



Distr.: General
26 May 2010

Original: English

African Ministerial Conference on the Environment

Thirteenth session

Bamako, 21–25 June 2010

Review and analysis of the negotiating text on long-term cooperative actions in the light of the specific circumstances of Africa

Note by the secretariat

The present paper was commissioned by the United Nations Economic Commission for Africa, at the request of the secretariat of the African Ministerial Conference on the Environment. Acknowledgements are expressed to Mr. Djimingue Nanasta, Mr. Jean-Philippe Thomas, Mr. Libasse Ba and Ms. Fatima Kaba¹ for their help in producing the paper. The paper is a work in progress and will be reviewed and updated on the basis of new information and as the negotiations progress.

1 All of ENDA Tiers Monde, Dakar.

Contents

List of Ad Hoc Working Group sessions	iii
Executive summary.....	4
A. Shared vision.....	4
B. Adaptation.....	4
C. Mitigation.....	5
D. Finance	5
E. Technology development and transfer	5
F. Capacity-building.....	5
I. Introduction: General context of the negotiations and purpose of the review	6
A. Overview of the climate change negotiations	6
B. Rationale and objective of the review	6
C. Key issues at stake for Africa	7
D. Structure of the report.....	7
II. Bali Action Plan and its significance for Africa.....	8
A. Mitigation.....	8
B. Technology development and transfer	10
C. Adaptation.....	10
D. Financial resources and investment for mitigation and adaptation.....	10
III. Review and analysis of the negotiating elements.....	11
A. Shared vision for long-term cooperative action	11
B. Enhanced action on mitigation	15
C. Enhanced action on adaptation and its means of implementation	21
D. Technology development and transfer	27
E. Enhanced action on financing.....	30
F. Capacity-building.....	40
IV. Overall conclusions and policy recommendations	42
A. Shared vision.....	43
B. Adaptation.....	43
C. Mitigation.....	43
D. Finance	44
E. Technology development and transfer	45
F. Capacity-building.....	45
References.....	49

List of Ad Hoc Working Group sessions

<i>Ad Hoc Working Group session</i>	<i>Location</i>	<i>Date</i>
Conference of the Parties 15 Ad Hoc Working Group 8 (Copenhagen)	Copenhagen	7–19 December 2009
Ad Hoc Working Group resumed 7th session (Barcelona session)	Barcelona, Spain	2–6 November 2009
Ad Hoc Working Group 7 (Bangkok session)	Bangkok	28 Sept–9 October 2009
Bonn climate change talks (Bonn III, informal consultations)	Bonn, Germany	10–14 August 2009
Ad Hoc Working Group 6 Bonn Climate Change Talks (Bonn II)	Bonn, Germany	2–13 June 2009
Ad Hoc Working Group 5 Bonn climate change talks (Bonn I)	Bonn, Germany	29 March–8 April 2009
Conference of the Parties 14 – Poznan Ad Hoc Working Group 4	Poznan, Poland	2–13 December 2008
Ad Hoc Working Group 3 Accra climate change talks	Accra	21–27 August 2008

Executive summary

1. The present report sets out the findings of a review and analysis of the latest negotiating texts of the Ad Hoc Working Group on Long-Term Cooperative Action of the United Nations Framework Convention on Climate Change (referred to hereinunder as the “Ad Hoc Working Group”). The aim of the report is to deepening understanding of the implications for Africa of the various proposals, ideas and options contained in the negotiating texts. The intention is to ensure that Africa’s negotiating positions on all elements of the Bali Action Plan is adequately informed and that negotiators clearly articulate the continent’s concerns and priorities during future negotiations.

2. The review begins with the negotiating text (FCCC/AWGLCA/2009/8) that was revised in June 2009 with additions and modifications (FCCC/AWGLCA/2009/INF.1). In August 2009, the Chair of the Ad Hoc Working Group proposed a version of that revised text containing attributions to the sources of ideas and proposals. After the discussions held in Bonn, Germany, in August 2009, the Chair reordered and consolidated sections of the revised negotiating text (FCCC/AWGLCA/2009/INF.2) for the seventh session of the Ad Hoc Working Group, held in Bangkok and resumed in Barcelona, Spain.

3. For the eighth session of the ad Hoc Working Group, held in Copenhagen from 7 to 15 December 2009, all the non-papers produced in Bangkok after the first part of the seventh session, and also the revised versions produced after the resumed session in Barcelona, were compiled (FCCC/AWGLCA/2009/14) to complete the set of negotiating texts. Thus, at its eighth session, the Ad Hoc Working Group had before it all the texts and submissions from parties, including the texts contained in documents FCCC/AWGLCA/2009/INF.1 and INF.2. The present report covers all those documents.

