



# ACP ISSUES PAPER ON THE BONN CLIMATE CHANGE CONFERENCE (COP 23)

**Secretariat of the African,  
Caribbean and Pacific Group of  
States**

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## A. INTRODUCTION

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1. The Twenty-third session of the Conference of the Parties of the United Nations Framework Convention on Climate Change (COP 23) will be held from 6, to 17 November 2017 in Bonn, Germany. As part of COP 23, the following sessions will take place:

- The Thirteenth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP 13);
- The Second part of the first session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA 1.2);
- The Forty-seventh session of the Subsidiary Body for Scientific and Technological Advice (SBSTA 47);
- The Forty-seventh session of the Subsidiary Body for Implementation (SBI 47); and
- The Fourth part of the first session of the Ad Hoc Working Group on the Paris Agreement. (APA 1.4)

2. The ACP Group is one of the largest Inter-Governmental Organizations, consisting of 79 Member States from Africa, the Caribbean and the Pacific. The Group provides a cohesive voice for its members, some are among the most vulnerable nations in the world, including African countries, Least Developed Countries (LDCs), Landlocked Developing Countries (LLDCs) and Small Island Developing States (SIDS), with the aim of contributing to poverty eradication and inclusive sustainable development for all of its Member States.

3. For many ACP Member States, the adverse impacts of climate change are becoming increasingly evident and more severe, including extreme weather events, such as Hurricanes Irma and Maria, which caused catastrophic damage throughout the Caribbean and the recent drought in the Horn of Africa, that has increased the number of severely food insecure people in the region to over 14 million. The ACP Group is committed to supporting ACP regions and countries in their efforts to implement the United Nations Framework Convention on Climate Change (UNFCCC), taking into account equity and the principle of common but differentiated responsibilities and respective capabilities.

## B. ISSUES FOR THE BONN CLIMATE CHANGE CONFERENCE (COP23)

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4. The Bonn Climate Change Conference, will provide a unique opportunity to highlight the special circumstances of African countries, Least Developed Countries (LDCs), Landlocked Developing Countries (LLDCs) and Small Island Developing States (SIDS), in light of the mounting evidence of the adverse impacts of climate variability and climate change. Under the Presidency of Fiji, it will also enable the special circumstances of SIDS and LDCs to receive particular attention.

5. The Conference should contribute to building resilience to the impacts of climate change, through the provision of adequate means of implementation, including, flexible modalities to access climate finance as well as technological and capacity building support, in order to undertake concrete adaptation and mitigation actions, at the national and regional levels, and to assist regions which are affected by extreme weather and climate related events, to prepare, recover, rebuild and enhance resilience.

6. The Conference should focus on enhancing both adaptation and mitigation actions, in a balanced manner, during the pre-2020 period and ensure the highest possible mitigation efforts and enhanced support, which contribute to closing the emission gap and build a strong foundation for action post-2020. The ACP Group emphasizes that given the accelerating impacts of climate change, actions that promote resilience and adaptation is of the utmost imperative.



7. For ACP countries, the importance of enhancing understanding, action and support to address loss and damage associated with climate change impacts, including extreme weather events and slow onset events, cannot be over emphasized. To this end, the ACP Group welcomes the launch, at COP 23, of a Clearing House for Risk Transfer under the Warsaw International Mechanism (WIM) for Loss and Damage. The ACP Group is of the view that, COP 23 offers an opportunity for progress towards finance for loss and damage, including the option of a roadmap for a dedicated international fund for loss and damage and mobilisation of innovative sources of finance.

8. The ACP Group recalls that developed countries will commit to achieving collectively the mobilization goal of USD 100 billion per year through to 2025. The ACP Group calls on the CMA to the Paris Agreement to establish, before 2025, a new long-term finance goal with a floor of USD 100 billion per year, taking into account the needs and priorities of developing countries.

