

**Submission by the Republic of Mali on behalf of the African Group of  
Negotiators (AGN)  
on**

**Africa's views, based on the discussion and the reflections note, on concrete  
elements of the modalities, work programme and functions under the Paris  
Agreement of the forum on the impact of the implementation of response  
measures.**

FCCC/SB/2017/L.3, paragraph 2

**1. Introduction**

The SBI and SBSTA at the forty-sixth session invited Parties and observers to submit, their views on concrete elements of the modalities, work programme and functions under the Paris Agreement of the forum on the impact of the implementation of response measures. The Africa Group welcomes the opportunity to submit its views on the above mentioned elements, building on the previous AGN submission on this topic as well as discussions held in the Forum at the 46<sup>th</sup> session.

The Convention recognises that developing country Parties face economic and social consequences of response measures (actual and potential) and therefore it is fundamental to give full consideration to what actions are necessary to meet the specific needs and concerns of developing country Parties arising from the impact of the implementation of response measures, in accordance with the principles and provisions of the Convention, in particular its articles 3.1, 3.4, 3.5., 4.1. g) and h), 4.3. 4.5, 4.7, 4.8, 4.9 and 4.10, and articles 2.3 and 3.14 of the Kyoto Protocol, as well as relevant COP decisions, such as decisions 5/CP.7, 1/CP.10, 1/CP.13, 1/CP.16, 2/CP.17, 8/CP.17, 1/CP.18, 15/CMP.1 and 31/CMP.1.

AGN is of the view that the forum under Paris Agreement should be action oriented promoting technical value-adding work that focuses on the cross-border impacts of response measures and minimising such impacts on developing country parties, as such ensuring that the Paris Agreement is development friendly and not development adverse for developing countries. The Convention recognises the needs of developing countries and the Paris Agreement respecting and upholding this provides that the post-2020 forum shall serve the Agreement, ensuring that as developed countries climate action efforts (in line with the Agreement's long terms goals) peak, the cross border impacts of such measures on developing countries are also addressed.

Paragraph 33 of Decision 1/CP.21 confirmed that the improved RM forum, established under the Subsidiary Bodies, will continue and serve the Paris Agreement. As such, the functions of the improved Forum will continue to serve the Paris Agreement. It will **address the concerns of Parties with economies most affected by the impacts of response measures, particularly developing country Parties** by promoting balance between action taken by developed countries for furthering long term goals and providing some institutional space to accommodate the needs and interests of developing countries by enhancing cooperation and exchange of information on such measures, especially their cross border socio-economic impacts on developing countries.

The Paris Agreement provides no mandate for a renegotiation of the definition of response measures to include measures of developing countries. The forum in serving the Paris agreement, is expected to support the specific interests and concerns of developing countries arising from the impacts of response measures. The forum, serving the Paris Agreement, is an enabler for enhanced cooperation and exchange of information on the cross border impacts of response measures on developing countries.

## **2. Remarks on reflection note**

### **AGN affirms the following points raised in the reflection note and during discussions at SB46**

- Ensure continuity and strive for improvement by taking into consideration lessons learnt (from the process and work programme) from the Improved Forum.
- Experiences from implementing the work programme of the IF (improved forum) will provide valuable lessons for the FPA (forum serving the Paris Agreement).
- Application of the principles of continuity and evolution to the work programme, modalities and functions.
- The work programme identify and develops tools and approaches to mitigate the impacts of response measures on developing countries.
- The FPA should be efficient and effective, to the extent possible is should separate the issues of process from those of substance and ensure that there is sufficient time dedicated to substantive work (i.e. assessment of actual measures and their cross border impacts).
- Currently, the IF functions as a joint Contact Group of the SBI and SBSTA. A TEG, with agreed terms of reference, has now supplemented this. However, as SB 46 demonstrated, the TEG remains contentious especially its functions, what its outputs would be, how these outputs will be used and how the TEG will interact with the FPA.
- Inclusion of periodic reviews in the governance of the FPA.
- How to provide, to the FPA, through the modalities, increased capacity, stability, Party leadership, continuity, and the ability to increase cooperation with organizations and initiatives outside the UNFCCC process.

- Modalities of the FPA to be very specific and clear, not only in encouraging work with external organizations, but actually making it a core principle of the FPA.
- The work program and modalities must recognise that the impact of the implementation of response measures are a development challenge for Africa and demonstrate a genuine intention to address such.
- Agree that RM may be inaccessible to media, business, academia. AGN is of the view that this will require strategies to improve outreach work and enhanced sharing of technical information in more accessible forms. It does not require a redefinition of RM.

