LEVELLING THE PLAYING FIELD

A Report to the UNFCCC on Negotiating Capacity & Access to Information

UNfairplay

April 2011

filling information gaps.

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YOUTH CLIMATE

"Our friends who are living most powerfully the impacts of a destabilized climate above 350 ppm are also the ones whose voices are under-represented in the UN process. Anything we can do to help level the playing field is a step towards addressing the problem in a fair way… The UN process is obtuse enough as it is, without these extra complications and obstacles that shut out small nations and civil society alike"

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Foreword

The authors of this report would like to make it clear that the tone of this report is in no way designed to criticise the role played by the UNFCCC secretariat. We recognise the hard work that they do on tight budgets and that their role is to carry out the tasks mandated to them by the parties to the UNFCCC. In this report we raise substantive issues of importance on which we wish to have a constructive dialogue with the secretariat over the coming years. We hope that the result of this dialogue will be a fairer and more transparent process that will help move climate politics forward.

The authors of this report would also like to make it clear that we in no way wish to criticise the hard work or competency of delegates from developing countries participating in the UNFCCC process. This report merely aims to highlight the fact that entire delegations are under resourced and stretched beyond their capacity to cover the full spectrum of necessary actions that enable effective participation in the process at the national level.

Despite the UNFCCC's much mentioned imperfections, the process is the only effective multilateral instrument we as global citizens have to deal with climate change. We the authors believe strongly that the UNFCCC process can be a force for good and can be the solution to this global problem. With this in mind our criticisms are designed specifically to improve and strengthen the legitimacy, fairness, transparency and effectiveness of the process. We feel strongly that through constructive dialogue, the outcomes of this report will contribute to these aims and be of benefit to the UNFCCC process in general.

Clarification:

Early editions of this report contained a photo at the start of sleeping delegates. We have since come to realise that this may have been insulting for the nations involved and so have removed it and apologise. This document is designed to be constructive and so we hope that in doing so, we add to the reach of this report.

Contents

1. Executive Summary

Levelling the Playing Field is a collation of the findings of the research project Filling Information Gaps, which came into being as a result of UNfairplay's work at COP15 and since. UNfairplay was created directly to augment the negotiating capacity of countries with small delegations through the voluntary efforts of civil society.

The most vulnerable nations, who have contributed the least to the problem, are often the least represented at the UNFCCC and least able to participate fully.

The UNFCCC participation list for COP16 reveals stark disparities in representation for Annex 1 countries and those in the Global South: Every 100 million people living in Africa are represented by less than 3 negotiators in comparison with the EU's 6.4. By the measure of participation the single delegation of Brazil with 591 delegates is better represented than the 39 countries of AOSIS combined. Despite the recent announcement to limit the number of simultaneous UNFCCC meetings to 6, 15% of the delegations present in Cancun are comprised of 5 or less individuals. This is all further exacerbated by language barriers, the current labyrinths of information sourcing and lack of basic logistical support.

Our vision is a more equitable representation of the world's people at the UN climate negotiations in accordance with the UNFCCC founding documentation and the UN Charter. We acknowledge that the efforts of civil society and volunteers cannot solve the problem but we think action under the UNFCCC has the potential to do much more.

This report aims to outline some of the structural inequalities currently negatively affecting the process. There exist a number of actions which could potentially be utilised to compensate for the resources gap between countries: this report highlights some of the problems faced in the process today, and makes proposals to try an ameliorate them.

Our research was carried out by youth delegates and volunteers through informal interviews and online surveys conducted during the intersessionals since COP15. A total of 39 respondents, each delegated at the UNFCCC, contributed to this study.

Key issues identified in this study were: delegation size and negotiating capacity as an influence on the UNFCCC process; delegation information sourcing; language as a barrier to participation; and the transparency and accountability of process.

Our key proposals include: The creation and public access of transcripts (in all UN languages) to all open UNFCCC meetings; All UNFCCC documentation be published close to simultaneously in all UN languages; The creation of a scientific and technical advice directory; The simultaneous verbal translation/interpretation of all open UNFCCC

meetings; The projection of relevant negotiating texts onto screens during the discussion of their contents; An increase in funding and/or change in the framework of the way in which underrepresented delegations are funded to attend the UNFCCC; The UNFCCC be mandated by parties to conduct an in depth investigation into how inequalities in the process can be addressed.

Increasing the negotiating capacity of underrepresented and under resourced delegations would have considerable implications. Better informed countries are more able to participate in a positive constructive manner, rather than relying on coping mechanisms (Gupta 2000). Fairer more transparent negotiations also increase trust, something that has been lacking since Copenhagen. Taking action to level the playing field could only be beneficial for the process.

A key recommendation in our report is the creation of a transcript archive for all open UNFCCC meetings. As it stands now there is no effective way of accessing what is said in negotiations verbatim. Journalists quote other journalists' paraphrasing; delegates cannot hold each other accountable verbatim and NGOs are forced into the bias of interpretation. By providing primary source material, the transparency and accountability of negotiations would be increased. This would be a major benefit for civil society involvement, media reporting and for accountability of process.

We believe transparency and fairness in process will inevitably lead to greater participation. This will increase negotiating capacity for the delegations which currently stand to lose the most. At a time when the scientific, economic and political outlook is bleak, we hope these measures could facilitate a more constructive dialogue and improve the trajectory of climate politics.

2. Introduction

In a year which may well be the warmest on record (NOAA, 2010) and in which extreme weather events have caused devastation in Pakistan as well as huge economic and health impacts in Russia; the need for action and the degree of consensus regarding this need has never been greater (UNFCCC, 2009). Yet the level of ambition is far lower than needed to meet even a 2C target (Rogelj et al, 2009).

Scientific consensus on anthropogenic climate change is now robust and creates a clear mandate for action to mitigate climate change (IPCC, 2007). Predictions of climate impacts have only increased in extent and severity through time with recent papers also demonstrating that planetary scale sustainability boundaries have been crossed (Rockstrom et al, 2009). As a vision for our current emissions trajectory, the recent collection of papers compiled by the Royal Society paint us a picture of a 4C world that no human being can wish to see (Royal Society, 2010).

As a global scale problem, it seems obvious that those nations most immediately threatened by climate change should have a considerable moral influence on the course of negotiations. It also seems logical that the needs of countries - whose very existence as states is put into question via decisions made at the Conference of the Parties (COP) - are considered as the lowest common denominator for a morally acceptable outcome. Their active participation in the decision making process is crucial to ensuring a deal that is fair.

Our vision is a more equitable representation of the world's people at the UN climate negotiations in accordance with the UNFCCC founding documentation and the UN Charter. The most vulnerable nations, who have contributed the least to the problem, are most often the least represented at the UNFCCC and least able to participate fully in the decision making process.

The UNFCCC secretariat called for contributions to the voluntary Trust Fund for Participation at its May/June session in Bonn 2010. Data for funding at COP16 is not available, but whether 1, 2, or 3 for least developed countries (LDCs) and Small Island developing states (SIDs) (as was the case for COP15), it matters little to the argument in this report. Many developing nations cannot afford to send a lot of extra delegates and support staff necessary for effective negotiating in the midst of parallel sessions as well as multiple informal sessions which are crucial to shaping agreements (Gupta 2000). In contrast, many Annex I countries are able to send hundreds of staff and large delegations containing negotiators, scientists, economists, lawyers, media consultants, support staff and special advisors.

