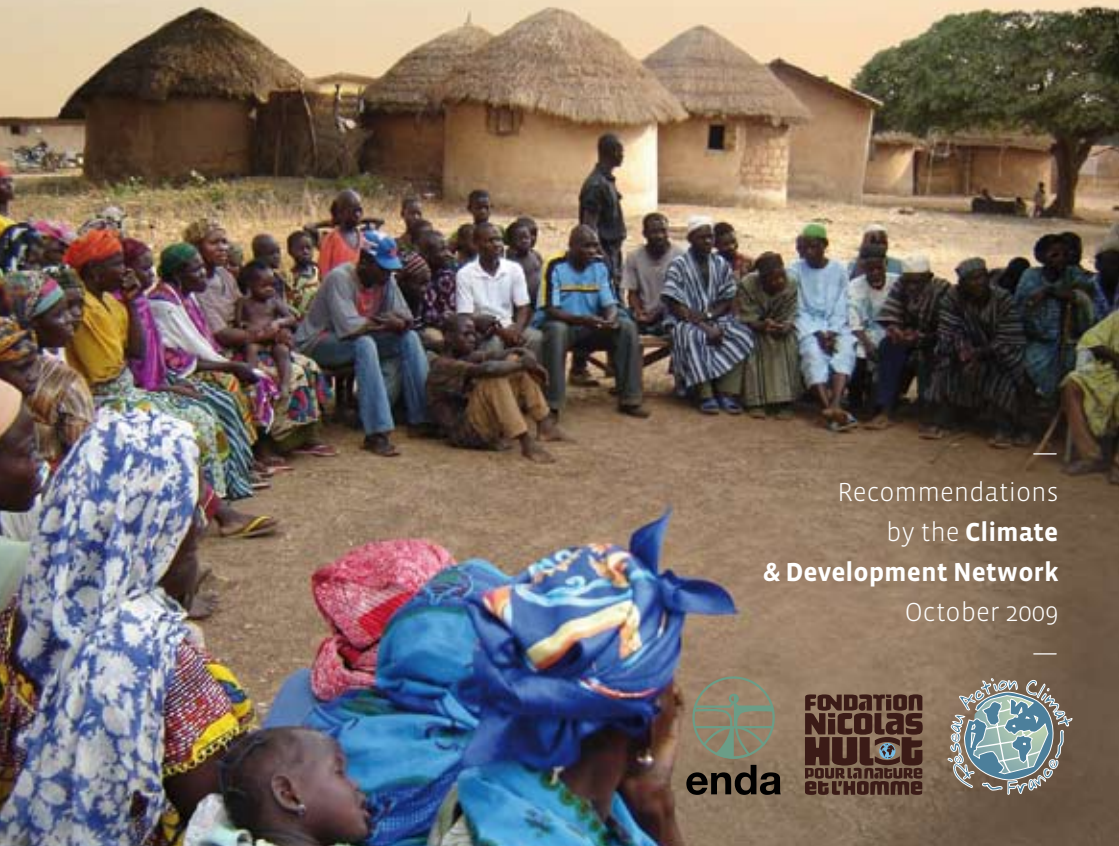


International Climate Negotiations

The key stages of a fair agreement



Recommendations
by the **Climate
& Development Network**
October 2009



enda

FONDATION
NICOLAS
HULOT
POUR LA NATURE
ET L'HOMME



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Presentation of the Climate & Development Network



The project was initiated in 2007 and seeks to lay the groundwork for a long-term collaboration between French-speaking NGOs of the North and the South. It has a dual objective:

- **to develop** constructive influence within civil society on the issue of climate change;
- **to better inform** the negotiators within the framework of post-2012 international climate negotiations, thanks to a sharing of expertise by the various NGOs making up the network.

An initial workshop organized by ENDA in 2007 in Dakar led to development of a common advocacy project that was then presented to the French-speaking negotiators during the United Nations conference in Bali in December 2007. The Bali conference was also the occasion for an official meeting between Climate Action Network France (CAN-France), ENDA Tiers Monde, the IUCN (Interna-

tional Union for Conservation of Nature) and the Fondation Nicolas Hulot (FNH).

A joint report was produced regarding the need to better link climate questions to local development issues for the most vulnerable populations as well as to the management of ecosystems. In order to do so, existing networks must be expanded and connected together, by furthering synergies between Northern as well as Southern organizations that have complementary skills and assets.

In this perspective, capacity-building workshops for the members of the network were held in 2008 and 2009. They led to development of common advocacy projects that have since been carried out by all the members during each climate conference, intersessional meeting, or gathering.

