difficulties for traders and exporters from developing countries to finance necessary investments towards low carbon production processes and methods, on top of their efforts to address the impacts of climate change and

their commitments on adaptation and mitigation action. Therefore, the OACPS asks the COP to facilitate and encourage more dialogue between Parties in general on carbon border taxes in the context of climate action. The OACPS also calls on developed country Parties that seek to employ such mechanisms to include finance and other support measures for developing countries in general - LDCs, SIDS and land-locked countries in particular - to ensure that these countries do not suffer any unintended consequences of such measures, in an effort to promote a just transition towards low carbon developments.

■ CLIMATE CHANGE AND INTERNATIONAL LAW

- 43 Aligned with the decision made at the 114th session of the OACPS Council of Ministers on 8 and 9 June 2022, the OACPS urges all UN Member States to adopt the UN General Assembly Resolution at its 77th Session, for an Advisory Opinion from the International Court of Justice

on the obligations of States, under international law, to protect the rights of people and individuals of the present and future generations against the adverse effects of climate change.





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AFRICA



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