



ORGANISATION OF AFRICAN, CARIBBEAN AND PACIFIC STATES (OACPS)



OACPS ISSUES PAPER FOR THE GLASGOW CLIMATE CHANGE CONFERENCE (COP26)

31 OCTOBER – 12 NOVEMBER 2021

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¹ https://www.ipcc.ch/report/ar6/wg1/downloads/report/IPCC_AR6_WGI_Headline_Statements.pdf

² Ripple, William J.; Wolf, Christopher; Newsome, Thomas M.; Baarnard, Phoebe; et al. (5 November 2019). «World Scientists' Warning of a Climate Emergency». BioScience. <https://academic.oup.com/bioscience/article/70/11/5610806>

³ Ripple, William J.; Wolf, Christopher; Newsome, Thomas M.; Gregg, Jillian W.; et al. (28 July 2021). «World Scientists' Warning of a Climate Emergency 2021». BioScience.

⁴ https://unfccc.int/sites/default/files/resource/cma2021_08_adv_1.pdf

⁵ <https://www.noaa.gov/news/its-official-july-2021-was-earths-hottest-month-on-record>

⁶ Warming stripes show that climate change is here and now». WMO.int. World Meteorological Organization. 21 June 2021. Archived from the original on 22 June 2021. <https://public.wmo.int/en/media/news/warming-stripes-show-climate-change-here-and-now>



A. INTRODUCTION

1 | The Glasgow Climate Change Conference, which is scheduled to be held in Glasgow, United Kingdom, from 31 October to 12 November 2021, will consist of the following meetings:

- The **26th session of the Conference of the Parties (COP 26)** to the United Nations Framework Convention on Climate Change (UNFCCC).
 - **World Leaders Summit**, which will take place on Monday, 1 November, and Tuesday, 2 November, under the high patronage of her Majesty the Queen of England. This is the first part of the high-level segment for Heads of State and Government for the 26th session of the Conference of the Parties (COP26).
- The **16th session of the Conference of the Parties** serving as the Meeting of the Parties to the **Kyoto Protocol (CMP 16)**.
- The **3rd session of the Conference of the Parties** serving as the Meeting of the Parties to the **Paris Agreement (CMA 3)**.
- The **52nd - 55th sessions of the Subsidiary Body for Scientific and Technological Advice (SBSTA 52-55)**.
- The **52nd - 55th session of the Subsidiary Body for Implementation (SBI 52-55)**.

2 | The 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.¹

3 | A follow-on to the 2019 World Scientists' Warning of a Climate Emergency² noted "*an unprecedented surge in climate-related disasters since 2019*" and stated "*there is mounting evidence that we are nearing or have already crossed tipping points associated with critical parts of the Earth system*"³.

4 | According to the most recent 'NDCs Synthesis Report', published on 17 September 2021 by the UNFCCC Secretariat, current commitments of all 191 Parties to reduce Greenhouse gas emissions (GHG) under the Paris Agreement are not enough to limit global temperature rise to 1.5°C. This implies that we are not on the pathway to meet the Intergovernmental Panel on Climate Change (IPCC) recommendations⁴.

5 | COP26 is being held against the backdrop of the COVID-19 pandemic, as well as a new record year of climate change impacts with July 2021 being considered as the world's hottest month ever recorded, according to new global data released in August 2021 by the United States' National Oceanic and Atmospheric Administration (NOAA)⁵.

6 | The World Meteorological Organization (WMO) wrote that "*2021 is a make-or-break year for climate action, with the window to prevent the worst impacts of climate change which include ever more frequent more intense droughts, floods and storms—closing rapidly.*"⁶

7 | In preparation for COP26, 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 supporting members and regions of the OACPS in their implementation of the UNFCCC, its Kyoto Protocol and the Paris Agreement. This support is offered on the basis of equity and the principle of common but differentiated responsibilities and respective capabilities. The OACPS encourages developed countries to take the lead in the fight against climate change and to do their fair share in helping the international community reduce green-house gas emissions.

9 | The 112th Session of OACPS Council of Ministers held on 7 and 8 July 2021 endorsed the OACPS Resolution on Climate Action in preparation for COP26 (Resolution 1/CXII/21), as the starting document to build a common OACPS position. The OACPS advocacy actions and engagement towards COP26 have been based on Resolution 1/CXII/21 and will serve the ongoing dialogue with key partners towards and beyond COP26.