Negotiating capacity is a complex concept with many contributory factors which are mentioned in section 4.2. This report has chosen to frame the issue through the lens of access and ability to use information because it is the interplay between these two factors that contributes directly to the power of a party to participate. This framing also encompasses a broader remit which relates not only to negotiating capacity but also the transparency of the process important to accurate reporting, and wider public participation.

Whilst it is true that many people involved in international multilateral negotiations implicitly acknowledge structural unfairness in the process, the role this plays in the outcome of negotiations is often dismissed by individuals as inevitable. We the authors don't see this as an acceptable position to take. Transparency of process and consideration of negotiating capacity are crucial issues for both fairness in process and representation. They are also a crucial element for the building of trust between parties, and enabling positive, constructive participation to move the process forward.

The UNFCCC process can and should be improved to facilitate a more representative process. It is therefore the aim of this report to highlight some specific problem areas based on our research in order to begin a wider dialogue on fairness and transparency in the process.

3. Context

The research project 'Filling Information Gaps' (FIG) – the culmination of which is this report - was founded in response to observations made during the work of a sister project UNfairplay at COP15 in Copenhagen. UNfairplay was created directly to augment the negotiating capacity of countries with small delegations through the voluntary efforts of civil society; especially the large and abundant youth movement involved in the UNFCCC process. Our main involvement with the negotiations has been to provide basic administrative support to enable negotiators of underrepresented delegations to keep on top of as much information as possible, and maximise negotiating capacity.

Over the course of COP15, the most striking observation for many of us was how cryptic everything was. The whole enterprise is so vast that to stay on top of one stream, let alone 4 (KP, LCA, SBI and SBSTA) is a struggle even for professionals. Although UNfairplay continues to support delegations in the negotiations, we do so on a voluntary and self-funded basis which is not sustainable. In thinking about what more could be done help the underrepresented delegations in their efforts, it seems that changes in the current processes that impact their participation will in the long term always be far more empowering and sustainable than the short term support that UNfairplay and similar initiatives can offer.

To this end FIG was born and since Bonn II 2010, FIG has been operating at all the intersessionals, gathering data as a means of recording delegates' varying experiences and as a way of formalising our experiences within the negotiations. The aim of the survey and report therefore reflects our attempt to put the issues surrounding inequality in negotiating capacity into public discourse wherein real structural solutions may be proposed and implemented by those with the means and mandate to do so.

4. Methodology

4.1 Framing the Agenda

The research agenda for this report was conceived from the beginning as a scoping study to explore the following questions brought up during our support work at COP15:

1) How do separate parties to the UNFCCC access and use information differently?
2) What factors contribute to these differences?
3) How does this affect the political process?
4) Could changes be implemented under the UNFCCC that would bring improvements to the process?

The survey team and authors comprise 6 members with many other contributors (translators, interviewers), all of which are involved in the international youth constituency YOUNGO, and draw from a range of countries. The team is mostly comprised of full time students who attend UNFCCC meetings independently and unfunded as civil society observers.

As a result of the team members' non professional status, both time, formal access and thus the potential to perform formal detailed, translated interviews with delegates is limited. On the other hand, this status as well as the brand of 'youth' does make team members more able to access delegates by less formal means during negotiating weeks, such as: informal interviews both inside and outside the centre, e-mails, NGO contacts, leafleting, and via youth delegates' relationships with their own country's delegations.

Although a more rigorous research methodology than is outlined below would have been ideal (and may be implemented in further work), the limitations spelled out above have necessarily framed our methodology and constrained the scope and power of this report. Realising these limitations, the principle aim of this study is to uncover and highlight key issues identified by stakeholders in the UNFCCC process relating to our four research questions.

4.2 Negotiating Capacity

This report focuses primarily on how achievable administrative changes regarding access to information and information provision might aid negotiating capacity for parties with small delegations. However, there are a plethora of issues surrounding negotiating capacity which are of a higher order and should also be addressed to ensure a fairer process. In this section the results of a brief literature review on negotiating capacity in general are presented, and some proposals made.

The UNFCCC negotiations have increased greatly in their size, their intricacy and the number of stakeholders involved over the last 20 years, especially so in the last 2 years (Figure 1). Succeeding in this complex process obviously requires a strong, equally complex capacity to negotiate on the part of national delegations. Yet, it is precisely this

essential complexity, i.e. diversity in expertise and an adequate size that developing country delegations often lack. “To follow these processes and succeed in them, delegations require a good institutional memory, strong policy analysis, design and evaluation capacity, technical expertise and diplomatic skills; moreover, since decisions are in many instances being taken by consensus, negotiators also need to bring to the process strong communication, persuasion and other interpersonal-relations skills” (Chasek & Rajamani, 2002 ; Doran & Gloel, 2007).

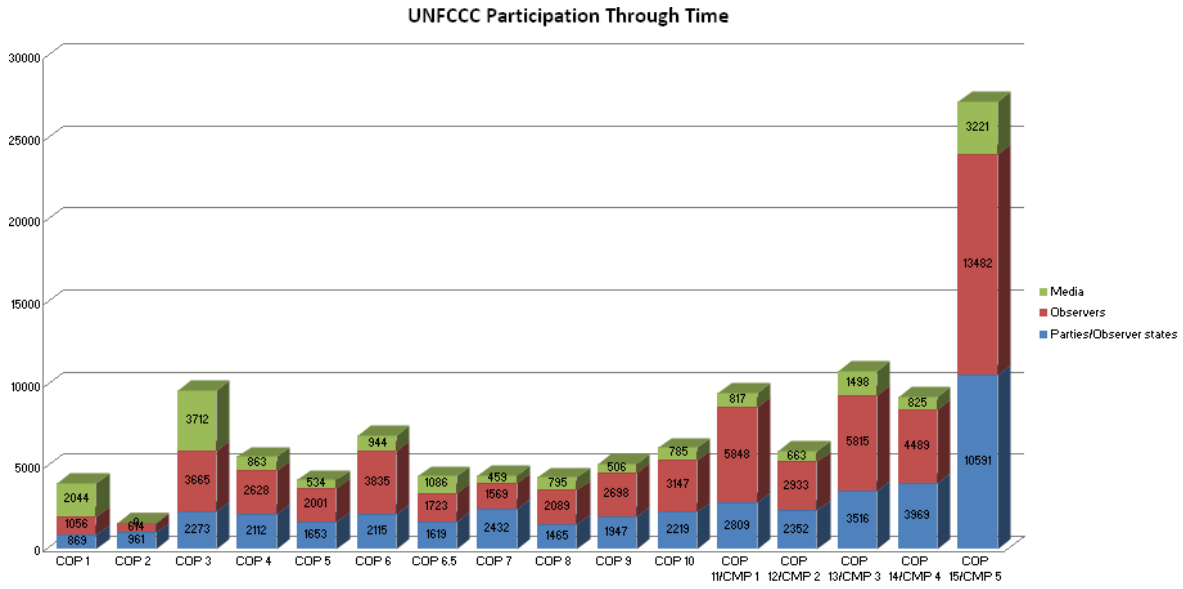

Figure 1: Breakdown of participants at COPs and CMPs since COP1. The trend shows a clear increase in interest in recent years, with a step change occurring at COP15 in Copenhagen. Figures taken directly from UNFCCC published graph displayed at COP16.

