

Completion of Bali Roadmap basis for Durban Platform work, say developing countries

Doha, 29 November (Fauwaz Abdul Aziz and Meena Raman) – Completion of the work of the existing working groups under the UN Framework Convention on Climate Change and the Kyoto Protocol should be the basis for future work under the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP).

This was stated by the Group of 77 and China at the opening plenary of the ADP, which began its work in Doha, Qatar, on Tuesday, 27 November.

Algeria speaking for the **G77 and China** was referring to the on-going work of the Ad Hoc Working Group for Long-term Cooperative Action under the Convention (AWG-LCA) to implement the Bali Action Plan and the Ad Hoc Working Group under the Kyoto Protocol (AWG-KP).

(The AWG-LCA's mandate was extended by a year at the Durban conference in 2012 to complete its work in reaching the agreed outcome of the Bali Action Plan, while the AWG-KP is mandated to decide on further emissions reduction commitments of Annex 1 Parties under the Kyoto Protocol. These two tracks comprise the "Bali Roadmap". The ADP is tasked with coming up with either "a protocol, another legal instrument or an agreed outcome with legal force" by 2015, in order to implement climate actions from 2020 onwards and to enhance the mitigation ambition pre-2020.)

The G77 and China also stressed that the process under the ADP must not lead to the reinterpretation or rewriting of the Convention, and its outcome must be in accordance with principles and provisions of the Convention,

including the principles of equity and "common but differentiated responsibilities and respective capabilities". Algeria also emphasised that negotiations under the ADP must be a Party-driven process, inclusive and transparent.

The ADP is co-chaired by Mr. Jayant Mauskar (India) and Mr. Harald Dovland (Norway). Mauskar said that it was important to leave Doha with clarity on the work of the ADP for next year. On the organization of work, he said that some Parties had expressed that it was useful to have a contact group set up while others preferred to continue discussions in roundtables as was done in Bangkok (in August). He said that given the pressures under which Parties were working in Doha, having a contact group could complicate the ADP's work.

Mauskar proposed the holding of roundtable discussions for the two workstreams (workstream 1 focusing on the post-2020 outcome and workstream 2 for the pre-2020 time-frame). He said that following the roundtables, summaries will be produced by the Co-chairs. Informal plenaries will be held to take stock of emerging results as regards the workplan and possible next steps for the work of the ADP in 2013. He added that an informal plenary is a buffer between holding informal consultations and the formal closing plenary to ensure a smooth closure of the work.

Swaziland, on behalf of the **African Group** reaffirmed the understanding that the ADP is part of a delicate balanced package of the Durban outcomes. This delicate balanced package provided a perspective of the future implementation of the Convention beyond 2020. It was of the view that Parties should demonstrate the implementation of all aspects of the Durban outcomes.

On the negotiation of the future legal agreement, the Africa Group envisions negotiations that will culminate in an enhanced multilateral rules-based regime under the Convention. The future agreement should further support the full, effective and sustained implementation of the Convention, and keep temperature increases well below 1.5 degrees Celsius. It expected the outcome of the negotiation to be “under the Convention”, and conform to its principles and provisions, especially the principle of common but differentiated responsibility and respective capabilities.

It envisaged an agreement that prioritizes adaptation and the means of implementation, rather than only mitigation. It saw the future legal agreement as building on institutions and operational mechanisms built under the Bali Roadmap. It is from that perspective that the Africa Group is called for clarification of mitigation and finance commitments and the full operationalisation of operational mechanisms in the period from 2013-2020.

It believed that work on the pre 2020 ambition provides additional opportunities to close the ambition gap. It underlined, “additional”. It is not an alternative to commitments under the KP and the LCA, and reiterated that the two working groups have sufficient space to discuss the increase of commitments. It welcomed the discussion of further actions, be they complementary, supplementary or cooperative, it emphasized that environmental integrity and principles of the Convention should form the basis of consideration of such actions.

It welcomed the Co-chairs’ proposal for discussions to continue in the roundtable format in the first week of deliberations, and thereafter convene in informal plenaries midway through the Conference to conduct a stock-taking. In the roundtable table discussions, it encouraged the Chairs to guide the discussions on the procedure and structure of deliberations next year regarding the level of ambition as well as the future legal agreement.

