

Overview and Background to the UNFCCC Negotiation Process

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Outline

1. Climate Change and its Implications
2. Long-Term Strategy
3. The UNFCCC in the International Context
4. UNFCCC : Shared vision for long-term cooperative action
5. Key Pending Issues
6. Palestine and UNFCCC

Weather and Climate

1

- **Weather: Short time scales (Day)**

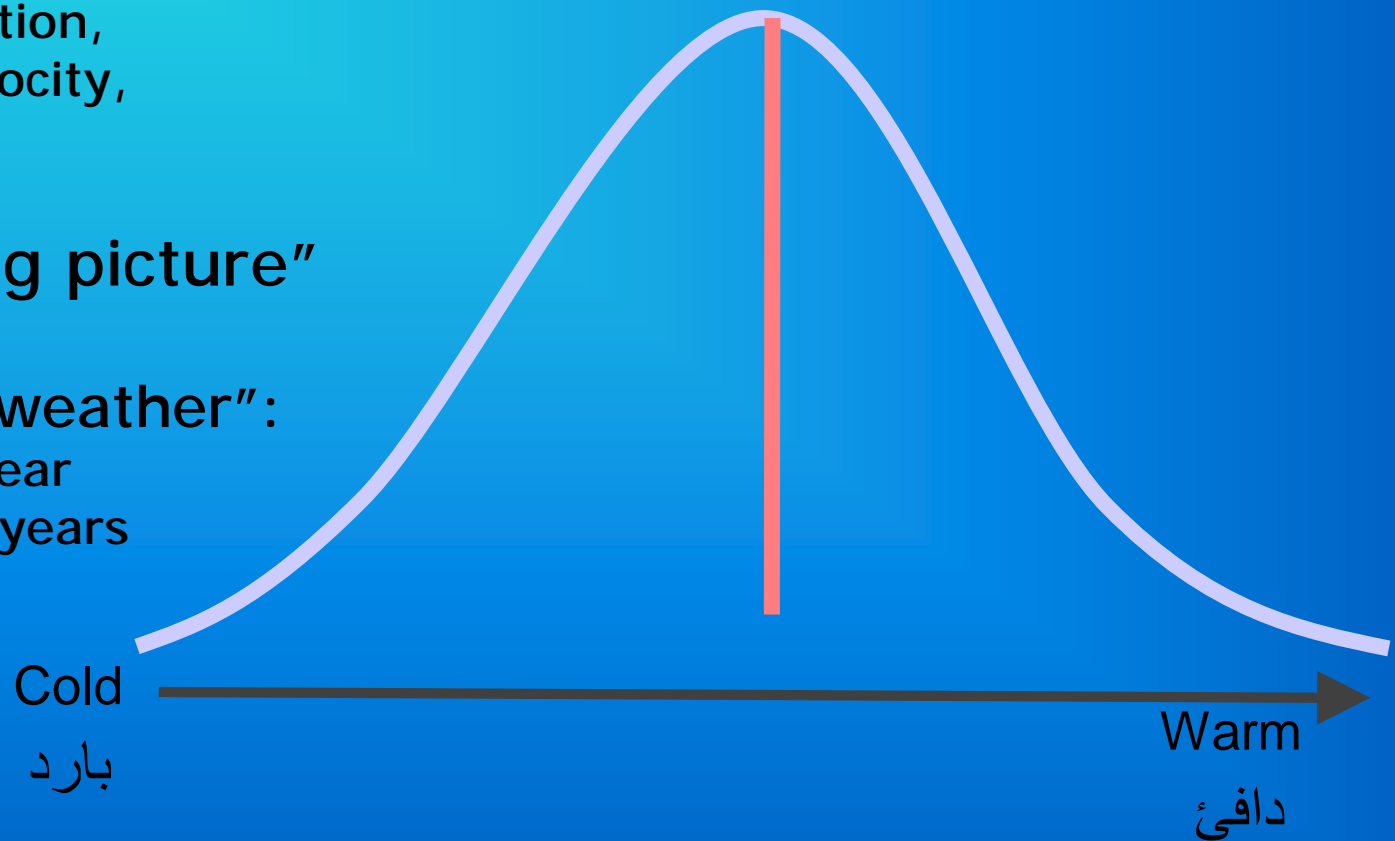
- Atmospheric statistics:

- Temperature,
- Precipitation,
- Wind velocity,

- **Climate: "big picture"**

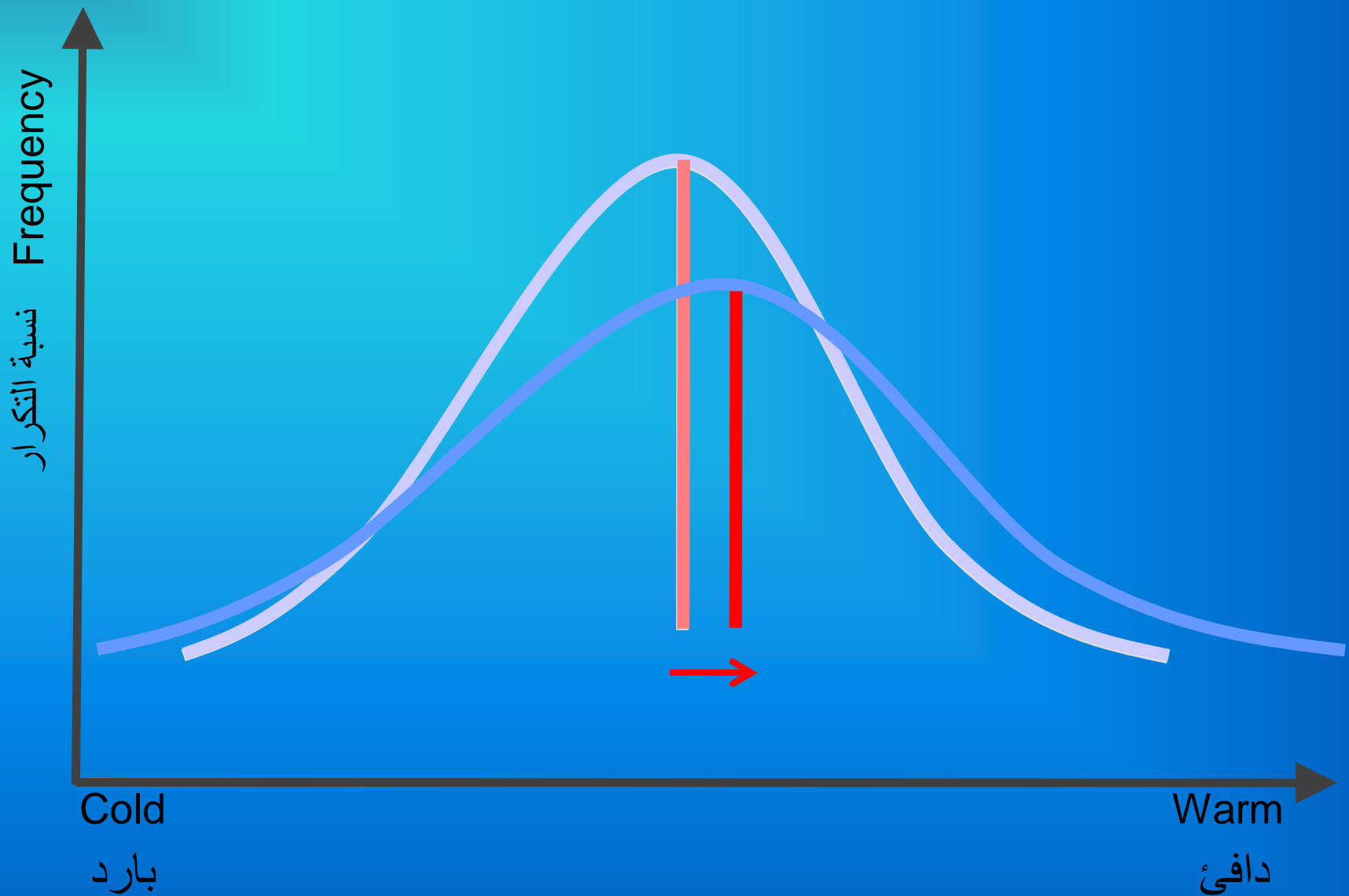
- "Average weather":

