

12 March 2009

ENGLISH/RUSSIAN ONLY

UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE

**AD HOC WORKING GROUP ON FURTHER COMMITMENTS
FOR ANNEX I PARTIES UNDER THE KYOTO PROTOCOL**

Seventh session

Bonn, 29 March to 8 April 2009

Item 3 of the provisional agenda

**Consideration of the scale of emission reductions to be achieved by Annex I Parties
in aggregate**

Item 4 of the provisional agenda

**Contribution of Annex I Parties, individually or jointly, to the scale of emission
reductions to be achieved by Annex I Parties in aggregate**

Items 5 (d), 5 (e), 5 (f) and 5 (h) of the provisional agenda

**Other issues arising from the implementation of the work programme of the Ad Hoc Working Group on
Further Commitments for Annex I Parties under the Kyoto Protocol**

The coverage of greenhouse gases, sectors and source categories

**Common metrics to calculate the carbon dioxide equivalence of anthropogenic emissions by sources and
removals by sinks**

Possible approaches targeting sectoral emissions

Other issues

**Consideration of the scale of emission reductions to be achieved by
Annex I Parties in aggregate, of the contribution of Annex I Parties
individually or jointly, consistent with Article 4 of the Kyoto Protocol, to the
scale of emission reductions to be achieved by Annex I Parties in aggregate,
and of other relevant issues arising from the implementation of the work
programme of the Ad Hoc Working Group on Further Commitments for
Annex I Parties under the Kyoto Protocol as contained in document
FCCC/KP/AWG/2008/8, paragraph 49 (c) ***

Submissions from Parties

1. The Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP), at its resumed sixth session, invited Parties to submit to the secretariat, by 15 February 2009, their views on the following elements of its work programme, as outlined in the report on the session (FCCC/KP/AWG/2008/8, paras. 50 and 56):

- (a) Paragraph 49 (a): “Consideration of the scale of emission reductions to be achieved by Annex I Parties in aggregate”;

* Document FCCC/KP/AWG/2009/MISC.2 (“Views on issues arising from the implementation of the work programme of the Ad hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol, as contained in document FCCC/KP/AWG/2008/8, paragraph 49 (c), that are not covered in document FCCC/KP/AWG/2009/MISC.1”) has been cancelled. The submissions from Parties intended for inclusion in that document are contained here.

FCCC/KP/AWG/2009/MISC.1

GE.09-60428

- (b) Paragraph 49 (b): “Consideration of the contribution of Annex I Parties, individually or jointly, consistent with Article 4 of the Kyoto Protocol, to the scale of emission reductions to be achieved by Annex I Parties in aggregate”;
- (c) Elements of paragraph 49 (c), which begins, “Other issues arising from the implementation of the work programme, with due attention to improving the environmental integrity of the Kyoto Protocol”.

2. The secretariat has received 15 such submissions. In accordance with the procedure for miscellaneous documents, the submissions are attached and reproduced** in the languages in which they were received and without formal editing.

3. The submissions cover the following elements of paragraph 49 (c) of the report of the AWG-KP on its resumed sixth session:

- (a) The duration of the commitment period(s);
- (b) How quantified emission limitation and reduction objectives could be expressed, which includes how the base year is expressed;
- (c) Mitigation potential of Annex I Parties, including factors and indicators underpinning it;
- (d) The coverage of greenhouse gases (GHGs), sectors and source categories;
- (e) Common metrics to calculate the carbon dioxide equivalence of anthropogenic emissions by sources and removals by sinks;
- (f) Possible approaches targeting sectoral emissions;
- (g) How approaches to limit or reduce emissions of GHGs not controlled by the Montreal Protocol from aviation and marine bunker fuels could be used by Annex I Parties as a means to reach their emission reduction targets, taking into account Article 2, paragraph 2, of the Kyoto Protocol;
- (h) Analysis of efforts and achievements to date, including during the first commitment period.

4. Views on other elements of paragraph 49 (c) are compiled in documents FCCC/KP/AWG/2009/MISC.3, FCCC/KP/AWG/2009/MISC.4, FCCC/KP/AWG/2009/MISC.5 and FCCC/KP/AWG/2009/MISC.6.

**These submissions have been electronically imported in order to make them available on electronic systems, including the World Wide Web. The secretariat has made every effort to ensure the correct reproduction of the texts as submitted.

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* This submission is supported by Bosnia and Herzegovina, Croatia, Montenegro, Serbia and the former Yugoslav Republic of Macedonia.

¹ The paper contained in this miscellaneous document has been extracted from a consolidated submission from the Party.

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Сообщение по рассмотрению масштабов сокращения выбросов, которые должны быть достигнуты Сторонами, включенными в приложение I, и распределения соответствующих усилий в области предотвращения изменения климата

в соответствии с пунктом 23 (b) документа FCCC/KP/AWG/2007/5 и пунктом 6 (a) документа FCCC/KP/AWG/2008/L.19

Специальной рабочей группы по дальнейшим обязательствам для Сторон, включенных в Приложение I, согласно Киотскому протоколу

Введение

Республика Беларусь приветствует предложение Специальной рабочей группы по дальнейшим обязательствам для Сторон, включенных в Приложение I, согласно Киотскому протоколу (СРГ-КП) предоставить свои соображения по масштабам сокращения выбросов, которые должны быть достигнуты Сторонами, включенными в Приложение I, в совокупности и по индивидуальному или совместному вкладу Сторон, включенных в Приложение I, в соответствии со статьей 4 Киотского протокола. Беларусь также приветствует предложение СРГ-КП, чтобы Стороны Приложения I выразили мнения в отношении вариантов распределения соответствующих усилий в области предотвращения изменения климата и их вклада в глобальные усилия по достижению конечной цели Конвенции.

Считаем, что участие каждой Стороны в обмене мнениями по указанным вопросам является крайне важным для согласования дальнейших обязательств Сторон, включенных в Приложение I, и для выполнения Программы работ СРГ-КП на 2009 год (пункт 6 (a), FCCC/KP/AWG/2008/L.19).

Соображения по масштабам сокращения выбросов парниковых газов

Республика Беларусь считает, что развитые страны, включенные в Приложение II, должны взять на себя лидерство в достижении коллективного сокращения Сторонами, включенными в Приложение I, выбросов парниковых газов в размере 25-40% к 2020 году по сравнению с уровнем выбросов 1990 года. Подразумевается, что и те развитые страны, которые не являются Сторонами Киотского протокола, также возьмут на себя такое лидерство.

При этом мы убеждены, что без учета национальных особенностей невозможно будет реализовать совокупный потенциал развитых стран по смягчению воздействия на климат. Поэтому мы считаем, что Стороны, входящие в Приложение I, должны создать специальные условия и систему, которые позволят им достичь таких целей в совокупности и с учетом экономических, социальных и технологических возможностей каждой из них в отдельности.

Республика Беларусь отмечает, что страны с переходной экономикой, особенно те страны Восточной Европы, которые не входят в Евросоюз, имеют определенный потенциал сокращения выбросов. Этот потенциал обусловлен наличием устаревших технологий генерации, распределения и потребления энергии, которые все еще характеризуются низкой эффективностью, а также высокой энергоемкостью промышленного производства. В то же время, эти страны имеют отличительные особенности, которые не позволяют реализовать их потенциал в должной мере, а именно:

- ограниченные инвестиционные ресурсы;
- наличие инфраструктурных, технических, социальных и образовательных барьеров для распространения наилучших доступных технологий и возобновляемых источников энергии;

высокие текущие темпы роста ВВП и амбиционные планы преодоления отставания от среднего уровня жизни других развитых стран, входящих в приложение I. Следует ожидать, что в этих обстоятельствах и при отсутствии серьезных стимулов выбросы парниковых газов в этих странах в рамках базовой линии «business as usual» будут продолжать существенно увеличиваться. Поэтому, условия и система, о которых говорилось выше, должны быть основаны на решениях, стимулирующих энергетическую эффективность, энергосбережение и распространение новых технологий, прежде всего, в странах Группы С (см. ниже). Республика Беларусь также убеждена, что указанные выше условия и система должны включать развитие углеродного рынка, активное участие в котором представляет собой экономически эффективный путь достижения намеченной амбициозной цели.

Соображения по распределению усилий в области сокращения выбросов парниковых газов

Республика Беларусь считает, что принцип распределения усилий в области сокращения выбросов парниковых газов среди Сторон, входящих в Приложение I, должен основываться на принципе общей, но дифференцированной, ответственности, т.е. на взвешенном подходе, принимающем во внимание такие факторы, как потенциалы смягчения стран, их возможности в рамках национальных обстоятельств, доступ к механизмам гибкости и историческую ответственность. В этой связи, Республика Беларусь обращает внимание Сторон на различия между тремя реально существующими группами стран, включенными в Приложение I, а именно:

Группа А: страны, включенные в Приложение II, другие западноевропейские страны Евросоюза;

Группа В: новые члены Евросоюза страны Центральной и Восточной Европы, которые завершают переход к рыночной экономике при поддержке наиболее индустриально развитых стран Евросоюза;

Группа С: страны с переходной экономикой, не входящие в Евросоюз.

Беларусь еще раз обращает внимание на особый статус стран с переходной экономикой, особенно стран Группы С. Эти страны уже внесли существенный вклад в смягчение воздействия на климат за период с 1990 по 2008 годы, их выбросы на душу населения наименьшие среди других стран Приложения I. Достижение такого показателя было связано с большими социальными потрясениями и экономическими издержками. В то же время, этот вклад в значительной мере нивелировал существенное увеличение выбросов некоторых стран Приложения II и ряда развивающихся стран, не входящих в Приложение I.

В связи с существенными экономическими потерями в предыдущий период, страны Группы С все еще испытывают значительные сложности в снижении углеродоемкости своих экономик из-за недостатка знаний и опыта в области использования низкоуглеродных технологий и ресурсов для их разработки или приобретения. Эти страны имеют право рассчитывать на помощь других стран Приложения I в соответствии с решениями 3/СР.13 и 9/СР.13, принятыми на 13-й сессии Конференции Сторон.

Республика Беларусь считает необходимым еще раз напомнить о собственном статусе, как Стороны, включенной в Приложение I, но не имеющей доступа к дополнительным финансовым ресурсам, которые обеспечиваются механизмами углеродного финансирования (более подробная информация представлена Республикой Беларусь в Сообщении в соответствии с документом FCCC/KP/AWG/2007/L.6/Rev.1 и параграфом 17 (a) (i) и (ii) документа FCCC/KP/AWG/2006/4). Очевидная несостоятельность процедуры ратификации решения 10/СМР.2 в отношении поправки к Киотскому протоколу ставит Беларусь в значительно более худшие условия по сравнению с другими странами, включенными в Приложение I.

Отдельного рассмотрения требует вопрос адекватного участия в глобальных усилиях по смягчению воздействия на климат стран с переходной экономикой, по тем или иным причинам не входящих в Приложение I. Необходимо разработать максимально благоприятный режим для такого участия указанных стран, в случае если они пожелают принять на себя добровольные обязательства по ограничению выбросов.

Республика Беларусь считает, что при справедливом распределении обязательств между Сторонами, включенными в Приложение I, на пост-Киотский период вышеприведенные соображения должны быть учтены.

Заключение

Только на пути учета национальных особенностей и потенциала Сторон, включенных в Приложение I, можно выстроить эффективную стратегию достижения амбициозных целей сокращения выбросов парниковых газов до 2020 года и создать справедливую систему распределения усилий между странами и группами стран. С этой целью Республика Беларусь предлагает рассмотреть указанные выше группы стран в контексте масштабов сокращения выбросов, которые должны быть достигнуты Сторонами.

Submission on consideration of the scale of emission reductions to be achieved by Annex I Parties and of the allocation of the corresponding mitigation effort

in accordance with documents FCCC/KP/AWG/2007/5 para 23 (b) and FCCC/KP/AWG/2008/L.19 para 6 (a) of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol

Introduction

The Republic of Belarus welcomes the proposal of Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP) to provide its views on the consideration of the scale of emissions to be achieved by Annex I Parties, individually or jointly, consistent with Article 4 of the Kyoto Protocol, to the scale of emission reductions to be achieved by Annex I Parties in aggregate and other relevant issues arising from the implementation of the work programme of the AWG-KP. The Republic of Belarus also welcomes suggestion of AWG-KP to Annex I Parties to express opinions on options for allocation of corresponding efforts in the field of climate change mitigation and their contribution in global efforts aiming to achieve ultimate goal of the Convention.

We consider that participation of each Party in exchange of views concerning these tasks is of utmost importance for agreeing in further commitments for Annex I Parties under the Kyoto Protocol and implementation of Work programme for 2009 of AWG-KP as per FCCC/KP/AWG/2008/L.19 para 6 (a).

Consideration of the scale of emission reduction

The Republic of Belarus considers that developed Annex II Parties should take a lead in achievement of joint emission reduction of Annex I Parties at the level of 25-40 per cent up to 2020 compared to level of 1990. It implies that those developed countries, which are not Parties to the Kyoto Protocol, will also take a lead in that.

