

# Delivering on the Paris Promises: Combating Climate Change while Protecting Rights

Recommendations for the negotiations of  
the Paris Rule Book



# Executive Summary

The negotiations of the Paris Rule Book are critical to ensuring that the promises made in the Paris Agreement will be met – including the commitment of governments to respect, protect and take into consideration existing human rights obligations. To enhance the likelihood that the Paris Agreement is effectively implemented, when developing the Paris Rule Book, parties should fully integrate human rights and the social and environmental principles reaffirmed in the preamble, including the rights of indigenous peoples, public participation, gender equality, safeguarding food security and ending hunger, a just transition, and ecosystem integrity.

As described in this briefing paper, doing so is not only essential for the Paris Agreement implementation, but also for ensuring policy coherence. The parties to the Paris Agreement have numerous obligations under existing human rights agreements and other international agreements and declarations that relate to the Paris Agreement and how they should address climate change. By incorporating these obligations into the Paris Rule Book, parties are not creating additional burdens for themselves, but instead ensuring policy coherence and making it easier for them to meet their international obligations.

This Briefing Paper explores the key human rights and environmental and social principles set forth in the preamble of the Paris Agreement, including the linkages to existing international obligations, as well as how these principles can be integrated into four key elements of the Paris Rule Book: Nationally Determined Contributions, Adaptation Communications, the Transparency Framework, and the Global Stock Take (without precluding the relevance of other aspects of the work of the APA or work under other bodies in the UNFCCC).

The Paris Agreement is an important step to addressing climate change. Its effective implementation relies on the creation of a robust and rights-based Paris Rule Book.

<b>Introduction</b>	<b>2</b>
<b>Section 1: Principles reaffirmed by the Paris Agreement</b>	
Human Rights	4
Rights Of Indigenous Peoples	5
Public Participation	6
Gender Equality And The Empowerment Of Women	7
Food Security	8
Just Transition For Workers And Decent Work	9
Ecosystem Integrity	10
<b>Section 2: Integrating Rights in the Paris Rule Book</b>	
Nationally Determined Contributions (NDCs)	11
Adaptation Communications	12
Transparency Framework	13
Global Stocktake	14
<b>Section 3: Recommendations</b>	<b>15</b>



## Introduction

The adoption and the rapid entry into force of the Paris Agreement constituted a significant step towards a global response to the climate crisis. The Paris Agreement establishes the first international framework that commits states to take steps to keep temperature increase below 1.5°C and under which all states have agreed to take climate action on the basis of equity. Significantly, the Paris Agreement also placed climate action in the context of efforts to achieve sustainable development, stressing the relationship between climate action and poverty eradication. It further reaffirms the need for governments to respect and promote human rights, including the rights of indigenous peoples, gender equality and the empowerment of women, the fundamental priority of safeguarding food security, the importance of public participation and access to information, the imperatives of a just transition and creation of decent work, and the importance of securing ecosystems integrity.

These provisions are significant given the interlinkages between climate change and the protection of human rights. The international community has long recognized that climate change poses a considerable threat to the realization of human rights, especially the rights of vulnerable people and local communities, and the rights of indigenous peoples. It also established requirements for richer countries, who are often more responsible for the causes of climate change, to support developing countries in addressing climate change, which often hampers their ability to fulfill their human rights obligations.. Climate impacts already

endanger millions of people and their livelihoods around the planet and make it more difficult to realize their rights to life, health, food, water, culture, housing, an adequate living, and a healthy environment.

Additionally, measures implemented in the name of climate actions can further undermine the rights of people, including the rights of indigenous peoples, and local communities when the public is not consulted, when social and ecological impacts are not considered, or when specific groups and individuals are discriminated against. As can be seen through complaints brought to the independent accountability mechanisms at international financial institutions, experiences related to large hydropower plants, plantations designed for the production of biofuels, or poorly designed adaptation projects have demonstrated the dramatic reality of these risks.

Given the nature and the scale of the solutions required, the implementation of the Paris Agreement offers a historic opportunity for governments and other stakeholders to embrace an inclusive and transformative agenda that enables the international community to combat climate change while promoting sustainable development and the realization of human rights. The inclusion of references in the Paris Agreement to key obligations and principles related to human rights constitutes a positive first step in this direction.

