

ADP: Compiled text on pre-2020 action to be tabled

Bonn, 10 June (Indrajit Bose) – A compiled text on what Parties must do in the pre-2020 climate action (called workstream 2), with inputs and reflections of Parties will be made available on 10 June.

This is in response to a call made by **India, China and Brazil** at the third facilitated session on workstream 2, under the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) that convened on 9 June. **Aya Yoshida (Japan)** and **George Wamukoya (Kenya)** were the co-facilitators for the session.

Developing countries have been stressing the importance of pre-2020 action under the ADP as a strong foundation for the post-2020 Paris agreement.

India sought the co-facilitators' guidance on the way forward. "In the spirit of being Party-driven we respect the views and ideas of various Parties. How does this process move forward? We have to take action now and in the spirit of urgency, we should develop a compilation text, which takes the inputs of all the Parties, and which can be the draft negotiating text for the pre-2020 workstream. That can help us conclude our plan of action at the earliest possible and not leave it to the last minute in Paris. The Co-chairs should give us more time to develop a draft text so that we move forward in the two planned ADP sessions," said India.

China supported India in the call for a compilation text and **Brazil** said that Parties should engage in the preparation of a decision on workstream 2 in Bonn. The **United States (US)** disagreed saying that a compilation text would not make sense. "What would be more helpful would be to discuss Parties' preferences and for the Co-chairs to produce a reflections note on convergences and divergences in the way forward," said the US.

However, **Yoshida** said that the co-facilitators would compile Parties' inputs on workstream 2, and "take into account the inputs and reflections, which would have a flexible structure and which would reflect the

discussions and the inputs received so far". Yoshida added that they would make the document available to Parties several hours before the next facilitated session planned for 10 June from 7 to 9 pm.

Various groups of Parties such as the **G77 and China**, the **Alliance of Small Island States (AOSIS)**, the **European Union (EU)**, the **Environment Integrity Group (EIG)** and the **Umbrella Group** have posted their proposals on what they see as the elements of a workstream 2 decision, which are available at the UNFCCC website (<http://unfccc.int/bodies/awg/items/9036.php>).

The G77 and China's proposal, posted online on 9 June, contains the elements for the decision text. It outlines the preamble, the objectives of the pre-2020 work programme, the accelerated implementation process pre-2020; details out enhancing the technical examination process (TEP); and calls for launching TEP on adaptation. The proposal also provides provisions for multilateral cooperation and support for initiatives and enhancing high-level engagement, besides a placeholder for institutional arrangements.

(http://unfccc.int/files/bodies/awg/application/pdf/g77_possible_elements_-_8_june_2015_710pm.pdf)

The facilitated group saw a rich exchange of views as well as divergences. During the discussion, Parties responded to questions posed by the Co-facilitators around two themes: the TEP and advancing implementation under the Convention and the Kyoto Protocol.

Speaking for the G77 and China, Mali said it is critical how the findings of the TEP could be most effectively translated into concrete actions on the ground because "unless we translate we are not fulfilling our mandate". It welcomed TEMs (technical experts meetings) on mitigation and said that TEMs provide a "non-political facilitative space" and called for a parallel process on adaptation.

Mali added that the topics of TEMs should be

Party-driven and determined by Parties. It said further that the areas do not need to be sectoral always and there might be a need to look at broader, crosscutting issues.

Mali also said that there is a need to improve access to the TEP. It recalled the experience of including participation by a manager of a medium enterprise which belongs to Mali and who had come to Bonn to participate in the TEM organised during the first week of the Bonn session. Mali said the manager used the space to demonstrate a lot of what was happening on the ground with respect to a hybrid decentralised solar system. "The question is how do we ensure that our experts from our regions are able to come here and give us not only policy recommendations but also the reality from the ground," said Mali.

Mali added that in such meetings the "usual suspects" such as IRENA (International Renewable Energy Agency), IEA (International Energy Agency) and OECD (Organization for Economic Cooperation and Development) are to be found. "We need to invite those who don't need foreign exchange swap instruments because they deal with local currency. We need to continue engaging in meaningful opportunities for such people," said Mali.

