WORKING PAPER

The Sustainable Development Goals: Will they deliver climate compatible development for vulnerable countries?

By Helen Picot, with Nicholas Moss

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About this Working Paper

The Climate and Development Knowledge Network (CDKN) assists developing countries to design and deliver climate compatible development, and to amplify the voices of the poorest and most climate-vulnerable countries in the international climate negotiations.

What is climate compatible development?

Climate compatible development is defined as "a 'development first' approach that minimises the harm caused by climate impacts while maximising the many human development opportunities presented by a low-emissions, more resilient, future".[1] In other words, development, climate adaptation and climate mitigation should go hand-in-hand, and one should not undermine the others.

About the authors

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Reviewers

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Globally, marine ecosystems are already being affected by climate change; West Nusa Tenggara, Indonesia

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Glossary

CAN	Climate Action Network International
CDKN	Climate and Development Knowledge Network
COP	UNFCCC Conference of the Parties
DRR	Disaster risk reduction
ICESDF	Intergovernmental Committee of Experts on Sustainable Development Financing
INVEMAR	Marine and Coastal Research Institute, Colombia (in Spanish: *Instituto de Investigaciones Marinas y Costeras José Benito Vives de Andréis*)
LDC	Least developed country
LLDC	Land-locked developing country
MDG	Millennium Development Goal
NCCAP	National Climate Change Action Plan, Kenya
NGO	Non-governmental organisation
OWG	Open Working Group (on Sustainable Development Goals)
PPP	Public–private partnership
SCP	Sustainable consumption and production
SDG	Sustainable Development Goal
SIDS	Small Island Developing State
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change
UNGA	United Nations General Assembly

Executive summary

Climate change is one of the most pressing challenges the world faces today. It affects all aspects of the development agenda, from poverty eradication to health care, and from economic growth to disaster risk reduction. Meanwhile, the success of global action on climate change will depend on the development path taken by all countries. 2015 will be a crucial year for global action on both climate change and development, with the United Nations Framework Convention on Climate Change's (UNFCCC) post-Kyoto deal on climate change, the post-2015 sustainable development goals (SDGs) and a future framework on disaster risk reduction all set to be finalised.

This convergence of timelines offers a unique opportunity to achieve coherence among international policies on climate change, sustainable development and disaster preparedness. Some see the coinciding milestones in the climate and development agendas as an unprecedented chance to promote climate compatible development – an approach that would offer developing countries the opportunity to achieve long-term, sustainable development outcomes that are resilient to the impacts of climate change.

The Open Working Group's proposal for the SDGs, to be presented to the United Nations General Assembly at the end of September, features climate change as a goal and also recognises climate change impacts in some of the targets under other goals. However, over the next year of inter-governmental negotiations, there is an opportunity to further strengthen the goals to ensure they drive climate compatible development outcomes.

CDKN held national dialogues in Colombia, Kenya and Indonesia to provide a platform for developing country perspectives on integration of climate objectives into the SDGS. The aim of the dialogues has been to engage a broad spectrum of stakeholders from across government, civil society, academia and the private sector, to get national views on how best to include climate change in the SDGs in a way that encourages climate compatible development.

While the three dialogue countries have different national contexts in relation to the climate and development agenda, some common principles were articulated throughout the events:

- Tackling climate change is recognised as critical to the achievement of the development goals.
- Climate change should be a stand-alone goal, as well as be mainstreamed throughout the other goals.
- Climate change goals, targets and indicators should be nationally relevant and should also aim to build local-level resilience and reduce climate risks.
- Getting the indicators and measurement frameworks right is crucial, while accountability and governance mechanisms will underpin implementation.
- International resources will still be very necessary for achieving climate compatible development goals, but the role of national and sub-national governments, and the private sector, will increase.
- Within regions, countries should form a common voice to influence SDG negotiations; within countries, civil society must play a stronger advocacy role.

Challenges remain in introducing these principles into nationally relevant planning and action, and in ensuring the integration of climate compatible development in negotiating the SDGs. We suggest some ways that these principles could be implemented in practice:

- Assuming that the goals reflect climate resilience adequately, the SDGs can be seen as an opportunity for developing countries, given the importance of building resilience to protecting and furthering development progress. Meanwhile, the content of the SDGs must still allow for countries to develop economically. Goals should be reviewed to test that they are achievable and realistic in light of future climate scenarios across sectors, including sectoral economic impacts from climate change. Indicators should allow the right level of flexibility for nationally appropriate implementation.

- Noting the potential issues in overlap and timing with the UNFCCC, a stand-alone goal should be retained in the SDGs. But this must be alongside the mainstreaming of climate change into the other goals, so that climate and development do not become siloed.
- The SDGs should be drafted in a way that allows for interpretation in a nationally relevant way and that is useful for informing national development plans – for example, green growth strategies – as well as reducing countries' vulnerability to climate change.
- Goals should be 'climate smart'. This means including carefully chosen indicators that provide measurable climate targets for each development goal, to ensure that the climate impacts on that development area can be specifically managed and that progress can be robustly assessed.
- Financing will need to be carefully coordinated to avoid duplication between different sources. The Green Climate Fund and other sources might be used to support an integrated climate goal, but it is important that gaps are not created by leaving climate compatible development financing to UNFCCC institutions.
- Countries should aim to achieve coherence between the SDG and UNFCCC agendas at a national level. There should be more alignment of the climate and development agendas within governments, so that the departments coordinating with the UNFCCC also collaborate on domestic development policies.