Whether these principles and commitments will truly guide climate action depends largely on their integration into the guidelines for the

## Legal nature of the preamble of the Paris Agreement

Many references to human rights and other social and environmental obligations are concentrated in the preamble of the Paris Agreement. Under international law, the content of the preamble of an agreement forms an integral part of this agreement and should be taken into consideration when interpreting any other provision. While preambular text cannot create new legal obligations on its own, this limit is of little significance. The preambular language of the Paris Agreement regarding human rights refers to existing human rights obligations that parties have entered into previously. Therefore, the preamble is highly relevant to the interpretation of the entire agreement as these obligations are relevant in the context of climate change.

implementation of the Paris Agreement (often referred to as the “Paris Rule Book”). The Paris Rule Book will play a fundamental role in defining what key provisions of the Paris Agreement mean in practice and how each government should implement its obligations.

Consequently, for the principles stated in the Paris Agreement to guide climate action effectively, governments must ensure that the guidelines for the implementation of the Agreement confirm the need to integrate climate action and existing human rights obligations, including the rights of indigenous peoples, public participation, the right to food, gender equality, a just transition, and ecosystems integrity. Given the linkages between national commitments, adaptation communications, transparency of action, and the periodic review of collective progress, these principles must be integrated systematically into all key elements of the Paris Rule Book.

The first section of this briefing provides information on the key principles and obligations, many of which overlap, included in the preamble of the Paris Agreement. In particular, we highlight the linkages between these principles and effective climate action, including identifying t

the key international frameworks that define the related commitments and obligations that governments already have in other fora.

The second section explains how these principles and obligations could be integrated in key aspects of the modalities for the effective implementation of the Paris Agreement, focusing in particular on Nationally Determined Contributions (NDCs), Adaptation Communications, the Transparency Framework, and the Global Stocktake. This focus does not preclude however the relevance of these principles to other elements discussed in relation to the implementation of the Paris Agreement.

The briefing concludes with a set of recommendations aimed at decision-makers and other stakeholders involved in the ongoing climate negotiations.

To complement this briefing, the following website offers more specific information, including a more comprehensive list of existing frameworks and commitments relevant to each of the principles discussed in this briefing. Additionally, it also contains more specific and updated proposals regarding the various negotiation items related to the Paris Rule Book.

# Section 1: Principles reaffirmed by the Paris

## Human Rights

Effective state action against climate change is necessary to uphold the human rights of millions of people around the world who are threatened by loss of food and water sources, displacement, and aggravated conflict over scarce natural resources. It is also critical that climate actions themselves respect human rights and provide appropriate safeguards to avoid human rights abuses.

For the first time in the history of international climate negotiations, the Paris Agreement explicitly reflects this reality.

The preamble says that all States “should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights.” The Agreement also specifically mentions the human rights of those who are disproportionately affected by climate change, such as indigenous peoples, women, migrants, children, and people with disabilities.

All states that negotiated the Agreement are already parties to more than one core human rights treaty and bear international legal obligations to respect, fulfill, and protect the rights of people, including those most at risk. Reaffirming the importance of human rights in the Paris Agreement reflects a growing awareness of how climate change needs to be confronted and provides critical guidance on how to do so.

Climate change is imposing an increasing burden on governments’

efforts, especially in countries with limited resources, to protect vulnerable populations and enable them to realize their human rights. It is essential to remind richer countries with greater responsibility for the causes of climate change of their obligation to provide adequate support to developing countries to address climate change, so these countries can fulfill their human rights obligations. As funds are distributed to help countries adapt to climate change and put mitigation measures in place, that support itself should adhere to the principles of the Paris Agreement, and governments should ensure that affected people can meaningfully participate in planning, that their basic rights are respected, and that there is transparency and accountability in how funding is used

The protection of human rights in mitigation and adaptation action can also promote policy coherence, legitimacy, and sustainable outcomes. For example, “green” jobs provide opportunities for both sustainable development and the realization of human rights. Similarly, when rights are considered in the planning of adaptation policies, outcomes are likely to be more effective and sustainable.