The Climate & Development Network is currently made up of more than 40 members:

ENDA Tiers Monde – Senegal, Réseau Action Climat (CAN-France) – France, Fondation Nicolas Hulot (FNH) – France, Groupe de Recherche et d'Échange Technologique (GRET) – France, IUCN Med – Spain, IUCN West and Central Regional Office – Burkina Faso, Action pour un Développement Équitable, Intégré et Durable (ADEID) – Cameroon, Association des Enseignants des sciences de la vie et de la Terre (AESVT) – Morocco, Association des Amis de la Saoura – Algeria, Association Homme et Environnement – Morocco, Association Marocaine pour l'écotourisme et la protection de la Nature – Morocco, Association Tunisienne de Protection de la Nature et de l'Environnement – Tunisia, Association Ribat Al Fath pour le développement durable et son club environnement – Morocco, Civic Response – Ghana, Comité de Coordination des Peuples Autochtones d'Afrique (IPACC) – Chad, Énergie et Environnement pour le Développement Rural (EDER) – Niger, ENDA – Tiers Monde – Senegal, Guinée Écologie, Initiatives pour un Développement Intégré Durable (IDID) – Benin, Jeunes Volontaires pour l'Environnement Côte d'Ivoire (JVE) – Côte d'Ivoire, Jeunes Volontaires pour l'Environnement Togo (JVE) – Togo, Organisation Femmes pour la gestion de l'Énergie l'Environnement et la promotion du Développement Intégré (OFEDI) – Benin, Mouvement écologique d'Algérie (MEA) – Algeria, Nature Conservation Egypt – Egypt, Réseau des plates-formes nationales d'ONG d'Afrique de l'Ouest et du Centre (REPAOC), Secrétariat permanent des ONG (SPONG) – Burkina Faso, Société Protectrice des Animaux et de la Nature (SNAPA) – Morocco, Association Malienne pour le Développement, la Protection de l'Environnement et la lutte contre la désertification (AMADE-PELCODE) – Mali.

➡ All the publications and findings of the Network are available online, at the following address:
<http://climatdeveloppement.wordpress.com/>

Foreword

At the end of this first decade of the 21st century, climate change is one of the issues about which it is most urgent that humanity accord on. The challenges to take up in order to deal with the harmful impacts of climate change are great ones and are above all closely linked to issues of development and to the improvement of living conditions in developing countries.

Lifestyles in the North at the root of the climate crisis

The lifestyle that prevails in the industrialized countries, which is based on the use of fossil fuels and mass industrial production, has led to significant unbalances in the climate system. The reason is that this lifestyle is the source of substantial GHGs that are emitted at a rate higher than what our planet can naturally recycle and that remain in the atmosphere.

The result has been an increase, since the pre-industrial era, of around 35% in the atmospheric concentration of CO₂, 18% in that of nitrous oxide (N₂O), and more than 100% in that of methane (CH₄). These, in addition to artificial fluorinated gases, have contributed to increasing the overall average temperature of the planet by about 0.74°C according to the most recent report of the IPCC¹ (Intergovernmental Panel on Climate Change). We can also add the changes in land use, which have their share of responsibility too. The climate system's reaction is already noticeable: ice fields have lost 40% of their thickness in 40 years, the average level of the oceans has risen 17 cm during the 20th century and extreme weather conditions (droughts, heat waves, flooding and storms) are more numerous and more intense.

Industrialized countries: a dual responsibility involving a dual obligation

A dual responsibility in this crisis falls upon industrialized countries. First of all, it is a **historic** one, with regard to the considerable volume of GHGs they have emitted to assure their development. As reminded within the Article 3.1 of the Convention, equity and justice should be at the highest concern of climate negotiations. Nevertheless, they today remain at the fringes of debates. Thus, we all bitterly regret the situation of injustice between developing and industrialized countries (20% of people, mainly in the North, consume 80% of the planet's resources)².

Next, this responsibility is an **ethical** one. Climate change is caused by emissions from industrialized countries, but it is the developing countries, especially those of Africa³, that are the most exposed to the harmful effects of this disruption. Climate change thus acts as an additional brake on the development chances for the most underprivileged populations. It would be unfair for the countries least equipped for adaptation not to be supported in their efforts by those who are largely at the source of the problem.

The industrialized countries must thus shoulder a dual obligation:

- they must first of all drastically and immediately reduce their GHG emissions (by a minimum of 40% in 2020 compared to 1990 levels),
- furthermore, they must firmly support the developing countries (via financial and technological flows) in their efforts to deal with climate change and to limit their GHG gases.

1 http://www.ipcc.ch/publications_and_data/publications_and_data_figures_and_tables.htm

2 <http://www.ipcc.ch/pdf/assessment-report/ar4/wg2/ar4-wg2-spm.pdf>

3 <http://www.ipcc.ch/pdf/assessment-report/ar4/wg2/ar4-wg2-spm.pdf>

Solving the climate and development equation: a crucial issue for Copenhagen

Climate change represents an additional constraint to the realization of the Millennium Development Goals (MDGs, cf. box below) defined by the UN. How can the constraints for a low-carbon lifestyle be met without compromising the right to development and the legitimate aspiration to meet basic needs? This will require us to carry out ambitious and fair actions based on scientific knowledge.