Small delegation size is the dominant theme in the reported literature as well as observations made during this survey. This in turn results in many further factors that influence negotiating capacity in negative way:

- Lack of expertise in the diverse number of professions and roles needed to cope with complex negotiations. These include negotiating skills, language skills, technical knowledge, and especially international law (Doran & Gloel, 2007).

- Lack of time to read and assimilate information from all the relevant documents for multiple negotiation tracks.

- Inability to attend in parallel: formal meetings, informal meeting, side events, coalition (bloc) meetings or diplomatic meetings.

- Increasing proliferation of meetings and subject specific groups stretch resources. Coping strategies such as coalitions don’t fully account for the disadvantages.

- Low capacity to network and apply diplomacy as well as pressures to contribute to both coalition (blocs) policy discussions and negotiations.

- Inability to be responsive, and productive, 24 hours a day for 2 weeks or more.

What is the UNFCCC doing?

In the May-June Bonn session of the SBI (FCCC/SBI/2010/L.21),

> *'The SBI ….urged [parties] to make voluntary contributions to the Trust Fund for Participation in the UNFCCC Process aimed at funding two delegates from each eligible Party and a third delegate from least developed countries and small island developing States.'*

Whilst it is certainly a very good thing that delegates are funded to attend negotiations and it is also good that the secretariat is making efforts to raise more funds, two and three delegates, as we will show, is unlikely to be sufficient to achieve fairness in negotiations. Before COP15 the Danish Government made the greatest single contribution ($1.7m) to the Trust Fund for Participation, this was to enable two delegates from developing countries and three delegates from the least developed countries and small island development states to attend. The Danish Minister for Development Cooperation, Ms. Ulla Tørnæs stated before the conference:

> *"I am very proud that Denmark plays a leading role, when it comes to supporting developing countries' participation in the climate change negotiations. The Intergovernmental Panel on Climate Change has repeatedly underlined that the poorest countries will suffer the most from the consequences of climate change. In order to reach an ambitious agreement at COP15 it is crucial that the developing countries are strongly represented in Copenhagen."*
>
> Ministry of Foreign Affairs of Denmark

This statement shows the right spirit, however despite this, the level of ambition is still too low to be truly effective. The contributions to the Fund since Copenhagen are shown in Table 1. The voluntary nature of the Trust Fund for Participation also causes some ongoing uncertainty over whether retaining even this level of support is possible. Only four countries contributed in 2010 as of May (Table 1). This uncertainty is clearly undesirable and the authors would like to hear a review of the options for increasing funds available in the Trust Fund for Participation on a more reliable basis.

Table 1: Trust Fund for Participation in the UNFCCC Process: contributions received as at 15 May 2010

Party	***Amount*** *(United States dollars)*
Australia	25,348
Norway	808,661
Sweden	452,025
Switzerland	33,981
Total	**1,320,015**

Status of contributions as at 15 May 2010. FCCC/SBI/2010/INF.5/Rev.1

Often small party delegates aren't even able to attend for the full course of negotiations and may fly in only for the final week as was the case for one delegate interviewed in our survey. Such late arrival hinders even the most basic level of participation in the negotiations.

We propose:

The secretariat looks into methods of raising funds to enable the UNFCCC to fund more delegates from developing countries in need, to attend: meetings, workshops and sessions.

In order to ensure the donors that their funding is used in a productive way and that the additional delegates are constructively contributing to the negotiation process, the funding could be subject to an easily verifiable condition. For example, it could be considered to make additional funding conditional upon the organisation of a side event or upon the specific use of the funds.

Other factors that affect parties' ability to negotiate are:

- Continuity of representation at negotiations by both negotiators and experts is lower for developing country delegates (Doran & Gloel, 2007). This makes it hard to build up institutional memory and key personal relationships necessary for effective diplomacy.

- Domestic capacity. This relates to the institutions a country has which focus on issues relevant to negotiations. E.g. Ministries (often Meteorological), Universities, NGO's. It also relates to domestic communications systems such as rapid internet access and training.

- Lack of domestic political instructions or legislation leading to a hollow negotiating mandate (Gupta 2000).

- Location of negotiations. Delegations for established UN locations with fixed diplomatic staff have been shown to be bigger on average (Doran & Gloel, 2007).

- NGO balance. 82% of accredited NGOs are from Annex I countries (half from the EU) and only 2% are from LDCs (Muller 2003).

- Language and translation barriers with special focus on the turnaround time for official documents. This issue is also particularly prevalent in closed sessions where English is the predominant language of discussion (Gupta 2000).

Of the above factors the common theme is domestic and procedural capacity building. We the authors therefore support the call of developing countries for increased focus on capacity building within negotiations to help improve the long term fairness of process.

There are projects in place that support capacity building, such as the European Capacity Building Initiative. However, they are limited in scope and fall short of addressing the whole problem as this report will show. One thing that may be changed relatively easily is the way in which information surrounding negotiations is made available to parties and the way in which meetings are structured. As highlighted in section 3.0 this idea is influenced by the simple administration work that UNfairplay has carried out for delegations.

In this work we are therefore seeking achievable changes to administration that may improve the capacity of countries to negotiate effectively. We also want to stimulate debate on the wider issue of inequality in negotiating capacity.

4.2.1 Negotiating Capacity at COP16

Already at COP16 there have been a number of very relevant interventions and public statements related to the ability of countries with small delegations to participate in the process. To illustrate our point we will start with a brief analysis of the participation list provided by the UNFCCC secretariat. It should be noted that the provisional list does not represent the true figures. People did not turn up; extra people wereadded during the session; and delegations contained people under different auspices. Nevertheless, the provisional list is the only official source available and therefore the best approximation.

This study is especially concerned with those parties with small delegations. For such countries the registered number of delegates is likely to be more stable and representative, as within such delegations there is less flexibility and fewer resources. The figures do not represent all the staff present to assist a country during the talks which will likely be larger for well resourced countries. However, we think it reasonable to assume the figures should give a pretty strong indication of representation at the opposite end of the scale where countries are unable to send many delegates at all, let alone support staff.

The UNFCCC secretariat called for contributions to the voluntary Trust Fund for Participation at its May/June session in Bonn 2010. Data for funding at COP16 is not publicly available, but whether 1, 2, or 3 delegates are funded for least developed countries (LDCs) and Small Island developing states (SIDs) (as was the case for COP15), it matters little to the argument in this report.

Table 2 shows a breakdown of countries with small delegations. The table shows that 31 parties have 5 delegates or less, making it physically impossible for them to attend the maximum of 6 simultaneous UNFCCC meetings. It seems clear that such a small delegation has little chance of representing its citizenship effectively in the negotiations, despite their best efforts. In reality a delegation cannot be comprised entirely of negotiators.