### Key International Frameworks

- Universal Declaration of Human Rights
- International Covenant on Civil and Political Rights
- International Covenant on Economic, Social and Cultural Rights
- Convention on the Rights of the Child
- Convention on the Rights of Persons with Disabilities

## Rights of Indigenous Peoples

The 370 million indigenous peoples constitute only 5 percent of the world's population, but 15 percent of the world's poorest. Further, 80 percent of the planet's biodiversity is found on their lands and territories. As is positively recognized in the Paris Agreement and IPCC AR5, indigenous peoples have contributed to the conservation of ecosystems with their traditional knowledge, innovations, and practices, which have been cultivated over many generations.

The Paris Agreement builds on the recognition of indigenous peoples' rights had been recognized in the Cancún Agreement. Further, during COP21, parties established an Indigenous Peoples' knowledge-sharing platform for the exchange of experiences and sharing of best practices on mitigation and adaptation to be operationalized by COP23.

At the same time, indigenous peoples are among the first to face the direct consequences of climate change. Strategies adopted by the global community to mitigate and adapt to climate change pose further threats to indigenous peoples. Mitigation actions are often developed with no or very limited participation of indigenous peoples and little concern for their rights. Climate actions, such as renewable energy projects, have already caused displacement and violations of indigenous peoples' rights, for example free, prior, and informed consent (FPIC).

The UN Declaration on the Rights of Indigenous Peoples (UNDRIP) and ILO Convention No.169 lay out a universal framework of minimum standards for the rights of indigenous peoples. Though not a treaty, UNDRIP is a commitment states made after over 20 years of negotiations with indigenous peoples. Furthermore, and importantly for the UNFCCC, the UN General Assembly adopted it, which makes it binding for UN agencies and institutions.

Given the continued poverty of and discrimination against indigenous peoples, as well as the link between biodiversity and indigenous peoples' lands, climate actions must recognize and safeguard indigenous peoples' collective rights to lands, territories, and natural resources, including their right to practice shifting cultivation, which is the source of livelihoods, food security, and the well-being of millions of indigenous peoples.

### Key International Frameworks

- UN Declaration on the Rights of Indigenous Peoples (2007)
- ILO Convention no.169 and 107
- 2014 outcome document of World Conference of Indigenous Peoples (reaffirming UNDRIP)
- UN System Wide Action Plan (UN SWAP)

## Public Participation

The Paris Agreement and Sustainable Development Goals (SDGs) recognize that combatting climate change and promoting sustainable development require the effective engagement of all actors of society. Both frameworks reaffirm that governments cannot act alone and stress the importance of public participation and access to information to empower citizens to play an active role in the transition. Building on a commitment already included in the UNFCCC, article 12 of the Paris Agreement reiterates parties' commitment to enhancing access to information and public participation. The Agreement also affirms that adaptation action should follow a transparent and participatory approach.

The public's right to participate in environmental decision-making is a core principle of international environmental law. At the Rio Earth Summit in 1992, governments recognized three procedural rights for the public in matters related to the environment: access to information, participation in decision-making, and access to justice. Protecting procedural rights is also a key governmental obligation under the international human rights framework.

Effective public participation, which requires inclusion of marginalized groups, is critical to strengthening both the legitimacy and the effectiveness of climate responses. Public participation at all stages of decision-making better informs the design of policy and measures and therefore improves quality of climate action, ensuring that decisions are practical and tailored to local circumstances and needs. Participation also increases public support for specific policies and public ownership of the measures adopted, thus enhancing sustainability of positive outcomes. Finally, ensuring access to information and public participation early in the decision-making process reduces the risks of disputes during implementation and increases legal certainty.

While the modalities for access to information, public participation, and access to justice are defined largely by national laws and regulations, international frameworks provide key guidelines to define the scope of these procedural rights. These standards elaborate the conditions required for participation to be considered effective and meaningful and identify the members of the public for which these rights must be protected.

### Key International Frameworks

- Principle 10 of the Rio Declaration and Chapters 23-31 of Agenda 21
- Sustainable Development Goal 16, in particular targets 16.6 and 16.7
- UNEP Bali Guidelines on Principle 10
- Regional Frameworks, including under the UN Economic Commissions for Latin America and the Caribbean (UN-ECLAC) and for Europe (UNECE)

# Gender Equality and the Empowerment of Women

Women and girls are disproportionately affected by climate change due to gender inequalities that restrict access to education, resources, decision-making spaces, and other opportunities. Further, women are often in charge of household chores, agriculture, and water collection and when coupled with the impacts of climate change, there is an increased and often dangerous burden on women and girls. At the same time, women and girls possess critical knowledge and are developing innovative gender-just solutions to mitigate climate change impacts. Gender-responsive climate policy and actions can uphold, promote, and integrate women's rights and address gender equality as a cross-cutting issue by incorporating women into the design and implementation of policies and programs. This holds not only in the context of climate change, but also in relation to sustainable development, as recognized in Agenda 2030 and SDG 5 on gender equality.