- Over a year
- Over 30 years



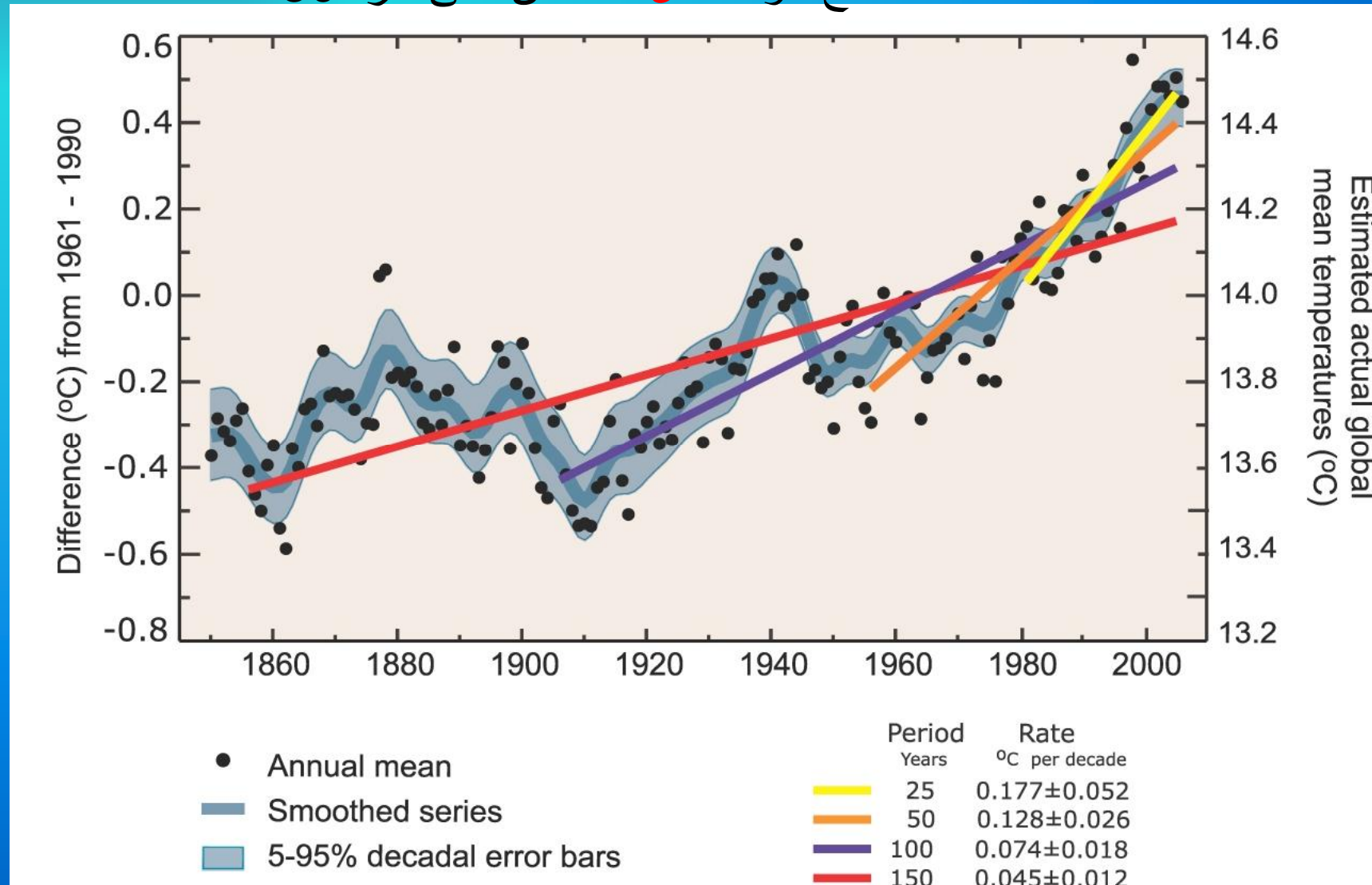
Climate Change: a year's average

1



Climate Change: over time

المناخ هو "معدل" للطقس على فترة 30 سنة



Implications

1

- **Global:**
 - “Most of the current change in Climatological Standard Normals is due to past increases in GHG's”.

