



Lesson 4: From Paris to Glasgow

After the Paris Agreement entered into force on November 2016, one of the most important tasks for negotiators attending COP24 in Katowice, Poland was to agree on the implementation guidelines — commonly referred to as the Paris Rulebook — to enhance global efforts to reduce GHG emissions and adapt to the impacts of climate change.

Although significant progress was made in finalizing the Paris Rulebook in Poland, some details still need to be defined. These remaining negotiations will resume at COP26, to be held in Glasgow, United Kingdom in 2021.

In this lesson, we will explore:

- The key outcomes of COP25 (2019 – Madrid, Spain); and
- The key topics to be discussed at COP26 (2021 – Glasgow, United Kingdom).

Introduction

Welcome to Lesson 4 of the Climate Change Negotiations and Health course.

Let's begin our journey by watching a short introductory video (check online lesson)



The Paris Rulebook

After the Paris Agreement was adopted and came into force in 2015 and 2016 respectively, Parties started working on the "Rulebook" to define the guidelines for the implementation of the Agreement.



SO, IS THE PARIS RULEBOOK
AS IMPORTANT AS THE
PARIS AGREEMENT?

Yes! The creation of the Rulebook was as important—if not more important—as the agreement itself.

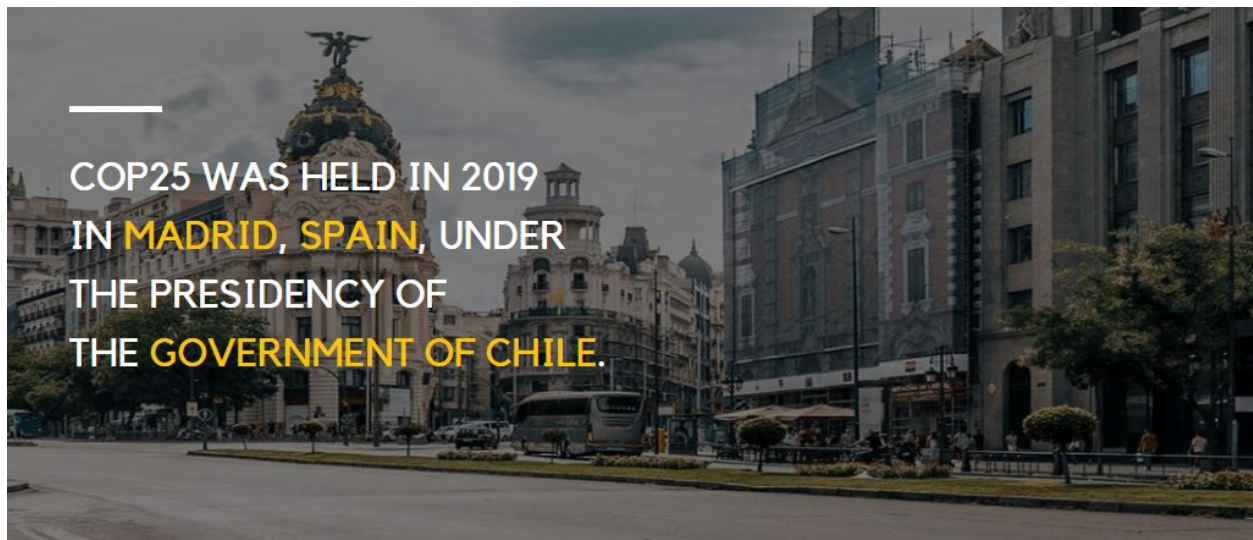
The Rulebook defines the fundamental **procedures and mechanisms** that **operationalize** the Paris Agreement (e.g. how to implement its provisions, how to measure progress) with the aim to help the world **transition to a low-emissions, climate-resilient future**.

Many of the guidelines and mechanisms of the Paris Rulebook were agreed at COP24 in Katowice in 2018, such as the kind of information that should be included in countries' their NDCs, how to ensure transparency and how the Global Stocktake should look like. The issues that remain unresolved, such as on carbon markets (discussed later in the lesson), will be negotiated at COP26 in 2021.

So, how have climate negotiations progressed after COP24?

Let's find out in the next segment.

COP25 – Key Outcomes



At COP25, Parties did not manage to reach a consensus on increased climate ambition, with the UN Secretary-General António Guterres noting that “*The international community lost an important opportunity*”. However, Parties did adopt **some important decisions** and achieve significant results.

