

ADP: Parties express views on how to advance work

Bonn, 5 June (Meena Raman) – The Ad hoc Working Group on the Durban Platform for Enhanced Action (ADP) began its work in Bonn, Germany, with Parties expressing their views on how to advance further work on elaborating the elements for the 2015 agreement and on how to enhance the pre-2020 ambition.

ADP co-chairs, Kishan Kumarsingh (Trinidad and Tobago) and Artur Runge-Metzger (EU) presided over the plenary session which began on 4 June.

Many Parties gave their initial views on a “reflections note” prepared by the co-chairs which contained an annex called “Landscape of issues identified by Parties” on the possible elements for a draft negotiating text for the 2015 agreement. While appreciating the efforts of the co-chairs for their note, many developing countries did express their concerns over the annex, pointing out some shortcomings and imbalances. They also stressed the need for the process to be Party-driven.

The Like-minded Developing Countries (LMDC) said that the reflections note was an ‘informal note’ which could not be used as the basis of the negotiation under the ADP contact group. It informed Parties that it had submitted a draft text proposal entitled “Elements for a Draft Negotiating Text of the 2015 ADP Agreed Outcome of the UNFCCC,” to be circulated to all Parties as a conference room paper and as a basis for negotiations by the Parties in the ADP.

Several developed countries, in welcoming the co-chairs’ reflections note, stressed the need for further work and for the co-chairs to guide and facilitate the work. The Environmental Integrity Group wanted the co-chairs to prepare the draft text for the negotiations.

On the pre-2020 ambition, developing countries made a strong call for the contact group to also address commitments by developed countries under the Bali Action Plan as well as under the second commitment period of the Kyoto Protocol, which they said were integral to the enhancing of the pre-2020 ambition. There were also calls for the urgent initial capitalisation of the Green Climate Fund.

Bolivia, speaking for the G77 and China, recalled the Fifth Assessment Report (AR5) of the Intergovernmental Panel on Climate Change (IPCC) that has confirmed that the warming of the climate system is unequivocal, and since the 1950s, many of the observed changes are unprecedented over decades to millennia. The atmosphere and ocean have warmed, the amounts of snow and ice have diminished, sea level has risen, and the concentrations of greenhouse gases have increased.

The Group thanked the co-chairs for their efforts in providing their reflections note and the annex which was helpful to further the understanding of the various views of Parties during the past sessions in order to further elaborate the elements for a draft negotiating text by COP 20 in Lima (meeting of the Conference of Parties). It stressed that the work under the contact group on the implementation of all the elements in the Durban decision (decision 1/CP.17) must reflect balanced progress, namely between both workstreams and in both workstreams. It wanted the co-chairs to facilitate the work based on the ADP decisions of Durban, Doha and Warsaw on the elements for a draft negotiating text based on inputs and submissions by Parties and towards enhanced ambition pre-2020.

It added that the work under the ADP must be under the Convention and should be based on its

principles and provisions related to commitments and responsibilities with regard to mitigation, adaptation and the means of implementation. The process under the ADP must not lead to a reinterpretation or a rewriting of the Convention.

The G77 and China said that the outcome of the ADP must be in accordance with the objective, principles and provisions stipulated in the Convention, including the principles of equity and common but differentiated responsibilities and respective capabilities (CBDRRC); the negotiations under the ADP must be a party-driven process, and must be fully inclusive and transparent; the process will build on inputs from Parties and any outputs of the process will reflect inputs from Parties.

The work in this ADP (session) should lead to a balanced, ambitious, fair and equitable outcome under the Convention; and progress depends on following a balanced approach that will include mitigation, adaptation and means of implementation, in accordance with the spirit of the Convention.

On the scope and nature of the intended nationally determined contributions, the G77 and China reiterated that the Warsaw decision [paragraph 2(d)] that urges developed countries, the operating entities of the financial mechanism and other organizations to provide support to allow for developing countries to undertake our domestic preparations for their INDCs and for submitting information thereon.