At the various UNFCCC conferences we have attended, we have observed parties of around 17 delegates being seriously stretched and unable to participate fully in negotiations. This is by no means a threshold for what could be classed as an underrepresented delegation, but to highlight the fact that due to the complex nature of the UNFCCC many more individuals are required to facilitate effective participation than one may originally assume. It is important to note that delegation size is not the only factor contributing to negotiating capacity but can serve as a rough indicator.

There are 14 delegations that lie on the threshold of the UNFCCC funding boundary, up to 3 delegates for LDCs and SIDs. Half of the signatories to the UNFCCC are expected to cope with delegations of 17 or less.

The question that springs from this is how many delegates is enough? How many is sufficient to enable a party to adequately represent their citizens in these crucial set of negotiations? One measure might be to look at parties that do have a strong presence in all negotiating sessions. For example Japan has 114, and the United States has 155. On this basis it would seem eminently reasonable to say that 17 (let alone 5) or less is simply not enough, and not acceptable. Yet this appears to be the case for more than half the parties in attendance at COP16.

On the 30th of November 2010 in the opening session of the Subsidiary Body for Implementation, Cancun. The SBI chair reiterated the recommendation given to the secretariat at the May-July session in Bonn (FCCC/SBI/2010/L.21)

> *'16. The SBI recommended that the secretariat, in organizing future sessional periods follow the practice of holding no more than two meetings of plenary and/or contact groups concurrently with the total number of meetings held concurrently, including informals, not exceeding six, to the extent possible. It also recommended that the secretariat continue to take into consideration, when scheduling meetings, the constraints of delegations and avoid clashes on similar issues to the extent possible.'*

Table 2: Participation at COP16

Number of Delegates	Number of Parties	Cumulative Freq
0	2	2
1	0	2
2	5	7
3	7	14
4	5	19
5	12	31
6	11	42
7	3	45
8	6	51
9	5	56
10	7	63
11	5	68
12	8	76
13	4	80
14	2	82
15	5	87
16	4	91
17	7	98
Total Signatories (UNFCCC, 2010)	192	51% ≤ 17

Statistics taken from the provisional delegate list released by the UNFCCC at COP16, 01 December 2011. A breakdown of all participants is given in Appendix I.

Our simple analysis would indicate that 16% of parties present would be unable to attend 6 meetings simultaneously if this were to occur. This doesn't even include side events and all the roles other than negotiating that are necessary within a delegation.

Another way of looking at the data on party delegation size is via negotiating coalitions as they tend to represent common interests and common characteristics. The AOSIS coalition has 368 delegates representing 39 parties, averaging out at a tiny 9.4 delegates per party. The African Group (excluding the anomalously large delegations of South Africa and Nigeria) has 1124 delegates representing 51 countries, an average of 22 delegates per party. In contrast the European Union coalition has 1021 delegate for 27 countries, averaging out at 38 delegates per party. The Umbrella Group has 596 delegates representing 9 countries and averaging out at 66 delegates per party.

A further stark contrast is illustrated by the fact that the Brazilian delegation has 70% more delegates than all the countries of AOSIS combined. When analysed by population, the EU is represented by 6.4 delegates per 100 million people, whereas Africa is represented by less than 3 delegates per 100 million people.

Millions of people are not being represented equally in this process, and this may lead to them being represented unfairly. It is the opinion of the authors that this is not an

acceptable state of affairs. No matter how you look at it, many countries that need strong representation the most simply do not have it. This in many ways represents a crisis of international representation at the regional and governmental level.

Case Study 1: Togo

Paul Abiziou Tchinguilou is an agronomist in the Environment Ministry in Togo and one of the 15 delegates that his government sent to Cancún. Originally, the Togolese government had registered 36 negotiatiors in advance of the conference, but could only send 15. Tchinguilou is in charge of following the SBI negotiations (Subsidiary Board of Implementation). Each delegate covers a different stream of the negotiations. "Around lunchtime we meet again to take stock" explains Tchinguilou. Besides that there are the group meetings to attend in the mornings and evenings (African Group, LCA, G-77). "Our days are very stressful, because we are not so many. We have to manage to cover as many meetings as possible with our limited capacities" says Tchinguilou. And they must use their time well, since once they get back to Togo, there are other tasks to fulfil: "There is no such job as 'negotiator'. We are delegates at the conference, but at home we have other tasks."

Asked about the specific difficulties his delegation faces, Tchinguilou does not hide his frustration: "My first language is French and I have never been to a UN meeting, where English is privileged like that." Not only are there no translators in many of the meetings, "I would also need all the texts in French." The negotiations often deal with details for which a perfect knowledge of the English language is indispensable. "For example, the word 'should' has a special meaning in legal language which is not the same as 'shall'. These are nuances that we Francophones cannot understand" stresses Tchinguilou.
Another problem, according to Tchinguilou, is the delegation size. While Togo can send at least a number of delegates to the annual Conference of the Parties (COP), the intersessional meetings are usually only attended by the two delegates that are funded by the UNFCCC. "This leads to a situation where most of our delegates at the COPs haven't attended the meetings in between, so they don't know all the details of how the talks developed." In addition to the high workload his delegation has to deal with anyway, this further affects their ability to represent their country's interests at the UN climate talks.

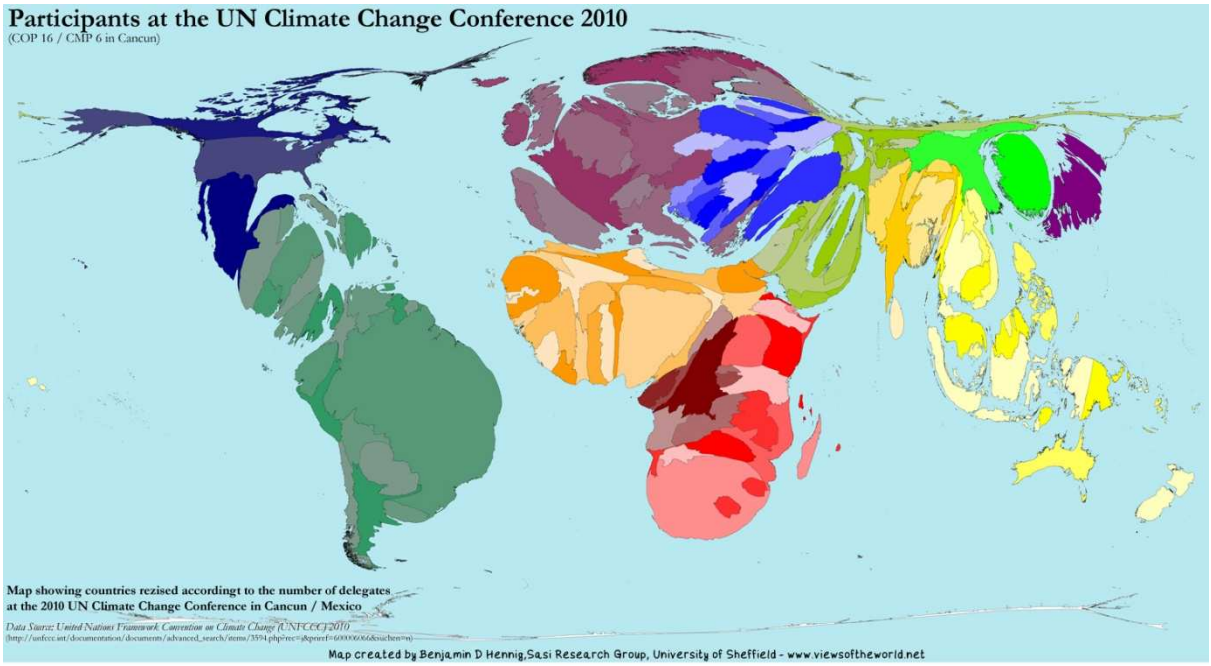

Figure 2: Map resized according to the number of delegates per country in the 2010 Climate Change Conference, Cancun, Mexico.

