

The international climate negotiations 2009 – Norwegian positions towards Copenhagen

Increasing scientific evidence of the severe consequences for human and natural systems from the impact of current and projected climate change is underlining the imperative of reaching an ambitious global agreement on climate change.

In the months ahead the UN climate change negotiations have to move forward on a range of issues. Four areas constitute a core in these discussions;

- 1. Commitments on deep emission reductions from industrialised countries*
- 2. The nature of developing countries commitments*
- 3. Decisions on a financial architecture to support mitigation, technology and adaptation in developing countries*
- 4. Governance structures to support the implementation of means and measures under a new Copenhagen Agreement.*

This paper provides an overview of the negotiations and key Norwegian positions towards Copenhagen.

The negotiation process

The international climate change conference in Bali, 2007, culminated in the adoption of the **Bali Road Map**, consisting of a number of forward-looking decisions representing various pillars essential to reaching a secure climate future. The Bali Road Map includes the Bali Action Plan and charts the course for the negotiations towards Copenhagen in December 2009, a process in which all countries participate. In 2008 Parties have been presenting their ideas and proposals while in 2009 the negotiations have shifted into full negotiation mood.

The US together with China hold the key to an ambitious outcome in Copenhagen this year. Change of government in the US, as well as signals from the Chinese political leadership, indicate that there is hope for such an ambitious outcome. In addition, other developing countries with substantial emissions like India, Brazil and South-Africa will be important for a global consensus in Copenhagen. Furthermore, the EU plays a key role in the negotiations, and together with Norway, EU shares the goal of limiting the average rise in global temperature to no more than 2°C above the pre-industrial level.

A precondition for any commitments from developing countries will be the willingness of developed countries to contribute with substantial additional financial resources for climate actions, as well as their ability to comply with commitments already taken under the Kyoto-protocol. The establishment of an enabling framework for global emission reduction and climate change adaptation, including appropriate governance structures, is another key issue in the negotiation, which will require increased attention in the months ahead. A crucial drive in the negotiations in 2009 is continued political pressure for results and leadership of key parties.

Norwegian positions in the negotiations

Norway is working for an international agreement in Copenhagen that constitutes a comprehensive framework, enabling deep and necessary cuts in greenhouse gas emissions.

It is Norway's view that the increase in global mean temperature has to be limited to a maximum of 2 degrees Celsius compared to pre-industrial level in order to achieve the ultimate objective of the UN Convention on Climate Change of preventing dangerous climate change. According to the Intergovernmental Panel on Climate Change (IPCC) this implies that the global greenhouse gas (GHG) emissions will have to be reduced by 50-85 % by 2050, most likely as much as 85%. A "climate first" approach is crucial to ensure that global efforts are based on what is required according to science. Taking this approach it is the emission reduction targets that must guide our decisions, means and actions.

A long term target of reducing emission in 2050 must be followed by medium and short term targets. Already by 2020 deep emission cuts are needed. The developed countries must **take the lead** by committing to reduce emissions in the range of 25-40% in 2020 compared to 1990. It is Norway's view that all OECD countries should take on quantified reduction commitments.

In addition to ambitious targets for developed countries, stabilising global warming at two degrees Celsius requires that developing countries have to deviate substantially from current emission baselines. Studies based on the scenarios from the IPCC 4th Assessment report show that developing countries collectively need to **limit** the growth of their total emissions and deviate from projected baseline emissions within the next decades. The range of which the developing countries need to deviate is estimated to 15-30% below projected emissions in 2020. For most developing countries this would still imply a growth in emissions. A few countries, China in particular, would have to stop emissions at current level.

Acknowledging the right to economic growth and poverty eradication is fundamental for developing countries. Therefore the emission reductions in developing countries need to combine the overall goal of emission reductions with the need for economic growth in a sustainable manner. Developing countries have different emission projections and capabilities. In Norway's opinion emerging economies should be expected to take on emission reductions in a new climate regime. How these expectations are realised should be flexible and in accordance with the Bali Action Plan, referred to as nationally appropriate mitigation actions. However, Norway considers that emerging economies already by 2012 should take on sector-related ceilings on the amount of GHG emissions, a so called Cap. And in a timely manner these economies should move towards and eventually be included in the global Cap and trade system. For other developing countries and least developed countries in particular, support and incentives to enable a low carbon development path, as well as support for adaptation to climate change, are imperative.

Stabilising global warming at two degrees necessitates that **all major emission sectors and sources** need to be included in a new climate regime. These include emissions from deforestation and forest degradation and emissions from international shipping.