It welcomed the full operationalization of the Green Climate Fund (GCF) and called urgently for its immediate capitalization, with new, additional, adequate, sustained, accessible, and predictable funding.

The G77 and China also said that the work under workstream 2 (on the pre-2020 ambition) is an integral part of the ADP and welcomed the opening of the Technical Expert Meetings in March this year. It also stressed that the issue of the lack of Annex I ambition in the pre-2020 period, including the Kyoto Protocol (KP) commitments and its compliance with them must also be part of the discussion.

It stressed the necessity for Annex I Parties to take the lead in addressing climate change and this required that they raise their level of mitigation ambition, in particular through their obligation this year to revisit the level of

ambition of their commitments under the KP's second commitment period, and through comparable efforts under the Convention by those Annex I Parties not in the KP. It called for the ADP contact group to allocate time here in Bonn to further our work on paragraphs 3 and 4 of the Warsaw decision in this regard.

Sudan speaking for the **African Group** said that the 'landscape of issues' (in the annex to the reflections note) of the co-chairs is a fair attempt to reflect the views expressed by Parties but said that it had some shortcomings on how it reflects ideas communicated by Parties which in some instances were not a reflection of the ideas in their entirety, as presented by Parties.

It added that the annex did not have the benefit of all submissions made by Parties which may have come through after the publication of the reflections note. It said further that the annex conflates the two processes under the ADP, namely, arriving at elements of the negotiation text, and information Parties will put forward when putting forward their contributions. It contained some elements that are not in conformity with the principles and provisions of the Convention.

On working towards information Parties will provide when communicating their intended nationally determined contributions (INDCs), Sudan said that it was concerned about the time available for Parties to meet the March 2015 deadline, given that the decision on information to be provided by Parties will only be adopted in Lima (COP 20 in December 2014). It saw an opportunity for the outcome of the Bonn session to be a draft conclusion that can provide guidance to Parties on how to proceed with the national processes.

It also expressed deep concern about the consistent reference by the co-chairs to 'nationally determined contributions' in their scenario note, whereas the language and careful balance achieved in Warsaw is of 'INDCs' (emphasis on "intended") as this severely prejudiced the African Group position that such contributions are subject to a multilateral assessment for fairness and adequacy.

The African Group understanding is that contributions from developed countries should also include the provision of finance and technology transfer and capacity building by developed countries to developing countries,

thus allowing for more informed national processes in developing countries. It believed that there is an issue of sequencing that needs to be taken into consideration in this session and up to Lima and beyond.

By sequencing, Sudan said this meant that early clarity on the means of implementation to be provided by developed countries will play a key role in assisting developing countries in formulating their INDCs. It was also important to reach an early agreement on the process of communication of the contributions.

As regard workstream 2, the African Group welcomed the suggestion for a COP decision in Lima and saw it as an opportunity to further strengthen the ADP's work through the following: broaden the scope of activities beyond Technical Expert Meetings to include concrete proposals such as the transformation of the Clean Development Mechanism pipeline into net mitigation projects or the expansion of national renewable energy feed-in-tariff schemes; ensure that the Kyoto Protocol and ADP ministerial roundtables outcomes and recommendations on pre-2020 ambition are followed-up accordingly under the workstream; assess the extent and effectiveness of the accelerated implementation of decisions constituting the agreed outcome under the Bali Action Plan, in particular in relation to the provisions of means of implementation as contained in the Warsaw decision. It was also convinced of the necessity to go a step beyond technical examinations and elaboration of policy briefs to the matching of the technical outputs with adequate support and support channels, for effective implementation.

Nepal for the **Least Developed Countries (LDCs)** welcomed the most recent announcement from the United States to reduce emissions from existing power plants. This action was constructive first step but did not yet lead the US on a pathway towards achieving its goal of reducing emissions 80% by 2050 nor on a 2°C pathway leading towards the 1.5 degree C target.