4.3 Data Collection

To solicit the opinions of individual delegates, the principal method of data collection was chosen to be a survey questionnaire containing a list of questions designed to open dialogue around our research questions (www.unfairplay.info). This method was chosen due to that fact that it provided standardisation of questions asked and thus some basic level of comparability. It also allowed for versatility in our methods of data collection in order to maximise the number of respondents given our human resource and access constraints.

Survey questions were asked by the team via a number of methods including: direct face to face interviews, a printed questionnaire given out to delegates, and an online version of the questionnaire e-mailed to all delegates and translated into 4 languages. These being English, Arabic, French and Spanish (www.unfairplay.info).

Fitting with the aim simply to 'identify key issues', the majority of survey questions were deliberately designed to be open so as to encourage unconstrained responses that are more likely to be honest and identify novel issues not thought of by the question designer (Berg 2002).

Due to the opportunistic nature of the surveys data collection methods, pre-constructed guidelines regarding the precise framing of questions more suited to formal, quantitative interviews were not drawn up. However, as much as possible interviewers tried to ask questions as they were written down, following up with further explanation if necessary; or if answers given by respondents did not address the question.

Interviewers were also encouraged to ask further probing questions in order to gain more explanatory detail when appropriate. For the online questionnaires, large boxes were given to encourage lengthy, non constrained responses and the questions meaning clarified in text below the main question.

4.4 Interviewee specification

The target of the research was to solicit the anonymous opinions of individual delegates rather than the official positions of parties to the convention. This was because of ease of access and also the ability to speak freely rather than take a party line.

It is the sum experience of individual delegates which constitutes the issues affecting parties. Therefore the responses collected, and stated in this report should not be interpreted as being officially those of any party. Rather they are those of individuals who make up a party, or are members of a wider grouping of parties such as negotiating blocs.

All interviewees were given the option to attribute their comments either anonymously, or to region groups, negotiating blocs or delegations.

4.5 Potential Biases

On the question asking respondents whether they had any language issues, some people seemed not to want to admit if this was the case, even when they had some difficulty in understanding the questions of the survey itself. This is a possible bias caused by delegates not wishing to admit any problems. Another possible source of bias was caused by some respondents thinking that their comments would be made public or suspicion about the nature of the survey. This had to be overcome by explaining what UNfairplay was, and that the survey is confidential and independent. Never the less an official source such as the UNFCCC would have been more trusted we feel.

Key issues identified and proposals made in this report should be further investigated in a more comprehensive and quantitative manner if potential issues highlighted and policy changes are to be given a robust backing. We feel doing so will require the trust, legitimacy and access that only the UNFCCC secretariat has. It is therefore the expressed wish of the authors that our work be repeated in a more expansive manner by the UNFCCC secretariat so as to act as an evidence base for potentially beneficial policy change recommendations.

We propose:

The Secretariat could repeat this survey once mandated by parties to further explore this issue. The status, independence and confidentiality of the Secretariat could be made use of to gather more information on delegates needs and ensure each country is represented fairly.

5. Results and Discussions

What follows are the main areas of concern identified by delegates in our interviews with them and the online surveys. This is by no means a full account. We have divided the issues into the categories of information sourcing, scientific and technical advice/support, linguistic barriers, and logistical concerns.

At the end of each section we propose recommendations to UNFCCC Secretariat in the hope that some if not all of the concerns raised can be addressed in the near future given the current state of negotiations.

5.1 Information Sourcing

"What types of information do you use to keep up to date with the negotiations both during sessions and between sessions? Please try to be specific and name all types"

F.I.G survey question

From our research asking about sources of information used by delegates to the UNFCCC we found that a high reliance is placed on, in order of prevalence:

UNFCCC Documentation and Bulletins (ECO, TWN, ENB and IISD); the UNFCCC website; Negotiating Bloc resources and Media; and NGO commentary and E-lists.

Other sources mentioned less frequently include:

informal conversations between delegates; National Government reports; and delegations' own notes.

A telling finding is that 'conversations between delegates' appeared to be considerably more important for developing countries than Annex I nations in keeping up to date.

In the following section we want to expand on the contextual utility, transparency and balance of information provided to the most under-resourced delegations.

5.1.1 UNFCCC information

As one would expect, our research shows that delegates primarily use the UNFCCC sites and documents to keep up with negotiation proceedings. This represents among others: official papers, texts, conference proceedings, participation lists and webcasts.

It has been commented on that the only written information available post meeting is a written summary of proposals and their outcomes as well as summaries presented in bulletins. This neglects the context and history of the debate leading up to consensus, which often informs countries positions and is revealing of the true nature of the

discourse. From all of our research and questioning we have found no available official transcripts of negotiations.

As the official and most widely used source we would expect the UNFCCC Secretariat to be comprehensive in its provision of information integral to parties' participation.

We propose:

The UNFCCC secretariat provides more detailed records of discussion taking place in public UNFCCC meetings.

5.1.2 UNFCCC webcasts

"Do you use the UNFCCC webcasts of negotiations?"

F.I.G survey question

We wanted to know if delegates made use of the webcast services provided by the UNFCCC as these are the only official record of what took place at meetings, and are the only means to catch up on meetings missed. Of the 39 respondents asked the yes/no question given above, 45% answered that they did use the webcasts, whilst 47% answered no. 3% of respondents failed to answer the question in a clear manner, possibly because of language barriers.

This data is by no means comprehensive, never the less such a high number of replies stating that they did not make use of the webcasts was surprising to us and begs the question why this is the case. Some respondents gave more detail than others in this respect, which has raised some interesting issues that merit further investigation.

A reply that we frequently received from Small Island Developing States (SIDS) and Least Developed Countries (LDCs) was that in between negotiations it was not possible to view the webcasts on the UNFCCC website due to low internet bandwidth and speed. This problem is likely to adversely affect many regions with poor communications infrastructure.