The **Democratic Republic of Congo** spoke on behalf of the following developing countries: **India, China, Philippines, El Salvador, Dominica, Egypt, Saudi Arabia, Bolivia, Argentina, Pakistan, Sri Lanka, Sudan, Venezuela, Malaysia, Ecuador, Nicaragua,**

Algeria, Islamic Republic of Iran, Cuba and the Democratic Republic of Congo.

DRC reminded Parties that the decision on the establishment of the Durban Platform was part of a delicate and carefully balanced package with mutual assurances among Parties in Durban. The successful and meaningful conclusion of the work of the AWG-KP and AWG-LCA will be crucial to strengthen confidence among Parties and lay a firm foundation for the workplan of the Durban Platform. It said that the work in the ADP is still at an initial stage and there is need to continue the informal exchange of views among Parties to enhance mutual understanding and trust.

It looked forward to continuing the informal discussions in Doha in a flexible and constructive format in accordance with the Durban decision. This should enable Parties to lay a firm foundation for the workplan under the two work-streams.

It said that work under the Durban Platform reflects an opportunity to join hands for the enhanced implementation of the Convention. DRC reiterated that the work of the ADP, under both its work-streams is “under the Convention” which means that all the principles and provisions of the Convention shall apply in totality and it is not a venue for the renegotiation, rewriting or the reinterpretation of the Convention principles.

The fact that all Convention principles and provisions are wholly applicable to the process as well as the outcome of the ADP, must be reconfirmed here at Doha, it added. This would be a crucial part of confidence building which would enable Parties to expeditiously move forward with the negotiation of substantive elements under this working group.

It also said that the work under the ADP must be comprehensive in scope and is not limited to mitigation alone. All issues including mitigation, adaptation, finance, technology transfer and capacity building must be treated holistically. It is important that any workplan reflects this holistic treatment, it added.

DRC said that the two the work-streams under the ADP are equally important and there should not be a prioritization of one over the other. A balanced approach was ideal.

It said that the question of ambition is a crucial one, but not necessarily limited to mitigation.

Moreover, this is a question that straddles all working groups and must primarily be addressed under the AWG-KP and AWG-LCA. The ambition gap between what developed country Parties have pledged and what is required by science and their historical responsibility is all too well known and is fundamental to increasing ambition in the pre-2020 period. Developing countries are already doing much more than developed countries and enhanced mitigation action by developing countries for both the pre-2020 and post-2020 period is dependent on scaled up provision of means of implementation, including finance, technology and capacity support from developed countries. Any supplementary and complementary actions contemplated in the pre-2020 period have to be consistent with the principles and provisions of the Convention.

China, speaking on behalf of **Brazil, India, South Africa and China (BASIC)** said the Durban Platform is not a process to negotiate a new regime, nor to renegotiate, rewrite or reinterpret the Convention or its principles and provisions, but nevertheless saw the work of the Durban Platform as working towards a future agreement that was comprehensive and covered mitigation, adaptation, finance, technology and capacity building while addressing other specific issues of ongoing importance. These elements should be equally treated and be addressed in a holistic, balanced and coordinated manner, said China.

Expressing the same concerns as Swaziland's over the ambition gap between what developed country Parties have pledged and what is required by science and their historical responsibility, China noted "with consternation" that the mitigation contribution by developing countries had been "much greater" than that by developed country Parties, who by right should take the lead in combating climate change. China objected to any attempt to transfer the burden of addressing climate change from developed countries to developing countries.

Speaking on behalf of the **Alliance of Small Island States (AOSIS)**, **Nauru** said at the outset of its remarks that the pre-2020 mitigation workplan was a central element of the Durban package, an "absolute redline" for AOSIS, and the only reason the Alliance was willing to join the consensus on a mandate for a new protocol to take effect only in 2020. In that light, it sees the

formulation of a comprehensive schedule of activities under such a workplan over mitigation as a "key deliverable" in Doha.

Nauru then outlined what it saw as priorities Doha as being, firstly, an agreement on a set of intensive and focused workshops to identify the most cost-effective policies and measures to rapidly reduce greenhouse gas emissions and to identify the means required to implement such policies and measures. Such workshops should be organised along such themes as energy, industry, transport, buildings, forestry, agriculture, tourism and waste to facilitate active engagement of relevant government ministries. Furthermore, there should be regular high-level engagement in Doha as being critical to deliver political guidance and overcome inaction.

Thirdly, agreement must be reached to take action to close the pre-2020 ambition gap by way of a concerted global effort, with developed countries in the lead, in order to enhance mitigation ambition to close the ambition gap. This could be done, in particular, by the increase of ambition of current targets and nationally appropriate mitigation actions (NAMAs) and by bringing forward mitigation action where developed countries have yet to do so.

