France's International action on global warming

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RÉPUBLIQUE FRANÇAISE

MINISTÈRE
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Directorate General of Global Affairs, Development and Partnerships

Absolute urgency

The biggest danger we face is inertia,

to believe things can keep going the way they have been, to do nothing, to think it doesn't matter if we don't reach an international agreement on climate change.

That is wrong. More than 8,000 scientists from the world over in the Intergovernmental Panel on Climate Change (IPCC) tell us that if the world does nothing to change the way it operates, within two generations temperatures will rise above the dangerous threshold of 2°C, and we will head towards average global warming of 4°C.

TREATY

Through the United Nations Framework Convention on Climate Change (UNFCCC), signed in Rio in 1992, the countries of the world set an objective of "stabilisation of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system" (Art. 2).

To achieve that objective, in 1997 the Parties signed an implementing protocol to the convention – the Kyoto Protocol – setting quantified targets for reducing emissions of greenhouse gases (GHGs) by 2012 for 40 industrialised countries, known as "Annex 1" countries (and the European Community as a whole). The overall objective for these countries is a 5.2% reduction in emissions by 2012 compared with 1990 levels. The new international climate change regime for the post-2012 period will be decided in Copenhagen at the 15th Conference of the Parties (COP 15) to the Framework Convention from 7 to 18 December 2009.

No one knows what a world with temperatures 2°C higher...

... would look like. No one knows whether such a world would even be habitable for humans. Even though global warming has only just begun, we are already observing serious consequences, and profound and probably irreversible changes. Through its impact on water, agriculture, energy, biodiversity and health, climate change threatens economic and social development and growth.

The efforts to attain the Millennium Development Goals (MDGs) are seriously compromised by the threats induced by climate change. Global warming is also a factor in instability with implications for our collective security. Conflicts over natural resources and migration due to lack of access to water and land are exacerbating social tensions and undermining political stability and collective security.

A hotter world will be a more violent world. Climate change is leading to profound economic and geopolitical changes affecting the whole chain of human activities and has the power to dash development hopes.

We are therefore confronted with an unprecedented challenge in the history of humanity

The Copenhagen conference must be the moment in time when all political leaders assume their responsibilities for the challenge of climate change, before the world and future generations. The climate talks are not like other international negotiations, where countries have special interests to defend: they are a negotiation to organise a collective response to a common threat.


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Bernard KOUCHNER,
French Minister
of Foreign and European Affairs

We want to reduce greenhouse gas emissions.

We won't understand if this is achieved without the poorest countries benefitting as well via adapted innovative financing mechanisms.

PER CAPITA EMISSIONS

We need to move towards 2 tonnes per habitant. In 2006, average CO_2 emissions per capita in Annex I industrialised countries was 16.1 tonnes of CO_2, which is roughly four times the level of developing countries (not listed in Annex I), and much higher than the global average of 4.3 tonnes. Comparisons between countries are also enlightening: the average American emits 14 times more GHGs than the average Indian, 3.5 times more than the average Chinese, and twice as much as the average European (8.1 tonnes of CO_2 – 2006 data, source: IEA). With 6.2 tonnes of CO_2, a French person may emit three times less than a resident of the United States and 25% less than the European average (mainly thanks to France's fleet of nuclear power plants), but still six times more than an Indian and around one-third more than the world average.

A new,
less carbon-intensive growth model for everyone

The choice is not between economic growth and the environment,

but between pursuing carbon-intensive development, which is unsustainable and is generating conflict and poverty, and a new, less carbon-intensive growth path for all countries, for which the international community must create the conditions.

The challenge for our generation, on which the very survival of future generations depends, is to organise these new modes of low-carbon development.

This can be done and it is not incompatible with development:

it is even an opportunity in the short term for a Green New Deal, and in the long term to fortify the global economy through sustainable development.

AN ESSENTIAL BASE

The principle of common but differentiated responsibilities according to countries' development and emissions levels will be the basis for the global agreement: while efforts by industrialised countries should be stepped up, efforts by emerging countries should be encouraged; differences between developing countries, particularly on the basis of GDP, should be taken into account when determining their contribution to the joint effort; there must be genuine solidarity with the countries most vulnerable to climate change, via strengthened actions and increased financing for adaptation and to facilitate the rollout and transfer of technology, with some of that financing generated by new financing mechanisms, as a complement to traditional official development assistance.

