

27 June 1996

ENGLISH ONLY

UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE

Ad Hoc Group on the Berlin Mandate
Fourth session
Geneva, 8-19 July 1996

IMPLEMENTATION OF THE BERLIN MANDATE

Proposals from Parties

Note by the secretariat

Addendum

In addition to the proposals already received (see FCCC/AGBM/1996/MISC.2) a further proposal has been received from Japan.

In accordance with the procedure for miscellaneous documents, this submission is attached and is reproduced in the language in which it was received and without formal editing.

FCCC/AGBM/1996/MISC.2/Add.1
GE.96-62453

Proposals relating to the elements of a protocol or another legal instrument

In relation to the treatment of "QELROs", "policies and measures" and "possible features of a protocol or another legal instrument" in paragraph 22 and paragraph 29 in the conclusion document of AGBM3, the Government of Japan has advanced its study regarding the views it expressed in the statements in AGBM3. Japan's proposal relating to these three items is as follows;

We also attach our statements in AGBM3 for reference.

I. Overall view

I. Basic concept

It is essential that all parties advance the work in AG/BM so as to reflect the following six concepts in a protocol or another legal instrument. Based upon these basic concepts, we propose the following "II. specific provisions", in relation to policies and measures, QELROs etc.,

A protocol or another legal instrument should:

- (i) Promote the Parties to make efforts at an early stage to limit/reduce the GHG emissions so as to prevent serious environmental degradation.
- (ii) Have a time frame that is substantially effective in protecting the environment.
- (iii) Distribute the burden of endeavours in taking measures among Annex I Parties in a fair and efficient manner.
- (iv) Contain content that will draw forth the efforts of each Party positively for adopting their own policies.
- (v) Provide a basis upon which all Parties, including non-Annex I

Parties, will be able to make efforts in GHG emission limitation and reduction in the future.

- (vi) Have Parties share a recognition regarding the important role of technologies in GHG emission limitation/reduction, and support the technologies to play their own role sufficiently.

2. The framework of a protocol or another legal instrument

A protocol or another legal instrument should comprise the following overall structure, which has provisions not only concerning policies and measures and QELROs, but also (3) and (4) as bellow.

- (1) Policies and measures.
- (2) Quantified emission limitation and reduction objectives.
- (3) Continuation of the implementation of existing commitments in Article 4.1.
- (4) Others.
 - (i) Two review mechanisms
 - ① Establishing a self- review mechanism of the protocol
 - ② Strengthening an in-depth review mechanism.
 - (ii) Activities implemented jointly
 - (iii) Mechanisms of transfer of technologies

II. Specific provisions

1. QELROs

(1) Basic concept

In the content of the QELROs for Annex I Parties, it is desirable to establish such objectives as would realize equitable and efficient distribution of the efforts among the Annex I Parties, ensuring the effectiveness of the protocol in the protection of the environment.

(2) Quantified objectives

Since the greater the emission reduction rates, the greater the necessity to consider the following items, it is desirable, if possible, to set quantified objectives that are differentiated among the Parties based upon criteria/indicators which would reflect various different conditions;

- ① From the viewpoint of equity, each country's efforts at energy saving and emission limitation and reduction differ, since there is a difference between the emission volume as a result of taking no measures and the emission volume after taking certain measures.
- ② From the viewpoints of economic efficiency, the marginal cost for limiting and reducing emission is different among the Parties.

(3) Request to the Secretariat to synthesize the results of the informal workshop:

In considering objective criteria and indicators, it is considered useful to utilize information of the presented by experts from several Parties in the informal workshops in AGBM 3. Therefore, the Government of Japan requests the Secretariat to synthesize such information in a concise and comparable manner.

(4) CO₂ concentrations in the atmosphere that take into account IPCC/SAR

In setting differentiated quantified objectives based upon objective criteria and indicators, it is necessary to take into account the expertise of scientists throughout the world, which is contained in the IPCC/Second Assessment Report. From this point of view, to draw forth the efforts of all Parties, it is important for all Parties in a protocol or another legal instrument to share a common recognition with regard to the CO₂ concentration level thought to pose dangerous anthropogenic interference to the climate system.

2. Policies and Measures

(1) Basic concept ~ essential factors

- Effectiveness in protecting the environment.
- Equity among Parties.
- Options that are allowed for each Party.

(2) Medium/long-term targets for improving CO₂ emission efficiency

As criteria and/or indicators that reflect different national circumstances, it is essential to study how to incorporate the concept "CO₂ emission efficiency" in a protocol. One example is an approach that Parties make a commitment on "CO₂ emission efficiency targets" in the medium/long term, such as by 2010 or by 2020.