The preamble of the Paris Agreement highlights that Parties must “respect, promote ... gender equality, empowerment of women.” Further, it includes language on ensuring

country-driven, gender-responsive approaches in regards to adaptation (article 7.5) and capacity building (article 11.2). At COP22, parties also decided to extend the Lima Work Programme on Gender, which takes forward capacity building activities and mandates development of a Gender Action Plan for the UNFCCC.

Even with this progress, shortfalls remain that must be addressed in the holistic implementation of the Paris Agreement. The gender dimension cannot only be considered in relation to vulnerabilities, but should be strengthened across every thematic area of the Agreement to ensure its operationalization. Inclusion of gender-differentiated needs, priorities, and solutions will ensure more effective mitigation, adaptation, and resilience programs that respond to all people. There also needs to be gender-responsive technology and finance mechanisms as well as gender-informed approaches on the preparation of NDCs. When policies integrate all of the world's population, ensure women's rights, and consult with communities, including women, the outcomes are safer, more effective, and sustainable.

## Key International Frameworks

- Agenda 2030, Sustainable Development Goal 5
- Beijing Declaration and Platform for Action
- Convention on the Elimination of all forms of Discrimination Against Women
- Universal Declaration of Human Rights
- Security Council Resolution 1325 on Women, Peace & Security



## Food Security

Globally, 795 million people are chronically hungry; 159 million children under five are stunted. Changes in climate in the last 30 years have already reduced global agricultural production and threaten to reduce it further. The IPCC concluded that climate change will, in fact, impact all aspects of food security, not just food production. Small-scale food producers living in poverty, especially women, already often lack access to resources, such as secure land tenure, climate information, and financial and extension services. SDG 2 on food security and nutrition cannot be achieved without a principled approach to climate action grounded in human rights and an end to inequality.

Under the Paris Agreement, Parties recognize "the fundamental priority of safeguarding food security and ending hunger, and the particular vulnerabilities of food production systems to the adverse impacts of climate change." The Paris Agreement and existing human rights obligations demand that Parties' actions be ambitious enough to limit global warming to 1.5°C and to enhance adaptive capacity, strengthen resilience, and reduce vulnerability.

To meet these goals, action in the land and agriculture sectors will be vital, but must not replace the rapid phase out of fossil fuel emissions and the scale up of renewable energy. Mitigation action in the land and agriculture sector should avoid risky, unproven technologies that will potentially undermine food security and human rights, particularly land rights. Adaptation actions should prioritize the needs of the most vulnerable populations, including small-scale food producers, promote diverse options to build their resilience, and enhance their access to climate information.

All mitigation and adaptation actions should be participatory, transparent, and gender-responsive. Small-scale food producers should have full and effective participation in any actions that will impact their lives and livelihoods, their rights, and resources. Land and agriculture are far more than "sectors," providing livelihoods, food security, and identity to hundreds of millions of people.

Parties' actions – and support provided – must also adhere to the principles of the Paris Agreement and these existing human rights obligations.

## Key International Frameworks

- Article 25 of the Universal Declaration of Human Rights enshrines the right to food as part of the realization of everyone's right to a standard of living adequate for health and well-being.
- The International Covenant on Economic, Social, and Cultural Rights reiterates a right to food, again as part of a right to an adequate standard of living. (Article 11)
- Agenda 2030, Sustainable Development Goal 2 captures all countries' commitment to end hunger, achieve food security and improved nutrition, and promote sustainable agriculture.

## Just Transition for Workers and Decent Work

The emission reductions pathway agreed to in the Paris Agreement implies major transformations in societies as we know them, and logically, in the world of work, employment, and working families. Some jobs will disappear, others will emerge, and some will be transformed. Letting people adjust to this new situation on their own is leading important parts of society to resist the necessary change. The Paris Agreement, through the inclusion of the reference to the imperative for a just transition for workers and the creation of decent work and quality jobs, is a key step towards better policy integration and, importantly, towards better ownership of climate policies by working people.

