



COP24 REPORT

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OUTCOME OF THE TWENTY- FOURTH CONFERENCE
OF PARTIES TO THE UN FRAMEWORK CONVENTION
ON CLIMATE CHANGE COP24 - HELD
IN KATOWICE, POLAND

(2-15 December 2018).

Civil Society Coalition for Climate Change (CSCCC)

CSCCC provides a networking platform for civil society organizations, climate experts, academia, researchers, media, private sector and concerned citizens to exchange ideas and build synergies while preserving and strengthening the autonomy and independence of its members. The coalition approach was adopted to enhance civil society capacity for effective engagement with policy makers to support mitigation and adaptation actions that build resilience and reduce vulnerability at all levels by integrating adaptation into relevant socio-economic and environmental policies for sustainable development. The concept of the coalition is in line with the Lima-Paris Action Agenda (LPAA) and Paris Agreement on Climate Change which recognizes civil society as a key player in framing climate policies to strengthen climate governance. The strategic focus of the coalition also covers Agenda 2030 for Sustainable Development particularly SDG13 (Climate Action). CSCCC works with "A Whole of Government Approach" and follows the guidelines of "Open Government Partnership (OGP)" to achieve its objectives.

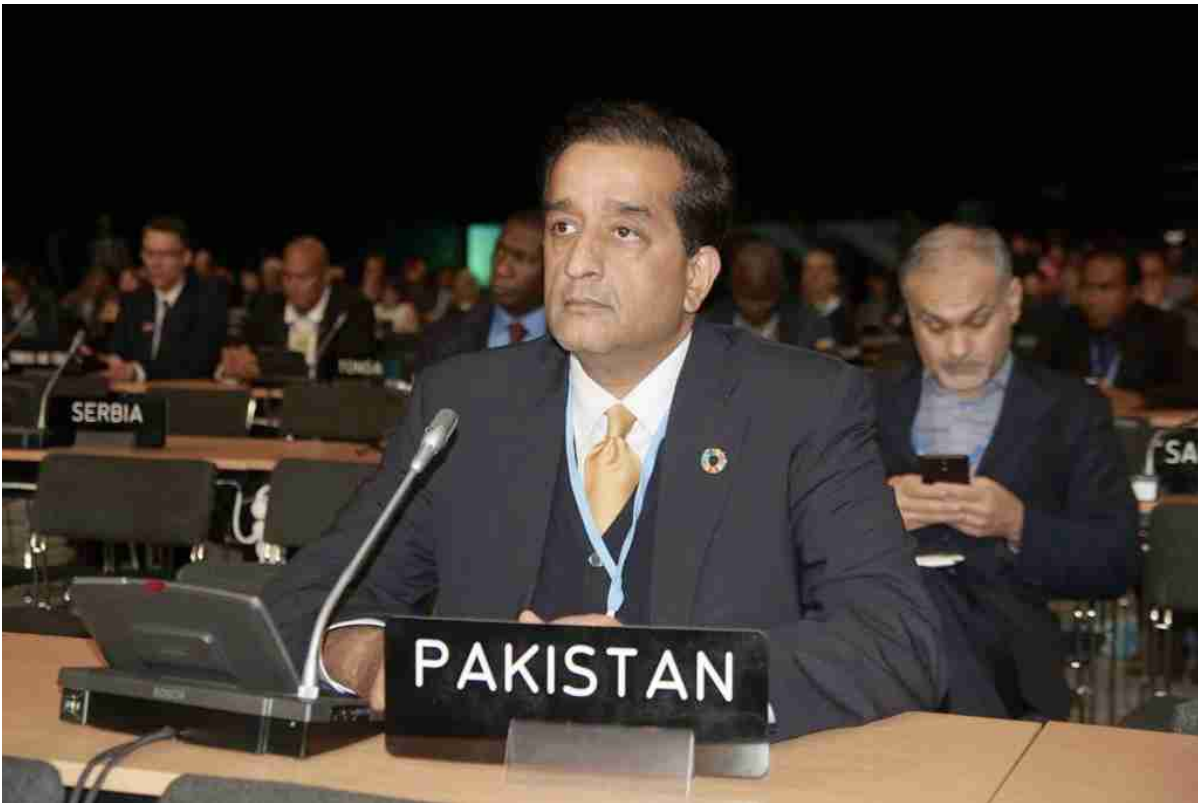
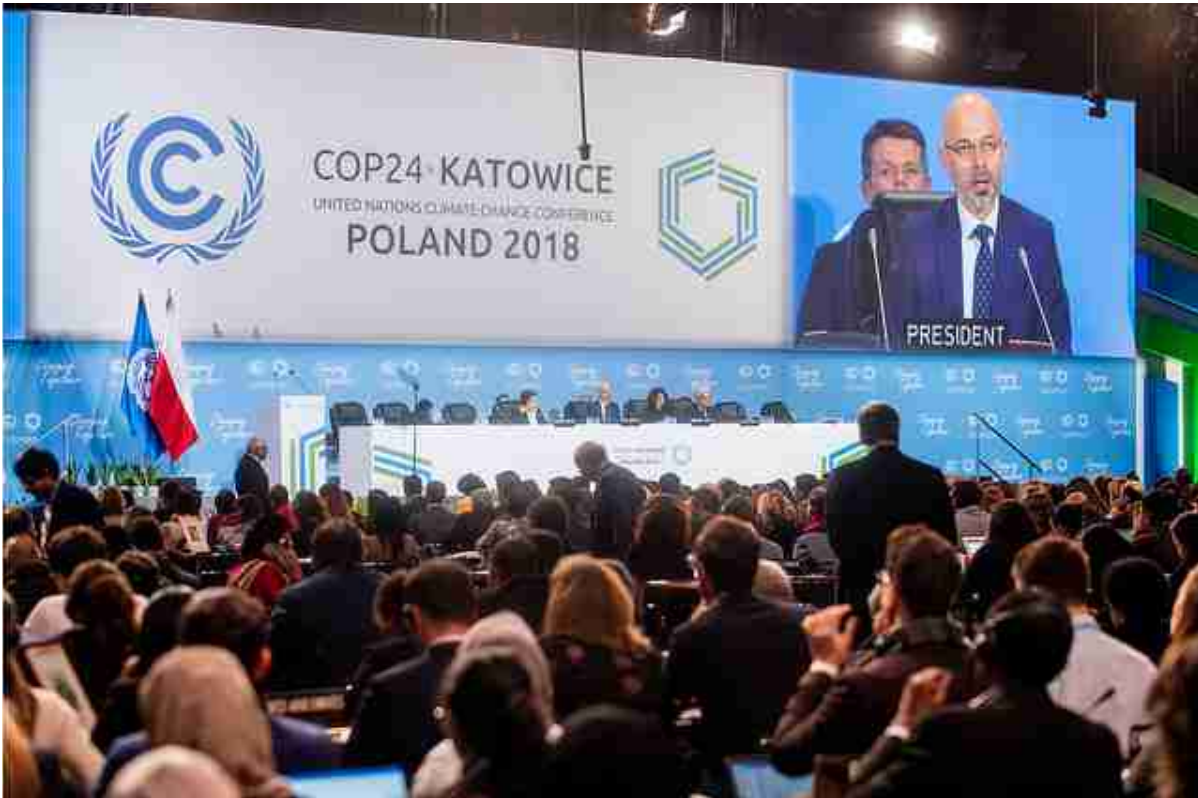
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PREFACE

