



---

## **Ad Hoc Working Group on Long-term Cooperative Action under the Convention**

**Fifteenth session, part two  
Doha, x November 2012–\***

Agenda item 3(a)

**A shared vision for long-term cooperative action, including a long-term global goal for emission reductions, to achieve the ultimate objective of the Convention, in accordance with the provisions and principles of the Convention, in particular the principle of common but differentiated responsibilities and respective capabilities, and taking into account social and economic conditions and other relevant factors**

### **Report on the workshop on equitable access to sustainable development**

#### **Revised report by the Chair**

##### *Summary*

A workshop on equitable access to sustainable development (EASD) was organized by the secretariat, under the guidance of the Chair of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA), and was held on 16 May 2012 in Bonn, Germany. The workshop provided an opportunity for participants to exchange views on EASD and equity in general, including on the following: the context for equity and EASD; the definition of equity; application of the equity principle; and possible next steps. Discussion points included the following: decoupling carbon dioxide emissions from economic growth; national circumstances; historical and future responsibilities; and the suggested way forward. The main points raised at the workshop can serve as input to relevant further discussion and consideration by the AWG-LCA at its resumed fifteenth session.

---

\* The second part of the session will be held in conjunction with the eighteenth session of the Conference of the Parties. The opening and closing dates of the fifteenth session, part two, of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention will be determined in due course.

## Contents

|  | <i>Paragraphs</i> | <i>Page</i> |
|--|-------------------|-------------|
| I. Introduction.....   | 1–5               | 3           |
| A. Mandate.....  | 1                 | 3           |
| B. Scope of the note.....  | 2                 | 3           |
| C. Possible action by the Ad Hoc Working Group on Long-term Cooperative Action under the Convention..... | 3                 | 3           |
| D. Background.....   | 4–5               | 3           |
| II. Proceedings.....   | 6–10              | 4           |
| III. Summary of discussions.....   | 11–51             | 4           |
| A. Introductory presentations (session I).....   | 11–15             | 4           |
| B. Presentations by Parties and civil society (sessions II–IV).....                                      | 16–51             | 5           |
| IV. Main points raised at the workshop.....  | 52–76             | 10          |
| A. Framing the discussions on equity and equitable access to sustainable development.....                | 53–58             | 10          |
| B. Definition of equity.....   | 59–66             | 11          |
| C. Application of the equity principle.....  | 67–71             | 12          |
| D. Possible next steps.....  | 72–76             | 13          |

## **I. Introduction**

### **A. Mandate**

1. The Conference of the Parties (COP), by decision 2/CP.17, paragraph 4, requested the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) to consider the issue of equitable access to sustainable development (EASD), as contained in decision 1/CP.16, through a workshop at its next session, and requested the AWG-LCA to report on the workshop to the COP as part of its work.

### **B. Scope of the note**

2. This report by the Chair of the AWG-LCA contains a summary of the 16 workshop presentations and the exchanges of views and discussions that took place during the workshop. The main points raised in relation to EASD and equity, which were summarized from the discussions held at, and suggestions made by participants during, the workshop can serve as input to relevant further discussions and considerations of the AWG-LCA at its resumed fifteenth session.

### **C. Possible action by the Ad Hoc Working Group on Long-term Cooperative Action under the Convention**

3. The AWG-LCA may wish to take note of the information contained in this report in the conduct of its work on a shared vision for long-term cooperative action. The AWG-LCA may also wish to refer to this report for detailed information when providing its report to the COP mentioned in paragraph 1 above.

### **D. Background**

4. The notion of EASD was introduced in the Cancun Agreements, in the context of a time frame for global peaking of greenhouse gas (GHG) emissions,<sup>1</sup> in which the COP recognized that the time frame for peaking will be longer in developing countries and that social and economic development and poverty eradication are the first and overriding priorities of developing countries.

