

Developing countries concerned over premature termination of AWG-LCA

Bonn, 29 May (Hilary Chiew) – Developing countries expressed concerns over efforts to prematurely terminate the work of the Ad Hoc Working Group on Long-term Cooperative Action (AWG-LCA) in Doha, without ensuring a successful agreed outcome on all the elements of the Bali Action Plan (BAP) mandate and subsequent decisions of the Conference of Parties (COP).

They warned that such an action would be contrary to the political agreements reached at the Durban COP last December, to have a balanced and comprehensive package.

Developing countries stressed that many issues under the BAP remain unresolved and there was need to ensure that the AWG-LCA address them.

These remarks were made at the closing of the 15th session of the AWG-LCA held on Thursday, 24 May.

The Philippines, speaking for 36 developing countries, said the work of the AWG-LCA was extended in Durban until an agreed outcome is reached, at which time the Working Group terminates. It said that much work still remains to be done in the AWG-LCA in the run-up to Doha in order for Parties to be able to deliver a comprehensive, integrated, and coherent agreed outcome in accordance with the mandate given by the BAP and subsequent COP decisions to ensure the sustained and effective implementation of the Convention.

Similar sentiments were also echoed by other groupings of developing countries including the Arab Group, the ALBA-TCP countries, the African Group and the LDCs.

They also stressed the importance and urgency to have another round of negotiations in Bangkok before Doha to facilitate more work to reach an agreed outcome.

Ambassador Latifa Benazza of Algeria representing the Group of 77 and China said

there must be a fair, equitable and comprehensive LCA outcome at COP18 and that the outcome must be in line with the BAP and the substantive progress made in Cancun and Durban.

She highlighted the importance of the balance between the two negotiating tracks (AWG-LCA and Ad Hoc Working Group on under the Kyoto Protocol-AWG-KP) without prejudging the outcome of the ongoing negotiations. An evaluation of the remaining work and what can be achieved up to and beyond Doha is advisable.

Developed countries, given their historical responsibility, must lead to address climate change within the UNFCCC and its Kyoto Protocol. She added, Parties must adhere to the provisions and principles of the Convention, in particular the principles of equity and common but differentiated responsibilities and respective capabilities (CBDRC).

She said clarity is needed on the funding gap between 2012 and 2020 as well as on other issues related to adaptation, mitigation, technology transfer and finance to meet the needs of developing country Parties in light of new obligations imposed on them by the decisions taken in Cancun and Durban.

The Philippines delivered a joint statement on behalf of 36 developing countries comprising **Algeria, Argentina, Bahrain, Bolivia, Comoros, China, Cuba, Democratic Republic of the Congo, Djibouti, Ecuador, Egypt, India, Iran, Iraq, Jordan, Kuwait, Libya, Malaysia, Mali, Mauritania, Morocco, Nicaragua, Oman, Palestine, Pakistan, Paraguay, Philippines, Saudi Arabia, Somalia, Sri Lanka, Sudan, Syria, Thailand, Tunisia, Venezuela and Yemen.**

The Philippines stressed that as Parties continue their work in the AWG-LCA with the aim of arriving at an agreed outcome, such outcome must reflect all the elements of the BAP in which agreements on long-term cooperative action on

adaptation, mitigation, finance, technology transfer, and capacity building are made in a coherent and integrated package.

Such outcome, it added, must also place Parties on a footing that would enable them to move forward expeditiously on the new process that was launched under the Ad Hoc Working Group on the Durban Platform on Enhanced Action (ADP). In this regard, work in this session of the AWG-LCA puts Parties on a good foundation for evaluating the remaining work that needs to be done under the BAP and for determining what can be achieved up to and beyond Doha. Philippines highlighted some key unresolved issues under the AWG-LCA that the group felt still need to be addressed with great urgency.

On shared vision, it said Parties need to improve and deepen discussion and understanding of the contextual elements upon which any discussion on the long-term goal for emissions reductions and global peaking of emissions should be based and predicated. These elements include, *inter alia*, equity; historical responsibility of developed country Parties; ensuring equitable access to sustainable development; clear long-term goals on finance, technology, adaptation, capacity-building; and other relevant economic and social factors such as unilateral measures, intellectual property rights, economic and social consequences of response measures, rights of Mother Earth, and other elements that have been flashed out in Conference Room Paper 39 (CRP39).