France is pushing
for ambitious, clear, binding commitments

France wants the commitments of each nation to be as clear and ambitious as possible,

such as medium-term reduction targets in the range of 25% to 40% for developed countries, and a commitment by developing countries to reduce their emissions by 15% to 30% against trend.

JOINT FRENCH-BRITISH STUDY ON "SECURITY IMPLICATIONS OF CLIMATE CHANGE IN THE SAHEL REGION"

The study, which began in 2009 and will run until April 2010, should provide valuable information for our positions on the impact of climate on security, in support of European studies in progress and debates at the United Nations General Assembly (climate and security resolution adopted on 3 June 2009). The study will gather reliable data, involve experts from several disciplines, and raise the international community's awareness of the security aspect of climate change.

The study is coordinated by the OECD's Sahel and West Africa Club (SWAC), and has a budget of €260,000. The study is conducted jointly with the UK Meteorological Office Hadley Centre for climate data analysis and France's Bureau des Recherches Géologiques et Minières (BRGM) for data on underground and surface natural resources.

The study covers 12 African countries: Burkina Faso, Chad, Djibouti, Eritrea, Ethiopia, Gambia, Mali, Mauritania, Niger, Nigeria, Senegal and Sudan.

The study aims to determine the impact of climate change for the period from 2030 to 2040 and identify the security implications of climate change, with a view to enhancing risk management and prevention by proposing, depending on the results, policy options and concrete activities based on vulnerability and risk maps and a set of probable future scenarios.

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That requires a framework that makes it possible to verify,

reliably the implementation of policies and programmes designed to meet those commitments. They therefore must be measurable and verifiable.

We must also provide for adjustment measures with respect to countries...

... that do not participate in the new international framework or do not honour their commitments. It would be intolerable for the efforts of the most virtuous countries to be compromised by carbon leakage, resulting from other countries' lack of action or insufficient action. The global nature of the challenge and equity between nations mean that free-riding behaviour cannot be tolerated.

Developed countries must be confident in their ability to reduce their emissions by 30% to 40% by 2020-2030,

to remain consistent with the need to reduce their emissions by at least 80% by 2050. To have that confidence, they must be sure that their efforts are not in vain, that their low-carbon growth policies will generate growth and employment without distorting competition, and that no country will take advantage of the efforts of others without holding themselves to comparable efforts.

INDONESIA: SUPPORTING PUBLIC POLICIES TO COMBAT GLOBAL WARMING

Indonesia has become the world's third-biggest GHG-greenhouse gas emitter after the United States and China, mainly as a result of deforestation. The Indonesian government has made a strong commitment to these issues and drawn up a plan to integrate climate into its national development policies.

In 2008, with the World Bank and Japan International Cooperation Agency, France decided to encourage this initiative, through programme aid from the French Development Agency (AFD) budget.

The programme, which will run until 2010, aims to reduce Indonesia's greenhouse gas emissions. Indicators of three areas for action will be monitored and reviewed continuously by the government and donors: greenhouse gas emissions reduction (forestry, energy and industry), adaptation to climate change (water and agriculture) and cross-sector activities (regional development, Clean Development Mechanism, etc.).

The initiative will help lower Indonesia's greenhouse gas emissions and will help preserve social peace through more effective anticipation of the impact of climate and better management of natural resources.

It will also send positive signals at international negotiations, where constructive efforts shared by parties of different statuses to the Climate Convention are sought.

France supports Indonesian government's pledge to tackle global warming.

France is pushing
for ambitious, clear, binding commitments (continuation)

The development prospects of emerging and developing countries in this new context must be guaranteed...

... by an adjusted effort by countries in the North in terms of financing and technology cooperation to support their low-carbon growth policies.

In South Africa, electricity is generated by the combustion of methane from rubbish.

RENEWABLE ENERGY IN SOUTH AFRICA

South Africa, the richest country in sub-Saharan Africa, also produces half of Africa's greenhouse gas emissions. Some 4% of South Africa's emissions come from waste. Rubbish dumps are highly polluting, as fermenting waste releases huge quantities of gas into the atmosphere.

Since 2004, France, via AFD, has been supporting the conurbation of eThekwini (which includes Durban), the second-largest city in South Africa, in low-carbon development.

The project, funded by a direct loan to the municipality, recovers methane produced by waste fermentation and uses it to generate electricity.

A total of 103 storage wells have been built at three of the city's rubbish dumps.

The initiative will reduce carbon emissions by 6.8 million tonnes over 20 years. Eligible for the Kyoto Protocol's Clean Development Mechanism, the project also produces carbon credits, which generate revenue that the municipality can reinvest in development.