At the same time, we are convinced that without consideration of national circumstances it is impossible to implement aggregate climate change mitigation potential of developed countries. Therefore, we consider that Annex I Parties should elaborate special conditions and a system allowing achievement of such targets in aggregate and with consideration of economic, social and technological capabilities of every separate country.

The Republic of Belarus admits that the countries with economy in transition, especially the Eastern European countries, which are not EU members, have certain emission reduction potential. This potential is conditioned by outdated technologies of energy regeneration, distribution and consumption, which are still characterized by low efficiency and high energy intensity of industrial production in these countries. At the same time, these countries have distinctive peculiarities that do not allow implementing their potential to proper extent, namely:

- Limited investment resources;
- Presence of infrastructural, technical, social and educational barriers for deployment of the best available technologies and renewable energy sources;
- High current rate of GDP growth and ambitious plans on overcoming of gaps with average living standard of other developed Annex I Parties.

It ought to be expected that under these circumstances and without serious incentives, the GHG emissions of these countries in the framework of «business as usual» will continue to grow substantially. Therefore, the conditions and system stated above should be based on decisions stimulating energy

efficiency, energy saving and modern technologies transfer, and the more so, first of all, in the countries of Group C (see below).

The Republic of Belarus is also convinced that the above stated conditions and system should include carbon market development, active participation in which constitutes economically efficient way of achievement of the planned ambitious target.

Consideration of allocation of efforts in GHG emission reduction

The Republic of Belarus considers that a principle of distribution of efforts in the field of GHG emission reduction among Annex I Parties should be based on the principle of common but differentiated responsibility, i.e. on a balanced approach taking into consideration such factors as country climate change mitigation potentials, their capabilities under national circumstances, access to flexible mechanisms and historic responsibility.

In this connection, the Republic of Belarus calls attention of the Parties to the differences between three actually existing groups of Annex I parties, namely:

- Group A: Annex II parties and other Western European EU members;
- Group B: new EU members – the countries of Central and Eastern Europe, which are finishing their transition to market economy supported by the most industrially developed EU members;
- Group C: countries with economy in transition, non-EU members.

Belarus once again calls attention to a special status of countries with economy in transition, particularly of Group C. These countries have already made a contribution to climate change mitigation during the period of 1990 to 2008; their emissions per capita are the lowest among other Annex I Parties. Achievement of such rate was connected to huge social commotion and economic expenses. At the same time this contribution has in a great measure diminished considerable increase of emissions of some Annex II Parties and of a range of developing countries, non Annex I Parties.

Based on considerable economic losses in the previous period the countries from Group C still experience considerable problems in reduction of carbon intensity of their economies due to lack of knowledge and experience in the field of utilization of low-carbon technologies and shortage of resources for their development or purchase. These countries have right to look for support of other Annex I Parties in accordance with decisions 3/CP.13 and 9/CP.13 adopted by the Conference of the parties at its 13-th Session.

The Republic of Belarus considers being necessary to remind once again about its own status as Annex I Party without access to additional financial resources from carbon financing mechanisms (more detailed information is submitted by the Republic of Belarus in accordance with documents FCCC/KP/AWG/2007/L.6/Rev.1 and FCCC/KP/AWG/2006/4 para 17 (a) (i) and (ii)). Obvious failure of procedure of ratification of decision 10/CMP.2 regarding amendment to the Kyoto Protocol puts Belarus in considerable worse conditions in comparison to other Annex I Parties.

An issue of adequate participation in global climate change mitigation efforts for the countries with economy in transition, non Annex I Parties due to some reasons, is worth a separate consideration. It is necessary to elaborate maximum favorable treatment for participation of such countries in case if they wish to adopt voluntary emission reduction commitment.

The Republic of Belarus considers that upon fair allocation of commitments among the Annex I Parties for the post-Kyoto period the views stated above should be taken into account.

Conclusion

Only through consideration of national circumstances and potential of Annex I Parties, the effective strategy of achievement of ambitious targets of GHG emission reduction until 2020 can be elaborated and a fair system of allocation of efforts among countries and groups of countries can be developed. For this purpose the Republic of Belarus suggests considering above stated groups of countries in context of a scale of emission reduction to be achieved by the Parties.

PAPER NO. 1B: BELARUS

Сообщение по остальным вопросам, возникающим в связи с осуществлением программы работ СРГ-КП

в соответствии с документом FCCC/KP/AWG/2008/L.19 пункт 12
Специальной рабочей группы по дальнейшим обязательствам согласно Киотскому протоколу для Сторон, включенных в Приложение I

Введение

Республика Беларусь приветствует предложение Специальной рабочей группы по дальнейшим обязательствам (СРГ-КП) предоставить свои соображения по другим вопросам, поднятым Сторонами в отношении согласования дальнейших обязательств для Сторон, включенных в Приложение I, согласно Киотскому протоколу. Мы полагаем, что участие каждой Стороны в обмене опытом и предложениями с уделением должного внимания улучшению экологической целостности Киотского протокола является очень важным в переговорном процессе, определяющем контуры будущего международного соглашения об изменении климата.

Соображения и информация представлены ниже в той последовательности, в которой они изложены в параграфе 5(с) документа FCCC/KP/AWG/2008/L.19.

Соображения по всем остальным вопросам для их компиляции в документе категории Misc

i) Продолжительность периода(ов) действия обязательств

Республика Беларусь считает, что период действия последующих обязательств должен быть распространен до 2020 года включительно. Предложение основывается на имеющихся у многих стран индикаторах 2020 года и указанных МГЭИК целевых параметрах 2020 года. Более длительный период обязательств позволит вовлечь в углеродный рынок больший спектр проектов, включая проекты сектора ЗИЗЛХ. Кроме того, Сторонами могут быть также зафиксированы индикативные показатели по обязательствам до 2050 года.

ii) Возможные способы выражения определенных количественных целей в области ограничения и сокращения выбросов, включая способы определения базового года

Республика Беларусь хотела бы отметить, что система установления и наблюдения за выполнением обязательств, включая способы определения базового года, заложенная в Киотском протоколе, на данном этапе показывает свою работоспособность и эффективность, и мы предлагаем ее совершенствовать без внесения кардинальных изменений. Более того, критерии соблюдения и система учета количественных обязательств интегрирована в систему обязательств и учета РКИК ООН и на данный момент они представляют собой целостную и прозрачную систему ответственности.

Республика Беларусь считает, что единственной областью, требующей существенных изменений, является сектор ЗИЗЛ. Этот сектор отличается от других особенными консервативными показателями воздействия на климат, которые при выполнении мероприятий по восстановлению или консервации поглотителей в первый пятилетний период ответственности могут показать даже рост выбросов парниковых газов, но в последующие периоды – их значительное и устойчивое сокращение. При установлении последующих обязательств необходимо учитывать эти особенности.

iii) Имеющийся у Сторон, включенных в приложение I, потенциал в области предотвращения изменения климата, включая лежащие в его основе факторы и показатели

При оценке потенциала смягчения воздействия на климат Республика Беларусь предлагает основываться на наиболее вероятном из возможных сценариев развития при всестороннем учете национальных обстоятельств. Учет национальных обстоятельств должен включать:

- Анализ планов развития национальной экономики для определения базовой динамики выбросов, основанной на «business as usual»;
- Анализ наличия доступных финансовых ресурсов при заданных объемах планируемой деятельности по предотвращению выбросов;
- Анализ скорости диффузии наилучших доступных технологий в имеющихся социально-экономических условиях;
- Анализ барьеров и доступных средств их преодоления с перспективным использованием механизмов углеродного финансирования.

Республика Беларусь призывает страны выполнить всестороннее исследование своих национальных обстоятельств, ограничивающих их потенциал смягчения воздействия на климат, и представить его в СРГ-КП для анализа и обобщения с целью выработать совместные меры для устранения существующих барьеров и оценки масштабов сокращений выбросов, которые должны быть достигнуты Сторонами, включенными в Приложение I, в совокупности.

Что касается национального потенциала Республики Беларусь в области предотвращения изменения климата, то страна подтверждает свою позицию, изложенную в документе FCCC/KP/AWG/2008/MISC.4, и, учитывая национальные обстоятельства и отсутствие в настоящее время возможности использования механизмов гибкости Киотского протокола, связанное с исключительно медленным процессом ратификации белорусской поправки к Киотскому протоколу, устанавливающей нашей стране количественные обязательства (решение 10/СМР.2), на следующий период ответственности будет принимать на себя обязательства адекватные национальным возможностям.

Детальная информация по вопросу потенциала смягчения воздействия на климат Республики Беларусь будет представлена в рамках сессионного семинара СРГ-КП на ее седьмой сессии.

iv) Улучшение торговли выбросами и основанных на проектах механизмов

Республика Беларусь считает, что углеродный рынок и в дальнейшем должен развиваться, обеспечивая больше стимулирующих мотивов для смягчения воздействия на климат. Свои соображения и информацию по вопросам возможного усовершенствования механизмов углеродного рынка Республика Беларусь представила в отчете «Сообщение по вопросам улучшения торговли выбросами и проектных механизмов» от 6 февраля 2009 года.

v) Определения, условия, правила и руководящие принципы для подхода к ЗИЗЛХ в ходе второго периода действия обязательств

Республика Беларусь считает необходимым значительно активизировать деятельность по смягчению воздействия на климат и охрану окружающей среды в рамках проектов в секторе ЗИЗЛХ в течение второго периода действия обязательств. Это потребует радикального изменения существующего подхода к учету поглощения и выбросов углерода с переходом к определению баланса углерода на всех землях без исключения. Мы предлагаем найти компромисс между теоретически возможным и технически осуществимым учетом такого баланса и установить приемлемую для Сторон степень неопределенности. Необходимо также устранить противоречия между системой учета поглощения и выбросов углерода в секторе ЗИЗЛХ и системой учета выпуска в обращение и транзакций углеродных единиц в Национальных реестрах и Международном журнале транзакций.

Другие свои соображения и информацию по основным вопросам этого пункта, в частности по вопросам восстановления и сохранения деградированных торфяников, мы представили в

отчете «Сообщение по вопросам определений, условий, правил и руководящих принципов для режима осуществления деятельности в секторе ЗИЗЛХ во втором периоде обязательств» от 15 февраля 2009 года.

viii) Правовые вопросы, вытекающие из мандата СРГ-КП согласно пункту 9 статьи 3 Киотского протокола

Свои соображения и информацию по данному вопросу мы представили в отчете «Правовые последствия, возникающие в связи с исполнением СРГ-КП пункта 9 статьи 3 Киотского протокола» от 15 февраля 2009 года.

ix) Рассмотрение информации о потенциальных экологических, экономических и социальных последствиях, в том числе о побочном воздействии, средств, политики, мер и методологий, имеющихся в распоряжении Сторон, включенных в приложение I

Свои соображения и информацию по данному вопросу мы представили в отчете «Анализ потенциальных экологических, экономических и социальных последствий, в том числе побочного воздействия, средств, политики, мер и методологий, имеющихся в распоряжении Сторон, включенных в Приложение I» от 15 февраля 2009 года.

x) Возможные подходы в отношении секторальных выбросов

Республика Беларусь считает, что секторальные обязательства не должны заменять национальные обязательства. Мы предлагаем, чтобы секторальный подход мог реализовываться параллельно с обязательствами по сокращению, принятыми страной в целом. Условия, правила и критерии для принятия и учета выполнения секторальных обязательств могут быть определены позже в новых «Марракешских соглашениях».

xi) Анализ предпринятых усилий и достигнутых к настоящему времени результатов, в том числе в ходе первого периода действия обязательств

Республика Беларусь считает необходимым провести полноценный анализ предпринятых усилий и достигнутых результатов в ходе первого периода действия обязательств.

В тоже время, Республика Беларусь настаивает на скорейшем рассмотрении и разрешении уже известных проблем. В частности, необходимо поднять вопрос о негибкости международных процедур, заложенных в Киотский протокол и практически блокирующих внесение поправок в Киотский протокол. Так, например, Республика Беларусь, согласно решению 10/СМР.2, приняла на себя количественные обязательства по ограничению выбросов, в том числе и дополнительные обязательства по увеличению обязательного резерва, и выполняет их в рамках национальной стратегии по предотвращению изменения климата. Однако, формальная регистрация этих обязательств в Приложении Б к Киотскому протоколу связана с международным процессом ратификации поправки к протоколу. Процесс ратификации поправки оказался непозволительно медленной процедурой, лишаящей страну доступа к механизмам углеродного финансирования практически на весь период действия обязательств. Республика Беларусь считает несправедливым подход, который не позволяет отдельной стране Приложения I перенести на следующий период ответственности результаты уже затраченных усилий по наращиванию потенциала смягчения воздействия на климат в соответствии с взятыми обязательствами, как это могут делать другие страны Приложения I в соответствии с пунктом 13 статьи 3 Киотского протокола.

Заключение

Существует ряд вопросов, которые не охвачены или мало затронуты в процессе обмена мнениями между Сторонами в рамках СРГ-КП относительно существа и принципа согласования будущего режима обязательств. Республика Беларусь, в дополнение к уже высказанным соображениям и материалам, направленным на рассмотрение Сторон, еще раз акцентирует

внимание на вопросах, связанных с необходимостью решения проблем в секторе ЗИЗЛХ, учетом национальных обстоятельств при определении потенциала смягчения воздействия на климат, анализом положительных и негативных результатов первого периода, и других важных аспектах переговорного процесса.

