

Developing countries make strong call for pre-2020 increased ambition

Warsaw, 13 Nov (Hilary Chiew) – The 9th session of the UN Framework Convention on Climate Change Conference of the Parties serving as the Meeting of Parties to the Kyoto Protocol (CMP9) opened on 11 November.

When the provisional agenda for the CMP was proposed for adoption, Fiji on behalf of the Group of 77 and China proposed an additional agenda item. Citing the decision taken in Doha (in decision 1/CMP 8) and in particular, the ‘ambition mechanism’, the G77/China sought to include ‘modalities and arrangements for the high-level ministerial roundtable to revisit the quantified emission limitation and reduction commitment’. The high-level segment is scheduled for next Tuesday, 19 November.

However, the G77/China proposal was not adopted as there was no consensus on the matter because the European Union and Australia rejected it.

Developing countries welcomed the Doha Amendments (from the CMP 8 in Doha) which paved the way for the second commitment period of the Kyoto Protocol (KP2) and called upon developed country Parties to immediately start the legal process of ratification to ensure the continuation of the multilateral, legally-binding effect of their mitigation commitments. They also called on developed country Parties to revisit and significantly increase their emission reduction targets by 2014 while those Parties that are not part of the KP2 were urged to raise the ambition of for comparable commitments under the Convention within the same timeframe.

The BASIC countries (comprising Brazil, South Africa, India and China) expressed concern over the low level of ambition reflected in the quantified emission limitation and reduction

commitments (QELRCs) submitted by developed countries that are Parties to the KP, which is far below what is required by science and their historical responsibility.

Developed countries insisted that the ratification of KP2 by Parties that had taken on targets only accounted for a fraction of the global emissions, and said that the new global agreement with all Parties enhancing their ambitions was more important.

Speaking for **G77-China, Fiji** welcomed the historic adoption of KP2 and the launching of an ambition mechanism for increasing the QELRCs of Annex 1 (A1) Parties and called on them to fully implement Doha decisions. This is essential to allow the KP to serve as the cornerstone under the Convention, fully reflecting the principle of equity and common but differentiated responsibilities and respective capabilities (CBDR-RC).

It called for three courses of actions. First, all Parties promptly ratify the amendments to enable its rapid entry into force. The demonstration of the political will of A1 Parties is incomplete until they present the full instrument of ratification as this is crucial to build trust under the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) and an important stepping stone to the new agreement under the ADP.

Secondly, the on-going technical and methodological work of the Subsidiary Body on Scientific and Technological Advice relating to Decisions 2 to 4 of CMP7 (adopted in Durban in 2011) must lead to more stringent and robust rules to enhance environmental integrity and not the opposite. The G77/China called on A1 not to pursue the loopholes of the KP rules.

Thirdly, the Group said that it is paramount that the ambition mechanism launched in Doha produces the increase in ambition of A1 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 A1 Parties must anticipate additional action under the Kyoto Protocol with a view to closing the ambition gap by 2020. In light of the recent report of the IPCC, decisions to raise ambition cannot be delayed until the post 2020 period. The decisions in Doha require Annex I Parties to revisit their ambition in 2014.

Earlier, on the motion for an additional agenda item, Fiji said in order to address the lack of ambition in the emission reductions commitment inscribed in Annex B of the second commitment period, it was decided that each Party in A1 will revisit its commitment for the KP2 and that those Parties will submit information on their intention to increase their ambition by 30 April 2014, including information on their emission trend, projection and the potential for increasing their ambition.

The Group explained that as this information will be considered by ministers in Bonn at the roundtable event next June, Parties need to make sure that in Warsaw the necessary arrangements are in place to ensure a productive and fruitful ministerial roundtable with tangible steps in demonstrating A1 leadership to close the ambition gap. In that context, said the G77-China, it wished to propose an addition to the agenda for the meeting in accordance with Rule 13 of the rules of procedure given that the holding of the ministerial roundtable derived from a direct mandate of the Doha decision, and trusted that this will have the support of the Parties.