As Tom Athanasiou asserts⁴, “the science is in”. If we want to avoid the worst, by limiting world temperature increase well below 2°C by 2100, it will be necessary to reduce global GHG emissions by 80% by 2050 compared to 1990 levels, with a peak in emissions in 2015⁵. This will require a reduction in industrialized countries emissions by at least 40% by 2020 compared to 1990 levels, as well as a limitation of emissions in developing countries compared to a “business as usual” scenario. To achieve this objective, efforts will have to be shared, by taking into account the historic responsibility of the industrialized countries and their financial capacity.



The Millennium Development Goals

The Millennium Development Goals (MDGs) were adopted in 2000 during the 55th United Nations General Assembly. Divided into eight distinct categories with precise targets to reach, the MDGs aim to eradicate extreme poverty by 2015.

The eight development objectives are as follows: eradicate extreme poverty and hunger, achieve universal primary education, promote gender equality and the empowerment of women, reduce child mortality, improve maternal health, combat HIV/AIDS, malaria and other diseases, ensure environmental sustainability and set up a global partnership for development.

In order to reach the objectives set in 2000, the developed countries have undertaken to provide 0.7% of their Gross National Income (GNI) annually in the form of Official Development Assistance (ODA).

But in 2009, as has happened each year since 2000, very few countries have reached this level of contribution. These are Denmark, Luxembourg, Norway, the Netherlands and Sweden. Nonpayment of this contribution is estimated to represent nearly \$20 billion for Africa according to the UN¹.

Despite some definite progress, only six years remain for the international community to fulfill the Millennium Development Goals. The chances of reaching the targets defined by the UN are thus diminishing, unless great efforts — primarily financial ones from the North — are taken. Yet, the global economic crisis is compromising the success of the MDGs even more, along with the recession suffered by the majority of countries in 2009. As the contributions by the rich countries are actually based on gross national income, the overall volume of aid will decrease along with the shrinking of the economy.





Finally, as the climate crisis is heightening the vulnerability of the poorest, it's essential to see to it that the future international climate system is consistent with the MDGs.

¹ <http://www.un.org/french/millenniumgoals/pdf/PR%20Donors%20MDG09%20%20FR.pdf>

⁴ Athanasiou T. (2007). The Inconvenient Truth, Part II. An EcoEquity Discussion Paper. Available at: www.ecoequity.org/docs/InconvenientTruth2.pdf

⁵ <http://www.climate-network.org/climate-change-basics/by-topic>

Sommaire

	Introduction	9
	Fulfilling past commitments: funding the National Adaptation Programs of Action (NAPAs)	11
	Adopting Low-Carbon and Resilient Development Plans (LCRDPs)	12
	▲ Drawing up plans (LCRDPs) according to a mainstreamed approach	
	▲ Including appropriate mitigation actions (NAMAs) when drawing up LCRDPs	
	▲ Guaranteeing coherent adaptation strategies	
	Supporting the implementation of Low-Carbon and Resilient Development Plans (LCRDPs)	15
	✚ Support via public financing	
	✚ Support via unprecedented technology transfers	
	Establishing a multi-level governance system under the UNFCCC	19
	■ A need for transparency: the central role of the UNFCCC	
	■ Required for effectiveness: decentralization in the implementation process	
	■ Involvement of civil society in decisions and their implementation	
	Conclusion	23
	Acronymes	24



Introduction

In May 2009, Climate & Development Network published the “**Tunis Declaration**”⁶, which laid the political groundwork to make Copenhagen an effective agreement that will successfully include development issues. Based on this declaration, it now proposes the present analysis document that — far from being exhaustive — seeks to identify the essential elements for concluding a good agreement in Copenhagen.

Now that the discussions are getting bogged down yet once again, it is urgent to identify ways for the negotiations to become successful and to follow them as fast as possible. To do so, the states must quickly overcome their infighting in order to achieve an ambitious and fair treaty that preserves fragile climate balances (by keeping the increase in overall average temperature between the pre-industrial era and the end of the century well below 2°C) and that offers decent living conditions to all of the inhabitants of the planet.

Trust between industrialized and developing countries must thereby be established. In particular, the industrialized countries will have to keep their promises to finance the least developed countries’ programs of adaptation to the impacts of climate change (the NAPAs), by enabling their implementation by 2010 at the latest. They will also have to give developing countries the means to work out, before 2012, **low-carbon and low-energy development plans (LCRDPs)** that enable these societies to be more resilient to the impacts of climate change.

Funding from the industrialized countries, in addition to official development assistance targets, is also needed for the so-called post-2012 period, in order to support the mitigation on greenhouse gas (GHG) emissions and the more long-term adaptation of developing countries.

This support will have to come from a governance system that establishes new rules of the game at the global level. The United Nations Framework Convention on Climate Change (UNFCCC) will have to play a central role in this new framework of action and guarantee involvement of all the stakeholders in its construction and implementation.

The Copenhagen Conference represents one of the last chances to find a global agreement that can save the climate. This is because the GHG emissions peak must occur in 2015 to keep the increase in overall average temperature well below 2°C! It is also a great opportunity to define the very means to improve the living conditions of vulnerable populations and to guarantee the right of future generations to a preserved environment.