Submission on issues arising from the implementation of the work programme of AWG-KP

in accordance with document FCCC/KP/AWG/2008/L.19 para 12
of the Ad Hoc Working Group on Further Commitments
for Annex I Parties under the Kyoto Protocol

Introduction

The Republic of Belarus welcomes the proposal of Ad Hoc Working Group on Further Commitments to provide its views on other issues raised by the Parties regarding coordination of further commitments for Annex I Parties under the Kyoto Protocol. We suppose that participation of each Party in sharing its experience and views with deep consideration of improvement of environmental integrity of the Kyoto Protocol is very important in negotiating process that determines the framework of future climate change agreement.

Views and proposals are presented below in the sequence as they are stated in para 5(c) of document FCCC/KP/AWG/2008/L.19.

Views on other issues for their compilation into a miscellaneous document

i) The duration of the commitment period (s)

The Republic of Belarus considers that duration of subsequent commitments should be extended till 2020 inclusive. The suggestion is based on indicators of year 2020 existing in many countries and stated by IPCC target indicators of year 2020. More prolonged commitment period will allow involve in carbon market a wider range of projects including projects in LULUCF. Moreover, the Parties can fix indicative commitments till 2050.

ii) How quantified emission limitation and reduction objectives could be expressed, which includes how the base year is expressed

The Republic of Belarus would like to admit that system of establishment and monitoring of commitment fulfillment, including methods of base year determination, established in the Kyoto protocol at the current stage shows its efficiency and workability and we suggest improving it rather than principally change it. Moreover, the compliance criteria and system of accounting of quantified commitments has been integrated in UNFCCC system of commitments and accounting and nowadays represents integral and transparent liability system.

The Republic of Belarus considers that the only sector requiring substantial changes is the LULUCF sector. This sector differs from the others by special conservative climate impact indicators which during implementation of activities in restoration or conservation of sinks in the first 5-year commitment period can show even GHG emission growth but during the following periods it present their sustainable and considerable reduction. While establishing the subsequent commitments it is necessary to consider these peculiarities.

iii) Mitigation potential of Annex I Parties, including factors and indicators underpinning it

Assessing climate change mitigation potential, the Republic of Belarus suggests basing it on the most feasible development scenario considering comprehensive consideration of national circumstances. Consideration of national circumstances should include:

- Analysis of national economy development plans for determination of basic emission dynamics, based on «business as usual»;

- Analysis of availability of financial resources for intended scope of planned emission abatement measures;
- Analysis of diffusion speed of best available technologies in existing socio-economic conditions;
- Analysis of barriers and available means for their overcoming with perspective utilization of carbon financial mechanisms.

The Republic of Belarus urges the Parties to implement comprehensive investigation of their national circumstances, limiting their climate change mitigation potential, and submit it to AWG-KP for analysis and compilation for the purpose of elaboration of joint measures for elimination of existing barriers and assessment of scale of emission reduction, which should be achieved by the Annex I Parties in aggregate.

As to the national climate change mitigation potential of the Republic of Belarus, the country confirms its position stated in document FCCC/KP/AWG/2008/MISC.4, and, taking into consideration national circumstances and absence at the moment of possibility to use the flexible Kyoto mechanisms, what is connected to exceptionally slow process of ratification of the Belarusian amendment to the Kyoto protocol establishing the quantified commitment for our country (decision 10/CMP.2), the Republic of Belarus will adopt commitments for the subsequent commitment period adequate to national capabilities.

Detailed information on climate change mitigation potential of the Republic of Belarus will be presented in the framework of in-session AWG-KP workshop at its seventh session.

iv) Improvement to emissions trading and the project-based mechanisms

The Republic of Belarus considers that carbon market should continue to develop providing more incentives for climate change mitigation. Views and proposals on possible improvement of carbon market mechanisms the Republic of Belarus has presented in “Submission on improvements to emissions trading and the project based mechanisms” dated February 6, 2009.

v) The definitions, modalities, rules and guidelines for the treatment of land use, land-use change and forestry (LULUCF) in the second commitment period

The Republic of Belarus considers it to be necessary to promote climate change mitigation and environmental protection activities in LULUCF sector in the second commitment period. This requires drastic change of existing approach to accounting of carbon emission and absorption with transition to determination of carbon balance at all lands without exception. We suggest finding compromise between theoretically possible and technically achievable accounting of such a balance and set up an uncertainty level acceptable for Parties. It is necessary also to eliminate discrepancies between the accounting system for carbon absorption and emission in LULUCF sector and the accounting system for issuance and transactions of carbon units in National Registries and ITL.

Other views and proposals concerning basic issues of this paragraph, particularly the issues of restoration and conservation of degraded peatlands, we have presented in “Submission on definitions, modalities, rules and guidelines for the treatment of land use, land-use change and forestry (LULUCF) in the second commitment period” dated February 15, 2009.

viii) Legal matters arising from AWG-KP mandate pursuant to Article 3, paragraph 9 of the Kyoto Protocol

Views and proposals on this issue we have presented in “Submission on legal implications arising from the work of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol” dated February 15, 2009.

ix) Consideration of information on potential environmental, economic and social consequences, including spillover effects, of tools, policies, measures and methodologies available to Annex I Parties

Views and proposals on this issue we have presented in “Submission on consideration of information on potential environmental, economic and social consequences, including spillover effects,

of tools, policies, measures and methodologies available to Annex I Parties (AWG-KP)” dated February 15, 2009.

x) Possible approaches targeting sectoral emissions

The Republic of Belarus considers that sectoral commitments should not in any case replace national commitment. We suggest that the sectoral approach could be implemented as an alternative in parallel to emission reduction commitments assumed by the country *en masse*. Condition, rules and criteria for adoption of accounting of fulfillment of sectoral commitments can be determined later in a “new Marrakesh Accords”.

xii) Analysis of efforts and achievements to date, including during the first commitment period

The Republic of Belarus considers that it is necessary to conduct full-fledged analysis of efforts and achievements that are taking place in the first commitment period.

At the same time, the Republic of Belarus insists on fastest possible review and resolving of the known problems. In particular, it is necessary to raise an issue of non-flexibility of international procedures established by the Kyoto Protocol, which are practically blocking any amendment to the Kyoto Protocol. For example, the Republic of Belarus, pursuant to decision 10/CMP.2, adopted quantified commitments, including additional commitments increasing the country’s commitment reserve and fulfills them in the framework of national climate change mitigation strategy. However, formal registration of this commitment in Annex B to the Kyoto Protocol is subject to ratification of the amendment to the Protocol. The process of amendment ratification appeared to be inexcusably slow procedure that deprives the country of the access to carbon financing mechanisms almost for the whole first commitment period. The Republic of Belarus considers it to be unfair approach which does not allow an Annex I Party to transfer the results of its climate change mitigation efforts as per assumed commitments to the subsequent commitment period, although the other Annex I Parties, in contrary, can do this pursuant to para 13 Article 3 of the Kyoto Protocol.

Conclusion

There are some issues concerning essence and principles of coordination of the subsequent commitment regime, which are not covered or less touched in the opinion exchange process between Parties in the framework of AWG-KP. The Republic of Belarus, in addition to expressed views and opinions submitted for review by the Parties, emphasizes the issues connected to extension of commitments in LULUCF, consideration of national circumstances in determination of climate change mitigation potential, analysis of the experiences gained during the first commitment period, and other important aspects of the negotiating process.

PAPER NO. 2: CROATIA

**Information on issues identified in paragraph 49 of document
FCCC/KP/AWG/2008/8**

(a) When determining the range of its commitments with regard to greenhouse gas emission reductions, Croatia refers to the Convention's basic principles: *Common but differentiated responsibility, and enabling further economic development in a sustainable manner*. The reduction range of 25-40 % for Annex I countries as established in the 4th IPPC report implies also a significant deviation from the business-as-usual scenario (BAU) all over the world. The Convention's basic principles refer to all countries, both Annex I and non-Annex I countries. Consideration of the reduction range of 25-40 % for current Annex I countries is contrary to the Convention's principles, and, furthermore, this reduction range cannot be achieved with the available technologies and in the period until 2020. It should be pointed out that among Annex I countries there is a huge difference in economic possibilities and likewise such large differences are also observed in non-Annex I countries. Among non-Annex I countries, there are countries with very high GDP and emissions which have still not undertaken emission reduction commitments. A division into Annex I countries and non-Annex I countries was established almost two decades ago and does not reflect the current status with regard to economic potential for action and to emissions. With reference to the indicated, we expect Annex I to be expanded to countries which in terms of economic development and emissions have reached Annex I countries, and that these countries also undertake quantified commitments. It is expected also that the departure from the BAU scenario in developing countries be certain. In this way current Annex I countries with low GDP and emissions would be enabled to undertake commitments in a range in line with their specific circumstances and possibilities. This would lead to a wider range of reduction commitments for Annex I countries.

(b) It should be taken into account that at this moment for EU accession states it is more difficult to state a quantified target since this target might vary from the commitments within the association, which will be mandatory for new member state.

(c)

(i) In view of available technologies (CCS) and the time necessary for applying certain technologies (construction of nuclear power plants) short term target does not provide sufficient time for wider implementation for those technologies, as is not sufficient for radical economic and social changes towards low carbon economy.

(ii) We suggest that the year 1990 and the current system for determining the base year be kept.

(iii) We deem the indicators from document FCCC/TP/2007/1 to be relevant; however, it is necessary to give stronger consideration to indicators which are specific for individual states (climate variability), or aggregated indicators as were provided in recent OECD/IEA document, „Differentiating climate change in terms of mitigation commitments, action and support”.

(iv) Experience has shown that small Annex I countries have difficulties in using mechanisms due to a lack of institutional and other capacities. Croatia relies on implementation of domestic measures, while the application of mechanisms would be risky. For their effective application global market establishment would be necessary.

Emission trading system should also be applied in a wider sense in terms of quantified emission determination for certain sectors (small industry, households, services, transport, agriculture, waste).

With regard to sectors which major emission sources; a global market should be enabled. In the proposed manner the issue of competitiveness, emission transfer and other negative effects of emission reduction measures would be addressed. The other possible solution would be to determine target technological standards for emission intensive sectors.

Croatia has set the national goal that by 2020 it would:

- increase the share of renewable energy in the total and gross final energy consumption from 12% in 2005 to 20%,
 1. increase the share of renewable energy sources in electricity generation to 36%,
 2. increase the share of biofuels in transport to 10%,
 3. increase of the share renewables in cooling and heating for 16,6 %,
 4. increase energy efficiency by 9% compared to the 2001-2005 average.

Emission projections show that Croatia cannot achieve emission reduction targets of 25-40% through its own measures. To achieve this range, extensive emission purchase would be necessary. Analysis has shown that already for a reduction by 15% in relation to 1990 costs amount to 2.2-3.1% of Croatian GDP (2006).

This winter, Croatia has, like other European countries, faced the gas supply crisis, which revealed the necessity of resolving the issue of gas supply security and the significance of diversification of energy supply sources.

PAPER NO. 3: CZECH REPUBLIC ON BEHALF OF THE EUROPEAN COMMUNITY
AND ITS MEMBER STATES

This submission is supported by Bosnia and Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Montenegro and Serbia.

AWG-KP: Consideration of the scale of emission reductions to be achieved by Annex I Parties in aggregate; Consideration of the contribution of Annex I Parties, individually or jointly, consistent with Article 4 of the Kyoto Protocol, to the scale of emission reductions to be achieved by Annex I Parties in aggregate; Other issues arising from the implementation of the work programme, with due attention to improving the environmental integrity of the Kyoto Protocol.

Prague, 11 February 2009

The EU provides further views on issues important to completing the mandate of the AWG-KP in response to the invitation at its resumed 6th Session. We have focused on the issues agreed in the AWG-KP work programme for 2009 as concluded upon in Poznan¹. This work must be coordinated with and proceed in harmony with the AWG-LCA to maximize synergies towards a global and comprehensive agreement in 2009.

Consideration of the scale of emission reductions to be achieved by Annex I Parties in aggregate [5(a)]

The EU provided views on this in its submission of 15 September 2008² as well as during the in-session workshop in Poznan. These are briefly summarized:

- Developed countries should continue to take the lead by **committing to collectively reducing their emissions of greenhouse gases (GHGs) in the order of 30% by 2020 compared to 1990**, consistent with the range of 25-40% as included in the IPCC AR4.
- This constitutes a key contribution to global efforts aimed at a **peak in global GHG emissions by 2020 and a decline to below 50% of 1990 levels by 2050** in order to limit global mean temperature increase to not more than 2°C above pre-industrial levels.

Duration of the commitment period [5(c)(i)]

Both fair and effective mid-term emission reduction targets for developed countries and nationally appropriate mitigation actions by developing countries will form cornerstones of the Copenhagen agreement. In this context the year 2020 has been much analyzed for the current negotiations.

