

CLIMATE

UNDERSTANDING  
THE RULEBOOK  
OF THE PARIS  
AGREEMENT

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# WHAT ARE COP FOR?

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**COP are the Conferences of the Parties** (signatory states) to the United Nations Framework Convention on Climate Change (UNFCCC). These are important political events that bring together 197 States. COP highlight the challenge of States' efforts to reduce national greenhouse gas emissions and adapt to climate change. They take place annually and allow the necessary decisions to be taken to ensure the implementation of the UNFCCC arrangements. COP also monitor the implementation of decisions taken at national level at national level.

But COP are not only for States, quite the contrary! They offer a space for meeting and exchanging views on climate issues with all stakeholders in society: States, cities, local authorities, companies, associations, civil society, etc. COP remind us that collective and individual actions must be combined so that we can respond to this global challenge.

In 2015, COP21 was an important milestone with the adoption of the Paris Agreement, which defends an ambitious and necessary objective: to hold the increase in the global average temperature to well below 2°C and pursue efforts to limit the temperature increase to 1.5°C. COP24 resulted in rules for the implementation of the Paris Agreement in 2020.

# THE IMPLEMENTATION RULES

## WHAT IS IT ABOUT ?

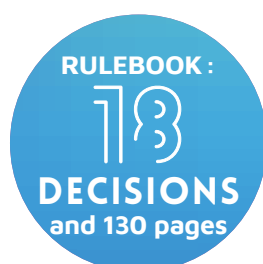
The Paris Agreement was adopted on 12 December 2015 at COP21. It constitutes a genuine international action plan to fight climate change. To achieve the objectives of the Paris Agreement, the Parties shall:

- **undertake rapid reductions** in their emissions and achieve greenhouse gas neutrality by the second half of the century at the latest;
- **strengthen States' capacity to adapt** to the adverse effects of climate change by enhancing resilience and ensure low greenhouse gas (GHG) emission development, in a way that does not threaten food production;
- **align financial flows** with low GHG emissions and resilient development.

The Agreement provides mechanisms to achieve these objectives: adoption by States of national action plans, regular reporting on their efforts, financial support to developing countries, global stocktakes. To date, 185 States have ratified the Paris Agreement.

The United Nations Framework Convention on Climate Change (UNFCCC) is responsible for developing the modalities and guidelines for the functioning of the Paris Agreement.

This set of implementation rules constitutes the Work Programme of the Paris Agreement or Rulebook. Initiated at COP22 in Bonn in May 2016, the work was finalised at COP24, which took place from 3 to 14 December 2018 in Katowice, Poland.



**have ratified of 197 Parties to the Convention**

## GLOSSARY

### UNFCCC

The United Nations Framework Convention on Climate Change was adopted during the Earth Summit in Rio de Janeiro in 1992. It aims to put in place a comprehensive framework to address the challenge of climate change. The Convention is currently ratified by 197 countries. Countries that ratify it are called Parties to the Convention.

### COP

The Conference of the Parties is the supreme decision-making body of the UNFCCC. It meets annually to negotiate and monitor the implementation of the Convention.