9. COP23 should urge the global community to provide needs-based, scaled-up financial resources, as well as technological and capacity building support, for implementation of Nationally Determined Contributions (NDCs), national and regional climate change strategies, disaster risk management strategies and priorities and needs of developing countries. The ACP Group believes that at COP 23, there should be agreement on a roadmap for the scaling-up of financing.

10. The ACP Group is cognizant of the challenges encountered by its Member States in accessing climate finance and recognizes the importance of the next replenishment of the Global Environment Facility (GEF) as well as the pledges to the Green Climate Fund (GCF). While International Financial Institutions (IFIs), such as the GCF and the GEF, have made

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attempts to simplify application and access procedures, challenges still remain to comply with all the standards and requirements of the funds. The ACP Group is of the view that, dedicated and targeted capacity building will be required to assist developing countries to comply with these requirements and hence facilitate access to climate finance.

11. The ACP Group calls for innovative approaches to be considered, in order to assist developing countries to access climate finance and for project preparation support. One such approach is through the Regional Implementing Entities (RIEs) and National Implementing Entities (NIEs) which have been accredited by Financial Institutions such as the GEF and the GCF. Another, is the Climate Change Programme offered at the University of the South Pacific (USP), which includes, inter alia, climate science, climate finance and project design. Yet another approach, is the Pacific Regional Technical

Support Mechanism (RTSM), a registered network of pre-approved experts (e.g. on gender, climate change financing, knowledge management, monitoring and evaluation etc) that can provide, on the request of Pacific Island Countries (PICs), advice on appropriate resource opportunities, strategic approaches and technical assistance on climate change.

12. The ACP Group acknowledges the extreme vulnerability of the agriculture and fisheries sectors in SIDS, LDCs and other ACP countries, to the impacts of climate change. The ACP Group believes that COP 23 should provide clear guidance and incentives to encourage increased investment towards transforming agriculture, including through the private sector. Such investment should assist wider communities (e.g. smallholder and women farmers and livestock holders), to become resilient to climate change, while at the same time create jobs and enhance food security.

13. The Paris Committee on Capacity Building (PCCB) held its first meeting from 11 – 13 May, 2017 in Bonn Germany. The ACP Group acknowledges that capacity building is a cross cutting issue and there is a need to ensure coordination of capacity building efforts in developing countries and in particular African countries, Least Developed Countries, Landlocked Developing Countries and Small Island Developing States. COP 23 should adopt the working modalities and procedures for the PCCB, in order for the Committee to implement its comprehensive work programme.

14. COP 23 should ensure that the Climate Technology Centre and Network (CTCN) continue its efforts to accelerate the development and transfer of environmentally sound technologies, that will facilitate low carbon and climate resilient development in ACP countries and contribute to efforts aimed at limiting the temperature increase to 1.5°C above pre-industrial levels.

15. COP 23 should make progress on developing a road map to clarify the work that needs to be completed to meet the 2018 deadline. In addition, progress should also be made at COP23 on other equally important issues on the SBI and SBSTA agenda, in order to ensure a holistic, comprehensive and balanced outcome.



## C. THE AD-HOC WORKING GROUP ON THE PARIS AGREEMENT (APA)

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16. The APA was established to prepare for entry into force of the agreement and for convening the first session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA 1). The early entry into force of the Paris Agreement on 04th November 2016, ensured that CMA 1 was convened during COP 22, in Marrakesh. To date, 168 countries have ratified the Paris Agreement, of which 69 are ACP Member States.

17. The ACP Group calls on the APA, the Subsidiary Body for Implementation (SBI), the Subsidiary Body for Scientific and Technological Advice (SBSTA) and other constituted bodies under the Convention, to accelerate their work under the work programme of the Paris Agreement, with the aim of forwarding the outcomes to the Conference of the Parties at its twenty-fourth session in 2018.

18. The ACP Group emphasizes that all issues on the APA agenda and related items on the agenda of the SBI and the SBSTA are equally important. The ACP Group encourages the APA to ensure that the discussions at COP23 are open, inclusive, party-driven, transparent, comprehensive, coherent, coordinated and balanced, taking into account Article 2 of the Paris Agreement.

