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Briefing Paper 2

Ad Hoc Working Group on the Durban Platform (ADP)

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Views of countries on workstream 2 of Durban Platform

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1. Introduction

Parties to the United Nations Framework Convention on Climate Change (UNFCCC) have made written submissions to the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP), giving their views and proposals on advancing the work related to the "pre-2020 ambition".

In Durban, Parties had, at the 17th meeting of the Conference of Parties (COP 17), agreed to "launch a process to develop a protocol, another legal instrument or an agreed outcome with legal force under the Convention applicable to all Parties…" under the ADP. They had also agreed to "launch a workplan on enhancing mitigation ambition to identify and to explore options for a range of actions that can close the ambition gap with a view to ensuring the highest possible mitigation efforts by all Parties".

The work under the ADP is being conducted under two workstreams. Workstream 1 relates to the new agreement to be concluded by 2015 while workstream 2 relates to the "pre-2020 ambition".

We highlight below an analysis of the various submissions and provide selected highlights of the views of developing and developed countries.

2. Views of developing countries

There is a range of views among developing countries with some –

- Emphasising the need to close the emissions gap while others stress the importance of follow-up from the Doha outcomes under the Bali Action Plan (BAP) and the Kyoto Protocol (KP), especially in relation to the pre-2020 mitigation ambition; Annex 1 Parties are called to increase their ambition consistent with the science and the need for review of the adequacy of targets of Annex 1 Parties under Article 4(2)(d) of the Convention.
- Supplementary actions outside the Convention and KP should not be a substitute for action within.
- Adaptation is also key, not just mitigation under workstream 2.
- Means of implementation is vital; there is a need for a roadmap for financing between 2012-2020 to meet the US$100 billion goal per year by 2020.
- The ADP should also address the measurement, reporting and verification (MRV) of support.
- The Green Climate Fund (GCF) and the Technology Mechanism must be fully operational and effective.

3. Highlights of selected submissions from developing countries

AOSIS

- Enhancing pre-2020 mitigation ambition was a critical element of the Durban Package.
- Workplan should culminate in adoption of more ambitious economy-wide emission reduction targets by developed countries and nationally appropriate mitigation actions of developing countries that close the ambition gap by 2014, including by those who have not made pledges.
- Propose focused discussions to identify specific and cost-effective mitigation actions and policies that can be deployed immediately as well as strategies for overcoming any implementation and means of implementation barriers.
- High-level engagement throughout the workplan, including a ministerial-level meeting on mitigation ambition at COP 19 in 2013.

LDCs

- Closing the emissions gap by 2020 is paramount.
- Annex 1 Parties to increase the level of ambition.
- Support for international co-operative initiatives including on HFCs.
- Call for ministerial involvement in 2013-14 with focus on UN Secretary-General's high-level meeting for closing the emissions gap by 2020.
- Adaptation remains the top priority for LDCs.
- Explore linkages between adaptation and mitigation.
- Decisions that could be possible by COP 19 like reducing and eliminating fossil fuel subsidies by major emitters;
- Need to discuss means of implementation.

Like-minded developing countries (LMDC)

- Any action to increase pre-2020 ambition no matter under the Convention or outside shall be guided by the objective and principles of the Convention.
- Increasing ambition shall primarily be achieved through implementation of the 2nd commitment period (2CP) of the KP, increasing its ambition and implementation of the outcome of the BAP. This is to be addressed in a comprehensive manner, covering mitigation, adaptation, finance and technology support.
- Work on raising mitigation ambition in the pre-2020 period should take into account the outcomes of the Doha decisions, both under the Ad Hoc Working Group under the KP and Ad Hoc Working Group on Long-term Cooperative Action (AWG-LCA).
- Hence, the increasing of the pre-2020 mitigation ambition should be premised and jump off from – immediate ratification by Annex 1 Parties of 2CP under the KP and increase of their mitigation targets by 2014; those Annex 1 Parties not in the KP or who will not take targets under the 2CP should have comparable targets to those in the KP and increasing such ambition by 2014.
- Full operationalisation of the mechanism for finance, technology transfer and capacity building including delivery of support, which is MRVed.
- GCF and Technology Mechanism must not remain empty and ineffective.
- Developed countries shall increase their mitigation ambition mainly through their domestic efforts.
- Any international or regional initiatives shall not introduce any new or additional commitments for developing countries.

- There should be a clear roadmap for developed countries to fulfil financial support in the period 2013-2020 to meet the goal of US$100 billion per year by 2020; intellectual property rights (IPRs) have to be addressed.
- Need to ensure financial resources for adaptation efforts.
- Important to advance mechanism to address loss and damage.
- Work of the ADP is under the Convention and supplementary actions outside the Convention are not substitutes for actions under the Convention and the KP and must be in accordance with the principles and provisions of the Convention.
- Work of the ADP must further development and operationalisation of non-market-based approaches/or mechanisms to enhance mitigation actions
- Any discussion on market-based approaches must be premised on increasing the level of mitigation ambition in developed countries and such approaches should be subject to a general framework applicable to all approaches.