As the AWG-KP has already agreed there should be no gap between the first and subsequent commitment periods, the second commitment period should thereby start in 2013. Further emission reduction commitments should contribute to a higher degree of certainty for climate policy making in developed countries. New QELROs should therefore be negotiated at least for the period up to 2020. To

¹ paragraph 5 of document FCCC/KP/AWG/2008/L.19

² as contained in document FCCC/KP/AWG/2008/MISC.4

ensure effectiveness of the new agreement there should be intermediate assessments of Parties' performance.

For example, the EU in its domestic climate and energy package established an 8-year period for reduction targets, i.e. 2013-2020 with an allocation of emission quotas for each year from 2013 to the 2020 and an annual assessment of compliance so that in 2020 a reduction in GHG emissions of 20% below 1990 is reached.

Such an approach ensures an effective pathway for emission reductions towards the envisaged mid-term target. It allows for keeping close track of progress in emission reductions in different countries and sectors.

The EU is open to discuss possible other options that may seem appropriate as negotiations proceed.

How QELROs could be expressed, which includes how the base year is expressed [5(c)(ii)]

The two key considerations for expressing QELROs are:

- i) the total quantity of emission allowances allocated to Annex I countries in 2020 should be 30% lower than emission levels in 1990.
- ii) if individual Party QELROs would be expressed in relations to a more recent base year, this should not lead to a reduced level of ambition of commitments.

Analysis of efforts and achievements to date, including the first commitment period of the Kyoto Protocol [5(c)(xii)]

The EU is on track to reach the Kyoto target for 2008-2012

Under the Kyoto Protocol, the EU-15 has agreed to reduce its greenhouse gas (GHG) emissions by 8% by 2008–12 compared to base year levels. Based on the latest available inventory data of 2006, total GHG emissions in the EU-15 were 2.7% below base year emissions without Land Use, Land Use Change and Forestry (LULUCF). Since 1990, the EU-15 economy (expressed as GDP) grew by almost 40%. In 2006, EU-15 GHG emissions decreased by 0.8% compared to 2005 while the EU-15 economy grew by 2.8%.³

Projections indicate that the Community will reach its Kyoto target. In addition, the sectors covered by the EU ETS are also expected to contribute 3.3% of reductions - currently not fully captured in the projected estimates.

Total EU-27 GHG emissions were, in 2006, 10.8% below base year levels without emissions and removals by LULUCF and 0.3% lower compared to 2005. The EU-27 economy grew by 3.0% in 2006.

In addition, EU buyers have cumulatively accounted for nearly three-fourth of the primary CDM and JI market since 2002⁴.

In December 2008 EU adopted its “climate and energy package”. The package includes a unilateral commitment to reduce EU-27 GHG emissions by at least 20% by 2020 compared to 1990 levels and by 30% provided that other developed countries commit themselves to comparable emission reductions and that economically more advanced developing countries contribute adequately according to their

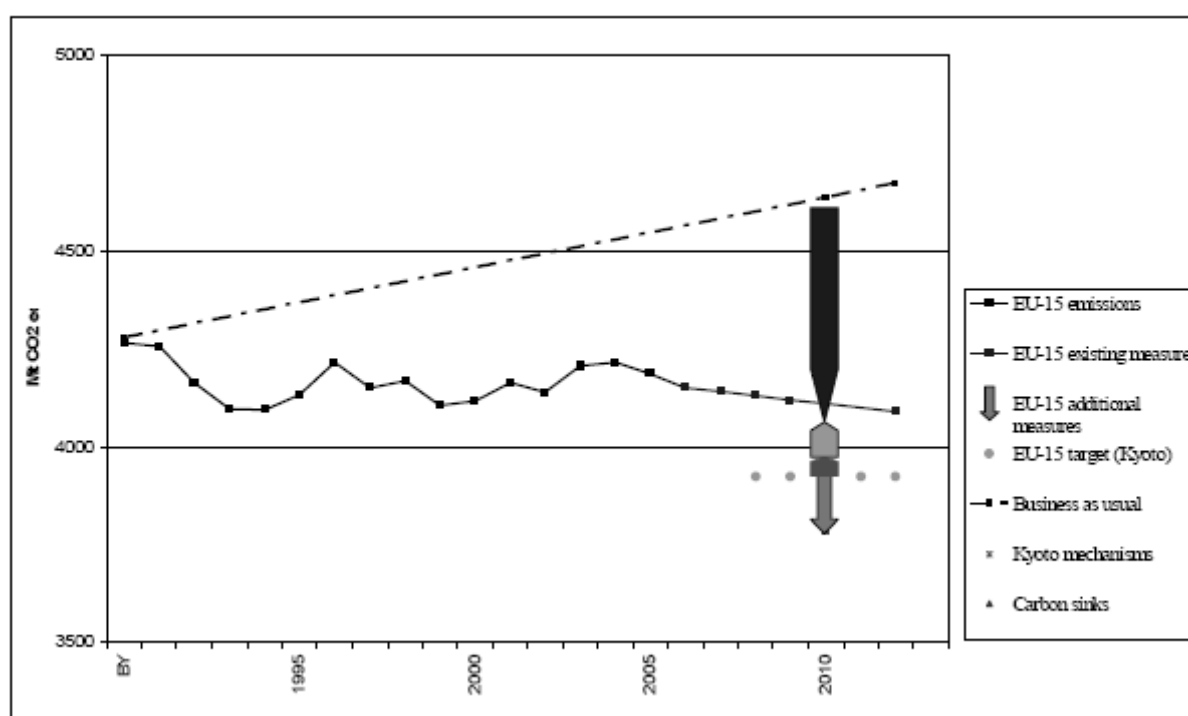
³ Note that countries which joined the European Union since 2004 had separate reduction targets and some of them also different base years.

⁴ Capoor, K, Ambrosi, M. (2008): State and Trends of the Carbon Market 2008. World Bank.

responsibilities and respective capabilities. These goals will be achieved mainly through legislation adopted in December 2008:

- a) Improved emissions trading system (ETS),
- b) Emission reduction targets for sectors not covered by the ETS (e.g., agriculture, buildings, transport, waste),
- c) Binding targets for increasing the share of renewables in the energy mix (20% by 2020),
- d) New emission limits for passenger cars,
- e) New rules on carbon capture and storage and on environmental subsidies,
- f) Fuel quality directive that places obligations on fuel suppliers to produce 'cleaner' fuels and rules for introduction of vehicles and machinery that pollute less.

Figure 1: Actual and projected emissions for EU-15



Analysis of possible surplus of AAUs resulting from the first commitment period of the Kyoto Protocol

Scenarios for emission pathways generally do not take into account the effect of surplus Assigned Amount Units (AAUs) being banked for compliance with emission reduction targets in a future period.

Table 1 shows estimates of potential surplus or deficit of AAUs for Annex I countries based on simplifying assumptions⁵. The aggregate potential surplus from Parties to the Kyoto Protocol is around

⁵ 2008-2012 average emission levels are assumed to remain at the level of 2006 emissions; countries with a deficit (i.e. emission levels above the reduction target under the Kyoto Protocol for the period 2008-2012) acquire AAUs from countries with a surplus for compliance; credits generated through CDM are ignored in this analysis as well as any emission rights generated through a net sink in the LULUCF sectors. Note that emission rights generated through the Joint Implementation Mechanism are actually converted AAUs and as such do not change the total amount of available emission rights.

7.4 billion AAUs over the period 2008-2012. This represents around 40% of 1990 emissions for all Annex I countries.

Further analysis is needed on the possible surplus of AAUs or other units/credits from the period 2008-2012, this should be taken into account when considering necessary scale of emission reductions to be achieved by developed countries in aggregate in order to ensure an effective carbon market and progress towards our 2°C objective.

Table 1: Potential annual surplus or deficit of AAUs over the period 2008 - 2012

	Target 2008-2012	Base year emissions (Mt)	1990 emissions (Mt)	2006 emissions (Mt)	2008-2012 Average annual target in absolute emissions	Estimated average annual surplus (+), deficit (-)
EU 15	-8%	4266	4244	4151	3924	-227
EU 10 ⁶	-7,7%	1499	1322	979	1388	410
Russia	0%	3323	3326	2190	3323	1133
Ukraine	0%	921	922	443	921	478
Iceland	+10%	3	3	4	4	-1
Norway	1%	50	50	54	50	-3
Switzerland	-8%	53	53	53	49	-5
New Zealand	0%	62	62	78	62	-16
Australia ^a	+8%	516	416	536	557	21
Japan	-6%	1261	1272	1340	1186	-154
Canada	-6%	594	592	721	558	-162
USA	-7%	6135	6135	7017	5706	-1312
Surplus (+) or Deficit (-)						
<p>Source: UNFCCC GHG inventory data http://unfccc.int/ghg_data/ghg_data_unfccc/time_series_annex_i/items/3841.php http://unfccc.int/ghg_data/kp_data_unfccc/base_year_data/items/4354.php</p> <p>^a For Australia, the base year data includes emissions from LULUCF according to Art. 3.7 of the Kyoto Protocol⁷ ^bdata without LULUCF and the use of the Kyoto mechanisms.</p>						

⁶ Note that countries which joined the European Union since 2004 had separate reduction targets and some of them also different base years. The figure for EU10 is reported here for illustration only and does not have any legal basis.

⁷ This figure for Australia needs to be adjusted once their AAU report is approved by the UNFCCC.

Consideration of the contribution of Annex I Parties, individually or jointly, consistent with Article 4 of the Kyoto Protocol, to the scale of emission reductions to be achieved by Annex I Parties in aggregate [5(b)]

The EU has provided initial views on this in its submission of 15 September 2008⁸ as well as during the in-session workshop in Poznan.

Allocation of commitments by developed countries beyond 2012 should acknowledge relevant differences between Parties. These differences relate to such factors as mitigation potentials, capability (relating e.g. to the ability to pay for both domestic mitigation actions and supplemental mitigation efforts abroad), national circumstances (e.g. priority consideration should be given to those national circumstances not easily changed, such as population trends and natural endowments) and responsibility (which relates to e.g. per capita emissions and emission intensity).

As a consequence, allocation of the mitigation effort should result, inter alia, in a narrowing of differences in per capita emissions and emission intensities of developed country economies and should result in comparable cost of mitigation for different countries. The mitigation efforts and achievements undertaken by developed countries should also be taken into account.

The EU considers these factors of high relevance for the discussion of comparability of mitigation efforts under paragraph 1 (b) (i) of the Bali Action Plan in the context of the AWG-LCA. Similar indicators may also inform the discussion on nationally appropriate mitigation action by developing countries under paragraph 1 (b) (ii) of the Bali Action Plan in the context of the AWG-LCA.

Mitigation potential of Annex I Parties, including factors and indicators underpinning it [5(c)(iii)]

The EU has provided initial views on this issue in its submission of 15 September 2008 on the potential environmental, economic and social consequences, including spillover effects, of tools, policies, measures and methodologies available to Annex I Parties (as contained in document FCCC/KP/AWG/2008/MISC.4) as well as during the resumed 6th Session of the AWG-KP in particular the in-session workshop held on this matter. These views are briefly summarized below.

QELROs in the order of 30% are **necessary** for developed countries as a contribution to a global mitigation effort. Various studies show that these reductions are **feasible**. The EU analysis of mitigation potentials and policies confirms this view.

The EU emphasises that QELROs should continue to include both **domestic and international** mitigation efforts. Further clarity on **means and rules** is needed to ensure environmental effectiveness and integrity of QELROs and related mitigation efforts, e.g. in the LULUCF sector, with regard to the possible surplus of banked AAUs from the first commitment period of the Kyoto Protocol, as well as future arrangements for international aviation and maritime transport (bunker fuels) and supplementarity (i.e. the extent to which QELROs can be implemented using international opportunities).

The coverage of greenhouse gases (GHGs), sectors and source categories [5(c)(vi)]

The EU has provided views on this issue as part of its submission of 15 February 2008⁹ as well as at the 5th and 6th Sessions of the AWG-KP. These are:

⁸ as contained in document FCCC/KP/AWG/2008/MISC.4

⁹ as contained in document FCCC/KP/AWG/2008/MISC.1

- Include additional fluorinated gases for which GWPs were identified in the IPCC Fourth Assessment Report (AR4), including:
 - Additional HFCs and PFCs (perfluorocarbons) for which GWPs are provided in AR4
 - NF3 (in AR4 listed under perfluorinated compounds as also is SF6)
 - Hydrofluoroethers for which a GWPs are proposed in AR4
 - Perfluoropolyethers for which a GWPs are proposed in AR4,
- Use the following criteria for selection of additional gases:
 - Similarity in application areas* as those fluorinated gases already covered under the Kyoto Protocol or use as substitute for fluorinated gases already covered.
 - GWP provided by IPCC* for conversion to CO₂ equivalents
 - Estimation methodology available* (either specified directly in IPCC Guidelines or methodology for similar application should be applicable)
 - Significant impact on global warming* at present or potentially in the future
- Do not include a number of other gases listed in the AR4 due to uncertainties in their estimation or potential low impact and lack of relevance. In case of new scientific improvements which permit these gases to meet the abovementioned criteria before the second commitment period, these gases could be included.