19. During COP 23, the APA will continue its work on, inter alia, the following items:

- further guidance in relation to the mitigation section of Decision 1/ CP.21 (Paris Agreement);
- further guidance in relation to adaptation communications, including, inter alia, as a component of Nationally Determined Contributions (NDCs);
- modalities, procedures and guidelines (MPGs) for the transparency framework for action and support;
- matters related to the global stocktake; and
- modalities and procedures for the effective operation of the committee to facilitate implementation and promote compliance.

### Further guidance in relation to the mitigation section of decision 1/CP.21

20. The ACP Group believes that further guidance in relation to the mitigation section of decision 1/CP.21, should:

- assist Parties in preparing their Nationally Determined Contributions (NDCs);
- take into consideration the potential diversity of NDCs;

- identify the information needed to facilitate clarity, transparency, and understanding of NDCs;
- take into account the relationship between information needed to facilitate clarity and that needed for the Transparency Framework; and
- take into account the relationship between the guidance for accounting for Parties NDCs and that for the accounting related to the Transparency Framework. In this regard, there should be a common format developed for reporting purposes.

## Further guidance in relation to the Adaptation Communication

21. The ACP Group of States emphasizes that the adaptation communication should, inter alia:

- assist Parties to communicate their priorities;
- assist with implementation and support needs, plans and actions;
- contribute to progress made towards achieving the global goal on adaptation;
- assist Least Developed Countries to develop and implement National Adaptation Plans (NAPs); and
- enhance the visibility and profile of adaptation.

22. The ACP Group stresses that the structure used for the submitting the adaptation communication should be same regardless of whether it is submitted as a component of or in conjunction with other communications or documents, including National Adaptation Plans (NAPs), NDCs or national communications. The structure should ideally be based on the outputs emanating from NAPs so as to reduce the reporting burden on developing countries.



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

23. The Transparency Framework for Action and Support was established in order to, promote effective implementation of the Paris Agreement, by developing modalities, procedures and guidelines to, inter alia, track programmes towards achieving NDCs, inform the global stocktake and provide clarity on the support provided and received by individual Parties, in the context of adaptation, mitigation, finance, technology development and transfer and capacity building.

24. The ACP Group believes that the MPGs for the Transparency Framework should:

- take into account the interlinkages with other articles of the Paris Agreement;
- ensure flexibility for those developing countries in light of their national capacities;
- avoid duplication and creating additional burden on developing countries, especially ACP States and provide sufficient support to enable these countries to establish national transparency and MRV frameworks.

## Matters relating to the Global Stocktake

25. Article 14 of the Paris Agreement states that the CMA shall periodically assess the collective progress towards achieving the purpose and long-term goals of the Agreement in the context of sustainable development, energy and food security. The ACP Group reiterates that the global stocktake must review all aspects of the implementation of the Paris Agreement, including adaptation, mitigation, finance, technology development and transfer and capacity building.

26. The ACP Group stresses the need for clarity on the approach, in order to ensure that the review is undertaken in an open, transparent and party-driven manner and that the outcome of the global stocktake will contribute to enhancing international action on climate change in the future. The ACP Group emphasizes that the sources of input for the global stocktake should:

- take into account loss and damage, adaptation, mitigation and means of implementation in a balanced manner;
- be informed by the best available science including the latest IPCC reports on 1.5 degrees and oceans, as well as other relevant peer reviewed publications;
- be derived from the SBI, SBSTA and other constituted bodies under the Convention;
- be flexible, taking into account the principle of common but differentiated responsibilities;
- facilitate balance between action and support; and
- involve all Parties and other relevant stakeholders.

## Modalities and procedures for the effective operation of the Committee to Facilitate Implementation and Promote Compliance

27. The ACP Group underscores that modalities and procedures for the effective operation of the committee should encourage, assist and build the capacity of Parties to implement inter alia, Articles 4, 7, 9, 10, 11 and 13 of the Paris Agreement, which address, mitigation, adaptation, finance, technology transfer, capacity building and the transparency framework, respectively.