On Annex I mitigation under paragraph 1(b)(i) of the BAP, it was concerned that the issues of the comparability of mitigation efforts among Annex I Parties, increasing the level or targets and ambition, common accounting rules are being marginalized, and this concern is heightened by what seems to be a clear unwillingness on the part of many Annex I Parties to commit to scaled up quantified emission reductions targets that go beyond what they have already pledged pursuant to the Cancun decision

It further noted that enhancing mitigation ambition pre-2020 is predicated on such ambition being reflected in having Annex I Parties to the Kyoto Protocol committing to ambitious targets for the second commitment period under the Kyoto Protocol and for Annex I Parties that are not Parties to the Kyoto Protocol to make enhanced comparable targets under paragraph 1(b)(i) of the BAP.

On economic and social consequences of response measures, Philippines said Parties in

CRP 39 recognize that response measures are among the unresolved areas in which continued discussions will take place this year. It is the AWG-LCA, which is the negotiating group to establish political parameters, while the Forum (on response measures) has a specific mandate to implement a work programme, and is not meant for negotiations.

In addition, response measures are taken with the objective to combat climate change, and therefore, this relates to the UNFCCC, the fora for climate change-related issues. In this sense, Parties need to continue addressing in the AWG-LCA unilateral response measures that may have consequences on economic and social development of developing countries, as well as social issues, as the just transition.

On finance, it noted with grave concern that there continues to be no commitment on addressing the funding gap between 2012 and 2020 as well as the MRV (measurable, reportable and verifiable) of support provided to developing countries. In this context, it is important to initiate a process or agree on the need for rapidly announcing pledges for the GCF (Green Climate Fund) Board. Many issues also remain pending, including strengthening links between the provision of climate finance and the mitigation and adaptation actions of developing countries; drawing up lessons from the experience of fast-start finance especially for the long-term climate finance; detailing the arrangements between the COP and the GCF; the provision of funding for the implementation of biennial update reports; and funding for National Adaptation Plans. It wanted specific time for discussing lessons from the fast-start finance.

On adaptation, in line with the BAP, it stressed that there are several issues of the highest priority to developing countries that still need to be addressed, such as vulnerability assessments, financial needs assessments for adaptation and the support for urgent implementation of adaptation actions. In this way, it is crucial to ensure that Parties continue discussing this issue in the AWG-LCA to pursue means of implementation.

On technology development and transfer, despite two weeks of discussion Parties are still no closer to having agreement on issues whose resolution is crucial if technology transfer. These issues include addressing barriers to technology transfer, including intellectual property rights; operationalising inter-linkages between the

Technology Mechanism with the UNFCCC's financial mechanism; further clarifying the relationship between the Technology Executive Committee (TEC) and the Climate Technology Centre and Network (CTCN) and defining the additional functions of the TEC.

On review, it would like to underscore the importance of ensuring that the scope of the review that will take place from 2013 to 2015 explicitly encompasses an assessment of the extent of implementation of the Convention as part and parcel of assessing the adequacy of the 1.5° to 2°C range temperature goal and the overall progress to achieve it. Additionally, given the need to ensure that the results of the review provide a strong political basis for moving forward together after 2015, the review itself must be conducted by Parties through the Subsidiary Body of Implementation (SBI) and Subsidiary Body of Scientific and Technological Advice (SBSTA).

The work of the AWG-LCA was extended by paragraph 1 of decision 1/CP.17 (Durban Platform decision) until an agreed outcome is reached, at which time the AWG-LCA then terminates. Much work still remains to be done in the AWG-LCA in the run-up to Doha in order for Parties to be able to deliver a comprehensive, integrated, and coherent agreed outcome in accordance with the mandate given by the BAP and subsequent COP decisions to ensure the sustained and effective implementation of the Convention.

It expressed deep concern at efforts to prematurely agree on the conclusion of the AWG-LCA in Doha without ensuring a successful agreed outcome on all elements of the BAP mandate. It is of the view that such an action would be contrary to the political agreement that Parties had reached in relation to the Durban decision (1/CP.17) to have a balanced and comprehensive package.

Egypt, speaking on behalf of the **Arab Group** said more discussions were needed on many topics of interest not only to developing countries but all the Parties to the Convention especially on the comparability of efforts by developed countries in mitigation, finance, technology transfer, adaptation especially in supporting developing countries to implement National Adaptation Plans.

It said there is a need to reach decisions that reflect the consensus around these issues in the context of the progress made in the

implementation of the BAP as an objective way to assess the current situation in the negotiation.

Egypt noted the importance of establishing a work programme on 'equitable access to sustainable development' and inclusion of this issue on the agendas of all the subsidiary bodies was important. It also proposed the holding of a workshop at the earliest possible time to discuss the principles of risk assessment of climate change on developing countries.

It looked forward to consolidate the concept of the elements of a shared vision taking into account the historical responsibilities of developed countries and ensuring the equitable sharing of the atmospheric space. It also rejected unilateral measures that impact the economies of developing countries negatively.