I am pleased to share the report of the outcome of the twenty fourth conference of parties to the UN Climate Change Convention (1992) and the Paris Climate Agreement (2015), popularly referred to as COP24 held in Katowice (Poland) in December 2018 compiled by Ambassador (R) Shafqat Kakakhel on behalf of the Civil Society Coalition for Climate Change (CSCCC).

The 113- page 'Katowice Package' comprising more than three dozen decisions adopted by COP 24 on 15 December 2018 constitutes what is described as the 'Rule Book' of the landmark Paris Climate Agreement (PA) which will enable the full and effective operationalization of the new and complex blueprint for global climate action.

The Katowice conference represented the successful conclusion of protracted and fraught negotiations over the past three years due to the sharply divergent positions taken by representatives of developed and developing countries on the obligations of parties to reduce carbon emissions in order to reverse the pace of global warming, the reporting requirements of developing countries in respect of their climate related initiatives, and the support given to them by developed countries in tackling climate change. That the 'Rule Book' was adopted unanimously speaks volumes about the resilience of the multilateral system led by the United Nations and the willingness of the developing countries to sustain global solidarity by concurring in even those decisions which do not match their expectations.

The CSCCC report examines the results of COP24 against the backdrop of developments since the adoption of the UNFCCC in 1992, especially the gradual erosion of the principle of equity and recognition of the Common but Differentiated Responsibilities and Respective Capabilities (CBDR-RC) due to the demands of the developed countries. It then proceeds to describe the key elements of the decisions adopted at Katowice on the main pillars of climate action identified in the Paris Agreement, namely, mitigation, adaptation, Nationally Determined Contributions (NDCs) prepared by all countries, finance, technology transfer and development, capacity building, transparency, Global Stocktake, and the Loss and Damage Mechanism.

The report candidly points out that the decisions adopted by COP24 do not take on board the concerns of the developing countries, especially those most vulnerable to the negative impacts of climate change, on Loss and Damage and equity and CBDR as well as the rich countries' commitment to provide adequate financial and other support to developing countries for mitigation and adaptation.

The concluding part of this report describing the implications of the decisions taken at COP24 deserves consideration by the Government of Pakistan which, the report asserts, "will have to establish or significantly strengthen existing climate related institutions" in order to beef up its capacity to comply with its obligations as a party to the Paris Agreement, in general, and for securing support for its efforts to adapt to the adverse consequences of global warming, in particular. Institutional capacities are indispensable for the range of action warranted by the multifaceted effects of climate change.

The CSCCC coordination office and its constituent entities are ready to support the Government of Pakistan, in particular the Federal Ministry of Climate Change, in implementing the Paris Agreement.

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LIST OF ACRONYMS

PA	Paris Agreement
NDCs	Nationally Determined Contributions
TEC	Technology Executive Committee
CTCN	Climate Technology Centre and Network
IPCC	Inter- Governmental Panel on Climate Change
UNFCCC	United Nation Framework Convention on Climate Change
SBI	Subsidiary Body on Implementation
SBSTA	Subsidiary Body on Science and Technology
CBDR	Common But Differentiated Responsibilities
LDCs	Least Developed Countries
SIDS	Small Island Developing States
CTU	Clarity, Transparency, and Understanding
GEF	Global Environment Facility
GCF	Green Climate Fund
PCCB	Paris Committee on Capacity Building
GST	Global Stocktake
SCF	Standing Committee on Finance
CMA 3	Conference of the Parties serving as meeting of the Parties to the Paris Agreement
MPGS	Modalities, Procedures, and Guidelines
CAN	Climate Action Network
WRI	World Resource Institute
GCISC	Global Change Impact Study Centre
CCI	Council of Common Interests
NCCA	National Climate Change Authority
WGs	Working Groups