Introduction

Climate change and the post-2015 development agenda

"Climate change is a threat to development – and it forces us to consider a completely different way of doing things – a complete transformation. Business as usual with a little added 'greenness' won't be enough."

Mary Robinson, United Nations Special Envoy for Climate Change[2]

Climate change has deep repercussions for all aspects of the development agenda, from poverty eradication to health care, and from economic growth to disaster risk reduction. Without concerted global efforts to address climate change, climate impacts are likely to undermine the success of future global development. The poorest and most vulnerable people are likely to be most affected, unless significant efforts are made to create models of development that can mitigate and adapt to the impacts of climate change. There is an opportunity for climate compatible development policy to achieve co-benefits, where it is designed to simultaneously advance development and achieve climate mitigation and adaptation outcomes.

The success of global action on climate change will depend on the development path taken by all countries. With several agreements on the horizon for 2015 – an international post-Kyoto agreement on climate change set to be finalised at the United Nations Framework Convention on Climate Change (UNFCCC's) 21st Conference of the Parties (COP21), as well as new agreements to be made on the post-2015 sustainable development goals (SDGs) and a future framework on disaster risk reduction (DRR) – this will be a crucial year for global action on both climate change and development.

The convergence of these agreements and events offers a unique opportunity to achieve coherence among international policies on climate change, sustainable development, and disaster preparedness. Some see the coinciding milestones in the climate and development agendas as an unprecedented chance to promote climate compatible development – an approach that would offer developing countries the opportunity to achieve long-term, sustainable development outcomes, which are resilient to the impacts of climate change. However, there are also complications around the potential discord between the UNFCCC and SDG treatment of climate change goals.

Handled well, strong coherence between these agreements will ensure that the post-2015 goals are 'climate smart' and recognise that mitigating against and building resilience toward climate change is pivotal to meeting development needs. Handled badly, there is a risk that these agreements may fail to encompass the scope and ambition necessary to address the development of the poorest and most vulnerable in a changing climate.

So far, an inter-governmental Open Working Group (OWG) on the Sustainable Development Goals, established following the Rio+20 United Nations Conference on Sustainable Development,[3] has been charged with discussing the SDGs, both in content and form. The OWG has concluded its deliberations by producing a substantial list containing 17 sustainable development goals (these are listed in Table 1). This initial list of SDGs will be presented at the United Nations General Assembly (UNGA) in New York at the end of September 2014. Following the Secretary General's Synthesis Report from this UNGA meeting, UNGA will embark on a formal process of inter-governmental negotiations, with the intention that the final SDGs will be adopted at the September 2015 United Nations Summit on the post-2015 agenda.[4]

At the moment, climate change has been included as one of the goals (Goal 13) and consideration of climate change issues features in other goals. However, many consider the current climate change-related goals and targets lack substance – i.e. that they do not go far enough in encouraging action to address the impacts of climate change on developing countries or in including specific content on mitigation action. With calls for the number of goals to be reduced,[5] there is also the risk that climate change could be lost as a goal altogether. There is still time to influence the goals, targets and indicators of the SDGS. The final section of this report proposes ways of promoting an outcome of the SDGs negotiation process which would drive climate compatible development.

The Climate and Development Knowledge Network (CDKN) held three national dialogues – in Colombia, Indonesia and Kenya – to provide a platform for developing country perspectives on how climate change should be integrated into the SDGs. The aim of the dialogues was to engage a broad spectrum of stakeholders from across government, civil society, academia and the private sector to explore the role of climate change in the SDGs, and how the SDGs can encourage climate compatible development.

This paper captures the key arguments for and against the inclusion of climate change within the goals, as well as the views of developing country stakeholders from each of the dialogues. The paper aims to:

- summarise the issue of including climate change within the SDGs, introducing the key questions under debate
- present the answers to these questions from the developing country perspective, in the form of key messages arising from the dialogues, held in Jakarta, Indonesia; Bogota, Colombia; and Nairobi, Kenya
- suggest ways the principles arising from across the dialogues could be implemented in practice.

The post-2015 agenda: building on the Millennium Development Goals

"The MDGs fell short by not integrating the economic, social and environmental aspects of sustainable development… People were working hard – but often separately – on inter-linked problems"

Report of the High-Level Panel of Eminent Persons
on the Post-2015 Development Agenda[6]

The Millennium Development Goals (MDGs), adopted voluntarily in 2000 by 180 countries, are set to expire in 2015 and will be replaced by the Sustainable Development Goals. The MDGs consist of eight international development goals covering the areas of poverty, education, equality, child mortality and maternal health, HIV/AIDS and infectious diseases and environmental sustainability, with 18 targets and 48 indicators.[7] These goals set the global development agenda for a period of 15 years.

The MDGs were viewed by many as broadly successful, galvanising international support and focusing resources and finance on a common set of goals.[8] For some of the goals there were notable successes. For example, in poverty alleviation, the United Nations confirmed that the proportion of people living in extreme poverty had halved globally by 2013.[9] However this has not been the case across all of the goals, with little change and in some cases regressions – in deforestation and biodiversity, for example.

While the MDGs specifically recognised the special situation of climate-vulnerable countries that will continue to need particular consideration in the SDGs – Africa, least developed countries (LDCs), land-locked developing countries (LLDCs) and small island developing states (SIDS) – there has been criticism of the lack of a consultative process, leading to a donor-centric agenda which did not take into account local conditions.[10] This is perhaps why development gains from the MDGs have been spread unevenly, with inequality persisting in familiar places such as the rural-urban divide.[11] There is also recognition that climate change could undermine the progress made under the MDGs, for example, in a series of United Nations Development Programme papers on how to safeguard the MDGs from climate change.[12] Finally, the MDGs have themselves been criticised for being too siloed and sector-specific, failing to take into account the synergies between the various goals.