⁶ <http://climatdeveloppement.files.wordpress.com/2009/06/english.pdf>

⁷ For convenience’s sake, the plans will be called LCRDPs (Low Carbon and Resilient Development Plans) throughout the entire document.



Fulfilling past commitments: funding the National Adaptation Programs of Action (NAPA)



Through several of its articles⁸, the United Nations Framework Convention on Climate Change (UNFCCC) makes it mandatory for Annex I countries to provide developing countries with new and additional resources. These resources must help developing countries not only to respect their conventional obligations, but also to improve their capacities for adapting to climate change and for diversifying their means of existence (faced with the threat of climate change).

As the developing countries often recall, today, these commitments are still not respected.

The question of financing developing countries adaptation is an especially important point and could represent a stumbling block during the Copenhagen conference.

In November 2001, during the 7th Conference of Parties of the Convention, the international community recognized the extreme vulnerability of the Least Developed Countries (LDCs), given their weak level of development and very limited means of action. It thus set up a certain number of instruments to help these countries draw up and implement National Adaptation Programs of Action (NAPAs). These plans seek to implement urgent actions in order to fight the adverse effects of climate change. Tools created were, among others, the LDC Fund, the Convention's Special Climate Change Fund, and the Kyoto Protocol Adaptation Fund. However, these funds are far from leading to the hoped-for results, given the weak level of voluntary contributions from the industrialized countries.

The amount required to implement all of the NAPAs is currently estimated to be 1.6 billion euros⁹. Yet, as of 7 May 2009, the fund in charge of financing the implementation of these programs¹⁰ had only 125 million euros available¹¹, or 10 times less than the amount required.

This lack of will on the part of the industrialized countries is a source of tension at the international climate negotiations. For the negotiators of the developing countries, the question of funding for adaptation is logically tied to the question of historic responsibility of greenhouse gas (GHG) emissions: the industrialized countries have an ecological debt towards them and must pay it back before anything else. The default in funding is thus becoming a cause of mistrust for the developing countries within the framework of the current negotiations. It is thereby urgent for the industrialized countries to establish a climate of trust before Copenhagen, by respecting the commitments already made, especially those in Article 4.4 of the Convention.



10
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⁹ <http://www.iied.org/pubs/pdfs/170541IED.pdf>

¹⁰ Least Developed Countries Fund

¹¹ Status report on the Least Developed Countries Fund and the Special Climate Change Fund, GEF/LDCFSCCF6/Inf.2, 26 May 2009.



Adopting Low-Carbon and Resilient Development Plans (LCRDPs)

▲ Drawing up plans (LCRDPs) according to a mainstreamed approach

While the most vulnerable countries incur risks faced with the impacts of climate change, the response to deal with the latter could represent a great opportunity for them. This is because they will be able to have access to paths of low-carbon development, all the while better protecting themselves faced with the harmful effects of climate change, as long as the international community manages to coordinate its efforts and give a strong response to climate challenge.

To give developing countries means of access to these solutions, it is essential to have a mainstreamed approach that systematically includes all the issues at work. For example, the questions of adaptation, development, mitigation of emissions, as well as those of resource management must be inseparable. But this challenge is far from being won, and we will have to be able to create relevant tools to respond effectively.

One of the responses to this challenge involves the setting up of **Low-Carbon and Resilient Development Plans (LCRDP)** for all the developing countries.

These national plans will have to represent real long-term **projects for society** (looking towards 2030). For example, the LCRDPs will have to become the privileged area of work to enable developing countries to solve the dual “climate & development” equation they have to deal with. The LCRDPs will be able to include:

- improvement of living conditions for all,
- GHG emission mitigation in the key sectors (agriculture, energy, forests, transport, housing),
- adaptation to the effects of climate change,
- and the preservation of fragile ecosystems.

For maximum appropriateness, the LCRDPs will have to be built using a “bottom-up” approach, in partnership with the actors of civil society, so that they can take local specificities and reality in the field into account as best as possible.

Furthermore, if the required measures are not taken in time, climate change will only heighten the differences in development between rich and poor countries¹². Ambitious projects of society must therefore come to light in order to anticipate the situation. From this point of view, the LCRDPs represent initial headway. These development projects of the developing countries will of course have to be supported by the industrialized in ways that are adequate and differentiated (cf. Part 3).

▲ Including appropriate mitigation actions (NAMAs) when drawing up LCRDPs

The National Appropriate Mitigation Actions (NAMAs) are voluntary action plans that aim to limit GHG emissions in developing countries. These action plans will have to be included within the LCRDPs to make sure they are consistent with the long-term global approach of each country.

They also represent proof of the efforts made by the developing countries to fight climate change even though they are not much responsible for the latter. Nevertheless, many questions remain regarding these initiatives, and their success will be possible only under certain conditions.