For the LDCs, the 2015 agreement should embrace all of the elements reflected in the Durban decision even if there are institutions already established by COP decisions. The agreement also needs to be underpinned by the latest science, and the sense of high urgency arising from the findings of the IPCC's AR5.

It welcomed the reflections note, and said that the annex on "landscape of issues" is a useful way forward. It said Parties need to develop a process where they can consolidate the options into a more manageable list, narrowing down the options toward a workable agreement in 2015.

For LDCs, the key elements for the new agreement include: the need for a legally binding agreement that delivers strong mitigation ambition with short time periods no longer than five years; the inclusion of the Loss and Damage Mechanism in the new agreement; a compliance mechanism for cases where Parties do not meet their obligations; a review process to assess the adequacy of the aggregate proposals to ensure that they are consistent with emission pathways to limit global average temperature increases to below 1.5°C above pre-industrial levels over the long-term; and adequate and predictable finance, technical support and capacity building for both adaptation and mitigation.

Furthermore, the LDCs wanted to see how a legally binding agreement applicable to all, can accommodate a clear reference to the specific circumstance of the LDCs, as per Article 4.9 of the Convention. It also wanted a discussion about the legal form of the 2015 agreement. It said Lima could provide Parties with the necessary mandate, something like the Berlin mandate (which led to the Kyoto Protocol).

On the work on INDCs, the information Parties needs to provide when submitting them requires greatest attention. It also called for clarity on funding to enable Parties to present their contributions. On the Technical Expert Meetings under workstream 2, Nepal called for consolidation of the discussions into concrete outcomes and to clearly identify both national and international actions that Parties can take collectively and the means to implement them.

Egypt speaking for the **Like-Minded Developing Countries (LMDC)** said that to have a successful outcome in both Lima and Paris (COP 21), the outcome must be balanced, comprehensive, universal, credible, legitimate, and acceptable to all, so that all will implement it; it must be consistent with the Convention, enhancing its full, effective and sustained implementation, and should avoid rewriting or reinterpreting any of its provisions or principles. Above all, the principles of equity and CBDR must remain the bedrock of the 2015 agreed outcome.

It looked forward to starting the formal and structural negotiation focusing on the six core elements as mandated in the Durban decision. Negotiations must be Party-driven, open and transparent, inclusive, and based on consensus. There should be balance in the work under the Contact Group between the two workstreams and in particular the elements within them.

Egypt welcomed and took note of the efforts of the co-chairs in preparing their informal notes, including on the 'landscape of issues'. However, this informal note could not be used as the basis of the negotiation under the contact group. A formal mode of work meant that Parties should use the formal textual documents based on and taken from inputs and submissions by Parties. It added that Parties should be very cautious about rewriting or renegotiating the Convention under the name of "new ideas" reflected in the informal note.

It said that the LMDC has submitted a draft text proposal entitled "Elements for a Draft Negotiating Text of the 2015 ADP Agreed Outcome of the UNFCCC," to be circulated to all Parties as a conference room paper and as a basis for negotiations by the Parties in the ADP.

The LMDC said that many developing countries have individually been rapidly enhancing their own climate change actions at the domestic level, as appropriate to their national circumstances, using in large part their own resources. For example, efforts on controlling coal consumption have been implemented in China. Nicaragua is rapidly implementing its renewable energy strategy. The Philippines is seeking to "build back better" as part of its climate change adaptation strategy in the face of more frequent and stronger typhoons such as Haiyan. India is rapidly upscaling its renewable energy use. Bolivia and Ecuador have seriously embarked on sustainable development pathways as outlined in their national constitutions. Kuwait launched the GHGs (greenhouse gas) Management Strategy in the petroleum sector. Venezuela, El Salvador, Egypt, Malaysia, Argentina, Iran, Iraq, Qatar, Pakistan, Sudan, Sri Lanka, Democratic Republic of Congo, Mali and other countries have also all put in place programmes and policies designed to ensure that climate change adaptation and mitigation co-benefits arise from their respective sustainable development plans.