5. At COP 17, a proposal was made to include EASD on the provisional agenda of the COP, and the Presidency conducted informal consultations on that issue. At the 10<sup>th</sup> meeting, on 9 December 2012, the President reported on the results of the informal consultations and noted that, with respect to the issue of EASD as contained in decision 1/CP.16, Parties agreed to consider this issue through a workshop under an appropriate body at its next session and that the text regarding the workshop will be included in an appropriate existing agenda item. Furthermore, by decision 2/CP.17, Parties agreed to consider the issue of EASD, as contained in decision 1/CP.16, through a workshop at the next AWG-LCA session.<sup>2</sup>

---

<sup>1</sup> Decision 1/CP.16, paragraph 6.

<sup>2</sup> Decision 2/CP.17, paragraph 4.

## II. Proceedings

6. The workshop was held at the Maritim Hotel, Bonn, Germany, on 16 May 2012 and was open to all registered participants at the fifteenth session of the AWG-LCA. It was chaired by the Chair of the AWG-LCA, Mr. Aysar Ahmed Al Tayeb. Financial support for the organization of the workshop was provided by the Government of Switzerland.

7. The objective of the workshop was to facilitate a rich interactive exchange on EASD and to explore links to different activities under the Convention, with a view to increasing the understanding of EASD, which could facilitate negotiations related to a shared vision for long-term cooperative action.

8. The workshop commenced with opening remarks by the Chair of the AWG-LCA and by the Executive Secretary. Four substantive sessions followed: one session on introductory presentations by two experts and three sessions on presentations by representatives of 12 Parties and by two representatives of civil society.

9. Representatives of the Stockholm Environment Institute and the Energy and Resources Institute made introductory presentations. Representatives of Australia, Bangladesh (on behalf of the least developed countries (LDCs)), Bolivia (Plurinational State of), Brazil, China, Egypt, the European Union, India, Nauru (on behalf of the Alliance of Small Island States (AOSIS)), Singapore, Switzerland and the United States of America made presentations. Representatives of the South Centre and Climate Action Network (CAN) International from civil society also made presentations.

10. The information note, the workshop agenda, the presentations, some background documents and the informal summary are available on the UNFCCC website.<sup>3</sup>

## III. Summary of discussions

### A. Introductory presentations (session I)

11. Two introductory presentations were made by invited experts. The first presenter, from the Stockholm Environment Institute, highlighted the following key components of EASD: that global emission peaking must be consistent with keeping the increase in the global average temperature below the agreed maximum level; that each country must have a sufficient share of the limited remaining GHG budget;<sup>4</sup> and that each country must have adequate financial and technological means to keep within the available budget without compromising poverty eradication and development needs.

12. He also introduced two broad perspectives on equitable burden-sharing, which are resource-sharing<sup>5</sup> and effort-sharing,<sup>6</sup> and raised the following questions for further discussion: (a) against which notions of equity should Parties' pledges and actions be assessed? (b) Which indicators of comparability would demonstrate that a Party is doing its fair share to ensure EASD?

13. The second presenter, from the Energy and Resources Institute, proposed an equity norm, at an individual level, consisting of six propositions that distinguish between persons with low and high capabilities, suggested a remedy for residual damage caused by the

---

<sup>3</sup> <[http://unfccc.int/meetings/bonn\\_may\\_2012/workshop/6658.php](http://unfccc.int/meetings/bonn_may_2012/workshop/6658.php)>.

<sup>4</sup> This determines how soon a country's national emissions must peak and how quickly they must decline.

<sup>5</sup> Sharing the available carbon budget in accordance with the principles of equity.

<sup>6</sup> Sharing the necessary effort (tonnes of reductions, costs) in accordance with the principles of equity.

impacts of climate change and that addressed effects on livelihoods, and established entitlements to global environmental resources and addressed how they are passed from generation to generation.

14. He said that candidate equity norms, which are to be considered for policymaking, should be validated and proposed a general approach to validate such norms, comprised of the following steps: specification of an ethical hypothesis; application of the hypothesis to all situations that relate to the proposed domain of policymaking;<sup>7</sup> identification of a set of mutually consistent meta-ethical criteria with which the hypothesis should be consistent;<sup>8</sup> external consistency of the hypothesis with widely shared ethical convictions;<sup>9</sup> and peer review, publication and open debate about the candidate ethical hypothesis.

