



Views regarding the work program for issues under the Bali Action Plan

**Submission of the Climate Action Network International
22 February 2008**

CAN-International welcomes the opportunity to provide inputs to the discussions moving towards a post 2012 agreement. CAN is a coalition of more than 400 environmental and development non-governmental organizations in 85 countries worldwide, committed to limiting human-induced climate change to ecologically sustainable levels.

Introduction

CAN welcomes the agreement of the Bali Action Plan (BAP), and welcomes its emphasis on achieving a global outcome, building on the principles and priorities of the Convention. CAN regrets that the workplan for 2008 could not also have been agreed in Bali, so that the first intersessional meeting could have started work on substantive issues. There is no time to waste: the complex post 2012 negotiations must be completed by the end of 2009. The climate does not wait for politics: to keep global average temperature increases as far below 2°C as possible, compared with preindustrial levels, global emissions need to peak within the next 10 years. The nonlinearity of the interrelationships between the Earth's biogeophysical systems brings in additional risks of tipping points, whereby relatively small changes in global average temperatures can wreak dangerous and substantial impacts in key systems¹. This underscores further the need for a post 2012 agreement, and stronger efforts up to 2012, to spark rapid action to reduce emissions and thereby limit temperature increases. For this to happen, an ambitious and rigorous workplan to fulfill the BAP is required, and this should be agreed at the first session of the Ad hoc Working Group on Long-term Cooperative Action.

Timetable, structure and coordination

In CAN's view, the work of 2008 should focus on the reaching common understanding of the options on the table and their scope, for their negotiation as a package in 2009. The work in 2008 should culminate in a stock-taking exercise at Poznan to review progress and define what remains to be done in the negotiations of 2009. This stock-taking should also take into account the current negotiating structure and the latest political and policy developments, and assess whether it is the best format for the final year of negotiations. Throughout 2008, progress will need to be made on each of the four main building blocks, mitigation, adaptation, finance and technology and on the overarching vision of the goal for radically reducing emissions and effectively adapting to unavoidable climate change.

¹ For a useful review, see: Lenton, TM, H Held, E Kriegler, JW Hall, W Lucht, S Rahmstorf, HJ Schellnhuber "Tipping Elements in the Earth's Climate System" *Proceedings of the National Academy of Sciences*, **105**, p1786-93

While the architecture of the Kyoto Protocol provides the necessary basis for the post 2012 agreement, in particular its binding quantified emissions limitation and reduction obligations (QELROs) for developed countries, the BAP's agreement to explore "nationally appropriate mitigation actions by developing country Parties", may require new mechanisms. Similarly, defining "measurable, reportable and verifiable nationally appropriate mitigation commitments" for Annex I Parties that have not yet ratified the Protocol, may also require new forms of commitments. CAN is of the view that such commitments cannot be less than QELROs. Further innovation may be needed to develop new and innovative technology and finance mechanisms and the scaling up of adaptation may require new architectural elements within the UNFCCC framework. The first half of 2008 provides the best opportunity for new proposals to be brought to the table, from both Parties and invited non-governmental actors, so that there is sufficient time for their detailed consideration as possible elements in the post 2012 package. For this reason, CAN advocates the scheduling of in-session workshops for this purpose, with the possibilities of follow-up reaction through submissions and subsequent talks. The workshops should facilitate relevant inputs from Parties, intergovernmental organizations and non-governmental organizations to ensure that all available expertise is brought into the discussions.

CAN regards a structure under the BAP where work on each of the four building blocks is done in parallel as a prerequisite for making the necessary progress on all issues in the limited available time. Using the experience of the successful negotiation of the Kyoto Protocol, non-groups under each building block should be formed, with Chairs to coordinate the necessary in- and extra-session workshops and to coordinate with other negotiating processes. In addition, it is necessary that a platform is provided for the discussion of the long-term global goal, so that the best available scientific information can inform the debate. The work of each of non-group must be mutually informative.