With the MDGs coming to an end in 2015 and the recognition that there is further work to be done in order to tackle global poverty, a new set of goals is set to replace the MDGs. At the Rio+20 United Nations Conference on Sustainable Development, held in June 2012, there was an agreement by the parties to launch a process to develop a set of Sustainable Development Goals, which will build upon the Millennium Development Goals and converge with the post-2015 development agenda.[13] The Rio+20 outcome document *The Future We Want* mandated the establishment of the inter-governmental OWG, which will submit a report to the 68th session of the General Assembly containing proposals for the SDGs.[14] Following the United Nations Secretary General's Synthesis Report, inter-governmental negotiations will commence, aiming to adopt the final SDGs at the September 2015 United Nations Post-2015 Summit.

Climate change and the SDGs: the debate so far

At the Rio+20 conference, member states of the United Nations expressed concern about the scale and gravity of the impacts of climate change. These impacts affect all countries, particularly developing countries, and undermine their ability to achieve sustainable development and the MDGs. This concern was later reflected in reports and proposals that have contributed to the debate about the post-2015 development agenda. The OWG recognised in its Progress Report that climate change can "seriously jeopardise social and economic development gains in the years and decades to come".[15]

However, there has been ongoing debate about how the post-2015 framework might incorporate the issue of climate change.[16] The main potential approaches were to:

- reflect climate change only in the narrative – this would be the lowest-impact option, as no outcome would be defined and little recognition for climate change as a critical development challenge would be achieved
- mainstream climate change across all goals, with relevant targets under each goal – this would ensure the issue was addressed but does not give explicit recognition to climate change as an issue
- make climate change a stand-alone goal in the SDGs – this would emphasise the importance of climate change as a development issue, but there are potential complications arising from having climate goals outside of the UNFCCC forum
- ensure a combination approach, mainstreaming climate change and including it as a stand-alone goal.

While climate change affects almost all aspects of development, either directly (e.g. access to water) or indirectly (e.g. education), there are reservations in terms of explicitly bringing the climate and development agendas together. The SDGs will be finalised two months before UNFCCC COP21, where nations are aiming to achieve a global climate agreement. Quantitative mitigation targets included in the SDGs may not align with the UNFCCC goals, and countries may be unwilling to pre-empt their contributions to the UNFCCC process.

On the other hand, as a voluntary framework (in contrast to the legally binding UNFCCC), there is perhaps space in the SDGs for a creative and ambitious set of climate targets to be included, at lower risk to governments. The voluntary nature of the SDGs also allows for nationally appropriate interpretation, allowing the climate agenda to be aligned to national strategies. This is in contrast with the prescriptive, global UNFCCC (the importance of national policies and circumstances is emphasised in points 12 and 13 of the chapeau of the OWG Outcome Document).[17] Another benefit of drawing together the two agendas is the achievement and promotion of climate action in national-level policies during the gap between 2015, when the post-Kyoto climate agreement will be agreed, and 2020, when it will come into force. There is an opportunity here to directly align countries' national climate strategies to development. In addition, during this five-year gap, national action on climate change could be further strengthened and widened among non-Annex I countries, and Kyoto protocol non-signatories, as the SDGs are universal goals. Universal responsibility for climate change mitigation is not so well established in the current UNFCCC Annex system, which has so far upheld the principle of 'common but differentiated responsibility', although there may be changes underway post-Kyoto.

Voices on both sides of the debate

Some stakeholder groups strongly support the inclusion of a stand-alone goal, with an emphasis on quantification and timelines of emissions reduction targets. Such an explicit way of addressing climate targets is politically sensitive with regard to overlap with the UNFCCC process, especially as the SDG targets are likely to be finalised before a post-2015 climate agreement crystallises. Beyond 2015, a group of stakeholders from civil society and non-governmental organisations (NGOs), has had a strong voice in lobbying for a stand-alone goal on climate change and issues policy reactions when updates to the SDGs draft are released. In response to the Zero Draft rev 1 (the precursor to the Outcome Document which contains most of the same wording), Beyond 2015 stated: "we call on members of the OWG to urgently raise the ambition of the targets and to include clear quantification and timelines – we cannot repeat the mistakes of the MDGs".[18] Beyond 2015 and Climate Action Network (CAN) International have also both explicitly advocated for a stand-alone goal, as they feel that is the best way to address the deep and wide-ranging impacts of climate change on all people across the planet.[19] Others have gone as far as to call for a 1.5 or 2 degrees Celsius (°C) global warming target.[20,21]

However, other stakeholders have been equally vocal that climate change should be mainstreamed across all of the SDGs, or should even be limited to being addressed in the form of a preamble to the whole framework. This is not necessarily the viewpoint of those who are less invested in the climate issue; rather it is one that supports
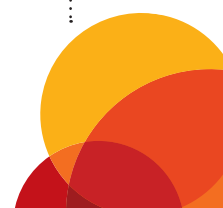
maintaining a clear separation of UNFCCC and SDG processes, based on the argument that duplication of targets would be counterproductive, as the UNFCCC provides a comprehensive, and likely binding, climate framework.[22] Another rationale for a cross-cutting approach was given by the Indigenous Peoples Major Group at the 7th OWG:[23] that, since climate change affects a wide variety of sectors (e.g. energy, food, water), effective climate targets in each of these sectors (indeed for each target) should be prioritised. The G-77 group of developing countries prefers the UNFCCC as the forum for climate change negotiations, maintaining an emphasis on common but differentiated responsibility in the UNFCCC process rather than lobbying for the inclusion of a climate goal in the SDGs.[24]