**The following views outlined in the reflection note and expressed at SB46, are not within the scope of the mandate found in Decision 1/CP.21, and as such cannot be supported.**

- *The view that the terminology of RM is inaccessible to media, business, academia thus prompting a revisiting of how we define RM, socio-economic impacts of RM, how to manage impacts and what measures are required to manage impacts.* AGN is of the view that the terminology is neither problematic nor inaccessible, there is a general lack of technical work and assessments to promote information sharing and understanding on what response measures are. Thus in our view there is no justification to prompt this revisiting of how RM is defined. It's not the definition of RM that is problematic it's the lack of technical work to understand RM and the communication of such information to business, academia and media.
- *That all measures that are included in all NDC's ought to be considered for inclusion in the functions of the Forum serving the Paris Agreement.* The decision is clear on the forum addressing the concerns of Parties with economies most affected by the impacts of response measures, particularly developing country Parties.
- *That one of the functions is to debate cooperation on response measures.* The decision refers to enhancement of cooperation amongst Parties on understanding the impacts of mitigation actions under the Paris Agreement.
- *The impact of response measures be viewed as an important element in the transition to low GHG economy and society and the way that transition is managed. Addressing the impacts of response measures is becoming a necessary, but not sufficient, condition to take on more ambitious NDCs.*  
*The work programme:*
  - (a) develop understanding of how a sustainable transition to low GHG economy relates to the impact of response measures.*
  - (b) Develop indicators for a sustainable transition to low GHG economy.*
  - (c) Identify and develop tools and approaches to build resilience and ensure sustainable transition.*

It is acknowledged that the transition to a GHG-neutral economy will entail implementing response measures and addressing the impacts of such measures should not be cited as a reason by developed countries for not taking on more ambitious NDC's. In light of the provisions of the Convention and Paris Agreement decision what remains technically unassessed are the measures themselves, i.e. their domestic impact and value for

transitioning to a GHG –neutral economy in relation to the global goal compared to their cross-border socio-economic impact. As such the matter of sustainable transitioning is not relevant to the scope of the mandate found in decision 1/CP.21. Considering that the historical emitters are at a structurally different levels of development from Parties with economies most affected by the impacts of response measures, particularly developing country Parties

- *Proposals to expand definition of response measures to cover, mitigation action and adaptation measures of developing countries.* Not relevant to the scope of the mandate found in decision 1/CP.21.
- *Understanding impacts of RM in context of the sustainable transition to low GHG economy and society.* Africa and most developing countries are not at the level of development of developed economies and thus their sustainable development pathways are different from the sustainable transition pathways of most developed countries. Sustainable transition as framed and proposed in the note is not relevant to the scope of the mandate found in decision 1/CP.21.
- *The RM Forum, serving the Paris Agreement, should be seen as an enabler for action and covers all NDC's.* The decision makes no reference to enabler for action and NDC's, it however, does clearly indicate that the Forum is to address the concerns of Parties with economies most affected by the impacts of response measures, particularly developing country Parties.

### **3. Concrete elements: Giving full and effective implementation to decision 11/CP.2**

AGN is of the view that the decision provides the parameters for defining the scope of the functions, modalities and work program of the forum.

The function of the forum serving the Paris Agreement is to enhance cooperation and exchange of information that promotes understanding of the impacts of the implementation of response measures, by addressing the concerns of Parties with economies most affected by the impacts of response measures, particularly developing country Parties with a view to recommending specific actions.

#### **3.1 Functions of the forum under Paris Agreement: to address the concerns of Parties with economies most affected by the impacts of response measures, particularly developing country Parties.**

- Provide enhanced cooperation for understanding the cross border impact of the implementation of response measures in relation to the pursuit of sustainable development (especially inclusive growth and poverty reduction) in developing countries.
- Promote exchange of information on response measures and experiences of such measures, encouraging comparative approaches to assessing the cross border impact against domestic impacts.
- The Forum as an enabler for cooperation by Parties on understanding the impacts of response measures and exchange of information. For developing countries raising

their ambition over time requires two fundamentals (1) support for their NDC's and (2) cooperation and support regarding cross-border impacts of response measures as developing countries need to know as much as possible about the actual and potential cross border impact of of RM's on their national circumstances and prospects for pursuing and achieving sustainable development. As such response measures must be transparent and open to review and analysis to manage their adverse effects. Given this the Forum must provide a platform for Parties to share, in an interactive manner, information, experience, case studies and views.

- To give full effect to the decision regarding exchanging information the forum must address the capacity constraints of Parties with economies most affected by the impacts of response measures, particularly developing countries and their capability to assess monitor and report on the impacts of implementation of response measures.
- The Forum is to put in place systems for (a) strengthening reporting and exchange of data on response measures, (b) mobilising resources for mainstreaming of assessments on the cross border impacts, (c) establishment of a database for detailed mapping of response measures (pre and post 2020 measures) that promotes technical assessments of measures periodically.
- Increase understanding on developed country approaches to transitioning for purposes of identifying forms of support for developed countries approaches to climate action and sustainable development;
- The Forum to produce annually recommendation of specific actions to COP to address the concerns of Parties with economies most affected by the impacts of response measures, particularly developing country Parties.

