

Outlook for the UN Climate Change Conference in Durban:

Relevant scientific, economic and political considerations for the 28 November to 9 December UN Climate Change Conference in Durban, South Africa

Presentation to African Caribbean and Pacific Group of States (ACP)
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Introduction

- The UN Climate Change Conference in Durban represents a critical moment in the international climate change negotiations
- It represents a defining opportunity for world leaders to chart the course towards outcomes that:
 - Curb the rising threat of climate change
 - Implement the UN Climate Convention and its Kyoto Protocol
 - Advance the longer-term interests and aspirations of all countries
- African countries attach particular significance to the Durban Conference as reflected in the September 2011 AMCEN Bamako Declaration and Ministerial Key Messages

Overview

A comprehensive view of Durban should consider:

1. Current scientific and economic context of the climate negotiations
2. Current political context of the climate negotiations
3. The status quo of the negotiations immediately following the Bonn and Panama sessions
4. Expectations for the Durban Climate Conference
5. The process of meetings and negotiations towards Durban

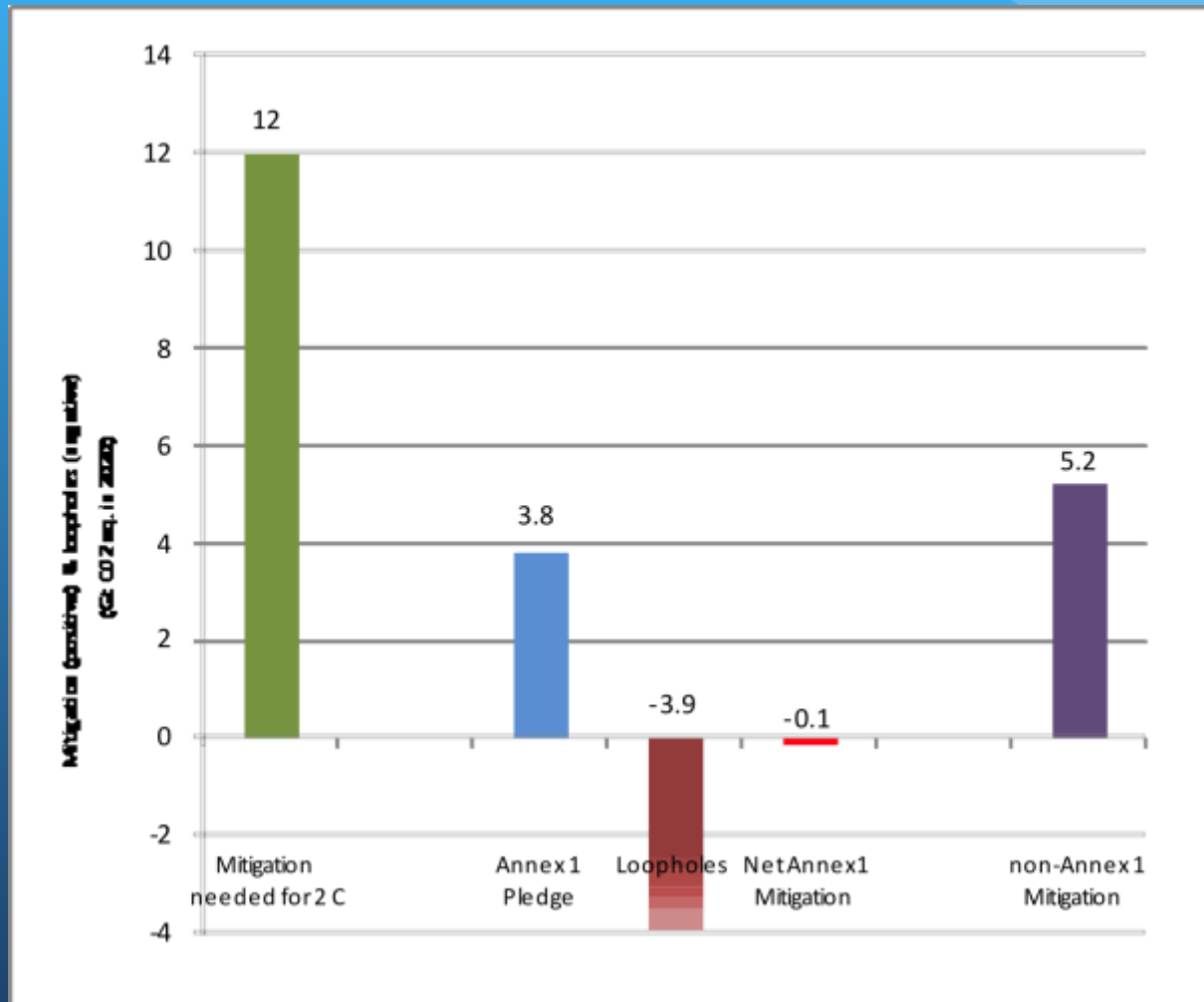
Scientific and economic context (1)

