CCDA - II
OUTSTANDING ISSUES IN CLIMATE CHANGE NEGOTIATIONS: RELEVANCE FOR AFRICA

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1. CONTEXT OF THE ADP [1]

- The ADP is the next phase following the 2007 Bali Roadmap agreement, which sought to define the implementation of the Convention beyond 2012

- The main challenges of this negotiation were the negotiation of:
  - the amendment of Annex B of the Kyoto Protocol, thus a 2nd commitment period;
  - comparable effort for developed countries not party to the Kyoto Protocol
  - reflection of relative mitigation actions by developing countries
  - architecture and commitments for adaptation, finance, technology, and capacity building - mitigation
1. CONTEXT OF THE ADP [2]

• Copenhagen in 2009 could not conclude these negotiations, however we saw mitigation and finance pledges in the Copenhagen Accord, and an attempt at differentiation

• Cancun in 2010, built a number of operational mechanisms under the Convention, on transparency, finance, technology, adaptation, response measures, review

• Durban 2011, built on the 2009 and 2011 outcomes, and defined a perspective of the implementation of the Convention beyond 2020, whilst providing for conclusion and implementation post 2012

• The BRM have delivered from an architecture point of view, but has come short of expectation in defining the legal form, and commitments underlying the implementation; a third group of A I
2. AMBITION AND THE ADP [1]

- The UNEP report quantifies the low level of ambition from the Copenhagen pledges, and identifies conditionalities, stringency of rules as main factors driving ambition.

- Fact is aggregate pledges of developed countries in an ambitious scenario are 16% from 1990 levels [significantly lower than 25 - 40% suggested in AR 4]; 6% above 1990 levels in less ambitious scenario, equivalent to BAU.

- Aggregate for developing countries is 7 - 9% deviation from BAU, which is also less than the 15 - 30% benchmark, which could be enhanced through a wider participation and scaling up of support.

- Responding to the low level of ambition the ADP provided for a workplan to raise the level of ambition such that there is a fair chance achieving the global temperature goal.
2. AMBITION AND THE ADP [2]

- Typical submissions by developing countries pertained to addressing conditionalities, rules, means of implementation; whereas developed country proposals are on supplementary and complementary actions not under the mandate of the UNFCCC.

- A number of these actions have potential, however it is important for Africa to maintain integrity of the multilateral system under the UNFCCC through ensuring additionality, accounting rules, recognition under the Convention.

- Risks for Africa include such actions replacing commitments under the UNFCCC, environmental integrity of some, accounting for actions as these are in the form of partnerships; the wisdom of discussing commitments under the ADP ambition workplan post 2012 and pre 2020 when the LCA and KP have provisions needs to tested.
3. ADP FUTURE LEGAL OUTCOME [1]

- Decision 1/CP.17 launched the process to negotiate another legal instrument, another protocol, agreed outcome with legal force that is applicable to all, coming into effect in 2020.

- The Kyoto Protocol is a good mitigation instrument, but doesn’t address the full spectrum of commitments under the Convention, as its negotiation was based on a further elaboration of on Article 4.2 of the Convention.

- Unlike the Berlin mandate, the ADP albeit not very specific but provides for broad scope to include all elements of Article 4 of the Convention; including Article 4.4 which addresses adaptation finance, a priority for Africa.

- The question how do we ensure that the evolution of the negotiations does not only address mitigation, but OUR issues.
3. ADP FUTURE LEGAL OUTCOME [2]

• The future legal outcome should address at least 4 core areas of global commitments; specific commitments; operational mechanisms; reporting and compliance; whilst providing the flexibility and national circumstances for a wider participation

• The global commitments should reflect the objectives associated with an ‘agreed to’ temperature goal in respect of mitigation, adaptation, means of implementation, and fair efforts by all Parties

• The KP implementation has developed rules and an approach to arriving at mitigation commitments, these should inform the future legal instrument;

• The LCA has developed operational mechanism which should be the basis for implementation beyond 2020; reflection of specific commitments based on Convention principles and legal nature
4. CONCLUSION

• For Africa being a vulnerable continent, it is important that the implementation of the Bali Roadmap outcomes afford the world a fair chance at achieving the global temperature goal.

• The outcomes of the negotiation of a future legal outcome should provide for developmental priorities of Africa, whilst ensuring adequacy of a global emission reduction effort to keep the continent safe.

• The future legal instrument should therefore comprehensively provide Article 4 commitments, noting the flexibilities for developing countries, Africa, and LDCs.