The aim is to replicate the project and promote renewable power generation all over Africa.

Industrialised and emerging countries also have a duty to help the poorest countries...

... overcome the impact of climate change on their populations. That is the principle of common but differentiated responsibilities established at the Rio Conference in 1992.

This is also in everyone's interests, because environmental disasters in these already fragile countries, without insurance or solidarity systems, are highly destabilising. If these changes go untended, they have the potential to ignite conflict and trigger forced migration.

The multiplication of extreme weather phenomena is also raising a serious problem of food security, by increasing prices for agricultural products and food, even though spending on food already accounts for almost the entire income of the vast majority of the population in these countries.

Climate change also carries public health risks with the spread of pandemics, of which the extension of malaria is only one example.

The international community must also mobilise to support the implementation of strategies to combat...

... climate change in the most vulnerable countries. Those countries, often among the world's Least Developed Countries (LDCs), are vital actors in the negotiation. They alert us earlier than other countries to the effects of climate change and the need for collective solidarity towards them.

DEVELOPING GEOTHERMAL ENERGY IN KENYA

Far behind hydroelectricity in terms of the number of MWh generated, geothermal energy is one of the other three main renewable energy sources in the world, alongside biomass and wind power.

Geothermal power is one of the cheapest sources of renewable energy and has low environmental impact.

Geothermal power covers only 0.4% of world electricity needs, but its contribution to national needs can be much higher in countries with appropriate subsoils, such as Kenya.

With geothermal installed capacity of 128 MWh (12% of total capacity), Kenya is one of the few African countries to have developed geothermal power.

Geothermal power is generated at Olkaria, located about 100 km north-east of Nairobi.

In Kenya, France, via AFD, supports geothermal power generation by providing financing for KenGen, the national electricity utility. The project aims to increase Kenya's electricity generation capacity by 35 MWh by building the third geothermal power plant on the site.

The project will improve economic efficiency, the operation of social infrastructure, and the welfare of Kenya's population through a reliable, economical, low-carbon electricity supply.

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At the AFD supported Olkaria plant (Kenya), power is generated from geothermal energy.

France is pushing **for ambitious, clear, binding commitments** (continuation)

Adaptation to climate change concerns all countries,

even if our efforts should be focused on supporting the most vulnerable developing countries. Therefore, it is important to create a general framework for organising the specific international response to the problems of adaptation to climate change.

Our efforts on adaptation be closely coordinated with our efforts to reduce emissions.

Adaptation to climate change also requires a change in international co

... with all the non-state actors concerned (private sector, NGOs), particularly with a view to reducing poverty. France contributes actively at various levels:

- by identifying and anticipating the effects of climate change in various regions of the world, for example by setting up scientific observatories that should be coordinated with humanitarian intervention organisations;
- by warning and informing the population about actions to take to overcome problems created by climate shocks, to revise building standards, etc.;
- by safeguarding and adapting infrastructure to climate change, through national infrastructure plans, by combating desertification, through sustainable forest management; by monitoring urbanisation of coastal areas;
- by supporting the development of more internationally coordinated agricultural policies, investment in irrigation and water storage, and improving the agricultural productivity of poor countries.

The European Union, the World Bank, the GEF[1], UNDP[2], UNEP[3], and more broadly all development actors, must agree on these priorities. Innovative financing for development, initiated largely by France, particularly auctions of emissions permits, could be used for this purpose.

THE CARBON MARKET

The carbon market (emissions trading) was introduced by the Kyoto Protocol and involves setting emissions caps and then allowing economic actors to manage their emissions by trading in emissions credits.

By placing a value on CO_2 emissions, tradeable credits enable businesses to remain below the cap either through their own action, or by buying credits on the market, or (as provided by the Kyoto Protocol) by sponsoring emission-reduction projects in other countries.

The latter option, known as the Clean Development Mechanism (CDM), offers a cost-effective way of optimising emissions reductions, and accelerating the overall reduction in emissions.

Some countries also fear that the negotiation will lead to a loss of sovereignty over the management of their natural resources.

That must not be the case. On the contrary, France would like to see a system that ensures equitable remuneration for sustainable management and conservation of global public goods, such as water and forests.
Who can say, for example, that deforestation, responsible for 20% of global emissions, does not concern the entire planet?

Here again, we need to design, on the basis of mutual trust, new forms of collective organisation, which will generate more wealth than isolated actions, while defending ourselves against a common threat.