INTRODUCTION

At its conclusion on 15 December 2018, COP24 adopted a 113- page Katowice Climate Package comprising decisions on various subjects, including the modalities and procedures of mechanisms and measures broadly outlined in the landmark Paris (Climate) Agreement (PA) approved at COP 21 in Paris in December 2015 and left to be amplified through modalities and procedures agreed at subsequent conferences and finalized, at the latest, by COP24. Described as the “Rule Book” of the Paris Agreement these include:

- Mitigation : further guidance in relation to Nationally Determined Contributions (NDCs), such as common time frames of the Nationally Determined Contributions (NDCs) comprising quantitative reductions in the emissions of greenhouse gases (GHG emissions) or qualitative improvements in energy efficiency and the modalities and procedures concerning the monitoring, reporting and verification of the actions taken in pursuance of the NDCs and their results;
- Adaptation: further guidance on communication of actions taken by developing countries for coping with the impacts of climate change;
- Finance : mobilization of financial resources provided by developed countries to developing countries for mitigation, adaptation, development and deployment of low carbon technology , and building of capacities in developing countries, for climate- resilient development as well as information to be provided by parties in accordance with Article 9.5 (Finance transparency), matters relating to the Adaptation Fund, and setting a new collective quantified goal on Finance based on science;
- Technology: scope and modalities for the periodic assessment of the role of Technology Mechanism comprising the Technology Executive Committee (TEC) and Climate Technology Centre and Network (CTCN);
- Transparency: the modalities, procedures, and guidelines for the transparency framework and its instrument meant to ensure compliance;
- The Global Stocktake for reviewing progress in achieving the goals of the Paris Agreement and enhancing ambition as warranted by science; and
- Modalities and procedures for the effective operation of the Committee to facilitate implementation and promote compliance.

COP24 also adopted decisions on Loss and Damage and the Cooperative Mechanisms and Market-Based Mechanisms including carbon trading mentioned in Article 6 of the PA. The latter and the topic of sinks (protection of forests to serve as “sinks” for absorbing and mitigating carbon emissions) would be considered by COP25 to be held in Chile in November 2019.

COP24 also approved a number of decisions on other related subjects such as the Special Report of the Inter- Governmental Panel on Climate Change (IPCC) on Global Warming of 1.5C and the future programs of work of the UNFCCC Secretariat and the COP's principal subsidiary bodies , namely the Subsidiary Body on Implementation (SBI) and the Subsidiary Body on Science and Technology (SBSTA) established under the UN Framework Convention on Climate Change (UNFCCC) which will henceforth serve the Paris Agreement . However, this report mainly covers the decisions pertaining to the “Rule Book” of the Paris Agreement (PA).

Backdrop

COP24 marked the culmination of intensive, protracted, tense and often acrimonious negotiations carried out in half a dozen sessions during COPs 22 and 23 held in Marrakech and Bonn respectively and

preceding and following inter- sessional meetings since early 2016. The negotiations were marked by sharp differences between developed and developing countries mainly over the demands of the developing countries for differentiation in their GHG emission reductions and reporting requirements, the obligation of the developed countries to provide adequate and additional funds, support in transfer of climate friendly technology and capacity building in order to cope with the adverse impacts of climate change and adopt climate- resilient trajectory of development. Developing countries based their demands on the imperative of fairness and justice (equity) defined by the Principle of Common But Differentiated Responsibilities (CBDR) upheld by the UNFCCC and conceded in the Paris Agreement. The North- South Divide was vividly reflected in a 307-page negotiation text referred to COP24 by the last session of negotiations held in Bangkok in September 2018. The hefty text was riddled with 300 or so brackets signifying lack of agreement.

The conclusions of the IPCC's Special Report on Global Warming of 1.5 C issued in October 2018 and the annual 'Emissions Gap' report issued by the UN Environment released in November 2018 lent a measure of unprecedented urgency to the imperative of more ambitious global responses to the worsening threats posed by climate change, in particular concrete measures to reduce carbon emissions. Both reports pointed out that global surface and ocean temperature had already gone up by over 1.C and the adverse impacts of climate change had already been experienced in different parts of the world. They warned that warming of 1.5C would be precarious and if allowed to escalate to 2C or higher it would be hugely catastrophic in terms of more frequent and intense floods and prolonged and severe droughts leading to destruction of coastal communities and ecosystems as well as aggravation of food scarcity and ill- health. The 2018 Emissions Gap report reiterated what the previous years's editions had said about the inadequacy of commitments included in the 2015 NDCs to achieve the goals of the Paris Agreement. It added that emission reductions would need to be five fold higher than the existing ceilings for limiting warming to 1.5 C. The report pointed out that after 3-year stagnation, GHG emissions had shown an upward trend in 2017. (According to the Global Carbon Project carbon emissions rose by 1.6% in 2017 and are likely to go up by 2% in 2018). The IPCC had stated that in order for warming to remain within 1.5 C the world would need to cut carbon emissions by 45% by 2030 compared with 2010 levels. Put differently, carbon emissions will need to be 55% lower than in 2017 to put the world on a pathway to limiting global warming to 1.5C.

