



Ministry of Water Resources Development and Climate

Report on the

2017 United Nations Climate Change Negotiations (COP23)

**31 October -17 November 2017
Bonn, Germany**

**Final Mission Report on the Climate Change Negotiations
20 November 2017**

1. Introduction

The climate change talks and preparatory meetings under the United Nations Framework Convention on Climate Change were held during the period 31 October to 07 November 2017 amidst perceptible consequences of climate change which have resulted in rising temperatures due to increased concentrations of carbon dioxide, increased tropical cyclone activity which affected the small islands and a saddle of frequent droughts and water shortages. The meetings were held under different streams as follows:

- Twenty-third Conference of the Parties (COP 23);
- Thirteenth Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP 13);
- Second part of the first Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA 1.2);
- Forty-seventh session of the Subsidiary Body for Scientific and Technological Advice (SBSTA 47);
- Forty-seventh session of the Subsidiary Body for Implementation (SBI 47); and
- Fourth part of the first session of the Ad Hoc Working Group on the Paris Agreement (APA 1.4)

Issues under discussion included the Modalities, Guidelines and procedures for implementation of nationally determined contributions (NDCs), adaptation communication, support for developing countries (finance, technology development and transfer and capacity building), transparency of action and support, the global stock take, compliance, adaptation fund, cooperative approaches under Article 6 of the Paris Agreement and the 2018 facilitative dialogue. This comes on the backdrop of the Paris Agreement having entered into force on 4 November 2016, Developed Parties not fulfilling their Pre-2020 financial and mitigation commitments as well as the United States pulling out of the Paris Agreement. Climate change negotiations are now focused on ensuring that modalities, procedures and guidelines necessary for the implementation of the Paris Agreement are in place by 2018 to allow for effective implementation by 2020.

2. High Level Segment

The High level Segment commenced on the 14 of November 2017. The Meeting was officially opened by the COP President, the Prime Minister of Fiji. The Key high level issues discussed included the Talonoa Dialogue leading the 2018 facilitative dialogue aimed at taking stock of the collective efforts of Parties in relation to progress towards reducing greenhouse gas emissions and to reach a global peak as soon as possible. The dialogue is expected to assist parties in communicating their nationally determined contributions and in providing the information necessary for clarity, transparency and understanding of actions. Developing countries emphasized the need for the Paris Agreement Implementation Guidelines to respect the principle of common but differentiated responsibilities. Serious concern was raised with respect to the lack of action by developed countries to ensure that the Pre-2020 emissions gap is reduced, climate finance is increased towards the 100 billion USD per year mark and the lack of progress on agenda items related to loss and damage.

3. Summary of Outcomes

3.1. Further Guidance on the Development of NDCs

The meeting discussed the objective of the guidance on how it should define modalities for the implementation of mitigation provisions of the Paris Agreement. Different views among Parties hindered a constructive informal note formulation by the co-facilitators which resulted in a 180 paged document with Parties' attributions. The most important thing is to enable operationalisation of the differentiation principle and flexibility for developing countries in developing their NDCs and enable developed countries to demonstrate leadership in the implementation of their NDCs. Support has to be provided to developing countries to enhance NDC information for clarity, understanding and transparency communication of their NDCs.

3.2. Adaptation Communication

In pursuit of developing an adaptation communication two proposals for this guidance were tabled at COP23: (1) single/common guidance applicable to any vehicle chosen by a Party to convey their adaptation communication; and (2) vehicle-specific guidance. These proposals were presented as not mutually exclusive. Some Parties proposed to "request the IPCC to prepare a methodology report to provide guidelines on a suite of methodologies and approaches for communicating adaptation information, according to Article 7.10 and 7.11 that facilitate aggregation towards understanding collective progress towards adaptation goals". Other Parties expressed opposition to the proposal. The contentious issues are on recognition of effort, indicative level of support for adaptation by developed countries to developing countries as well as the actual support for the development of adaptation communication and development of the specific guidance for Adaptation NDC component. The negotiations on this item will continue at SBSTA 48.