Common metrics to calculate the carbon dioxide equivalence of anthropogenic emissions by sources and removals by sinks (hereinafter referred to as common metrics) [5(c)(vii)]

The EU provided views on this issue as part of its submission of 15 April 2008 on means that may be available to Annex I Parties to achieve emission reduction targets¹⁰, as well as at the 5th and 6th Sessions of the AWG-KP. Briefly:

- Currently there is no international assessment of alternative metrics to Global Warming Potentials (GWPs). The future regime should continue using GWPs with a 100 year time horizon using the updated values as presented in IPCC AR4.

Possible approaches targeting sectoral emissions [5(c)(x)]

The EU has provided initial views on this issue in its submissions of 15 February 2008¹¹ and of 30 July 2008 on sectoral approaches (under the AWG-LCA) as well as in the submission of 5 November 2008 on mechanisms (under AGW-KP). Sectoral approaches are a potentially useful tool – among others – for strengthening mitigation efforts by all countries.

Possibility of the use of cooperative sectoral approaches and sector-specific actions that would aim at enhancing and supporting mitigation action in key emitting sectors, in both developed and developing countries is a part of the negotiations under the AWG-LCA.

¹⁰ as contained in document FCCC/KP/AWG/2008/MISC.3

¹¹ as contained in document FCCC/KP/AWG/2008/MISC.1

How approaches to limit or reduce emissions of GHGs not controlled by the Montreal Protocol from aviation and marine bunker fuels could be used by Annex I Parties as a means to reach their emission reduction targets [5(c)(xi)]

The EU has provided views on this issue as part of its submission of 15 February 2008 on means that may be available to Annex I Parties to achieve emission reduction targets¹² as well as at the 5th and 6th Sessions of the AWG-KP. These are briefly summarized:

- Emissions from international aviation and maritime transport must be included in the global mitigation objective.
- There is an urgent need to discuss approaches to address these and improve the understanding of policy options and benefits. Given the nature and scope of this issue, these discussions should take place under all relevant processes under the UNFCCC, including the AWG-LCA.
- The UNFCCC needs to provide stronger leadership. The Cooperation with ICAO to develop a more effective approach to address emissions from international aviation needs to be enhanced. The UNFCCC also needs to cooperate closely with IMO and accelerate discussions in that framework with a view to achieving a comprehensive solution for tackling emissions from international maritime transport.

The EU is open to explore options of effort graduation/sharing on the grounds that it they do not lead to carbon leakage.

¹² as contained in document FCCC/KP/AWG/2008/MISC.1

**Proposals in response to Work programme for 2009
FCCC/KP/AWG/2008/L.19 para. 5 and 6(a)**

15 February 2009

Para. 5(c)(i)

The duration of the commitment period(s);

The duration of the commitment period shall be 2013-2020.

Para. 5(c)(ii)

How quantified emission limitation and reduction objectives could be expressed, which includes how the base year is expressed;

The QELROS should be expressed as a percentage reduction in 2020 compared to total reported emissions falling within limits set by the Kyoto Protocol and relevant COP and CMP decisions during the first commitment period.

Para. 5(c)(iii)

Mitigation potential of Annex I Parties, including factors and indicators underpinning it;

Mitigation commitments of individual countries should be fair and ensure comparability of efforts among developed countries and take into account mitigation potentials and national circumstances. The determination of individual Annex I Parties' commitments could be guided by a framework for differentiation of mitigation commitments. Such a framework should take into account general economic characteristics and special national circumstances, and could be guided by the following parameters: Total yearly GHG emissions, emissions per GDP (GHG/GDP), emissions per capita (GHG/cap), population trends and emissions per energy unit (CO₂ emissions/TPES).

Such an approach of using a relatively simple combination of parameters or indicators would need to be corrected against inherent biases. One such bias is the disproportional effect of single industrial installations on small economies, where a single installation can cause emissions to rise or fall by 5 to 10% or even more. In an enhanced mitigation regime this issue must be dealt with in a way that small Parties would face neither disproportionate advantages nor disadvantages due to lack of flexibility of action. A way to deal with this would be to use a corrective factor for each existing industrial facility in 2013 that has disproportional effects on the emissions of the Party in question. Eligibility to use such a corrective factor would be based on agreed criteria.

PAPER NO. 4B: ICELAND

Proposal for a Decision XX/CP.15
Submission of Iceland to the AWG-KP, 15 February 2009

The Conference of the Parties

Recalling its decision 1/CP.3, paragraph 5 (d) and its decision 14/CP.7 on Impact of single projects on emissions in the commitment period,

Recognizing the importance of renewable energy in meeting the objective of the Convention,

1. *Decides* that, the provisions of decision 14/CP.7, adopted by the Conference of the Parties at its seventh session, shall continue to apply for the second commitment period with the conditions detailed therein.

PAPER NO. 5: INDONESIA

Views on Consideration of the scale of emission reductions to be achieved by Annex I Parties and of the allocation of the corresponding mitigation efforts

Jakarta, 15 February, 2009.

Submission on the Agenda Item 6 of AWG-KP: Analysis of mitigation potentials and identification of ranges of emission reduction objectives of Annex I Parties

In Poznan, 1- 13 December 2008, the Ad-Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP) invited parties to submit *their views on the analysis of mitigation potentials and identification of ranges of emission objectives of the Annex I Parties*.

The Government of Indonesia hereby submits its views and suggestions to the AWG-KP.

ANNEX-I PARTIES COMMITMENT TO THE KYOTO PROTOCOL

The unequivocal impacts of climate change in the last decade show that unprecedented scale of global efforts beyond political borders is urgently needed to prevent even more dangerous climate change impacts.

Available and most updated scientific findings and recommendations, particularly the AR-4 of IPCC, clearly illustrates the need to encapsulate the mitigation actions to a deeper level of emission reductions globally in order to achieve a level of GHG concentration in the atmosphere that does not lead to more severe and frequent climate extreme events that threaten global food and freshwater supplies as well as the economic and social development.

It is important to underline that while recognizing the need of all parties to contribute to actions on mitigation, as stipulated in the objectives of Convention and its Kyoto Protocol, in particular Article 4 of the Kyoto Protocol, it is indisputable that Annex-I Countries shall take leadership in such actions - in particular, bearing in mind, the needs for them to fulfill their commitments to the Kyoto Protocol in its first and subsequent commitment periods.

As recognized by AWG-KP at the first part of its fourth session¹, IPCC AR4 report² indicates that achieving the lowest levels as addressed in the report and its corresponding potential damage limitation would require Annex I Parties as a group to reduce emission in a range of 25-40 percent below 1990 levels by 2020, through means that may be available to these Parties to reach their emission targets.

Indonesia would like to recall that Parties to the Kyoto Protocol has agreed to follow up the consideration of the scale of emission reduction to be achieved by annex I Parties in aggregate with the allocation of the corresponding mitigation effort and agreement on their further commitments, including new quantitative emission limitation or reduction commitments as well as the duration of the commitment period(s)³. Therefore, further elaboration on how Annex I Parties could deliver this aggregate number -- whether individually or jointly - in consistent with Article 4 of the Kyoto Protocol be urgently addressed.

¹ FCCC/KP/AWG/2006/4, re-iterate in FCCC/KP/AWG/2007/4

² Contribution of WG III to IPCC AR 4, Technical Summary, pages 39 and 90.

³ agreed languages in FCCC/KP/AWG/2006/4

GHG STABILIZATION LEVEL

Indonesia would also like to recall the importance of reaching a common understanding among parties on the level of Greenhouse Gas (GHG) stabilizations to be used as the basis of the deliverance of these mitigation actions.

The IPCC AR4 Report highlighted that the atmospheric CO₂ concentration by 2005 has reached the level of 379 ppm while current level of total CO₂-eq concentration of all types of GHG is approximately 455 ppm CO₂-eq. The report also shows various scenarios of impacts in relation of the level of increments on the global mean temperature. To this end, Indonesia believes that a stabilization level of 450 ppm by 2020 should be pursued as the basis in identifying the ranges of Annex-I Parties' emission reduction objectives.

Consequently, time constraint justifies the currently increasing needs for concrete mitigation actions by Annex 1 countries. Therefore, while the first commitment period of Kyoto Protocol has yet to be fulfilled by the Annex-I Countries, it is important to immediately start the negotiation on the subsequent commitment period(s) of Kyoto Protocol in CMP 5 in Copenhagen at the end of 2009.

MITIGATION COMMITMENTS & ACTIONS: ISSUES AND EFFORTS

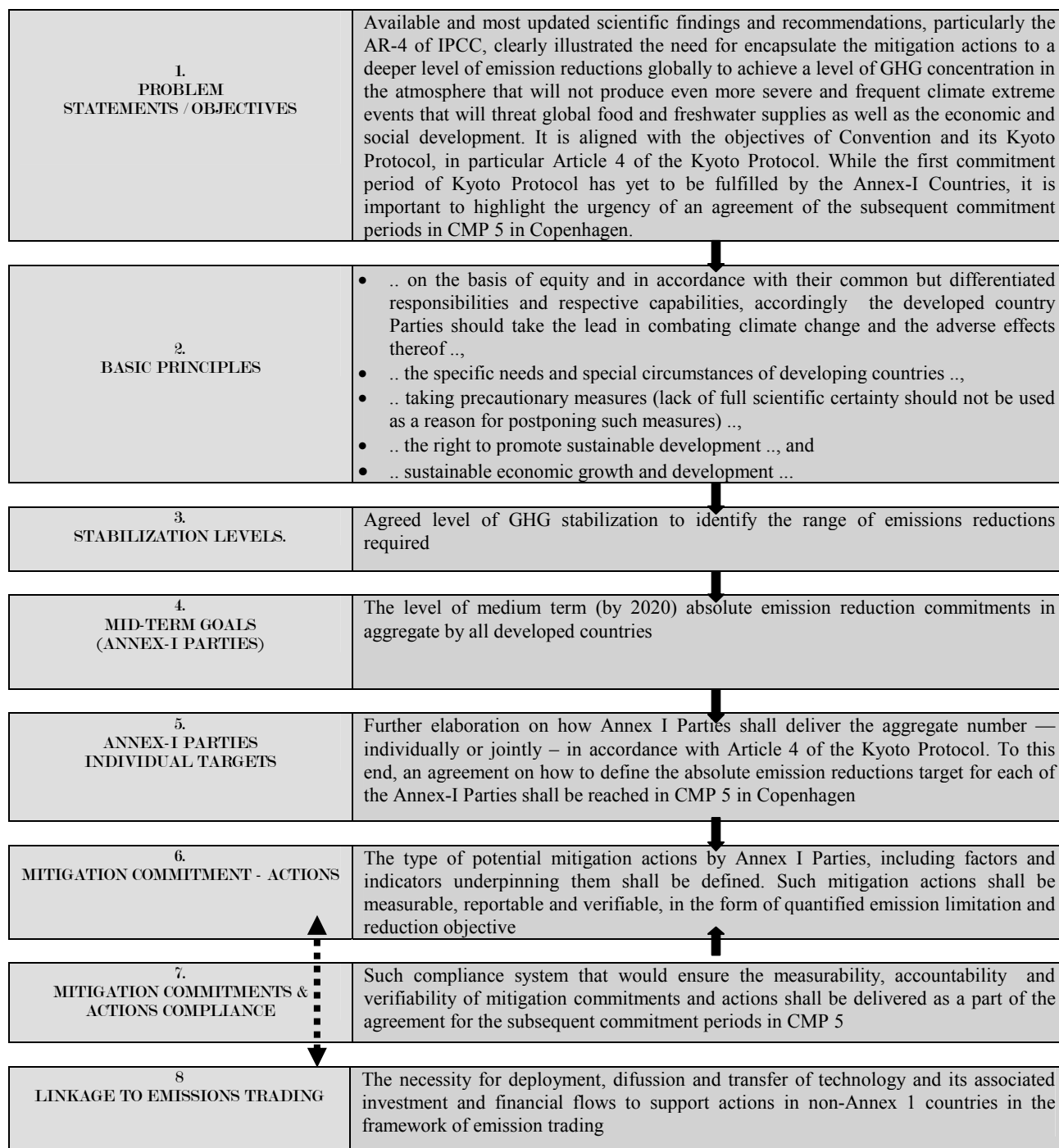
With a view to reaching substantial results in Copenhagen, the following issues - in relation to the 'what' and 'how' the mitigation commitment and actions for Annex-I Parties in the subsequent commitment period(s) would be - should be urgently addressed:

1. The level of medium term (by 2020) absolute emission reduction commitments in aggregate by all developed countries;
2. Further elaboration on how Annex I Parties shall deliver the aggregate number — individually or jointly – in accordance with Article 4 of the Kyoto Protocol. To this end, an agreement on how to define the absolute emission reductions target for each of the Annex-I Parties shall be reached in CMP 5 in Copenhagen;
3. The type of potential mitigation actions by Annex I Parties, including factors and indicators underpinning them shall be defined. Such mitigation actions shall be measurable, reportable and verifiable⁴, in the form of quantified emission limitation and reduction objective;
4. Such compliance system that would ensure the measurability, accountability and verifiability of mitigation commitments and actions shall be delivered as a part of the agreement for the subsequent commitment periods in CMP 5; and
5. The necessity for deployment, diffusion and transfer of technology and its associated investment and financial flows to support actions in non-Annex 1 countries in the framework of emission trading.