15. He raised the following questions for further consideration: (i) how is capability to be defined, and are gradations between low and high capabilities necessary (e.g. intermediate)? (ii) How are the GHG emissions of a country to be estimated?<sup>10</sup> (iii) From which date should historical responsibility start?

## **B. Presentations by Parties and civil society (sessions II–IV)**

### **1. Session II**

16. A representative of Nauru, speaking on behalf of AOSIS, presented some observed changes in the Earth's climate, including rising concentrations of carbon dioxide (CO<sub>2</sub>), global average temperature<sup>11</sup> and the sea level (which is faster than expected). He said that the special circumstances of small island developing States (SIDS) should be taken into considered in any new agreements and suggested some key elements that need to be recognized: all Parties must reduce their emissions and have the right to promote sustainable development but not to pollute; climate change undermines sustainable development and poverty eradication and threatens the survival of some SIDS; and reducing emissions and achieving sustainable development is possible (e.g. clean energy provides an alternative pathway to development).

17. He noted that fairness is required not only in mitigation but also adaptation and the provision of means of implementation. For adaptation, fairness would mean promoting those few adaptation strategies that address some of the most dangerous projected impacts of climate change. On mitigation, goals consistent with a global average temperature rise of 1.5 °C should be scientifically determined and a reduction of GHG emissions of 45 per cent below 1990 levels by 2020 should be achieved. Regarding an international mechanism to address loss and damage, three components were suggested, a risk management component, an insurance component and a solidarity fund, and it was argued that if those responsible and with the ability to pay do not pay for adaptation and loss and damage, the victims have to pay.

18. A representative of Bolivia (Plurinational State of) suggested that, for development in harmony and balance with mother Earth, the following four rights should be considered: the right to development; the rights of mother Earth; the rights of indigenous people; and the right of people to overcome poverty. He argued that the historical cumulative emissions

<sup>7</sup> For example, relevant portions of Articles 2 and 4 of the Convention.

<sup>8</sup> For example, the principle of universalizability, keeping promises, repaying benefits received from others and avoiding harm to innocent people.

<sup>9</sup> For example, polluters pay, poverty must be eradicated and no unique human cultural group must be driven to extinction.

<sup>10</sup> Do they refer to all emissions that physically occur within the borders of a country, or do they relate only to emissions related to goods and services consumed within a country?

<sup>11</sup> For example, 2012 was the warmest year on record with la Niña.

debt of developed countries should be taken into account when considering the obligations of developed countries to mitigate emissions. The remaining carbon space must be shared equitably, including by immediate reductions to reach zero emissions by developed countries, which would enable developing countries to have more carbon space.

19. He noted that equity is the key to solving the issue of climate change by linking rights and obligations, and that this must be operationalized in the negotiations. He suggested establishing a long-term work programme on equity with a road map that permeates into all the negotiation bodies.

20. A representative of India underlined that equity is a key enabler of action by all Parties, and has both ethical (a measure of fairness) and scientific (fixes responsibilities and capacities) attributes. As an approach to this discussion, he suggested defining the paradigm, for example whether it is effort-sharing or resource-sharing, before discussing a normative or indicator-based approach to defining equity.

21. He called for a discussion on this issue under the AWG-LCA, in the context of the global time frame for peaking and a long-term global goal for emission reduction and their contextual consideration, and under the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP), in the context of the principles on which the Durban Platform will be based. He also pointed out the importance of addressing this issue in the short-term, which is the pre-2020 period, in the context of raising the level of ambition. He called for additional workshops to be organized at the next session of the AWG-LCA and supported the establishment of workplans on equity.

22. A representative of Switzerland stressed that sustainable development is a challenge for all Parties and the importance of decoupling emissions growth from economic growth. He elaborated on various equity principles, including the egalitarian, efficiency and basic needs principles, and focused on the ability to pay and the polluter pays principles, and said that all principles merit consideration.