Finally, the 'middle path', suggested by Anna Marston in a paper for the Catholic Agency For Overseas Development, Overseas Development Institute, World Wildlife Fund, Oxfam, Christian Aid and CAN International, argues that the SDGs and UNFCCC should be seen as "complementary processes that can reinforce each other to raise the necessary ambition for climate action, rather than unrelated, completely separate or competing".[25] This is due to areas of overlap between the two frameworks, as well as the similar time frames, which present an opportunity to align and bolster political ambition across both agreements. Marston also suggests that the combination of a 'softer' framework (the SDGs), along with the potentially binding post-Kyoto climate agreement will act to increase ambition. The SDGs would provide civil society with leverage to hold their governments accountable, while the UNFCCC climate financing measures would ensure resources are available.

SDG 13: Climate Change

In July 2014 the OWG released their Outcome Document,[26] which contains 17 proposed goals and 169 targets (indicators will be discussed after the OWG process).[27] Goal 13 is focused on climate change action. Table 1, below, lists the Outcome Document draft goals, along with notes on the climate substance, where present, in the goals and targets. This initial draft may yet be cut down as the final draft is expected to have fewer overall goals, which may mean that the climate goal is removed or represented in a different way.

Goal 13. Take urgent action to combat climate change and its impacts, is the main source of climate content in this draft. However, other goals, such as Goal 7 on energy access and Goal 12 on sustainable consumption and production (SCP), indirectly refer to climate impacts or the need for action on climate change. Goal 13 contains targets on resilience, adaptation and DRR, integration of climate measures into national planning policies, education, climate financing under the UNFCCC framework (specifically to implement the commitment under the UNFCCC to mobilise US$100 billion per year of climate finance, and to capitalise the Green Climate Fund as soon as possible),[28] and capacity building. There are, however, no quantitative targets, for example on mitigation aims or reduction of adverse climate impacts on the most vulnerable. The OWG explicitly includes this addition to the wording of Goal 13: "Acknowledging that the UNFCCC is the primary international, inter-governmental forum for negotiating the global response to climate change",[29] clearly identifying the UNFCCC as the main arena for international climate negotiations.
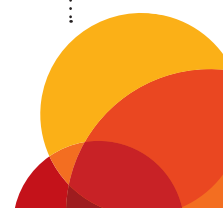
In addition, the chapeau to the Outcome Document contains references to the "global nature of climate change" and the need to accelerate the reduction of global greenhouse gas emissions.[30] This suggests a *prima facie* understanding by the OWG of the centrality of climate change to development, yet the reticence to make any reference to mitigation action may reflect caution around pre-empting the UNFCCC.[31]

At the sector level (energy, infrastructure and industrial development), there are practical references to efficiency measures – effectively these are mitigation actions but are not labelled as such. However, as can be seen in Table 1, there are some omissions in sectors which are also obviously linked to climate change, for example in the areas of resilient agriculture and combatting desertification.

As the outputs from the regional dialogues below confirmed, many stakeholders and commentators feel that this draft is a step in the right direction, but that bolder targets would be beneficial in prompting policy-makers to genuinely integrate climate change into national development agendas. For example, CAN International's reaction document to the Zero Draft rev 1 suggests inserting specific climate references in the areas of health, education (i.e. education to promote low-carbon economies) and water, among others.[32] For Goal 13, they suggested explicitly mentioning preventing global warming beyond 1.5°C; a percentage goal for increasing adaptive capacity; and economic policy on reducing fossil fuel investment and increasing low-carbon investment.

Table 1. References to climate change in the Outcome Document: Introduction to the Proposal of the OWG for Sustainable Development Goals [33]

Zero Draft rev 1 goal	Content on climate change (green: substantial content, yellow: some content, red: no content)
Goal 1. End poverty in all its forms everywhere	**Target 1.5** – reduce exposure and vulnerability to climate-related extreme events.
Goal 2. End hunger, achieve food security and improved nutrition, and promote sustainable agriculture	**Target 2.4** – sustainable food production systems, resilient agriculture and capacity for adaptation to climate change and extreme weather events.
Goal 3. Ensure healthy lives and promote well-being for all at all ages	No mention of climate effects on, for example, tropical diseases.
Goal 4. Ensure inclusive and equitable quality education and promote life-long learning opportunities for all	
Goal 5. Achieve gender equality and empower all women and girls	No mention of climate leading to increased frequency and intensity of natural disasters, which have heavily gendered impacts.[34]
Goal 6. Ensure availability and sustainable management of water and sanitation for all	No mention of climate impacts on drought, or use of water in energy production.
Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all	**Target 7.2** – increase the share of renewable energy.
	Target 7.3 – double the rate of improvement of energy efficiency – this can be taken as directly mitigation-related, although climate is not referenced.
	Target 7.a – clean energy research and efficiency.
Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	**Target 8.4** – resource efficiency in consumption and production, in accordance with the 10-year Framework of Programmes on Sustainable Consumption and Production, developed countries to take the lead.
	Target 8.9 – sustainable tourism.
Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation	**Targets 9.1 and 9.3** –sustainable and resilient infrastructure and retrofitting industries.
	Target 9.2 – promote sustainable industrialisation.
	Target 9.a – financial and technical support to African countries, LDCs, LLDCs and SIDS to facilitate sustainable and resilient infrastructure development.
Goal 10. Reduce inequality within and among countries	No mention of climate effects increasing economic and other inequalities between climate-vulnerable countries and more developed nations.
Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable	**Target 11.2** – sustainable transport systems.
	Target 11.3 – sustainable urbanisation.
	Target 11.5 – reduce deaths and economic losses from disasters.
	Target 11.b – integrated policies including resource efficiency, mitigation and adaptation to climate change and DRR, in line with the upcoming Hyogo Framework for Action.
	Target 11.c – support LDCs for sustainable and resilient buildings.
Goal 12. Ensure sustainable consumption and production patterns	Targets relating to SCP, including sustainability reporting. **Target 12.c** – phase out fossil fuel subsidies.