28. The ACP Group underscores the importance of science-based evidence in the Sixth Assessment Report and its critical role in informing the Facilitative Dialogue and Global Stocktake.

29. The ACP Group believes that the committee should function in a transparent, non-adversarial and non-punitive manner and Parties which find themselves in non-compliant situations should be able to approach the committee voluntarily, in order to work collaboratively to address the challenges which may have caused non-compliance.



## D. THE FIJIAN PRESIDENCY

30. The Government of Fiji will serve as President for COP 23. To this end, the ACP Group welcomes Fiji as the first Small Island Developing State to hold the Presidency.

31. The ACP Group supports Fiji's vision for COP 23 and stresses the importance of this Conference to ensuring that the momentum is maintained, with regards to the development of modalities, procedures and guidelines for the implementation of the Paris Agreement.

32. The ACP Group stresses the importance of the delivery of finance and other means of implementation for climate actions during the pre-2020 and post 2020 periods. In this regard, the ACP Group, encourages the Fijian Presidency to ensure that work continues on the governance and institutional arrangements, safeguards and operating modalities that will allow the Adaptation Fund to serve the Paris Agreement.



*Ambassador of Fiji to the EU and Fiji's Climate Change Ambassador for COP 23 H.E. Mr. Deo Saran*

33. The ACP Group notes with appreciation that COP 23 will be used to highlight the unique and special circumstances of Small Island Developing States (SIDS), that make them particularly vulnerable to the impacts of climate change and applauds the work of Fiji's High-level Climate Champions in this regard.

34. The ACP Group recognizes the integral link between the health of the world's oceans and climate change. The ACP Group supports the Fijian Presidency in using COP 23 to highlight the role oceans can play in adapting to and mitigating against the adverse impacts of climate change.

35. The ACP Group underscores the importance of the Facilitative Dialogue to be undertaken in 2018, to assess progress towards the long-term temperature goal, including enhanced ambition towards limiting temperature increase to 1.5°C above pre-industrial levels. In this regard, the ACP Group stresses the need for the Fijian Presidency to focus on completing the work on the design of the dialogue and ensure timely, comprehensive

and robust information as inputs for a successful dialogue, thus contributing to increased ambition in nationally determined contributions after 2018.

36. The ACP Group applauds the launching of several new initiatives at COP 23, by the Fijian Presidency, including:

- Adopting the first Gender Action Plan;
- Operationalizing the Local Communities and Indigenous Peoples Platform;
- Conducting the first review of the Climate Technology Centre and Network (CTCN);
- Hosting the first open dialogue between negotiators and observers on the 7th of November.

37. The ACP Group pledges its full support to the Government of Fiji, in order to ensure that COP 23 is a success and contributes to the fight against climate change in a positive, concrete and action-oriented manner.





#### Africa:

Angola  
 Benin  
 Botswana  
 Burkina Faso  
 Burundi  
 Cabo Verde  
 Cameroon  
 Central African Republic  
 Chad  
 Comoros  
 Congo-Brazzaville  
 Congo-Kinshasa  
 Ivory Coast  
 Djibouti  
 Equatorial Guinea  
 Eritrea  
 Ethiopia

Gabon  
 Gambia  
 Ghana  
 Republic of Guinea  
 Guinea-Bissau  
 Kenya  
 Lesotho  
 Liberia  
 Madagascar  
 Malawi  
 Mali  
 Mauritania  
 Mauritius  
 Mozambique  
 Namibia  
 Niger

Nigeria  
 Rwanda  
 Sao Tome and Principe  
 Senegal  
 Seychelles  
 Sierra Leone  
 Somalia  
 South Africa  
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 Zimbabwe  
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 Cuba  
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 Trinidad and Tobago

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 Marshall Islands  
 Federated States of Micronesia

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 Niue  
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