Supporting the voluntary drawing up of NAMAs from 2010, in order to ensure they are operational from 2013

In order not to repeat the mistake of inequality among the developing countries faced with the Clean Development Mechanism (CDM), it is essen-

¹² <http://siteresources.worldbank.org/INTWDR2010/Resources/5287678-1226014527953/Overview.pdf>



tial for the most vulnerable countries that the drawing up of NAMAs from 2010 be supported. This is because some developing countries very strongly need capacity building in order to work out these plans successfully.

Identifying action priorities

When drawing up the NAMAs, it will also be important to identify the major priorities of action. This could be done on a sectoral basis, by — for example — highlighting energy efficiency in buildings, access to renewable energy sources and transport.

This identification will be all the more important given that the next step will be that of industrialized countries financing the actions. Effective support for a country will be possible if it can highlight its needs appropriately.

▲ Guaranteeing coherent adaptation strategies

It is fundamental to include issues of adaptation to climate change within a mainstreamed approach that aims to increase the development level of the most vulnerable countries. This is because climate change represents an extra risk for the already fragile socio-economic balance of the most exposed populations. It is thus essential to provide a large-scale coordinated response.

Furthermore, to guarantee the coherency of the actions carried out, adaptation will have to be reconciled as much as possible within the mitigation measures in any future international agreement on “post-2012”. This way, the adaptation projects will avoid contributing to GHG emissions as much as possible, and the mitigation projects will not heighten the vulnerability of communities and ecosystems. As in the case of the NAMAs, the adaptation strategies will thus have to be included

within the LCRDPs.

Finally, these adaptation actions will be made coherent at the international level via a global action framework for adaptation.

The missions of the international framework for adaptation

Even though they are systematically included in the national development plans, effective adaptation measures will also involve the setting up of an international framework of action within the Convention. This framework could take on several missions:

- allowing the centralized sharing of experiences and transmission of know-how and appropriate techniques for adapting,
- form a control body of donor and receiver countries in order to ensure that they fulfill their respective obligations.

Making the international action framework available at the national level

In order to maximize the effectiveness of the actions, it is essential to take into account national specificities in terms of adaptation. For example, national offices of the international action framework will have to be created. They will especially be based on the experiences acquired thanks to the capacity-building efforts carried out in the processes, such as the NAPAs or the National Communications.

These national institutional frameworks will thus enable the countries concerned to define their adaptation needs and priorities by themselves, according to their specific regional, national and local specific circumstances. The national bodies will also have to guarantee participation of civil society, especially by representatives of the most vulnerable groups (women, indigenous peoples, young people, etc.).



The benefits of an integrated development/climate approach: the example of a successful low-carbon adaptation

Along with the increase in temperatures, droughts are already being felt in Africa and elsewhere, endangering the living conditions of local populations. We can take the example of a farmer who up to now had been able to irrigate his farm thanks to

renewed groundwater. He must now deal with the fact that water has run out due to lack of rain.

To preserve his food-producing agriculture, this farmer is thus obliged to adapt and to draw water from a new groundwater source that is farther and deeper. He needs a new pumping system to do so.

If an LCRDP (Low-Carbon and Resilient Development Plan) has been set up by his country, this farmer should have the possibility of low-cost access to low-carbon and adapted technologies without the latter putting into question his level of development.

But if attention had been paid only to adaptation, he might have been proposed a pump that worked with the help of a generator. Not only is this technology polluting in terms of GHG, but it would also become obsolete when the cost of fossil energy becomes too high. He thus wouldn't have had a sustainable solution to this problem.

A mainstreamed approach towards the issues within a single national strategy makes it possible here to give a reliable, sustainable and low-carbon response to the problem faced with! In this way, the farmer could be proposed an autonomous pumping system supplied by solar or wind energy.

Once his problem is settled, he will be able to maintain his lifestyle level (or improve it), all the while adapting to climate change effectively and with low carbon emissions.

It takes only this simple example to show the importance of a global approach to the challenges posed by climate change in the developing countries.

Supporting the implementation of Low-Carbon and Resilient Development Plans (LCRDPs)



✦ Support via public financing

The “chicken and egg dilemma”

During the Bali Conference, an agreement in principle was found regarding the energy and climate transition management of developing countries. It is obvious that a reduction of 80% of global emissions in 2050 is possible only by reducing the emissions of the South as well, and those of the major emerging countries as a matter of priority. While some of them now have the capacity to finance this transition, most developing countries do not have the means to deal — by themselves — with the required investment needs to change their development model.

In Bali, the developing countries accepted to take part in the emissions-reduction effort, in return for financial, technological, and capacity-building support from the industrialized countries.

Today, nothing has given concrete expression to this dual commitment. While the developed countries are reluctant to announce the extent to which they want to finance emissions reductions in the Southern countries, we are also lacking concrete proposals that could tell us what a real low-carbon development strategy would resemble in the developing countries. We are in a sort of deadlock, which some call the “chicken and the egg dilemma”. The industrialized countries refuse to announce a figure without being able to precisely estimate the cost of emissions-reduction and adaptation strategies in the developing countries. At the same time, the developing countries justifiably refuse expending energy to build low-carbon development strategies without knowing beforehand what will be possible to finance.