3.3. Transparency of Action and Support

COP23 produced two proposals for the structure of the Modalities, Procedures and Guidelines (MPGs) for the enhanced transparency framework of action and support: (1) single/common MPGs applicable to all Parties with built-in flexibility to those developing country Parties that need it in the light of their capacities, containing three main sections: common reporting MPGs with annexed common tabular formats; common Technical Expert Review (TER) MPGs; and common Facilitative Multilateral Consideration of Progress (FMCP) MPGs; and (2) build on the existing system under the Convention, with two separate parts for developed and developing country Parties, respectively. Parties are still open to provide views on this issue. The Ad Hoc Working Group on the Paris Agreement (APA) Co-Chairs are expected to issue, by early April 2018, a reflections note to suggest options for the way forward on the basis of the views and ideas that Parties put forward at this session. Discussions continue at intersessional talks pencilled for April/May 2018.

3.4. Global Stock Take

Article 14 of the Paris Agreement requires the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA) to periodically take stock of the implementation of the Paris Agreement in order to assess the collective progress towards achieving its purpose and its long-term

goals (the global stocktake), in a comprehensive and facilitative manner, considering mitigation, adaptation and the means of implementation and support, and in the light of equity and the best available science. The CMA is to undertake the first global stocktake in 2023 and every five years thereafter, unless otherwise decided by the CMA.

On the modalities for the global stock take parties proposed the key elements to form part of the guidance and these included issues on equity, governance, time and duration among others. Parties are yet to agree on equity as the developed countries emphasized on mitigation and accounting of finance flows while the developing countries preferred adaptation issues and the means of implementation.

3.5. 2018 Facilitative Dialogue

In 2018 there is going to be a facilitative dialogue where parties will take stock of the collective efforts of Parties in relation to progress towards the long-term goal referred to in Article 4, paragraph 1, of the Agreement and to inform the preparation of nationally determined contributions. COP23 highlighted the inputs of the dialogue as the Special IPCC Report, Parties, Stakeholders, Expert Institutions, Presidencies of COP23 and COP24, an on-line platform and the UNFCCC Secretariat. In the build up to the facilitative dialogue expected in December 2018 France will host a climate summit in December 2017 whilst California (USA) will host another one in 2018. The dialogue will consist of two phases: the preparatory phase and the political phase. The former was launched at COP23 and will end at COP24. The latter will take place at COP24 with the participation of Ministers in roundtable discussions.

3.6. Climate Finance

Climate finance plays a key role in enhancing trust and confidence between Parties and it is essential for continuous progress that climate finance remains high on both the technical and political agenda as we move towards COP24 to support the required climate action under the Paris Agreement. The developed country Parties have made diminutive steps towards the fulfilling the US\$100billion goal and they are not ready to engage on the discussions on biennial communication of their indicative, quantitative and qualitative information on financial resources to support developing countries to fulfill their obligations under the convention.

Whilst there was an agreement that the Adaptation Fund shall serve the Paris Agreement, the mixed views on the flexibility and architecture of the fund contributed to a stagnating meeting as the CMP and CMA could not close after Parties reached a deadlock. However, under the Subsidiary Body for Implementation (SBI), the Conference of Parties (COP) urged developed country Parties to continue their efforts to channel a substantial share of public climate funds to adaptation activities and to strive to achieve a greater balance between finance for mitigation and finance for adaptation, recognizing the importance of adaptation finance and the need for public and grant-based resources for adaptation. The COP encouraged the Adaptation Fund Board:

- a. To consider options for improvement of efficiency with regard to the operation of the Adaptation Fund;
- b. To continue to engage with sub-national actors and the private sector through, inter alia, microfinance schemes, weather-based insurance arrangements, involvement with local industry groups and farmers in adaptation projects, and public–private partnerships;

- c. To consider voluntary tracking of climate finance mobilized, where appropriate; and
- d. To continue the efforts to enhance complementarity and coherence with other funds both under and outside the Convention.

The COP welcomed the financial pledges and contributions towards the Adaptation Fund for the calendar year 2017 made by the Governments of Germany and other countries, amounting to USD 58million.

Extra policies not recognized by the COP being implemented by the Global Environment Facility (GEF) and the Green Climate Fund (GCF) to developing countries is of concern as it is subsequently hindering countries from accessing funds allocated to them or that they are eligible to access.

3.7. Technology Transfer and Development

Two key issues were discussed under this subject on development and transfer of technologies.