(3) Concrete targets

GHG emission/GDP could serve as one of the main examples of the above mentioned targets. It is desirable to establish many targets in accordance with the above mentioned concepts. Thus it is recommended that each Party studies such targets. Considering these, the Government of Japan is now studying various examples of possible targets and is going to submit the results of the work to the secretariat as soon as possible.

(4) Continuing to further promote useful works which are already initiated

It is useful to further advance the following works. Yet, one essential point is to give each Party a reasonable amount of discretion in selecting policies and measures which each Party introduces.

- ① the Common Action Project of OECD/IEA
- ② the document FCCC/AGBM/1995/6

3. Linkage between policies and measures and QELROs.

(1) Variety of combining elements

The content of a new legal instrument should have flexibility in order to heighten the possibility of agreement and acceptance of the legal instrument by a large number of Parties. It is indispensable to maintain the effectiveness of a legal instrument in protecting the environment and to ensure the credibility of the feasibility of policies and measures.

From the viewpoint of promoting flexibility, it is essential to study how to combine the following elements by way of an example;

- ① Policies and measures - quantified objectives;
- ② Various lengths of time frame; short-range targets/objectives; and medium-long term targets/objectives;
- ③ Legally binding provisions- provisions to be recognized as a target by the Parties.

(2) Linkage between "policies and measures" and "quantified objectives"

In order to ensure the credibility of a new legal instrument, it is desirable to set QELROs on the basis of the accumulation of new "policies and measures". Mainly due to the time frame given by the Berlin Mandate, however, it is a more realistic approach to set QELROs which do not exactly coincide with the accumulation of GHG emissions limitation/reduction anticipated by implementing the policies and measures.

(3) Two new Review Mechanisms

(i) It is indispensable to establish a mechanism to review the policies and measures currently taken by the Parties and to enhance these step by step by repeatedly making reviews with a certain interval until the level of the policies and measures meets the quantified objective, set initially as a conclusion of the Berlin Mandate, in order to assure the linkage between policies and measures and quantified objectives precisely.

(ii) In connection with this approach, two new review mechanisms will be necessary in a protocol or another legal instrument in order to ensure the effectiveness of new commitments.

① a more systematic in-depth review mechanism that would enable the review process to proceed more effectively and efficiently.

② a mechanism to review the protocol or other legal instruments themselves periodically within a certain interval.

(iii) With a view to making these review mechanisms more effective, the promotion of an international agreement on the various targets regarding the policies and measures as is written in 2(3) is expected to be undertaken.

4. Possible features of a Protocol or other legal instruments

(1) The format of the legal instruments

[Japan is now working on this item.]

(2) Other items to be included in the legal instruments:

The following elements should be considered by the Parties;

① Mechanisms for technology development and technology transfer.

② The best way to accumulate AIJ experiences (identifying concrete working items, for instance, comparability of the estimate of quantity of reduction among Parties.) and to lead to "Joint Implementation" (that is, a schedule of studying the relationship between the quantified objectives of Annex I Parties and quantity of emission reduction by AIJ).

③ Two new Review Mechanisms as explained in 3(3)

5. Continuing to advance the implementation of Article 4.1

(1) Basic concepts

In order to stabilize greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system, it is indispensable (i) to advance steadily the commitment of all the Parties in Article 4.1, as well as (ii) to strengthen the commitment of the Annex I Parties in light of the scientific expertise contained in the IPCC Second Assessment.

(2) "Communications" and "Inventories" from all Parties

(i) Sharing facts accurately among all Parties regarding the current situation of adoption of the policies and measures by each Party is essential. In this context, Japan attaches great importance, in particular, to "communications" and "inventories" from non-Annex I Parties. This needs to be clarified and reaffirmed in a protocol or another legal instrument.

(ii) Since it is necessary to ensure the submission of "communications" and "inventories" from all Parties, Japan finds it important to consider appropriate measures to support non-Annex I Parties in encouraging them to submit national communications and inventories, such as more effective coordination between FCCC and GEF.

6. Request to Secretariat

The Government of Japan requests the Secretariat to clarify the concepts and to analyze the merits and demerits of these concepts expected to be gained when they are adopted;

- (1) comprehensive (basket) approach, gas-by-gas approach.
- (2) periodic targets, annual targets
- (3) cumulative targets, emission budgets
- (4) multi-Party targets