

Developing countries stress importance of equity in the global stocktake

Bonn, 15 June (Hilary Kung) –At the closing plenary of the technical dialogue on the global stocktake (GST) held under the UNFCCC's Subsidiary Bodies (SBs) in Bonn, Germany on 14 June, several developing countries and their groupings stressed the importance of taking into account equity considerations in assessing the collective progress of Parties in implementing the goals of the Paris Agreement (PA).

Many of them emphasized the need to address the equitable access to the carbon budget to limit temperature rise under the PA, while taking into account the historical emissions of developed countries. Equity and just transitions were stressed as overarching considerations for developing countries in scaling up ambition in mitigation.

(The first GST will take place in 2023, to assess the collective progress of Parties in achieving the Agreement's goals, including on mitigation, adaptation, and the means of implementation and support, in light of equity and the best available science. The issues of loss and damage as well as response measures are also being considered).

At the Bonn session, the technical assessment phase of the GST began, with the holding of an opening plenary session, roundtables and discussions in a 'world-café' format. The closing

plenary was convened to hear from Parties the reflections on the discussions.

Pakistan is speaking on behalf of the **Group of 77 and China** said that the focus has been on looking at the challenges and opportunities for enhancing implementation, ambition, and international cooperation in mitigation, adaptation and the key enablers of finance, technology transfer, and capacity building for developing countries, as well as addressing response measures and loss and damage. Focused discussion on these issues should be given more detail and time during the session to elicit from Parties and other contributors of inputs more holistic, systemic, cross-cutting, equity-oriented, backward and forward-looking information inputs to be assessed and discussed, said Pakistan.

It also stressed the need to seek more inputs, including information coming from regional reports of regional organizations that may be relevant to the assessment of collective progress, as well as information about relevant systemic transformations, barriers and enablers, adding that sufficient regional representation of developing countries within GST activities is important and also called for more voices from the global South to speak and be heard, particularly from developing countries' governments, experts, and non-Party stakeholders, to share their expertise, lived experiences and realities, and proposals.

Saudi Arabia on behalf of the **Like-minded Developing Countries (LMDC)** said that the PA brought us all together 7 years ago around common goals, albeit through common but differentiated responsibilities and respective capabilities (CBDR-RC), we are now pausing momentarily to ask ourselves if it is working; what do we need to continue pursuing and what are the gaps?

On mitigation, it said that participants were presented with multiple pathways by the Intergovernmental Panel on Climate Change (IPCC) experts, which keep our temperature goals alive. All these reaffirm to us with certainty that deep reductions are needed, but there are many options presented which could achieve that, it added. The LMDC also indicated that the most appropriate strategies depend on national and regional circumstances, including enabling conditions and technology availability and most (of the pathways) do not make explicit assumptions about global equity, environmental justice or intra-regional income distribution. It added that the remaining carbon budget is abysmally small, with a concurrent reality that developing countries face a climate challenge and a development challenge and that equity is cross-cutting in our understanding of the GST, including the matter of equitable distribution of the carbon budget.

It said that there was also a discussion on carbon dioxide removal methods to counterbalance residual GHG emissions. It stressed that as regards those approaches, the protection of Mother Earth is essential, including through eco-based approaches and sustainable forest management, which should not be confused with an automatic sink for developed countries to overlook mitigation responsibilities.

The LMDC stressed that pre-2020 commitments still exist and continue to persist and must be considered, adding that this is the time for the ambition of implementation and ambition of action. More targets will not be more useful, if we are not focusing on action and implementation on the ground, it said further and that ambition is multifaceted and inter-dependent and that we cannot discuss ambition of action, without discussing the critical gaps that remain in support. It said that equity and just transitions will continue to be overarching areas of importance that

cannot be addressed in isolation, but must be at the heart of our discussion on raising ambition.

