

Discussion continues on sectoral approaches, links with UN aviation and maritime bodies

Bangkok, 3 September (Dale Wen) – An “informal group” of the AWG-LCA agenda item 3b(iv) on “Cooperative sectoral approaches and sector-specific actions convened in the morning of August 31 in Bangkok to discuss the scope and elements of a general framework for this topic, with a focus on international aviation and maritime transport.

Facilitator Mr. George Wamukaya (Kenya) presented a matrix outlining the progress of the work from COP13 (Bali) to COP15 (Cancun) to COP17 (Durban) as well as the Subsidiary Body for Implementation and the AWG-LCA in Bonn this year.

During the Bonn meeting in May, facilitator Wamukaya posed the following questions to the Parties:

1. How can we frame a general framework that does not inhibit investment and growth in all the sectors as set out in article 4.1 (c) of the Convention?
2. How would we like emissions from international bunker fuels to be handled under the UNFCCC? How do we package a message(s) to other UN specialized agencies such as IMO and ICAO, dealing with bunker fuels?
3. Given that the LCA is to close at Doha, what kind of outcome would you like to see in Doha pursuant to Decision 2/CP.17 para 74 and 78?

Four recent submissions were made on the topic: the United States; Japan; Cyprus and the European Commission on behalf of the European Union and its member states; and jointly by Algeria, Argentina, Bolivia, Brazil, China, Cuba, Ecuador, Egypt, El Salvador, India,

Malaysia, Nicaragua, Pakistan, Saudi Arabia, South Africa, Thailand, Uruguay, and Venezuela.

The facilitator asked the Parties not to repeat their submissions, but only to give highlights, as well as to directly address his three questions posed in May. He also confirmed that the two UN agencies specializing on these issues, the International Civil Aviation Organization (ICAO) and the International Maritime Organization (IMO) were welcome to participate in the discussion.

Japan said in order to close the AWG-LCA in Doha, on the general framework, Parties should recognize that it may be useful to pursue cooperative sectoral approaches and sector-specific actions. On international aviation and maritime transport, ICAO and IMO have made significant progress and their role should be strengthened going forward. It urged Parties to work with ICAO and IMO cooperatively in order to develop and concur on globally applicable, multilateral measures to limit and reduce emissions. ICAO and IMO should be invited to report on progress at future sessions of the UNFCCC.

The EU said that in areas of convergence, all Parties recognize the need to reduce bunker fuel emissions. But there are diverse views regarding how to achieve that. The EU prefers a global equitable market based measure to generate financial income.

Saudi Arabia, one of the developing countries which submitted the joint submission, said we need a general framework to guide the process. It emphasized that cooperative sectoral approaches and sector-specific actions shall be consistent with the provisions and principles of the Convention, in particular the principle of equity, common but differentiated

responsibilities, Article 4, paragraphs 3, 5 and 7, and the promotion of a supportive and open international economic system. It should also take into consideration the historical responsibilities of Annex 1 (developed countries) Parties in their contribution to climate change. And cooperative sectoral approaches and sector-specific actions shall take fully into account differences in geographic, economic and social conditions and specific national development priorities and circumstances, in particular of developing country Parties, in accordance with equity and common but differentiated responsibilities and in the light of the fact that economic and social development and poverty eradication are the first and overriding priorities of developing country Parties. It also emphasized that the UNFCCC is the international body to deal with greenhouse gas emissions.

The **United States** said it supports a global approach to address aviation and maritime transport, and the best places to address them are ICAO and IMO. The US also said that as Paragraph 74 of Decision 2/CP.17 (from Durban) states that “Parties agree to continue discussing a general framework with a view to adopting a decision, *as appropriate*.” This does not necessitate a decision, we just need a general decision in Doha to further work. The US also said that the UNFCCC is not in a position to give IMO/ICAO a mandate.

Australia said it wants to see a constructive outcome in Doha. It supports Japan's notion regarding the need to close the AWG-LCA this year. It said that the good work and progress by IMO/ICAO should be acknowledged and it supported a general decision in Doha to further work as suggested by the US.

Switzerland also emphasized the closure of the AWG-LCA in COP18. It said that the UNFCCC cannot give a mandate to IMO/ICAO: these specialized bodies under the UN have independence to determine their own reduction objectives. It said that the need to develop better cooperation should be acknowledged and COP18 decisions should be discussed in an international context.

Singapore read out a compromise proposal from the floor, and said it will submit it as a formal submission after the meeting. The Singapore proposal is as follows:

“General Framework

Decides that cooperative sectoral approaches and sector-specific actions shall enhance the implementation of Article 4, paragraph 1(c), of the Convention, in accordance with decision 1/CP.13

International Aviation and Shipping

Agrees that measures to address the emissions of greenhouse gases not controlled by the Montreal Protocol from international aviation and maritime transport should be undertaken through global frameworks under the International Civil Aviation Organization and the International Maritime Organization, respectively, while taking into account the principles and provisions of the Convention.”

Brazil said that while IMO/ICAO are fully independent bodies, they also must undertake a coherent approach with the UNFCCC. The UNFCCC should give IMO/ICAO a signal, while the substance of the signal may differ from Parties and need further discussion. The potential influence and impact on developing countries have to be considered. Brazil welcomes the Singapore proposal and said it needs further consideration.

India said that the Bonn meeting has already decided to send a signal to IMO/ICAO. While the UNFCCC should not give a mandate to IMO/ICAO, greenhouse gases emission control are under the UNFCCC, thus it is important to ask whether what IMO/ICAO are doing is in accordance with UNFCCC principles or not. Principles and provisions of the UNFCCC and Kyoto Protocol should be respected, otherwise we are lost.

The facilitator acknowledged the bottom line is the relationship with ICAO and IMO.

The EU said that given how little we have achieved in the last 4 years, we need further action on bunker fuels. It also welcomes the Singapore proposal, and said we need words on paper to get us going.

Saudi Arabia said to close the AWG-LCA successfully, we need an agreed outcome. LCA has a specific item referring to article 4.1(c). Parties should not have a selective reading of the paragraph. Without the CBDR principle indicated, this agenda item is a failure and there will be no agreement.

China said we have made significant progress in COP17, with a view to make a decision on general framework in COP18, then continue the

work on bunkers. A group of developing countries (including China) has made a submission, and are willing to look into the text and work on it.

Singapore said that while the UNFCCC has a leadership role to address emissions, the global context of emissions, and context of cooperation of UN bodies should be taken into account as well.

India again stressed that IMO/ICAO cannot go against the principles and provisions of the UNFCCC. IMO/ICAO should continue their good work, but the UNFCCC should send the message that its principles and provisions should be respected.

Argentina, referring to the joint submission by a group of developing countries, said the general

framework shall enhance the implementation of Article 4.1(c) of the Convention, in

accordance with the Bali Action Plan. It stressed the need to fulfill the mandate from the Bali Action Plan, and the need for a multilateral approach. The role of IMO/ICAO should be respectful of Kyoto Protocol principles and provisions.

Upon closing the session, the facilitator said the next session will look at the general framework, and have the text for further discussion. He encouraged the developing country group, Singapore and Japan to have bilaterals on the issues of general framework; the developing country group, Singapore, Japan, the EU and the US to have bilaterals on bunkers to achieve more convergence.