The backdrop for COP24 was also marred by political headwinds impeding climate action. President Trump's unabated anti- environment and climate- unfriendly policies including rescinding of the Obama- era Clean Power Act and curbs on fossil fuel- based energy projects and, more recently, his disdainful rejection of the comprehensive report compiled by more than a dozen US federal ministries and agencies highlighting the grave risks posed by global warming to the US had led to fears of similar regressive moves by other developed countries. The emergence of ultra- nationalist and anti- multilateral political parties in Germany and several other European countries which are lukewarm toward climate science also appeared ominous in regard to international cooperation to implement the Paris Agreement although at COP24 EU representatives sought to allay fears of a weakening of political will in Europe to combat climate change. The anti- climate science attitude of the newly elected government in Brazil threatened to undermine the developing countries's joint initiatives in the negotiations.

Climate activists and vulnerable countries had gone to Katowice hoping that the international community, led by developed countries, would announce rapid and drastic curtailment of carbon emissions.

UN Secretary General Antonio Guterres visited Katowice twice to inaugurate COP24 and its high level segment and forcefully called for an agreement on the Rule Book in order to prevent a Copenhagen- like collapse of the negotiations. Eminent personalities such as Sir David Attenborough, Renowned Actor and Ex- Governor of California Arnold Schwarzenegger, Ex- Vice President Al- Gore and eminent intellectual Noam Chomsky addressed delegates and observers urging strong and cooperative responses to climate change.

DECISIONS ADOPTED BY COP24 ON KEY ELEMENTS OF THE PARIS AGREEMENT RULE BOOK

Negotiators had the daunting task of removing hundreds of brackets from the negotiation compilation although the co- chairs had whittled the text down from 307 to 200 or so pages. During the first week much tension was generated by the combined opposition of the US, Russia, Saudi Arabia, and Kuwait to “welcoming” the IPCC Special Report. Initially the negotiations moved at glacial speed but picked up during the second week – marking the “high level segment” – after the Polish presidency, backstopped by veteran negotiators, took over the responsibility of steering the negotiations. The presidency convened informal ministerial- level consultations to hammer out compromises. This caused frustration among delegations excluded from the process but achieved results.

The main points of contention between developing and developed countries related to the question of “differentiation”. Developing countries demanded that developed countries play a larger role in reducing carbon releases and provide financial, technical, technological and capacity building assistance to developing countries both for adapting to the negative effects of climate change and deploying low carbon technologies, especially renewable energy. Developed countries, in line with the policy shift evidenced in the Copenhagen COP in 2009, were only willing to concede a differentiated treatment for the LDCs and SIDS! Other major divisive issues were the adequacy of financial support, the source of funding (developing countries insisted that the funds come from public sources while developed countries wanted to include loans and investments from public and private sources); developing countries' demand for support in the transfer, development and deployment of low carbon technology; and provision of funds for the Loss and Damage Mechanism which encountered fierce opposition from the rich countries.

The 113–page Katowice Package was adopted at night on 15 December, a day later than scheduled.

Salient elements of the key Decisions:

Mitigation

COP24 adopted several decisions on various aspects of mitigation such as further guidance on the nationally determined contributions (NDCs), the main instrument for emission reduction, further guidance for the information to be furnished by parties in order to facilitate clarity, transparency, and understanding (CTU) of NDCs; and elaborating guidance for accounting for NDCs.

Developed and developing countries held divergent positions on nearly all aspects of CTU such as quantifiable information, time frames, scope and coverage, methodologies, fairness and ambition of NDCs' and their contribution to achieve the objectives of the Paris Agreement, and information on adaptation, support, and means of implementation.

The decision adopted by COP24 provided additional guidance on elements that would facilitate clarity, transparency, and understanding (CTU) of commitments to be presented in an annex of their next and subsequent NDCs. The Subsidiary Body for Scientific and Technological Advice (SBSTA) will revise the guidelines based on experience. The decision implicitly permitted the inclusion of adaptation measures by developing countries by stating that the CTU guidance is “without prejudice to the inclusion of components other than mitigation in the NDCs”. The incorporation of adaptation measures which have mitigation effects was explicitly allowed. It also reaffirmed support for assistance to developing countries for mitigation as well as updating of their NDCs. It accommodated the special circumstances of the Least Developed Countries (LDCs) which include most African states and the Small Island Developing States (SIDS) in regard to preparation of low emission strategies and plans of action. The decision reiterated the notion of developed countries leading emission cuts. It also contains guidance on accounting for mitigation aimed at precluding double counting.

The decision adopted by COP24, with reference to Article 4 of the PA dealing with mitigation to be carried out on the basis of commitments mentioned in the Nationally Determined Contributions (NDCs), requires all countries to use the latest emissions accounting guidance from the IPCC, revised in 2006 and currently in the process of being refreshed. Parties could not agree to common time frame of the NDCs (some NDCs cover a 5- year period while others have a 10- year frame). However, parties were urged to adopt a common time frame from 2031 with the number of years to be agreed later.

Another article of the PA relevant to mitigation concerns the various mechanisms such as those under cooperative approaches (involving more than one country) and market and non- market approaches alluded consensus. The short decision adopted states that the topic would be taken up at COP 25 in 2019.

Loss and Damage

Despite strenuous efforts by SIDS and other developing countries, the COP did not approve additional funds for the Warsaw International Mechanism on Loss and Damage Associated with Climate Change Impacts, commonly referred to as the Warsaw Loss and Damage Mechanism, due to the opposition of the developed countries. The decision adopted by the COP, with reference to Article 8 of the PA, referred to the IPCC Special Report, welcomed the 5- year rolling Work Programme of the Warsaw Mechanism and the report of the Task Force on Displacement. The decision “ invited ” all parties to consider developing policies, plans and strategies that seek to avert, minimize, and address loss and damage and reduce disaster risks. Developed countries initially opposed a reference to Loss and Damage in communication related to the Global Stocktake but eventually agreed to it in the decision stating that the “Stocktake” may take into account, as appropriate, efforts to avert, minimize, and address Loss and Damage associated with the adverse effects of climate change”.