The work done under the BAP will form an integral part of the post 2012 package, along with the work being done under the AWG-KP and the Article 9 Review. Lessons learned from the first commitment period of the Kyoto Protocol and reviewed under Article 9 have obvious relevance for the work under the BAP, (eg the share of proceeds will have obvious relevance for the discussions on finance.) There are also obvious cross linkages between developed country "mitigation commitments or actions" under the BAP, and "further commitments for Annex I Parties under the Kyoto Protocol" of the AWG-KP. The work of the BAP also overlaps considerably with work being done in the Subsidiary Bodies (SBs) and the Expert Group on Technology Transfer (EGTT). Information sharing between all relevant bodies will be essential to keep the negotiations as coherent and streamlined as possible, and to avoid duplication of efforts.

To facilitate coordination, Chairs of the relevant non-groups under the BAP, the Article 9 review, AWG-KP, the SBs, EGTT and other relevant agenda items under both the Convention and Protocol will need to keep in communication. Information sharing can also be aided by ensuring availability of Chairs' summaries and reports, as well as Parties' submissions on key issues under each building block, on the UNFCCC website. Technical papers, to allow expert input, and synthesis papers, to facilitate more coherent presentation of all submissions, will also help to facilitate information sharing.

CAN welcomes the opportunities provided by the two intersessional meetings in 2008 to make progress, and notes that 2009 will require equal, if not greater, negotiating time.

Shared vision

The over-arching issue of the shared vision is cross-cutting, as the vision must encompass not only the overall level of ambition, but a broader vision of an equitable sharing of the available emissions budget, consistent with the below-2°C goal, in accordance with the Convention's principles of common but differentiated responsibilities and respective capabilities. It must aim at concentrations of GHG emissions at safe levels, within a time frame sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner. The over-all level of ambition will help to define what vision of adaptation is needed: how severe the impacts that will need to be addressed will be. Developing a shared vision of mitigation and adaptation will then allow revision of what this implies for technological and financial needs and supply. This necessarily requires a holistic vision that encompasses rights and responsibilities to all in each of the areas of mitigation, adaptation, technology and finance.

In CAN's view, the only acceptable level of ambition the long-term global goal for emissions reductions is one consistent with the need to ensure that global average temperatures are kept as far below 2°C as possible, compared with preindustrial levels. It is also imperative that a long-term goal is accompanied by agreed short- (next commitment period) and medium-term (decadal) targets consistent with the trajectory required to achieve the long-term global goal. CAN recognizes that this will be an on-going discussion throughout 2008 and 2009. A work program needs to be developed in this area including Article 2 of the UNFCCC and on the operationalization of the principles of the UNFCCC relating to common but differentiated responsibilities and respective capabilities. A series of informal workshops in 2008, with stocktaking in Poznan and then with more calibrated output oriented work in 2009 would seem appropriate. As a starting point the IPCC could be invited to present its AR4 findings relevant to the shared vision agenda. The shared vision will need to include a quantification of a long-term goal, balanced with quantitative and qualitative indicators of sustainable development.

Mitigation

On mitigation, early progress will need to be made in separate non-groups on paragraphs b(i) and b(ii), in particular, defining what "measurable, reportable and verifiable" means, for mitigation actions by both developed and developing countries. These definitions will have obvious consequences that will need to be addressed by the finance and technology non-groups.

For developed countries, the "comparability of effort" questions in paragraph b(i) will need to be addressed, in concert with the work being done under the AWG on the mitigation potentials of Annex I countries and the means of achieving their mitigation objectives. The workplan for this agenda item should mirror that of the AWG under the Kyoto Protocol (AWG-KP) and deliver new QELROs in the same time period. It will be essential that, as in the AWG-KP negotiations, external experts are invited to present their analysis and studies on the mitigation potential for the Annex I countries not covered in the Kyoto negotiations as well as the various means of implementation being explored in the AWG-KP negotiations.

Work under Paragraph b(iii) on reducing emissions from deforestation and degradation in developing countries must be closely linked to the existing agenda items on this issue. A decision is a necessary part of the global effort to tackle climate change and to achieve the needed global emissions reductions.

By Bangkok, Parties will need to have put forward any specific proposals they have on any of the elements in subparagraphs b(iv) to b(vii) in order for there to be time for them to be presented in Bonn, submissions to be made and the issues followed up adequately in the ensuing sessions, so that common understanding of the scope and modalities of the proposal can be reached.