Effective actions to reduce emissions from **deforestation and forest degradation** are necessary. CO₂ emissions from deforestation and forest degradation contribute to about 17 % of the global emissions of greenhouse gases per year. Significant reductions in emissions from deforestation and forest degradation in developing countries must be additional to, not a substitute for, deep cuts in developed countries emissions. Norway is working to include a REDD mechanism which ensures substantial, predictable, results based and long term financial flows to developing countries that achieve measurable and verifiable reductions in emissions from deforestation and forest degradation. In order to facilitate this, an international support program needs to be established to enable REDD readiness in interested developing countries. A REDD mechanism needs to be sensitive towards different conditions in developing countries, and REDD actions need to be carefully designed taking into consideration biodiversity and the involvement of local communities, in particular indigenous people.

Norway believes that emissions from international shipping and aviation must be included in a future global climate agreement. Emissions from ships represent 2.7% of the global emissions and are growing fast. Norway has proposed to include emissions from **international shipping** in a new climate regime by setting a target for the sector under the Climate Change Convention and invite the IMO to develop the legally binding regime which is needed in order to meet such a target.

Development and implementation of **emission reduction technologies** are key elements in moving towards necessary emission reductions and to enable the transition to low carbon economies. Technologies related to renewable energy and energy efficiency measures must be applied in all relevant sectors. Around 20 per cent of necessary emission reductions could come from Carbon Capture and Storage (CCS) activities. It is Norway's view that efforts to stimulate the earliest possible introduction of commercially viable and globally available CCS technologies should be intensified.

Regardless of our efforts to stabilise global warming, impacts of climate change will affect our societies and the natural environment in decades to come. While building resilience and reducing vulnerability to the impacts of climate change are challenging, many countries will be able to cope through appropriate domestic or regional **climate change adaptation** policies and means. However, for many developing countries climate change impacts will pose a serious threat to their development process. Hence, enhanced support for adaptation to a changing climate is crucial to many countries in the negotiation process towards Copenhagen. In Norway's view enhanced support to adaptation should enable governments, organisations and communities in their adaptation efforts. The role of the UNFCCC process should be a catalytic one – providing an arena for guidance and coordination, and for securing financial resources to support for climate change adaptation in poor and vulnerable countries.

Mobilising significant and predictable resources are imperative to support necessary mitigation and adaptation. The current cost estimations indicate needs that amounts to several hundred billion USD annually up to 2030, in order to reach the two degree target and to build climate resilience. Considering the volume and variety of financing needs, addressing climate change will require a multitude of sources and mechanisms within and outside the UNFCCC framework. Within the UNFCCC framework identifying an appropriate **financial architecture** for generating and channeling funds is a key feature and a crucial element of the Bali Action plan.

In Norway's opinion a financial architecture in a new agreement must embody various financing mechanisms to address different needs and challenges. An incentives structure embedded in a market based trading system will be crucial for implementing large scale emission reduction technologies. For other purposes, like climate change adaptation, capacity building, REDD, as well as elements of technological development, innovative financing mechanisms need to be created. Norway has presented a financing proposal which is designed to **generate** predictable and substantial funds for needs which the private sector and the market alone cannot be assumed to meet. Several proposals for financing have been brought forward in the negotiations. The auctioning model may be adjusted, merged or combined with several of these options. In our opinion what is important is how the different proposals may benefit from each other, and form a robust financing mechanism in a post 2012 regime.

Robust **measurement, reporting and verification (MRV)** of both actions and support will contribute to building confidence among countries and thus their willingness to scale up their level of ambition. Reliable information about GHG emissions worldwide is essential to be able to implement the most effective and efficient tools and measures to reduce emissions globally. Currently, lack of accurate emission data in many developing countries makes it difficult to identify adequate responses to reduce emissions. Hence, all countries should report their GHG emissions annually (inventories). Such inventories provide an appropriate basis for developing a comprehensive MRV system under a new agreement. In order to facilitate inventories from developing countries, comprehensive capacity building including financial and technical support should be provided as soon as possible, taking into account differences in national circumstances and capacities. Consequently, much more resources will have to be made available from developed countries and in the developing countries themselves.

A new Copenhagen Agreement must be backed up by strong and enabling **governance structures**. An overall governance structure needs to be guided by the goals and expected outcomes of the various means and mechanisms that are set up under the new Copenhagen Agreement. In Norway's opinion whatever means, measures and institutional arrangements that will be brought forward in a new agreement, these must be guided by a strong and enabling framework. It is imperative that any financing raised must be guided by criteria for effectiveness, efficiency and accountability. Further governance structures under the Convention should be based on and developed in coherence and in coordination with the existing international governance structures, avoiding duplication of efforts and parallel structures.