

# Comparing the Paris Agenda with the 2030 and Addis Ababa Action Agenda

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## Question

*What are the similarities and differences in the policy agendas of the Paris Agreement and both the 2030 Agenda and the Addis Ababa Action Agenda?*

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## 1. Summary

The Paris Agreement aims to reduce the rate of climate change (holding the increase in global temperature to 2 degrees Celsius or lower) and strengthen country response to the impacts. The Addis Ababa Action Agenda (AAAA) is a set of policy actions to finance sustainable development including social protection, hunger and nutrition, infrastructure, international cooperation, employment and enterprise, ecosystems and peace.

The AAAA commits to supporting the vulnerable with extreme climate events, address climate change with industrial development planning. All actions aim to be underpinned by commitment to preserving the natural environment and climate. The Green Climate Fund is welcomed to mobilise funds to support developing countries.

The AAAA notes similar areas on climate change but is not specific on emissions reduction which is core to the Paris Agreement. Both encourage support for developing countries. The AAAA recognises the need to factor climate change into planning broadly without specifics.

The 2030 Agenda provides a shared global vision followed by 17 goals and 69 targets. Climate change is acknowledged as one of the greatest challenges for achieving sustainable development. Sustainable development (SDG) goal 13 is dedicated to climate change. The three broad goals with within 13 are in-line with the Paris Agreement aims but do not map closely. Commitment to the achieving the Paris Agreement target is affirmed in the Resolution in the 2030 agenda but not included in the targets themselves. Capacity building is a shared focus between both agendas.

Two studies were identified which compared the Paris Agenda and the 2030 Agenda looking at nationally determined contributions (NDCs) to the Paris Agenda for different countries. It finds many NDCs also contribute to the achievement of the SDGs. The most common connection was with SDG 7, affordable and clean energy. A GIZ/World Resources Institute (WRI) paper identifies core needs for advancing the Paris and 2030 agendas together (Bouyé et al., 2018).

Very little was identified in the literature comparing AAAA and the Paris Agreement.

## 2. The Paris Agreement

The Paris Agreement is an agreement with the United Nations Framework Convention on Climate Change (UNFCCC) signed in 2016. The core aim of the Agreement is to strengthen the global response to the threat of climate change by keeping the global temperature rise low (below 2 degrees Celsius). The agreement includes aims on strengthening the ability of countries to respond to the impacts of climate change.

The Agreement as published by the United Nations is available on this link:

[https://unfccc.int/files/essential\\_background/convention/application/pdf/english\\_paris\\_agreement.pdf](https://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf)

It outlines the aims for enhancing the United Nations Framework Convention on Climate Change, (adopted in New York on 9 May 1992)<sup>1</sup> by:

- Holding the increase in global average temperature below 2 degrees Celsius and aiming to limit the increase to 1.5°C.
- Increasing the ability to adapt to adverse impacts and emission reductions without threatening food production.
- Making financial flows consistent with a pathway towards low greenhouse emissions and climate-resilient development.

The Agreement is recognised to be implemented with respect to different country circumstances to reflect equity. It recognises the need to support developing countries with developed country parties taking the lead.

Actions to conserve and enhance carbon sinks and reservoirs are encouraged. There should be a balance between emission reduction and removal by sinks. Reduction in deforestation and forest degradation should be incentivised.

The established aims are (p7):

- a) To promote the mitigation of greenhouse gas emissions while fostering sustainable development.
- b) To incentivize and facilitate participation in the mitigation of greenhouse gas emissions by public and private entities authorized by a Party.
- c) To contribute to the reduction of emission levels in the host Party, which will benefit from mitigation activities resulting in emission reductions that can also be used by another Party to fulfil its nationally determined contribution.
- d) To deliver an overall mitigation in global emissions.

Strengthened cooperation should include:

- Sharing information, good practice, experiences and lessons learned.
- Strengthening institutional arrangements to support knowledge synthesis.
- Strengthen scientific knowledge.
- Assist developing countries to approaching adaptation.