### Greenhouse gases (GHGs)

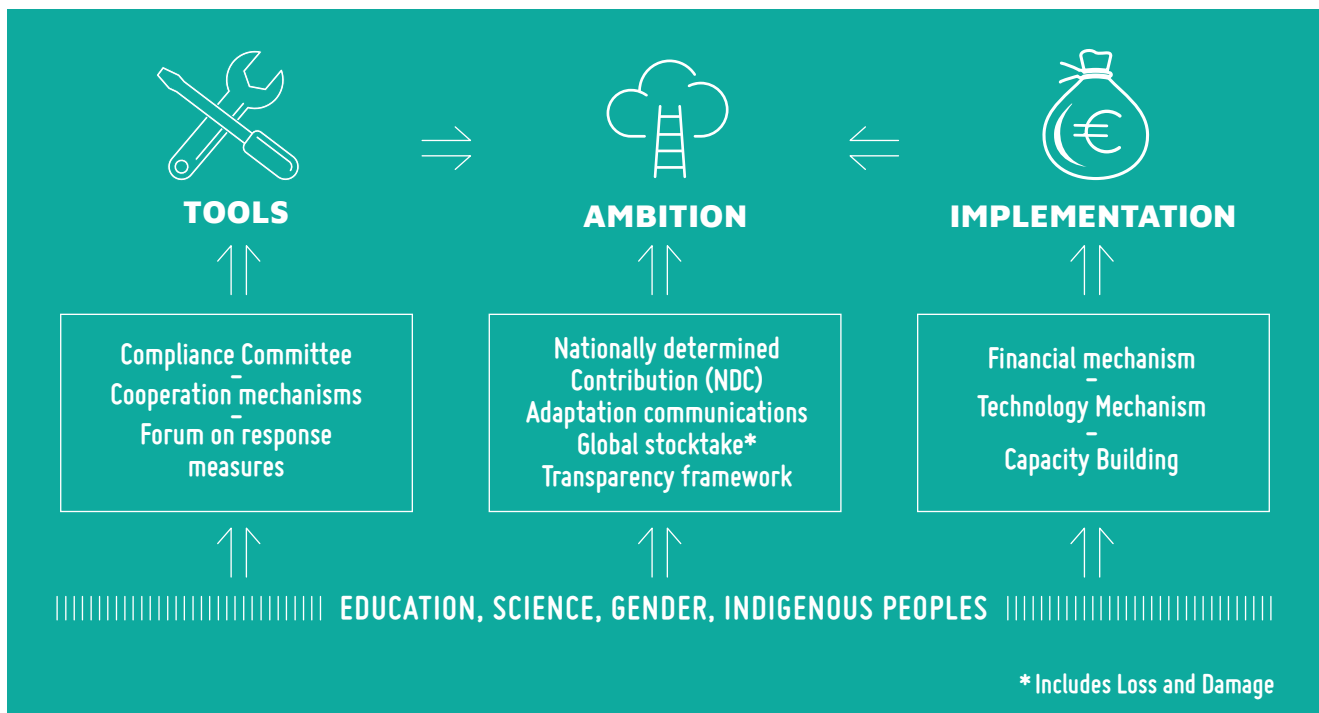
These are gases produced by natural or human-induced (anthropogenic) processes that contribute to maintaining heat in the Earth's atmosphere.

### IPCC

The Intergovernmental Panel on Climate Change (IPCC) is responsible for assessing the state of knowledge on climate change, its causes and impacts and can make recommendations. The IPCC reports provide a regular overview of the current state of knowledge. These publications are at the heart of international climate negotiations.

# OBJECTIVES OF THE PARIS AGREEMENT

ON MITIGATION, ADAPTATION AND FINANCE



## WHAT IS IN IT ?

Two key processes structure the implementation of the Paris Agreement: transparency and the enhancement of climate ambition.

### TRANSPARENCY AND TRACKING OF CLIMATE COMMITMENTS

These principles allow each State to know and show where it stands in its efforts and thus generate confidence in the fulfilment of each of its commitments. The implementation rules of the Paris Agreement specify the reporting rules applicable to all States with regard to greenhouse gas emissions, adaptation efforts, and the means of implementation (finance, technology transfer, capacity building) made available to developing States to assist them in implementing the

agreement.

### RAISING THE AMBITION OF CLIMATE AMBITION

A global stocktake will be conducted every five years, starting in 2023, to review progress and measure the gap with the objectives of the Paris Agreement. This assessment will serve as a basis for States to increase their ambition. The rulebook shall define its modalities. It also takes into account cross-cutting issues such as gender, education and public participation, and the role of indigenous peoples in climate transition.

These rules will be reviewed by States over time to improve their effectiveness. Discussions under the UNFCCC will continue, both to enforce these rules, to review their application and possibly to amend them. Parties to the UNFCCC must also ensure the transition from the Kyoto Protocol which will end in 2020 to this new regime.



# AMBITION

## GLOSSARY

### Adaptation

Adjustment process to the present or expected climate. The aim is both to limit the negative impacts of climate change and to increase the resilience of populations and ecosystems, while exploiting the beneficial effects.

### Mitigation

All actions contributing to the reduction or stabilization of greenhouse gas emissions into the atmosphere.

### Nationally Determined Contributions

Quantified contributions corresponding to the national efforts envisaged in the context of the fight against climate change.