B. ISSUES UNDER CONSIDERATION AT COP26

10 | COP26 will bring Parties together to accelerate action towards the goals of the Paris Agreement and the UN Framework Convention on Climate Change. It is not the first time that the UNFCCC Conference of the Parties are expected to commit to enhanced ambition, since COP21. However, there are high expectations for COP26 to deliver on ambition and action towards meeting the Paris Agreement objectives.

11 | At COP26 delegates will be aiming to finalise the 'Paris Rulebook', the rules needed to implement the Paris Agreement and conclude outstanding issues from COP25 in Madrid, held in 2019.

12 | The UK COP26 Presidency indicated four goals to be achieved at COP26⁷.

1 **Secure global net zero by mid-century and keep 1.5 degrees within reach.** Countries to provide ambitious 2030 emissions reductions targets that align with reaching net zero by the middle of the century. To this end, the COP Presidency is calling on all countries to update their NDCs so that they are in line with holding temperature rise to 1.5 degrees.

2 **Adapt to protect communities and natural habitats.** According to the COP26 Presidency, the international community must unite and support people who are most vulnerable to the impacts of the changing climate. There is also a need for more action to avert, minimise and address the loss and damage that is already occurring from climate change.

3 **Mobilise climate finance.** Developed countries must deliver on their promise to raise at least \$100 billion every year in climate finance to support developing countries. Developed countries must also identify a clear objective and roadmap for mobilising additional finance on top of the \$100 billion. Ahead of COP26, the COP26 Presidency calls on countries to unleash the trillions in private finance that are needed to power us towards net zero by the middle of the century.

4 **Work together to deliver.** As indicated by COP26 Presidency, a focus for the negotiations is finalising the 'Paris Rulebook'. Governments, business and civil society need to work together to raise climate ambition. Furthermore, the COP26 Presidency is working with countries and partners to turn ambition into action.



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⁷ <https://ukcop26.org/cop26-goals/>



C. MITIGATION

13. | 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.

Common timeframes for NDCs

14 | Discussions under SBI agenda item 5 focus on the common frequency and timeframes by which Parties update or communicate their NDCs.

15 | According to Decision 6/CMA.1, from Katowice, Parties shall apply common timeframes to their nationally determined contributions to be implemented from 2031 onward. SBI 50 considered this agenda item and agreed to continue considering this matter with a view to recommending a draft decision for consideration and adoption by the CMA at COP26.

16 | The OACPS reaffirms its existing commitment to strengthening the global response to the threat of climate change, from all countries, and calls on all Parties to commit to further strengthening their greenhouse gas emissions reduction targets before the next round of NDCs, and to enhance their adaptation actions and ambition, with developed countries scaling up technical and financial support, including capacity building for and technology transfer to developing countries. The OACPS confirms its commitment and support to the adoption of a decision on common timeframes for NDCs in line with the Paris Agreement. In order to facilitate the comparability of NDCs, a single common timeframe is needed to ensure the global stocktake's effectiveness and environmental integrity, to avoid lock-in to NDCs and to enable raising of ambition. The OACPS position is that the COP should adopt a 5-year NDC timeframe.

17 | The OACPS commits to cooperate on enhanced disaster risk reduction and resilience to the short and long-term impacts of disasters, and to pay particular attention to promoting coordination, complementarity, and synergies between disaster risk reduction and climate change adaptation strategies.



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D. ADAPTATION

18 | The OACPS reiterates the urgency of taking action to address climate change, ensuring that adaptation is given the same treatment as mitigation; that transparent, at-scale, appropriate, easily accessible, additional and predictable financial resources are made available in order to support climate adaptation and resilience building initiatives, specifically for the most vulnerable countries, such as OACPS' Small Island Developing States (SIDS), low-lying coastal countries, Least Developed Countries (LDCs), and Land-locked Least Developed Countries (LLDCs).

19 | The OACPS calls for global momentum to accelerate action on adaptation and welcomes the continued efforts of members of the OACPS, regional agencies and non-state actors to transition to low greenhouse gas emissions development and climate resilient economies, as exemplified in their ambitious revised NDCs.

20 | The OACPS stresses that flexibility should be afforded to developing countries in the submission of NDCs based on varying national circumstances and urges the COP26 to adopt a decision on the implementation timeframe.

21 | The OACPS calls for additional support, including easily accessible, long-term and predictable finance for the urgent implementation of adaptation actions, National Adaptation Plans (NAPs), and the adaptation component of NDCs for all 79 members of the OACPS, particularly African countries, SIDS, LDCs and LLDCs, which are most vulnerable to the impacts of climate change.