The **European Union** said it is aware that it has to do the submission (of QELRC) next April and that it is perfectly clear what information needs to be submitted by when and to whom. It does not see the need for any additional agenda item. The EU stressed that it will implement the decision, make the submission (of information) and contribute at the ministerial meeting but did not recall structuring a ministerial segment or the need for further guidance for the segment.

It further said the agenda was packed and it did not see the value of adding the agenda item, therefore, it could not agree to it. The EU was supported by **Australia** which noted that the

progress it wanted to see in Warsaw is the focus on finalising the rules to make sure that the KP2 can be applied as needed.

Nicaragua representing the **Like-Minded Developing Countries in Climate Change (LMDC)** said the Convention and its KP remain at the core of international climate regime and has been the essential basis for mitigation ambition. It is therefore of extreme importance that all Parties ratify as early as possible the Doha Amendment regarding the second commitment period under the KP. It also called upon the A1 Parties to the KP to immediately start the legal process of ratification to ensure the continuation of the multilateral legally binding effect of their mitigation commitments under the KP.

It said the launch of a mechanism for increasing the ambition of A1 Parties' QELRCs under the KP's second phase in 2014 is critical for both enhancing the level of ambition by A1 Parties and also the success of the Durban Platform negotiations. It urged developed country Parties participating in the second commitment period under the KP to revisit and significantly increase their emission reduction targets in 2014; it also urged developed countries that are not part of the second commitment period to raise the ambition of their comparable commitments under the Convention within the same timeframe.

The Warsaw Conference, it added, should agree upon all necessary arrangements as a priority to enable such increase in ambition by developed countries. It is inconceivable to us that greater ambition can be reflected in the post-2020 period by A1 Parties, without such ambition being reflected by them in the pre-2020 period. It is, therefore, necessary for A1 Parties to first raise ambition in the KP review in 2014 as mandated by the Doha decisions.

It also fully supported the G77/China's submission to have an agenda item on the operationalisation of the ambition mechanism in the agenda of CMP-9.

Nauru speaking for the Alliance of Small Island States (AOSIS) said to be honest, the bulk of the effort for KP2 was to close the loopholes that created the surplus of the assigned amount units (AAUs) which developed countries are trying to keep open. It said another painful reality is that to achieve legally binding commitments, only three Parties had ratified the Doha Amendments and none is a developed

country Party. (The three countries that had deposited their instrument of ratification are Barbados, United Arab Emirates and Mauritius.)

AOSIS said that developed countries had fallen short of their ambition which is inconsistent with the pathway to limit dangerous climate change. It called on developed country Parties to revisit their ambition no later than 2014 in line with a more than 25 to 40% reduction, adding that 2014 would be a year of great expectation.

Nepal speaking on behalf of the **Least Developed Countries (LDCs)** noted with great concern that inadequate mitigation pledges, notably by A1 Parties under the Cancun Decisions, risk an increase in global average temperature. This increase far exceeds 2°C, and may be as much as 4.8°C, with catastrophic impacts worldwide. Following the adoption of the Doha Amendments to the KP a year ago, the LDCs would now like to urge Parties to undertake three actions. First, the LDCs called on all Parties to the UNFCCC and the KP to speed up their ratification processes in order for the Doha Amendments to enter into force.

Secondly, they call on all developed country Parties to the KP to fulfil their promises made in Doha to review their quantified emission limitation reduction objectives by April 2014. Thirdly, the LDCs called on all Annex I Parties not participating in the second commitment period of the KP to raise their level of mitigation ambition through comparable pledges. As the mitigation pledges for 2020 by Annex I Parties amount to less than the voluntary mitigation pledges by non-Annex I Parties, it urged Annex I Parties to demonstrate leadership and raise their level of ambition to the scale required by science and equity.

It also expressed serious concern over the significant decrease in the price of carbon, emphasizing the necessity of exploring options to strengthen its price through the establishment of carbon price floors and other initiatives. Strengthening the carbon price will not only work to increase interest for companies and governments to invest in low-carbon projects, but will also provide further resources to the Adaptation Fund.