23. He also explained that equity will emerge through the negotiation process in a differentiated form. For example, the criteria for equity could be the following: for mitigation, a graduation of efforts by countries; for support, the ability to pay and the polluter pays principles (e.g. the formula that Switzerland set for fast-start financing); and, for adaptation, the vulnerability and adaptive capacity of countries.

24. A representative of the South Centre said that to achieve a 67 per cent probability of limiting global average temperature rise to under 2 °C, the cumulative CO<sub>2</sub> emissions in 2010–2050 must be kept below 750 Gt.<sup>12</sup> The representative underlined two concepts that are needed in order to share the carbon budget: the country's allocation, in accordance with its rights and responsibilities; and the actual carbon budget that a country puts forward as that which it can undertake.

25. He underlined the need for support for developing countries to decouple their emissions and economic growth, including financial support, technology transfer and capacity-building needs. He emphasized that equity is a gateway to ambition and that the negotiations on finance and technology are important as gateways to equity.

26. He also suggested establishing a work programme on equity under the COP and other bodies to discuss how to operationalize equity in various areas, including mitigation, adaptation and finance.

---

<sup>12</sup> A 75 per cent probability would require a 600 Gt budget.

## 2. Session III

27. A representative of Bangladesh, speaking on behalf of the LDCs, emphasized that EASD should be seen through the lens of common but differentiated responsibilities and respective capabilities (CBDRRC), to overcome past gross inequalities and ensure the right to sustainable development, and that equity has intragenerational, intergenerational and international perspectives. He said that EASD means first and foremost equitable opportunity for development, without an impact on the environment and with adequate means of implementation provided to developing countries, including LDCs, and that distribution of emission efforts, taking into consideration equity, fairness and transparency, is important. The Intergovernmental Panel on Climate Change Fourth Assessment Report indicates that equity can be elaborated in terms of distributing the cost of mitigation and adaptation.

28. He raised several questions and issues for further consideration, including whether sustainable development is possible through low-carbon and resource-efficient development pathways and how developing countries could avoid following the carbon-intensive traditional growth model practised in the past by developed countries.

29. A representative of China emphasized that developed countries have, in the past, overoccupied most of the existing atmospheric space, transferring responsibility for emission reduction to developing countries. He then said that the contributions to mitigation by Parties not included in Annex I to the Convention (non-Annex I Parties) by 2020 will be much greater than by Parties included in Annex I to the Convention, and that financial support and technology transfer to developing countries remains inadequate.

30. Noting that developed countries had completed their industrialization in the early 1970s, but that their CO<sub>2</sub> emissions did not peak until after then, he stressed the inconsistency between the response to climate change and to socioeconomic development and poverty eradication. Imposing the requirement for developing countries to peak their emissions prematurely, and to decline dramatically, is neither plausible nor feasible, owing to the impact on poverty eradication and economic and social development.

31. He emphasized that the negotiations should take the equity and CBDRRC principles as guidance to create equitable regimes for all Parties. He also supported the establishment of a work programme on equity to further define EASD in the context of a shared vision and broader negotiations.

32. A representative of Singapore identified the challenges to define equity, given different national circumstances, and noted that his country is energy disadvantaged, which implies extremely limited access to alternative or clean energy sources and limits the potential for further mitigation actions.

33. He noted that the challenge of equity is how to operationalize this notion in a way that would lead to a fair result for all Parties and to a holistic approach that looks at the unique circumstances of every country, and stated that he does not support a formulaic approach based on criteria such as per capita indicators. In addition to national circumstances, which will determine what is equitable for that country, he identified historical responsibility as a starting point for discussions on EASD.

34. A representative of CAN International underlined that equity and ambition are two sides of the same coin: without a shared understanding of what can be expected from others, Parties will fear free riders, and insufficient ambition is inequitable. He suggested a three-phase process on equity, comprising a dialogue to understand the positions of Parties and agreement on key principles and criteria for their operationalization, followed by the application of those principles to the key issues, such as mitigation, adaptation, finance and negotiations on numbers.



35. He stressed that adequacy, CBDRRC and the right to sustainable development should be agreed as core principles of this notion, and concluded that all Parties need to do much more to close the mitigation gap.