Just transition implies a strategy aimed at protecting those whose jobs, income, and livelihoods are at risk as a consequence of climate policies. It gives workers an active role in re-thinking their future, thus building stronger social support for climate action.

In parallel to UNFCCC developments, progress has been made at the ILO,

where a discussion on just transition first took place in 2013 at the International Labour Conference. This led to the development of “Guidelines for a just transition towards environmentally sustainable economies and societies for all,” which were unanimously adopted a month before the Paris Agreement, aligning the issue for the first time in both fora. This provides the basis for better consolidation of the issue at the implementation phase, and a tool for better coherence between intergovernmental organizations.

Looking forward, the APA must factor in the need for strengthening Parties’ reporting mechanisms on just transition. The incorporation of just transition in NDCs and the Global Stocktake would provide a space for Parties to explain how they have assessed the employment impacts of their decisions, and most important, the measures they will take to support workers.

Just transition is key building a fairer, prosperous society for everyone, including future generations.

### Key International Frameworks

- Philadelphia Declaration as paramount guidance for employment and social commitments
- ILO Guidelines for a Just Transition towards Environmentally Sustainable Economies and Societies for All (adopted in 2015)
- Rio+20 Declaration “The future we want”

## Ecosystem Integrity

A healthy and sustainable environment is integral to the full enjoyment of human rights, including the rights to life, health, food, and water.

Maintaining and enhancing the integrity and resilience of the environment and ecosystems is critical for the long-term effectiveness of climate mitigation and adaptation. Healthy ecosystems sequester and store carbon, provide a natural defense against climatic hazards such as floods and sea-level rise, and support the livelihoods of billions of people. When they are destroyed or degraded, ecosystems become a source of emissions, and their ability to enable people and other species to adapt is compromised. Actions to enhance ecosystem integrity and resilience will help countries achieve their mitigation and adaptation objectives and avoid climate responses that undermine progress towards these objectives.

The Paris Agreement tasks countries with ensuring the integrity of all ecosystems, and protecting biodiversity when taking action on climate change. This preambular paragraph finds solid footing in article 9 on finance and article 7.5 which states that adaptation action should take into consideration communities and ecosystems. The importance of ensuring ecosystem integrity is also

reflected in SDG 15, which establishes the goal of conservation restoration of ecosystems, in particular forests, by 2020.

Mitigation or adaptation actions that do not adequately consider ecosystems may be maladaptive, delivering minimal emission reductions, and exacerbating the vulnerability of people and ecosystems to the impacts of climate change. Poorly planned deployment of bioenergy, hydropower, and other climate responses are already driving ecosystem degradation and biodiversity loss, and undermining livelihoods.

For long-term sustainability of climate actions, governments should integrate their existing international obligations into national legislation. The obligation to ensure the integrity and resilience of natural ecosystems must be considered when deciding which, where, and how climate actions are to be undertaken nationally.

Governments should also require national institutions, investors, and other stakeholders to provide regular information on how they have considered the impact of their climate actions on natural ecosystems, and their actions taken to avoid or mitigate these impacts.

## Key International Frameworks

- Agenda 2030, Sustainable Development Goals 14 and 15
- UNFCCC, article 2/Paris Agreement, the preamble + article 7.5 and 9
- Aichi Targets 6, 8, 10, 11, 14, 15

# Section 2: Integrating Rights in the Paris Rule Book

## Nationally Determined Contributions (NDCs)

The NDCs will play a central role in the framework established by the Paris Agreement as they form the implementation plans through which each national government defines the level of its commitment and identifies how it will implement its obligations. To ensure that climate action is carried out at the national level in a manner that is coherent with existing obligations related to human rights and sustainable development, NDCs must be designed in a participatory manner and go beyond just quantified targets and support actions to elaborate on how their implementation will contribute to respect and promote other international obligations, such as the principles mentioned in Section 1 of this briefing.