Zero Draft rev 1 goal	Content on climate change (green: substantial content, yellow: some content, red: no content)
Goal 13. Take urgent action to combat climate change and its impacts* *Acknowledging that the UNFCCC is the primary international, inter-governmental forum for negotiating the global response to climate change	Direct climate goal which acknowledges the work of the UNFCCC. Targets on national planning, education and finance, including implementing the UNFCCC commitment on the US$100 billion annual flow of climate finance from developed to developing countries. No emissions- or mitigation-related goals.
Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development	No mention of climate impacts on ocean acidification.
Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss	No mention of climate impacts on desertification, ecosystems or loss of biodiversity.
Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable and inclusive institutions at all levels	No mention of climate-related resource scarcity increasing the risk of conflict.
Goal 17. Strengthen the means of implementation and revitalise the global partnership for sustainable development	

It can be seen that while climate is indirectly mentioned in many of targets, there are some significant missed opportunities to make it explicit in the targets for some goals that have clear links to climate change. For example, Goal 3 on health does not mention climate impacts on the spread of tropical diseases or burdens on and damage to health infrastructure due to extreme weather events.

There is some reference to the differing sustainability responsibilities of developed and developing countries, echoing the UNFCCC's principle of common but differentiated responsibility. For example, Goal 8 on economic growth references developed countries leading on SCP action. Target 9.a also references support to climate vulnerable groups (framed as developing countries), such as African countries, LDCs, LLDCs and SIDS. Target 11.c promotes support to LDCs for sustainable and resilient buildings. The chapeau to the Outcome Document also emphasises that support to developing countries is essential to action that can address climate change. In terms of financing of the SDGs, the Intergovernmental Committee of Experts on Sustainable Development Financing (ICESDF) has been set up to evaluate financing needs and options. The Committee spent a year considering the issues, and has recently produced a final draft report outlining the main approaches available.[35]

It is also noteworthy that, aside from the UNFCCC, several other international frameworks are mentioned in the goals, for example the International Labour Organization Global Jobs Pact, the forthcoming post-2015 Framework on Disaster Risk Reduction (HFA2) and the 10-year Framework of Programmes on Sustainable Consumption and Production. This suggests recognition in the drafting of the text that the SDGs might have a complementary role to such pre-existing frameworks, rather than detracting from them or superseding them.

Stakeholders have widely commented that this set of goals represents a step in the right direction, but fails to address climate change within a comprehensive framework that encourages climate compatible development. While many stakeholders have contributed to both the debate and the OWG process, CDKN has identified some unanswered questions around how developing countries want climate change to be included within the SDGs, and how success in ensuring a climate-compatible set of goals may be achieved. The next section presents a selection of developing country viewpoints on these issues based on CDKN consultations, while the final section proposes actions to ensure that the SDGs promote climate compatible development in a coherent way.

Perspectives from developing countries

A platform for developing country stakeholders to share their views

While many stakeholders have expressed their views both within and outside of the OWG negotiating forum, certain questions remain unanswered from the perspective of developing country stakeholders in a cross-sectoral plenary. The success of the SDGs will depend on strong ownership in developing countries. An inclusive process to capture voices from a wide range of countries will strengthen the position of those negotiating in the international fora in 2015.

For this reason, CDKN has organised and delivered three regional dialogues, covering CDKN priority partner countries in South-East Asia, Africa and Latin America. The dialogues were held in Jakarta, Indonesia in March 2014; in Bogotá, Colombia in July 2014 and in Nairobi, Kenya in August 2014. In focusing on these CDKN priority partner countries, Indonesia, Kenya and Colombia, we are seeking answers to key questions (below) from those who will be most affected by the goals, both in terms of development outcomes and their vulnerability to climate change.

These workshops convened high-profile stakeholders from relevant national government ministries, the private sector, NGOs and civil society, and each featured a panel of regional experts on SDG–climate linkages. All attendees were then invited to contribute in round table discussions focused on the following questions:

1. How do developing countries expect climate change to be handled in the SDGs?

2. What are the advantages and disadvantages for developing countries of a stand-alone goal and of mainstreaming climate change impacts in the SDGs?

3. What are the challenges to ensuring an outcome which is mutually beneficial for climate change and development? And how can challenges be overcome?

4. How can developing countries influence the UNFCCC and SDG negotiation processes?

The outcomes of these dialogues form the basis for the following section on the findings from these events.

Limitations
It should be noted that these events captured the views of only those participants who were present, and so are not necessarily representative of other stakeholders in those countries, or indeed national governments.