## MITIGATION

The main objective of the Paris Agreement is to limit the increase in global temperature to well below 2°C compared to the pre-industrial era. This implies considerable efforts to reduce emissions on a global scale. Countries must provide nationally determined contributions (NDC) every 5 years. These documents indicate the mitigation efforts to which countries commit in order to contribute to the achievement of the objectives of the Paris Agreement. The rulebook sets out the list of information to be provided with these national contributions, so as to ensure that the commitments made by States are clear and transparent.

Common timeframes for all NDC will be applied from 2031 onwards. This period of implementation, 5 or 10 years for example, will be the subject of the next negotiations.

All national contributions will be published on a dedicated page on the UNFCCC website. This public register will allow everyone to have access to successive contributions from countries, in particular to assess their progress and ambition.

**NOTE:** France submitted its national contribution collectively with all EU

Member States on 6 March 2015. It plans to reduce the Union's GHG emissions by at least 40% by 2030, compared to 1990 levels.

## WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY

- ▶ They ensure that countries communicate and account for their NDCs in a clear and transparent manner.
- ▶ A common application period for all national contributions will be applied from 2031 onwards.
- ▶ All national contributions will be published on an open access website.

## ADAPTATION

*Adaptation is a major priority for climate action, particularly for small island developing States and least developed countries. These countries, whose GHGs emissions are low, are strongly affected by climate change because their geographical and socio-economic characteristics make them more vulnerable. The Paris Agreement sets a global goal for adaptation and recognizes the importance of taking into account the needs of developing countries, recognizing their efforts and supporting them. It sets up a common framework for each State to communicate, on a voluntary basis, its past (results, lessons learnt) and future adaptation actions (strategies, action plans, etc.), in order to strengthen international mobilization in response to the adaptation challenge.*

*In this framework, States will be able to report through an adaptation communication.*



**WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY**

- ▶ They set common guidelines for countries to communicate, on a voluntary basis, their adaptation policies in adaptation communications.
- ▶ These public communications will be taken into account in the global stocktake.

**TRANSPARENCY**

In order to ensure that States' climate commitments are tracked, the Paris Agreement provides a robust transparency framework applicable to all countries. This is a major development from the Kyoto Protocol, which imposed accountability only on developed countries. From 2024 onwards, all States will have to produce biennial transparency reports and GHG emission inventories according to harmonised rules. This new framework includes a system of flexibilities for developing countries that do not have the

means to meet the new requirements. Flexibilities are strictly limited and are intended to be limited in time, as the reporting capacities of the concerned countries evolve.

The Paris Agreement's transparency framework reports on actions on mitigation, adaptation, as well as on the means of implementation available to developing countries to help them meet their commitments (finance, technology transfer, capacity building).

Ultimately, this framework will make it possible to verify whether the commitments have been fulfilled.

**WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY**

- ▶ They set common standards for all countries to report regularly on the implementation of their climate policies.
- ▶ From 2024 onwards, all countries will be required to produce biennial transparency reports and GHG emission inventories.

- ▶ The new framework provides flexibility for developing countries in the degree of rigour of reporting.