4. In view of the forthcoming sessions in the lead-up to the sixteenth session of the Conference of the Parties to the Framework Convention on Climate Change, scheduled to take place in Mexico in December 2010, the review also takes into account the negotiating text (FCCC/CP/2010/2) that resulted from the Copenhagen session, in conjunction with the report of the Ad Hoc Working Group’s eighth meeting (FCCC/AWGLCA/2009/17). A brief review and analysis of the Copenhagen Accord is provided as an addendum to the present document, highlighting possible implications for the African continent.

5. The present report focuses on all the negotiating elements, including the major building blocks of the Bali Action Plan:

- (a) Shared vision for long-term cooperative action;
- (b) Enhanced national and international action on the mitigation of climate change;
- (c) Enhanced action on adaptation;
- (d) Enhanced action on technology development and transfer to support action on mitigation and adaptation;
- (e) Enhanced action on the provision of financial resources and investment to support action on mitigation and adaptation.

6. The report first discusses the significance and implications of the Bali Action Plan for the continent. It then examines the negotiating positions, proposals and ideas put forward by the negotiating blocs. The conclusions and recommendations set forth below were drawn from the review findings.

A. Shared vision

7. There is a need to define the shared vision around the principles of the equity and historical responsibilities of developed countries. Within the context of climate change, the focus should be on the right to sustainable development and poverty alleviation, which are the main concerns of the developing countries.

B. Adaptation

8. The costs of adaptation are very high. Accordingly, it is imperative for developed countries to commit themselves to significantly reducing their greenhouse gas emissions to minimize the impacts of climate change on the most vulnerable countries. In addition, they should commit themselves to providing poor vulnerable countries with financial resources that are susceptible to monitoring, reporting and verification. These resources are needed to tackle all key areas of the adaptation action

programme and should be new, sufficient, predictable and sustainable. The group of African countries may wish to support the strengthening of national and regional centres to ensure sustainability in the implementation of the continent's adaptation action programme.

C. Mitigation

9. The system of nationally appropriate mitigation actions offers an opportunity for mitigation on the African continent. In this regard, the negotiators should seek the expansion of eligible categories of activities to benefit from carbon credits and other international incentives. These activities should include community forest management, sustainable land management and, in particular, sustainable agriculture, afforestation and reforestation. To take full advantage of the nationally appropriate mitigation actions, African countries should start preparing sectoral studies to identify targeted activities.

10. At the same time, given that Africa is the continent most vulnerable to the impacts of climate change, it should demand that Annex I countries enter into high emissions reduction commitments, namely, at the rate of 85 per cent by 2050, as dictated by science.

D. Finance

11. In the area of finance, African negotiators should focus on the following:

(a) Support for proposed revenue raising mechanisms based on the auctioning of assigned amount units (AAUs) and levies on emissions from international maritime and aviation transport. These have the potential of providing new, predictable and additional resources for their financial needs;

(b) Support for the Mexican proposal, on the proviso that the requirement for developing-country financial commitments are removed, that such a fund is linked to innovative mechanisms to avoid putting excessive pressure on current flows of public financing, and that more of the funds are earmarked for adaptation. The Mexican-Norwegian financing proposal put forward in Copenhagen could represent a breakthrough because of the potential predictability and reliability of some of the proposed sources. It lacks some important elements, however, such as direct access, the requirement of monitoring, reporting and verification, short-term finance and a review process;

(c) The Group of 77 and China proposal is in the interest of Africa. Reliance on budgetary contributions is risky, however, as the funds can be easily diverted;

(d) On governance, continued support for a new institutional structure managed by the Conference of the Parties, but also bearing in mind that existing funds are likely to continue at least for some time;

(e) Continued insistence on direct access to funds and the equitable allocation of funds;

(f) Continued pressure on developed countries to honour their past commitments and to restart building confidence and trust.

E. Technology development and transfer

12. The focus for technology development and transfer should be on extending renewable energies, adaptation technologies and ensuring access to energy and energy services for all in Africa. This should be situated within the framework of the sustainable development and poverty reduction imperatives of the region.

F. Capacity-building

13. Capacity-building should be continuous, progressive, iterative, country-driven and focused on specific needs. The African continent needs to build its resilience to climate change. In this context, an integrated approach to capacity-building will help African countries to deal more effectively with their immediate needs. The group of African countries should put forward a comprehensive proposal to this end.

I. Introduction: General context of the negotiations and purpose of the review

A. Overview of the climate change negotiations

14. The United Nations Framework Convention on Climate Change has set up a framework for action and established rules to allow the international community to agree on appropriate future action on the reduction of greenhouse gas emissions. This should be undertaken on the basis of developments in science and the availability of new knowledge on the issue. Thus, the publication of the second assessment report in 1995 signalled the need to review the adequacy of commitments under article 4, paragraph 2 (a) and (b) of the Convention. The Berlin Mandate, which was established thereafter to enable parties to take appropriate actions for the period beyond 2000, launched the process that ended with the signature of the Kyoto Protocol in 1997. The Kyoto Protocol is aimed at assigning and strengthening binding commitments by developed countries and ambitious measures to reduce their greenhouse gas emissions.