Focus on Adaptation:

Even if mitigation actions led to decrease levels of atmospheric GHGs, the current climate change would continue for at least part the 21st Century.

Implications of Climate Change

1

The Arab region is likely to be deeply affected by climate change

Category	Description
Temperature	By 2100, increases of 3°C to 5°C in mean temperatures ⁷ .
Precipitation	By 2100, a 20% decline in precipitation ⁷ , with water run-off projected to drop by 20% to 30% by 2050 ⁸ . Reduced stream flow and groundwater recharge might lead to significant reduction in water supply by 2050, by 10% or greater, as in the case of the Nile Basin (40% to 60% reduction in flow ⁹).
Climatic Variability	Greater seasonal temperature variability, leading to more severe weather events, such as droughts and floods. An increase in storms is also expected, particularly in the Indian Ocean and the Gulf.
Environmental Degradation	A 1.5°C warming would cause Mediterranean biomes to shift 300-500 km northward. A warmer climate may also expand the range of carriers of vector-borne diseases such as malaria, yellow fever, dengue fever, and may help increase agricultural and household pests.
Sea Level Rise	The Mediterranean and the Gulf is predicted to rise between 30 cm and 1 m by 2100 ¹⁰ .
Land Degradation & Desertification	As climate models predict warmer temperatures and more variable rainfall, desertification and loss of productive land is expected to accelerate. As higher temperatures leads to increased soil erosion, it may also result in increased dust storms.

REF: IPCC; (2007-b): Climate change 2007; Synthesis Report, Intergovernmental Panel on Climate Change (IPCC), IPCC Plenary session XXVII Valencia, Spain, 12-17 November 2007, Cambridge University Press, Cambridge, England

Strzepek, K.; Yates, D.N.; Yohe, G.; Tol, R.J.S.; Mader, N.; 2001: Constructing 'not implausible' climate and economic scenarios for Egypt. Integrated Assessment 2, 139-157. In Conway, D. 2003, From headwater tributaries to international river: observing and adapting to climate variability and change in the Nile basin/ Global Environmental Change, PP16

Long-term strategy: Policy implications

2

- **Successful climate policy:**
 - “consist of a dual approach focusing on both short-term targets and long-term goals ”.
 - **Policy implications for Mitigation**
 - **Policy implications for Adaptation**

Long-term strategy: Mitigation

2

- Successful climate policy:
 - “consist of a dual approach focusing on both short-term targets and long-term goals ”.
- Policy implications for Mitigation
 - Under the Kyoto Protocol, Arab countries are **not required** to have any commitments to contribute to global mitigation efforts
 - It is in the interest of the Arab Region’s governments to call for “rapid, sustained, and effective mitigation based on coordinated global and regional action ”,
- Policy implications for Adaptation

Long-term strategy: Adaptation

2

- **Successful climate policy:**
 - “consist of a dual approach focusing on both short-term targets and long-term goals ”.
- **Policy implications for Mitigation**
- **Policy implications for Adaptation**
 - Principle of “equity” through “common but differentiated responsibilities”.
 - In it is the interest of the countries of the Arab Region to ensure that the principle of “differentiated responsibility” be honoured as industrialized countries owe an “adaptation debt” to the developed world.

Long-term strategy

2

- Various Mechanisms in Support of Adaptation Efforts.

Mechanism	Description
CDM: The Clean Development Mechanism	Established by COP 3 in 1997. The CDM allows countries to meet part of their emission-reduction commitments by investing in GHG emissions reduction projects, to be evaluated and operated by national authorities in the host countries.
NAPA: National Adaptation Programme of Action	The NAPA is a framework to prioritize adaptation needs, and are often supported by the Global Environment Facility (GEF).
GEF: Global Environment Facility	The mechanism for the UNFCCC provision, under Article 10, for financial support to developing countries and Economies In Transition (EIT) in implementing the Convention.
Other financial resources:	Special Climate Change Fund (SCCF); Least Developed Countries Fund (LDCF); the Adaptation Fund.