### 3. Session IV

36. A representative of Egypt called for a discussion that reflects all pillars of the Bali Action Plan and noted that equity should be a fundamental principle for the work of the ADP. He also noted the need to address the issue of unilateral trade measures in the context of the discussion on a shared vision.

37. He requested the establishment of a work programme on equity, to be implemented by a working group that will discuss the relevant concepts and progress in its operationalization and that will monitor and verify progress. He also proposed that this be operationalized in all discussion bodies.

38. A representative of the European Union stressed that a future regime should enable all Parties to achieve sustainable development, poverty eradication and climate-resilient growth. Staying below a global average temperature rise of 2 °C will require ambitious, fair and efficient action by all Parties, and a spectrum of commitments should be agreed that will ensure the highest possible efforts by all Parties, in a fair, efficient and transparent manner. Aggregated emission trajectories need to be in line with the target of a global average temperature rise of 2 °C: peaking by 2020 at the latest and reducing global emissions by at least 50 per cent below 1990 levels by 2050. He stated that while developed countries as a group should reduce emissions by 80–95 per cent below 1990 levels by 2050, in the long term there is a need for a gradual convergence of per capita emissions, taking into account national circumstances.

39. He noted that the world we are living in is changing. Global emissions grew from 36 to 48 Gt CO<sub>2</sub> eq from 1990 to 2010, with faster growth occurring in the fast-growing economies, and estimated that further growth will result in 60 Gt CO<sub>2</sub> eq in 2030 without policies enabling low-emission development, and thus underlined the need to decouple growth from GHG emissions. Regarding this point, he also mentioned evolving responsibilities and capabilities, the development of technology and a shift of their associated costs and the fact that cost-effective mitigation potential is distributed across all regions.

40. He introduced the European Union's experience with fairness and efficiency, including in the implementation of the European Union climate and energy package. For example, on auctioning right distribution, allowances are distributed to its member States in accordance with their share of historical emissions trading scheme emissions, 10 per cent is distributed to those with a low gross domestic product per capita and high growth and 2 per cent is distributed to reward early actions. He summarized that the Convention principles are a good basis, but that they need to be interpreted in a way that reflects an evolving CBDRRC. A political decision-making process will be informed by indicators and analytical input.

41. A representative of the United States underlined the common understanding that equity is about fairness and a fair distribution of efforts, and that no one can be asked to sacrifice their development. The focus of EASD should be on development and opportunities for growth, and not on the division of the carbon space. He said low-carbon development means working on reducing per unit emissions. He noted that when discussing an ambitious answer to climate change, both equity and action should be considered. However, a qualitative concept, such as equity, should not be forced to fit into one formula.



42. Regarding the process, he emphasized that equity should be negotiated in as broad a sense as possible, as identifying one approach may lead to unfairness to those countries that do not fit that approach.

43. A representative of Brazil stressed that historical responsibility would be an indicator of equity, as it reflects levels of development and capability and is quantifiable. He emphasized that contextual considerations should be kept in mind when identifying a global goal for substantially reducing global emissions by 2050 and a time frame for the global peaking of GHG emissions in a shared vision, and assessing the overall aggregate effect of the steps taken by Parties in the review.

44. He explained that this contextual consideration includes finance and technology requirements and the dynamics of global emissions in the future, noting that a global goal for substantially reducing global emissions by 2050 and a time frame for the global peaking of GHG emissions should be flexible, owing to contextual uncertainties.

45. A representative of Australia emphasized that the future climate solution has to be both applicable and acceptable to all, and that it could not be solved by one-dimensional formulas, categories or time periods, as it is a dynamic and multidimensional concept. He also noted that equity underpins effective mitigation, adaptation, finance and technology, and thus it requires looking at the overall equity of the agreement, and not select components.

46. He said the Convention's principles recognize the complexity and dynamism of socioeconomic and environment parameters: "on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities" could be understood that policies are appropriate to the specific conditions of each Party; "take precautionary measures to anticipate, prevent or minimize the causes of climate change" has to be done by all Parties; and "cost-effective so as to ensure global benefits at the lowest possible cost" could be implemented through carbon markets and economic policies.