First, the guidelines outlining the nature and scope of the NDCs should require parties to prepare their contributions in a manner that enables the full and effective participation by civil society, local communities, and indigenous peoples, as well as marginalized populations, women and youth, migrants, people with disabilities, other groups in vulnerable situations, and populations affected by climate response measures. This will help ensure that the NDC is owned by the country as a whole and not only by the national government, which will strengthen public support for the

commitments it contains. The NDCs should also include a section explaining the steps the government has taken to increase participation of all stakeholders which could help promote good practices among parties.

Second, parties should include information in their NDCs regarding how their commitments reflect the respect and promotion of the principles reiterated in the preamble of the Paris Agreement. In particular, the parties should be encouraged to provide information about how these principles have informed the determination of the ambition contained in the NDC and the selection of specific policy options. This information could include practical commitments related specifically to each of these principles to define how the government plans to implement its existing obligations in its NDC. For example, the NDC should include information on how its actions will take into account sustainable development, food security, the right to water, gender equality, indigenous peoples rights, a just transition, and ecosystem integrity, among other things. It could also include a reference to the institutions, procedures, and safeguards already in place to increase accountability.

## References to Human Rights and Associated Principles in Existing NDCs

The provisional guidance related to the preparation of the first round of NDCs submitted before the Paris Climate Conference did not specify what information governments were required to include. Many governments have however included information in their NDCs relating to Human Rights (24 NDCs), Indigenous Peoples (19 NDCs), Public Participation (71 NDCs), Food Security (97 NDCs), and Gender Equality (59 NDCs). These precedents demonstrate that many parties already considered such information to be relevant to their NDCs.



## Adaptation Communications

The parties affirmed in the Paris Agreement that adaptation measures must be integrated with social and environmental policies. Article 7.5 of the Paris Agreement emphasizes that adaptation action should follow a gender-responsive, participatory, and fully transparent approach taking into consideration vulnerable groups, communities, and ecosystems, and should be based on the best available science and traditional and indigenous knowledge.

To catalyze adaptation actions, enhance the understanding related to these actions, and to promote the sharing of good practices, governments also agreed that they would prepare Adaptation Communications on a periodic basis.

To ensure that the Adaptation Communications promote the vision defined in article 7.5 and that governments place these principles at the core of their adaptation action, the scope of the communications should include information on respect and promotion of human rights, including the rights of indigenous peoples, gender equality, ecosystem integrity, and food security in the context of adaptation policies. Governments should also be invited to provide information on how their adaptation planning seeks to prioritize building the adaptive capacity and resilience of the most vulnerable and marginalized

and takes into consideration the rights of all communities and minorities.

Consequently, the Paris Rule Book should provide general guidance regarding the inclusion of this information in the Communications. This guidance could then be complemented by more technical guidelines developed jointly by the bodies mandated under the UNFCCC and the Paris Agreement to support governments on adaptation matters and by relevant intergovernmental organisations.

Additionally, the Adaptation Communications should be prepared with meaningful and effective participation of civil society. To ensure that the communications effectively address the situation of those most affected by the impacts of climate change, this preparation should include women and men, as well as indigenous peoples, local communities, youth, migrants, people with disabilities, and other groups in vulnerable situations or in extreme poverty. In their Adaptation Communications, governments should provide a short summary of this participatory process and of the groups consulted— as Least Developed Countries were requested to do in their National Adaptation Programmes of Action (NAPAs).

## Transparency Framework

The enhanced Transparency Framework established under article 13 of the Paris Agreement will play a key role in the implementation of the Paris Agreement by promoting trust and accountability of governments as well as enabling the sharing of experiences and good practices. For the transparency framework to deliver most comprehensively on these two objectives, its scope must be holistic and its processes must be transparent and participatory.

The transparency framework should not only focus on accounting of emissions and financial transfers but also should consider how parties fulfill their existing obligations related to human rights in all climate related actions. The guidelines to be developed for the submission of national reporting – possibly focusing on a specific role for the national communications – should reflect this comprehensive approach and identify information that parties should report in relation to each of these cross-cutting principles and obligations. These guidelines should draw from existing international reporting obligations to foster synergies with other frameworks and avoid duplication of reporting efforts.

Considering that the land sector serves several purposes besides mitigation including providing food and livelihoods and that mitigation in the

forest and land sector can have significant impacts on the protection of ecosystems, accounting for emissions from the land sector should be reported and accounted for separately from permanent reductions in industrial emissions. Additionally, annex 1 parties and parties in position to do so must report their delivery of climate finance in a manner that is transparent and allows for independent verification that this support is additional to official development assistance.