CAN proposes that the following will facilitate fulfillment of the workplan in 2008:

- Submission on what is meant by **comparability of effort** (indicators, criteria, etc.) CAN thinks that a technical paper produced by the Secretariat would provide useful input to inform this question
- Submission on criteria for “**measurable, verifiable, reportable**” for developed countries
- Submission on **potential nationally appropriate mitigation efforts** and criteria for “**measurable, verifiable, reportable**” by developing countries (with appropriate technical and financial support for developing countries to be able to input submissions), to be followed by an in-session workshop submissions of views by Parties and experts, to be compiled into a synthesis paper.
- Submission on **mitigation potential of developed countries not covered by the work of the AWG-KP**. This should coincide with the AWG-KP’s 5th September 2008 submission on ‘additional and updated information and data related to mitigation potentials’, to be followed by a joint BAP/ AWG-KP in-session workshop in Poznan on mitigation potentials of developed countries, including inputs and presentations from relevant experts. The workshop should **include the question comparability of effort non-Kyoto Annex I Parties with respect to those covered by the AWG-KP**
- Submissions on any proposal by a Party regarding any of the agenda items 1b(iv) to (vii), with in-session workshops on the proposals

Adaptation

The adaptation non-group should begin the work of 2008 by focusing their attentions on paragraph 1c(i) to help to scope the ways in which cooperation can best be effected and bringing together the information required to do so. The work required by paragraphs 1c(ii-iv) should be coordinated as inputs into the broader questions under c(i) of vulnerability assessments, prioritization of actions and the financial needs assessments.

Discussion of the catalytic role of the Convention in encouraging multi-lateral bodies, the public and private sectors and civil society to work coherently and in an integrated manner, paragraph 1c(v), is a priority area, and must be informed by the finance non-group’s discussions on the mobilization of public- and private-sector funding and investment, 1e(v).

CAN proposes that the following will facilitate fulfillment of the workplan in 2008:

- Submission on **vulnerability assessments, prioritization of actions, financial needs assessments, capacity-building and response strategies, integration of adaptation actions into sectoral and national planning, specific projects and programs, means to incentivize the implementation of adaptation actions, and other ways to enable climate-resilient development and reduce vulnerability of all Parties**, followed by an in-session workshop to share good practice examples of effective adaptation of different levels
- Submission on **Parties' views of how adaptation of the most vulnerable groups of the population in particular can be effectively supported**
- Submission on **potential pilot projects of risk sharing and transfer mechanisms (including insurance) for adaptation**, followed by an in-session workshop to explore opportunities for rapid implementation
- Draft text on implementing practical adaptation activities to be available by Poznan

The non-group on adaptation will need to be cognizant of the Article 9 discussions on extending the share of proceeds to assist in meeting the costs of adaptation to JI and emissions trading, and on the minimization of the adverse effects of climate change. The non-groups should also coordinate where relevant with work being done on adaptation under the subsidiary bodies, and ensure coordination and synergies between the specific financing and mechanisms for adaptation under the Convention, and other mechanisms and processes both inside and outside the climate regime.

Technology

A key element of the post-2012 package will be massively scaled up technology transfer, enabled and supported through the establishment of effective mechanisms and new and additional funding under the UNFCCC and Kyoto Protocol. Work will also need to be done on what factors make mechanisms successful conduits for technology deployment, which can then feed into the mechanisms discussions within the mitigation non-group. Once there is greater clarity on the specific types of mechanisms being proposed, particularly on sectoral approaches and market mechanisms, this issue will need to be revisited by the technology non-group, where discussion of their potential effectiveness will need to take place.

Developed countries must meet their commitments under Article 4.5 of the UNFCCC in regards to promotion and financing of the transfer of environmentally sound technologies, as part of an ambitious agenda for the decarbonization of developing country economies, but also for effective adaptation. Work done under the BAP must pay particular attention to the following questions:

- **Scale of resources:** mobilization of technological and financial resources at a magnitude sufficient to shift investments into environmentally sound, low-carbon technologies that can contribute to sustainable development in developing countries and ensure that global average warming is less than 2 degrees Celsius above pre-industrial levels