#### **4. Final discussion**

47. In the final discussion, a representative of New Zealand noted that equity has been applied constantly under the UNFCCC process through decisions, institutional arrangements and actions, without a particular definition. She emphasized that national circumstances are varied across the membership of the Convention, and Parties must ensure that everyone participates in accordance with their capability. A representative of South Africa suggested the further exploration of the parameters of the right to sustainable development, historical responsibility and national circumstances, as they have commonalities among some Parties. He also emphasized a linkage between the ambition for emission reductions and adaptation cost, and questioned what kind of adaptation goal could be established to reflect the linkage. A representative of Botswana pointed out that national circumstances differ from country to country, so that more than one indicator should be looked at.

48. On the way forward, representatives of Pakistan, the Philippines, South Africa and others supported the establishment of a work programme on equity. On the other hand, a representative of the United States emphasized that it is not productive for the negotiations if Parties have to work on a stand-alone discussion or agenda on equity. A representative of the European Union said that a stand-alone debate on equity would not be productive and called for a focus on application of equity in mitigation and adaptation issues.

49. Regarding decoupling emissions from economic growth, representatives of South Africa and the Philippines called for further work to take place to operationalize the equity principles. A representative of Australia underlined its experience with pricing carbon, which could lead to healthy economic growth. A representative of Brazil noted that

decoupling emissions and economic growth globally may be difficult, owing to specific conditions. Regarding this point, a representative of the European Union commented that decoupling emissions and economic growth without carbon leakage would be key.

50. Regarding historical responsibility, a representative of the United States noted that this is a static concept, and suggested the need for a dynamic approach, based on lessons learned from the past 20 years. Responding to this, a representative of Saudi Arabia noted that Parties should solve the issue of the impact of emissions from the time of the industrial revolution until 1990 before discussing progressive interpretation of CDBRRC and engaging non-Annex I Parties to share part of the burden.

51. Other comments and questions were raised, including the following: that consideration of national circumstances should not exclude any Parties from future agreements; that action is required both before and after 2020 (urgent and long-term actions); that emissions by major emitters should not threaten the right of vulnerable countries to exist; and how to take a political decision, in the event that a single indicator would not fit all Parties.

#### **IV. Main points raised at the workshop**

52. Based on the presentations made by the representatives of Parties and the general discussions that followed, the main discussion points can be grouped into the following categories listed below. These categories are not exhaustive and other categories might emerge in future discussions.

##### **A. Framing the discussions on equity and equitable access to sustainable development**

53. Presentations and discussions clarified several aspects, such as the following:

- (a) The centrality of equity, which is one of the key principles of the Convention;
- (b) The fact that social and economic development is the overriding priority for developing countries and that no country can be asked not to develop;
- (c) The essential role of low-carbon development for sustainable development and the need to decouple carbon and development growth.

54. With regard to the context for EASD, the workshop presentations underlined what was agreed in Cancun, Mexico, and in Durban, South Africa, at the United Nations Climate Change Conferences on this notion, namely that:

- (a) The time frame for peaking will be longer in developing countries;
- (b) Consideration of a global goal for substantially reducing global emissions by 2050 and the time frame for the global peaking of GHG emissions cannot be undertaken in the abstract and will necessarily involve matters related to the context for such considerations.

55. Several Parties were of the view that the consideration referred to in paragraph 54(b) above should include finance and technology requirements as well as the dynamics of global emissions in the future. There was a view that, owing to the uncertainties associated with these considerations, the global goal for substantially reducing global emissions by 2050 and the time frame for global peaking of GHG emissions should be flexible.

56. Elements for ensuring EASD that were noted include the following: consistency between the peaking of global emissions and the long-term global temperature goal; the

need for each country to have a sufficient share of the limited remaining GHG budget and adequate financial and technological means to keep within the available budget, without compromising poverty eradication and development needs; and the need for a gradual convergence of per capita emissions, taking into account national circumstances.

57. Parties also discussed decoupling emissions from growth. Questions such as how to operationalize decoupling and how to decouple without carbon leakage while considering specific conditions were noted.