ANALYTICAL WORKS UNDER AGENDA ITEM 6 OF AWG-KP

In regards to the analytical work be urgently addressed in this agenda item, the following "flow of thoughts" shall be considered:

⁴ In similar manner as agreed by Parties for work undertaken in Bali Action Plan



PAPER NO. 6A: JAPAN

Japan's submission for the AWG-KP on emissions from international aviation and maritime transport

Japan hereby submits its views on emissions from international aviation and maritime transport in accordance with document FCCC/KP/AWG/2008/L.19, paragraph 12 of the AWG-KP in Poznan.

- It is crucial to limit or reduce emissions from international aviation and maritime transport in light of the ultimate objective of the United Nations Framework Convention on Climate Change.
- Under Article 2, paragraph 2 of the Kyoto Protocol, the Parties included in Annex I shall pursue limitation or reduction of emissions of greenhouse gases from aviation and marine bunker fuels, working through the International Civil Aviation Organization (ICAO) and the International Maritime Organization (IMO), respectively. ICAO and IMO have been developing policies and measures for limitation or reduction of emissions, including improvement of energy efficiency.
- In considering policies and measures for limitation or reduction of emissions from international aviation and maritime transport, following points should be taken into account:
 - Emissions from international aviation and maritime transport occur not only within one country, but also as the case as on or above the high seas and across national boundaries. Therefore, it is necessary to newly establish common global rules to limit or reduce those emissions.
 - Airplanes and ships that are operated on the same route should be treated equally regardless of their states of registration.
 - International aviation and maritime transport involve various countries, including countries of operators or cargo owners, origin/destination and registry of airplanes or ships. Measures to limit or reduce emissions should be developed based on practices of international transport with due consideration to the operations of aircrafts and ships and transport demands resulting from the global economic growth.
- Discussions on policies and measures for limitation or reduction of emissions of greenhouse gases from international aviation and maritime transport require expertise and scientific information, taking into account the points mentioned above. Therefore, ICAO and IMO should continue to lead the discussions and the results of the discussions should be reported to the COP15. It should be noted that at the Ministerial Conference on Global Environment and Energy in Transport held in Japan in January 2009, transport ministers from major countries reaffirmed the importance of expeditious discussions in both organizations.

Views on the scale of emission reductions to be achieved by Annex I Parties in aggregate and on the contribution of Annex I Parties to that scale of emission reductions

1. How to identify the scale of emission reductions to be achieved by Annex I Parties in aggregate (FCCC/KP/AWG/2008/8, paragraph 49 (a))

At the G8 Hokkaido Toyako Summit in July 2008, the G8 countries declared that they “seek to share with all Parties to the UNFCCC the vision of, and together with them to consider and adopt in the UNFCCC negotiations, the goal of achieving at least 50% reduction of global emissions by 2050.” In order to achieve such a goal, global emissions need to peak out in the next 10 to 20 years.

To this end, first of all, it is necessary to grasp global mitigation potentials, including barriers to emission reductions opportunities and abatement costs. As summarized in the technical paper by the secretariat of the UNFCCC (FCCC/TP/2008/10), the IPCC has provided information on global mitigation potentials and some IGOs and research institutes have also been conducting related studies.¹ With reference to these studies, all Parties should share the vision on how to pave the way to reduce global emissions by 2050, including measures to realize a low-carbon society and promotion of development of innovative technologies.

With a view to realizing a long-term goal and achieving peaking out in the next 10 to 20 years, it is necessary for all Parties to take effective mitigation actions under an enlightened sense of solidarity, while developed country Parties will lead the global efforts for emission reductions by fulfilling the significant reductions. It is not appropriate to consider the scale of emission reductions of Annex I Parties only at the AWG-KP for current Annex I Parties since not all the Parties to the UNFCCC are the Parties of the Kyoto Protocol and circumstances have changed from the time of adoption of the Kyoto Protocol. The quantified emission limitation and reduction objectives (QERLOs) should be set inclusive of wide range of developed countries², in line with the Bali Action Plan. Furthermore, as mitigation potentials should be assessed globally, the information on mitigation potentials of developed country Parties is not sufficient. Contribution of developed country Parties in aggregate should be identified in conjunction with contribution by developing country Parties, especially mitigation actions by major developing countries (please refer to Japan’s submission for AWG-LCA submitted on 6 February, 2009). For these reasons, this examination of identification needs to be conducted also in the

¹ Cautious approaches are needed when comparing the results of different models as indicated in the technical paper. Each of the models is based on different assumptions such as GDP growth rates, oil prices and different sets of technologies.

² Developed country Parties, including (i) OECD member countries, (ii) countries that are not OECD members but whose economic development stages are equivalent to those of the OECD members, and (iii) countries which voluntarily wish to be treated as developed countries, should ensure that their GHG emissions from 2013 to 20XX do not exceed their respective assigned amount (please refer to Japan’s submission for AWG-LCA submitted on 6 February, 2009).

AWG-LCA where commitments of developed country Parties and actions by developing country Parties are discussed in a comprehensive manner.

2. Contribution of developed country Parties: how to ensure comparability of efforts among developed country Parties (FCCC/KP/AWG/2008/8, paragraph 49 (b). Paragraph 49 (c) (iii) is also relevant)

Comparability of efforts is a key for determining each country's commitment taking into account different national circumstances. In addition, as comparability of efforts among developed countries is being discussed in the AWG-LCA, discussions taking place both in the AWG-KP and in the AWG-LCA should proceed comprehensively and in a consistent manner.

In order to ensure comparability of efforts among developed country Parties, Japan proposes to use sector-specific analysis on mitigation potentials. Sectoral approaches are useful tools for exploring ambitious and feasible national emission reduction commitments for developed country Parties. They enable each developed country Party to aggregate sectoral reduction potentials based on projected amounts of activity.

A commitment of each developed country Party should be set in a manner which ensures comparability for each country, based on analysis on mitigation potentials with indicators such as sectoral energy efficiency and GHG intensity, with due consideration to the marginal abatement costs and total abatement costs as percentage of GDP. In considering commitments which ensure comparability, adequacy should be evaluated with regard to domestic mitigation efforts by developed country Parties separately from mitigation by utilizing flexibility mechanisms. Model analyses using marginal abatement costs will provide images of mitigation potentials in a specific sector of each country, while comparing the studies in other countries (see FCCC/AWGLCA/2008/MISC.5/Add.2 (Part II)).

Even in the case of the joint fulfillment of commitments of developed country Parties, comparability among them should be ensured. An entire target of countries which have reached an agreement to fulfill its commitment jointly should be set by summing up emission reduction commitments of each country.

3. How QELROs could be expressed (FCCC/KP/AWG/2008/8, paragraph 49 (c) (ii))

Japan is of the opinion that a quantified national emission reduction commitment of each developed country Party should be in the form of the total volume of its GHG emissions. In addition, reduction rates from plural base years, including the latest year for which data are available, can help understand each Party's mitigation efforts in an equitable way. Reduction rates from a single base year do not reflect the past efforts before the base year.

[Way of indicating the commitments by developed country Parties]

Party	Quantified emission limitation and reduction commitment (Gg-CO ₂ e)	Reduction rates from 1990 (%)	Reduction rates from 2000 (%)	Reduction rates from 2005 (%)	Reduction rates from 2007 (%)
A	xxx	xxx	xxx	xxx	xxx
B	xxx	xxx	xxx	xxx	xxx
...

* Reduction rates from the base years mentioned above are illustrative and non-exhaustive.

Each developed country Party should achieve the above-mentioned commitment in principle through domestic measures. However, the use of flexibility mechanisms should be allowed as a supplementary measure. Also, LULUCF should be included as part of the national commitment in a proper way, ensuring the continuity and consistency with the rules under the first commitment period.

In addition, each developed country Party should incorporate complementary sectoral information including sectoral indicators in its annual inventory.

4. Summary

Firstly, in order to achieve a global long-term goal, it is necessary to assess global mitigation potentials, taking into account emission reduction opportunities and mitigation costs. From this point of view, it is not appropriate to consider merely the scale of emission reductions to be achieved by Annex I Parties in the AWG-KP. This examination should be done in the AWG-LCA simultaneously.

In addition, comparability of efforts among all developed country Parties should be ensured with indicators such as GHG/energy intensity, marginal abatement costs and total abatement costs as percentage of GDP.

Japan, jointly with the EC and Poland, will hold an international workshop on mitigation potentials, comparability of efforts and sectoral approaches on 23-25th March before the AWGs in Bonn and it is expected to discuss mitigation potentials and indicators for ensuring comparability of efforts among developed country Parties.

Japan is of the opinion that a quantified national emission reduction commitment of each developed country Party should be indicated as the total volume of its GHG emissions, along with reduction rates from plural base years to understand each Party's mitigation efforts in a more appropriate way.

PAPER NO. 7: NEW ZEALAND

**AD HOC WORKING GROUP ON FURTHER COMMITMENTS FOR ANNEX I PARTIES
UNDER THE KYOTO PROTOCOL**

NEW ZEALAND SUBMISSION

11 March 2009

1. The Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP) invited Parties to submit to the secretariat, by 15 February 2009, their views on matters relating to: the consideration of the scale of emissions reductions to be achieved by Annex I Parties in aggregate; the contribution of Annex I Parties, individually or jointly to the scale of emissions reductions; and other issues arising from the implementation of the work programme, for compilation by the secretariat into a miscellaneous document for consideration by the AWG-KP at its seventh session.
2. New Zealand welcomes the opportunity to submit information on these issues, and notes that information contained within this submission is supplementary to our previous submissions to the AWG-KP in 2007 and 2008.

Summary of key points

3. New Zealand is prepared to take on its fair share of future commitments to address climate change, in the context of a global agreement that has comparable effort from all developed countries and nationally appropriate mitigation action from developing countries. A long term global goal for emission reductions will be important to guide the international community's mitigation efforts.
4. Consideration of the scale of emission reductions to be achieved by Annex I Parties in aggregate needs to be informed by both a top-down assessment of the global reductions required, and a bottom-up analysis of individual Parties national circumstances. Within this submission, New Zealand proposes a conceptual framework that could be used to assess comparable effort among Annex I Parties. This proposal will enable a transparent and equitable consideration of the mitigation efforts by Annex I Parties, given each Party's national circumstances. New Zealand is planning to present the framework and discuss its possible application at the pre-session workshop in Bonn.
5. The concept of "rules before commitments" remains an important issue for New Zealand. The AWG-KP has not completed its work on the means available to Annex I Parties to reach their emission reduction targets, nor on methodological issues. This is of particular relevance for New Zealand, where the estimation and accounting of a large portion of our emissions and removals, and mitigation technologies, are subject to improvements and changes to the future rules.

Scale of emissions reductions informed by climate science

6. Consideration of the scale of emission reductions to be achieved by Annex I Parties needs to be informed by both a top-down assessment of the global reductions required to avoid dangerous climate change, and a bottom-up analysis of individual Parties' national circumstances.

7. New Zealand considers that scientific assessments of climate change, such as those done by the IPCC, should inform consideration of the emissions reductions required to be achieved globally. This ‘top-down’ approach ensures environmental integrity and the effectiveness of mitigation efforts. Global emissions budgets provide a useful way of representing how much global mitigation is required, for any given level of warming/atmospheric stabilisation concentration.
8. Scientific assessments would inform Parties as they develop positions and ultimately agree on:
 - a. The “optimal” or “safe” atmospheric stabilisation concentration of greenhouse gases in the atmosphere in accordance with the Objective of the Framework Convention under Article 2, taking into account the latest available science, including the findings of the IPCC's Fourth Assessment Report (Working Group I) and subsequent work.
 - b. The associated long term global goal for emissions reductions and related global carbon budgets that are required to meet this stabilisation goal. These discussions need to be held in both the AWG-KP and the AWG-LCA.
 - c. A global emissions budget post-2012 required to achieve a stabilisation target agreed by all Parties.
9. To ensure an equitable and effective approach to share the post-2012 global emissions budget, emissions reductions to be achieved by Annex I Parties need to be agreed in conjunction with a comparable mitigation effort from other countries in a position to do so, and nationally appropriate mitigation actions from developing countries. A broader effort is required than at present as mitigation commitments under the Kyoto Protocol currently apply to less than 30 percent, and a rapidly declining share, of global emissions.
10. The IPCC has provided some insights into the mitigation effort required in the medium term (AR4, Box 13.7). However, New Zealand would welcome further discussion on the efforts required immediately following the end of the first commitment period as well as greater transparency on the assumptions underpinning the analysis which differentiated the proposed reductions of Annex I and non Annex I Parties.