22 | The OACPS calls also for further guidance on Adaptation Communications as important documents in

the context of the ongoing discussions on the Global Goal on Adaptation (GGA) and to inform the Global Stocktake. Further Calls for the Communications to include priorities for support needs, plans, and actions, and to be an integral part of NAPs, NDCs, or national communications, and to not create additional reporting burdens for developing countries, noting in particular challenges related to adaptation data – including types, availability, collection and assessments.

23 | The OACPS stresses that adaptation should be given greater prominence at COP26, with a clearly articulated GGA, with relevant processes on how to measure progress, and with clear methodologies on how to translate the GGA into national frameworks, complemented by the development and application of risk-informed methodologies for assessing adaptation needs through the development of climate services for adaptation, provisions for adequate finance, capacity building, and technology support, particularly for developing countries.

Warsaw International Mechanism (WIM) for Loss and Damage

24 | The OACPS emphasises the importance of addressing loss and damage associated with the adverse effects of climate change, including extreme weather events and slow onset events. Loss and Damage must be included in the operationalisation of the Paris Agreement. The OACPS calls for scaled financial contributions and capacity building efforts for developing countries, particularly for the most vulnerable such as SIDS, LDCs and LLCs, and to making the Santiago Network for Loss and Damage fully operational.

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E. MEANS OF IMPLEMENTATION/1

Matters relating to finance

25 | Members of the OACPS look forward to strong leadership from developed countries at COP26, to provide clarity, certainty and predictability on how they will redouble their long-term commitments to mobilise at least US\$100 billion in climate finance in the post-2020 period and beyond, as well as mechanisms to coherently access and canalise that finance.

26 | The OACPS welcomes the launch of the deliberations on the new collective quantified goal (post-2025) on finance that will start at COP26.

27 | The OACPS calls for decisions on modalities for biannually communicating finance information, from

developed countries, while reflecting the needs of vulnerable countries, and providing clarity on how to scale up climate finance beyond the current US\$100 billion commitment.

28 | The OACPS calls also on the Green Climate Fund (GCF), the Global Environment Facility (GEF), and the Adaptation Fund (AF) to expedite work on simplifying and harmonizing procedures on access to finance, and facilitating access to impactful financial resources, in particular for African countries, LDCs, and SIDS, in the context of their national climate strategies and plans, taking into account the actions needed to maintain global temperature rise below 1.5°C, as highlighted in the IPCC Special Report on 1.5°C.





E. MEANS OF IMPLEMENTATION/2

Article 6

29 | Matters relating to Article 6 of the Paris Agreement being negotiated 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.
- c) Work programme under the framework for non-market approaches referred to in Article 6, paragraph 8, of the Paris Agreement.

30 | The OACPS stresses that work on Market Mechanisms, under Article 6 of the Paris Agreement, includes safeguards to avoid double counting and ensures environmental integrity, while at the same time facilitating the implementation of NDCs and progressively more

ambitious mitigation efforts by Parties. The OACPS recognises that Parties can choose voluntary cooperation to implement their NDCs, to allow for higher ambition both in their mitigation and adaptation actions, and to promote sustainable development and environmental integrity. Consideration should also be given to the possibility of leveraging Article 6.4 to enhance the scope of mitigation actions by linking them to adaptation or contributing towards enhancing climate adaptation actions through a predictable source of financing.

31 | The OACPS emphasises that the first global stocktake, which is due to take place in 2023, should be undertaken in a comprehensive and facilitative manner, taking into consideration mitigation, adaptation, and the means of implementation and support, and remaining mindful of equity and the best available science.

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E. MEANS OF IMPLEMENTATION/3

Modalities, procedures and guidelines (MPGs) for the Transparency Framework for Action and Support

32 | The OACPS recognises the importance for Parties to prepare and submit the first biennial transparency reports by 2024, and to implement the Enhanced Transparency Framework (ETF) under the Paris Agreement, and henceforth calls for the development of common modalities, procedures and guidelines (MPGs) for the ETF, to promote effective implementation and provide a clear understanding of the climate change actions to be undertaken, ensuring to include the principles of:

- No backsliding to enhance existing arrangements under the Convention;
- Different starting points providing flexibility for developing countries;
- Improvement over time with support to be provided to developing countries on a continuous basis, to build transparency-related capacity over time; and,
- Incorporating loss and damage reporting and linking it to the Global Stock-take.

33 | The OACPS stresses the importance of COVID-19 recovery finance and debt reduction strategies in achieving the long-term temperature goal of the Paris Agreement and supporting national and/or sectoral climate actions for the most climate- vulnerable.