Quotes from interviews in response to the above question:

"No, not enough bandwidth at home and not enough time during negotiations"

Barbados Bonn II 2010

"No, the internet services are not good enough"

Gambia Bonn II 2010

Another frequent response was that delegates do not have time to watch the webcasts both at home where they may not work on negotiations full time, or at negotiations where people are thinly allocated without sufficient free time to catch up using lengthy webcasts. This inability to catch up or revisit negotiation proceedings may well be a

major disadvantage for some parties and effectively renders the tool redundant for the parties that may at times need it the most.

> *'In Kiribati, internet [it] s quite a luxury [to have] a ... web-based medium of communication and access to information. We always have problems with browsing a website or download[ing] information for more than 3 minutes'.*
>
> KIRIBATI Intervention SBSTA 33, 2010

As well as requiring good internet connection and the lengthy, raw nature of webcasts they are very difficult to use due to their simply being in raw video format. In order to obtain quotations from the floor of the negotiations using the webcasts (the only resource currently available to do so) you need to know where in the video (which can be several hours long) the relevant discussion occurs. It is also necessary to wait until the webcast has loaded before moving around in the video. There is no way of searching the video for keywords, phrases or individual delegate interventions as would be possible in text.

Essentially there is no accessible way to hold delegations to account on what has been said in the meetings of the UNFCCC.

Although possibly a language issue, several of those interviewed appeared to not even know about the existence of the webcasts, showing a likely barrier in accessing information:

"No - I did not know about it"

Ethiopia Tianjin 2010

"No - what is it?"

Kenya Tianjin 2010

Due to the webcasts being the only detailed primary source of reporting the happenings in UNFCCC meetings, delegates must rely on their own notes and third party reports.

A much simpler and more accessible way of presenting this information would be the publication of transcripts shortly after meetings. This is already practiced in other sessions held by the UN, for many BBC programs and for courtroom records across the world. For logistical simplicity, software exists that could potentially be used (such as 'Dragon') in order to directly translate speech into text.

We propose:

Transcripts be produced for all open official meetings of the UNFCCC in addition to webcasts, which would be easier for delegates to access and refer back to.

"Transcripts would be easier [to use] than webcasts"

Philippines 2010

A delegate from the Philippines also said that he had transcribed an entire webcast himself from a COP15 meeting for the use of his colleagues. This is probably not an isolated case and given that in the UNFCCC founding document it is stated as a draft rule that the secretariat should 'perform all other work that the Conference of Parties may require' (Draft Rule 29e); provision of official transcripts is perhaps a reasonable suggestion. The UNFCCC may already archive transcripts for its meetings but what is known is that none of these appear to be accessible to delegations or the public.

5.1.3 Media

From our research it appears more common for non Annex I parties to use the media as a key source of information, perhaps because they do not have the capacity to assimilate the large amount of information required to participate fully. This could be a result of small delegation sizes or lack of access to expertise.

Bulletins (such as: ECO, IISD, ENB, TWN) form a major part of the media which inform the process; but each has a different editorial perspective. Furthermore, as identified by one delegate we interviewed:

'short summaries tend to print comments out of context '

Caribbean Delegate 2010

In a complex negotiating environment this renders quotations and summarised positions from NGO bulletins incomplete at best, and potentially misleading.

'Do you source information from TWN, ENB and ECO? If so how do you use it?'

F.I.G survey question

In response to the survey question above, one delegate replied:

"Yes, [but we] don't like the journalistic style [and bias] of [some] bulletins ... [We do] not [have] enough time to read loads more than these three, but [we] can't quote [them in] interventions [i.e. to agree or disagree with a party] because they hold no legitimacy."

SIDS Delegate Bonn II (2010)

Delegates have made clear that bulletins are valuable to them as sources of information but that they are not legitimate and credible for direct quotation and/or referencing in the negotiation process. They also lack context and official endorsement. Additionally second hand media reports in negotiations often have no primary source documents to reference and so lack context and credibility both for use by delegates and wider civil society. We followed quotations in the journalistic media and found that all (if referenced at all) were eventually referenced back to other third party reports rather than webcasts or any other legitimate UNFCCC source.

Considering media is a principle source of information for under resourced delegations, the fact that they lack legitimacy is a critical issue. This could be rectified.

We propose:

The aforementioned transcripts be produced for all open official meetings of the UNFCCC, including smaller side meetings and round tables. These transcripts should be made available at document centres and archived on the UNFCCC website.

Official transcripts enable clear referencing in secondary source documents as well as direct referencing of statements made by parties. This provides parties with the legitimate references on which to base their position and respond to the statements of others. Furthermore, by providing clear, accessible, contextual information, it will always be possible to ground summarised statements as part of a wider discourse making it easier to catch up on important parts of negotiations from summarised documents.

5.2 Scientific and Technical Advice

In response to our survey question 'What kind of UNFCCC information do you find lacking?', the subject of scientific and technical advice was a topic that came up regularly. Within this a common theme was access to expert scientific and economic advice:

"Scientific information regarding climate change impacts on small island states."

AOSIS Delegate Bonn III (2010)

"Scientific and economic advice"

Afghanistan Bonn III (2010)

"Scientific and economic advice, and the impact of different groups positions."

SIDs & G77 member Bonn III (2010)

"Scientific and economic advice"

Ethiopia Tianjin (2010)

Lack of scientific and technical advice is a widely recognised problem for developing nation delegations. As mentioned in section 4.2, lack of advice largely reflects low domestic capacity. This factor was well illustrated in our survey by a delegate from the Philippines and an Indonesian delegate:

"We don't have [enough] research institutions for academic advice."

Philippines Bonn III (2010)

"Not enough national scientific information and advice, [so I] have to resort to side events."

Indonesia Delegate Bonn III (2010)

From our survey and the literature it is clear that this deficit of technical advice remains a widespread barrier to effective participation by developing country delegations. The lack of in country capacity to provide expertise is a real problem as well. Whilst it is not the secretariat's role to provide such advice, it could play a role in facilitating the provision.

It is worth noting that there already exist schemes set up by NGOs to provide crucial technical advice to developing countries. One good example is the 'Legal Response Initiative' which provides free, expert, professional legal advice to delegations (http://www.legalresponseinitiative.org/). Their efforts could be aided by simple endorsement by the secretariat or the UNFCCC.

This same problem of legitimacy was also brought up in a science context by a delegate from Bangladesh. He commented that it was often the case that scientific advice raised in negotiations by LDC's was dismissed by other parties due to it coming from perceived illegitimate sources (NGO reports). He further said that it would be useful to have more guidance on which information sources may legitimately be used in negotiation interventions and statements. During the same interview it was also suggested that a list of organisations and individuals be compiled by the secretariat that LDCs may contact for specific technical advice - in essence, a technical advice resource directory given legitimacy by the UNFCCC. We the authors support this position that the UNFCCC should do more to aid the provision of technical advice to delegations in need. Therefore,

We propose:

That a directory of organisations, individuals, consultants and institutions be compiled on the UNFCCC website that parties may contact for technical, legal and scientific support.

A further interesting response gained was that from Austria:

"We need less documents, but what is produced could be more relevant...."

Austria Tianjin 2010

From general observation of the authors the sheer volume of information being produced at sessions is certainly a problem. Small delegations cannot hope to read and react to it all. We cannot comment on the feasibility of reducing the document load; however a clear way to make this less of an issue would be to increase delegation sizes.