58. Some presenters were of the view that fairness in mitigation would mean, inter alia, scientifically determining the above-mentioned global goals consistent with a global average temperature rise of 2 °C/1.5 °C; considering historical cumulative emissions and graduation of efforts by countries; and allocating the remaining carbon budget in accordance with countries' rights and responsibilities and the actual carbon budgets that countries put forward as those which they can undertake. For adaptation, fairness would mean promoting those few adaptation strategies that address some of the most dangerous projected impacts of climate change and considering the vulnerability and adaptive capacities of countries.

## **B. Definition of equity**

59. Some presentations focused on defining equity. For example, equity: is an enabler to increase ambition; favours ambition through the link between support and actions; is not a constraint but rather a gateway to further enhance actions; and is about fairness and a fair distribution of efforts.

60. Other presentations underlined what equity is not: not only an issue related to mitigation but also fundamental to adaptation, finance and technology transfer; and not a right to pollute, but rather a responsibility that the activities of one country do not harm other countries.

61. Several presenters underlined what the definition of equity should include, including the following:

- (a) Past and future contributions;
- (b) National circumstances and how they would be determined and recognized in a future regime;
- (c) Capabilities to mitigate and adapt to climate change.

62. Presentations elaborated on a rights-based approach to equity and proposed ways to address the issue of allocation of the atmospheric space, including by resource-sharing or burden-sharing. Some presentations highlighted equity principles, such as the egalitarian, ability to pay, efficiency, polluter pays, basic needs and desert<sup>13</sup> principles.

63. Two basic approaches, a quantitative approach and a qualitative approach, to equity were suggested. The quantitative approach will determine or apportion burden based on a formula. With regard to this approach, some presenters said that a metric could only have an informative role, through an iterative dialogue on emission pathways. Other presenters were of the view that no single formula will work, for example owing to the centrality of national circumstances. Others suggested that its paradigm should be defined first.

64. For some, historical responsibility was central to the discussions on a formulaic approach, and this issue has to be resolved in terms of responsibility for current impacts

---

<sup>13</sup> For details see <[http://unfccc.int/files/bodies/awg-lca/application/pdf/20120412\\_eth\\_1225.pdf](http://unfccc.int/files/bodies/awg-lca/application/pdf/20120412_eth_1225.pdf)>, page 4.

before discussing the responsibility of non-Annex I Parties. For others, it was not seen as an adequate measure of equity because it is complex, static and includes a large number of variables. Furthermore, the world has changed and a Party's contributions are dynamic, not fixed as assumed by historical responsibility.

65. Some presenters were of the view that a definition of equity would need to consider its dynamic and multidimensional nature. In this context, the need for a transitional application of equity might be considered and further work might be needed to understand and operationalize equity. This might include defining a framework for equity, including by identifying relevant criteria and validating an equity norm.

66. Other presenters were of the view that we should not seek to agree on a definition of equity but rather agree on how to apply this political concept to specific circumstances.

### **C. Application of the equity principle**

67. Some presenters were of the view that equity has been applied constantly under the UNFCCC process, through decisions, including those taken in Cancun and Durban, that should be implemented, institutional arrangements that have been established and actions taken without a particular definition. Experience with the application of equity within national and regional climate policy was also presented.<sup>14</sup>

68. Several views were expressed with regard to the aspects of the new agreement that should be specifically targeted in the context of the equity discussions. One view was that equity should apply to all aspects of the new agreement. Another view was that it should be applied to specific aspects, such as convergence by combining top-down and bottom-up perspectives that address CDBRRRC and engaging in a low-emission society. Yet another view was that equity should apply to the whole package and not to each individual component.