India

In addition to points similar to the LMDC submission above, some additional points are as follows –

- Need for a review of the adequacy of the mitigation commitments of Annex 1 Parties for the period 2012-2020 in accordance with Article 4(2)(d) of the Convention. Review should be carried out in the light of best available scientific information and assessment. The assessed gap in the efforts compared with the results/assessment of Annex 1 Parties under Art.4 (2)(d) should be the basis for increasing the level of ambition.

China

In addition to points similar to the LMDC submission above some additional points are as follows -

- Developed countries shall commit to reducing their emissions in aggregate by at least 25-40% below 1990 levels by 2020.

Ecuador

In addition to similar points made in the LMDC submission, some additional points are as follows -

- The ADP process needs to consider the MRV for financial support and some elaboration of this has been provided.
- There must be detailed commitments to provide for funds and not just to mobilise them.
- Proposes innovative financing mechanisms such as Daly-Correa tax, financial transactions tax (FTTs), Net Avoided Emissions mechanism and the use of Special Drawing Rights.
- Implement measures that contribute to the integrity and connectivity of native ecosystems, sustainably manage ecosystems to conserve biodiversity and promote mitigation and adaptation measures.
- Implement measures to promote efficiency and energy sovereignty.
- Promote transformation of the productive matrix incorporating measures that help reduce GHGs and carbon footprint etc.
- Focus on adaptation in key sectors.

4. Views of developed countries

Developed countries stress the need to clarify existing pledges and increase ambition. They want those who have not pledged to make their pledges. They want complementary initiatives in following areas – phase-out of fossil fuel subsidies, address short-lived climate pollutants. Some developed countries stress aviation and maritime emissions, REDD+ initiatives. Several of them are pushing for a need for international carbon markets.

5. Highlights of developed country views

United States

On 2020 mitigation pledges -

- Useful to clarify existing pledges.
- Submit biennial reports by 2014 on progress toward their pledges (Submission states that the GEF has funding to support developing countries' biennial update reports).
- Encourage Parties who have made initial pledges to consider broadening their pledges to include additional sectors or actions.
- Important for public recognition of pledges. Use of website to make pledges more visible.
- Those who have not yet pledged, to do so in 2013.

On other approaches to bolster ambition under the UNFCCC –

- Capacity building for implementation in developing countries – reference is made to the Ozone Unit in each developing country under the Montreal Protocol.
- Finance – The planning and execution of ambitious mitigation actions is related to the ability to attract foreign investment in low-carbon, climate-resilient infrastructure. Ability to attract private finance is dependent on strength of enabling environment for investment – including protection of IPRs, macroeconomic and political stability etc.

Complementary actions -

- Several proposals made including a multilateral phase-out of fossil fuel subsidies; addressing HFCs through amendments to the Montreal Protocol, plurilateral partnerships, sub-national and private sector action etc.

European Union

On pre-2020 mitigation ambition -

- Emphasise the need to close the mitigation gap of 8-13 GtCO2e.
- Increasing existing pledges. Refer to conditional offer to move to a 30% reduction by 2020 provided others do more too, including advanced developing countries.
- Countries who have not pledged to come forward with pledges and to do so no later than 2014. Still over 100 countries have not done so and include some G20 countries; some countries with per capita income levels above OECD average and with per capita income levels of several EU member states.
- Clarification of pledges through work programme under the Subsidiary Bodies.
- Collective ambition of pledges should be addressed by the ADP.
- Propose international cooperative initiatives and explore thematic areas – in energy efficiency, renewables, F-gases, reforms of fossil fuel subsidies, reducing short-lived climate pollutants, REDD+ and international aviation and maritime.

New Zealand

- Need for clarifying pledges.
- Increasing transparency through biennial reporting, international assessment and review (IAR) and international consultation and analysis (ICA).
- Mobilising private sector finance and innovation through carbon markets – pushing strong international carbon market.
- All Parties to increase ambition and all Parties make pledges.
- International, regional, national and sub-national cooperation with relevant actors in energy efficiency and reform of inefficient fossil fuel subsidies and short-lived climate pollutants.

Lichtenstein, Mexico, Monaco, Switzerland

- Need to close emissions gap.
- Propose action-oriented complementary initiatives.
- Policy measures – enabling environments for climate-friendly investment, fossil fuel subsidies removal etc.
- International cooperation e.g. technology transfer.
- International carbon market mechanisms.
- Encourage those who have not pledged to pledge.
- Avoid lock-in of carbon-intensive investments, infrastructure and technology etc.
- Explore potential areas – short-lived climate pollutants, phase-out of fossil fuel subsidies, reduce emissions from bunker fuels, REDD+, renewables, eco-labels.