



SEAN-CC NEGOTIATION BRIEFING PAPER

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**The Durban Platform for Enhanced
Action Workstream-II (ADP WS-II)**

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I. Background

At the 17th Conference of the Parties (COP17) in Durban in 2011 Parties noted the significant gap between current emission levels and emission reductions required to limit warming to below 2°C as all Parties had agreed to and 1.5°C as some Parties and groups call for. The Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) was established at COP17 in order to “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” to be agreed upon at COP21 in Paris and to come into force in 2020 (UNFCCC, 2012a). Decision 1/CP.17 also established a work program focused on identifying and exploring options for increasing mitigation ambition and closing the emissions gap with the goal of ensuring that all Parties make the greatest possible effort to do so (Ibid). At the first meeting of the first session of the ADP, held in Bonn in May 2012, the work of the ADP was split into Two Workstreams. Workstream-I (WS-I) that would focus on paragraphs 2 to 6 of Decision 1/CP.17 – developing the 2015 agreement while Workstream-II (WS-II) would focus on paragraphs 7 to 8, increasing pre-2020 ambition.

In November 2013, UNEP’s latest report on closing the emissions gap revealed that even if pledges are fully implemented, the emissions gap in 2020 will be 8 to 12 Giga tonnes of carbon dioxide equivalent (GtCO₂e) per year, assuming the lowest cost emission pathways are taken (UNEP, 2013). The report proposed that the emissions gap could be narrowed by 1-2 GtCO₂e by implementing stricter accounting procedures, including limiting the use of both lenient land-use credits and surplus emission units and not double counting efforts (Ibid). The report also maintained that reducing the gap by 2 -3 GtCO₂e could be accomplished if countries moved from their unconditional pledges to their more ambitious conditional pledges. The gap could be further reduced by ensuring that all emissions (not just CO₂) are covered by national pledges (Ibid).

Workshops

A series of workshops and roundtables were held in 2013, during which Parties discussed tangible activities for enhancing pre-2020 ambition including the establishment of a platform for sharing best practices, lessons learned and success stories to provide countries with ideas for how to implement policies to reduce their own emissions (UNFCCC, 2013).

Table 1. Workshops under ADP WS-II in 2013

Focus of the workshop	Time
Workshop on pre-2020 ambition: Low-emission development opportunities	30 April 2013
Workshop on pre-2020 ambition: Opportunities for mitigation and adaptation related to land use	1 May 2013
Workshop on pre-2020 ambition: Energy	7 June 2013
Workshop on pre-2020 ambition: urbanization and the role of governments in facilitating climate action in cities	14 November 2013

During discussions in the workshops a number of best practices were identified including policies to promote clean and renewable energy, establishing energy and emission standards for buildings vehicles and appliances, policies for carbon and air pollution pricing, such as carbon taxes, air pollution levies and market-based mechanisms, particularly the Clean Development Mechanism

(CDM) (Ibid). Specific examples included Brazil's action plans for mitigation and adaptation, the UK's Low Carbon Transition Plan, Indonesia's National Action Plan for reducing GHG emissions and National REDD+ strategy and China's workplan for energy conservation and emissions reduction (Ibid). During the discussions Parties recognized the potential of the CDM for enhancing mitigation ambition and made some proposals for enhancing its effectiveness including the voluntary cancellation of units from CDM and funding of existing CDM projects (Ibid).