Egypt added that these are but a few examples of actions that many developing countries are

taking all over Africa, Asia, Latin America, the Caribbean, the Pacific, to contribute their equitable share in addressing climate change. These actions could all be enhanced if the Convention is fully and effectively implemented in a sustained manner consistent with equity and the principle of common but differentiated responsibility. This, it said, must be the common goal because as we share a common humanity and we all live on one planet – Mother Earth.

It registered its deep disappointment that almost four years from the establishment of the GCF at Cancun, it is yet to be fully operational, without any specific amount of very significant scale targeted for the initial resource mobilization process, coherent with the guidance provided by the COP in Warsaw to the GCF.

It was also disappointed that almost two years after Doha, nearly no developed country Party has ratified the amendment to the Kyoto Protocol's second commitment period. Neither has any developed country put forward any concrete proposal, much less any commitment, to increase its pre-2020 mitigation ambition beyond those that they had already pledged at Cancun, with some developed country Parties even backtracking on their emission reduction targets.

It reiterated that the pre-2020 ambition covers mitigation, adaptation and finance and technology support to developing countries and called for a clear roadmap for developed countries to fulfill their financial support in the period of 2014 to 2020, including the target of 70 billion USD by 2016 and addressing barriers to technology transfer including intellectual property rights under workstream 2. The LMDC also stressed that paragraphs 3 and 4 of the Warsaw decision should be seriously negotiated among Parties under the contact group as a matter of urgency and priority. Arrangements and further concrete measures to implement these two paragraphs should be captured as the main results of Lima on pre-2020 ambition, it added.

Nauru for the **Alliance of Small Island States (AOSIS)**, on the pre-2020 mitigation ambition, recognized the need for political discussion on paragraphs 3 and 4 of the Warsaw decision. It said it was incumbent on developed countries to take the lead in addressing climate change by raising the ambition of their 2020 commitments, and with regard to Kyoto Protocol Parties, in its

ratification. In addition, it called for the full implementation of the Bali Action Plan, particularly through immediate action by developed countries to enhance the delivery of finance, technology transfer and development, and capacity building.

AOSIS was of the view that the Technical Expert Meetings under workstream 2 can be a means to achieving these objectives. The challenge was to move these technical discussions toward ways Parties can work together to mobilize solutions. It encouraged more developed countries to come forward with their plans to enhance short-term ambition and to close the emissions gap.

On the 2015 agreement, it called for focus on the following: a further elaboration of the elements to be included in the final 2015 agreement and identification of the information needed to allow Parties to present their INDCs. It added that finance is an integral building block of the 2015 agreement and called for provisions to ensure scaled-up, adequate long term, predictable, new and additional finance. This should complement other necessary means of implementation including transfer of technology and capacity building. It expected the new agreement to address the gaps of the current climate finance architecture and flows, including the shortage of funding for concrete adaptation in most vulnerable countries and the barriers to access resources for those capacity-constrained countries.

The establishment of the Warsaw International Mechanism to address Loss and Damage represents an important step and must also be anchored in the new agreement.

Venezuela speaking for the **ALBA** countries said that since the adoption of the Durban Platform decision in 2011, there have intensified attacks on the principles and provisions of the Convention that blur the differences in the different responsibilities of developed and developing countries and the commitments of developed countries. At the same time, efforts are made to promote market mechanisms, the operation, effectiveness and ethical foundations of which are strongly questioned as a solution. It expressed sadness that the GCF has not received significant contributions from developed countries and remained an empty shell.

Any future agreement should have continuity with what has been achieved so far and needs to be strengthened. The principles of the Convention must be respected and reflected especially that of CBDR. All commitments should be measured, reported and verified, including the commitments of developed countries in the provision of finance, technology transfer and capacity building. Adaptation and mitigation are equally important.

