

Concerns over no 'revisit' of mitigation ambition by developed countries

Bonn, June 7 (Hilary Chiew and Indrajit Bose) - Developing countries expressed deep concerns that no Annex I Party has offered to 'revisit' and increase their mitigation ambition although this had been agreed to in Doha in 2012 under the Kyoto Protocol (KP).

They were also deeply disappointed over conditions attached by developed countries to increasing their ambition and the lack of urgency to ratify the second commitment period of the KP (CP2).

These concerns were expressed at the Bonn climate talks on 5 June at the Ministerial roundtable on increased ambition of KP commitments.

Governments had in 2012, meeting as the Conference of the Parties to the KP (CMP 8), agreed that Annex I Parties of the KP (under decision 1/CMP8, known as the 'Doha Amendment') "*will revisit*" their emission reduction commitments for the CP2 "*latest by 2014*", in order to increase the ambition of their commitments, "*in line with an aggregate reduction of greenhouse gas emissions... of at least 25 to 40 per cent below 1990 levels by 2020.*"

The G77 and China warned that in the absence of increased ambition, the pledged level of emission reductions by developed countries did not meet the requirements of science. It called on each Annex I Party to revisit the ambition of their emission reduction commitments and raise their ambition level consistent with the range of 25%-40% reductions. It added that the ratification of the CP2 is an important stepping stone towards the new 2015 Agreement under the Durban Platform and its entry into force and implementation from 2020.

Developing countries also called for the urgent

ratification by Annex 1 Parties of the Doha Amendment and for those who do not do so by CMP 10 in Lima, Peru end of the year, to explain why they had not done so.

Member States of the European Union (EU) who took the floor individually stressed that the bloc's offer of 30% emissions reduction by 2020 from 1990 levels remained on the table provided that other countries do their share. Most of them claimed that they had over-achieved their targets under the first commitment period of the KP (2008-2012) and were also underway to do the same under the CP2.

In response, Grenada lamented that the EU pledged between 20% and 30% reductions but they had only achieved 18% and considered that as over-achievement. Bolivia, referring to the United States' latest move to reduce 30% of its emissions from coal power plants by 2030, said that in real terms, the US ambition was only in relation to the energy sector and was not economy-wide. (The US is not a Party to the KP).

The roundtable was chaired by CMP 9 President Marcin Korolec (Poland) and in-coming CMP 10 President Designate Manuel Pulgar-Vidal (Peru). Over 30 ministers, vice ministers and heads of delegations spoke at the roundtable session. The one-day event was to provide an opportunity for ministers to take stock of the progress made in the implementation of the CP2.

The UNFCCC secretariat presented an overview of the progress, greenhouse gas emission projection and potential of four Annex I Parties namely the EU, Australia, Liechtenstein and Norway. It also provided an update on the progress of ratification of the Doha Amendment where 10 countries have completed the process

and that the EU Member States are making progress at their national level. It noted that the process is complex with quantitative commitments and that 144 Parties' ratifications are needed for the CP2 to enter into force.

Ambassador Rene Orellana of Bolivia speaking for the **G77 and China** said that in Doha, Parties took a fundamental step to further enhance the international climate change regime, through the historic adoption of a fully ratifiable amendment to the KP for its CP2. We have reached concrete provisions for ensuring the environmental integrity of the KP. We have set out sound guidance for guaranteeing the continued operation of the Protocol's institutions and mechanisms. We had launched an ambition mechanism for increasing the ambition of Annex I Parties' quantified emissions limitation and reduction commitments (QELRCs) under Kyoto's second phase.

The G77 and China urged Annex I Parties to fully implement the decisions achieved in Doha on the CP2. This will be essential for allowing the KP to continue to serve as a cornerstone of the multilaterally-agreed rules based system under the Convention and a full reflection of its principles, provisions and structure in particular the principles of equity, common but differentiated responsibilities and respective capabilities (CBDR-RC).

The Group called for all Parties to promptly ratify the Doha amendment on CP2, so as to enable its rapid entry into force. The political will of those Annex I Parties that have inscribed commitments for the Protocol's second phase will not be fully demonstrated until they have presented their ratification instruments to the Doha amendment.

Ratification of the CP2 is an important stepping stone towards the new 2015 Agreement under the Durban Platform and its entry into force and implementation from 2020. The most crucial experience learnt from the KP is that the leadership by developed country Parties is the fundamental basis for the global cooperation on combating climate change. This leadership should continue during both the pre-2020 and post-2020 period.