Technical paper

Prior to COP 19, the UNFCCC was asked to revise and update the technical paper on actions, initiatives and options for enhancing mitigation ambition. According to the technical paper prepared by the UNFCCC secretariat and released in June 2014, 90 Parties have made emission pledges to date, which represents 80 percent of global emissions (UNFCCC, 2014e). Unfortunately, these pledges are far from sufficient for bridging the pre-2020 emissions gap. Urgent action is needed to move from "discussing mitigation potential to realizing action" (Ibid). However, though the policies, actions and initiatives exist to close the emissions gap, but countries face both policy and political barriers in implementing them (Ibid). The technical paper made a number of recommendations for how these barriers can be overcome, for example, to promote renewable energy deployment. The technical paper also suggested implementing feed-in tariffs, tax incentives and measures to promote the integration of the renewable energy grid (Ibid). However, it also acknowledged that developing countries need support in order to implement these policies. The revised technical paper incorporated the outcome of the Technical Expert Meetings (TEMs) that took place in March of 2014 and recommended a number of possible actions to enhance and advance action under Workstream-II. These included the development of policy menu with three key elements: 1) identifying key thematic areas with high mitigation and sustainable development potential; 2) designing good practice policy menus and support options, and 3) allowing Parties to 'sign up' for a combination of policies and support. The potential of each area of focus would be evaluated and key barriers, successful government policies and options for support would be identified (Ibid). Parties would continue to engage in the sharing of best practices and to make proposals for how collaborative efforts could contribute to closing the pre-2020 emissions gap. The technical paper recognizes the potential role of collaborative initiatives in strengthening action and recommends the establishment of a platform or clearing house, which would bring together a range of sub-registries on climate action (Ibid). In Lima, Parties will need to consider whether or not they want to adopt any of these recommendations.

Party submissions

In 2013, Parties were invited to submit information, views and proposals on matters related to paragraphs 7 and 8 of Decision 1/CP.17 to articulate how the work program should enhance pre-2020 mitigation ambition. The submissions proposed a number of areas with high mitigation potential including renewable energy, improving energy efficiency, transport, reform of fossil fuel subsidies, land use and waste and reducing short-lived pollutants such as HFCs (UNFCCC, 2013).

Least Developed Country (LDC) Group (Nepal): In its submission the LDC Group (Nepal, 2013) called for immediate action to keep warming below 1.5°C and limit the impact of climate change on the livelihoods, well-being and infrastructure on the citizens of LDCs. The submission emphasized the importance of supporting the implementation of mitigation activities through means of implementation, namely finance, technology development and transfer, and capacity building (Ibid). The submission also stressed that financing will be needed by "those who need it the most" to allow

these countries to realize their mitigation potential and contribute to the international effort to reduce emissions. The LDC Group outlined several recommendations for increasing pre-2020 ambition including removing conditionalities on 2020 pledges, deeper reductions by developed countries and the removal of barriers preventing technology transfer of affordable and sustainable energy sources from developed to developing countries – among other suggestions.

Alliance of Small Island States (AOSIS) (Nauru): In its submission AOSIS (Nauru, 2013) proposed a more “technical and interactive process under WS-II with the objective of identifying specific policies and technologies with the potential to rapidly and cost-effectively reduce greenhouse gas emissions in the near-term and enable their more widespread implementation” (Nauru, 2013). The submission suggested that doing so would help break the task of managing climate change into more manageable and implementable actions which would help enhance collaboration and build trust among Parties (Ibid). AOSIS proposed creating a platform for sharing expertise and best practices and engaging experts and practitioners with knowledge of the development and implementation of mitigation policies and technology (Ibid). It was proposed that this technical process would draw on the work of other bodies and mechanisms under the Convention, initially focusing on energy efficiency and renewable energy (Ibid).

Africa Group of Negotiators (Swaziland): In its submission the African Group of Negotiators (Swaziland, 2013) suggested that implementation gaps could be closed if Parties implemented commitments made under the Convention and the Kyoto Protocol (Swaziland, 2013). In order to close the emissions gap the submission stressed that all Parties should assume the highest possible mitigation ambition. The submission maintained that developed country Parties should remove conditionalities and move to the high end of their mitigation pledges. The submission also urged those developed country that are party to the Kyoto Protocol to implement their Kyoto Protocol amendments and revise their quantified emission limitation and reduction commitments (QELRCs) to reflect more ambitious targets and encouraged those not party to the second commitment period of the Kyoto Protocol to adopt commitments “comparable in magnitude and effort” (Ibid).

