

Developing countries outline key deliverables for COP 18

Doha, 27 November (Hilary Chiew) - The adoption of a second commitment period of the Kyoto Protocol (KP) through a ratifiable amendment implemented from January 1, 2013 and a meaningful conclusion to the work under the Bali Action Plan (BAP) must be the key deliverables, said developing countries at the opening plenary of the 18th Conference of Parties (COP 18) of the United Nations Framework Convention on Climate Change (UNFCCC) in Doha, Qatar.

COP 18 began on Monday, November 26 and is scheduled to end on Friday, 7 December 2012.

Many developing countries made references to the reaffirmation of the principles of equity and common but differentiated responsibilities at the Rio+20 Summit as the highest political guidance for the Doha Conference and future climate negotiations.

Several developing countries' groupings also reminded Annex 1 Parties who are not joining the second commitment period (2CP) of the KP to make comparable efforts to reduce emissions consistent with the science in accordance with the BAP.

The plenary was preceded by an opening ceremony and the handing over of the COP Presidency from South African's Minister of International Relations and Cooperation, Ms Maite Nkoana-Mashabane to Mr Abdullah Hamad Al-Attiyah, Chairman of Qatar's Administrative Control and Transparency Authority.

Mashabane recalled that the Durban COP succeeded in agreeing to the KP 2CP, which was seen as impossible and agreed to launch a process for the future legal framework applicable to all from 2020. Durban also produced a set of decisions under the BAP and the Green Climate Fund. She stressed the importance of the mutual reassurances reached. The COP 17 President also said that Doha must stay true to the Durban legacy. She said a ratifiable 2CP was important and the work of the Ad Hoc Working

Group for Long-term Cooperative Action (AWG-LCA) must be successfully reached. She added that the work of Ad Hoc Working Group under the Durban Platform (ADP) cannot be an AWG-LCA with another name.

The newly-elected President of COP 18 said the Doha Conference is of vital importance as it signifies the turning point of the climate change negotiations. He said that the meetings of seven bodies (COP 18, Conference of Parties meeting as the Parties of the Kyoto Protocol [CMP 8], the Subsidiary Body for Implementation [SBI], the Subsidiary Body for Scientific and Technical Advice [SBSTA], and the three ad hoc working groups under the Kyoto Protocol, the Bali Action Plan and the Durban Platform), are an additional challenge to be managed.

(Opening plenaries of CMP 8, SBI and SBSTA also commenced on the first day of the Doha Conference. The openings of the three ad hoc working groups will commence on Tuesday, 27 November).

Al-Attiyah said Parties must achieve the 2CP of the KP and finish the work started in Bali (in 2007) and make progress of decisions undertaken in Durban.

UNFCCC's Executive Secretary, Ms. Christiana Figueres, said the Doha Conference is unique in many sense - it will mark the closure of the first commitment period of the KP and launch the next commitment period, move the BAP from plan to action and a future framework (under the Durban Platform) that will be applicable to all in accordance with equity and which addresses the science.

She said the draft documents for decisions (under the KP and BAP) are not final but which Parties are familiar with and they are mature enough to find a common ground in an open and transparent manner.

Also present at the COP plenary was Chair of the AWG-LCA, Mr Aysar Tayeb (Saudi Arabia), who

said that Parties are at the last stretch of the work since the establishment of the AWG-LCA in Bali in 2007. He said Parties should work together towards a successful closure of the Working Group that brings meaningful end to its five fruitful years. He believed that Parties had made good progress with many options on various issues that needed to be consolidated, and where solutions have to be found to reach an agreed outcome.

Speaking for the Group of 77 and China, Algeria said it was deeply concerned with the slow progress in the negotiations, reiterating that the KP is the cornerstone of the climate change regime and urged Annex 1 Parties who intend to join the 2CP but have not submitted their commitment to do so quickly. In addition, it also urged those Annex 1 Parties that do not intend to join the 2CP to take comparable commitments.

To ensure the successful completion of the two pillars of the Bali Roadmap, it said the AWG-KP and the AWG-LCA must include the formal adoption of the 2CP and called upon developed countries to increase their efforts in providing support for adaptation, finance, technology transfer and capacity building towards a successful closure of the AWG-LCA.

El Salvador speaking also for Argentina, the Philippines, India, China, Saudi Arabia, Egypt, Pakistan, Dominica, Bolivia, Cuba, Ecuador, Nicaragua, Venezuela, Democratic Republic of Congo, Malaysia, Mali, Algeria, Iran, Kuwait, Sudan and Iraq said COP18 represents an important milestone for Parties to strengthen the multilateral climate regime and enhance collective ability to address climate change under the principles of equity and common but differentiated responsibilities.