[1] Global Environment Facility, financial instrument of the United Nations Framework Convention on Climate Change, currently being reformed, has a central role to play in the future architecture of financing to mitigate climate change.
[2] United Nations Development Programme. [3] United Nations Environment Programme.

A new financial architecture to combat climate change

The international community must recognise the need to raise additional adequate,

predictable and sustainable financial resources to contribute to the vital actions of mitigation and adaptation to climate change.

To achieve that goal, some questions need to be answered first:

- What should be financed?
- Who should contribute to financing?
- Via which mechanisms and which international financial architecture should this financing be organised?

An overall vision of the answers to these questions is crucial, i.e. the programmes and projects to finance, financing sources and criteria, the international system for managing this financing, and coordination with official development assistance.

France proposes an approach that supports and facilitates the identification and implementation of projects in developing countries, particularly in the area of access to energy in Africa, within the framework of low-carbon growth plans that will have to be implemented.

In order to free up the necessary public international resources,

we need to create a universal, global and scalable contribution mechanism to spread the necessary international public financial burden between all countries (except LDCs), in accordance with the principle of common but differentiated responsibilities.

Today, France and the EU, which set up an emissions trading scheme (EU ETS)...

... in 2005, consider it essential to develop mutually compatible carbon markets worldwide that could ultimately form a truly international carbon market (see inset).

The European Commission estimates that an expanded international carbon market could provide developing countries with financial flows of up to €38 billion per year by 2020.

CLIMATE CONVENTION PROCEEDINGS

Two separate discussion groups were established for the UN negotiations: the Ad Hoc Working Group on Further Commitments for Annex I Parties (industrialised and transition countries that have ratified the Kyoto Protocol) for the period after 2012, and the Ad Hoc Working Group on Long-Term Cooperative Action, tasked with defining a global regime to mitigate climate change, in which developing countries are invited to make specific commitments reflecting the principle of "common but differentiated responsibilities".

The future regime will incorporate all the achievements of the Kyoto Protocol. The issues that the Parties will discuss have been grouped into five "blocks": a shared vision, mitigation (i.e. emissions reduction), adaptation to climate change, technology and financing.

More low-carbon technology

We should launch atechnological cooperation processes...

... that can accelerate the dissemination of low-carbon technology, as well as best practices and techniques to improve the energy efficiency of products, engines and industrial processes, since better energy efficiency is the first way to reduce greenhouse gas emissions globally.

For that purpose, an agreement that sends the right signals to scientists, private operators and investors is vital. We must avoid locking ourselves durably into unsustainable development deadlocks, given the long-term nature of investment in the energy sector, for example.

Alongside targets, which determine policies, it is broader, faster diffusion of low-carbon technology that will bring real reductions in greenhouse gas emissions.

The current negotiations must send a clear signal on processes that can make low-carbon technology available, wherever it is needed, by facilitating investment, technology transfer, dissemination of best practices, research cooperation, etc...

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The combined-cycle gas power plant partially financed by France should reduce emissions of CO_2 by 15 to 20 million tonnes over 25 years.

INCREASING ELECTRICITY GENERATION IN PAKISTAN

In Pakistan, the national grid only supplies half the population with electricity: without additional capacity, the shortfall will be an estimated 5,500 MWh by 2010.

Given the urgency of needs and the country's geography, the main options for increasing power generation are gas- or petroleum-fired power plants.

PROPARCO, AFD's private-sector subsidiary, is funding a project aimed at increasing electricity generation in Pakistan by using lean gas, a resource that reduces carbon emissions and avoids direct emissions of methane into the atmosphere.

The project will involve building, operating and developing a 217 MWh combined-cycle gas plant in Ghotki District. PROPARCO is contributing financing for Engro Energy, which will sell the electricity generated to the state-owned National Transmission and Despatch Company.

The project should reduce carbon emissions by 15 to 20 million tonnes over 25 years. It also represents a substantial windfall for the Pakistani government because the cost of Engro will be lower than a petroleum-fired power plant.

Since the prospective revenue from the sale of lean gas fell through, the project will generate additional government revenue of around $120 million a year.

Obviously this must be done without taboos. The magnitude of the challenge means we should avail ourselves of all types of technology...

... regarding renewable energy, nuclear energy and other low-carbon technology, such as carbon capture and storage, and clean vehicles.