European Union (Lithuania and the European Commission): In its submission the EU (Lithuania and the European Commission, 2013) argued that the work program should enhance pre-2020 ambition, highlighting the fact that current emissions are 14 percent higher than the 2020 emission levels required to keep warming below 2°C and suggested that the pace of the discussions under WS-II does not reflect the urgency of action needed to close the emissions gap (Ibid). The EU suggested that 2014 will be a critical year for gathering the political momentum needed for a successful agreement in 2015 and that a high level of engagement will be needed both by political actors and by civil society and observers throughout 2014 and 2015. The submission maintained that WS-II should support WS-I by – among other things – “reducing the mitigation and adaptation challenges beyond 2020” and maintained that all Parties will need to increase their mitigation ambition if warming is to be kept below 2°C (Ibid). The submission called for a ministerial meeting to be held in mid-2014 at which Parties could discuss specific options for increasing mitigation ambition.

II. Progress from Warsaw to Lima

In Warsaw, Parties highlighted the significant gap between mitigation pledges and the level of emissions reduction required to keep warming below 2°C and 1.5°C above pre-industrial levels and urged all Parties to ratify and implement the Doha Amendment to the Kyoto Protocol urgently (UNFCCC, 2014c). The Doha amendment was adopted at COP18 and will come into force 90 days

after it has been adopted by three-fourths of Parties to the Kyoto Protocol (Ibid). As of September 30th, 2014 the amendment had been ratified by 18 countries.¹ In order for the amendment to enter into force a total of 144 “instruments of acceptance” are needed (Ibid).

The Warsaw decision highlighted a number of ways in which Parties could enhance pre-2020 ambition including by communicating their quantified economy-wide emission reduction targets or NAMAs²; implementing reduction targets and revisiting their quantified-economy-wide emission reduction targets under the Convention and reduction commitments for those Parties to the Kyoto Protocol. Developed countries were encouraged to provide support to help developing countries enhance mitigation and developing countries that have submitted their NAMAs were urged to implement them (UNFCCC, 2014d). The decision also outlined ways in which activities to enhance ambition could be accelerated including enhancing the work to identify potential activities with significant mitigation potential, providing a platform for the sharing of experience and best practices of cities and sub-national authorities and considering other activities that could be undertaken to close the pre-2020 emissions gap (Ibid).

In Warsaw, the secretariat has been asked to provide regular updates on the technical paper on options for enhancing mitigation ambition and organize workshops as appropriate. The decision at COP19 also called on Parties to enhance high-level engagement in the ADP through high-level dialogues to be held in conjunction with both the 40th session of the subsidiary bodies in June 2014 and COP20 in December 2014. The secretariat was also asked to improve the visibility of emission reduction commitments and NAMAs on the UNFCCC website (Ibid). Parties and observers were invited to provide “information on the opportunities, including their mitigation benefits, costs, co-benefits and barriers to their implementation and strategies to overcome those barriers, including finance, technology and capacity-building support for mitigation action in developing country Parties” to the secretariat by March 30th, 2014 (Ibid).

In its submission Nauru, on behalf of AOSIS proposed text to replace several paragraphs of the draft text prepared by the co-chairs. The submission maintains that the work under WS-II should continue until an emission pathway has been achieved that would limit warming to below 1.5°C (Nauru, 2014). In its submission on behalf of the Independent Association of Latin America and the Caribbean (AILAC), Costa Rica agreed that the work under WS-II should continue until the mitigation gap is closed (AILAC, 2014). The submission also called for enhancing the means of implementation and strengthening of national systems for monitoring, reporting and verification (Ibid). Jordan on behalf of the Like Minded Developing Countries (LMDCs) submitted a conference room paper (CRP) in which it proposed that pre-2020 ambition must be addressed in a “comprehensive manner” which would include adaptation, technology development and transfer and finance alongside mitigation (Jordan, 2014). In their CRP, the LMDCs also proposed an accelerated implementation mechanism with the aim of accelerating the implementation of the work plan on enhancing pre-2020 ambition through a number of activities, including a work program to identify means by which developed countries can provide technical and financial support to help developing countries communicate and implement their NAMAs (Ibid). In its submission, Italy on behalf of the European Union stressed the importance of reducing emissions of hydro fluorocarbon gases (HFCs) under the Montreal Protocol and highlighted a regulation to discourage the use of HFCs in the EU to come into effect in January 2015 (Italy, 2014).