Framework for assessing comparable mitigation effort

11. To assist with the process of determining what represents a fair mitigation target for individual Annex I Parties, New Zealand considers that it would be useful to develop a conceptual framework which could be used to assess whether each target would result in an fair level of effort, given each Party’s national circumstances. The approach used within the conceptual framework and any model on which it was based would need to be both coherent and transparent, and underpinned by the principles of the UNFCCC, which states in Article 3.1 that Parties should protect the climate *on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities*.
12. To ensure mitigation action is taken on the basis of *equity* any approach to assess comparability must take into account the economic costs a country faces in meeting a target. The costs that a country would face in meeting a target are a function of:
 - a. baseline, or ‘business-as-usual’, emission projections
 - b. the mitigation potential within the economy
13. The baseline emission projections of each Annex 1 Party over a commitment period are an important factor to consider, as it enables the different national circumstances of countries, in terms of the population and economic growth, to be taken into account. A country that it is predicted to

have high population growth, for example, would therefore receive a less stringent target, all else being equal, than a country that is predicted to have low population growth as otherwise there would be a significant divergence of per capita effort.

14. A country's mitigation potential is the aggregate of the mitigation potentials of each of its sectors. Sectoral mitigation potential can be defined as the amount of abatement possible for a given carbon price, represented by marginal abatement cost curves. Countries with lower costs of abatement in certain sectors have higher mitigation potential in those sectors and can therefore afford to have a more stringent target, and vice-versa. The higher the costs of abatement, the less the mitigation potential, and the more difficult it is to meet any given target. Taking into consideration domestic mitigation potential when setting individual country targets shares the costs of the mitigation effort relative to the opportunities for mitigation that exist in each country. It also avoids penalising countries who have more carbon efficient economic production (as the more carbon efficient a country is the less potential they have to reduce emissions), thereby providing an incentive for countries to continually strive to improve their carbon efficiency.
15. A model based on this framework could therefore use a set of emission projections and abatement cost estimates for each Annex 1 Party, to quantify the relative impact on GDP that each country would face in meeting certain targets. To improve results, New Zealand would encourage the sharing of information on these emission projections and abatement cost estimates between Parties and international institutions. While information from models is useful, to enhance the transparency of a model New Zealand would suggest using specific indicators that could be aggregated in a way that would result in a proxy baseline based on the relative efficiencies of each sector, and abatement cost estimates.
16. While an economic approach to assess comparability is necessary so that each country faces their fair share of the costs of reducing global emissions, New Zealand recognises that principles of responsibility and capability also need to be considered when determining whether a specific target is fair. Specific indicators which capture these principles will therefore be integrated within the support tool.
17. Given the potentially large differences in baseline projections and mitigation potential and other relevant criteria of Parties, it is to be expected that there will be a large spread in the emission reduction targets, and greater than the spread of targets allocated of Annex I Parties in the first commitment period.

Rules before commitments

18. The concept of "rules before commitments" remains an important issue for New Zealand in the AWG-KP. The AWG-KP has not completed its work on the means available to Annex I Parties to reach their emission reduction targets, nor on methodological issues. This is of particular relevance for New Zealand, where the estimation and accounting of a large portion of our emissions and removals, and mitigation technologies, are subject to improvements and changes to the future rules.
19. The contribution of individual Annex I Parties must be decided after the rules are determined, including the following rules:
 - a. The definitions, modalities, rules and guidelines for the treatment of land use, land-use change and forestry (LULUCF) in the second commitment period;
 - b. The coverage of greenhouse gases sectors and source categories (including the treatment of international bunker fuels); and

- c. The metrics used to calculate the carbon dioxide equivalence of anthropogenic emissions by sources and removals by sinks; and
 - d. The rules surrounding the design and use of the flexibility mechanisms.
20. Finally, building support domestically for future emission reductions by Parties will be less difficult if the full potential of emission reduction opportunities that exist globally is made available. Unnecessarily increasing the costs of meeting any given target would reduce the international community's level of ambition. Improving the rules for the second commitment period in ways that maximise these opportunities will be of benefit to all Parties, and be consistent with Article 3 of the Convention – that policies and measures to deal with climate change should be cost-effective so as to ensure global benefits at the lowest possible cost.

PAPER NO. 8: NORWAY

AWG-KP - Submission by Norway

1. Norway welcomes the opportunity to provide further views on issues under the AWG KP in line with the work programme for 2009. In this respect, we would also like to refer to our earlier submission of 15 September 2008 on mitigation potentials and identification of ranges of emission reduction objectives of Annex I Parties
2. We would underline that the work under AWG KP in relation to these issues needs to be closely coordinated and proceed in coherence with the work under AWG LCA.

Aggregate scale of emission reductions

3. Establishing a long term emission goal should be the starting point in distribution among Parties of commitments to limit and reduce GHG emissions. A long term emission goal should aim at limiting the increase in global average temperature to no more than two degrees Celsius above pre-industrial level. To achieve such a two degree target maximum global emissions for upcoming fixed periods of time should be determined and periodically reviewed and updated to maintain a necessary atmospheric concentration target. Global emissions have to be reduced by 50-85 percent from 2000 to 2050, most likely as much as 85 percent. Such a top down approach, or in other words a climate first strategy, is important to ensure that global efforts are in line with what science tells us is necessary in order to avoid dangerous climate change.
4. According to the IPCC, Annex I countries have to cut emissions by 25-40 percent already in 2020 compared to 1990 to achieve a two degree goal. Additionally, the Annex I countries need to reduce their emissions by 80-95 percent in 2050 compared to 1990. With reference to discussions under AWG LCA, it is however our view that binding emission reduction commitments under a future agreement should not be limited to current Annex I Parties. In our opinion, at least all OECD member countries should also take on quantified emission reduction commitments.
5. In addition to ambitious targets by Annex I countries, emissions in developing countries have to deviate substantially from business as usual to achieve a two degree goal. Studies based on the scenarios by IPCC AR4 show that non-Annex I countries collectively need to limit the growth of their total emissions through mitigation action to 15-30 percent below business as usual in 2020. These estimates do not include emission reductions in developing countries that result in carbon credits that are used to offset developed country emissions.

Comparable efforts

6. In the AWG KP conclusions in Poznan, Parties took note of pledges for emission reduction targets made by some Parties and further invited others in the position to do so to submit their emission reduction targets.
7. In the context of an ambitious global agreement, Norway intends to cut global emissions equivalent to 100 percent of its own greenhouse gases emissions, becoming a carbon neutral nation within 2030. Consistent with an Annex I reduction target of 25-40 percent below 1990 level, Norway will by 2020 undertake to reduce global greenhouse gas emissions by the equivalent of 30 percent of its own 1990 emissions. An aim is that about 2/3 of emission reductions in 2020 will be cuts in domestic emissions bringing Norway on the path to become a low carbon society.
8. Through the use of the market based mechanisms available to Annex I Parties as means to reach their emission reduction objectives, the aim should be to establish a global price of CO₂ which meet

a two degree goal. In order to enhance coherency and transparency in the considerations of pledges by Annex I countries, it would be helpful for the discussions if Parties in presenting information on their targets include their domestic reduction projections, marginal costs for their mitigation actions and how these relate to a necessary high global price on carbon.

9. Developed countries have to take the lead in combating climate change and should therefore take on more stringent reduction targets than domestic reduction projections. Since more stringent targets imply that emission reductions other than domestic reductions are supported financially, discussions on setting Parties targets have to be considered in coherence with more general negotiations on obligations for financial support for mitigation. This includes discussions on expanding the scope of the flexible mechanisms and potential financial support for mitigation actions that eventually are not part of an offsetting mechanism.

Other issues

10. The year 1990 should be used as a historical base year when determining the total quantity of emission allowances that are to be allocated to Annex I Parties in line with a two degree goal. The total effort in 2020 should therefore amount to between 25-40 percent below 1990 level. Regarding individual Party QUELROs, we believe that 1990 would be preferable when expressing the targets of individual countries, but there may be a need for a more recent base year for new GHGs, if included (ref. paragraph 13). A change in the base year to a more recent year could suggest that countries with growing emissions would need to take a more stringent commitment. For instance, for Norway, a shift of base year from 1990 to 2006 would imply a change in emission reduction in 2020 from 30 percent to 35 percent.
11. There should be no gap between the first and subsequent commitment periods. The second commitment period should therefore start in 2013. The length of future commitment periods should be guided by the need for predictable long term targets and the need to ensure compliance. Commitment period targets need to be determined in light of the long term global goal. Emissions for upcoming fixed periods of time should be determined and periodically reviewed and updated to maintain a necessary atmospheric concentration target to avoid dangerous climate change. Assessments of Parties' compliance with commitments should be done on a rather frequent basis and at least every five years.
12. We believe the existing guidelines under the Kyoto Protocol with regard to estimating, reporting and verifying emissions have proven to function well. These guidelines should therefore be the basis also for a second commitment period. However, some modifications may be needed in order to reflect changes in accounting rules that may be decided.
13. Furthermore, Norway supports in general the inclusion of new greenhouse gases not covered by the Montreal Protocol, where methodology for estimation and global warming potentials (GWPs) are provided by the IPCC (AR4 and 2006 IPCC guidelines). This includes fluorinated gases like nitrogen trifluoride (NF₃) and halogenated ethers. Most of these gases have high GWPs. Although the emissions so far have been small, there is a risk that they will increase significantly in the future. For example, the use of NF₃ in flat screen TVs is growing rapidly, likewise the use of these gases as substitutes for HFCs. We therefore believe that they should be included in the next commitment periods.
14. We also support an updating of the GWP values according to the new numbers included in the IPCC AR4. We understand that methodological issues in this regard are going to be discussed at the next AWG KP meeting in Bonn.

PAPER NO. 9A: SAUDI ARABIA

Consideration of the scale of emission reduction to be achieved by Annex I parties and the allocation of the corresponding mitigation effort (AWG-KP)

February 15, 2009

Saudi Arabia welcomes the opportunity to submit its views on the Consideration of the scale of emission reduction to be achieved by Annex I parties and the allocation of the corresponding mitigation effort (AWG-KP) by 15 February, 2009 as included in the following documents:

1. FCCC/KP/AWG/2007/5, paragraph 23(b)
2. FCCC/KP/AWG/2008/L.19, paragraph 6(a)

Recalling that the AWG-KP agreed to maintain a coherent approach between the Convention and the Kyoto Protocol, Saudi Arabia sees that the provisions and objectives of the Convention provide a natural guidance in relation to the post-Kyoto commitments of Annex I Parties. Based on this, Saudi Arabia views the following elements as critical:

- The scale of emission reductions to be achieved by Annex I parties should be linked to the convention ultimate objective stated in Article 2 as to achieve the stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system.
- The ultimate time frame for achieving stabilization should allow ecosystems to adapt naturally to climate change, ensure that food production is not threatened and enable economic development to proceed in a sustainable manner.
- Parties shall adhere to the convention principles when considering the scale of emission reduction and its allocation for Annex I parties, including the promotion of sustainable development and the full consideration of the impacts on developing country parties.
- Mitigation potentials in Annex I parties taking into consideration efficiency, cost effectiveness, state of technologies, and available policy and measures along with their overall environmental, economic, and social consequences.

PAPER NO. 9B: SAUDI ARABIA

Issues arising from the implementation of work program (AWG-KP)

In addition to its specific submissions on them, Saudi Arabia welcomes the opportunity to make the following general submission of its views on the Issues arising from the implementation of the AWG-KP work program by 15 February, 2009 as requested in the document:

FCCC/KP/AWG/2008/L.19, paragraph 12

Agreed to maintain a coherent approach between the Convention and the Kyoto Protocol, AWG-KP should be guided in all issues arising in the implementation of its work program by the principles and provisions of the Convention and the Protocol, particularly those with respect to developing country parties.

The further emissions reduction commitments for Annex I parties as well as the policies and measures to achieve them should pay attention to efficiency, cost effectiveness, state of technologies, and take full consideration of their potential environmental, economic and social consequences, including spillover effects, on developing country parties.

There is a need for an improved focus on enhancing compliance.

PAPER NO. 10: SWITZERLAND

Consideration of the scale of emission reductions to be achieved by Annex I Parties and of the allocation of the corresponding mitigation effort and other issues related to the implementation of the work programme of the AWG-KP

Iterative nature of the work programme of the AWG-KP

1. Switzerland welcomes the opportunity to present information and views on the scale of emission reductions by Annex I, the allocation of the corresponding mitigation efforts and other issues related to the implementation of the work programme of the AWG-KP.
2. We recall the iterative nature of the work of the AWG-KP, and take note that in 2009 the work of the AWG will focus on agreeing on further commitments for Annex I Parties under the Kyoto Protocol in view to adopting QELROS at the CMP 5.

Annex I aggregated objective

3. We support the conclusions of the AWG-KP on the usefulness of the ranges referred to in the Fourth Assessment Report (AR4) of the Intergovernmental Panel on Climate Change (IPCC). The AR4 indicates that achieving the lowest stabilization level assessed by the IPCC to date and its corresponding potential damage limitation would require Annex I Parties as a group to reduce emissions in a range of 25–40 % below 1990 levels by 2020, through means that may be available to Annex I Parties to reach the emission reduction targets.
4. We emphasize that the efforts done by Annex I Parties alone will not be sufficient to achieving the ultimate objective of the Convention as stated in its Article 2. In fact, the emissions from Annex I Parties represent currently, according to the AR4, less than half of global emissions. Therefore, the work of the AWG-KP cannot be seen in isolation from other ongoing work under the Convention.