- *Joint Annual Report of the Technology Executive Committee (TEC) and the Climate Technology Centre and Network*

Although the negotiations welcomed the joint annual report, including the key messages and recommendations contained therein, Parties did not agree on what to look forward to in this report in the future, as some parties were opposed to the consideration of gender. There was disagreement on how to approach the challenges which CTCN continues to face that need attention regarding sustainable funding for implementing its functions and that further financial support should be provided. The ongoing collaboration between the Green Climate Fund and the CTCN wherein the services and expertise of the CTCN can strengthen proposals seeking support from the Readiness and Preparatory Support Programme and the Project Preparation Facility of the GCF. Engagement of CTCN with the GEF and multilateral development banks regarding collaborative activities, including the implementation of technical assistance requests with scalable investment potential was welcome by parties.

- *Elaboration of the Technology Framework*

Parties continued deliberations on the elaboration of the technology framework established under the Paris Agreement. Parties continued discussions on the possible elements of key themes of the technology framework and requested the SBSTA Chair, with the assistance of the secretariat, to prepare a document containing a draft technology framework for recommendation by the SBSTA to the Conference of the Parties (COP) and the transmittal by the COP to the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement for its consideration and adoption. Such a draft should take into account the progress made and Parties' deliberations on this matter at SBSTA 45, 46 and 47. The request above will facilitate deliberations at SBSTA 48 (April–May 2018).

3.8. Compliance Mechanism

The Paris Agreement established a mechanism to facilitate implementation and promote compliance with the provisions of the Agreement. The mechanism will consist of a committee that shall be expert-based and facilitative in nature and function in a manner that is transparent, non-adversarial and non-punitive, paying particular attention to the respective national capabilities and circumstances of Parties. At COP23 Parties discussed the possible elements to guide the work of the Committee. The draft elements produced to guide the work of the committee cover a wider array including; national capabilities and circumstances, Interlinkages with other arrangements whereby parties discussed the importance of the

committee recognizing the linkage between compliance and support mechanisms for example the Standing Committee on Finance and the Warsaw International Mechanism on Loss and Damage. Just like on the principles, level of detail, institutional arrangements, nature and scope of the committee and its work, Parties had different views on the modalities and guidelines and further engagements. These are expected to be finalized at COP24.

3.9. Agriculture

Matters related to climate change and agriculture made significant progress at COP23. The Conference of Parties invited Parties and observers to submit by 31 March 2018, their views on elements for the following items for consideration at the forty-eighth session of the subsidiary bodies (April–May 2018):

- i. Modalities for implementation of the outcomes of the five in-session workshops on issues related to agriculture and other future topics that may arise from this work;
- ii. Methods and approaches for assessing adaptation, adaptation co-benefits and resilience;
- iii. Improved soil carbon, soil health and soil fertility under grassland and cropland as well as integrated systems, including water management;
- iv. Improved nutrient use and manure management towards sustainable and resilient agricultural systems;
- v. Improved livestock management systems;
- vi. Socioeconomic and food security dimensions of climate change in the agricultural sector.

3.10. Gender and Climate Change

The Parties adopted the first-ever UNFCCC Gender Action Plan (GAP) at COP23 and sincere gratitude to Mrs. V. N. Jakarasi who led the Group of 77 and China on this Agenda item. The Action Plan acknowledges that little progress has been made towards women's equal participation and developing and implementing gender-just climate policies and actions. Hence the GAP seeks to advance the implementation of the multiple gender-related decisions adopted under the UNFCCC through capacity building of Parties to develop gender responsive climate policies and ensure that the travel funds support participation of grassroots and indigenous women. The GAP is a significant step forward in the efforts to bring gender equality into international climate process.

3.11. Indigenous People Platform

The Conference of the Parties, Recalling the United Nations Declaration on the Rights of Indigenous Peoples, decision 1/CP.21 and the Paris Agreement emphasized the role of local communities and indigenous peoples in achieving the targets and goals set in the Convention, the Paris Agreement and the 2030 Agenda for Sustainable Development, and recognized their vulnerability to climate change. As a result it was Reaffirmed that there is need to strengthen the knowledge, technologies, practices and efforts of local communities and indigenous peoples related to addressing and responding to climate change, and the importance of the platform established for the exchange of experience and sharing of best practices on mitigation and adaptation in a holistic and integrated manner. The INDIGENOUS PEOPLES FORUM ON CLIMATE CHANGE requested voluntary financial support to help facilitate the platform's full operationalisation.