Parties are required to submit regular adaptation communications for transparency. The agreement establishes a shared vision on the importance of technology development.

Decisions adopted by the Conference of the Parties are recorded in the: Report of the Conference of the Parties on its twenty-first session, held in Paris from 30 November to 13 December 2015 Addendum Part two: Action taken by the Conference of the Parties at its twenty-first session

<https://unfccc.int/sites/default/files/resource/docs/2015/cop21/eng/10a01.pdf>

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<sup>1</sup> <https://unfccc.int/resource/docs/convkp/conveng.pdf> accessed 25.9.20

The Decisions to give effect to the Agreement uses technical language which is not always easy to interpret. Paragraph 34 is one sentence containing 108 words.<sup>2</sup> The Decisions are contained in 88 paragraphs and grouped under the following headings: mitigation, adaptation, loss and damage, finance, technology and development transfer, capacity building, transparency of action and support, and global stocktake.

Decisions include:

- Parties must communicate nationally determined contributions every 5 years (paragraph 23). And contributions should be submitted to the secretariat at least 9 to 12 months before (paragraph 25). Agreement on what the contribution communications should include is in paragraph 27.
- Long-term low greenhouse gas emission development strategies will be published on the UNFCCC website (paragraph 14).
- Paragraph 41 requests the Adaptation Committee and the Least Developed Countries Expert Group to join to develop modalities to recognise adaptation efforts of developing countries.
- Parties must provide information on how their development assistance and climate finance programmes incorporate climate-proofing and climate resilience measures (paragraph 43).
- A goal of USD 100 billion per year is set for developed countries' collective mobilisation (paragraph 53).<sup>3</sup>
- Paragraph 57 “Requests the Subsidiary Body for Scientific and Technological Advice to develop modalities for the accounting of financial resources provided and mobilized through public interventions”.
- The Paris Committee on Capacity-building is requested to prepare annual technical progress reports on its work (paragraph 80).
- The Ad Hoc Working Group on the Paris Agreement should identify sources of input for the global stocktake (paragraph 99).

### 3. The Addis Ababa Action Agenda (AAAA)

The AAAA was the outcome of the 2015 Third International Conference on Financing for Development. It was adopted by 174 UN member states. It provides a comprehensive set of policy actions by Member States for financing sustainable development, transforming the global

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<sup>2</sup> Most experts would agree that clear writing should have an average sentence length of 15 to 20 words. <http://www.plainenglish.co.uk/how-to-write-in-plain-english.html> 30.9.20

<sup>3</sup> 53. Also decides that, in accordance with Article 9, paragraph 3, of the Agreement, developed countries intend to continue their existing collective mobilization goal through 2025 in the context of meaningful mitigation actions and transparency on implementation; prior to 2025 the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement shall set a new collective quantified goal from a floor of USD 100 billion per year, taking into account the needs and priorities of developing countries;

economy and achieving the SDGs.<sup>4</sup> It was adopted by the heads of state and government on 15 July 2015.

The final text of the outcome document can be accessed here:

[https://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA\\_Outcome.pdf](https://www.un.org/esa/ffd/wp-content/uploads/2015/08/AAAA_Outcome.pdf)

The framework areas are: social protection; ending hunger and malnutrition; bridging the infrastructure gap; promoting inclusive and sustainable industrialisation; employment and promotion of small- and medium-sized enterprises; protecting ecosystems; and promoting peaceful societies.

The action areas are: domestic resources; domestic and international private business and finance; international development cooperation; international trade as an engine for development; debt and debt sustainability; addressing systemic issues; and science, technology, innovation and capacity-building.

## Climate change in the AAAA

Under the section on international development cooperation states a commitment to **support the most vulnerable in adapting to extreme climate events** (paragraph 65). There is a greater emphasis in the AAAA on how least developed countries with low-lying coastal areas are more adversely affected by sea level rise.

In committing to support **industrial development** for developing countries, the agreement will **focus on sustainability including addressing climate change** (paragraph 15).