It said the Doha COP is taking place in the backdrop of the Durban conference last year where Parties were able to take a set of fairly ambitious and comprehensive decisions which need to be seen as a delicately balanced 'package' built around 'mutual reassurances' by Parties. As Parties commenced deliberations in Doha, they must be mindful that this carefully balanced package must not be unravelled.

It stressed that a decision is only as good as its implementation. Doha therefore must earn its place in history as the COP that was able to ensure the implementation of the decisions of Durban and successfully conclude much of the ongoing work of the past years. It urged Parties to respect the high level political consensus reached by leaders in Rio+20 that reaffirmed that Parties to the UNFCCC

and the KP should protect the climate system on the basis of equity and in accordance with the principle of common but differentiated responsibilities and respective capabilities.

Parties, it said, must seek to preserve and build on the architecture of the Convention and its KP as has been developed over almost two decades and act against the unravelling of the international climate change architecture into a weaker regime based entirely on political expediency.

Our actions, it added must be anchored on a deep sense of urgency. The need for urgent action on climate change is clear, particularly in the pre-2020 period. Developing countries and countries that are most vulnerable to climate change cannot afford to wait.

One of the key elements of the Durban package is the understanding that the work under the AWG-KP and AWG-LCA would be comprehensively resolved at Doha. Moreover, the work of the Durban Platform is also not taking place in a vacuum and has to necessarily build on the work of KP and LCA. Therefore, a meaningful and comprehensive outcome in the KP and LCA tracks is the first and necessary element of a successful Doha outcome.

It also emphasised that the Doha COP must ensure that Annex I Parties take on ambitious and legally binding mitigation commitments under the KP, that Parties achieve the full, effective and sustained implementation of the Convention in accordance with the BAP, and that the ambition gaps on mitigation and means of implementation are closed prior to 2015 to ensure the highest level of effort by all Parties. These would then provide a sound basis for the Durban Platform negotiations towards a new protocol, legal instrument or agreed outcome for legal force under the Convention.

It further said that the work under all the negotiating tracks in Doha should be undertaken in the full understanding that commitments under the Convention and KP should be complied with under the principle of *pacta sunt servanda*, and that the exception for non-compliance may be applicable as a future basis for action in the event that there are commitments that have not been complied with.

Venezuela speaking on behalf of ALBA (Bolivia, Cuba, Dominica, Ecuador, Nicaragua and Venezuela) recalled that in Bali in 2007, Parties agreed to discuss how to enhance the Convention in order to open up the dialogue with the only party (referring to the United States) that was not a party to the KP.

In Cancun, 2010, Parties further compromised by accepting to do more and take nationally appropriate mitigation actions by all Parties. In Durban, last year, Parties further compromised in order to engage all Parties in the collective efforts to fight global warming by agreeing to launch a process leading to a new protocol while safeguarding the enormous effort made during these 20 years in multilateral negotiations. This Durban package must not be unravelled given the enormous compromises made by developing countries.

There is now a need to live up to the expectations created; that is to present the quantified emissions reductions for the 2CP of the KP Parties. Venezuela said that we must not forget the commitments of non-KP developed country Parties to make comparable efforts to reduce emissions. Both the KP and non-KP developed countries need to reflect due ambition in line with Convention principles. If these basic conditions are not met, it is unreasonable and unfair to ask for even more flexibility (for developed countries to reduce their emissions). In this regard, the ends do not justify the means, referring to the obsession of developed countries with market-mechanisms and we must not lose sight of our ultimate objective.

The Kyoto Protocol devised carbon markets that allowed for flexible compliance by developed country Parties. But this implies that a target exists to reduce emissions. It is not reasonable to expect access to these markets if no commitments are forthcoming, let alone create new ones outside the multilateral rule-based system. This would simply destroy the credibility of the system and setback all efforts to reduce emissions. Developed countries have to be more ambitious, not less.

China representing the **BASIC group of countries of Brazil, South Africa, India and China** said climate change is a cross-cutting challenge that undermines the ability of developing countries to achieve sustainable development. To address such a global challenge, the international community needs to strengthen the current multilateral rules-based climate regime and take concrete actions in accordance with all the principles and provisions of the Convention. The political consensus reached by the leaders in Rio+20 reaffirmed that Parties to the UNFCCC and the KP should protect the climate system on the basis of equity and in accordance with the principle of common but differentiated responsibilities and respective capabilities, which provided the highest political guidance to the Doha Conference and our future negotiations.