- **Technology choices:** investments related to mitigation in the energy sector must be directed primarily into renewable energy and the most efficient and sustainable technologies available, rather than nuclear power and CCS
- **Mechanisms for technology deployment:** factors that make such mechanisms successful conduits for technology deployment, which can then feed into the mechanisms discussions within the mitigation non-group.
- **Governance:** ensure effective, transparent and democratic governance of funding and other mechanisms for technology transfer, involving donor and recipient parties, the private sector and civil society. Such governance is necessary to build trust and enable the full engagement of all countries and actors in the global effort to prevent dangerous climate change
- **Integration of efforts:** ensure coordination and synergies between the specific financing and mechanisms for tech transfer under the Convention, and other mechanisms and processes both inside and outside the climate regime

In 2008, the technology non-group should assess the obstacles to technology development and transfer (paragraph 1d(i)), as identifying problems can assist in the discussion of their solutions. Discussions of ways to accelerate deployment, diffusion and transfer of technologies, 1d(ii), would be an appropriate follow-up to the barriers discussion, as would cooperation on research and development, 1d(iii). Also, considering the effectiveness of mechanisms and tools for technology cooperation in specific sectors (1d(iv)) requires discussions and stocktaking of approaches suitable for measuring the effectiveness.

The COP should approve that work done so far under the EGTT and SBSTA should inform the post 2012 negotiations for technology, and on-going work of these bodies should continually inform, and be informed by, the work under the BAP. In addition, work done under the new SBI technology agenda item should also inform the post 2012 discussions under the BAP.

CAN proposes that the following will facilitate fulfillment of the workplan in 2008:

- In-session workshop on the **scope of technology being discussed under the UNFCCC, the role of other multilateral processes in addressing the technology question and the possible institutional arrangements for the technology mechanisms in the post 2012 package.**
- In-session workshop on the **mechanisms capable of transferring climate-friendly technology at the scale required**
- Submission on **obstacles (including IPR and trade barriers), and ways to overcome them to accelerate technology deployment, as well as transfer and research and development,** followed by an in-session workshop
- Submission on **performance indicators** for measuring, reporting and verifying developed country contributions under Article 4.5.
- Submission on **criteria and tools to assess the effectiveness of mechanisms and tools for technology cooperation in specific sectors,** followed by an in-session workshop

The non-group on technology will need to be aware of the Article 9 discussions on the scope, effectiveness and functioning of the flexibility mechanisms, as these may inform their discussion of effective mechanisms for the scaling up of the development and transfer of technologies.

Financial resources and investment

In 2008, discussion will need to begin on the highly important cross-cutting issue of finance. In CAN's opinion, the discussion on ensuring improved access to adequate, predictable and sustainable financial resources for developing countries, paragraph 1e(i), can be largely integrated with the questions of mobilization of public- and private sector funding and investment, paragraph e(v), becoming a broader discussion of possible sources of financial flows including a clarification of the term "new and additional" resources. The question of public-sector funding opens up the possibility of assessing the effectiveness of the GEF and reviewing its modalities, as well as looking for opportunities for additional finances under the Adaptation Fund. Both paragraphs e(i) and e(v) specifically intersect with the question of consideration of positive incentives for developing countries to support their national mitigation strategies and adaptation actions, paragraph e(ii).

Work will need to be initiated as quickly as possible in building capacity to assess the costs of the adaptation needs of developing countries, e(vi), to ensure that the financial flows discussed are adequate to the needs: this discussion will need to be closely coordinated with the adaptation non-group.

CAN proposes that the following will facilitate fulfillment of the workplan in 2008:

- Submission on the **Secretariat's paper "Investment and Financial Flows to address Climate Change"**², addressing both adaptation and mitigation finance needs, followed by an in-session workshop, to facilitate a decision on the magnitude of finance required at COP14
- Submission on **innovative financing instruments** that could deliver the magnitude of finance required, including for the provision of new and additional resources and funding for adaptation in the particularly vulnerable parties, followed by an in-session workshop
- Submission on **types of positive incentives needed by developing countries to support their domestic mitigation and adaptation actions**, quantifying in financial terms the costs of adaptation and the incremental costs of mitigation that would be required in each country.

As for the other non-groups, the work on finance should inform and be informed by that ongoing under other relevant agenda items.

External processes

The issues of climate change is being explored and debated in fora other than the UNFCCC. CAN thinks that, with the agreement of the COP, appropriate inputs from these processes could be brought into the discussions under the UNFCCC for debate by all Parties.

²http://unfccc.int/files/cooperation_and_support/financial_mechanism/application/pdf/background_paper.pdf