



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 be 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**