BRAZIL: SUPPORT FOR SUSTAINABLE MANAGEMENT OF AMAZON FORESTS

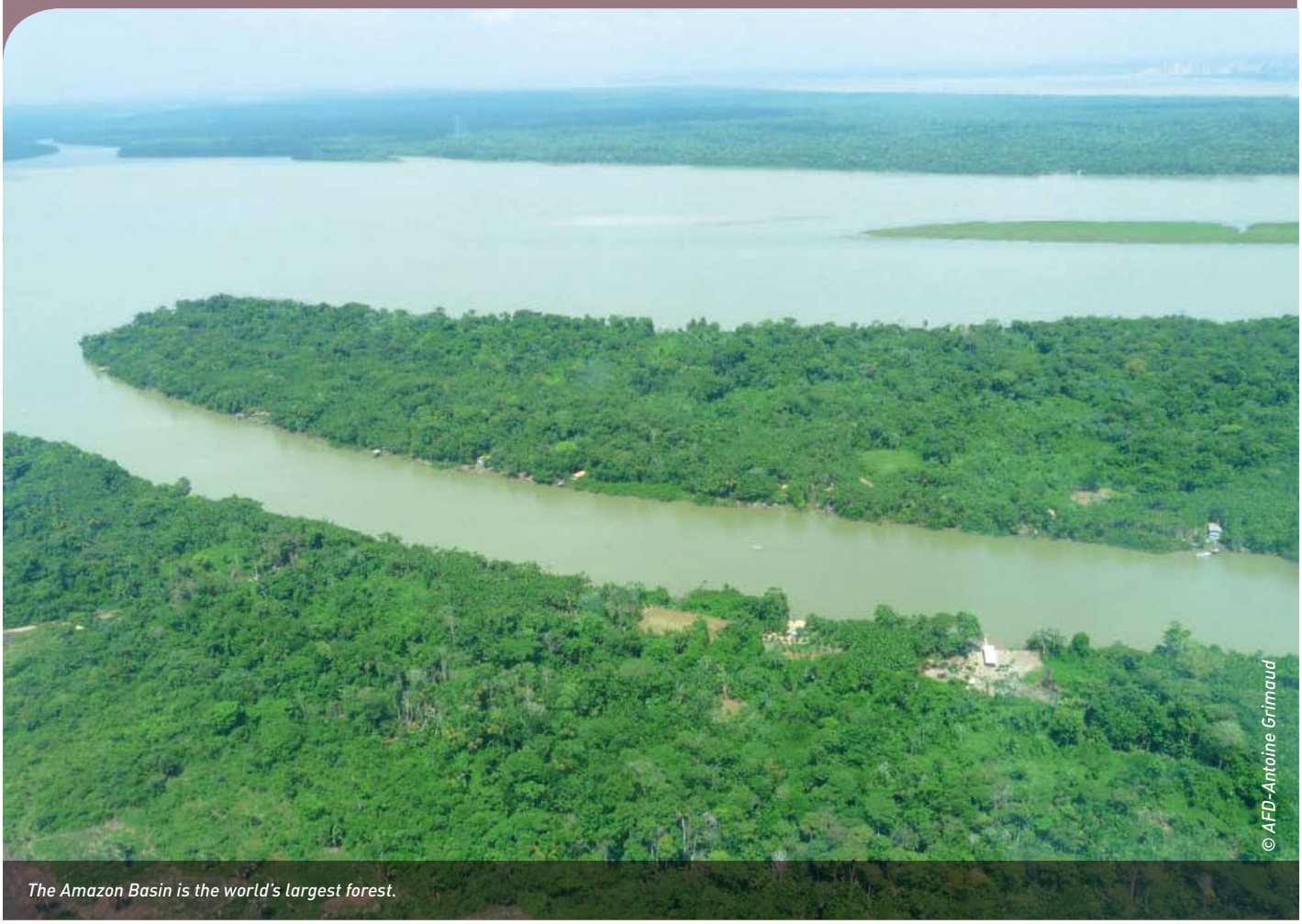
The world's largest tropical forest, the Amazon Basin has undergone several decades of deforestation. This is reducing biodiversity, altering the water cycle, and affecting local populations. Deforestation is responsible for more than 60% of Brazil's CO_2 emissions. Through AFD, France has chosen to assist the Brazilian government to implement sustainable forest management promoted by the law on management of public forests passed by Brazil in 2006.

Assistance is provided at federal level and to the Amazon states.

The aim is to monitor implementation of the forestry law, provide technical expertise, particularly on issues related to deforestation and climate change, and foster dialogue between public actors, private operators and the banking sector.