Stressing that the governments cannot delegate responsibilities in the private sector, Venezuela added that the Convention is not a business roundtable focused exclusively on new market mechanisms or for private enterprise. It lamented that the Kyoto Protocol has had huge failures that originated in the inaction and failure of developed countries. It said the second commitment period has yet to be ratified.

Saudi Arabia for the **Arab Group** hoped to have negotiating texts prepared by Parties and said that elaborating the elements of the new agreement is not for the co-chairs' to draft. Negotiations should start on the basis of the elements contained in the Durban decision, all of which have the same importance and legal nature. It was not acceptable to focus only on the element of mitigation. Adaptation and the means of implementation are equally important. This was also fundamental in defining what Parties will intend to contribute (referring to the INDCs). It also stressed the importance of the Convention principles especially of CBDR and equity and its provisions, as well as the equitable distribution of atmospheric space. It also called for the GCF to be urgently capitalised which would lead to positive results.

India speaking for **Brazil, China, South Africa** and **India**, referring to the reflections note of the co-chairs, said that it provided useful information and a good overview of the landscape of issues. It reminded Parties the Durban Platform is to further enhance the full, effective and sustained implementation of the Convention. This means that the 2015 agreement must strengthen the multilateral rules based system under the Convention. Work under both workstreams must be science based, ambitious and equitable and is by no means to renegotiate, rewrite, restructure or reinterpret the Convention or its principles, provisions and annexes. The 2015 agreement must therefore adhere to the principles, provisions and structure of the

Convention, in particular the provisions of Articles 4 and 12, which reflect CBDR of developed and developing countries.

Parties need to further elaborate the elements for a draft negotiating text, and identify by Lima, the information that Parties will provide when putting forward their INDCs.

The 2015 agreement should address all elements in a balanced and comprehensive manner, and should not just be confined to mitigation. The INDCs must cover mitigation, adaptation and the provision of finance, technology and capacity building support by developed country Parties to developing countries. It called on developed countries to include in their submissions of contributions and information on the provision of finance, technology and capacity building support to developing countries in addition to their mitigation commitments. Developing country Parties' contributions will be in the context of sustainable development, and dependent on the financial and technological support provided by developed country Parties. It also believed that information to facilitate the understanding and transparency of the contributions shall be differentiated between developed and developing countries.

The pre-2020 ambition must address mitigation, adaptation and finance and technology support. India urged developed country Parties participating in the second commitment period (CP2) of the Kyoto Protocol to revisit and significantly increase their emission reduction targets in 2014 and developed countries that are not part of the CP2 to also significantly raise the ambition of their commitments under the Convention within the same timeframe and in a comparable manner. It also urged those Annex I Parties that have not put forward a 2020 pledge to do so. Developed countries should also honour and fulfill their commitments on the provision of finance, technology and capacity-building support to developing countries during the pre-2020 period.

Workstream 2 should not be downgraded to the Technical Expert Meetings on a few selective sectors and it is fundamental to focus on revisiting and increasing the comparable emission reduction targets by all developed country Parties and in enhancing provision of the means of implementation. It also stressed the importance of paragraphs 3 and 4 of the Warsaw decision 1/CP.19 which are an integral and

essential part of the work under workstream 2. It also wanted these two paragraphs to be seriously discussed under the contact group.

India stressed that it was simply not acceptable that the commitments of developed countries should be transferred to developing countries. While commending the wide array of climate initiatives that are pursued outside the Convention, it said these international cooperative initiatives cannot substitute the core actions required under the Kyoto Protocol and the Convention.

Papua New Guinea for the **Coalition of Rainforest Nations** stressed the importance of reducing emissions from deforestation and forest degradation in developing countries (REDD-plus) in the new agreement, with the Warsaw outcomes being the foundation for this.

The **Dominican Republic** for the **Central American Integration System (SICA)** stressed the importance of loss and damage as a separate element of the 2015 agreement.

Colombia for the **Independent Association for Latin America and the Caribbean (AILAC)** said that the co-chairs 'landscape of issues' was comprehensive. It was a useful tool for the ADP and provided an adequate starting point for deliberations, although there were some imbalances.