69. Several concrete elements relating to the application of the equity principle in the new agreement were suggested for further consideration. To this end, the agreement should:

- (a) Be applicable and acceptable to all;
- (b) Enable all Parties to achieve sustainable development, poverty eradication and climate-resilient growth;
- (c) Be based on the UNFCCC principles of equity and CDBRRRC;
- (d) Acknowledge, inter alia, the right to development and the right of people to overcome poverty, that climate change undermines sustainable development and poverty eradication and threatens the survival of some SIDS, that reducing emissions and achieving sustainable development is possible and the importance of decoupling emissions growth from economic growth, and that all Parties must reduce their emissions and need to do much more to close the mitigation gap;
- (e) Take into account national circumstances, including of vulnerable and energy disadvantaged countries, while ensuring that all Parties participate in accordance with their capability;
- (f) Include a spectrum of commitments that will ensure the highest possible efforts, by all Parties, in a fair, efficient and transparent way and that will lead to ambitious, fair and efficient action from all Parties, resulting in staying below the long-term global temperature goal;

---

<sup>14</sup> See paragraphs 40 and 49 above.

(g) Implement dynamic responsibilities that take into account dynamic phenomena such as the growth of global emissions, evolving responsibilities and capabilities, the development of technologies and their associated costs compared with a few decades ago, and the cost-effective mitigation potential, which is distributed across all regions.

70. Although the presenters agreed that the UNFCCC principles provide a good basis for the equity discussion, some were of the view that they need to be interpreted in a way that reflects an evolving CBDRRC, taking into account that: “on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities” could be understood that policies are appropriate to the specific conditions of each Party; “take precautionary measures to anticipate, prevent or minimize the causes of climate change” has to be done by all Parties; and “cost-effective so as to ensure global benefits at the lowest possible cost” could be implemented through carbon markets and economic policies.

71. The new agreement will be judged as equitable and fair if it is acceptable to all Parties and their constituents, if it identifies where and how to apply the equity principle and if it is conducive to action now and will not result in further delay.

#### **D. Possible next steps**

72. Several Parties were of the view that this workshop on equity in Bonn should be taken forward, a work programme on equity is needed and a decision on this matter should be taken at the United Nations Climate Change Conference in Doha, Qatar. A follow-up workshop might be another option to continue the dialogue on this matter.

73. Others were of the view that the workshop was successful in enhancing understanding on this matter and that equity should continue to be discussed under relevant agenda items.

74. With regard to the proposed work programme mentioned in paragraph 72 above, the following concrete suggestions were made by the participants supporting this proposal:

(a) Objective: to operationalize equity in a way that would lead to a fair result for all Parties;

(b) Scope: a work programme and road map that permeates into all the negotiation bodies. Under the AWG-LCA, equity should be further considered in the context of identifying a global peaking and global emissions goal. Under the ADP, equity should be considered when discussing the principles on which the Durban Platform will be based. Equity should also be considered in the short term (until 2020) in the context of raising the level of ambition;

(c) Approach: a three-phase process, comprising a dialogue to understand Parties’ positions, identification and agreement of key principles and criteria for their operationalization, and application of the principles to key issues;

(d) Modalities: the work programme could be carried out by a working group that will discuss the relevant concepts and progress in its operationalization and that will monitor and verify progress.

75. Suggested elements for a possible dialogue to further understand Parties’ positions include the following:<sup>15</sup>

---

<sup>15</sup> See also paragraph 65 above.

- (a) A discussion on how to take a political decision equitable to all, considering that a single indicator would not fit all Parties;
- (b) A discussion on how to take into account the dynamic nature of global emissions and evolving socioeconomic realities;<sup>16</sup>
- (c) A focus on defining the paradigm, for example whether it is effort-sharing or resource-sharing, before discussing a normative or indicator-based approach to defining equity;<sup>17</sup>
- (d) Exploring parameters that have commonalities among some Parties (e.g. the right to sustainable development, historical responsibility, national circumstances and the linkage between the ambition for emission reductions and adaptation cost);
- (e) Taking into consideration experience and lessons learned.<sup>18</sup>

76. Participants also identified at the workshop possible issues for further consideration,<sup>19</sup> which could provide input into further discussions.

---

<sup>16</sup> See paragraphs 69(g) and 70 above.

<sup>17</sup> See paragraph 63 above.

<sup>18</sup> See paragraph 69 above.

<sup>19</sup> See paragraphs 12, 15, 28, 47 and 51 above.