On the vision of a new legally-binding agreement, Nauru emphasised that the outcome of the ADP should be a protocol under the Convention that was universally applicable, adopted no later than 2015, and serving to strengthen the multilateral rules-based and legally-binding climate regime on the basis of science and the principles of the UNFCCC and serving to ensure the survival of small island developing states.

While progress and planning work on the post-2020 framework is important, it is important to remember that failure to close the pre-2020 mitigation ambition gap would have profound implications for the scale, scope and nature of the necessary commitments and obligations under the new protocol, said Nauru.

While preferring the creation of a contact group for each workstream, Nauru said the Alliance would support the round tables and informal plenaries proposed by the co-chairs in the interests of moving discussions quickly to substance. It supported, however, the organisation of two additional negotiating sessions in 2013 that would enable the participation of all countries, increase

the productivity of the ADP and ensure Parties can constructively and effectively engage in the important conversation of how to increase the pre-2020 mitigation ambition.

Speaking on behalf of the **Least Developed Countries, Gambia** described the ADP as the “younger brother” of the older AWG-KP and AWG-LCA processes, which should thus be given priority in Doha while the ADP strives to complete its work. Gambia said the expectations of the Group for Doha with regards to the ADP is to conclude deliberations on a roadmap containing clear milestones towards a 2015 agreement. The ADP must also plan to receive and accommodate inputs from the upcoming Intergovernmental Panel on Climate Change Assessment reports and results and recommendations of the 2013-2015 Review (being discussed under the AWG-LCA), as part of its workplans for 2013 under its workstreams.

Australia on behalf of the **Umbrella Group** described the decision to establish the Durban Platform, signalled to the world that divisions between Parties would no longer get in the way of the goal to stabilise global greenhouse gas emissions and avoid dangerous climate change which would have severe consequences for all countries.

It said that the outcome from the ADP here in Doha must send a strong signal that work has started in earnest and with urgency in line with the mandate set in Durban. There must be a clear plan to take work forward next year in the spirit of dialogue and cooperation with open-mindedness and a willingness to understand and learn from each Party’s experience, and work must go forward to bring greater focus and direction to deliver the ADP’s ambitious mandate.

The **European Union** said that for Doha to deliver another balanced outcome it must include a workplan that keeps Parties on track to a new protocol 2015, in particular, the next steps for 2013. Parties need to ensure an inclusive and equitable agreement is forged in 2015, and there is a need for tangible progress in the discussions on closing the pre-2020 mitigation ambition gap as well as agree on the next steps to achieve the EU’s below 2-degree goal.

It could not wait for the 2015 Protocol before we act, said the EU. There are things Parties can and must do now to enhance mitigation ambition before 2020 through the work in the ADP, said the EU.

The ADP outcome on both workstreams must show demonstrable progress, it said and in that context, the ADP outcome on both workstreams must be captured in a decision. It strongly encouraged the ADP to produce a first draft for consideration by the end of the first week. Referring to the high-level segment of COP 18 next week when Ministers arrive, it said that there was need to give negotiators guidance on how to make progress towards reaching an agreement in 2015 and enhancing mitigation ambition before 2020.

Switzerland on behalf of the **Environment Integrity Group** envisaged for the ADP a legally-binding instrument from 2020 that provided for global participation and binding mitigation commitments for all, with differentiation in the efforts, flexibility in accommodating different national circumstances, incentives-based focusing on potential rather than restrictions, environmental integrity and cost-effectiveness, clear, comparable, transparent and understandable targets or actions by Parties, work towards achieving the objective of the Convention. These elements and characteristics should be captured in the Doha decision, establish a good basis for future work within the ADP, and signal progress towards a climate regime from 2020.

Among others who made interventions at the ADP plenary were **Papua New Guinea** on behalf of the **Coalition for Rainforest Nations**, which spoke on behalf of a number of its members on the benefits of open dialogue and the need to discuss Reducing Emissions from Deforestation and Forest Degradation (REDD-Plus). **Chile**, speaking for **Colombia, Costa Rica Panama and Peru**, said while the principle of equity and CBDR must be at heart of the new instrument for which the ADP was tasked with drafting, all Parties with their different capacities have a shared responsibility and must act within that capacity. Incentives should also be devised for those countries looking to move towards a lower carbon growth model.