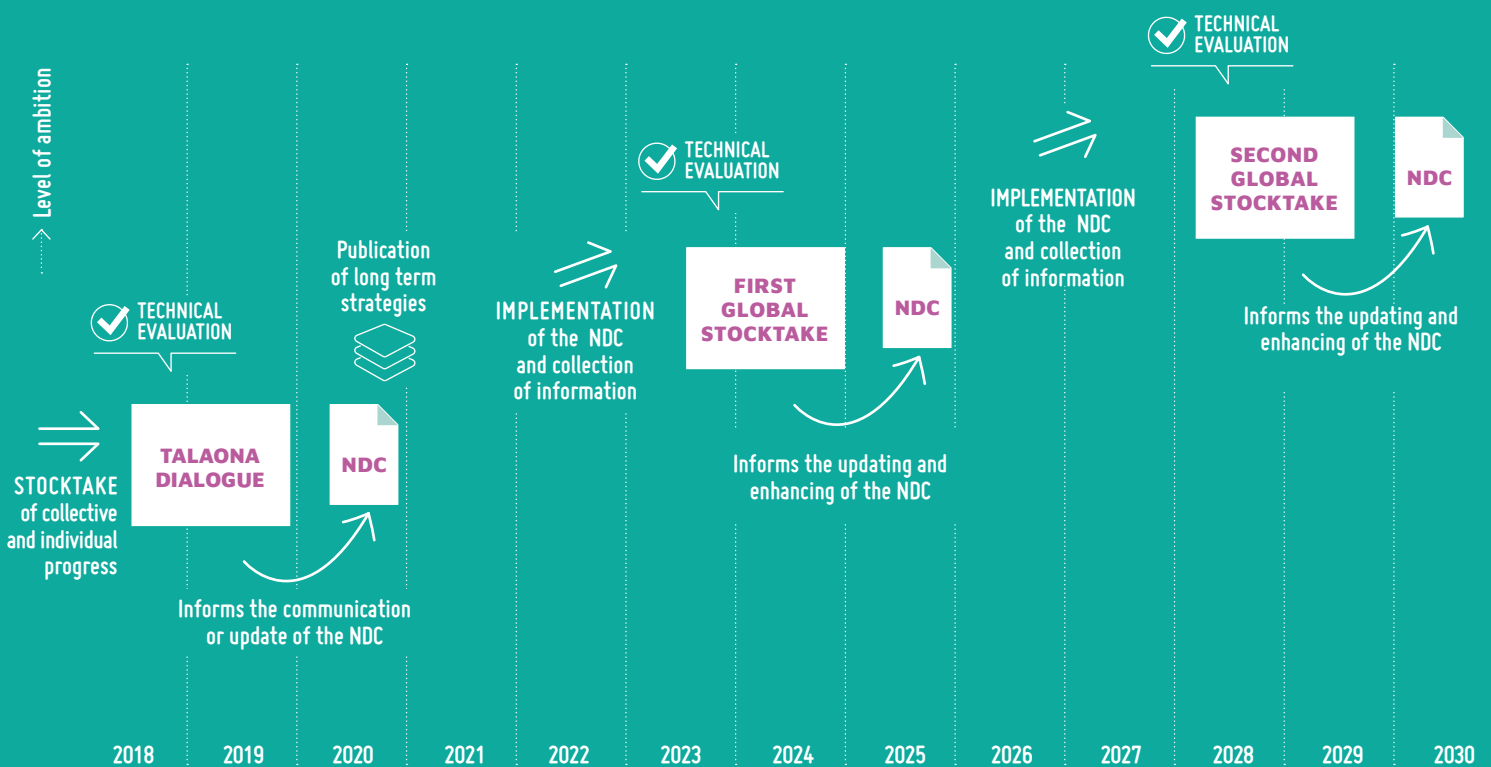
**GLOBAL STOCKTAKE**

The global stocktake, which will take place every 5 years from 2023, aims to assess the collective progress made in the fight against global warming and the remaining efforts needed to achieve the objectives of the Paris Agreement.

Conducted between Parties, with the participation of non-state actors, the global assessment should take stock, country by country, of:

- mitigation actions, including response measures;
- adaptation actions, including loss and damage;
- the mobilization of financial, technological and capacity building resources. It serves as a basis for informing countries' future climate commitments and enhancing the ambition of nationally determined contributions.

**AMBITION CYCLE**



### WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY

- ▶ The global stocktake includes 3 phases: information gathering, technical evaluation, and political phase.
- ▶ It is conducted between States Parties with the participation of non-state actors.
- ▶ It considers mitigation, adaptation and means of implementation. It is informed by the IPCC and transparency reports.
- ▶ It is informed by the IPCC scientific reports and transparency reports.

### LOSS AND DAMAGE

The Paris Agreement recognizes the importance of averting, minimizing and addressing Loss

and Damage related to climate change by working on early warning systems, disaster preparedness, comprehensive/global risks assessment and management, slow onset events...

Established at COP19, the Warsaw International Mechanism (WIM) on Loss and Damage associated with Climate Change impacts will be reviewed at COP25. It is mandated to help to better understand Loss and Damage and to promote the implementation of approaches to avert, minimize and address it, particularly in the most vulnerable developing countries.

### WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY

- ▶ Actions to avert, minimize and address Loss and Damage can be reported (transparency framework)
- ▶ Loss and Damage will be taken into account across the three themes of the global stocktake (mitigation, adaptation and means of implementation).