UNFCCC : International Context

3

• United Nations Framework Convention on Climate Change (UNFCCC) is one of the Multilateral Environmental Agreements (MEAs).

1. Geographically defined.

- Global.

2. Party-driven.

- Lists specific items that are subject to different degrees of regulation;

3. Framework Convention:

- “All-inclusive” agreements.
- Can be designed to anticipate the adoption of further protocols or agreements.
 - the 1992 UN Framework Convention on Climate Change (UNFCCC)
 - is designed to be completed by later agreements, such as the 1997 Kyoto Protocol.
 - **In Paris 2015 a NEW Agreement / Protocol is expected.**

UNFCCC : Agreement Structure

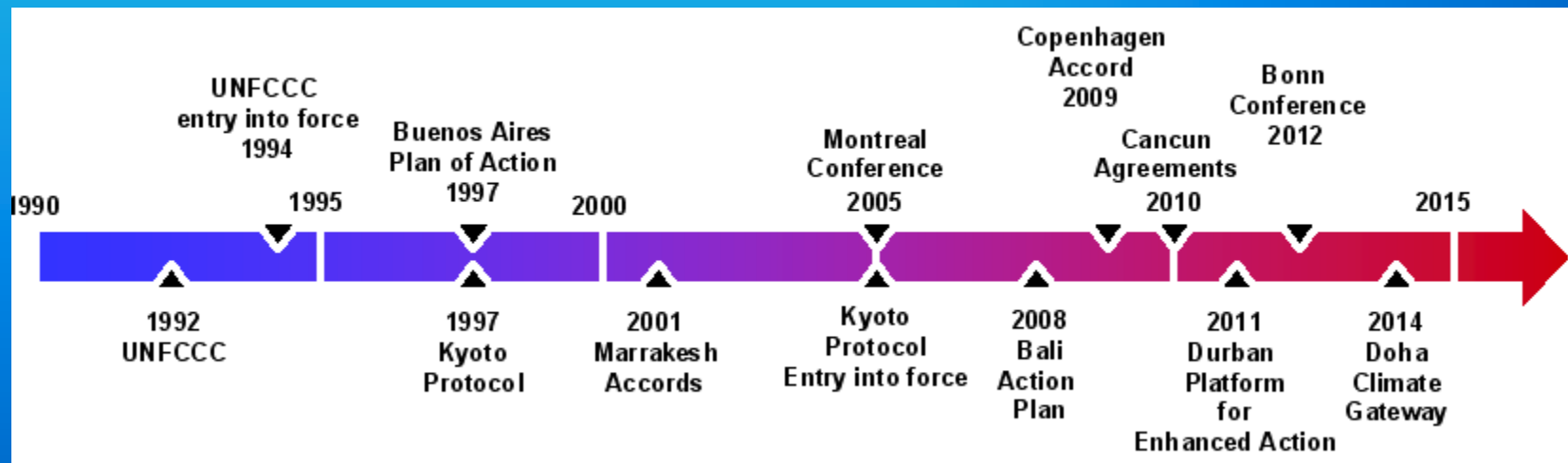
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- Starts from a focus on the single sector of climate and the atmosphere.
- Takes on a more holistic aspect, due to the broader impacts of climate change on ecosystems, food production and sustainable development.
 - Particularly following the United Nations Conference on Environment and Development (UNCED), known as the June 1992 “Earth Summit” of Rio de Janeiro.
 - The “three Rio Conventions”;
 - UN Framework Convention on Climate Change (UNFCCC),
 - UN Convention to Combat Desertification (UNCCD),
 - Convention on Biological Diversity (CBD).
 - Representatives from about 195 states / party,

UNFCCC : Agreement Life-Cycle

3

1. Pre-negotiation.
2. Negotiation
3. Adoption and Signature
4. Ratification and Accession
5. Entry into Force



UNFCCC : Agreement Life-Cycle

3

1. Pre-negotiation:

- A decision is made as to whether (1) there is a need for action, (2) joint action is feasible.
- Independent scientific analysis provided by the Inter-governmental Panel on Climate Change (IPCC), and its "Assessment Reports"