4. Side Events and Bilateral Meetings

4.1. Zimbabwe's NDC Showcase

Zimbabwe hosted a high level side event in collaboration with the World Bank under the ZIMREF Fund. The side event was meant to showcase the work that Zimbabwe is doing on NDC implementation and Measurement, Reporting and Verification (MRV) development. The goal of the event was to leverage more support to enhance the same work on areas which the current support is not covering. The Permanent Secretary for Water Resources Development and Climate delivered the Key note Address where he gave a highlight of the current work on NDC and the institutional arrangements that have been put in place to ensure a coordinated approach to NDC Implementation in Zimbabwe. His Remarks were followed by a presentation by the Director for Climate Change Management Department on the Zimbabwe NDC. The Panelists from UNDP, NDC Partnership, World Bank and the Swedish Government also shared their remarks and this was followed by a question and answer session. The Swedish Government pledged their continued support to Zimbabwe and the NDC Partnership also indicated their willingness to support Zimbabwe upon Request. The Partners present viewed Zimbabwe a leader in NDC implementation among the developing countries. The Secretary in his closing remarks summarised the meeting highlights and shared her recommendation on the way forward.

4.2. Bilateral Meeting with the Adaptation Fund Secretariat

The Zimbabwe Delegation met with the Adaptation Fund Secretariat to discuss the status of the Environmental Management Agency (EMA) accreditation and possible future collaboration areas. The Adaptation Fund Board has engaged in a partnership with the Climate Technology Centre and Network (CTCN) to assist entities that are accredited with the Adaptation Fund to request for complementary technical assistance through the CTCN to support project/programme design for projects that could be submitted to the Adaptation Fund Board for possible funding, pending the regular project review process and decision by the Adaptation Fund Board and CTCN procedures. The technical assistance provided by the CTCN can address specific challenges through technology prioritization, feasibility assessments, market studies, technology deployment roadmaps, or other early stage analysis to help strengthen design of projects that may be submitted to the Adaptation Fund.

Zimbabwe's accreditation process offers a platform for EMA to provide technical assistance to other Southern African countries to be also accredited to the Adaptation Fund. On the other hand, EMA's accreditation to the Adaptation Fund will enable EMA to go through the fast track accreditation with the Green Climate Fund.

4.3. Engagement with the Green Climate Fund Secretariat

The meeting discussed several climate finance related issues including the delays in the disbursement of the GCF NDA readiness support of \$300 000 which was approved more than a year ago. The head of delegation emphasized the need to disburse the resources without further delay. The meeting also discussed country's S\$3million National Adaptation Plan Readiness proposal development process and made it clear to the GCF of the reluctance by the country to take a phased approach in implementing this readiness as the turnover time of the GCF is long. The delegation also called for the GCF Board to consider Zimbabwe's first GCF proposal (on Agro-Forestry) submitted as a regional project through UNEP.

Follow up meeting were also set with the Direct Access entities to follow up on the country's direct access accreditation of the IDBZ as well as with UNEP to understand the challenges with the NDA readiness. The delegation also discussed the Private sector facility and the challenges Zimbabwe is facing in accessing implementing entities with which to submit the GCF proposal through.

4.4. Meeting with the Climate Technology Centre and Network (CTCN)

Zimbabwe Delegation held bilateral meeting with the CTCN Secretariat. The meeting agreed to request the CTCN to access part of the one million dollar readiness funds available to developing countries. This readiness will assist in project development, supporting CTCN NDE and GCF NDA work since the country has been challenged in undertaking such in initiatives, as it requires substantial technical expertise, baseline data, feasibility studies, time, human resources and finance. The meeting also discussed the conclusion of the Technical Assistance which recently printed Climate Smart Agriculture Manual to enhance Zimbabwe's Climate Change goals. Bilateral engagements were also held with the Korean and German NDEs separately to explore areas of collaborations. Technical follow ups will be followed up to concretize the opportunities and discussions with relevant institutions. Collaborations in technology transfer and development in support of the climate action agenda as well as exchange visits and matchmaking workshops were some of the issues identified as possible action points.