## TOOLS

### COMMITTEE ON CONFORMITY AND FACILITATION

The Paris Agreement establishes a committee to facilitate implementation and promote compliance. It is non-punitive. Its objective is to assist States that do not comply with their obligations under the agreement to get back on track for compliance.

This is an important element that strengthens the transparency system and contributes to the reliability and integrity of the climate regime.

The committee can make recommendations, propose action plans to States and draw conclusions on the cases it will have to deal with. It will produce an annual report for consideration by the COP.

It must also play a role in improving action, by identifying the difficulties encountered by States in implementing the Paris Agreement.

The committee may be triggered by a State that has difficulties in implementing its obligations and seeks support. It can also take action itself if a State does not submit its national contribution or mandatory information under the transparency framework. The committee, whose framework for action was defined at COP24, will be set up at the end of 2019 at COP25.

### WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY

- ▶ The Compliance and Facilitation Committee will assist countries in meeting their obligations under the

Paris Agreement. This mechanism is not punitive in nature.

- ▶ It will be established at the end of 2019 and will meet at least twice a year; it will be composed of 12 elected members with a balanced geographical representation.
- ▶ It will produce an annual report on the cases dealt with and the difficulties encountered by States in implementing the Paris Agreement.

### MECHANISMS FOR TRADING EMISSION ALLOWANCES OF GREENHOUSE GASES

The Paris Agreement allows countries to achieve their mitigation objectives through GHG emissions trading instruments. To this end, it stresses the need for rules to preserve the environmental integrity and to ensure that



each tonne of emissions released into the atmosphere is counted only once. Rules to regulate GHG emissions trading, through market-based approaches (carbon market, bilateral carbon credit trading), as well as non-market approaches (international cooperation, capacity building) were discussed at COP24. No agreement could be reached on this topic. Negotiations continue for finalization at COP25.

## RESPONSE MEASURES

The Paris Agreement recognizes the need to take into account the effects of climate change response measures, which are the positive and negative effects of measures to fight global warming, in particular socio-economic impacts. For developed countries that produce fossil fuels, these negative effects include the impact on the workforce and

regions of the transformation of old industries and the transition to a less carbon-intensive economic model.

### WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY

► A new body is created, the Katowice Committee of Experts on the Impact of Response Measures. Established in spring 2019, it will support work on this subject.

# FINANCE IMPLEMENTATION

## FINANCE

The question of finance provided by developed countries to support their climate action was the subject of difficult discussions at COP24. However, they have resulted in a balanced set of implementation rules.

The financial issues cover a fairly broad set of negotiating points, covering the rules for transparency of past and projected financing, the new financial target after 2025 (the year marking the end of the period of mobilization by developed countries of \$100 billion per year, decided at COP15 in Copenhagen) and the recommendations that the COP makes each year to several international climate funds.

### WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY

► The rules on accounting for past climate finance by governments and multilateral development banks will

come into force after 2022. They clarify and strengthen the existing framework by improving the level of detail of information provided and the comparability of data between developed States.

► A detailed list of information to be provided by developed countries on their climate finance forecasts has been defined. This leaves considerable flexibility for States to provide qualitative information when quantitative information on future financing is not available. This list may be revised in 2023.

► The objective of redirecting all financial flows towards a low-carbon and climate-resilient development will be integrated into discussions on the new post-2025 financial objective. This is a significant development from the framework in place for the period 2020-2025, which is mainly limited to the objective of 100 billion dollars mobilised per year from developed to developing States. These discussions on the post-2025 financial objective will begin in November 2020.

► The Adaptation Fund, originally created under the Kyoto Protocol, which will end in 2020, will now also serve the Paris Agreement. This decision confirms its role in climate finance.



for developing countries until 2025

## TECHNOLOGY TRANSFER

The Paris Agreement establishes a Technology Framework to facilitate technology transfers and strengthen existing actions within the UNFCCC. These actions are carried out within the framework of the Technology Executive Committee (TEC), which is responsible for providing recommendations to the Parties, and the Climate Technology Centre and Network (CTCN), which provides technical assistance to developing countries on climate technology matters.

### WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY

- ▶ The Technology Framework describes the priority actions to be taken to improve technology transfers under the UNFCCC.
- ▶ Periodic assessment procedures for the TEC and the CTCN are defined.