It stressed the need to advance negotiations forward to contribute to a balanced outcome and to maintain the international climate change regime science, law and equity in accordance to the principles of the Convention.

Cuba, speaking on behalf of the **ALBA-TCP**, expressed concerns over attempts of some countries to move away from the BAP and cautioned that the outcome in Doha will be determined by the completion of the mandate. Only with the satisfactory completion of work of the AWG-LCA can there be confidence in the new negotiating efforts (referring to the Durban Platform).

It noted with deep concern the attempts, mostly from developed countries, to prevent the completion of the BAP through confusion created in the adoption of the Cancun and Durban decisions. These Parties are forgetting that the mandate of the Bali Roadmap was for the establishment of a second commitment period for the Kyoto Protocol and the completion of the building blocks of the AWG-LCA.

Cuba was concerned over attempts by developed countries to use the flexible mechanisms of the Kyoto Protocol without ambitious commitments for the second commitment period, particularly from Parties who have abandoned the Protocol. These countries still want to benefit from activities under the Clean Development Mechanism (CDM) and hold positions in the Executive Board of the CDM and Oversight Committee of the Joint Implementation, adding that this must not be allowed to continue.

Speaking for the **Africa Group**, **Swaziland** said it was disappointed with the pace of negotiations

and the prospect of an agreed outcome in Doha. It called upon developed countries to raise their level of ambition including scaling up financial support for adaptation, and to close the finance gap between 2013 and 2020. It also said that pre-2020 actions must be guided by the mandate of the BAP and the principles of CBDRRC, adding that an additional negotiation session before Doha is needed.

Nauru representing the **Alliance of Small Island States** the AWG-LCA Durban decision provided a clear and unequivocal mandate to complete its work in Doha. On mitigation, it called upon developed countries to move immediately to the top of their target ranges and beyond in order for the world to stay on track to avoiding dangerous climate change.

It criticized the 'pick-and-choose' approach to counting emissions as this was completely inadequate and cannot be a replacement for common accounting rules. The first step, it said, must be to facilitate the presentation of transparent, unconditional, emission reduction targets expressed as a carbon budget over a defined period to ensure comparability with commitments put forward under the Kyoto Protocol. Targets need to be converted to tones. It proposed a set of focused and interactive workshops on common accounting rules at the next session.

Gambia speaking for the **Least Developed Countries** said that the AWG-LCA is concluded only if Parties reach an agreed outcome, adding that it would like a spin-off group to discuss scale of funding, sources of long-term finance and the share of public and private contribution in this matter.

Tajikistan speaking for mountainous landlocked developing countries comprising **Kyrgyzstan, Uzbekistan and Armenia** said while there are notable achievements of the BAP from Cancun and Durban, there remained some issues to be settled. It said Parties should be careful not to transfer the problem in the AWG-LCA to the Durban Platform Working Group (ADP) before all Parties come to a consensus on its outcome. It was hopeful that the next possible session in Bangkok will give time to resolve the issues.

Ecuador said developing countries have insisted that it is essential to fulfill the BAP. It said Parties must honour their debts and that financing has to

be predictable. It said the US\$100bil per year by 2020 is insufficient and it believed that the quantum should be at least 1.5% of developed countries GDP to combat climate change and this depends on the political will of developed countries. Ecuador said it had submitted a draft submission on the MRV of finance to further discussions on a robust and transparent financial support system.

Australia speaking for the **Umbrella Group** said through hard work, Parties managed to transform the mandate of the AWG-LCA into concrete, practical outcomes. It said the remaining work made progress in the dedicated workstreams (referring to the UNFCCC Subsidiary Bodies) and if the work mandated in Durban could not be completed this year, it could be taken up by the Subsidiary Bodies.

The **European Union** expressed concern that Parties were not making progress and at times were going backwards. It said some items may not need further work but that does not mean they are not important. Parties should entrust the SBs to take the work forward. It also said some Parties tried to reopen issues and warned that duplication of work will delay implementation and the successful closing of the AWG-LCA in Doha.

Representing the **Environmental Integrity Group, Switzerland** said Parties are close to fulfilling the mandate after Cancun and Durban and achievements were made as evidenced in the emission reduction commitments and MRV and the establishment of the GCF. It said it was critical to bring all the AWG-LCA work to a close.

Chair of the AWG-LCA Aysar Tayeb (Saudi Arabia) said he had requested the Secretariat to make available all reports from the facilitators of the spin-off groups on the website and assured that these reports do not have a formal status. He advised Parties to focus on the issues rather than making general submissions, which will be compiled to be used at the next meeting of the session.

He urged Parties to think about the agreed outcome of the AWG-LCA in Doha, the shape of it and how it can be packaged at the next meeting of the 15th session before suspending the meeting.