A further 18 decisions were adopted. Key outcomes covered the following areas:

- Warsaw International Mechanism on Loss and Damage
- Response Measures Work Programme
- Enhanced Five-year Lima Work Programme on Gender
- Paris Committee on Capacity-Building (PCCB)
- Action for Climate Empowerment (ACE)

Warsaw International Mechanism on Loss and Damage



The WIM was set up to address loss and damages (the negative effects of climate change that people have not been able to cope with or adapt to) in developing countries, which are particularly vulnerable. It implements article 8 of the Paris Agreement.

At COP25, the WIM underwent a review of its mandate. The review led to a series of recommendations including, among others:

- **Identifying** options for additional experience-sharing;
- **Mobilizing** resources to deal with loss and damage and scaling-up support;
- **Enhancing** work on slow onset events (e.g. sea level rise) and non-economic

- losses (i.e. impact on health and loss of lives); and
- **Launching** the new Santiago Network to provide support to particularly vulnerable countries.

However, financing for loss and damage remains an issue in the negotiations.

Response Measures Work Programme



THE CLIMATE CHANGE REGIME
RECOGNIZES THAT THE **RESPONSE
MEASURES** PUT IN PLACE TO
ADDRESS CLIMATE CHANGE CAN
HAVE **MULTIPLE AND DIVERSE
IMPACTS.**

Impact of Response Measures

Impacts of the implementation of response measures refer to “the effects arising from the implementation of mitigation policies and actions, and the cross-border environmental, social, and economic impacts these might have”.

How do you think communities will be impacted by the implementation of mitigation policies and actions?

- Always positively impacted
- Both positively and negatively impacted

Impacts of the implementation of response measures can be positive (e.g. health benefits from reduced air pollution) or negative (e.g. loss of jobs in specific industries).

Therefore, countries strive to maximize the positive and minimize the negative impacts deriving from mitigation efforts.

At **COP24** Parties agreed on additional functions for the "Forum on the impact of the

implementation of response measures", which consolidates relevant knowledge and deliberations. Parties also established the "Katowice Committee of Experts on the Impacts of the Implementation of Response Measures (KCI)" to provide countries with a platform for best practices, tools, and methodologies.

COP25 adopted a six-year workplan for the forum and its KCI. The workplan can be found [here](#).

Enhanced Five-year Lima Work Programme on Gender (LWPG)



With the ultimate goal of promoting gender-responsive climate policies and actions, Parties at COP25 adopted a 5-year enhanced Lima work programme on gender (LWPG) and its gender action plan (GAP).

This action plan focuses on the following priority areas:

- Capacity-building and knowledge to advance a gender-responsive approach
- Gender participation and women's leadership
- Coherence of action among the different stakeholders
- Gender-responsive implementation of the UNFCCC and the Paris Agreement
- Monitoring and reporting

You can learn more about the GAP [here](#).

Paris Committee on Capacity-Building (PCCB)



The Paris Committee on Capacity-building was created in 2015 to respond to current and emerging gaps in advancing capacity-building in developing countries.

At COP25, the work plan of the Committee has been extended for another 5 years, with a focus on:

- Promoting knowledge-sharing among stakeholders;
- Enhancing coordination; and
- Identifying and responding to new capacity-building needs.

You can learn more about the PCCB [here](#).

Action for Climate Empowerment (ACE)



The **ultimate objective of ACE** is to empower societies at all levels to engage in the response to climate change, through:



At COP25, Parties adopted the Terms of Reference for the review of the Doha work programme on Article 6 of the Convention, which aims to:

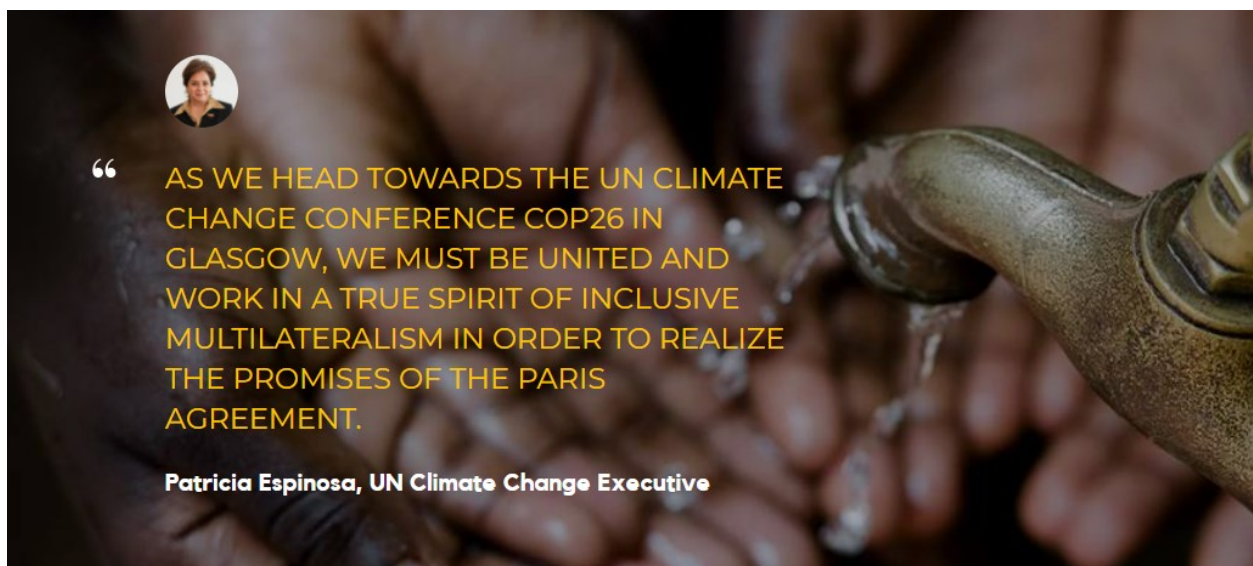
1. Assess of the progress made on ACE;
2. Identify good practices and lessons learned; and
3. Issue recommendations for future activities.

You can access all COP25 decisions at the following two links:

- <https://unfccc.int/documents/210471>
- <https://unfccc.int/documents/210476>

In the next segment, we will review the key topics that will be addressed in COP26.

COP26 – Key Topics



In November 2021, the UK will host the 26th Conference of the Parties to the UNFCCC (COP26) in Glasgow.

At COP26, Parties will come together to discuss how to promote and accelerate climate action. In this context, some key elements still need to be agreed on, including some of the Paris Agreement rules.

Note: We will further explore how these issues are relevant to health in the next lesson.



➤ **Finalize the set-up of the carbon market mechanism (Article 6) of the Paris Agreement**

Article 6 of the Paris Agreement allows parties to consider "Cooperative Approaches" to reach their climate objectives. These can be achieved through market or non-market mechanisms.

It is important these market and non-market mechanisms meaningfully contribute to emission reductions and do not lead to accounting tricks or human rights abuses, which is why a strong set of guiding principles and rules are needed to govern them.

The guiding principles (Art. 6.2) and crediting mechanism (Art. 6.4) for this market approach are to be adopted at COP26, since no consensus was reached at COP24 and COP25.

A work programme to operationalize a framework for non-market mechanism (Art. 6.8) is also due to be adopted.

➤ **Finance**

At COP26, the Standing Committee on Finance (SCF) will discuss two key technical reports on “Determination of the Needs of Developing Country Parties” and “Biennial Assessment and Overview of Climate Finance Flows”. Parties will also discuss the goal of mobilizing at least USD 100 billion a year in climate finance by 2020 and will start negotiating a new goal post-2025. A 2020 UN report concluded the 2020 finance goal is very unlikely to be met in time. Currently, only 0.5% of multilateral climate finance goes directly to health adaptation and mitigation.

➤ **Finalize the transparency (Article 13) reporting tables under the Paris Agreement**

Article 13 of the Paris Agreement establishes an Enhanced Transparency Framework for action and support. Its general rules were adopted at COP24.

Building on the elements defined at COP25, countries will continue to discuss the reporting outlines and tables to be used by countries when reporting under the Framework (this includes progress in NDC implementation and the provision or reception of finance, technology and capacity building support). The design of a training programme for technical experts will also be considered.

The Framework will 1) enhance common understanding of the progress being made as well as the needs and gaps encountered by Parties, and 2) will inform the global stocktake (the first of which will take place in 2023).

Parties will also have to submit biannual transparency reports and national inventory reports (the first report is due in 2024).

We will further explore how these issues are relevant to health in the next Lesson.

Are any of these issues relevant to your work?

How can you support negotiation or action in these areas?

Before you move on to the next segment, please take a few moments to reflect on the questions.

In the next segment, we will recap the key points covered in the lesson.

Recap

➤ **The Paris Rulebook**

After the Paris Agreement was adopted in 2015, Parties worked on the "Rulebook" to define the guidelines for the implementation of the Agreement. They largely agreed on the kind of information that should be included in Parties' their NDCs (such as on mitigation, adaptation and finance), improved transparency and compliance, and agreed on the structure of the Global Stocktake.