Nevertheless, rather easy ways to get around this blocked situation do exist. The G20 countries missed this opportunity during the different

meetings in 2009 by refusing to include a global stimulation plan in their agenda. Such a plan would have made it possible to launch, in practical terms, investment programs that would initiate the energy and climate transition. We must get beyond this and quickly build a new form of cooperation together around practical cases, in which the financing granted by the industrialized countries will be proportionate to the needs of the developing countries.

Responding to needs proportionately

The UNFCCC estimates the global investment needs for mitigation between 200 and 210 billion dollars per year between now and 2030. Almost half of it will have to be done in developing countries. On the other hand, adaptation needs are estimated between 28 and 67 billion dollars per year in developing countries on the same period.



At first glance, this amount may seem huge. But it remains extremely small compared to the cost of inaction. Some of these investments could be taken on by the private sector, on the condition that the international community clearly sets the rules.

But **public support** will also be necessary: at least 110 billion euros¹³ per year between now and

¹³ <http://www.climate-network.org/climate-change-basics/by-meeting-and-date/september-2009/UN-SG%20CAN-1%20Letter.pdf>



2020 (about 70 billion for emissions reduction in the developing countries and 40 billion for their climate change impact adaptation needs). The effort is within our reach. With support of 100€ per year and per person in the OECD, we would thereby have the 100 billion or so euros needed to finance the major part of the low-carbon and energy development policies.

Several new financial mechanisms can be considered. What is important is that they are new and additional, predictable and reliable, adequate and sustainable. For example, some of emissions rights of the industrialized countries could in the future be auctioned, as proposed by Norway¹⁴. Taxation systems can also be considered, and the international maritime and airline systems could also represent a new source of funding (through a system of taxation on fuel or, in the case of the setting up of a cap and trade system, through auctioning of their emissions quotas).

Whatever the new sources of financing, it is crucial that the industrialized countries mobilize public funds to support mitigation and adaptation in the developing countries. Sharing out the financial effort to be provided will have to rely on objective criteria such as the capacity to take action and the historic responsibility of the country.

➦ **Additional funds to the official development assistance commitments**

It is tempting for the industrialized countries, especially in periods of budgetary crisis, to allocate part of their Official Development Assistance (ODA) to financing the fight against climate change.

Considering that the great majority of these countries are not fulfilling their commitment to allocate

0.7% of their gross national income to support development and the fight against poverty, not providing public additional resources to fight against climate change would be an additional error.

Limiting global warming to well below 2°C is conditional upon large-scale actions in the developing countries and requires extra support to ODA's commitments. This does not mean that we should not rely on the experience of bilateral and multilateral cooperation agencies, which implement projects making it possible for populations to better meet their essential needs. But it is crucial to provide additional financial support, because climate change does represent an extra barrier to the development of the Southern countries.

Differentiated financial support according to the capacity of each country

The Convention plans to create a register in order to centralize all the emission reduction initiatives in the developing countries. In addition to the simple volume of emissions reduction for each action proposed, it is essential to set up other selection criteria. And likewise for the defining of priorities in climate change adaptation actions.



¹⁴ http://unfccc.int/files/kyoto_protocol/application/pdf/overviewlist140709.pdf



Support by the industrialized countries will therefore have to be differentiated between the developing countries. For the same reduction (or equivalent cost), the first selection criteria should be the respective capacity of each country to implement actions to limit its GHG emissions on its territory. The result will be greater support for the most vulnerable countries and weaker financing for the major emerging countries.

Support via unprecedented technology transfers

Despite acknowledgment by the various parties of the importance of this subject, it remains essential that the question of technology transfers be put forward appropriately and not be focused only on advanced technologies and intellectual property rights.

This is because the technologies for adaptation and mitigation are varied. We can make a distinction between emerging, mature, or advanced technologies¹⁵.

Within this range of technologies, it is important to identify those that are the most appropriate to the specific needs of the various countries. For the developing countries and the LDCs in particular, the needs focus essentially on simple technologies requiring capacity building or initial training at the most. For the emerging countries on the other hand, expectations focus rather on more advanced technologies.

The discussions also have to be extended towards:

- the adoption of international standards concerning the energy efficiency of everyday goods (household appliances, heating and air-condi-

tioning, lighting, vehicles, etc.),

- the setting up of research programs at the international level to facilitate the dissemination of advanced technologies,
- financial and institutional mechanisms to support technology transfers.



¹⁵ See A. Chetaille & S. Mathy, 2008. An unprecedented need for technology transfer in Toward an equitable post-2012 climate agreement. Climate Development Network Proposal, available at: <http://climatdeveloppement.wordpress.com>



The issue of flexible mechanisms: do not substitute aid to be provided to developing countries

As mentioned previously, the industrialized countries have a dual obligation: that of massively reducing their emissions on their territories and that of supporting adaptation and the mitigation of emissions in the developing countries through financing, technologies, and capacity building.