Mali appraised Parties that it had not had the chance to interact with the Executive Director of the Green Climate Fund (GCF) in Bonn on what are the instruments that the GCF might use or mobilise in terms of accelerated implementation. "We need a mode of work that is more structured and focused, also which should be linked to the financial and technology mechanism of the Convention," said Mali.

It stressed that drive on means of implementation is missing and referred to driving concrete action on means of implementation as absolutely necessary. "We have to start ensuring that institutions respond," said Mali, adding that it had called for a technical paper to support TEMs and which would focus on analysing gaps, not just of means of implementation but that of delivery. The idea is to find out how do we make the process less cumbersome and more readily available, it said.

Mali also said the G77 and China supports high-level events under the COP Presidency. It said that summary for policymakers of each of the TEM should cater to both adaptation and mitigation. Referring to the Group's proposal, Mali said they have submitted ideas for deepened engagement

with both mitigation and adaptation and for scaling up of initiatives.

On what should be the appropriate home for the TEP, Mali said the G77 and China have a placeholder for institutional arrangements and added that the Group was actively discussing the issue. "At this stage, all options are on the table," it said.

On strengthening collaboration, there is need to convene representatives of the Convention's bodies and the G77 and China had outlined activities in their proposals on the issue of adding value and synergy between the existing processes.

Under advancing implementation of the Convention and the Kyoto Protocol, Mali said that sharing experiences on accelerated implementation as per the Warsaw and the Lima decisions would be useful.

Further adding on the issue of advancing implementation of the Convention and the Kyoto Protocol, Mali urged Parties to see climate action as an opportunity. It said that all Parties should advance the implementation of the Convention and the Kyoto Protocol without duplicating efforts and reiterated that the Group is very serious about adaptation, mitigation and means of implementation and added that sustained focus on means of implementation was critical to advance the implementation. It stressed that existing action is not enough. "If it was, we would not be here in the first place," said Mali.

On finance, Mali said the discussion is riddled with definition and methodological issues over which Parties should have a serious conversation. It called on Parties to take stock and define a trajectory for adequacy but also said that a trajectory would not get Parties there. What is important is the assessment of the adequacy of finance to developing countries in a holistic manner. "We are aware of the work of the Standing Committee on Finance (SCF) on MRV (measuring, reporting and verification) of finance and to ensure transparency in the delivery of finance. We want to avoid duplication and ensure it is adding value. It will not be enough to say there is a long-term finance process. It has been there for sometime but the question is whether there is transparency? The discussion is happening, which is relevant here but over there, that discussion is not happening," said Mali.

On the role of non-state actors, Mali said that it is the Parties that have obligations and the actors are the ones implementing it. It said the issue is how a

space should be articulated to link the two elements and what should be the incentives for further action. “They have a role to play that is clear. But they don’t have any obligation. So there is no need for any normative guidance coming from this body or the Convention. The idea is how we make the space relevant for them,” said Mali.

It added that the UNFCCC has yet to deliver as one. It said there are chairs of the Climate Technology and Centre Network (CTCN) and there is the GCF and Parties will have to define how the institutions would work together.

India asked if all the existing institutions were working well, why did Parties have to create the Durban Platform for workstreams 1 and 2. “Gaps existed then and gaps exist now,” said India, adding that the question is how should the gap in adaptation, capacity building and means of implementation be closed for the effective implementation of the Convention. It said it got the impression that Parties should close shop for the next five years and only talk about post-2020 and the TEP. It disagreed with this view and reiterated that workstream 2 related to the Durban mandate, which was arrived at in Warsaw and Lima. It stressed that workstream 2 was “inextricably linked” to the success of workstream 1. “We have to demonstrate political will through enhanced action and not action already completed. Enhanced pre-2020 ambition will not only provide a strong basis for post-2020 cooperation, it will also avoid higher costs of mitigation and adaptation. Such high costs will jeopardize developing countries’ future contribution to climate change,” said India.

The Kyoto Protocol and the Convention are the main enablers of action under workstream 2 and it is in this light that G77 and China have highlighted the actions that can be taken to close the ambition gap and for it to be ratcheted up, said India. It also said there exist suggestions on the revisit mechanism, suggestion on 2015-2020 work programme to review the adequacy on provision of finance, technology and capacity building support in the pre-2020 period.