Orellana said that it is paramount that the ambition mechanism launched in Doha produces the increase in ambition of Annex I Parties' QELRCs sufficient to meet the requirements of

the science. This ambition mechanism was a critical element of the political compromise achieved in Doha, and Annex I Parties must undertake additional action under the KP with a view to closing the ambition gap by 2020. In light of the recent reports of the Intergovernmental Panel on Climate Change (IPCC), decisions to raise ambition cannot be delayed until the post-2020 period. The decisions in Doha required each Annex I Party to revisit in 2014 its (QELRCs) and significantly increase their ambition to at least 25%-40% below 1990 levels by 2020.

He stressed that developing countries are making their best endeavours to finish their domestic procedures on the ratification of the Doha Amendment. More and more developing country Parties have finished and will finish the ratification. However, only one Annex I Party has ratified the Doha Amendment till now. All Annex I Parties of the KP shall ratify the Doha Amendment no later than 31 December 2014. If an Annex I Party cannot finish the ratification process, it should provide an explanation in the CMP, Subsidiary Body for Implementation, and the Ad hoc Working Group on the Durban Platform.

Increasing pre-2020 ambition must be primarily achieved through the implementation of the CP2 of the KP and the outcome of the Bali Action Plan in accordance with principles and provisions of the Convention, with developed country Parties taking the lead. Some studies shows that the pre-2020 mitigation gap would not even have existed if the developed countries had committed to an emission reduction of 40% below their 1990 levels by 2020.

We must ensure further clarity and receive further assurances from Annex I Parties with respect to their commitment to raising their levels of ambition under the KP, stressed Orellana. Their QELRCs that have been revisited and increased shall be submitted at the latest by COP20/CMP10 in Lima in 2014.

He warned that in the absence of increased ambition, the pledged level of emission reductions by developed countries do not meet the requirements of science, and far less compared to their historical responsibilities, and maintain the gap between annual greenhouse gas emissions and an emissions pathway consistent with a likely chance of holding the increase in global average temperature below 2°C or 1.5°C

above pre-industrial levels. The G77 and China called on each Annex I Party whether or not undertaking a CP2 to fulfill the Doha and Warsaw decisions and to revisit the ambition of their emission reduction commitments.

Speaking for the **Least Developed Countries (LDCs)**, **Liberia's Deputy Minister for Sectoral and Regional Planning, Jeremiah G. Sokan** said that he was gravely concerned that the Parties to the KP who presented initial targets for the CP2 have not put forward new targets to increase their ambition. The Fifth Assessment report of the IPCC clearly indicates that efforts to reduce emissions must be dramatically accelerated. The industrialised countries have the historical responsibility to take the lead and we call on them to show responsibility in this regard. He believed that the industrialised countries that have not taken targets in the CP2 need to reconsider their position. They should come on board and make the KP an effective mechanism to reduce global emissions.

He said that this high-level ministerial round table should be the place for raising ambition and called on Parties to remove the conditions on their commitments and take the leadership that is needed. The conditions attached to the targets hamper the progress toward increasing ambition. The Deputy Minister called on all of the Annex 1 KP Parties to announce at the UN Secretary-General's Climate Change Summit in September this year that they will take new and vastly enhanced targets for the CP2. This act of good faith is likely to deliver greater efforts by all countries in the 2015 Paris Agreement. One follows the other.

On lessons learnt, the Liberian Deputy Minister said the KP clearly shows that an effective legal regime that has international review mechanisms and a compliance system is the best way of guaranteeing genuine emission reductions. We cannot rely on hollow pledge and review systems to ensure real action to address climate change.

He said further that the market-based mechanisms embedded in the KP offered flexibility to Parties to meet their commitments in a cost-effective way. LDCs are strong supporters of the Clean Development Mechanism (CDM) and without strong targets for the CP2, the CDM will not survive. Without a robust CDM, LDCs have grave fears for the Adaptation Fund. Currently, the primary source

of funding for the Adaptation Fund comes from the levy place on the CDM. Without a strong CDM we have little money going in to the Fund and that LDCs' future depends on effective adaptation actions.

He also reaffirmed support for a 5-year commitment period as established by the first commitment period under the KP to limit the risk of locking-in low ambition and allow Parties to respond quickly to the latest science and increase their mitigation ambition.

