



THE BALI ROAD MAP:

Key Issues Under Negotiation



UNDP ENVIRONMENT & ENERGY GROUP



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TABLE OF CONTENTS

Foreword	3
The Bali Action Plan: Key Issues in the Climate Negotiations – Summary for Policy Makers	5
Climate Change Mitigation Negotiations, with an Emphasis on Options for Developing Countries	23
National Policies and their Linkages to Negotiations over a Future International Climate Change Agreement	69
Adaptation to Climate Change: The New Challenge for Development in the Developing World	119
Negotiations on Additional Investment and Financial Flows to Address Climate Change in Developing Countries	161
The Technology Challenge: Considerations for National Government Policy Makers to Address Climate Change	209
Key Issues in Negotiations on Land Use, Land Use Change and Forestry, with an Emphasis on Developing Country Perspectives	249

FOREWORD

Nearly all sectors of society contribute to greenhouse gas emissions and are affected by climate change. The magnitude and the impact of the problem require a co-ordinated, effective response – both nationally and internationally – to both move societies towards less carbon-intensive pathways and make inroads towards achieving the Millennium Development Goals (MDGs) and reducing poverty.

The scale and scope of the challenge means that every policy and investment decision will have to be assessed in light of its greenhouse gas reduction capacity and its contribution to long-term sustainability. Policy makers must also find solutions to directly improve the well-being of millions of poor and vulnerable people adversely impacted by the effects of climate change.

At the international level, governments recently agreed under the United Nations Framework Convention on Climate Change (UNFCCC) process to step up their efforts to combat climate change. With the “Bali Road Map”, governments will seek to reach agreement on a number of forward-looking issues essential for reaching a secure climate future by the 15th Conference of the Parties in December 2009. This includes the “Bali Action Plan” – the UNFCCC negotiations on long-term cooperative action, which center around the four thematic “building blocks” of adaptation, mitigation, technology transfer and deployment, and financing.

In order to effectively participate in, and develop positions for, such a challenging and complex negotiation process, developing countries – in particular those with medium- and small-size economies – will be required to involve and increasingly co-ordinate various government policy makers across key sectors at the national level, as well as other relevant stakeholders. This will require raising the awareness of not only environmental policy makers, but all policy makers about the key issues and elements of the Bali Road Map and the impact it could have on their sectoral areas. Strengthening their capacity to develop, implement, and evaluate cross-sectoral national policy options in response to climate change and the international negotiations can offer policy makers a key opportunity to move toward sustainability.

Under the aegis of the UNDP Environment & Energy Group project, “Capacity development for policy makers to address climate change”, UNDP commissioned a series of documents that address the key issues under consideration for the Bali Action Plan building blocks, with a focus on the developing country context. We also included a document on land use, land-use change and forestry, which is a key sector for many developing countries. The documents have been prepared by leading international experts – many from developing countries – and translated into all UN languages in order to inform policy makers across the entire spectrum of economic sectors.

UNDP is committed to capacity development and believes it can play a crucial role in the ability of countries to address climate change in a sustainable manner. We hope that this compilation of documents will be widely used by developing country negotiators and national climate teams to inform policy makers during this critical phase of the international climate negotiations.

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THE BALI ACTION PLAN: KEY ISSUES IN THE CLIMATE NEGOTIATIONS

SUMMARY FOR POLICY MAKERS

CHAD CARPENTER

OBJECTIVES OF THE PROJECT

The UNDP project, “Capacity development for policy makers to address climate change” seeks to strengthen the national capacity of developing countries to assess climate change policy options across different sectors and economic activities. The project will run in parallel with the “Bali Road Map” process agreed at the UN Climate Change Conference in December 2007, which includes the “Bali Action Plan” – the United Nations Framework Convention on Climate Change (UNFCCC) negotiations on long-term co-operative action on climate change set to conclude by the end of 2009.