Adaptation

The decision on adaptation asserts that adaptation communications are meant to raise the profile of adaptation to the level of mitigation, that the communications on adaptation should be country- driven and flexible, including in the choice of communication or document, and should not place additional burden on developing countries. Parties may include adaptation related information in their reports on the impacts of adaptation or separately. Parties are advised to include all relevant details in their adaptation communications such as national circumstances, institutional and legal arrangements, impacts, risks, and vulnerabilities as well as support needs.

The Adaptation Committee shall develop, in cooperation with the IPCC Working Group 2, further guidance by 2022. The decision invited the Global Environment Facility (GEF) to support developing countries in preparing their adaptation communications. It “encouraged” the Green Climate Fund (GCF), the GEF, Adaptation Fund, the Climate Technology Centre and Network (CTCN) and the Paris Committee on Capacity Building (PCCB) to continue to support developing countries in the implementation of their adaptation policies and plans of action.

Another decision adopted by COP24 reiterates the obligation of countries to biennially communicate indicative quantitative and qualitative information related to Article 9.1 (developed countries shall provide financial resources) and Article 9.3 (developed countries should continue to take the lead), as applicable, including , as available, projected levels of public financial resources to be provided to developing countries, and requests developed countries to submit the biennial communications in an annex. It requests the Secretariat to establish a dedicated online portal for posting and recording the biennial communications and prepare a compilation and synthesis of the information contained in the communications, starting in 2021 with a view to informing the GST. A biennial high- level ministerial dialogue on climate finance shall be held in 2021.

Finance

COP24 adopted several decisions on different aspects of climate finance. The main decision welcomes the 2018 Biennial Assessment and Overview of Climate Finance Flows prepared by the Standing Committee on Finance (SCF), in particular its key findings and recommendations highlighting the

increase in climate finance flows from developed to developing countries. It “welcomes with appreciation” the continued progress of developed countries toward reaching the goal of mobilizing jointly USD100 billion annually by 2020. It “urges” developed countries to continue to scale up mobilized climate finance toward achieving the 2020 finance goal. In response to the loud and persistent demand of the developing countries for treating adaptation at par with mitigation in regard to financial support, the COP merely “urges developed countries to continue their efforts to channel a substantial share of public climate funds to adaptation activities and strive to achieve a greater balance between finance for mitigation and for adaptation, recognizing the importance of adaptation finance and the need for public and grant-based resources for adaptation....”.

Another decision calls for the initiation of deliberations at the Conference of the Parties to the Paris Agreement (CMA 3) in November 2020 on setting a new collective quantified goal from a floor of US \$ 100 billion per year (mentioned in the Preamble to the Paris Agreement!) with the aim to strengthen the global response to the threat of climate change in the context of sustainable development and efforts to eradicate poverty, including by making financial flows consistent with a pathway toward low GHG and climate-resilient development.

Another decision concerning finance transparency mentioned in Article 9.5 of the PA, concerning financial support by developed countries to assist developing countries with respect to both mitigation and adaptation and the obligation of developed countries to take the lead in mobilizing climate finance. The decision elaborated the scope of and modalities for the periodic assessment of the effectiveness and adequacy of the support provided to the Technology Mechanism which should be undertaken in a transparent, inclusive, and participatory manner. The first periodic assessment shall be initiated at CMA 4 (November 2021) as per scope and modalities stipulated in the Annex or as these may be subsequently amended with a view to completing the first periodic assessment at CMA 5 (November 2022). The outcome of the assessment should serve as input to the Global Stocktake.

COP24 also adopted a decision on matters relating to the Standing Committee on Finance (SCF) which welcomed the report of the SCF to COP24 and its 2018 Biennial Assessment and Overview of Climate Finance Flows and encouraged the Committee to take into account the best available science in future Biennial Assessments well as to map, every four years, as part of its Biennial Assessments, information relevant to making finance flows consistent with a pathway toward low- GHG emissions and climate-resilient development. SCF shall report to COP 25 on progress achieved in the implementation of this decision.

Technology

The decision on Technology adopted by COP24 approved the technology framework as contained in an annex; entrusted the Technology Executive Committee (TEC) and the Climate Technology Centre and Network (CTCN) to implement the Technology framework in close collaboration and under the guidance of the CMA. It requested the TEC and CTCN to incorporate the guidance contained in the technology framework into their respective work plan and programme of work, which should also include methods for the monitoring and evaluation of their activities. The TEC and CTCN shall include information in their joint annual report for 2019 on how they incorporated the guidance contained in the technology framework in their joint annual reports. The decision reiterated the importance of financial and other support provided to developing countries for strengthening cooperative action on technology development and transfer.

Capacity Building

The decision adopted by COP24 welcomed the technical report for 2018 of the Paris Committee on Capacity Building, established in pursuance of the Paris Agreement, and invited parties and relevant institutions to provide support and resources to the Committee in implementing its rolling Work Programme for 2017-2019. It also provides for a decision by COP 25 on recommendations concerning capacity building and institutional arrangements for capacity building.