15. Following the entry into force of the Kyoto Protocol and the eleventh session of the Conference of the Parties, held in Montreal in 2005, the framework of the current negotiations was set. The objective was to negotiate more binding and ambitious commitments for developed countries for the post-2012 period, while at the same time seeking to involve major carbon emitters that had not signed the Protocol. The deadline for completing this new process of negotiations was set as the Copenhagen meeting in 2009, under the mandate of the Ad Hoc Working Group on Further Commitments for Annex 1 Parties under the Kyoto Protocol.

16. During the thirteenth session of the Conference of the Parties in 2007 in Bali, Indonesia, country parties adopted the Bali Action Plan, which established another subsidiary body, the Ad Hoc Working Group on Long-term Cooperative Action under the Convention, to conduct a two-year negotiation process focusing on the key elements of long-term cooperation to be articulated under a shared vision: mitigation, adaptation, finance, capacity-building and technology transfer. The deadline for concluding those negotiations was also set to end in Copenhagen. The present report focuses on the work of Ad Hoc Working Group on Long-term Cooperative Action and, in particular, the negotiating texts prepared by the Chair of the Group. At the fifteenth session of the Conference of the Parties, country parties decided to extend the mandate of the Ad Hoc Working Group to allow it to conclude its work at the Conference's sixteenth session, to be held in Mexico in December 2010. The Ad Hoc Working Group was requested to draw on the report of its eighth session, held in Copenhagen, containing the draft decisions and texts considered and modified during the session by the drafting groups.²

B. Rationale and objective of the review

17. During its sixth session, held in early June 2009, the Ad Hoc Working Group focused on the development of a negotiating text taking as its starting point the Chair's initial 53-page draft document. The outcome of its work, by the end of the session, was a 200-page negotiating document.³ That round of talks afforded parties the opportunity to make specific changes to the text and to clarify and elaborate on their proposals. Following the discussions at its seventh session, held in Bangkok and resumed in Barcelona, parties were offered the opportunity to streamline the reordered and revised text. In response, several non-papers were proposed, based on the discussions. Those texts were considered and modified during the fifteenth session of the Conference of the Parties.

2 The review begins with the negotiating text (FCCC/AWGLCA/2009/8) that was revised in June 2009 with additions and modifications (FCCC/AWGLCA/2009/INF.1). In August 2009, the Chair of the Ad Hoc Working Group proposed a version of that revised text containing attributions to the sources of ideas and proposals. After the discussions held in Bonn in August 2009, the Chair reordered and consolidated sections of the revised negotiating text (FCCC/AWGLCA/2009/INF.2) for the seventh session, held in Bangkok and resumed in Barcelona. For Copenhagen, all the Bangkok non-papers, and also the Barcelona revised versions, were put together to complete the set of negotiating texts. For the extended work of the Ad Hoc Working Group, the negotiating text resulting from the session is compiled in document FCCC/CP/2010/2, which is to be considered in conjunction with the report of the Ad Hoc Working Group (FCCC/AWGLCA/2009/17). The review was commissioned before the fifteenth session of the Conference of the Parties, but could not be made available before then owing to circumstances beyond anyone's control. Given that work continued after that meeting, it was deemed necessary to include the outcomes of the session in the analysis, which naturally includes the Copenhagen Accord and a brief appraisal of the implications of the Accord for Africa, in the annex to the present document.

3 Document FCCC/AWGLCA/2009/8 followed by the revised text FCCC/AWGLCA/2009/INF.1 accessible at: http://unfccc.int/documentation/documents/advanced_search/items/3594.php?rec=j&prirref=600005358#beg.

18. The negotiating text is presented in the form of a set of draft decisions. All this documentation constitutes the basis of the policy negotiations for a new international agreement to tackle climate change. These texts cover a wide range of complex issues and encompass all the building blocks of the Bali Action Plan: a shared vision for long-term cooperative action, adaptation, mitigation, finance, and also technology development and transfer and capacity-building.

19. As the discussions resume in the aftermath of the fifteenth session of the Conference of the Parties, the length of the texts, alongside the wide range of issues being considered, render it difficult for the delegations of African countries that are already overwhelmed with meetings and consultations to make an effective contribution to shaping a negotiated agreement. To enable the African negotiators to participate effectively in such a challenging and complex negotiation process and to develop forward-looking positions in the interest of Africa, the African group of climate change negotiators expressed the need for a critical review and analysis of the negotiating texts with a view to deepening their understanding of the issues and to ensuring that their negotiating positions were better informed. The present report is intended to respond to that urgent need.