Speaking on behalf of the **African Group, Swaziland** also called for rapid ratification of KP2 by all Parties so that it can enter into force by early 2014. It urged developed country Parties that are not KP members to commit to

comparable pledges in the same timeframe. It also expressed concern with the low carbon price affecting the replenishment of the Adaptation Fund which is the only financial mechanism for adaptation actions.

China representing the BASIC countries stressed that the KP is the cornerstone of the international climate change regime, and remains the essential basis for mitigation ambition. The decision on operationalisation of the second commitment period and the consequent amendments to the KP is a key component of the Doha outcomes.

BASIC reminded Parties that since the Warsaw Conference is an *implementation* COP/CMP, the effective implementation of the second commitment period under the KP is a key part of the implementation tasks in Warsaw as well as a crucial foundation of the Durban Platform negotiations. It emphasized that it is important to ratify as early as possible the Doha Amendments to the KP so as to ensure the legal certainty of the second commitment period. All countries that are Parties to the KP should launch the work on ratification and finish their domestic process as soon as possible.

It expressed concerns over the low level of ambition reflected in the QELRCs submitted by developed countries that are Parties to the Kyoto Protocol, which is far below what is required by science and their historical responsibility. It reiterated that the contribution of developing countries to mitigation efforts is far greater than that of developed countries, and noted 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. It reiterated that the pre-2020 ambition must be addressed in a comprehensive manner primarily through the implementation of the second commitment period of the KP and the agreed outcome of the Bali Action Plan.

China welcomed the mechanism for revisiting of the ambition levels established in Doha, in to avoid locking-in low level ambitions of developed countries during the second commitment period of the KP. Due to this arrangement, the second commitment period of the KP could never become an ending point. However, it must be a starting point for building mutual trust among Parties, strengthening the multilateral rule-based regime under the

Convention, and undertaking ambitious mitigation commitments by developed countries.

BASIC urged developed country Parties participating in the second commitment period of the KP to revisit and significantly increase their emission reduction targets in 2014, and urged developed countries that are not part of the second commitment period to raise the ambition of their comparable commitments under the Convention within the same timeframe. It called for necessary arrangements to be made in Warsaw for effective implementation of the 2014 Revisit in order to increase the QELRCs of developed countries for the second commitment period; and set a reference level and ambitious example for those developed country Parties that are not part of the second commitment period.

It also reaffirmed that HFCs (hydrofluorocarbons) are greenhouse gases covered under the UNFCCC and the KP. The HFCs issues shall be addressed through all relevant multilateral fora in accordance with the principles and provisions of the UNFCCC and KP, taking into account the availability of safe and technically and economically viable alternatives. It is essential that developed countries provide new and additional financial resources to support developing countries to address the HFCs issue.

Saudi Arabia representing the Arab Group stressed that it did not see any justification for developed countries to move away from their historical responsibilities and not address the gap in mitigation which has so far been modest.

Ecuador speaking for **ALBA (Bolivarian Alliance for the Peoples of Our America)** said the low number of ratifications is a testimony of

the A1 failure and lack of political will despite their internal difficulties. It emphasised that to successfully address climate change would require a change in development paradigm and respect for international law.

The European Union said since Doha, it has worked hard to prepare for the Doha Amendments. Important steps were taken and that it intended to complete the ratification as soon as possible. It stressed that ratification will require participation of two thirds of the Parties. It pointed out that KP2 covers only 14% of global emissions and that was why the EU emphasised on the ADP where all Parties participate. In Warsaw, Parties must be encouraged to step up to enhance their ambition that is needed before 2020.

Australia speaking for the **Umbrella Group** said Parties that had taken on targets will work on that but cannot lose sight that the KP covers a fraction of global emissions and it looked forward to a comprehensive post-2020 agreement. It said the KP accounting rules had helped and encouraged more participation to achieve cost-effectiveness and that the Clean Development Mechanism (CDM) will encourage transfer of technologies.

Representing the **Environmental Integrity Group (EIG)**, **Liechtenstein** said its members are in the process of ratification as it considered the QELRC as important to achieving the ultimate objective of the Convention. It noted that while the KP will contribute to a rule-based regime it must be complemented by the ADP. It further said EIG had presented its views for the review of the Joint Implementation and CDM guidelines.