It is recognised that all **actions are to be underpinned by strong commitment to preserve** the natural environment including **the climate**. “We commit to coherent policy, financing, trade and technology frameworks to.... combat climate change” (paragraph 17). This includes changing the behaviours of government, businesses and households. The need for both public and private investment in innovation and clean technologies is recognised.

There is a pledge to **increase the number of cities adopting** and implementing integrated **policies towards mitigation and adaptation** of climate change (alongside consideration of inclusion and resource efficiency) by 2020 (paragraph 34).

There is acknowledgement of the UNFCCC as the primary forum for the global response to climate change (paragraph 59). And that climate agreements will discern responsibilities for those with different capacities “We welcome the Lima call for climate action and **we are encouraged by the commitment of the Conference of the Parties to reaching an ambitious agreement in Paris in 2015 that is applicable to all parties and that reflects the principle of common but differentiated responsibilities and respective capabilities, in light of different national circumstances**” (paragraph 59).

There is recognition that **funding will need to be “stepped up** for investments in many areas including **for low-carbon and climate resilient development**” (paragraph 60). The Green

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<sup>4</sup> <https://www.un.org/esa/ffd/ffd3/wp-content/uploads/sites/2/2015/07/DESA-Briefing-Note-Addis-Action-Agenda.pdf> Accessed 25.9.20

Climate Fund (GCF)<sup>5</sup> is welcomed to mobilise resources to support developing countries (paragraph 61). The decision by the GCF board to aim for 50:50 balance between mitigation and adaptation is supported and the **aim for half of the allocation to assist vulnerable countries** (paragraph 61). The agreement encourages consideration of climate and disaster resilience in development financing for sustainability and recognises that well designed actions can produce both local and global benefits (paragraph 62). It is seen as **“critical” to support national efforts in capacity building in developing countries** in a number of areas including “climate services” (paragraph 115).

The importance of sustainable use of the oceans and their resources is recognised for social and economic goals whilst also addressing the impacts of climate change (paragraph 64). And there is a **commitment to enhancing support for the vulnerable affected by sea level rise and extreme climate events** (paragraph 65).

**The Monterrey Consensus is noted** to have increased awareness of the need to account for challenges such as climate change (paragraph 103). Science, technology and capacity-building initiatives are welcomed including the Technology Mechanism under the UNFCCC (paragraph 122).

## Comparison with the Paris Agreement

The AAAA is focussed on finance and covers a broader range of areas than the Paris Agreement but references to climate change are made within the Agreement.

The AAAA talks about the **most vulnerable and low-lying coastal areas** whereas the Paris Agreement just talks about **developing countries**. It references the Paris Agreement specifically saying that it is welcome and that the signatories are “encouraged by the commitment” (p. 29). It does emphasise the need to allow for different country circumstances and fifty percent of the GCF should be allocated to assist vulnerable countries. The Paris Agreement Decisions document asks the GCF to support least developed and developing countries but does not give a specific proportion. Paragraph 54 of the Decisions encourages the coordination of support from different sources including the GCF. **Science and technology for climate change** is given a mention in the AAAA but **no specific targets are specified** where the Paris Decisions have a number of paragraphs on technology development in more detail.

The core aims of the Paris Agreement are on 1) holding the global temperature increase, 2) increasing the ability to adapt to adverse impacts and emissions reductions, and 3) making financial flows consistent with reducing emissions. The word emissions does not appear in the AAAA and it does not refer to holding the global temperature. It does refer to adaption and development in line with climate change goals but this is in broad statements and acknowledgement rather than anything specific.

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<sup>5</sup> The Green Climate Fund is a fund established within the framework of the UNFCCC as an operating entity of the Financial Mechanism to assist developing countries in adaptation and mitigation practices to counter climate change. <https://www.greenclimate.fund/> accessed 7.10.20

## 4. The 2030 Agenda

**Agenda 2030 is a commitment to eradicate poverty and achieve sustainable development** by 2030. It was set in 2015 by the United Nations General Assembly. It provides a shared global vision. It is a plan of action to be implemented by countries and stakeholders. It outlines 17 goals with 169 targets.