India highlighted that apart from a clear roadmap on finance, there was also need for a clear roadmap for technology development and transfer, which would enable them to look at greener technologies, the climate proprietary know-how and the prohibitive costs of intellectual property rights.

On technical expert meetings (TEMs), India said that apart from the reports generated by these processes, there is need to be clear that these are translated to action and accelerated implementation. There needs to be some cost benefit analysis towards this and to

ascertain the constraints in using the outcomes of the TEP.

“Is it a constraint of information or finance and technology? Without understanding real constraints, it is difficult to see how scaling up will help. We also need to see if they have led to additional actions. Unless these are demonstrated, we feel the high-level events are only talks,” said India. It suggested exploring adaptation topics and to see adaptation gaps. There is also need to look at sustainable consumption and focus on luxury emissions and compare it to emissions of necessary consumption in developing countries.

On the call for inclusion of non-state actors, India made it clear that Parties and national governments have the primary responsibility for climate change. “The United Nations Framework Convention on Climate Change (UNFCCC), which deals with countries, should not try to bypass the sovereign authorities and should work through Parties,” said India, adding that undoubtedly non-state actors have a role to play but whatever action has to be taken must be through national entities.

On multilateral cooperation initiatives, India said that these do not adhere to the principles and provisions of the Convention. “We would like to see the UNFCCC as the primary vehicle for action. Multilateral vehicles cannot be a substitute for action,” said India.

(India was referring to voluntary initiatives undertaken outside the ambit of the Convention.)

On advancing implementation, the **European Union** was of the view that MRV was a key way of accelerating implementation for now and the International Consultation and Analysis (ICA) and the International Assessment and Review (IAR) processes would need to promote action. **Japan** seconded the EU about the MRV arrangements to enhance action in the pre-2020 period.

In response, **Mali speaking for the G77 and China** said, “Transparency is important. We are going through our first cycle of biennial update reports and each cycle will have revision guidelines. When it comes to transparency of finance, the SCF is working on a full plan on transparency of support. We are curious as to how transparency in and itself can be a foundation for ambition,” said Mali, adding that the TEM and the work under the TEP was the primary space to unlock ambition.

Mali added that in Paris, Parties would have to reflect the full Durban mandate, which is workstream 1 and workstream 2. “We do not foresee a situation where there is no decision. We need an ambitious decision

that can close the gap,” it said. Mali reflected on the EU’s statement at an earlier session on workstream 2 in Bonn wherein it had said that it would not revisit its emissions reduction target pre-2020 (see TWN Bonn Update No 9: *Conditions for increasing pre-2020 emissions target not met-says EU*). “There have been constraints in increasing the targets. EU indicated it would not. There is this issue of providing signals. We are trying to picture here that in Paris, we will have an agreement on pre-2020 that is ambitious. It has to be an ambitious decision,” Mali stressed.

Highlights of other interventions

Speaking for the **Alliance of Small Island States (AOSIS)**, **Maldives** stressed that workstream 2 should drive action and that none of the elements in themselves, whether it is technical papers or outputs or high level events, drive action. It added that existing multilateral and cooperative initiatives could use the TEMs to get new institutions on board and for new resources to be scaled up. It said that the Convention’s bodies should modify their work plans to take into account results of the TEMs. It called for a direction from the Conference of Parties to the Convention bodies in this regard and said the idea is to work collectively. Maldives added that new and reformed voluntary cooperative and multi-stakeholders are two ways in which workstream 2 could drive action. It called for institutional support for high-level events and detailed out a proposal of having a high-level chair, co-chair and staff to assist with such events.

China said the implementation issues are explicitly listed in paragraph 4 of the Warsaw decision and added that a lot of the issues remained to be addressed. As examples, China mentioned immediate ratification of the Doha amendment to the Kyoto Protocol, evaluating the conditionality of commitments and assessing adequacy of finance in a holistic manner. It said that by accelerating the implementation process under the UNFCCC, a space to enhance ambition could be established. Accelerated implementation should be in the centre of pre-2020 action, which is to be informed by the TEP and linked to high-level engagement. To advance further work and a draft decision on workstream 2, China called for a compilation of all of the Parties’ views and concerns in a comprehensive and balanced way “without introducing new text”.