The Paris Rulebook was agreed on in 2018 at COP24, held at Katowice, Poland, but some details, such as on carbon markets and finalizing the transparency framework, still remain to be defined. These negotiations will continue at COP26 in 2021 and beyond.

➤ **Key Outcomes of COP25**

COP25 took place in December 2019. It was held in Madrid, Spain under the Presidency of the Government of Chile.

A further eighteen decisions were adopted at COP25, including key decisions in the following areas:

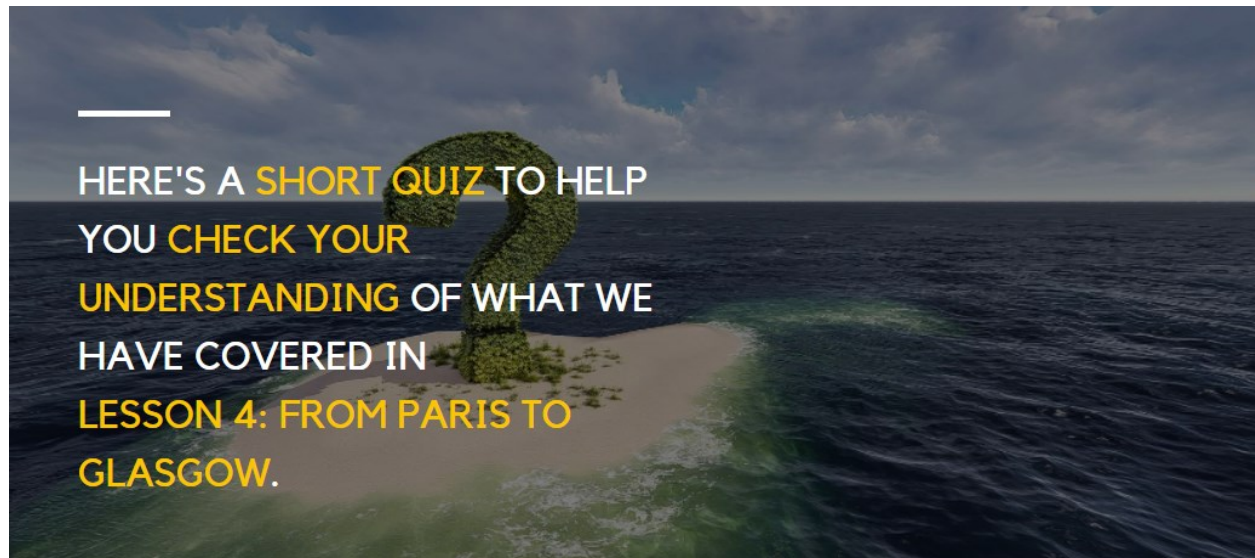
- Warsaw International Mechanism (WIM) on Loss and Damage
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➤ **Key Topics at COP26**

The 2021 United Nations Climate Change Conference (COP26) is scheduled to be held in Glasgow, United Kingdom in November 2021 under the presidency of the Government of the United Kingdom, in partnership with Italy. Key issues for the upcoming UN climate change negotiations at COP26 will focus on:

- The set-up of the carbon market mechanism of the Paris Agreement
- The transparency framework of the Paris Agreement
- Climate finance

Check Your Understanding



1. Key issues for the upcoming UN climate change negotiations in 2021 will focus on all of the following, EXCEPT:

- a. The set-up of the carbon market mechanism of the Paris Agreement
- b. The first global stocktake
- c. The transparency framework of the Paris Agreement
- d. Climate finance

2. Which of the following statements is/are TRUE?

- a. The Paris Rulebook was adopted in 2015 and operationalized in 2016.
- b. The Katowice Climate Package is more commonly known as the Paris Rulebook.
- c. The Paris Rulebook was finalized at COP25 held in Madrid.
- d. The Paris Rulebook is at least as important as the Paris Agreement.

3. Fill in the Blank.

At COP25 held in Madrid, as many as _____ decisions have been adopted by Parties.

Answers:

- 1. *b*
- 2. *b, d*
- 3. *eighteen*

Useful Resources

- [Paris Rulebook](#)
- [Warsaw International Mechanism](#)
- [Response Measures](#)
- [COP 25 Decisions \(Part 1\)](#)
- [COP25 Decisions \(Part 2\)](#)