To effectively participate in, and develop positions for, this challenging and complex negotiation process, developing countries – in particular those with medium- and small-size economies – will be required to involve and increasingly co-ordinate various government decision-makers across key sectors at the national level, as well as other relevant stakeholders. This will require raising the awareness about the key issues and elements under discussion and strengthening capacity to develop, implement and evaluate policy options in the context of the international negotiations.

The overall goals of the project are twofold:

- To increase national capacity to co-ordinate ministerial views, participate in the UNFCCC process, and negotiate positions within the timeframe of the Bali Action Plan; and
- To assess investment and financial flows to address climate change for up to three key sectors and/or economic activities.

The project will support these goals by expanding the knowledge base on climate change issues and broadening access to this knowledge so that policy makers, parliamentarians, technical experts, and other key stakeholders can participate and share experiences at the national, sub-regional, regional and global levels. As a result, both the technical understanding of key climate change issues and their economic and policy implications within the context of the Convention will be enhanced.

The assessment of investment and financial flows will play a particularly important role. At the national level, it will help countries understand the magnitude and intensity of the national effort needed to tackle climate change in key sectors and economic activities. It will also help facilitate the integration of climate change issues

into national development and economic planning. At the international level, an assessment of investment and financial flows will help maximize national participation in the international climate negotiations by providing more accurate estimates of funds needed for mitigation and adaptation. By providing useful inputs to the international debate, a financial flows assessment can help provide that an appropriate financial architecture plays a key role in any long-term cooperative action.

To assist policy makers in understanding the complex issues under discussion in the negotiating process, UNDP commissioned a series of background briefing papers on the key issues under the four main “building blocks” of the current international negotiations – mitigation, adaptation, technology and finance – as well as land use, land-use change and forestry (LULUCF).

This document contains summaries for policy makers of these briefing papers. All the briefing papers are available in the UN languages on the UNDP web site at: <http://www.undp.org/climatechange/documents.html>.

THE BALI ROAD MAP

At the United Nations Climate Change Conference in Bali in December 2007, governments from around the world – both developed and developing countries – agreed to step up their efforts to combat climate change and adopted the “Bali Road Map”, which consists of a number of forward-looking decisions that represent the various tracks that are essential to reaching a secure climate future. The Bali Road Map includes the Bali Action Plan, which charts the course for a new negotiating process under the UNFCCC, with the aim of completing this by 2009. It also includes the current negotiations under the Kyoto Protocol, and their 2009 deadline, which focus on further quantified emission reduction commitments for industrialized countries, as well as negotiations on the ongoing work pertaining to key issues including technology, adaptation, and reducing emissions from deforestation.

The Bali Action Plan

The Bali Action Plan, adopted by the Conference of the Parties (COP)¹ as decision 1/CP.13, launched a comprehensive process to enable the full, effective and sustained implementation of the Convention through long-term cooperative action, now, up to and beyond 2012, in order to reach an agreed outcome and adopt a decision at its fifteenth session in Copenhagen in December 2009. The COP also decided that the process would be conducted under a new subsidiary body – the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) – that shall complete its work in 2009.

The Bali Action Plan is centred on four main building blocks – mitigation, adaptation, technology and financing. Parties also agreed that the negotiations on a long-term agreement should address a shared vision for long-term cooperative action, including a long-term global goal for emission reductions. Furthermore, the future discussion should address enhanced national/international action, including the consideration of:

- measurable, reportable and verifiable nationally appropriate mitigation commitments or actions by all developed countries, and;
- nationally appropriate mitigation actions by developing country Parties, supported and enabled by technology,

financing and capacity-building, in a measurable, reportable and verifiable manner.

Other subjects for the future discussion include the use of sectoral approaches; approaches to enhance the cost-effectiveness of mitigation actions, including market mechanisms; and the issue of reducing emission from deforestation and forest degradation in developing countries (REDD).