2. Negotiation

3. Adoption and Signature

4. Ratification and Accession

5. Entry into Force

UNFCCC : Agreement Life-Cycle

3

1. Pre-negotiation

2. Negotiation:

1. PrepComs: Preparatory committees to address specific logistical and procedural issues.
2. INC: Intergovernmental Negotiating Committee, convened by the United Nations.
 - ad hoc conference: May be organized by the INC, both “formal” and “informal” negotiations
 - Formal negotiations take place primarily in the “plenary” body, in the presence of all the parties and with their participation.
 - Informal negotiations have a more limited focus and audience, and thus with smaller groups of key players, and are generally not public.

3. Adoption and Signature

4. Ratification and Accession

5. Entry into Force

UNFCCC : Agreement Life-Cycle

3

1. Pre-negotiation

2. Negotiation

3. Adoption and Signature:

- Formal adoption and signing of a UNFCCC protocol: either a diplomatic conference of the parties, or a conference of plenipotentiaries.
 1. An “enabling decision” is adopted by the convening body and details the purpose, date, and venue of the adoption and signature conference
 2. In practice, such a conference take places some time after the conclusion of negotiations,
 - Afford time for to prepare necessary documents,
 - Allow negotiators to report the negotiation results to their governments.

4. Ratification and Accession

5. Entry into Force

UNFCCC : Agreement Life-Cycle

3

1. Pre-negotiation
2. Negotiation
3. Adoption and Signature

4. Ratification and Accession:

- The protocols can be signed by countries “subject to ratification”.
 - Formally, this is to ensure that country representatives have not overstepped their authority in negotiating the agreement.
 - In practice, it affords governments the time to take further into consideration internal factors.
 - A country “ratifies” the agreement by depositing an “instrument of ratification” in which it formally declares its consent to be bound by the agreement’s terms.
 - Accession is similar to Ratification.

5. Entry into Force

UNFCCC : Agreement Life-Cycle

3

1. Pre-negotiation
2. Negotiation
3. Adoption and Signature
4. Ratification and Accession
5. Entry into Force:
 - The entry into force of protocols have increasingly been linked with the mandatory participation of certain specific parties.
 - For example, the Kyoto Protocol was linked with the mandatory participation of certain parties; it required (1) ratification by at least 55 Parties to the UNFCCC; and (2) ratification by developed countries, identified as "Annex I" Parties.

UNFCCC : Shared vision for long-term cooperative action

4

1. Adaptation and Means of Implementation

- “action to reduce the vulnerability and build the resilience of ecological and social systems and economic sectors to present and future adverse effects of climate change”.
- Tacit acknowledgment that some “adaptation actions” will “have trans-boundary implications.
- Key Issues regarding “particularly vulnerable developing countries”:
 - Agreement by the industrialized world to provide Financial support “to all developing country Parties, especially those that are particularly vulnerable”. But not mandatory.
 - There is no sufficiently clear distinction between adaptation in developed and developing countries
 - No clear “metrics” or means to measure adaptation.

2. Mitigation

3. Financial Resource

4. Transfer of Techno



UNFCCC : Shared vision for long-term cooperative action

4

1. Adaptation and Means of Implementation

2. Mitigation

- Baseline year
 - At Barcelona, it appears that there was “widespread preference for 1990 as the base year”.
- Commitment period

3. Financial Resources and Investment

4. Transfer of Technology

UNFCCC : Shared vision for long-term cooperative action

4

1. Adaptation and Means of Implementation
2. Mitigation
3. Financial Resources and Investment
 - Climate change fund to finance implementation of mitigation and adaptation activities, programmes and measures;
 - Adaptation fund to finance adaptation projects and programmes in the most vulnerable developing countries;
 - **Green** enabling environmental fund for financing enabling environment and capacity-building activities
4. Transfer of Technology

UNFCCC : Shared vision for long-term cooperative action

4

1. Adaptation and Means of Implementation
2. Mitigation
3. Financial Resources and Investment
4. Transfer of Technology
 - Need a clear and unambiguous definition of what constitutes “green technologies”,
 - Is corn-based ethanol is mislabeled as “green” in spite of being simply a “fossil fuel which is later converted into another fossil fuel”