It said despite sustainable development and poverty eradication remaining urgent challenges and overriding priorities of developing countries, they are already taking ambitious actions to reduce emissions, and as affirmed by many academic reports of reputed international organisations, their mitigation contribution is much greater than that by developed country Parties who have greater historical responsibilities and who should take the lead in combating climate change.

It urged developed country Parties to honour their commitments to reduce their emissions ambitiously and provide adequate financial, technology transfer and capacity building support so as to enable developing countries to take actions on combating climate change.

The key tasks at Doha include establishing a ratifiable legally binding 2CP under the KP which must enter into force as on January 1, 2013; concluding the work by reaching an agreed outcome under the AWG-LCA pursuant to the BAP, including comparability of effort amongst developed countries, whilst ensuring implementation of the financing commitments by developed countries for adaptation and mitigation during the implementation of the Bali Roadmap outcomes, and to plan the work of the Ad hoc Working of the Durban Platform for Enhanced Action (ADP).

It stressed the importance of issues related to means of implementation, in particular the full operationalisation of the institutional mechanisms such as Adaptation Committee, Green Climate Fund, the Standing Committee on Finance, Technology Executive Committee, Climate Technology Centre and Network and so on. It reiterated the importance of achieving the goal of providing US\$100 billion per year by 2020 as committed by developed country Parties and underscore the need for a roadmap to scale up financial resources in order to avoid the funding gap for the period from 2013 to 2020. It also called for concrete information on the implementation of the Fast Start Finance to ensure transparency.

Representing the Alliance of Small Island States (AOSIS), Nauru noted that the Doha Conference is nothing less than preserving the fundamental integrity of the climate change regime, and that must begin with a strong 2CP under the KP. The KP is the legal embodiment of the commitment made by Annex I Parties to take the lead in addressing climate change. It is only because of the promise of a 2CP that the developing world agreed to enter negotiations under the Durban Platform on a new legal agreement 'applicable to all'.

It added that bringing all countries under one protocol is a fundamental change in the regime with potentially far-reaching implications, but it was also part of a larger package. It warned that if the developed world shirks its responsibility, then there will be no chance of a meaningful legal agreement under the Durban Platform.

It stressed that a 2CP cannot be in name only; it must be ambitious and it must be credible. It must include more ambitious quantified emission limitation and reduction objectives (QELROs) from Annex I Parties, a five-year commitment period, provisional application, flexibility mechanisms limited to those Parties taking on internationally, legally binding mitigation commitments, and lastly, strict limits on the carryover of surplus AAUs (Assigned Amount Units), as proposed by the G77 and China.

It lamented that the offer from partners (referring to Annex I Parties) currently on the table is deeply inadequate in ambition and would subvert the integrity of the international regime, and thereby jeopardise the entire Durban package. If developed countries cannot live up to their current obligations, how can we have any confidence in a future agreement, it asked.

It said long-term finance was the missing element of the Durban package and it must not be forgotten in Doha. Concrete commitments towards fulfilling the promised US\$100bil per year by 2020 is needed. As it now stands, the Green Climate Fund is an empty shell and the fast-start financing period will conclude at the end of this year.

It called for the commencement of a second fast-start like period from 2013 to 2015, as well as a common accounting rule to ensure that these funds are truly new and additional.

It also called for the establishment of an international mechanism to address loss and damage from the adverse effects of climate change as it takes on even more urgency in light of the low mitigation ambition reflected in current pledges, the worsening of climate impacts, and the inadequacy of international support for adaptation strategies in vulnerable countries.

AOSIS, it said, is here to ensure that our rhetoric is reflected in our actions. How can we accept an outcome that lacks environmental integrity and pats ourselves on the back for having reached an agreement that fundamentally jeopardises our future?

Gambia, representing the Least Developed Countries, said it understood that this year's negotiations are particularly challenging. It has agreed to step out on a new path leading beyond 2020 but

Parties must first resolve unfinished business from the Bali Road Map. For a successful completion and termination of the AWG-LCA, it said Parties must agree on comparable targets and common accounting rules ensuring transparency and coherence across developed countries including those that are not Parties to the KP.

It urged Parties to prepare a roadmap and a timeline from 2012 to 2015 and identify clear milestones for the ADP to ensure it finalises its work on time without delay. Parties must prepare a 2013 work plan for both work streams – post-2020 regime and pre-2020 ambition – leading to a COP decision in Doha.

It also hoped that the year with a monster storm and scorching heat waves, as well as the re-elected leadership will lead the United States to be more active and no longer a disinterested bystander in this process.

Swaziland speaking for the African Group said the Doha Conference came at a time the world is experiencing severe weather phenomena which are clear indications that Parties need to make decisions to increase efforts with a successful conclusion to the work of the AWG-LCA and operationalisation of all the institutional mechanisms agreed since Cancun in 2010. It also would like a decision on financing from 2013- 2020 and scaled-up adaptation finance through the public sector.