Greece speaking for the **European Union** also referred to the recent IPCC AR5 reports and said that Parties could still act collectively and urgently to achieve the below 2 degree C goal. It stressed the importance of the INDCs and for all Parties to stick to the timetable set in Warsaw. It expected all the major and emerging economies and Parties in a position to do so to come forward with their INDCs in early 2015. Deeper cuts in emissions are required from all Parties with major and emerging economies leading the way. A decision on the upfront information accompanying the INDCs must be the focus of the Bonn session.

The EU said that a wealth of ideas have been captured in the co-chairs' reflections note. There was need to have more detailed discussions to identify the potential areas of convergence; crystallise distinct options; and set areas for further work needed for a draft negotiating text. It was the duty of the co-chairs to facilitate this process.

On the pre-2020 ambition, referring to the Technical Expert Meetings, it said there is need to identify a summary for policy makers out of the list of policy options for the consideration of ministers and for the Convention bodies and international organisations to help with implementation on the ground. The EU said it was implementing its pre-2020 commitments and that it may exceed its obligations by 5.5 billion tonnes of CO₂ equivalent by 2020.

Australia for the **Umbrella Group** said the discussions must provide the opportunity for Parties to better understand the range of proposals on the table, so as to identify key issues and areas of convergence, that can serve as the basis for the contact group to begin to identify mutually accepted elements for a draft negotiating text. The co-chairs could guide this work.

It expected countries' INDCs to be submitted well in advance of the 2015 agreement. In defining elements for a draft negotiating text, there is need to start constructing a clear overarching view of what leaders will accept as an effective and lasting global platform for post-2020 climate action. The work should continue to be guided by the below 2 degree C global goal.

Australia said there is need to think carefully about what elements must go in a core agreement – elements that remain sound in the context of changing circumstances and capture the highest level understandings and commitments, including a commitment by all Parties to make a contribution to the global task of reducing emissions. Provisions that do not meet these criteria, provisions that are likely to require updating over time, which elaborate implementing arrangements, or provisions which may need to be developed further between 2015 and 2020, should be included in the wider 2015 package. There is need to also forge a common understanding around when and how the draft text of the 2015 agreement appears, to satisfy both expectations of the Parties and ensure procedures are applied.

It wanted the (current) Bonn session to discuss the work Parties are doing at home to prepare

INDCs. This means working to agree on the up-front information that will accompany Parties' intended contributions in order to ensure their clarity, transparency and understanding. Parties should also consider basic parameters for contributions, such as a common end date, and fundamental methodological issues, including necessary accounting rules, that can help promote consistency and ambitious action. It also wanted an understanding of the process through which INDCs will be proposed, considered by all other Parties, and formalised under the 2015 agreement.

Switzerland, for the **Environmental Integrity Group** said the 2015 instrument must be comprehensive including mitigation, adaptation, means of implementation and building on transparency. It agreed that the draft negotiation text should be construed collectively and be built upon the views expressed by Parties in submissions and in statements and in the negotiations. The best way to reflect all views, it said, was for the co-chairs to prepare the draft text for negotiations. It called for a legally binding instrument with all Parties taking appropriate mitigation commitments which include clearly defined targets or actions, under the same rules but at different depths in terms of type of commitment, timing, and level of effort according to CBDRRC and equity. It wanted the COP 20 in Lima to adopt a decision on the information that Parties are to submit with their INDCs. It wanted the Bonn session to have a draft decision on this issue.

The new instrument must also equally address adaptation with a strong and effective framework that helps all countries, and especially the most vulnerable, according to Switzerland. It also called for the rapid initial capitalization of the GCF. On the pre-2020 ambition, Parties should contribute to close the emissions gap, and there was need for increased action within and outside the Convention.

Co-chair Kumarsingh informed Parties that the first meeting of the contact group will begin on 5 June.