Objective of this submission

5. This submission provides information on the national consultation process that the Swiss Government has launched in order to determine the elements of the national climate policy for the period after 2012. The information elements contained in this submission are however not to be considered a formal announcement of a greenhouse gas emission reduction objective under the Kyoto Protocol for the second commitment period.

National circumstances

6. Switzerland is facing major challenges for further reducing its greenhouse gas emissions, because of the following reasons:
 - i) due to the structure of its economy – essentially based on the service sector – the per capita and per GDP emissions of Switzerland are already amongst the lowest among OECD countries (less than half of OECD average); therefore, the cost of incremental domestic abatement measures is in general higher than the cost of measures abroad
 - ii) Switzerland's electricity generation is currently practically carbon-free, which reduces the country's remaining mitigation potential. Switzerland may however abandon its quasi-CO₂-free electricity generation, if it were to cover a looming electricity supply gap by gas-fired power.

National consultation procedure

7. In December 2008, the Swiss Federal Council (Government) launched a national consultation on the elements of the future Swiss climate policy. Switzerland is firmly committed to continue reducing its greenhouse gas emissions after 2012, to initiate coordinated adaptation measures, to foster less emitting technologies while ensuring the financing of its climate policy. The consultation procedure will last till March 2009 whereafter the Swiss Federal Council will make a final proposal to the Parliament.
8. Notwithstanding the abovementioned challenging national circumstances, the Swiss government is proposing several measures in order to reduce domestic emissions significantly. By implementing targeted measures, domestic emission reductions are to be accelerated and potentials tapped, which are currently not exploited due to market failures (e.g. in transportation and retrofitting of buildings).
9. The Swiss Federal Council proposes two options for public consultation¹:

Option 1: expand and increase the CO₂-tax to curb fossil energy consumption sufficiently to achieve a 20 % reduction of greenhouse gas emissions - mainly in Switzerland - by 2020 compared to 1990. If other developed countries commit themselves to comparable emissions reduction efforts and developing countries take appropriate mitigation actions, Switzerland is prepared to consider a 30 % reduction target within the framework of a comprehensive international agreement.

Option 2: introduce a comparably lower CO₂-tax dedicated to financing emission reductions abroad. Within this option the Government proposes a greenhouse gas emission reduction objective up to 50 % by 2020 compared to 1990 provided a sustainable international climate regime is achieved and the cost of acquiring international certificates does not exceed a certain limit. This limit would take into account a high increase of future emission certificate prices and is not expected to be reached. The target has to be considered as an overall target, whereby a substantial part of the objective will be achieved through emission reduction efforts abroad. The overall target could be considered as a first intermediate step towards Switzerland's climate neutrality envisaged after 2030.

¹ Further information is available on:
<http://www.bafu.admin.ch/dokumentation/medieninformation/00962/index.html?lang=fr&msg-id=23658>

10. The above-mentioned options both envisage further domestic measures in view to foster the Swiss climate policy and contribute to a sound global climate regime. These are amongst others:
 - Continuation and enhancement of the domestic emissions trading scheme
 - Accounting for LULUCF activities
 - Building renovation programme
 - Further technical regulations on GHG emissions and energy efficiency
11. The achievement of the objective of both options requires taking into account LULUCF activities and access to the international carbon market.

Means to allocate the efforts

12. Concerning the means of allocating the efforts among Annex I Parties, Switzerland considers that a number of principles and approaches may be useful. Comparability of efforts among Annex I Parties as agreed in the Bali Action Plan should be ensured. It may take into account GDP and emissions levels per capita and other levelized emissions indicators of these Parties and should result in a fair share of the burden among Annex I Parties.

Other issues

13. For the other issues arising from the implementation of the work programme of the AWG-KP, with due attention to improving the environmental integrity of the Kyoto Protocol, our views are as follows:
 - The second commitment period should be from 2013 till 2020.
 - The quantified emission limitation and reduction objectives should be expressed as in the first commitment period.
 - The revised GWP from the AR4 should be used in the second commitment period.
 - Concerning analysis of efforts and achievements to date, Switzerland has implemented early domestic sectoral climate action, as stated in the national communications and in the progress report according to article 3.2 of the Kyoto Protocol submitted by Switzerland.

PAPER NO. 11: UKRAINE

Item 5 (b) FCCC/KP/AWG/2008/L.19

Вопросы по определению количественных показателей сокращения выбросов парниковых газов в странах с переходной экономикой необходимо решать дифференцировано, на основе глубокого анализа национальных обстоятельств с учетом многих факторов.

Ситуацию, которая сложилась в Украине после дезинтеграции СССР, по своим масштабам можно сравнить с техногенной катастрофой. В наследство Украине достались крайне несбалансированная энергетика, промышленность, сельское хозяйство и экономика в целом. За 5 лет (1990-1995 гг.) ВВП снизился более чем в два раза. С 1990 г. население страны сократилось на 11%.

На сегодняшний день уровень ВВП на душу населения в Украине приблизительно в 12 раз ниже, чем в среднем в странах Приложения I РКИК ООН, и ниже, чем в некоторых развивающихся странах. И даже несмотря на его высокую углеродоёмкость, выбросы парниковых газов на душу населения в Украине в полтора раза ниже, чем в среднем по странам Приложения I РКИК ООН. Для снижения углеродоёмкости ВВП необходимо провести коренную реструктуризацию промышленности, масштабную модернизацию энергетики, промышленности, сельского хозяйства и др., что требует значительных временных и финансовых ресурсов.

Следует также отметить, что страны Приложения I РКИК ООН в период 1990-2006 гг. достигли цели Рамочной конвенции ООН об изменении климата и не превысили уровня базового года лишь за счет стран с переходной экономикой. Выбросы парниковых газов в Украине за этот период почти на 7 млрд. т CO₂-эквивалента ниже, чем при условии стабилизации ежегодных выбросов парниковых газов на уровне 1990 г. В то же время, выбросы парниковых газов в Австралии, Японии, Испании были выше приблизительно на 1 млрд. т CO₂-эквивалента, Турции – 1,3 млрд. т CO₂-эквивалента, в Канаде – 1,4 млрд. т CO₂-эквивалента, США – 9,4 млрд. т CO₂-эквивалента.

Учитывая необходимость восстановления экономики и народонаселения, а также обеспечения устойчивого развития в стране, определение количественных показателей сокращения выбросов парниковых газов в Украине на среднесрочную и долгосрочную перспективу необходимо проводить на основе национальных программ развития экономики. Последний макроэкономический прогноз приведён в Энергетической стратегии Украины на период до 2030 г. В нём предусмотрен рост ВВП до 2020 г. в 1,7-2,6 раз по сравнению с 2005 г. (по оптимистическому, базовому и пессимистическому сценариям). Украина демонстрирует свою обеспокоенность углублением глобального изменения климата и готовность снизить углеродоёмкость ВВП до 2020 г. на 30% сравнительно с 2005 г. и соответственно вдвое по сравнению с базовым годом. При этом выбросы парниковых газов в Украине в 2020 г. могут достичь 85% от базового года (по оптимистическому сценарию развития).

Осознавая чрезвычайную важность проблемы антропогенного влияния на изменение климата, Украина готова взять на себя обязательства сократить выбросы парниковых газов на 20% к 2020 г. и на 50% к 2050 г. Наложение на Украину более жёстких обязательств делает невозможным не только рост экономики с целью достижения мировых показателей уровня ВВП на душу населения, но и её восстановление, а также восстановление народонаселения Украины.

Item 5 (c) (i) FCCC/KP/AWG/2008/L.19

Длительность периода обязательств – 8 лет (2013-2020 гг.).

Item 5 (c) (ii) FCCC/KP/AWG/2008/L.19

Выбросы парниковых газов выражаются в тоннах CO₂-эквивалента.

Базовый год – без изменений.

Пересчет базового года по результатам ежегодной инвентаризации подачи 2012 г. за 2010 г. для учета изменений методологии, включения новых категорий источников выбросов, возможного расширения списка парниковых газов и т.д.

Item 5 (c) (viii) FCCC/KP/AWG/2008/L.19

Страны-участники должны приложить все усилия для принятия нового глобального соглашения по изменению климата в Копенгагене, которое станет правопреемником Киотского протокола. В случае, если разработка и согласование текста нового соглашения потребует больше времени, Стороны должны воспользоваться нормой пункта 9 статьи 3 Киотского протокола: Стороны Приложения В предлагают поправки к Приложению В в части своих количественных обязательств, следующая (либо внеочередная) Конференция Сторон их принимает при наличии письменного согласия Сторон приложения В.

Item 5 (c) (x) FCCC/KP/AWG/2008/L.19

Секторный подход применяется как дополнительная мера, не отменяющая обязательства Сторон, а лишь помогающая бизнесу снижать выбросы наиболее экономичным образом. Форма и степень его применения должны определяться национальной политикой Стороны с учетом приоритетов ее развития.

Item 5 (b) FCCC/KP/AWG/2008/L.19

Issues on assigning Quantified Emission Limitation and Reduction Obligations to the countries with economy in transition should be solved in a differentiated manner on the basis of in-depth analysis of national circumstances, taking into consideration many factors.

The situation which occurred in Ukraine after disintegration of the USSR by its scale can be compared with man-caused catastrophe. Ukraine inherited very much unbalanced energy, industry, agriculture and economy as a whole. During 5 years (1990-1995 rr.) GDP reduced more than twice. Since 1990 the population of the country has decreased by 11%.

At present the GDP per capita in Ukraine is approximately 12 times lower than average level in the UNFCCC Annex I countries, and lower than in some developing countries. Even regardless its high carbon intensity, the emissions of greenhouse gases per capita in Ukraine are 1,5 times lower than average value in the UNFCCC Annex I countries. To reduce carbon intensity of GDP there should be done fundamental restructuring of industry, large scale modernization of energy, industry, agriculture etc. which requires substantial time and financial resources.

It should also be noted that in 1990-2006 the UNFCCC Annex I countries reached the target of the United Nations Framework Convention on Climate Change and did not exceed the base year level only owing to the countries with economy in transition. Greenhouse gases emissions in Ukraine in this period are almost 7 bln.t CO₂-eq.lower than under condition of stabilization of annual emissions of greenhouse gases at the level of 1990. At the same time, the emissions of greenhouse gases in Australia, Japan, Spain were approximately 1 bln.t CO₂-eq. higher, in Turkey – 1.3 bln. t CO₂-eq. higher, in Canada -1.4 bln. t CO₂-eq.higher and in the USA -9.4 bln. t CO₂-eq. higher.

Taking into consideration the need for recovery of economy and population as well as provision of sustainable development in the country, assigning Quantified Emission Limitation and Reduction Obligations in mid-term and long term outlook should be done on the basis of the national programs of economy development. Last macroeconomic prognosis is given in the Energy Strategy of Ukraine for the period up to 2030. It provides for the growth of GDP by 2020 by 1.7-2.6 times compared to 2005 (according to optimistic, basic and pessimistic scenarios of prognosis). Ukraine expresses its concern over intensification of global climate change and demonstrates its readiness to decrease carbon intensity of GDP by 30% till 2020 compared to 2005 and by half compared to base year respectively. Then the greenhouse gases emissions in Ukraine in 2020 could reach 85% of the base year (according to optimistic scenario of development).

Acknowledging extreme importance of the problem of antropogenic impact on climate change, Ukraine is ready to commit to the greenhouse gases emissions reduction by 20% by 2020 and by 50% by 2050. Imposing stricter obligations on Ukraine will not only render impossible the economy growth , but will also disable its recovery as well as recovery of population of Ukraine.

Item 5 (c) (i) FCCC/KP/AWG/2008/L.19

Duration of commitment period – 8 years (2013-2020).

Item 5 (c) (ii) FCCC/KP/AWG/2008/L.19

Greenhouse gases emissions are expressed in tons CO₂-eq.

Base year – without changes (for Ukraine – 1990).

Ukraine suggests to renew estimations of the base year according to the results of annual inventory submission in 2012 for 1990-2010 to take into account methodology changes, inclusion of new categories of emission sources, possible extension of greenhouse gases list etc.

Item 5 (c) (viii) FCCC/KP/AWG/2008/L.19

Participating countries encourages to do their best for adopting new global agreement on climate change in Copenhagen which will become a successor to the Kyoto Protocol. If the elaboration and negotiation of the new agreement text require more time, the Parties should follow item 9 of the Article 3 of the

Kyoto Protocol: the Annex B Parties propose their amendments to the Annex B regarding their quantitative obligations, and the next (or special) Conference of the Parties adopts them provided that there is a written consent of the Annex B Parties.

Item 5 (c) (x) FCCC/KP/AWG/2008/L.19

Sectoral approach is used as additional measure, which does not cancel the commitments of the Parties, but helps business reducing emissions in the most efficient manner. Type and scope of its application should be determined by the national policy of the Party taking into account priorities of its development.