As part of the Kyoto Protocol, the industrialized countries are authorized to resort to project mechanisms to compensate part of their emissions. This is the case, for example, of the Clean Development Mechanism, which makes it possible for a developed country that invests in an emissions-reduction project carried out in a developing country to receive emission credits.

Thus, these project mechanisms make it possible to compensate some emissions of the industrialized countries. That being the case, they cannot be considered through the new Copenhagen agreement as financial support provided by the industrialized countries to the developing ones for their emissions reduction.

The use of CDMs cannot be counted twice: once as emissions reduction in the North and once as financial support (MRV) for developing countries emissions reduction actions.

Likewise, an action in a developing country supported by an industrialized one — regarding its second obligation — could not lead to compensation credits issuing for the latter.

Furthermore, in order to prevent the industrialized countries from carrying out the so-called “no regrets” low-cost actions that could be carried out autonomously by a developing country, the latter must not be eligible for the flexibility mechanisms. This is because the flexibility projects naturally turn towards low-cost actions, out of profitability concerns (ton of CO₂ reduced, as inexpensively as possible). If this phenomenon is not curbed, the developing countries will find themselves obliged to turn towards costly actions in their mitigation efforts. This will make the reduction of GHG emissions on their territory even more difficult.

All of these recommendations will make it possible to avoid emissions reductions being double counted and to guarantee the principle of dual obligation by the industrialized countries.

Establishing a multi-level governance system under the UNFCCC



Governance is often considered as a secondary topic in the negotiations, insofar as agreements on the major mitigation objectives are a foremost priority. But neglecting the issues of governance would be a major error, as the latter is decisive for the new treaty's success.

Indeed, if the Copenhagen Agreement is to limit global warming well below 2°C, it will deeply disrupt our societies — both in the North and the South. Reducing global emissions by 80% between now and 2050 calls for strong decarbonization of the industrialized economies and, for the developing countries, the invention of low-energy development that emits little GHG. In practice, this means a new global economy as well as completely different consumption, mobility, and housing habits — both in the North and the South.

Success for this challenge will not be possible without participation of civil society. New institutions and rules of the game will thereby have to be created. They will be essential and will have to respect several great basic principles that must be included in the final text of the Copenhagen agreement.

■ A need for transparency: the central role of the UNFCCC

Climate policies are above all global policies. They affect transport, energy access, agriculture and forestry, housing, etc. In the North as in the South, many actors are working on all of these themes: states, companies, local communities, NGOs, bi- and multilateral cooperation agencies. Today, there is weak coordination among these actors. In order to carry out integrated policies of decarbonization and low-energy development, the Copenhagen agreement must encourage coordination among these different actors.

The UNFCCC must act as a framework for setting up national development strategies that include both adaptation and mitigation measures. With this role, the UNFCCC tools will be able to prevent competing or contradictory practices in the field from being encouraged by different channels.

Harmonization between the different existing policies (national policies, official development assistance, development banks, etc.) will thus enable increased transparency in decision-making and better access by the stakeholders to the decision-making processes.



■ Required for effectiveness: decentralization in the implementation process

Neither the Climate Convention nor the Kyoto Protocol, CDMs included, has succeeded in generating sufficient funds or in allocating them fairly. Today, none of these mechanisms allows the setting up of policies for fighting climate change that match the needs. This is due to either lack of financing or to shortcomings in appropriate governance. The Bali decisions on the Adaptation Fund nonetheless represent progress that we should use as a basis, as the Adaptation Fund Board is made up fairly between donors and beneficiaries.

But above and beyond this progress, it is useful to pursue reflection on fund governance. This



is because it is necessary to guarantee that all countries, even those who emit less, have access to financial resources for their LCRDPS.

In order to do so, regional and/or thematic funds will have to be developed. This will make it possible to better take into account the specificities of different regions of the planet. Indeed, the least developed countries do not necessarily have the same needs as the emerging countries, and it is difficult to deal with all of the themes (technology transfer, access to energy, deforestation and forest degradation) in the same way.

That is why it is necessary to create institutions that will make it possible to simultaneously guarantee the coherency of mitigation and adaptation policies, the taking into account of regional specificities, and specific requirements of each of the themes dealt with.

■ Involvement of civil society in decisions and their implementation

Currently, the architecture of the climate regime essentially relies on states. Civil society organizations do not play an important role in the decision-making on mitigation and adaptation policies, even though they have access to most of the meetings of the Conference of Parties and its subsidiary bodies.

But, in the field, civil society and NGOs play a decisive role alongside enterprises and local communities. They are key actors in raising the general public's awareness about environmental issues (environmental education), as well as in the implementation of climate policies. In developing countries as well as industrialized ones, the NGOs are actually important actors in areas as varied as energy access and fuel poverty, agriculture and forestry, urbanism, national planning and develo-

ment. Their knowledge and know-how are indispensable, and they must thus be associated with the different levels as well as with decision-making on the mitigation and adaptation policies.