Bolivia called for additional TEMs on adaptation, sustainable development and poverty eradication. It said it is not ethical to address climate change through businesses and profits. It called for a new TEM on the technical know-how and practices

from indigenous and local communities.

Argentina underscored the importance of having TEMs on both mitigation and adaptation and added that limiting the TEP to just experiences and lessons learnt would not be enough to close the ambition gap.

Saudi Arabia said not addressing pre-2020 would result in a bigger gap in the post-2020 period. It called for adaptation to be addressed in a bottom-up approach and called for TEMs to be a result of a Party-driven process.

Brazil underscored the importance of means of implementation if the objective is to translate to actions on the ground. High-level engagement should be meaningful and should provide the opportunity to translate the identified policies and actions at a larger scale. The question is how to provide the channel, it said.

Bangladesh said an enhanced pre-2020 climate action is essential for post-2020 climate regime and called for clearer implementation element in the TEP.

The **EU** said that advancing a decision on the TEP was a mandate from Lima adding that TEP had provided a great “learning experience” for all the Parties. Referring to the UNFCCC as “not intended to be an implementing institution”, which would connect different actors, it said that the TEP was meant to play catalytic and connecting role for outcomes. It called for the TEP to be linked to a clear political space and gave the example of the Lima Paris Action Agenda (for the engagement of non-state actors).

The TEP can be improved for these high-level dialogues and for involving a larger number of non-state actors, financial advisors that would be so important to achieve the low carbon transition and for broader participation beyond the governments, according to the EU.

In response to the proposal by AOSIS, the EU said that it was concerned about the “long list” of actions that may be needed to support the work intersessionally and its budget implications would have to be considered. The EU recommended a step-by-step approach instead. To proposals that the choice of TEMs should be Party-driven, the EU expressed concern about overly politicizing the TEP process, which has been rather “organic” thus far. The EU added that the TEMs should sit under the COP rather than the subsidiary bodies.

On advancing implementation, the **EU** said that Parties must not take the pressure of what they

should be doing in the pre-2020 period. “Paris is about collective commitments,” it said. The EU added that GCF would be the key space to watch in the pre-2020 period and could receive “high quality” funding proposals and institutions such as the TEC (Technology Executive Committee) and the CTCN could take up policy recommendations. It said that MRV was a key way of accelerating implementation for now and the ICA and the IAR processes would need to promote action. “These will be the key tools to understanding the potential and reducing emissions before Paris comes into force,” said the EU, adding that the Secretariat should focus on the mandate from Lima.

Japan called for strengthening linkages between TEP and institutional mechanisms such as the TEC and the CTCN and said it is important that the outcome of TEMs is recognised by Parties. It added that there should be an efficient way of conducting high-level engagement vis-à-vis appropriate policies. Regarding transparency in flow of finance, Japan added that the SCF was engaged in tracking overall finance and that developed countries were providing detailed biennial reports. Japan seconded the EU about the MRV arrangements to enhance action in the pre-2020 period. It said it was important to continue with the multilateral assessment process. It also called for work to be advanced under the Lima

Paris Action Agenda through either a COP decision or political declaration and added that existing institutions were effectively supporting to advance implementation.

New Zealand said that the mandate from Lima was clear. It added that the expertise of TEC and CTCN could be made use of and added that it had been comfortable with the selection of topics for the TEMs. The future COP presidencies could assume the role and given the implementation focus, the TEP could be housed “probably” in the SBI. It said it would like to hear from the adaptation committee whether there was a vacuum in the technical expert process.

Australia said the COP should not be too prescriptive on how the TEMs work. On high-level engagement, Australia said it is not convinced that they would always be useful. It was in favour of the TEP to be housed in the SBI and was open to ideas around this.

The **US** referred to the Lima decision as guidance to proceed for further discussions and said that TEP are tools for Parties to catalyze ambition and Parties could use TEMs for voluntary initiatives. It said that the Adaptation Committee, not the TEMs, should promote coherence on adaptation gaps and said that the TEC and the CTCN should be the guiding bodies.