- Recent scientific information since the IPCC 4th Assessment Report confirms the world is on course for levels of warming that will be catastrophic - addressing this must be a central concern for Durban
- UNEP confirms that current mitigation pledges - unless strengthened - set the world on course for global warming of between 2.5 to 5°C
- Africa, due to its geographic and physical characteristics, will warm around one-and-a-half times the global level, according to the IPCC. Other vulnerable states also face systemic risks.
- Recent studies, based on historical information, project that warming as low as 1°C could reduce agricultural production by 20% in certain crops and areas, and project other adverse impacts for Africa's development
- Preparation for the Durban Climate Conference must mark a major change in direction - including new levels of awareness in both developed and developing countries - if the UN climate talks are to avoid dangerous climate change

Scientific and economic context (2)

- Developed countries are offering relatively low levels of emission reductions for 2020 (3 to 3.7Gt) in comparison to developing countries (3.6 to 5Gt)
- Additionally:
 - They intend to undertake reductions in developing countries via carbon markets and offsetting (over 1.1Gt)
 - They can also make use of “loopholes” from land-use, surplus allowances etc (currently around 3.9Gt)
- Unless developed countries increase ambition they could undertake no domestic reductions by 2020 yet remain in formal compliance (SEI, see graph)
- A major effort is required to close the “mitigation gap” to avoid major adverse impacts to Africa

Mitigation pledges by developed and developing countries in the context of a 2 degree C goal



Scientific and economic context (3)

- Africa is already suffering major financial losses due to climate change
- There is increasing concern regarding implementation of finance commitments by developed countries
- \$30 billion in “fast-start” finance pledged in Copenhagen for 2010-2012 is slow to be disbursed and is largely neither “new” nor “additional”
- Preliminary assessment suggests that as little as one tenth is “new and additional” (i.e. not pledged pre-Copenhagen or as ODA) (ACPC)
- There remains no agreement on financing to be provided commencing in 2013, or on public finance to be provided by 2020
- A major effort is required to close the “finance gap” to ensure developing countries can undertake appropriate actions to reduce emissions and adapt to climate change

Political context

- Political context for Durban, inside and outside negotiations, remains challenging
- Cancun addressed certain “easier” issues (e.g. new institutions) leaving certain “harder issues” (e.g. mitigation commitments for developed countries) to be addressed in Durban
- Developing countries are committed to following mandates and two negotiating tracks of the “Bali Roadmap”
- Some developed countries have stated:
 - They will not undertake a second period of Kyoto commitments, or
 - They will fulfill their commitments, subject to certain “conditionalities”
- Developed countries in general are seeking to “transition” out of the Kyoto Protocol into a new climate regime.
- Concerns arise that a new regime may include weaker disciplines for developed countries, and stronger disciplines for developing countries, undermining principle of common but differentiated responsibilities.
- Developing countries have reiterated the Durban outcome must follow Bali Roadmap and honor principles and provisions of the Convention and its Kyoto Protocol.