Two-Track Approach: The UNFCCC and the Kyoto Protocol

Future international action is being addressed by a “two-track” approach. In parallel with the Bali Action Plan negotiations under the UNFCCC (also referred to as the Convention), negotiations are also underway under the Kyoto Protocol. Provisions of the Kyoto Protocol also address the key issues being discussed under the Bali Action Plan and there are many linkages between the two processes. For example, on mitigation, Parties to the Kyoto Protocol are currently discussing the next round of commitments after 2012, when the first round of commitments will expire. Furthermore, Parties are working on an analysis of the different tools and rules for developed countries to reach reduction targets and ways to enhance

THE CONVENTION (UNFCCC) TRACK

- Focuses on four “building blocks”: adaptation, mitigation, technology transfer & deployment, financing
- Reducing emissions from deforestation and forest degradation (REDD) also discussed
- Mitigation actions from developing countries
- Mitigation commitments from developed countries

THE KYOTO PROTOCOL TRACK

- Agree on developed country emission reduction targets by 2009. At their third session in 2007, Parties to the Kyoto Protocol took note of the conclusions by the Intergovernmental Panel on Climate Change (IPCC) that greenhouse gas (GHG) emission reduction commitments between 25 and 40% below 1990 levels were needed on the part of industrialized countries for the period beyond 2012 to limit a mean global temperature increase, with GHG emissions peaking within the next 10 to 15 years before going down
- Means to achieve targets: market mechanisms, national policies, accounting issues, role of land use, land-use change and forestry (LULUCF), etc.

¹ The COP is the supreme decision making body of the UNFCCC.

the effectiveness of tools such as the market mechanisms. The Kyoto Protocol also addresses adaptation. Under the Kyoto Protocol, the Adaptation Fund was established to finance concrete adaptation projects in developing countries. Parties are currently continuing their discussions to further operationalize this important fund.

Meetings of the AWG-LCA and the body working on new commitments under the Kyoto Protocol – known as the Ad Hoc Working Group on further Commitments for Annex I Parties under the Kyoto Protocol (the AWG-KP) – are held in conjunction with one another. The future relationship between these two tracks (i.e., will they remain separate or will the discussions be brought together) is another question being considered in the negotiations.

The road to Copenhagen: progress to date

The **first session of the AWG-LCA** took place in Bangkok, Thailand, from 31 March to 4 April 2008. At this meeting, the AWG-LCA agreed to undertake its work, seeking progress on all the elements assigned to it by the Bali Action Plan, in a coherent, integrated and transparent manner, and identified specific workshops to be held in 2008. It further agreed to organize its work at each session to include each of the elements, taking into account the interlinkages among them, and the work of the Convention's subsidiary bodies in the context of the Bali Road Map.

The **second session of the AWG-LCA** took place in Bonn from 2 to 12 June 2008. At this session, the AWG-LCA focused its work on building a common understanding of the elements of the Bali Action Plan. The group held three focused in-session workshops on advancing adaptation, transfer of technology, and investment and financial flows. Parties presented a number of concrete ideas and proposals on how to address the “shared vision”, mitigation, adaptation, technology and finance. The AWG-LCA concluded by inviting Parties to submit specific textual proposals on the elements contained in the first paragraph of the Bali Action Plan, which spells out the key issues to be addressed, taking into account the interlinkages among the elements.

The main focus of **third session of the AWG-LCA** in Accra in August 2008 was to continue to exchange ideas and clarify key elements of the Bali Action Plan (decision 1/CP.13), including a “shared vision for long-term

cooperative action,” mitigation, adaptation, technology and finance. Two in-session workshops were held on:

- Cooperative sectoral approaches and sector-specific actions, and policy approaches; and,
- Policy incentives on issues relating to reducing emissions from deforestation and forest degradation in developing countries (REDD), and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries.

The Accra climate change talks resulted in the adoption of conclusions on long-term cooperative action and on the 2009 work program under the AWG-LCA. Parties also agreed to compile ideas and proposals on the elements of the Bali Action Plan for discussion at COP 14 in December 2008 in Poznan, Poland.