Transparency

The decision on modalities, procedures, and guidelines (MPGS) for the transparency framework established under the Paris Agreement adopted the MPGS for the Transparency Framework which is to be reviewed by SBSTA no later than 2028 on the basis of experience. Parties are to submit their first biennial transparency report in 2020 while LDCs and SIDs are allowed to submit their transparency reports as convenient. The GEF is requested to support developing countries in preparing their transparency reports. SBSTA is to develop, by 2020, common reporting tables for the electronic reporting of some parts of the information supplied by the parties.

The decision on transparency is accompanied by a long annex containing the MPGS under various headings such as national inventory report of anthropogenic emissions by sources and removals by sinks of GHG; methods; metrics; reporting guidance; information necessary to track progress in implementing and achieving NDCs under Article 4 (mitigation) of the PA; information relating to climate change impacts and adaptation under Article 7(adaptation) of the PA; information on financial, technology development and transfer, and capacity- building support provided and mobilized under Article 9 (Finance) and 11(technology) of the PA; technical expert review; and facilitating, multilateral consideration of progress.

It is evident that the comprehensive information required to be provided by all parties is far more detailed than developing countries were in favor of and is meant to ensure that developing countries do in fact carry out real reduction in their emissions. The reporting obligations are enormous for poorly equipped developing countries.

Global Stocktake

The decision adopted by COP24 mentions that equity and best available science will be considered in a party- driven and cross- cutting manner through out the process of the Stocktake. The decision establishes the technical dialogue to take stock of the implementation of the PA in order to assess the collective progress towards achieving its purpose and long- term goals, in the thematic means of mitigation, adaptation, and means of implementation and support. It requests SBI and SBSTA chairs to develop guiding questions for all components of the GST. It provides for information collection and preparation and technical assessment of the information in several sessions held consecutively. All inputs for the Stocktake will be available online. Outputs should focus on taking stock of the implementation of the P A to assess collective progress. The decision invites parties to present their NDCs, informed by the outcome of the GST, at a special event under the auspices of the UN Secretary General. The consideration of outputs shall consist of high- level events where the findings of the technical assessment will be presented, and their implications discussed and considered by parties.



MODALITIES AND PROCEDURES FOR THE EFFECTIVE OPERATION OF THE COMMITTEE TO FACILITATE IMPLEMENTATION AND PROMOTE COMPLIANCE.

The decision adopted by COP24 with reference to Article 14 of the Paris Agreement which established the Committee to facilitate implementation and promote compliance with the PA, approved the modalities and procedures for the Committee contained in an annex. It provides for the first review of the modalities and procedures at the seventh Conference of the Parties to the Paris Agreement (CMA7), on the basis of experience gained with their implementation and taking into account any recommendations of the Committee, and to consider conducting further reviews on a regular basis.

The decision is accompanied by an annex comprising the modalities and procedures concerning the purpose, principles, nature, functions, and scope; institutional arrangements, initiation and process; measures and outputs; consideration of systemic issues; information; relations with the CMA and Secretariat.

Equity

Developing countries made spirited efforts to get a strongly worded reference to equity and justice. They argued that emphatic recognition of equity is warranted by the fact that developed countries were responsible for the historic accumulation of GHG emissions causing climate change and the different levels of socio-economic development in rich and poor countries. They pointed out that equity was directly relevant to several elements of the PA such as communications on NDCs; provision and review of financial commitments; and the Global Stocktake on collective progress to meet the goals of the Paris Agreement.

They were encouraged by the support of respected international NGOs such as Climate Action Network (CAN) and the emphasis placed by the IPCC (in the Summary for Policy Makers of its latest Special Report) on equity. The Summary states:

“Social justice and equity are core aspects of climate – resilient development pathway that aims to limit global warming to 1.5 C. This would, however, require a new formulation of equity in which every country must act now and actually raise its level of ambition.”

The negative stance of developed countries did not allow the adoption of a decision on equity and climate justice. At the closing plenary on 15 December, India expressed reservation on the treatment of equity in the decision on the Global Stocktake. It contended that Para 34 (outputs in relation to the thematic areas) of that decision and its Para 6(b) (thematic areas of the GST) should take the entire Agreement article that refers to equity into account. The statement made at the concluding plenary by Malaysia on behalf of the Group of Likeminded Countries representing the majority of developing countries also included a strongly worded reference to equity.

Assessment

COP24 achieved its main objective of finalizing the Rule Book of the Paris Agreement (also described as the Operating Manual) by reaching consensus on all issues except the market based mechanisms listed in Article 6 of the Paris Agreement, including carbon trading on which negotiations will be resumed at COP25. However, the Katowice Package does not accommodate the concerns of the developing countries representing the majority of the UN member states and explains their lukewarm support for the Package.

The negotiations since 2016 to finalize the Rule Book of the Paris Agreement were marked all along by divergent positions forcefully argued by representatives of developed and developing countries on

issues related to the key pillars of the global climate architecture, namely, mitigation, adaptation, finance and transfer of climate friendly technology.

The most intractable issue was equity and its corollary - the Principle of Common But Differentiated Responsibilities (CBDR) - articulated in the Rio Declaration and the UNFCCC (1992) as the defining postulate of global climate action. Accordingly, the UNFCCC entrusted the responsibility of reduction in carbon emissions to thirty-eight developed countries (listed in its Annex 1) which were responsible for the build up of three-fifth of the Greenhouse Gas (GHG) Emissions in the atmosphere recognized by the scientific community as a major driver of climate change. UNFCCC also proclaimed the obligation of developed countries to support developing countries in adapting to the adverse impacts of climate change and in adopting a low carbon development trajectory through financial assistance, technology transfer and capacity building. Subsequently, the Kyoto Protocol (negotiated in 1997) for implementing the UNFCCC obligated the Annex 1 countries to reduce their GHG emissions by 5% compared to the 1990 levels.