5.3 Translation and Language Issues

'Do translation and language issues affect your delegations participation?'

F.I.G Survey Question

From our research it appeared clear that there remain some significant language barriers making it difficult for many delegations to participate fully in the UNFCCC process.

Some of these problems are relevant for the UN as a whole (and therefore more difficult to address), for example:

"My native language is not a UN language"

Japan Tianjin 2010

"Where is the translation of what they're saying into the 86 languages of the Solomon Islands?" [Stated ironically]

Solomon Islands Tianjin 2010

Others are specific to the UNFCCC process and could potentially be changed without tremendous effort. A delegate from Togo saw the dominance of English as a significant handicap for Francophone delegates from Africa. The delegate said UNFCCC documents such as drafts and proposals are only translated into French after some time which may mean that English speaking African Delegations are generally much more active in the LDC network and African Group, as suggested in our interviews. These sentiments were echoed in the comments from an anonymously attributed delegate, who added that the UNFCCC mailing list is often not adequately translated.

"Some African delegates only understand around 60% of what is said, and are not able to express their ideas in English at all"

Anonymous Tianjin 2010

In response to the above question, another African delegate replied:

"No, but I observe [for] other people it does."

Nigeria Tianjin (2010)

We propose:

That all UNFCCC documentation be published close to simultaneously in all six UN languages so as to make it possible for a larger majority of delegates to even understand, communicate and participate fully in the negotiations.

This is a more specific interpretation of draft responsibilities echoed in the UNFCCC founding text:

[the UNFCCC secretariat shall] 'receive, translate, reproduce and distribute the documents of the session (Draft Rule 29b)'

From our research we also found that many closed meetings and break out working groups (ie any UNFCCC meetings that are not plenaries) lack translation/interpretation entirely. At COP15 and more recent intersessionals translation/interpretation services were once observed by the authors to be lacking in the plenary itself. This may be due to lack of funds or organisation, but lack of translation in UNFCCC meetings forces a large number of delegations out of the process by reducing their ability to engage in it.

We propose:

Simultaneous verbal translations/interpretations be mandated in the UN languages for many more UNFCCC meetings, namely all open meetings and plenaries.

Again, this is a call for more specific formulation of responsibilities echoed in the UNFCCC founding text:

[The UNFCCC Secretariat shall] 'arrange for the interpretation at the session (Draft Rule 29a)'

It is usual that draft texts under discussion are presented and edited in English during UNFCCC meetings. We are aware of the fact that even once translations are provided in all open meetings, drafting will probably still be done in English. This is an inevitable disadvantage for non English speakers and it is likely to remain the case in future.

One interviewee commented that even among English speakers, the range of accents used could still be problematic for comprehension of other delegates' contributions. One way to provide additional clarity for delegates for whom English is not a first language could be to project the negotiating text onto at least one visible screen at all times during discussion of that text. This happens in some meetings, but not all, and is a possible way of reducing linguistic barriers. It is obviously much easier to follow proceedings if the text can be simultaneously read and heard. This could be a relatively easy thing to action.

We propose:

Relevant negotiating texts under discussion be projected onto at least one visible screen at all times during meetings of the UNFCCC.

Further comment: Some respondents seemed unwilling to admit if they had translation issues, even when it was clear that they had difficulty with understanding the survey question in English straight away. This was a possible source of bias perhaps caused by the nature of the question creating embarrassment for respondents.

5.4 Other Issues and comments from respondents

5.4.1 Delegation size

Delegation size is perhaps the most significant contributing factor to the negotiating capacity of a delegation although of course this neglects many other dimensions. So far small delegation sizes have been mentioned as limiting effective participation as this has been highlighted in both our personal experiences and wider research. The fact that the UN funds up to 2 delegates (down from 3 funded places in previous years) to attend

UNFCCC sessions means that participation is partly determined by a nation's ability to pay. The ethics of this are questionable.

As well as the number of delegates sent to represent a nation, a delegation's available funds influence its accommodation and transport options. In meetings we have sat in UNFCCC delegates have not been able to attend due to long transport time from hotels in the suburbs (due to lack of funds for accommodation in nearby location). Food, rest and sleeping arrangements at international meetings undoubtedly affect a delegation's negotiating capacity. Cancun was a clear example of this where the hotels near to the conference venue are very expensive compared to accommodation within the city of Cancun city itself. For those accommodated within the city and because of the way in which the conference venue was arranged, the difference in travel time between those in the city and those in the expensive hotels near the venue could be up to an hour or more going one way.

Any changes to this necessarily depend on a change in the scale of UNFCCC funding which is beyond the scope of this study to analyse. We do know that funding for the UNFCCC participation fund is provided on a voluntary basis by signatories. The transparency of this and it's implication on the fairness of the process deserve further investigation. Regardless, we would like to state that it would be beneficial to reconsider the framework that is in place for providing for delegates to attend UNFCCC workshops, meetings and sessions.

Increasing funded spots for underrepresented delegations could have significant positive implications for the negotiating capacity of those who stand to lose the most.

We propose:

The UN considers mechanisms for funding more spaces on delegations to attend the UNFCCC.

An additional point raised by a delegate we interviewed, which is worth reflecting on:

"If this negotiation is to reach an outcome, the number of delegates per country should be restricted.'

Ethiopia Tianjin 2010

5.4.2 Limitations of transparency

The recommendations we have proposed mostly refer to increasing access to information from open meetings of the UNFCCC. We believe it is important to note here that we acknowledge that there are limits to how useful public transparency can be to the negotiating process. One delegate made the comment that:

"The participation of NGOs… and civil society… is very important. But if everything was transparent you would never make progress"

Austria Tianjin 2010

Here we would like to make it clear that we recognise closed meetings are closed for a reason. Transcripts could be produced with translation if necessary for those involved

in closed meetings (rather than being public access) and translation services may well be beneficial as well for these session. However given our lack of access to these arenas and the structure of this UNFCCC process, further comment is beyond the scope of this study.

6. Summary of Recommendations

We have proposed that:

- Transcripts be produced for all open official meetings of the UNFCCC in addition to webcasts, which would be easier for delegates to access and refer back to. Translated transcripts should be made available on the UNFCCC website.

- All UNFCCC documentation be published close to simultaneously in all six UN languages, so as to make it possible for a larger proportion of delegates to simply understand, communicate and participate fully in the negotiations. This would include potential transcripts.

- A directory of organisations, individuals, consultants and institutions be compiled on the UNFCCC website that parties may contact for technical, legal and scientific support.

- Quasi-simultaneous verbal translations/interpretations be provided in the UN languages for many more UNFCCC meetings, namely all open meetings and plenaries.

- Relevant negotiating texts under discussion be projected onto at least one visible screen at all times during meetings of the UNFCCC.

- The UN considers mechanisms for funding more spaces on delegations to attend the UNFCCC.

- Our investigation on how information access affects negotiating capacity be repeated in a more comprehensive manner by mandate from parties to the UNFCCC secretariat so as to act as an evidence base for potential beneficial changes that could be debated and actioned.