Ongoing work under the Kyoto Protocol

At its most recent session, held in Accra alongside the AWG-LCA, the AWG-KP focused on the means for industrialized countries to reach emission reduction targets, with delegates addressing the flexible mechanisms (the market-based mechanisms under the Protocol) and land use, land-use change and forestry (LULUCF). Parties also considered an agenda item on “other issues” comprising: greenhouse gases; sectors and source categories; approaches targeting sectoral emissions; methodological issues; and spillover effects.

UN Climate Change Conference in Poznan (December 2008)

The next sessions of the AWG-LCA and the AWG-KP will be held in conjunction with COP 14 in Poznan, Poland. COP 14 will be an important stepping stone on the way to COP 15 in Copenhagen. Countries have agreed that in Copenhagen, an ambitious climate change agreement will be reached to follow on the first phase of the Kyoto Protocol, which expires in 2012. At Poznan, Parties to the UNFCCC will take stock of progress made in 2008 and map out in detail what needs to happen in 2009 to get to that agreement.

POLITICAL OUTCOMES FROM PREVIOUS SESSIONS OF THE COP

COP 1	Berlin Mandate	Launched a process to decide on stronger commitments for Annex I Parties
COP 2	Geneva Declaration	Renewed the momentum of the Kyoto Protocol negotiations (taken note of, but not adopted)
COP 3	Kyoto Protocol	Set legally binding targets and timetables for cutting the greenhouse gas emissions of Annex I Parties
COP 4	Buenos Aires Plan of Action	Set out program of work on issues under the Protocol; Established deadline for completion as COP 6 in 2000
COP 5	No declaration	Held “exchange of views” on selected topics during the high-level segment (seen as mid-point toward COP 6)
COP 6 parts I-II	Bonn Agreement	Part I could not reach agreement, so resumed in Bonn Part II reached the Bonn Agreement (political package) Between Part I & II, the US announced it would not ratify the Kyoto Protocol
COP 7	Marrakesh Accords	Translated Bonn Agreement into decisions setting out detailed rules for the implementation of the Protocol and took important steps toward implementation of the Convention
COP 8	Delhi Declaration on Climate Change and Sustainable Development	Reaffirmed development and poverty eradication as overriding priorities in developing countries and highlighted the importance of adaptation
COP 9	No declaration	President’s summary of round table discussions included in report of the session
COP 10	Buenos Aires Programme of Work on Adaptation and Response Measures; seminar of government experts	Calls for action on issues to address the adverse effects of climate change and response measures; seminar to promote an informal exchange of information on mitigation and adaptation, and on policies and measures
COP 11/ CMP 1	Decisions establishing the AWG-KP and Dialogue	Under the Protocol, a new working group was established to discuss future commitments for developed countries for the period after 2012. Under the Convention, a dialogue on long-term global cooperative action to address climate change was also launched. Parties to the Kyoto Protocol also formally adopted the “rulebook” of the 1997 Kyoto Protocol, the so-called ‘Marrakesh Accords’, which sets the framework for implementation of the Protocol
COP 12/ CMP 2	Nairobi Work Programme on Impacts, Vulnerability and Adaptation	The program was adopted by the SBSTA and subsequently re-named by the COP. Decisions related to financial flows were adopted and the two Montreal processes made progress
COP 13/ CMP 3	Bali Road Map	Includes a number of forward-looking decisions that represent the various tracks. It includes the Bali Action Plan, which charts the course for a new negotiating process designed to tackle climate change, with the aim of completing this by 2009

UNDP BALI ACTION PLAN BRIEFING PAPERS: SUMMARIES FOR POLICY MAKERS

To assist policy makers in understanding the complex issues under discussion in the negotiating process, the following section contains summaries of six background briefing papers prepared by UNDP. The papers discuss key issues for the four main “building blocks” currently under discussion in the international negotiations – mitigation, adaptation, technology and finance – as well as LULUCF, and include short histories of the international negotiations for each of these topics.