In 2005 when China's GHG emissions matched those of the US – the largest single emitter- developed countries began to ask that rapidly developing countries such as China and India also join in curtailing carbon emissions. Their position was echoed in the Copenhagen Accord negotiated during the Copenhagen COP (2009) which was not formally endorsed but has served as the basis of negotiations culminating in the adoption of the Paris Agreement. Accordingly, the mitigation regime of the Paris Agreement calls for cuts in emissions by all countries – rich and poor, big and small- according to quantitative targets determined by them and pledged in formal statements on their Nationally Determined Contributions (NDCs) submitted by them in 2015 which are to be revised every four years. This marked the repudiation of the principle of CBDR although, in deference to the wishes of the developing countries, the Paris Agreement paid lip service to the principle. This prompted the developing countries to persist in demanding differentiated obligations and time frames as well as easier reporting requirements in the Rule Book of the PA!

Another contentious issue related to the pledge of the developed countries, mentioned in the Copenhagen Accord but reiterated only in the long preamble of the Paris Agreement as well as during the negotiations, to “collectively mobilize funds amounting to USD100 billion for mitigation and adaptation in developing countries” to be disbursed by the Green Climate Fund (GCF). Developing countries sought to turn the promise into a legally binding commitment to be fulfilled through grants from the developed countries's public coffers. They also demanded a balance between allocations for mitigation and adaptation.

Developing countries also demanded financial assistance for countering the loss and damage suffered by them from the impacts of climate change. They were able to secure a decision at COP19, on the setting up of an International Mechanism on Loss and Damage. However, since then developed countries have spurned persistent calls by developing countries for allocation of additional funds for the Mechanism.

The decisions adopted at COP24 in Katowice do not accommodate the developing countries's core demands for less stringent mitigation commitments and reporting in their NDCs. The decisions on finance do not commit the developed countries to provide their contributions to the GCF as grants from public sources.

Developing countries are likely to persist in demanding the operationalization of CBDR, parity between mitigation and adaptation, making the Warsaw Mechanism on Loss and Damage a robust source of support, and concrete steps for technology transfer and capacity building. This means that the inter-governmental climate discourse will continue to be shaped by the perennial North – South divide leading to protracted negotiations during the forthcoming COPs.

By and large, the international climate change community has expressed disappointment over the failure on the part of governments, especially those of developed countries, to indicate a higher level of

ambition (euphemism for mitigation) in response to the dire warnings of the IPCC and the findings of a growing number of respected climate research institutions concerning the colossal adverse impacts of climate change. However, some respected environmental organizations such as the World Resource Institute (WRI) have welcomed the finalization of the Rule Book of the PA. The WRI called the Katowice outcome “a good foundation” for the implementation of the Paris Agreement.

Statements made by the representatives of major constituencies of countries and non- state stakeholders at the closing plenary of COP24 reflect their substantive positions on global climate agenda and their assessment of the compromises leading to the adoption of the PA “Rule Book”. The G77/ China expressed disappointment over the “mitigation- centric regime in the making”. The Like- minded Countries Group criticized the developed countries for not recognizing equity. China -which evidently allowed its name to be added to the G 77 statement - in its own reaction praised delegations for “demonstrating flexibility in order to arrive at the Paris Agreement Work Programme which is comprehensive, balanced and robust, and consistent with the principle of CBDR”. China described the outcome as “a victory for multilateralism”. Representatives of developed countries such as the European Union, the Umbrella Group and the Environmental Integrity Group lauded the agreements reached in Katowice, especially the “universal transparency framework”. UNFCCC Executive Secretary Espinosa and the UN Secretary General Antonio Guterres stated that Katowice had shown “the resilience of the Paris Agreement” and called the agreed Rule Book “the basis for a transformative process”. However, Mr. Guterres emphasized the urgency of “enhanced ambition” which, he added, will be his priority objective at the UN General Assembly Special Session on Climate Change convened by him in September 2019.

Despite their inability to achieve their core objectives, developing countries endorsed the Katowice Package proposed by the Polish presidency on 15 December in order to ensure the continued engagement of the UN and the multilateral system representing the institutional infrastructure of global cooperation on climate change issues and the main, indispensable window of financial and other support available to them.

The outcome of COP24 does indeed highlight the ability of the UN system to address non- political challenges facing the world, at a time when multilateralism has been threatened by President Trump and rising nationalist and populist forces in Europe, Asia, and Latin America. The finalization of the Rule Book means that there is now no obstacle to the full implementation of the Paris Agreement from 2020 onward. The annual conferences of parties to the Paris Agreement (CMAs) and the regular, periodic deliberations and revision of commitments on crucial issues such as mitigation, adaptation, finance, technology and capacity building provided for in the Rule Book contain the promise of more robust global responses to the threats posed by climate change. China is evidently poised to lead the intergovernmental process for achieving the goals of the Paris Agreement and promoting drastic cuts in GHG emissions through scientific and technological advances and investment in renewable energy.

The only component of the Paris Rule Book on which consensus could not be forged are the mitigation arrangements referred to in Article 6 concerning Market Mechanisms such as carbon trading due to rampant concerns about the likely misuse of carbon trading for double counting of emission reductions.