4.5. Meeting with NDC Partnership

An NDC Partnership Country Engagement meeting was held on the sidelines of COP23 with colleagues from the NDC Partnership. The meeting discussed possible ways on how Zimbabwe could leverage support from the Partnership towards implementing the country's NDC. The meeting agreed that Zimbabwe should write a formal request to the NDC Support Unit so that work on NDC implementation can start in 2018. The NDC Partnership indicated that they will start by carrying out the in-country assessment that involves all the relevant stakeholders so as to come up with an agreed roadmap which will be the basis for implementation. This will be followed by the development of quality and bankable projects as well as exchange programmes on lessons learnt with other NDC Partnership countries.

4.6. Financing Water Security and Adaptation in NDC Implementation by Global Water Partnership

The Global Water partnership with funding from Agence Francaise Development (AFD) in 2017 launched a new technical assistance facility to support the implementation of the NDC Adaptation Actions focusing on the Water Sector. The Facility of 30 Million Euro will be directed to 15 Countries in Africa, Small developing Islands and Least Developed Countries for four years with the view of helping vulnerable countries achieve climate-resilient development pathways and support the increase in climate investments with a focus on adaptation and climate change. Country selection is underway, hence it is important for Zimbabwe to express interest with the support from the Global Water Partnership Zimbabwe. This will go a long way in supporting the Agriculture adaptation NDC component of the country's NDC.

4.7. Strengthening the Impact of Proposals for Accessing GCF Support for NAPs and/or other Adaptation Planning Processes

The GCF secretariat and the UNFCCC Adaptation Programme unit mandated on National Adaptation Plan (NAP) Readiness Support, held a meeting on the 13th of November 2017 under the theme of enhancing countries access to NAP readiness funding. The meeting gave an overview of the status of GCF support

including review criteria and observations based on proposals to date were it was indicated that 38 NAP readiness proposals had been submitted to date and only 10 were awarded funding. Zimbabwe is one of the 21 countries working to resubmit their proposals this year in order to tap into the \$50m financing facility available this year under the NAP readiness window. Countries were appraised with information for further improving quality of proposals to the GCF to access funding for the formulation of NAPs and other adaptation planning processes. Good practices were shared for high quality NAPs and other adaptation planning processes that catalyse adaptation action and investment. The meeting took note of the need to strengthen awareness of and coordination among adaptation planning support providers in order to achieve the global goal on adaptation leaving no one behind. The participants appealed to the GCF team to simplify the process if they were serious about providing support towards building countries resilience to climate change.

4.8. African Risk Capacity (ARC) theme: “Lessons Learned from Implementing ARC as a Sovereign Level Risk Insurance Pool”

The objectives of this interactive session were to take stock of the lessons learned from sovereign level risk insurance mechanism as implemented by the ARC Group (Agency and Ltd). Evidence pointed to the benefits of the ARC Group, as it had not only reduced the volatility of food consumption for the most vulnerable households but also helped reduce the need for fire and sale of assets in distressed regions. In addition, the comprehensive offering of capacity building, detailed risk analysis and access to risk financing were presented as fundamental needs that ARC had addressed. The key outcomes of the session were the launching of the policy brief on lessons learnt by the Africa Risk Capacity Group, formation of new pathways into the future, and solutions for further improvement of the ARC’s service. In the African context, the ARC has emerged as a means through which governments have sought to link financing with targeted and early response delivery mechanisms to assist the most vulnerable in the event of a disaster. Zimbabwe may also benefit from this initiative as a result of loss and damage from climate change induced flooding which often destroys infrastructure and crops alike.

5. Conclusion

COP23 was highly technical focusing the key elements of the Paris Agreement Rule Book. Progress was made in most areas but the lack of progress towards meeting the financial pledge of 100 billion USD per annum towards climate change and the disregard of the Kyoto Protocol Second Commitment period by developed country Parties created tension in the negotiations. Preparations for COP24 have already begun. COP24 is likely to be highly political in nature as most of the Paris Agreement rules are set to be adopted. It is therefore, very important for developing countries, Zimbabwe included, to participate in all the critical intersessional discussions that will shape the COP24 outcomes.