Key Issues for Negotiations

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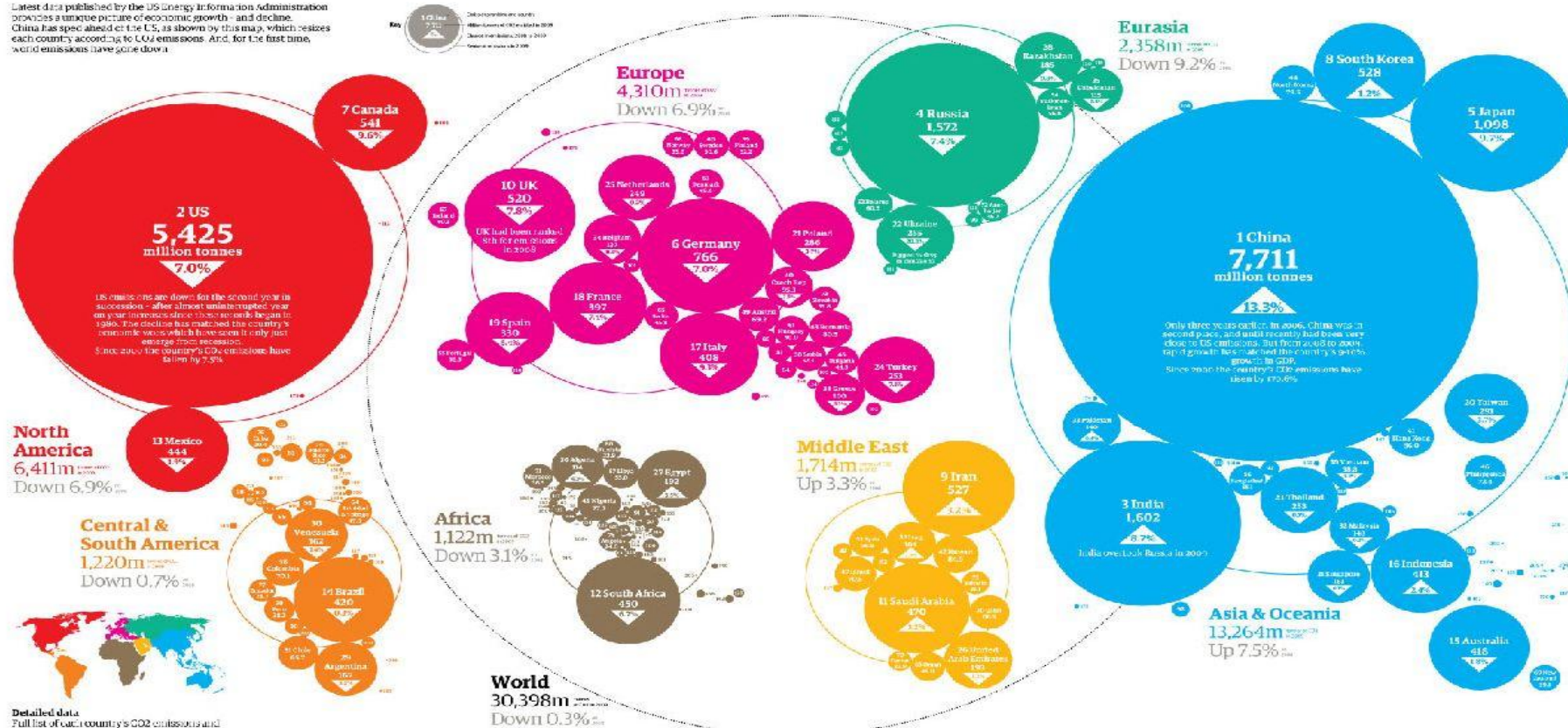
- Include various issues related to *"mitigation, adaptation, finance, technology development and transfer, transparency of action, and support and capacity-building"*
- The focus of the negotiations:
 - Regulatory Approach,
 - Level of Ambition,
 - Legal Form,
 - Process,
 - Differentiation,
 - Final status of the Kyoto Protocol.