Speaking on behalf of the **African Group**, **Tanzania's Minister of Union Affairs Samia Suluhu Hassan** expressed deep concerns that only 10 countries had ratified the KP so far and that developed countries had conveniently not participated in the CP2. Calling for a rapid ratification process, the Minister said most African countries had initiated the process of ratification. Tanzania added that developed countries that had not joined the CP2 must do so urgently and put forth ambitious emission reduction targets. For Africa, adaptation is of paramount importance and said the recommendations of the IPCC should guide emissions reduction in this area. She called on Parties to commit to 25-40 per cent emissions reduction by 2020 relative to 1990 levels. She wanted to know when Annex I Parties would revisit their ambition.

Minister Xie Zhenhua, Vice Chairman of the National Development and Reform Commission of China said he was happy to see developed countries making efforts but worried if the KP will be substantially implemented with strong force. He said that in the past 20 years, the Convention and the KP had proven to be effective mechanisms grounded on the principle of common but differentiated responsibilities and respective capabilities. Stressing the importance of the CP2, he urged all Parties to ratify the Doha Amendment without delay to ensure the early coming into force of the CP2 to maintain the legal integrity of the KP. China had ratified the CP2 and hoped that all developed countries would do so this year, failing which they should explain at the CMP10 for not doing so.

He reminded developed countries of the "gentlemen's agreement" at Doha (CMP 8) where developed countries made the commitment to enhance and revisit their ambition and on that basis developing countries

accepted the balanced package to ensure a smooth progress on the Durban Platform. He said revisiting the ambition level should be operationalised to maintain mutual trust and that this ministerial roundtable is the first step towards that goal. The Minister expressed concerns that some developed countries were moving backwards by even proposing targets that out-rightly increase emissions. He did not want to see countries using this as a “bargaining chip”.

Dr. Paul Oquist, the Minister for National Policies from Nicaragua reiterated that the cost of losses were increasingly becoming apparent as the world headed into a 3.7-4.8°C temperature rise. Referring to the 2°C target, he said that the world had “neither leadership, nor vision, nor political boldness” to achieve it. He reminded Parties that business as usual could not be the way ahead.

Roland Bhola, Minister for Agriculture, Lands, Forestry, Fisheries and the Environment of Grenada said while he appreciated the efforts of Annex I, it was not enough to agree that these countries had over-achieved their targets. He reminded Parties that at Doha it was decided that countries will increase their ambition and is disappointed that no developed countries had offered to increase their ambition to move towards the pledged range (of 25-40% reductions by 2020). He noted that the EU pledged between 20% and 30% but they had only achieved 18% and considered that as over-achievement.

South Africa called on Parties to explain how the CP2 (ambition) could be increased. Referring to existing level of ambition as too low, it expressed concerns that none of the Annex I Parties talked about increasing ambition. It wanted clarity from developed countries on their emissions target for the period 2013-2020, and how much they intended to meet via offsets.

South Africa brought out the irony in developed countries that when commitments become too onerous, one could opt out and developing countries could learn a “lesson” from such practices. Referring to developed countries that opted out of the KP, it said that even developing countries have “onerous commitments” and that the “lesson” must be noted.

Bolivia expressed concerns that Annex I Parties were reneging on their CP2 commitments and

some countries had withdrawn from the KP (in an obvious reference to Canada and Japan). It stressed that KP is part and parcel of the Convention and served as the reigning legal framework for combating climate change. It said those countries that had not signed on to CP2 should not be excused from taking strong actions.

Citing the United States’ latest move to reduce 30% of its emissions from coal power plants by 2030, it said in real terms, the US’ ambition was only on the energy sector and not economy-wide. Actions should take into account protection of Mother Earth. It lamented that some countries are shirking their responsibilities by passing them to private enterprise and making climate change a business. This must be avoided, it cautioned.

Other developing countries that intervened included **Morocco, Uganda, Marshall Islands, Maldives, Nigeria, Gabon, Zambia, Bangladesh, Algeria, Senegal** and **Iran**.

Representing the **EU, Greece’s Minister of Environment, Energy and Climate Change Ioannis Maniatis** underlined the importance the EU had given to the CP2, both in terms of its implementation and ratification. He added that even though the ratification process was ongoing, that did not stop EU Member States from implementing their emissions reduction commitments. The EU looked forward to submitting ratification instruments in 2015, if the implementing rules of the CP2 get formally adopted in Lima this year. The EU has finalized legislation for accounting and reporting processes and had undertaken necessary policies and measures to reduce emissions.