For the LMDC, the equitable, not equal, sharing of the remaining carbon budget is rooted in the Convention and PA's understanding of historical responsibility for the current climate crisis. It said that the experts outlined the historic emissions, as well as the explicit relationship between such emissions and development that ensued in regions globally. It is only common sense that the developing world is allotted the equitable share of the remaining carbon budget in its pursuits of sustainable development, poverty eradication and economic diversification. It also underscored that any attempt, through the outputs of the GST, to depart from or renegotiate any element of the bottom-up nature of the PA in any shape of form will not be accepted.

On adaptation, the LMDC said that the global goal on adaptation (GGA) is an explicit goal within the PA, which still does not have agreement on substantively. In order to be able to achieve such a goal we need to define it, both qualitatively and quantitatively, and swiftly advance worth towards its achievement. Identifying the parameters of the GGA will take us one step closer towards the full implementation of the PA, it added further.

It also asked why Parties could not come to an agreement on what is climate finance and why the financial pledges remain as pledges and are severely lacking. It said that there is agreement that we want more ambition, but we also need to be sincere in applying that same urgency across thematic areas if we are committed to addressing the climate challenge.

Algeria, speaking for the **Arab Group** shared its expectations for the next technical dialogue. The GST has to reflect further on the manner to operationalize equity and just transition to carbon-neutral production and consumption modes. These principles have to be contextualized in a balanced manner by referring to the Convention and its PA, having in mind the principle of CBDRRC and Parties' national circumstances. Hence, it said that we have to reflect on the manner to apply the principle of equitable sharing of the remaining carbon budget in a concrete manner. Access to the remaining car-

bon budget is not only about mitigation, but has to be materialized in relation to other aspects, namely adaptation to the negative impacts of climate change and the provision of support to developing countries. It also proposed to focus reflections on the equitable sharing of the remaining carbon budget on regional aspects adding that this kind of analysis would provide a sharper idea about the gaps, constraints, and obstacles to reaching the objectives set out by Article 2 of the PA, following equity and the best available science.

It said that the work of the GST needs to focus on the identification of aspects related to the enhancement of experience-sharing on actions with high mitigation potential, on data-management systems leading to the development of assumptions and projections taking into consideration the regional and national contexts, including socio-economic aspects, the attainment of the sustainable development goals and the Parties' NDCs.

Ethiopia, speaking for the **Least Developed Countries (LDCs)**, said that in relation to mitigation, it wanted LDC-specific information adding that information related to NDC ambition and implementation was not extensively discussed, as well as the kind of leadership role the major economies can play to put us on the path of 1.5 in this critical decade. It expressed disappointment on the lack of attention given to the topic of loss and damage topic. On the financial needs and gaps, it said that the various findings should be well captured and progress towards Article 2.1(c) of the PA should centralise issues of equity and justice keeping in mind the context of LDCs. On technology, it sees the GST as a process to measure progress of transformational change, long term vision, cooperation and delivery of ambition in the technology framework under article 10 of the PA. It added that the outputs of this process should clearly show gaps in actions and support to realize the PA's long-term goals and drive action across all thematic areas.

Brazil speaking on behalf of **Argentina, Brazil and Uruguay (ABU)**, said that discussions included the importance of developed countries taking the lead by undertaking economy-wide absolute emission reduction targets and developing countries continuing

enhancing their mitigation efforts as mandated by Article 4.4 of the Paris Agreement (PA). It said that the collective progress in adaptation should be assessed through observed and projected impacts and risks; adaptation measures and enabling conditions; and climate resilient development. It was of the view that the global goal on adaptation (GGA) is a crucial issue which needs to be considered at the next dialogue. On finance, it highlighted the need for the GST to address not only the progress achieved in capacity-building, technology and finance, but most importantly provide us with relevant information on how to overcome the current barriers and challenges faced by developing countries in means of implementation. These include enhancing direct access to grant-based resources, leapfrogging on the development, transfer and deployment of low greenhouse gas (GHG) emissions technologies and taking a demand-driven, context-based approach toward capacity-building. It reiterated the importance of continuing to consider relevant cross-cutting issues like historical responsibilities, common but differentiated responsibilities (CBDR), equity and the best available science.