The Transparency Framework also offers an opportunity to enhance dialogue and mutual understanding between governments and stakeholders. The preparation of national reports and communications should be conducted in an inclusive manner and offer opportunities for the public to comment and provide additional information. The multilateral assessment of information communicated by governments should also offer opportunities for stakeholders to provide complementary information and to participate actively during the process. Such a participatory and inclusive approach is necessary to ensure the quality and comprehensiveness of information reported as well as enhancing public ownership and support for climate actions.

## Global Stocktake

Article 14 of the Paris Agreement establishes the Global Stocktake as a periodic review of collective progress towards implementation of the agreement. The Global Stocktake is also mandated to inform the preparation of future NDCs as well as to enhance international cooperation. The Global Stocktake will thus play a central role in framing climate action in the context of the long-term temperature goals and principles of the UNFCCC.

The implications of the level of collective ambition for human rights and associated principles should be taken into consideration when reviewing the progress made by parties under the Paris Agreement. These implications should complement – but not substitute for – other key principles highlighted in article 14 including the importance for the Global Stocktake to be based on the principle of equity and on the best available science.

To perform its mandate in a comprehensive manner, the Global Stocktake must be required to review climate action not only from a quantitative perspective but also in line with the principles mentioned in the preamble of the Paris Agreement. Consequently, a specific stream of the Global Stocktake should be dedicated to review the information communicated by parties,

stakeholders, and intergovernmental organisations on how climate action has contributed to the respect and promotion of social principles. This assessment can help identify good practices and barriers for implementation in a manner that could inform the preparation of future NDCs and international cooperation.

Such an assessment could help ensure that climate action is not promoted in isolation, but is instead integrated with other aspects of sustainable development. It would also enable the Global Stocktake to play a central role in promoting policy coherence and cooperation with other intergovernmental organisations whose mandate and expertise relate more specifically to some of the cross-cutting obligations mentioned in the Paris Agreement.

A holistic approach to this collective assessment combined with the invitation for other intergovernmental organisations to contribute actively to the Global Stocktake would ensure that the integration of rights and climate action is periodically on the agenda of these organisations. Whereas narrowing the scope of the Global Stocktake would risk reducing its visibility and impact – and those of the Paris Agreement - among other international frameworks related to sustainable development.

## Section 3: Recommendations

To ensure that the Paris Agreement delivers on its promises, it is imperative that governments integrate their existing obligations and commitments to human rights, including the rights of indigenous peoples, public participation, the right to food, a just transition, gender equality, and ecosystem integrity into their climate policies. Additionally, poorer countries must be strongly supported through finance, technology, and capacity-building in addressing their human rights obligations in a carbon-constrained and climate-disrupted world. To promote this integration, governments must ensure that these principles are effectively reflected in the guidelines for the implementation of the Paris Agreement currently negotiated under the Ad-hoc Working Group on the Paris Agreement, in particular in relation to (but not limited to) the following key issues.

**Nationally Determined Contributions (NDCs):** the scope of the NDCs must reflect the holistic nature of the Paris Agreement and include information related not only to the scale of actions but also to how governments will guarantee that their actions will promote and respect human rights.

**Adaptation Communications:** the Communications should fully reflect the reaffirmation in the Paris Agreement of the necessity for adaptation to take a gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems, and indigenous knowledge.

**Transparency Framework:** building on synergies with existing reporting obligations, the transparency framework should ensure that governments provide information on how their climate policies contribute to the promotion of both human rights and sustainable development.

**Global Stocktake:** the periodic assessment of collective ambition should review the level of climate action and support through the lens of human rights obligations. It should also assess how climate responses have contributed to policy coherence and to the promotion of the rights and principles reaffirmed in the Paris Agreement.

These processes must be designed in a **transparent and inclusive** manner that guarantees the right of the public – particularly of those most affected by the impacts of climate change – to participate effectively in climate-related decision-making.

Building on synergies with other international frameworks would guarantee that these recommendations could be integrated in the Paris Rule Book in a manner that does not create an additional burden for parties, but instead promotes the coherence and effectiveness of policies related to climate change and sustainable development.

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