7. Concluding Remarks

The results and ideas stemming from this study have been relatively scattered in nature. Regardless, we believe that the true value of the report lies in the issues we have brought to the surface: delegation size and negotiating capacity as an influence on the UNFCCC process; delegation information sourcing; language as a barrier to participation; and accountability of process.

In our proposals, we have provided what we believe are some of the most practical and feasible responses the UNFCCC can take to improve the situation based on discussion with delegates. We hope this opens the wider discussion and that further solutions may be identified and implemented to help create a more level playing field in negotiations. We believe our proposals are in line with UNFCCC founding documentation on the responsibilities of the secretariat under the (admittedly, draft) rules of procedure:

[the UNFCCC secretariat] 'shall arrange for the provision of staff and services required by the COP and subsidiary bodies (Draft Rule 28)'

[the UNFCCC secretariat shall] 'perform all other work that the Conference of Parties may require (Draft Rule 29e)'

The single most logical and implementable recommendation with the largest potential benefit is, we believe, the creation of a transcript archive for UNFCCC sessions. To this end, we feel it is necessary to reiterate the case for them.

Transcripts

Within this document the call for transcripts has been a recurring theme: Underrepresented and under resourced delegations are unable to cover all relevant sessions of UNFCCC negotiations and transcripts could act as an efficient and currently unavailable resource for those most in need to get a full picture of negotiations. Provision of transcripts could result in a whole load of ancillary benefits for wider society and global climate politics while requiring relatively little effort on the part of the secretariat.

Transcripts would be a viable alternative to webcasts for areas with low bandwidth which are currently unable to catch up on, or follow negotiations remotely. They could also provide a written primary source record from which civil society and the press may quote thus providing a clear audit trail. Furthermore transcripts would augment existing widely used summary services such as ENB by providing the context under which party position statements were made.

Another way in which transcripts have advantages over webcasts is the fact that they would be searchable. This would make it much easier to find a specific party's statement within a session where currently one must sit through a non indexed webcast lasting several hours. The problem of differing accents, cadence and pace identified in this

study is still a problem for those watching or wanting to use webcasts as an information source. Transcripts would help to make recorded sessions considerably more accessible.

Having this archive of party positions given in open sessions would also be a boon for the historical record, scholars of the UNFCCC process and civil society overlooking the process and communicating this to a wider audience. This can only add to the transparency and legitimacy of the process.

We feel that the provision of a transcript archive is realistic possibility well within the means of the UN. As mentioned in section 5.12 this is already done in other arenas so we do not see why this wouldn't be technically achievable in the case of the UNFCCC.

The UNFCCC secretariat under convention and the rules of procedure should (although are not mandated to):

'Make and arrange for keeping of sound recordings of the session (Draft Rule 29d)'

We would like to see this rule amended to:

'Make and arrange for keeping of sound recordings and transcripts of the session'

Such an unprecedented resource could provide a robust, accountable, historical archive for the benefit of current and future generations.

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9. Appendix I - Delegates per Country Breakdown

The delegates per country breakdown given in this report was taken directly from the provisional UNFCCC participants list published at COP16, Cancun on December 1st 2010. Numbers were counted by hand 3 times by separate people then checked. Nevertheless we cannot discount minor errors but have confidence that the broad picture is robust.

UNFCCC Signatories	N# Delegates COP16
Afghanistan	5
Albania	9
Algeria	23
Angola	28
Antigua & Barbuda	4
Argentina	46
Armenia	2
Australia	41
Austria	30
Azerbaijan	3
Bahamas	6
Bahrain	5
Bangladesh	97
Barbados	6
Belarus	13
Belgium	109
Belize	15
Benin	11
Bhutan	10
Bolivia	28
Bosnia Herzegovina	9
Botswana	11
Brazil	591
Brunei Darussalam	12
Bulgaria	7
Burkina Faso	28
Burundi	11
Cambodia	22
Cameroon	17
Canada	90
Cape Verde	5
Central African Republic	20
Chad	8
Chile	35
China	97
Colombia	15
Comoros	10
Congo	9
Cook Islands	10
Costa Rica	34
Cote d'Ivoire	17
Croatia	13
Cuba	14
Cyprus	6
Czech Republic	18
Democratic Republic of Congo	74
Denmark	58
Djibouti	3
Dominica	5
Dominican Republic	36
Ecuador	41
Egypt	28
El Salvador	23
Eritrea	3
Estonia	8
Ethiopia	23
EU	102
Finland	39
France	77
Gabon	20
Gambia	16
Georgia	12
Germany	80
Ghana	19
Greece	21
Grenada	25
Guatemala	67
Guinea	61
Guinea-Bissau	8
Guyana	10
Haiti	6

Honduras	66
Hungary	25
Iceland	5
India	44
Indonesia	162
Iraq	6
Ireland	21
Islamic Republic of Iran	17
Israel	41
Italy	56
Jamaica	6
Japan	114
Jordan	5
Kazakhstan	20
Kenya	46
Kiribati	17
Kuwait	16
Kyrgyzstan	8
Lao People's Dem Republic	13
Latvia	8
Lebanon	11
Lesotho	12
Liberia	20
Libyan Arab Jamahiriya	6
Liechtenstein	7
Lithuania	6
Luxembourg	9
Madagascar	15
Malawi	56
Malaysia	34
Maldives	28
Mali	38
Malta	5
Marshall Islands	12
Mauritania	10
Mauritius	3
Mexico	119
Monaco	4
Mongolia	5
Montenegro	11
Morocco	45
Mozambique	15
Myanmar	3
Namibia	41
Nauru	12
Nepal	21
Netherlands	38
New Zealand	25
Nicaragua	7
Niger	22
Nigeria	175
Niue	6
Norway	95
Oman	5
Pakistan	50
Palau	5
Panama	43
Papua New Guinea	32
Paraguay	60
Peru	25
Philippines	58
Poland	49
Portugal	22
Qatar	50
Republic of Korea	111
Romania	17
Russian Federation	38
Rwanda	4
Saint Kitts & Nevis	3
Saint Lucia	10
Samoa	12
San Marino	2
Sao Tome & Principe	6
Saudi Arabia	24
Senegal	61
Serbia	14
Seychelles	4
Sierra Leone	19
Singapore	42
Slovakia	17
Slovenia	12
Solomon Islands	8
Somalia	3
South Africa	199
Spain	82
Sri Lanka	15
St Vincent & The Grenadines	5
Sudan	20

Suriname	4
Swaziland	13
Sweden	51
Switzerland	28
Syrian Arab Republic	5
Tajikistan	17
Thailand	61
Timor-Leste	10
Togo	36
Tonga	2
Trinidad & Tobago	6
Tunisia	12
Turkey	93
Turkmenistan	2
Tuvalu	16
Uganda	54
Ukraine	33
United Arab Emirates	42
United Kingdom	48
United Republic of Tanzania	35
United States	155
Uruguay	18
Uzbekistan	2
Vanuatu	9
Venezuela	33
Viet Nam	37
Yemen	16
Zambia	41
Zimbabwe	33