Status quo of the negotiations

- April 2011 climate talks in Bangkok centered on:
 - The agenda of the negotiations under the Convention (in the AWG-LCA)
 - The need to address political concerns arising around the future of the Kyoto Protocol (in the AWG-KP)
 - Unity of Africa and G77 ensured all key issues remain on the table for Durban
- At the June and October 2011 climate talks :
 - The AWG-KP made some progress on technical issues, and less progress on political issues regarding the future of the Kyoto Protocol
 - The AWG-LCA commenced negotiations on substantive issues for Durban, with texts developed by facilitator
 - The Subsidiary Bodies in June debated agendas and made some progress on substantive issues
- During this process, the African Group has revised the African Common Position for presentation to Ministers in September at AMCEN

African Common Position on Climate Change

- Common Position confirmed by Ministers at 4th special session of AMCEN in September 2011
- Key outcomes relating to climate change:
 - Bamako Declaration on Consolidating the African Common Position on Climate Change and on Preparing for Rio+20
 - AMCEN decision and Key Messages for COP17/CMP7
- AMCEN agreed African common position and roadmap for Durban

African expectations for Durban

- UNFCCC and its Kyoto Protocol constitute the **fundamental global legal framework** on climate change
- All measures must be in **full conformity** with the principles and provisions of the Convention, including equity and CBDR
- Climate negotiations must produce **two outcomes** in line with the Bali Roadmap
 - An agreed outcome to ensure the full, effective and sustained implementation of the Convention
 - Second period of mitigation commitments for Annex I Parties under the Kyoto Protocol
- Two tracks of negotiations must continue as **separate tracks**
- Balanced outcomes based on **science, equity and the rule of law** reflecting the latest information
- The following outcomes at AMCEN were agreed by Ministers and are reflected in the Bamako Declaration and Key Messages

Kyoto Protocol

- Urge Annex I Parties to the Kyoto Protocol to commit to **second and subsequent** commitment periods
- Reduce emissions of greenhouse gases by at least:
 - 40% during the second commitment period from 2013 to 2017
 - 95% by 2050, compared to 1990 levels
- Annex I Parties to ensure that the **environmental integrity** of their emission reduction commitments by:
 - Closing loopholes
 - Limiting the use of carbon markets and project-based mechanisms to ten per cent of their commitments
 - Ensuring carbon credits reflect genuinely additional emission reductions
- Ensure **equitable and appropriate contribution** to achieving the objective of the UNFCCC
- Agreeing a second commitment period is the priority for Durban, as well as measures to **avoid a gap** between commitment periods

Shared vision

- Need to limit temperature increase to **well below 1.5°C**
- Avoid dangerous interference with the climate system in a **time frame** that protects ecosystems, food production and sustainable development in Africa
- Right to **equitable sharing of atmospheric space** and resources reflecting:
 - Cumulative historical responsibility and use by Annex I Parties
 - Cumulative emissions in Africa remain extremely low
- Long-term **global goal must include:**
 - Ambitious short, medium and long-term mitigation commitments by Annex I Parties reflecting their historical responsibilities and an equitable and appropriate contribution
 - Provision of adequate means of implementation - finance, technology and capacity building - to enable non-Annex I Parties to address mitigation and adaptation
- **Sustainable development and poverty eradication** are the priorities to Africa

Mitigation

- **Annex I Kyoto Parties** undertake commitments under Kyoto Protocol
- **Annex I non-Kyoto Parties**
 - Undertake legally binding commitments under the Convention
 - Comparable in magnitude and effort
 - Measurable, reportable and verifiable through an agreed set of common accounting rules and compliance framework
- **Non-Annex I Parties**
 - Undertake ambitious nationally appropriate mitigation actions
 - A firewall must be maintained between mitigation Annex I commitments that are legally binding, and voluntary NAMAs by non-Annex I Parties.
 - Extent of action by non-Annex I Parties depends on implementation by developed countries of commitments relating to finance, technology and capacity
- **Market mechanisms** are to be maintained under the Kyoto Protocol, and are not available to non-Kyoto Parties