## CAPACITY BUILDING

Like other means of implementation (financing and technology transfers), capacity building is a cross-cutting issue that is addressed in discussions on adaptation, mitigation or transparency. This could include, for example, organizing a training and exchange workshop on greenhouse gas inventories with experts from beneficiary countries.

COP21 reiterated the importance of this issue by establishing the



**benefiting  
from the adaptation fund**

Paris Committee on Capacity Building (PCCB) in 2015 to identify and respond to needs. It met for the first time in 2017. It will be assessed at COP25.

### WHAT THE IMPLEMENTATION RULES OF THE PARIS AGREEMENT SAY

- ▶ Several decisions refer to the Paris

Committee on Capacity Building, including decisions on adaptation or the global stocktake.

- ▶ The need for capacity building is highlighted for the development, communication and accounting of NDC, participation in the global balance sheet or to meet transparency requirements, for example.

# CROSS-CUTTING THEMES

These topics are not covered in the rulebook, but contribute to the implementation of the Paris Agreement.

## EDUCATION /

The Paris Agreement provides a framework for national engagement in education, training and public awareness on climate change as a long-term measure. Countries that so wish may take these long-term measures into account in the preparation and implementation of their NDC.

## GENDER /

Because of their different social roles, women and men may experience the impacts of climate change differently, with women often being disproportionately affected. This is why the Paris Agreement recognizes the need to take gender into account in the fight against climate change. It must be included in the NDC, adaptation communications, emission reports, technology framework, or financial reporting. The review of the Lima work programme on gender equality and its action plan will take place at COP25.

## PLATFORM OF LOCAL COMMUNITIES AND INDIGENOUS PEOPLES /

Indigenous knowledge provides solutions for combating climate change. At COP21, the Parties recognized the need to strengthen the knowledge, technologies, practices and efforts of local communities and indigenous peoples through a dedicated platform. A Facilitative Working Group will present its initial two-year work plan (2020 and 2021) at COP25.

# AND AFTER COP24?

## Dec. 2018 COP 24



CLIMATE ACTION SUMMIT **Sept. 2019**

organized by the United Nations Secretary-General

**Nov. 2019** COP25



- ▶ Negotiations on Article 6
- ▶ Publication of the NDC and Adaptation Communications register
- ▶ Review of the Warsaw Mechanism on Loss and Damage
- ▶ Evaluation of the Paris Committee on Capacity Building
- ▶ Revision of the gender action plan
- ▶ Revision of the work programme on education



COMMUNICATION OF UPDATED NATIONALLY DETERMINED CONTRIBUTIONS (NDC)

**Nov. 2019 / Feb. 2020**

**Nov. 2020** COP26



- ▶ 1<sup>st</sup> biennial report containing quantitative and qualitative information on projected financial support from developed countries
- ▶ Discussions begin on the new post-2025 financial target
- ▶ 1<sup>st</sup> meeting of the compliance committee



COP27 **Nov. / Dec. 2021**

- ▶ Ministerial dialogue on climate finance
- ▶ Launch of the 1<sup>st</sup> periodic assessment of the Technology Mechanism

**Nov. / Dec. 2022** COP28



- ▶ Technical assessment for the global stocktake
- ▶ Review of additional guidelines for adaptation communications proposed by the Adaptation Committee
- ▶ Adoption of the periodic assessment review of the Technology Mechanism



COP29 **Nov. / Dec. 2023**

- ▶ Global stocktake that will inform the revision of the NDC in 2025
- ▶ Decision on the common timeframes of NDC
- ▶ Evaluation of the Forum on Response Measures

**Nov. / Dec. 2024** COP30



- ▶ Discussions on updating the NDC guidelines
- ▶ Assessment of the Compliance Committee's terms and procedures
- ▶ Publication of transparency reports by countries under the new regime



COP31 **Nov. / Dec. 2025**

- ▶ Communication of new NDC
- ▶ Review of guidelines for adaptation communications and revision if necessary

**Nov. / Dec. 2028** COP34



Second global stocktake

FOR MORE INFORMATION

[unfccc.int/fr](http://unfccc.int/fr)

[ecologique-solidaire.gouv.fr](http://ecologique-solidaire.gouv.fr)

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