The United Nations Resolution adopted by the General Assembly on 25<sup>th</sup> September can be viewed here:

[https://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/70/1&Lang=E](https://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E) (Accessed 25.9.20)

### Climate change in the 2030 Agenda

The Our **Vision** section of the Resolution wants **a world in which development and the application of technology are climate-sensitive** (paragraph 9).

The declaration **acknowledges climate change as one of the greatest challenges** and how its adverse impacts could undermine achievement of sustainable development (paragraph 14).

“Increases in global temperature, sea level rise, ocean acidification and other climate change impacts are seriously affecting coastal areas and low-lying coastal countries, including many least developed countries and small island developing States (paragraph 14)”.

‘The New Agenda’ recognises the UNFCCC as the primary international, intergovernmental forum for negotiating the global response to climate change (paragraph 31) as does the AAAA. It sets out intention to act decisively and **calls for the “widest possible international cooperation” (paragraph 31) to reduce emissions, address adaptations and address adverse impacts**. It records concern over the **gap between the effect of emission pledges and emission pathways for achieving the Paris Agreement** target “holding the increase in global average temperature below 2 degrees Celsius, or 1.5 degrees Celsius above pre-industrial levels” (paragraph 31).

The Resolution underscores the commitment to work for an ambitious climate agreement for the twenty-first session of the Conference of the Parties in Paris (paragraph 32). And that it should address “mitigation, adaptation, finance, technology development and transfer and capacity-building; and transparency of action and support” (paragraph 32).

There is a commitment that whilst working towards sustainable development the impact of cities on the global climate will be minimised.

### Sustainable Development Goals

**Goal 13 is solely dedicated to climate change** "Take urgent action to combat climate change and its impacts". The goal is broken down into three general target areas: 1) strengthening resilience and adaptive capacity; 2) integrating climate change measures into national policies and planning; and 3) improving education and awareness. And two *means of implementation* targets to facilitate outcomes. These are:

13.a Implement the commitment undertaken by developed-country parties to the United Nations Framework Convention on Climate Change to a goal of **mobilizing jointly USD 100 billion**

**annually by 2020 from all sources to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation and fully operationalize the Green Climate Fund through its capitalization as soon as possible**

**13.b Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States**, including focusing on women, youth and local and marginalized communities.

Target 1.5 is to build the resilience of the poor references climate-related extreme events. Target 2.4 commits to sustainable food production strengthening capacity for adaptation to climate change. Means of implementation target 11.b is to increase the number of cities adopting plans for a number of areas including mitigation and adaptation to climate change.

## Comparison with the Paris Agreement

Climate change is one area alongside many whereas the Paris Agreement focuses on climate change only. It looks at climate change as an issue in itself and its relationship to other areas of sustainable development. **SDG 13, dedicated to climate change, has three broad goals that are in-line with but do not closely map on to the Paris Agreement aims.**

The section headed the New Agenda records **concern for achieving the Paris Agreement target** of holding the increase in global average temperature and the **Resolution affirms commitment the agreement.**

The first *means of implementation target* in the 2030 agenda sets a goal of jointly mobilising USD **100 billion annually by 2020 to address the needs of developing countries. Funding for developing countries is recognised in the Paris Agenda but not a specific amount.** It **recognises the importance of predictable financial resources** from a range of sources. The Paris Agenda makes a number of mentions of coordinating and mobilising through the Green Climate Fund which is specified in the *means of implementation target* in the 2030 agenda.

The second *means of implementation target* is to promote capacity building. The Paris Agreement refers to cooperation aims such as information sharing and assisting developing countries to approach adaptation. The Decisions to give effect to the Agreement have a section dedicated to capacity building. **Capacity building is a shared focus of the two agendas.** The Paris Decisions gives much more detail than the 2030 Agenda document.