Adaptation

- Urgent and immediate need to **avoid further loss and damage** arising from the adverse effects of climate change on Africa
- Urgently need to scale up **financial resources and technology transfer** for:
 - Adaptation measures and plans, particularly through the Adaptation Framework and Nairobi Work Programme
 - Strengthening or establishing regional centres and networks for adaptation
 - Work to understand, reduce and compensate loss and damage associated with the adverse effects of climate change, including impacts on agriculture
- Adaptation activities should be funded through a **country-driven approach** through **direct and simplified access funding** that is:
 - Full costs
 - Adequate
 - New and additional
 - Public
 - Grant-based

Finance

- Concerned insufficient **transparency** and slow disbursement of “fast start” financing approaching \$30 billion (2010-2012) and that the bulk are neither “new nor additional”. Call for enhanced transparency and a common reporting format.
- **Short-term finance.** Agreement in Durban on the scale of public resources to be provided commencing in 2013, and a scale adequate to meet needs in 2020 and beyond. Stress the importance of
 - Ensuring direct access for all non-Annex I Parties
 - Equitable allocation through geographical and needs based criteria
 - Balance between adaptation and mitigation
 - Grant-based funding for adaptation activities.
- **Long-term sources and scale.** Noted the pledge to mobilize jointly \$100 billion per year by 2020, and reiterated Africa’s position that developed countries should by the year 2020 provide scaled up financial support based on an assessed scale of contributions that constitutes at least 1.5 per cent of the GDP
- Operationalize **Green Climate Fund** that under effective guidance of and accountable to COP, and **Standing Committee on Finance**

Technology, capacity and institutions

- Urgent need to address the issue of **technology transfer**
 - Adaptation supported by environmentally sound technologies and capacity building in a predictable and prompt manner as part of a balanced package on all issues
 - identification and removal of all barriers preventing access to climate-related technologies and the appropriate treatment of intellectual property rights, including the removal of patents on climate-related technologies for non-Annex I Parties
- **Capacity building** should be treated as a crosscutting issue and be clearly reflected on other thematic areas.
 - Acknowledge the creation of performance indicators for monitoring and review of capacity building is paramount.
 - Stress that capacity building activities should not be left to the private sector.
- Operationalization of effective and accountable **institutions under the COP** in relation to, *inter alia*, adaptation, technology and finance in accordance with the relevant principles and provisions of the Convention, the Bali Action Plan and the Cancun decisions

Process towards and during Durban

- Africa welcomes the important role and leadership provided by South Africa, and commits to work closely to make Durban a resounding success
- The process for Durban should yield a balanced outcome on all issues including mitigation and finance (not merely a subset of issues)
- Expectations for Durban must be raised (not lowered) to deliver the outcomes needed by Africa
- The process for Durban must provide a model of openness, transparency and participation
- Through effective engagement by officials, Ministers and Heads of State with all negotiating partners before and during Durban, its outcomes can address the needs and aspirations of all people

Durban outcome

- Durban must deliver a **major step forward** in international climate negotiations
- Significant opportunities for **collaboration** to:
 - Implement Kyoto Protocol and promote comparable commitments by all Annex I Parties
 - Enhance environmental integrity of Kyoto Protocol
 - Support scaled up mitigation actions by non-Annex I Parties
 - Strengthen climate architecture through Green Climate Fund and other institutions
- Cooperate to promote **second and subsequent commitment periods** to implement the Kyoto Protocol (under AWG-KP)
- Cooperate to **strengthen the climate architecture** to around the “pillar” of the Kyoto Protocol to implement the Convention (under AWG-LCA)
- Africa looks forward to a **successful outcomes under both tracks** of negotiations to implement the Convention and its Kyoto Protocol