Pakistan's Role at COP24

Pakistan was represented by a small, 6 - member official delegation led by Malik Amin Aslam, Advisor to the Prime Minister and Federal Minister for Climate Change. A number of civil society representatives, including two prominent environmental journalists, also participated in the activities of international organizations and civil society during COP24. As in the past, Pakistan did not play a significant role in the intergovernmental negotiations due to capacity deficits. However, Malik Amin Aslam met with several heads of delegations and addressed a large number of forums to highlight Pakistan's vulnerability to the impacts of climate change as well as the new Government's initiatives to promote mitigation and green growth, especially its country- wide tree planting campaign.

IMPLICATIONS OF THE OUTCOME OF COP24 FOR PAKISTAN

The operationalization of the Paris Agreement from 2020 onward offers significant opportunities as well as complex challenges for developing countries like Pakistan which are vulnerable to the negative effects of climate change but lack institutional capacity, financial and human resources, and technological and technical prowess to formulate and implement policies aimed at adapting their key economic sectors and ecological assets to the negative fall out of global warming and contribute to the global climate agenda. Developing countries also lack institutional capacities for regularly monitoring, measuring and recording the GHG emissions of their economic sectors.

The Paris Rule Book prescribes multiple reporting requirements pertaining to mitigation and adaptation and the policies, institutions and decision making processes for climate action which developing countries might find challenging at least in the short term. Developing countries have to acquire the capacities needed for complying with the afore mentioned monitoring and reporting obligations.

The avenues of opportunities for developing countries include the Green Climate Fund (GCF) which will receive USD100 billion annually collectively contributed and mobilized by the developed countries; the enhanced resources of the Global Environment Facility (GEF), the funds available with the Adaptation Fund as well as the higher levels of investments announced by the international development finance institutions led by the World Bank, and financial and other assistance provided by developed countries on bilateral basis. However, the funds provided by all these sources would be contingent on the fulfillment of the Clarity, Transparency, and Understanding (CTU) - related requirements prescribed by the Rule Book. These include information on mitigation strategies by all countries; regular updating of NDC communications; biennial reports on climate related actions; comprehensive sector-wise national GHG emission inventories and annual national inventory reports; national communications to be submitted every four years; provision of information by all countries on research and systematic observation, education, training and public awareness enhancement in accordance with guidelines adopted by the COPs; information relating to the Measuring, Reporting and Verification of mitigation actions to be provided as an annex to the biennial transparency report. The information on CTU in respect of NDCs is to be submitted by 2020; information on methods for accounting of mitigation is to be submitted along with the biennial reports. The Rule Book also provides for voluntary submission of information on adaptation.

Pakistan (and other developing countries) will have to establish or significantly strengthen existing climate-related institutions such as the Global Change Impact Study Centre (GCISC) by improving their governance and providing them adequate financial, technical and human resources to undertake the onerous process of generating, collecting, and collating detailed information and data in accordance with the decisions adopted by COP24. Reliable information and data would be crucial for the processing of funding requests in respect of programmes and projects by the various funding mechanisms.

It goes without saying that as presently structured and resourced Pakistan's Federal Ministry of Climate Change -which is mandated to address all matters related to climate change-, is not capable of leading, overseeing, and monitoring actions for fulfilling Pakistan's reporting obligations as a party to the UNFCCC and the Paris Agreement. The provinces also suffer from the same infirmities. The Government will have to strengthen the capacities of the Federal M/O Climate Change and other institutions as well as the relevant departments in the provinces so as to enable them to carry out the tasks prescribed by the Paris Agreement Rule Book. This would require the Federal Cabinet's approval for a comprehensive strategy and action plan to beef up the country's institutional capacities for discharging the obligations stipulated in the PA Rule Book.

In view of the 18th Constitutional Amendment which devolved the subject of environmental protection to the provinces it might be necessary to secure an enabling decision by the Council of Common Interests (CCI), with the concurrence of the provinces, on actions for meeting Pakistan's obligations as a party to the UNFCCC and the Paris Agreement.

The full and effective implementation of the landmark Climate Act adopted by the Parliament in March 2017, in particular the early establishment of the National Climate Change Authority (NCCA) and its supporting bodies as well as the Climate Change Fund would greatly contribute to the strengthening of Pakistan's institutional infrastructure for ensuring the implementation of the Paris Agreement. In this regard, the document on the role and functions of the NCCA which is reportedly being considered by the Federal Government might need to be revisited in the light of the decisions adopted by COP24.

In addition to the NCCA and the Climate Change Fund, the Government may consider establishing multi- stakeholder working groups (WGs) on key subjects such as climate resilient agriculture; climate resilient, integrated management of fresh water resources; climate resilient coastal management; and climate resilient energy and health sectors on the pattern of the National Missions established by India in pursuance of its National Climate Change Action Plan adopted in 2008. (The subjects addressed by Indian National Missions included Solar Energy; Enhanced Energy Efficiency; Sustainable Habitat; Water Resources; Himalaya Eco- system; Green India; Sustainable Agriculture; and Strategic Climate Knowledge.) The proposed working groups (WGs) should be assigned the twin tasks of coordinating compilation of inputs for Policy development as well as guiding the collection and collation of information and data concerning their subjects.

Pakistan should be able to secure assistance from the Global Environment Facility (GEF), the UN Development Programme (UNDP) and the World Bank and the Asian Development Bank for augmenting its institutional capacities for effective climate action in general and the implementation of the PA and its Rule Book in particular. Hopefully Pakistan will be able to muster the political will and undertakes actions to address climate change related issues more robustly than has been the case so far.