### **3.2 Modalities for the forum under the Paris Agreement**

Under the Improved Forum there have been challenges in advancing technical work on the impacts of response measures and measures to minimize cross border impacts at a pace that complements the improved forum's work program. Whilst we expect this to be proactively addressed by the 2018 review the experience has provided the lesson that going forward the modalities of Forum serving the Paris Agreement must be better aligned with its functions and the work program. Given this the modalities for the better functioning of the forum as a venue for Parties to raise priority concerns, will be one that promotes cooperation regarding the systematic review of measures and their systemic implications for developing countries. This will include as required constituting ad hoc-technical expert group(s) to undertake specific tasks emanating from the review of measures.

The TEG remains a useful and practical modality for pursuing technical analysis and knowledge building, critical for advancing the action oriented work of the forum.

In this respect, AGN is of the view that the TEG should be institutionalised as the technical arm to forum with a continuous work program on understanding the impacts of response measures and ad hoc work program that addresses issues of concern and interest to parties most affected my response measures.

*Functions of TEG: to proactively address the fact that limited technical work exists and that more is necessary to develop conceptualisations of the scope and nature of cross border impacts, conditions of vulnerability, the nature of the negative impact and if it can be minimised, by whom or by what?*

- Convene in-forum workshops, technical meetings and research dialogues
- Undertake technical studies and review of measures.
- Manage review or assessment process and inputs received.
- Arrange regional training workshops to enhance the capacities of countries to assess and report on the impacts of implementation of response measures.
- Developing tools including guidelines, methodologies modelling tools to assess and address the impact of the implementation of response measures
- Address the lack of case study material pertaining to the Parties with economies most affected by the impacts of response measures, particularly developing country Parties.

*Outputs of TEG*

- Technical papers and reports
- Pilot projects at regional / national level.
- country-specific and sector-specific case studies of cross border impacts of measures
- Database of measures, mapping detailed information on reported or potential impacts.

*How these outputs will be used?*

- To identify capacity needs of the Parties with economies most affected by the impacts of response measures, particularly developing country Parties. To enhance the capacities of these countries to assess and report on the impacts of implementation of response measures.
- To identify and promote the implementation of pilot projects.
- To inform need and scope of collaborative work / projects with international and intergovernmental organizations;
- To inform outreach activities on response measures with media, business and academia
- To be utilised for securing support for pilot projects of interest to Parties with economies most affected by the impacts of response measures, particularly developing country Parties.
- To inform development of recommendations regarding Parties with economies most affected by the impacts of response measures, particularly developing country Parties.

*How the TEG will interact with the FPA?*

The TEG outputs are to be considered by the Forum with a view to recommending specific action to COP.

**3.3 Work program of the forum under Paris Agreement: to address the concerns of Parties with economies most affected by the impacts of response measures, particularly developing country Parties.**

- Address the lack of case studies on the international aspects of response measures, identifying and quantifying the cross border impacts of response measures on Parties with economies most affected by the impacts of response measures, particularly developing country Parties, especially their prospects of achieving economic transformation, inclusive growth and poverty reduction.
- Address the lack of detailed studies (assessments and analysis) with respect to the implementation, monitoring and verification of those provisions enjoining parties to consider the specific needs and interests of Parties with economies most affected by the impacts of response measures, particularly developing country Parties by minimizing the impacts of response measures. Address lack of technical work that assesses impact of minimizing actions.
- Address the linkages between (a) the decision to address priority issues of concern to developing countries, particularly the impact of the implementation of response measures on the pursuit of economic diversification and transformation of developing country economies and societies and the (b) the decision to enhance climate technology development and transfer through the Technology Mechanism. In particular, identifying the role for technology in economic diversification and transformation in relation to the impacts of response measures; by elaborating on the linkages between the Technology Needs Assessment and the impact of response measures on economic diversification and transformation in Parties with economies most affected by the impacts of response measures, particularly developing country Parties.
- Address issues of comparability and verifiability with respect to reporting on measures to minimize the impacts of response measures on developing countries particularly in respect to their efforts for achieving economic diversification, transformation and inclusive growth and development.
- Address concerns with respect to how climate measures, from standards to energy subsidies, will affect trade flows, generating spill over effects on trade and thus impacting economic diversification of Parties with economies most affected by the impacts of response measures, particularly developing country Parties. Concerns about such trade-related impacts need to be well understood and dealt with by minimising such impacts and to prevent them from undermining the NDC's of Parties with economies most affected by the impacts of response measures, particularly developing country Parties.