Nicaragua, speaking on behalf of the Central American Integration System (SICA), Belize, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras and Panama, expressed deep concern over the minimal progress made so far in these negotiation, with more intense extreme events and frequent loss of life, catastrophic damage and impact to infrastructure, economy and natural ecosystems in its region.

It noted that developed countries are still not fulfilling their legally-binding commitments but are insisting on greater conditionality on developing countries. It further noted with great concern that the trends are more oriented to the flexibility and weak agreements based on mechanisms of "review and promises" for developed countries which does not contribute to the level of ambitious that is needed from all Parties.

It called on Annex I countries to meet their binding obligations through new ambitious mitigation commitments for a second term and thus reduce their emissions of greenhouse gases by at least 45% from the level of 1990 as a major contribution and

equitable way to achieve the objectives of the Convention.

It is, therefore, essential that a ratification of a 2CP of the KP is adopted by the Doha COP as a condition for a successful COP18 with Annex I countries submitting ambitious QELROs to meet their emission reduction commitments. It expressed concern that some Annex I Parties instead of increasing their ambition, had refused to ratify or expressed their withdrawal from the KP.

Speaking for the Arab Group, Egypt said it is hopeful that Doha will be a turning point of international efforts to address climate change; a new transition that will build the package and lay down sound basis for the plan; a juncture that reaffirms the principles of UNFCCC.

It said all Arab countries are affected by climate change and the future of the international regime must be based on science, equity and fair distribution of burden. The developed countries must pioneer the effort in view of their historical responsibilities in line with the common but differentiated responsibilities.

Representing the Environmental Integrity Group (Liechtenstein, Mexico, Monaco, South Korea), Switzerland said Doha will be the moment to consolidate institutions established in the last two years and move forward with closure of the AWG-LCA. It said that mitigation actions had been strengthened under the KP; finance and technology transfer had its role under the UNFCCC; and there was need to identify ways and means to scale up current finance to 2020 and the role of the private sector contribution clarified.

Australia representing the Umbrella Group (Canada, Japan, Kazakhstan, New Zealand, Norway, Russia Federation and United States) said Durban was possible because Parties struck a genuine compromise with a deal that had something for everyone and involved everyone. It said Parties need a vision for the future that will strengthen cooperation in line with the global goal. It agreed that KP Parties must conclude a 2CP that will start on January 1, 2013 with binding targets; a conclusion to AWG-LCA and closing that body so that outcomes on finance, capacity-building and technology transfer can be moved to other bodies that Parties have identified.

The European Union, representing 27 countries and Croatia said keeping temperature rise to the 2°C objective is still achievable if Parties intensify

cooperation. It encouraged the newly re-elected US President and the new leadership of China to demonstrate leadership. It acknowledged that current pledges only take us halfway to below 2°C, adding that it had submitted its emission reduction pledges for a 2CP and urged those who have not to do so.

It reiterated that closing the AWG-LCA does not mean important issues has no place to have them addressed as they can be done in other bodies

On the 2CP, it said the EU is strongly committed and preferred an eight-year ratifiable agreement to ensure environmental integrity and continuity of the KP mechanisms. It further said the EU will meet its US\$7.2bil fast-start finance promise and it will continue to provide climate action support after 2012 and would identify pathway for scaling up of climate finance to US\$100bil by 2020.

Indonesia representing the Cartagena Dialogue for Progressive Action (Australia, Bangladesh, Burundi, Chile, Colombia, Costa Rica, Denmark, Dominican Republic, European Union, France, Gambia, Germany, Ghana, Kenya, Lebanon, Marshall Islands, Mexico, The Netherlands, New Zealand, Norway, Panama, Samoa, Spain, Sweden, Switzerland, Tajikistan, United Arab Emirates, and the United Kingdom, said they shared a common objective to finalise a 2CP in Doha and recognised the importance of working together constructively to resolve the outstanding issues to achieve this objective.

It stressed that important issues should continue to be developed and implemented through the Subsidiary Bodies and other processes which have been established, and reaffirmed their expectation that the AWG-LCA will successfully conclude its work in Doha.

It also highlighted the importance of moving forward with purpose in Doha on both work streams under the ADP - the negotiation of a comprehensive legally binding agreement by 2015; and the urgent need to raise pre-2020 mitigation ambition. These are key elements of the balanced outcome that we need to see in Doha.

During the segment for civil society interventions, a representative from the **youth** constituency said that developed countries were cheating on mitigation, on money, and on the Durban mandate, while blaming and shifting responsibility to the developing world.