Key Issues: Regulatory Approach

5

An atlas of pollution: the world in carbon dioxide emissions

Latest data published by the US Energy Information Administration provides a unique picture of economic growth – and decline. China has sped ahead of the US, as shown by this map, which resizes each country according to CO₂ emissions. And, for the first time, world emissions have gone down.



Detailed data: Full list of each country's CO₂ emissions and movement in the world emissions league table

Rank	Country	2009 Emissions (m tonnes)	% Change	2008 Emissions (m tonnes)	% Change	2007 Emissions (m tonnes)
1	US	5,425	7.0%	5,069	1.0%	4,738
2	China	7,711	13.3%	6,799	1.0%	5,917
3	India	1,602	8.2%	1,484	0.5%	1,378
4	Russia	1,572	7.4%	1,463	0.5%	1,363
5	Japan	1,098	9.2%	1,005	0.5%	918
6	Germany	766	7.0%	716	0.5%	666
7	Canada	541	9.6%	493	0.5%	445
8	South Korea	528	1.2%	521	0.5%	514
9	Iran	527	1.7%	518	0.5%	509
10	UK	520	7.8%	482	0.5%	444
11	Saudi Arabia	470	1.7%	462	0.5%	454
12	South Africa	450	1.1%	445	0.5%	440
13	Mexico	444	1.4%	437	0.5%	430
14	Brazil	420	0.7%	417	0.5%	414
15	Australia	416	2.4%	406	0.5%	396
16	Indonesia	413	2.4%	403	0.5%	393
17	Italy	408	2.3%	398	0.5%	388
18	France	397	2.0%	387	0.5%	377
19	Spain	350	1.5%	345	0.5%	340
20	Taiwan	300	1.0%	295	0.5%	290
21	Thailand	295	1.0%	290	0.5%	285
22	Kazakhstan	295	1.0%	290	0.5%	285
23	Netherlands	250	0.9%	245	0.5%	240
24	Turkey	253	0.9%	248	0.5%	243
25	Netherlands	250	0.9%	245	0.5%	240
26	Egypt	240	0.8%	235	0.5%	230
27	Egypt	240	0.8%	235	0.5%	230
28	Algeria	230	0.7%	225	0.5%	220
29	Argentina	220	0.6%	215	0.5%	210
30	Venezuela	212	0.5%	207	0.5%	202
31	Venezuela	212	0.5%	207	0.5%	202
32	Venezuela	212	0.5%	207	0.5%	202
33	Venezuela	212	0.5%	207	0.5%	202
34	Venezuela	212	0.5%	207	0.5%	202
35	Venezuela	212	0.5%	207	0.5%	202
36	Venezuela	212	0.5%	207	0.5%	202
37	Venezuela	212	0.5%	207	0.5%	202
38	Venezuela	212	0.5%	207	0.5%	202
39	Venezuela	212	0.5%	207	0.5%	202
40	Venezuela	212	0.5%	207	0.5%	202

World carbon dioxide emissions by country. Graphic: Mark McCormick and Paul Scruton. Download the PDF of this graphic

- [World CO2 emissions from consumption of energy.xlsx](#)

Key Issues: Level of Ambition

5

- The target of keeping climate warming under 2°C: **technically** and **economically** attainable?
 - G-8 countries maintained their 2009 agreement to a global emissions reduction target of 50% by 2050.
 - No long-term emissions target
 - No date when global emissions should peak.



Key Issues: Legal Form

5

- The Durban Platform has a vague formulation, calling for an:
- "*agreed outcome with legal force*" as a third alternative to a "*treaty*" or "*another legal instrument*" that is "*applicable to ALL Parties*".

Key Issues: Differentiation

5

- The differentiation among countries needs to be addressed, the issue of historic responsibility.
- **Basics and provisions of the current convention.**
- How do we apply:
 - Principle of Equity, (NOT equality)
 - Principle of Common But Differentiated Responsibilities and Respective Capabilities (CBDRRC),
- Commitments, could vary by:
 - Type,
 - nature,
 - stringency...

Palestine and UNFCCC

- [Palestine position paper UNFCCC.doc](#)

Thank you