Summary of “Climate change mitigation negotiations, with an emphasis on options for developing countries”

by Harald Winkler, Energy Research Centre, University of Cape Town

Mitigation – the reduction of emissions of greenhouse gases (GHGs) – has been at the heart of the climate negotiations from the outset. As the next round of negotiations focuses on what developing countries might do on mitigation, the topic takes on an increased importance. However, reaching agreement on action on mitigation presents a major challenge. What is common for both developed and developing countries is that they take “measurable, reportable and verifiable” mitigation action, as called for under the Bali Action Plan. For developed

Some approaches emphasize the need to ensure continued economic development, while other proposals focus primarily on technological approaches. The proposals, many of which are complex and detailed, are briefly highlighted below:

- *Kyoto-style fixed targets:* These targets take the form of an agreed percentage reduction against annual emissions in a base year, 1990. An absolute number of tons of CO₂ to be reduced is calculated. By starting from the countries’ own emissions, the approach “grandfathers” existing differences between countries in emissions. This is the approach for industrialized countries under the Kyoto Protocol.
- *Per capita:* The “per capita entitlements” approach takes as its starting point the equal right of each person to

particular significance are the gases and sectors (forestry) chosen; the end date for analysis; and the representation of atmospheric chemistry in the model. The approach requires significant data, and this may limit applicability.

- *Emissions intensity:* This approach requires reductions of emissions relative to economic output (i.e., emissions compared to GDP) and therefore allows for growth in emissions if there is economic growth. To account for different national circumstances, commitments could be formulated as a percentage decrease from each country’ own emissions intensity. These goals would be harder to meet if economic growth remains lower than expected, given the reduced capacity. If successful, reduced intensities should assist in de-coupling emissions from economic growth. The approach is often considered “softer” than absolute targets since it quantifies emissions in relative terms.
- *Sustainable development policies and measures (SD-PAMs):* This approach suggests that developing countries themselves identify more sustainable development paths and commit to implementing these with financial support. It starts by considering a country’s own long-term development objectives. Next, policies and measures are identified to make the development path more sustainable. Each country would define what it means by making development more sustainable, but when registering SD-PAMs, the international community would have to agree.
- *Evolution of the CDM:* A major way in which developing countries are already engaging in mitigation is through the Kyoto Protocol’s CDM. The CDM is a project-based mechanism that allows cooperative action between countries that have a cap on emissions and those that do not. This shifts the focus from where mitigation takes place to who pays for mitigation. Extending the CDM beyond a “project basis” is not a commitment to reduce emissions domestically, but it could be an important form of nationally appropriate mitigation action in developing countries.
- *Global Triptych:* The Triptych approach focuses on three sectors – electricity generation, energy-intensive industries and “domestic sectors” (including residential and transportation). Triptych was originally used to share the burden of the Kyoto targets within the European Union. Analysis has considered extending this sectoral approach to all countries. Apart from taking a sectoral approach, Triptych also takes into account the technological opportunities available in various sectors.
- *Sectoral Approaches:* People can mean many different things when they use the term “sectoral” – including: sectoral CDM; benchmarks across trans-national sectors; technology transfer in specific sectors; the sector-based Triptych approach; and sectoral crediting mechanisms. Given the various types of sectoral approaches, two distinctions may help: *Is the proposal to implement at the domestic, national level only, or transnational?; Is the focus on a new agreement, or the efforts that Parties make?* Different ends of the spectrum would then be domestic sectoral efforts and transnational sectoral agreements.

Agreeing to actions that are measurable, reportable and verifiable – known as MRV mitigation actions – is a key component in the Bali Action Plan and central to the negotiations about the future of the climate regime. Indeed, MRV is central to the balance between action on climate change and support, since it applies to both nationally appropriate mitigation actions and to the provision of technology, financing and capacity building. A way of making some progress may be to focus on details – clearly defining what is meant by measurable, reportable and verifiable.

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