34 | The OACPS promotes mutually reinforcing solutions to the biodiversity, land degradation, and climate challenge, highlighting the role of ecosystem-based approaches and land use that have dual adaptation and mitigation benefits.

35 | The OACPS emphasises the importance of highlighting Action for Climate Empowerment (ACE), under Article 12 of the Paris Agreement, balancing its six elements (education, training, public awareness,

public participation, public access to information, and international cooperation) and providing clarity on the next steps to structure a successor to the Doha Work Programme.

36 | Members of the OACPS reiterate their commitment to working together and with partners, to support ambitious climate action and seek further opportunities to receive and mobilise access to climate finance in support of OACPS actions relating to adaptation, mitigation, and building resilience to climate change, noting ongoing recovery efforts to mitigate the impact of the COVID-19 pandemic.

37 | The OACPS seeks and calls for further means of implementation and investment towards the full and effective implementation of the United Nations Framework Convention on Climate Change and its Paris Agreement.

Technology development and transfer

38 | Intellectual property rights (IPRs) constitute an important issue for many OACPS Member States to access technology. The OACPS stresses that Research and Development Programmes should facilitate the transfer of technologies that are in the public domain, as part of international cooperation. For technologies that are patented, the OACPS calls for further discussions and encourages international cooperation, to ensure developing countries have access to patented technologies to facilitate their transition to low carbon economies.





F. THE GLASGOW CLIMATE CHANGE CONFERENCE (COP26)

Summary of issues of Concern for the OACPS

39 | The latest Intergovernmental Panel on Climate Change (IPCC) Report, published in August 2021, confirms that global warming will rise from 1.5°C to 2°C by the middle of the 21st Century, unless immediate, profound, large-scale, and sustained measures are taken to reduce CO₂, methane, and other greenhouse gas emissions. However, the scale of efforts required to address climate change remains insufficient, despite submissions of revised and new NDCs. For the 79 members of the Organisation of African, Caribbean and Pacific States (OACPS), which include Small Island Developing States (SIDS), Least Developed Countries (LDCs) and Land-Locked Countries (LLDCs), the rising temperatures and the impacts of climate change are higher and more significant than the global average.

Therefore, the OACPS calls for increasing ambition and expects COP26 to identify further commitments for urgent global action in the context of enhanced and more ambitious NDCs to be submitted in the next cycle.

40 | Adaptation is key for developing countries and the OACPS acknowledges that the current needs of developing country Parties for adaptation are significant.

The OACPS calls for enhanced support for adaptation, in particular through the Green Climate Fund, among others.

41 | The consideration of the new quantified goal on finance, originally set for 2020, should be based on the lessons drawn from experience relating to meeting the USD 100 billion pledge and informed by the needs of developing countries. In this regard, stresses the importance of establishing a structured consideration

within the UNFCCC, in order to conclude this work.

The OACPS affirms that a new collective quantified goal on finance by developed countries, with a significant publicly funded component, is one of the key leverages for climate action in developing countries.

42 | 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.

The OACPS reiterates that developed countries must honour their commitment and to 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.

43 | Voluntary cooperation under Article 6 of the Paris Agreement and arrangements for the enhanced transparency framework are some of the remaining issues from the Katowice package of decisions.

The OACPS encourages Parties to advance technical discussions and work in unison towards ensuring that all outstanding matters under the Paris Agreement Work Programme are completed at COP26.

44 | The OACPS, with its 79 Member States, pledges its full support to the incoming UK Presidency of COP26 and stresses that it will work in a collective, balanced, fair and transparent manner during the upcoming negotiations to ensure that COP26 is a success.



G. OTHER ISSUES FOR COP26

45 | The OACPS recalls the importance of the ocean-climate nexus and acknowledges the interlinkages between the global challenges of biodiversity loss, climate change and environmental degradation. We further note the positive contribution of ecosystems-based approaches in addressing these challenges, and the need to conserve and protect forest cover, and to ensure the integration of climate change and disaster risk reduction measures in sectoral issues and policies such as water, energy and food security, among others. In this context, the OACPS welcomes the work of the 14th Nairobi Work Programme (NWP) Focal Point Forum on biodiversity and climate change adaptation, which will be held under the guidance of the SBSTA Chair in Glasgow.

46 | The OACPS expresses its concerns of the logistics challenges to participate in COP26 in Glasgow, including high costs of travel and accommodation, coupled with COVID-19 vaccine, quarantine and testing measures, and visa requirements and lengthy processing of these. This has prevented the physical participation of many members and regional delegates of the OACPS at an important time for decisions to be taken by the Parties to the UNFCCC and Paris Agreement.





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