Trinidad and Tobago, speaking for the **Alliance of Small Island States (AOSIS)** said that we are out of time for inaction. If we fail to close the 2030 gap, the 1.5°C limit of the PA will be lost and we are on track to blow past 3°C with all the devastating consequences that we learned about from the recent IPCC reports. For warming beyond 1.5°C, ever more limits to adaptation will be surpassed and ever-increasing loss and damage is the consequence. This grim reality is a truly cross-cutting issue that we all need to face in this dialogue. A focus on equity and the best available science means that we all need to face the fact that everyone needs to do more, and much more. We need more ambition, we need more adaptation, we need more implementation and support including financial support for addressing loss and damage, added AOSIS.

It said that it heard discussion about how to split up the remaining carbon budget, and that without urgent emissions reductions, the remaining carbon budget for 1.5°C will be running out in just a couple of years and soon, there will be nothing left to split. It called for an urgent need to discuss the cross-cutting perspective on equity.

Panama, speaking for the **Independent Alliance for Latin America and Caribbean (AILAC)** called for the setting up of round tables with expert discussions on the tools available to operationalize the shift to different development pathways and sectoral transitions and transformations, with a holistic review of the necessary enablers and drivers, and how they can be put in place, in particular, to allow developing countries to undertake the necessary transitions towards 1.5°C.

Zambia speaking on behalf of the **African Group**, wanted to see a sharper focus on the GGA, where the work in that dialogue should begin to inform the GST, adding that some guidance will be needed on the adequacy and effectiveness of adaptation efforts and actions, and generally the Article 7.14 mandates of the PA. It said further that the cross-cutting issues, such as equity, CBDR-RC and support are also central to the compilation of the big picture aggregate assessment of where we are. It called for a special focus on cross-cutting issues and linkages between the various thematic issues. Zambia added that the outcome of the GST should inform discussions on the new collective quantified goal (NCQG) on climate finance.

India looked forward to a summary report (of the 1st GST) that is comprehensive and inclusive, that captures all points of view expressed in the dialogue. On the process, it wanted a wider coverage of issues beyond the IPCC that are relevant to the GST process. It said there is a need for expert inputs that cover varied points of view rather than a selection rule of numerical majority from the literature, with the adequate presence of experts from non-Party stakeholders from the developing countries.

On substance, India stressed the need to continue to explore all issues keeping in view the principles of equity and CBDR-RC and operationally from the perspective of fair access to the global carbon budget. It emphasized that the basis of equity considerations must begin with the full carbon budget, of which the equitable access to the remaining carbon budget will be a part. This approach will put the past, present and future in a unified framework, that is obvious since it is all cumulative emissions that contribute to the

global temperature increase. It said that one of the key issues raised in the dialogue had been the need for developed countries to take the lead in mitigation, adaptation, loss and damage and means of implementation, all of which are underpinned by their overconsumption of the global carbon budget. It is this lack of this leadership of developed countries which has been one of the profound drags on global climate action, and the GST would fulfil its purpose in a major way if we were able to discuss this in some detail, including hearing from developed countries on how they propose to overcome it. It also said further that it had been an ambitious effort to undertake the GST when definitions of climate finance are still under discussion, and intensified work on the global goal on adaptation (GGA) has been begun again after slow progress. These aspects must be kept in mind.

China said that the understanding of the carbon budget and emission pathways should be on the basis of equity and CBDR-RC, and in light of the best available science. In international cooperation, the adequate and matched support and the leading role of developed countries in mitigation actions would be the essential enablers for developing countries to implement climate actions, it added. It also called for more voices and experts from developing countries to address the imbalance in subsequent technical dialogues and also called for more time and discussion to be given to cross-cutting issues and topics raised by developing countries, including equity, historical responsibilities, economic diversification, just transition, the GGA, and the effectiveness of technology transfer and capacity building.