Maniatis said that clear commitments are not straitjacket but helped set economies on a low carbon pathway. He said emissions reductions could be achieved through regulations, without compromising growth. Over the period 1990-2012 the EU decreased its emissions by 19 per cent, while its GDP grew by more than 44 per cent, as a result of which it halved the average GHG (greenhouse gases) intensity. He said it was one of the most efficient economies producing less GHG per unit of GDP than most other major economies. The Minister also said the EU had reduced its per capita GHG emissions by a quarter. In 2012, it was down to 9 tonnes of CO2 equivalent. The EU Member States had been rewarded through efficiency

gains and increased jobs in the field of energy efficiency, renewable energy and low carbon technologies. Improved air quality was also one of the benefits. The EU's joint target is to reduce an average of 20 per cent emissions from 2013-2020, said the Minister.

On closing the ambition gap, he reiterated the EU's conditional offer of reducing emissions by 30 per cent over 1990 levels by 2020, provided that other developed countries commit to comparable emissions reduction, and developing countries contribute adequately according to their responsibilities and respective capabilities.

Quoting latest data, the Minister said the EU's main achievements included that average annual emissions from 2008-2012 is 18.8 per cent below base year levels, and for the period 2013-2020, it would be 22.8 per cent below the base year levels. Maniatis said that the EU is set to over-achieve targets for both the commitment periods by 5.5 Gt of CO equivalent. This, he said, is more than a full year of EU emissions, while adding that more measures by Member States to reduce emissions would further result in over achievement.

In line with the EU statement, Member States **Hungary, Malta, Slovenia, Sweden, Germany, Netherlands, Croatia, Finland, Luxembourg and the United Kingdom** too presented their experiences of the first commitment period of the KP and the lessons learned. Nearly all of them spoke along the same lines on how they have over-achieved their emissions reduction targets. They said that the legally binding nature of an agreement is crucial because it lays down solid international foundation for action and generates confidence to meet targets. They also spoke of how international market mechanisms can play a role in binding emissions reduction targets and how they envisaged that new market mechanisms would be part of the new agreement.

Reiterating the need to increase political momentum towards the Paris agreement, **Norway's Minister of Climate and Energy, Tine Sundtoft** said that her country had taken the lead to reduce emissions, but it was one of the very few countries to have done that. She said that Norway aimed to achieve 30 per cent reduction by 2020, relative to 1990 levels and added that it would move to 40 per cent reduction by 2020 subject to comparable targets from other countries. Norway announced that it

had sent its acceptance for the ratification process and encouraged other countries to ratify the process. Calling itself a firm supporter of the KP, Norway said that the Protocol had created a lot of environmentally sound systems and that the CDM was an example of how cooperation could build great examples. The country highlighted that lack of broad participation had been one of the weaknesses of the KP and that that could be overcome if all Parties took part in the process.

Switzerland said it felt proud to be party to the KP and reiterated that it had undertaken 8 per cent reduction relative to 1990 levels in the first commitment period. This it had done despite an increase in population, living space and GDP growth. It had also lowered its per capita emissions from 7.8 to 6.4 tonnes. It said ratification takes time in a "direct democracy" but the time must be perceived as seriousness a country shows towards taking deep commitments to reduce emissions in a legally binding manner. Switzerland too highlighted that combining economic growth with emissions reduction did not contradict each other. It concluded by saying that when the first commitment period of the KP was agreed to, developed countries were responsible for the emissions, but the situation had changed now. The future, it said, would determine how all the countries effectively engaged in the process.

Australia said that it would meet its 2020 target through a direct action plan. The country had made good progress in setting up accounting rules and called for a level playing field to build a common platform.

A civil society representative in her intervention criticized the EU for its 20 per cent target. Speaking on behalf of Climate Justice Now!, Susann Scherbarth from Friends of the Earth Europe, said: "As European citizens, many of us feel betrayed with the EU's unacceptable and unfair 20 per cent reduction target for 2020. The EU even expects applause for its achievement now." Scherbarth reminded Parties that under the Doha Amendment, it was agreed that the Annex I KP Parties would revisit and increase their emissions reduction commitments for CP2 by 2014. Referring to these as "broken promises", she added that proposals for the EU's 2030 climate and energy targets are weak and only favour powerful vested interests, not people. Referring to the US, she said, "one

developed country that had agreed but never ratified its KP commitment, agreed to a 7 per cent economy wide reduction by 2012, and is now seeking plaudits for a 7 per cent reduction of its energy sector by 2030 only.” She reminded

Parties that civil society had walked out of the Warsaw COP due to such broken promises and hollow words of those responsible for the climate crisis.