## 5. Literature comparing the agendas

### Paris and 2030

Janetschek et al. (2020) compare the nationally determined contributions (NDCs)<sup>6</sup> under the Paris Agreement with the SDGs. They find many activities in the NDCs contribute to the achievement of the SDGs. They suggest that **energy efficiency, sustainable forest management, sustainable agriculture, sustainable transport systems and water-use efficiency are areas of overlap which should be worked on together. The most common connection was with SDG 7 affordable and clean energy.** The authors propose a linkage framework for aligning both NDCs and National Sustainable Development Strategies (NSDSs) with the Paris 2030 Agenda.

A GIZ/World Resources Institute WRI paper provides core elements and concrete examples for **advancing the Paris and the 2030 agendas together** having acknowledged that they are normally advanced in separate tracks (Bouyé et al., 2018). The **five core needs** are: 1) **coordinating institutions**; 2) **aligning** national climate and SDG-relevant **targets**; 3) **mainstreaming** both set of **goals into policy planning**; 4) **optimising financial resources**; and 5) building **mutually reinforcing monitoring and reporting** frameworks. The study shows the **need for large shifts in policy and financial frameworks.** “Efforts at embedding the two sets of goals in development plans lack an integrated approach” (p. 4). Political forums should foster discussion and build on synergies.

A paper from the Stockholm Environment Institute reports **limited interaction between the processes of the two agendas** (Dzebo, 2019). Authors find aggregate analyses lacking where overlaps, gaps and conflicts should be highlighted. Analysis of policy coherence between the Paris NDCs and the SDGs in the paper finds **SDG 7 on affordable and clean energy to have the largest number of corresponding climate activities.** SDG 2 on hunger and SDG 15 life on land both have high synergy. Followed by SDG 11 sustainable cities, SDG 6 clean water and sanitation and SDG 17 partnerships for goals. There are overlaps to some extent with all the goals but not necessarily at the target level. The risks of NDCs undermining SDGs are an area for further exploration. Countries need to consider of trade-offs. Many of the NDC policy target activities are described in general terms and not quantifiable. Devising clear implementation strategies may be a problem.

### Paris and AAAA

A rapid search produced little of note comparing the Paris Agenda and the AAAA. A European Capacity Building Initiative member from Sweden says that although the two agreements have different dynamics that the principles of the AAAA should be applied when implementing the Paris Agreement (ECBI, 2019). In Sweden, budget proposals are cross checked against ‘jobs for all’, gender, equality, and climate and environment. And parliament cross-checks reports on the basis of the SDGs, the Paris Agreement, and the AAAA.

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<sup>6</sup> NDCs embody efforts by each country to reduce national emissions targets and adapt to the impacts of climate change <https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement/nationally-determined-contributions-ndcs> Accessed 2.10.20

## **The Paris Agreement and the UN Conference on Trade and Development (UNCTAD)**

UNCTAD's World Investment Report in 2014 estimates an annual funding gap of 2.5 trillion USD per year for achieving the SDGs (UNCTAD, 2014). This includes for basic infrastructure, food security, climate change (mitigation and adaptation), health, and education. It is not clear how this figure was determined other than based "on estimates for the most important SDG sectors from an investment point of view". It is not clear how this is apportioned between different investment areas.

The Paris Agreement sets a goal of USD 100 billion for developed countries' collective mobilisation. Search within the scope of this review could not find how this figure was determined.

## 6. References

Bouyé, M., Harmeling, S., & Schulz, N. S. (2018). Connecting the dots: Elements for a joined-up implementation of the 2030 Agenda and Paris Agreement. GIZ/WRI. <https://files.wri.org/s3fs-public/connecting-the-dots.pdf>

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Janetschek, H., Brandi, C., Dzebo, A., & Hackmann, B. (2020). The 2030 Agenda and the Paris Agreement: voluntary contributions towards thematic policy coherence. *Climate Policy*, 20(4), 430-442. <https://www.tandfonline.com/doi/abs/10.1080/14693062.2019.1677549>

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