From the same perspective, women, indigenous peoples, and local communities — who will be led to play a growing role in the building up of actions to fight against climate change — must be included in the decision-making process (cf. box opposite). This is especially the case concerning forestry policies (REDD – Reducing Emissions from Deforestation and forest Degradation), but also true for all development policies.





Indigenous Peoples faced with Climate Change

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Who are the indigenous peoples?

It is mainly communities and groups of hunter-gatherers or former hunter-gathers as well as groups of pastoral stockbreeders who are called indigenous peoples. What mainly characterizes these peoples are their lifestyles that are extremely different from the dominant models. Their minority cultures are threatened or becoming extinct nearly everywhere. These cultural differences are a source of discrimination and marginalization that put into question their fundamental human rights, such as access to land and to traditional natural resources.

How do these peoples deal with climate change?

Faced with climate change, indigenous peoples are among the foremost victims. Because they maintain a close relationship with the land and depend directly on natural resources, climate change aggravates the difficulties they are already encountering. The climatic imbalances heighten their vulnerability and reinforce the political, social, and economic marginalization of these communities.

For example, some indigenous Fulani Mbororo stockbreeders from Chad who practice nomad cattle breeding are obliged to change their lifestyles in order to adapt to climate disturbance. They must deal with increase in temperatures, harsher droughts, and stronger winds in certain areas. All these phenomena are harming the pastures and ecosystems they depend on.

From nomad breeding, they are forced to switch to semi-nomad or completely settled lifestyles. They try to adapt by cultivating the land according to traditional know-how, but they cannot manage to obtain harvests sufficient enough to ensure their survival. Likewise, all of their herds are dead or have been sold due to lack of food.

These extreme conditions, joined with their social and economic marginalization, have disastrous consequences on these communities. There is a massive exodus of the youngest people to the big cities. These migrants swell the slums without improving their living conditions. In the worst cases, young women are forced to prostitute themselves. They then propagate diseases and viruses within their community, which is incapable of protecting itself against these unknown illnesses. Today, climate change is aggravating the fragility of these indigenous peoples and is threatening their survival.

What role could they play in the fight against climate change?

The social and cultural value of these communities is invaluable. Faced with climate change, their knowledge of ecosystems and their lifestyle in harmony with the land are all the more valuable. They have an important role to play in the preservation of local equilibriums.

For example, the nomadic indigenous peoples of Africa such as the Tuaregs respect traditional rules of human movement, enabling the regeneration of local ecosystems all the while managing natural resources in a well thought-out and fair way. It is likewise for forest indigenous peoples such as the Ba'As, whose knowledge is essential for the preservation of these fragile environments. Their traditional agroforestry techniques enable them, for example, to protect the trees that retain the most water, in order to preserve their drinking water supply and the humidity of land suitable for cultivation.

These examples show the importance of giving a central position to indigenous peoples in low-carbon and resilient development policies at the local and national level. Their involvement, both in the design of these action plans and in their implementation, will ensure the coherency and effectiveness of future development policies that respect the climate and ecosystems.

Conclusion

Above and beyond progress on purely technical points, the key to a satisfactory agreement in Copenhagen will require **strong political will**.

Even though scientists acknowledge that the climate's equilibrium is deteriorating faster than expected, it is unfortunately likewise for the equilibrium of the global discussions on climate within the United Nations.

Today, no one seems ready to take up the challenge posed by the post-2012 negotiations in the international arena and to take on leadership for discussions on this theme.

We are, on the contrary, witnessing a resurgence of divergences and withdrawal into national interests. Each country seems to be protecting itself as much as possible, all the while pushing others to act. What can we say, for example, about the emissions-reduction objectives of industrialized countries that reach a ceiling of barely 15% by 2020, when all of these countries must reduce their emissions by at least 40% by 2020 compared to 1990 levels?

More than a simple diplomatic agreement at the world level, it is a matter of providing a response to the **dual challenge** of decarbonizing industrialized societies and inventing low-carbon development paths for the poorest countries.

The pathway that leads to this agreement does exist, and it is accessible as long as world leaders have the courage to overcome their short-term visions in order to resolve this challenge of the century.

Finally, the citizens of the world have an important mission in this enormous project: that of calling on public authorities, showing them that societies are ready to change.



Glossary

CDM: Clean Development Mechanism.

GHG: Greenhouse gas.

GNI: Gross National Income.

IPCC: Intergovernmental Panel on Climate Change.

LCRDP: Low-Carbon and Resilient Development Plan.

LDC: Least Developed Country.

MDG: Millennium Development Goal.

MRV: Measurable, Reportable and Verifiable.

NAMA: National Appropriate Mitigation Action.

NAPA: National Adaptation Program of Action.

ODA: Official Development Assistance.

REDD: Reducing Emissions from Deforestation and forest Degradation.

UNFCCC: United Nations Framework Convention on Climate Change.

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