The level of awareness about the SDGs and the post-2015 agenda processes varied between countries; as it is a largely international process, some local stakeholders had limited global knowledge. On the other hand, some participants showed a very thorough understanding, as well as an existing level of engagement with the most current issues.

The following section provides a necessarily brief summary of key messages drawn from the events; hence some granularity has been absorbed into the overview. Please contact the authors for further details of the content of the dialogues.

Country context
Box 1 summarises the national status of each of the host countries in terms of climate and development policies and circumstances. All three countries show serious vulnerability to climate change.

Messages from the dialogues

Each of the countries in which the dialogues were held had different climate change and development challenges, and expressed different views and opinions on the linkages between climate change and the SDGs. However some common messages, or principles, were heard from the participants of all three dialogues.

Tackling climate change is recognised as critical to the achievement of the development goals.

Climate change was unanimously recognised in each of the countries as a critical issue for future development and achievement of the SDGs, and one which should be strongly articulated within the

Box 1. Background to the CDKN dialogue host countries

Colombia
- Middle-income country, has embarked on process to join OECD
- Known climate effects – e.g. flooding during La Niña 2010–2011
- Distributional correlations between climate vulnerability, food insecurity and poverty
- Importance of climate change to achieving development progress well recognised domestically
- Climate change and green growth are mainstreamed across several ministries
- Promoted the SDGs globally during the Rio+20 process
- Rio+20 framework informed the Ministry of Environment and Sustainable Development's work plan.

Kenya
- Developing country, economy dependent on climate-sensitive sectors such as agriculture and tourism
- Extreme vulnerability to climate; in Horn of Africa – more drought, receding lakes, drying of rivers/wetlands, extreme flooding in areas
- Displacement of communities and migration leading to resource conflict
- Stockholm Environment Institute study on impacts of climate change estimates climate effects could cause annual loss of 2.6% of GDP
- Macharia Kamau, Permanent Representative at Kenya Mission to United Nations, is co-chair of OWG.

Indonesia
- 4th largest population in world
- Middle-income country, ~6% growth per year
- Very long, densely populated coastline: vulnerable to flooding
- Increasing risk of droughts, fires and precipitation changes contributing to food insecurity
- One of world's largest emitters due to rates of deforestation and burning of peatlands
- Leadership role in developing post-2015 agenda – President Susilo Bambang Yudhoyono was one of three co-chairs of the High-Level Panel of Eminent Persons.

Sources:
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goals. In Colombia it was felt that, unlike most other goals, which can be taken as ends in themselves (e.g. poverty alleviation), the climate goal seems to be more of a method than an outcome (i.e. 'how' to achieve sustainable development). This is partly due to the lack of quantitative targets in mitigation, adaptation and resilience. Therefore, climate change should not just be an aspirational goal or target aiming to emulate the UNFCCC process, but one which encourages and empowers people, organisations and governments to act.

Climate change should be a stand-alone goal …

The climate change goal should be both a stand-alone goal and integrated across the other goals. Having a stand-alone goal was recognised as important for creating political buy-in and reflecting the significance of the issue. In addition, it was highlighted that a single goal would make it easier for allocating resources and funding, as well as for measuring the outcomes of any interventions. There were calls for the current climate goal to be more ambitious and concrete, including quantitative indicators which cover adaptation and DRR as well as mitigation.

… as well as mainstreamed throughout the other goals.

However, many were concerned that without integration of climate change within the goals, having a stand-alone goal would simply lead to siloing and potential failure to achieve any success in tackling climate change; as has been seen in the MDGs, a narrow goal does not always lead to progress. If climate change is integrated within a more cohesive and comprehensive framework, what one speaker at the Indonesia event termed a "unified framework", the SDGs can guide countries and encourage the implementation of cross-sectoral policy and joint planning processes. The integration of climate change into goals may enable these linkages by encouraging different government departments to integrate climate change considerations into their own sectoral policies. But crucially, Indonesian participants flagged that we must avoid trying to be too broad and "mainstreaming climate change into non-existence".

Climate change goals, targets and indicators should be nationally relevant …

Goals and targets need to be clear and universally applicable, allowing governments to align their national development agenda and climate change strategies to the SDGs. Importance was placed on creating indicators that are nationally relevant, and which can use current monitoring and evaluation frameworks for climate change and development. But any stand-alone goal or climate change target must take account of both common but differentiated responsibility and differences in respective capabilities that developing countries face, due to their greater vulnerability and their social and economic challenges. For example, in Indonesia, one speaker suggested that the climate change goals should not hinder growth and recommended that the integration of climate change in the goals should be integrated within a framework of green growth, in which climate change adaptation or mitigation activities generate new growth opportunities.

… and also aim to build local-level resilience and reduce climate risks.

All three countries are particularly vulnerable to – and already experiencing the impacts of – climate change. These impacts are often felt most acutely at the sub-national and local levels. Common between all dialogues was the feeling that it is critical for the SDGs to encourage the development of local resilience and adaptive capacity to climate hazards, as well as to longer-term effects of climate change. SDGs should empower local groups and encourage small-scale solutions that help communities build adaptive capacity. These solutions will be more sustainable and effective in the long term. National, sub-national and local government in each of the countries has a role to play in translating these goals into clear action plans and targets in each country. However, in each country it was also recognised that a number of these types of solutions are already being developed, and these can act as models for interventions with the potential to meet climate resilience or adaptation goals. In Colombia, several government stakeholders called for specific content and targets for adaptation in the SDGs.