This support, provided for two years, will help identify the directions to take to develop sustainable activities on a large scale.

It will also build coordination capacity between the actors concerned by the forest and facilitate implementation of appropriate policies.



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The Amazon Basin is the world's largest forest.

A World Environment Organisation

to guarantee commitments and monitor agreements

To achieve all that :

- create mechanisms that will ensure commitments are honoured,
- support policy implementation,
- and better coordinate the action of different organisations that contribute to sustainable development,

France proposes the establishment of a World Environment Organisation.

The dynamic underway on climate issues should be taken further to cover all environmental issues, with an organisation of the economy that more effectively integrates the impact of human activities on nature and the finite nature of the earth's natural resources.

In terms of the international legal framework and policy implementation, an organisation would ensure more consistency between environmental and development policies, and more balanced global governance between environmental, trade and financial issues.

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MANAGING ENERGY CONSUMPTION TO SUPPORT SUSTAINABLE DEVELOPMENT IN CHINA

France has been working in China through AFD since 2004 as part of the French government's strategy towards emerging countries.

As evidenced by the joint declaration on climate change adopted by Presidents Sarkozy and Hu in Beijing in 2007, combating climate change is one of the structural axes of relations between France and China.

As the implementing agency of the French Ministry of Foreign and European Affairs and the French Ministry of Finance, AFD supports projects with a potentially high impact on climate and that can lead to French-Chinese projects to combat climate change.

Focused on projects that reduce GHGgreenhouse gas emissions, the AFD's operations in China concern:

- electricity generation: low-carbon energy, carbon capture and storage, renewable energy such as the construction and operation of three hydroelectric dams in northern Yunnan, which will reduce emissions by 500,000 tonnes of carbon dioxide equivalent per year;
- sustainable urban development: improving urban transport, improving construction systems, urban heating and air-conditioning, urban waste management;
- sustainable rural development: reforestation, biological carbon storage, conservation agriculture, production of biogas from various types of waste;
- energy efficiency in industry and services: programmes to improve existing systems and make them more energy efficient.

Since 2006, France has supported projects eligible for the Clean Development Mechanism representing a total budget of over €1.5 million, which will reduce emissions by an estimated 4 million tonnes of CO_2 over 10 years.

In China, France is helping to build wind turbines.

Changing the deal for tropical forests' protection

SUSTAINABLE FOREST MANAGEMENT IN THE CONGO BASIN

Covering an area of 220 million hectares, the forested Congo Basin forms the second-largest tropical forest in the world after the Amazon and Africa's biggest biodiversity reserve. Spanning six central African countries (Cameroon, Central African Republic, Congo-Brazzaville, Democratic Republic of Congo, Equatorial Guinea and Gabon), these forests are an essential source of income for the 80 million people who live in the region.

Since 1997, France has supported the implementation of sustainable forest management plans aimed at striking a balance between conservation of these natural areas and economic development.

In the Congo Basin, AFD works with all the actors present (private sector, governments, and civil society) in joint management of the forest:

- bank credit lines enable local banks to encourage, through loans, forest concessions to comply with international standards on forestry.

  AFD is currently providing financing for 15 businesses, with a view to generating knock-on effects;

- cooperation with environmental NGOs supports the conservation of protected areas and support for local populations;

- support for governments in legal matters and to make the forestry sector more professional.

The Congo Basin represents 55 million hectares of forest concessions. 31 million are involved in a management initiative.

The projects funded by France cover 12 million hectares.

In the Congo Basin, 31 million hectares of forest are being managed sustainably by French international co-operation.

"Ministry of Foreign and European Affairs and the Directorate General of Global Affairs, Development and Partnerships"

The role of the Ministry of Foreign and European Affairs (MAEE) is to:

- inform the French president and prime minister of developments in the international situation and foreign countries,
- draft France's foreign policy,
- coordinate France's international relations,
- protect French interests abroad and assist French nationals outside France.

The creation of the Directorate General of Global Affairs, Development and Partnerships (DGM) in April 2009, as part of the reform of the Ministry led by Bernard Kouchner, enables French diplomacy to anticipate, identify and respond to the challenges of globalisation more effectively.
Confronted with global issues that have a direct impact on the lives of our citizens and multiple actors, the Ministry intends, through the DGM, to emphasise the need to tackle global issues, in the firm belief that every major economic, cultural and societal issue calls for collective action with more outward focus, anticipation, inter-ministerial coordination, responsiveness, interdisciplinarity and a resolutely European approach.

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