Bolivia said that in the assessment of the collective progress of actions, there is the need to address the effective protection of Mother Earth, and not only of living beings. It stressed the need to address fully the potential of non-market approaches as the only way to achieve a real transformation in the world, strengthening the economies of solidarity, reciprocity and complementarity, adding that moving away from greed and capitalism is the only way to eliminate the structural drivers that are producing the current climate crisis. It also called for the equitable distribution of the carbon space, based on equity and

historical responsibility, and to avoid a new phase of “carbon colonialism”, which is an attempt to impose binding obligations on developing countries in order to achieve net zero by 2050, while giving enough flexibility and comfort to developed countries to achieve their transition to zero-carbon economies.

It added further that the GST must take into account history and that the future cannot be addressed without looking backwards to what happened in the past and stressed the need to address the pre-2020 commitment gaps in the assessment of progress. It also called for the involvement of the UNFCCC’s Local Communities and Indigenous Peoples platform (LCIPP) to introduce views of living in harmony with Mother Earth in order to address the climate crisis and its solutions based on multiple worldviews systems of knowledge, and not only base the GST on the western science.

Canada said there was successful progress in Bonn, but despite this, the science is clear that we are not moving fast or going far enough, adding that the technical dialogue has demonstrated that there are real solutions available to use now. It highlighted the example in the mitigation roundtable of the EU Green Deal for a robust policy framework for driving down emissions across economies in the nationally determined contributions (NDCs). While appreciating the contributions of the IPCC experts on the latest scientific assessment, it also appreciated the multiple dimensions of the equity on climate actions and the importance of just transition for workers at high emitting sectors. It said further that from its perspective, equity does not entail a race to capture a larger share of the remaining carbon budget.

Australia said that it had high expectations for this process to lead to high collective NDC ambition. It added that there is a direct relationship between aggregate mitigation efforts and the level of adaptation required and loss and damage accrued, and highlighted the need for all high major emitters to continue efforts for the highest possible ambition in their mitigation efforts. It also called for a greater need to focus on the leadership role played by women in challenges in adapting to climate change as well as the experiences and knowledge of indigenous people, in

delivering assistance to the vulnerable communities this will make sure our system reaches the most vulnerable communities in all of our countries. It also said further that despite increases in global climate finance, we have identified a significant gap in terms of access, and this really highlights the urgent need to shift all financial flows to the goals of the PA .

The **United States (US)** said that it appreciated the candid conversations during the dialogue and agreed with the LMDC that sufficient time was needed to unpack the issues at hand. On mitigation, the US said that presentations highlighted the latest science that although we are starting to bend the emission curve, we are not on track to 1.5°C pathway. The US is concerned that the mitigation discussion has too little focus on the opportunities to enhance action and too much focus on who should do what and why.

It wanted future roundtables to focus on the greatest opportunities for global mitigation efforts, including the sector-specific discussion and initiatives which can contribute to the discussion on opportunities to enhance mitigation efforts in relation to Parties’ NDCs and long-term strategies. It referred to the role of methane and the importance of just transition and incentives to promote zero-emission vehicles. On finance, it said that as per the IPCC, there is sufficient global capital available to meet the goals of the PA but more needs to be done to shift this capital to align with the PA goals. On adaptation, it said that there was a good exchange on the past, current and future risks and the need for improved governance. In terms of support for adaptation, it stressed the role of private sector actors as they work to build resilience across the supply chain and wanted further discussions on the above.

At the contact group meeting held on the afternoon of June 14 on the GST, Parties reiterated many of the points they raised during the closing plenary of the GST’s technical dialogue. They will meet again on June 15 to finalise procedural conclusions on the way forward and the next steps.