Getting the indicators and measurement frameworks right is crucial …

Creating a climate-smart post-2015 framework means identifying the right indicators, once the goals and targets have been agreed (note that the Sustainable Development Solutions Network has drafted an indicator framework, aligned to the OWG's draft SDGs, which will be updated periodically as the final goals and targets emerge over the next year).[36] Many felt the real value of the SDGs in informing design and implementation of national policies would come at the quantitative-indicator level rather than at the level of the 17 main goals, and emphasised that quantitative measurement should underpin development progress. In Colombia in particular, policy-makers felt that the draft SDGs were slightly incoherent, and suggested that selecting nationally relevant indicators from across the goals would be the best approach. This would allow them to continue mainstreaming and integrating climate into their strategies, which at the national level could be done in a more integrative way than the draft SDGs seem to allow.

… while accountability and governance mechanisms will underpin implementation.

Whether or not climate change is a stand-alone goal or mainstreamed into other goals, participants felt that importance should be placed on creating the enabling political conditions and supporting institutional infrastructure to effectively implement the goals. In addition, it is important that climate change goals, as well as other SDGs, are properly implemented through a robust national mechanism of governance and accountability – a mechanism that ensures coherence in policy and enforcement of national-level goals and targets. This preference was expressed strongly in both Kenya and Indonesia. Setting clear responsibilities for implementation between ministries, and at the sub-national and local levels, would encourage implementation. This should be supported by good systems of research and data collection and information dissemination, which in Colombia is already an area of focus for the ministries that focus on development and combatting poverty.

International resources will still be very necessary to achieving climate compatible development goals …

In order for the SDGs to be successful in tackling the impacts of climate change, it was felt that dedicated resources, both technical and financial, will need to be mobilised and directed at integrating climate change into development interventions. (Commentators on the MDGs have observed that the they were under-funded, so the same pitfall should be avoided.)[37] However it was noted that, perhaps as a result of the MDGs, donors still separate environmental and social agendas, which makes it difficult to attract funding for programmes with a strongly integrative approach.

… but the role of national and sub-national governments, and the private sector will increase.

In Colombia, it was observed that, as countries within each of the regions move towards a higher development status, there will be a need to leverage government resources (financial and human), given the expected shift in international support from bilateral finance to investment and public–private partnerships (PPPs). It should also be recognised, both within the SDGs and by national governments, that the private sector has an important role to play in delivering climate compatible solutions, providing finance and innovation – sometimes in the form of PPPs. Meanwhile, sub-national governments often have the legislative and enforcement mandate to implement new policies. In Kenya, participants pointed to the role of small and medium enterprises in job and wealth creation, and were keen that the goals encourage the private sector to play a role in developing climate compatible solutions. On the other hand, in Colombia, private sector representatives stressed the importance of clear government signals, perhaps in the form of legislation, and hoped that the SDGs would help governments to set clear national policies, as well as providing guidance for companies in setting their own corporate responsibility policies.

Within regions, countries should form a common voice to influence SDG negotiations …

The ability of countries within each region to influence the SDGs and ensure their interests have been represented is based on their willingness to form shared positions and speak with one voice in the SDG negotiations. In order to best influence the negotiations and ensure that their interests are appropriately represented within the SDGs, countries within a region should continue to collaborate and advocate for strong climate-related goals and targets within the SDGs. This has been the case in Africa, where

negotiators have formed a common voice on climate change, and advocated for its inclusion within the goals. Developing countries on their own can also influence both the SDG and UNFCCC processes through their own strong commitments to climate compatible development, as Indonesia has done by setting very strong greenhouse gas emissions reductions targets.

… and within countries, civil society must play a stronger advocacy role.

Within developing countries, there are a large number of civil society organisations, many with differing positions on how climate change should be represented within the SDGs. In Kenya, some participants felt that civil society organisations need to coordinate better and collaborate more in order to form a common position on climate change within the SDGs. Crucially, participants felt that civil society needs to act as the conduit from the local to the national to the global, and that it should better engage with local communities to ensure that local perspectives and issues resulting from climate change are brought to the attention of governments and negotiators – and thus represented within global policy forums such as the SDGs. Similarly, civil society has an important role to play in raising awareness of the SDGs, coordinating and encouraging views on climate change and holding governments to account in their implementation.

Looking ahead – putting principles into practice

Over the next year, the United Nations General Assembly will launch a formal inter-governmental negotiation process, with the final set of voluntary goals to be adopted in 2015. Several factors will influence whether this process will be seen as successful by the developing countries we have consulted with here, and whether the SDGs have the potential to catalyse a change in development outcomes globally. It is clear that stakeholders believe that the SDG draft is limited in its recognition of the significance of climate change to the achievement of development gains, and that there is some way to go in fully integrating climate change as a sustainable development consideration. In fact, some of the more progressive developing and middle-income country domestic policies already go further than the OWG in integrating climate change within their national development frameworks.[38]

The three CDKN dialogues have highlighted some key principles for the role of climate change within the SDGs. However, challenges still remain in introducing these principles into nationally relevant planning and action, and in ensuring the integration of climate compatible development in negotiating the SDGs. In the following, we offer some examples of ways that these principles could be implemented in practice.

Tackling climate change is recognised as critical to the achievement of the development goals.

The SDGs should be seen as an opportunity for developing countries rather than a burden, given the importance of climate resilience in vulnerable countries to protecting and furthering development progress. Meanwhile the content of the SDGs must still allow for countries to develop economically.