20. The aim of the review is therefore to explore the implications for Africa of the various proposals and ideas contained in the negotiating text to inform Africa's negotiating positions on all the elements of the Bali Action Plan, with a view to ensuring that the continent's concerns are adequately met in a post-2012 climate change agreement. The study was commissioned by the United Nations Economic Commission for Africa at the request of the secretariat of the African Ministerial Conference on the Environment (AMCEN). It was undertaken in the context of the interim activities under the Climate for Development in Africa (Climdev-Africa) Programme of the African Climate Policy Centre (ACPC).

C. Key issues at stake for Africa

21. Since the publication in 2007 of the fourth assessment report by the Intergovernmental Panel on Climate Change (IPCC), Governments have become convinced of the need to step up international efforts to combat climate change. In this context, the Bali Action Plan offered a framework for the current discussions on the four key elements which it contains. The main objective of these discussions is to reach a new agreement for the post-2012 international climate change regime.

22. For African countries, many issues are at stake in the current negotiations, arising from the following three main factors:

(a) According to the IPCC fourth assessment report, Africa is one of the continents most vulnerable to climate change and the region is already experiencing adverse climate change effects. Furthermore, although it is not a major emitter of greenhouse gases, the continent should be able to participate actively in the collective effort to fight against climate change and at the same time receive the necessary, effective support from developed countries to build its resilience and reduce its vulnerability;

(b) In the current international negotiations, no direct link has been made to date between development and climate. Yet adaptation to climate change, development and poverty eradication are the primary and overriding priorities of African countries. Negotiators should therefore be able to advance proposals that are in line with the development and poverty eradication objectives of the region. In addition, countries would need to integrate climate change into development policies and strategies effectively and in this way to take account of the interlinkages and harness the synergies between meeting development goals and delivering climate benefits;

(c) Africa cannot meet its climate change objectives without strong and focused financial support from the international community. The current financial and economic crisis renders it all the more imperative to undertake a careful assessment of the financial needs and to identify areas that offer genuine opportunities for low-carbon growth in pursuit of sustainable development goals.

D. Structure of the report

23. The report seeks to provide a thorough analysis and critical review of the texts, to make them easily digestible by African policymakers and climate change negotiators. It aims to deepen understanding of the issues and to inform the positions of the group of African countries on all the various elements of the Bali Action Plan under discussion. It is structured around the following chapters:

(a) Chapter I – the present introduction: this sets out the general context of the negotiations and purpose of the review and provides a general introduction to the report. It gives an overview of the climate change negotiations, the rationale and objective of the review, the key issues at stake for Africa and outlines the structure of the report;

(b) Chapter II: this begins with a reminder of the importance of each component of the Bali Action Plan in the light of Africa's unique circumstances. It reviews the different components of the Plan in relation to Africa's vulnerability and the need to achieve sustainable development, including the imperative of attaining the Millennium Development Goals;

(c) Chapter III: this provides a thorough review and analysis of the negotiating positions relating to the key components of the Bali Action Plan. It presents and analyses the concerns and negotiating positions of developed countries in relation to those of the group of African countries and of the Group of 77 and China. The intent is to focus attention on the critical issues at stake for Africa to help negotiators make informed decisions on negotiating positions and strategies. To ensure that any future agreement adequately reflects the concerns and priorities of the continent, it reviews the various proposals under each element of the Plan. Based on this review, a classification of the options is provided, highlighting those that are in the interest of the continent and those that are not. Lastly, it discusses the possible negotiating scenarios of the developed countries and their implications for Africa. Some policy challenges for the post-2012 period are also discussed;

(d) Chapter IV: this draws general conclusions and puts forward recommendations based on the findings of the review and analysis;

(e) Addendum: this includes a brief review and analysis of the Copenhagen Accord in the light of its implications for Africa.

II. Bali Action Plan and its significance for Africa

24. As mentioned above, the Bali Action Plan was agreed upon by the Conference of the Parties at its thirteenth session and represents the framework for the current negotiation process. It kick-started a process that was envisaged to enable the full, effective and sustained implementation of the Framework Convention on Climate Change through long-term cooperative action, at the current time and up to and beyond 2012, in order to reach an agreed outcome and adopt a decision at the Conference's fifteenth session in Copenhagen, in December 2009. As indicated in the preceding chapter, the four building blocks of the Plan are:

- (a) Enhanced national and international action on the mitigation of climate change;
- (b) Enhanced action on adaptation;
- (c) Enhanced action on technology development and transfer to support action on mitigation and adaptation;
- (d) Enhanced action on the provision of financial resources and investment to support action on mitigation and adaptation.

25. In addition to those key components, the Plan includes an overarching element on a shared vision for long-term cooperative action, including a long-term global goal for emission reductions, in accordance with the principle of common but differentiated responsibilities and respective capabilities.⁴

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_16271