One example of action is Kenya, which launched its National Climate Change Action Plan (NCCAP) in March 2013, one of the first and most comprehensive economy-wide climate action plans in Africa.[39] The development of the NCCAP was led by an inter-ministerial, senior-level taskforce drawn from key ministries, including finance, planning, energy and agriculture, as well as civil society and private-sector organisations.

The NCCAP identifies six 'big wins' that combine development and adaptation and together account for two thirds of Kenya's identified mitigation potential. These are:

- geothermal power generation
- distributed clean energy solutions
- improved water resource management
- restoration of forests on degraded lands
- climate-smart agriculture and agroforestry
- infrastructure.

The NCCAP has been an important milestone in drafting legislation, which is currently under review by the Parliament.

Goals should be reviewed to test that they are achievable and realistic, in light of future climate scenarios across sectors, including sectoral economic impacts from climate change, and that the indicators allow the right level of flexibility for nationally appropriate implementation. CDKN has commissioned research into the impacts of climate change on the achievement of the SDGs, and this will provide an insight to the links between SDGs and climate change at the regional – and for three case studies – country levels. The results could help inform national dialogues and decision-making and could be useful in considering what indicators would best promote action to achieve climate-resilient development.

Climate change should be a stand-alone goal, as well as mainstreamed throughout the other goals.

Noting the potential issues in overlap and timing with the UNFCCC, a stand-alone goal should be retained in the SDGs, but this must be alongside the mainstreaming of climate across the goals such that climate and development are not siloed separately (see Box 2).

Climate change goals, targets, and indicators should be nationally relevant and should also aim to build local-level resilience and reduce climate risks.

The SDGs should be drafted in a way which allows for interpretation in a nationally relevant way and which is useful for informing national development plans, for example green growth strategies, as well as reducing countries' vulnerability to climate change (see Box 2). Sub-national level government and the private sector should be engaged to identify appropriate climate compatible solutions. One example of such action is the Colombian city of Cartagena's Plan 4C for planning a competitive and climate compatible future for a city, driven jointly by local authorities, the Ministry of Environment and Sustainable Development, the Chamber of Commerce of Cartagena, and the Marine and Coastal Research Institute (INVEMAR).[40]

Getting the indicators and measurement frameworks right is crucial, while accountability and governance mechanisms will underpin implementation.

Goals should be 'climate smart'. This means having carefully chosen indicators that provide measurable climate targets for each development goal, to ensure that the climate impacts on that development area can be specifically managed, and that progress is robustly assessed. This should include the provision of climate-related targets and indicators under goals that currently omit climate considerations. Our analysis of Table 1, the climate substance of the OWG's proposed draft SDGs, highlights several gaps, which are listed in Box 2. This list may not be comprehensive; for further examples see the Beyond 2015 and Climate Action Network reactions to the OWG's Zero Draft rev 1.[41]

International resources will still be highly necessary for achieving climate compatible development goals, but the role of national and sub-national governments, and the private sector will increase.

Financing will need to be carefully coordinated to avoid duplication between different sources. The Green Climate Fund and other sources might be used to support an integrated climate goal, but it is important that gaps are not left by leaving climate compatible development financing to UNFCCC institutions. The 'precepts' given in the ICEDSF report on financing for sustainable development give a suitable strategic approach, which emphasises national ownership with international support, and an increased role for the private sector and foreign direct investment.[42] There are a number of examples of processes and initiatives to mainstream

Box 2: Climate gaps in the OWG's Outcome Document

- Goal 3: Climate effects on tropical diseases; health impacts of climate-related disasters and extreme weather events; health impacts of rising temperatures, for example on the elderly and vulnerable groups.
- Goal 4: Climate-related disasters disrupt education; infrastructure for access to education is at risk.
- Goal 5: Climate-related disasters disproportionately affect women and girls.
- Goal 6: Climate effects on drought; water use in energy production.
- Goal 10: Climate impacts exacerbate economic and other inequalities between climate-vulnerable countries and more developed nations.
- Goal 14: Climate impacts on ocean acidification; climate impacts on marine-based livelihoods.
- Goal 15: Climate impacts on desertification, ecosystems and loss of biodiversity.

climate change finance into national budgeting and to establish national climate funds, such as those in Bangladesh, Indonesia and Rwanda.[43]

Within regions, countries should form a common voice to influence SDG negotiations; within countries, civil society must play a stronger advocacy role.

Countries should aim to achieve coherence between the SDG and UNFCCC agendas at the national level. Civil society will be important in bridging the two dialogues and coherently linking different governmental departments' agendas. There should be more alignment of the climate and development agendas within governments, such that the divisions coordinating with the UNFCCC also collaborate on domestic development policies.

In addition to the above measures, which are intended for developing countries and negotiators over the next year to maximise the climate compatible development outcome from the SDGs, developed countries should actively recognise that all countries have room to develop and that the SDGs are meant to be universal. Commitment from developed countries, both on national targets and in terms of international support, will help foster global collaboration on the SDG agenda, both during the inter-governmental negotiation process, and during the 15 years of implementation.

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About CDKN

The Climate and Development Knowledge Network (CDKN) supports decision-makers in developing countries in designing and delivering climate compatible development. It does this by combining research, advisory services and knowledge-sharing in support of locally owned and managed policy processes. CDKN works in partnership with decision-makers in the public, private and non-governmental sectors nationally, regionally and globally. CDKN is managed by an alliance of organisations: PricewaterhouseCoopers (PwC), Overseas Development Institute (ODI), Fundación Futuro Latinoamericano, SouthSouthNorth, LEAD International and LEAD Pakistan. www.cdkn.org

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