¹ For a list of countries that have ratified the Doha amendment see: http://unfccc.int/kyoto_protocol/doha_amendment/items/7362.php

² As of February 2014 45 NAMAs had been received. See: http://unfccc.int/meetings/cop_15/copenhagen_accord/items/5265.php.

From March 10th to 14th, 2014 the fourth part of the second session of the ADP (ADP 2.4) was held in Bonn. During the session two technical expert meetings (TEMs) were held: one on renewable energy and another on the role of energy efficiency in closing the pre-2020 emissions gap. Some of the possible policy instruments discussed at the TEM on renewable energy include feed-in tariffs and guaranteed access to grids, smart grids and smart meters, direct subsidies or tax credits and removal of fossil fuel subsidies and the strengthening of institutional, regulatory and legal frameworks to promote renewable energy.³ Some of the policy options discussed during the TEM on energy efficiency include energy pricing, financial incentives, mandatory efficiency standards for buildings, appliances and vehicles, awareness raising and technology development and innovative research.⁴ On March 11th, a workshop on domestic preparations for intended nationally determined contributions was held to provide a forum for Parties to share experiences and best practices to enhance pre-2020 mitigation ambition.

At the fifth part of the second session of the ADP (ADP 2.5), held in Bonn from June 1st to 14th, 2014, another two TEMs were held: one land use and another on urban environments. The policy options discussed during the TEM on land use include restoration and reforestation of degraded land, climate smart agriculture, REDD-plus initiatives, good governance to reduce barriers to mitigation in the land use sector, capacity building and technical assistance to help build institutional capacity and promote the sharing of knowledge and information and international cooperation and partnerships.⁵ Policy options highlighted during the TEM on urban environments include carbon pricing, cooperation between all levels of government as well as cities in other countries and policies to prevent the locking in of high carbon infrastructure.⁶ Following ADP 2.5 the co-chairs produced a draft text which recognized the importance of the TEMs, recommended that further TEMs be held in 2015 and suggested that Parties consider adopting the policy options identified in the TEMs (UNFCCC, 2014a).

At the sixth part of the second session of the ADP (ADP 2.6), TEMs were held on non-CO₂ gases and carbon capture, use and storage. Policy options discussed during the TEM on non-CO₂ gases include integrated management approaches, policies to promote innovative abatement technologies, innovative financial mechanisms and the continuation of the implementation of the CDM and joint implementation projects under the Kyoto Protocol.⁷ During the TEM on carbon capture, use and storage a number of policy options were suggested, including regulatory environments grounded in national policy priorities, engaging of key stakeholders, economic instruments such as carbon taxes and emissions trading, economies of scale to reduce costs of infrastructure and policies to promote research and development.⁸ A follow up meeting to provide an overview of some of the barriers and policy options for addressing them was also held during ADP 2.6, which recognized the importance of transformative action to enhance pre-2020 mitigation ambition.⁹ During the course of ADP 2.6 the co-chairs released a revised draft text on enhancing pre-2020 ambition in which they suggested the convening of a forum to consolidate which would have a number of functions, including to enhance understanding of the status of the implementation of commitments and action, consider the actions

³ For a summary of the TEM on renewable energy see:

http://unfccc.int/files/bodies/awg/application/pdf/tem_on_re_summary.pdf.

⁴ For a summary of the TEM on energy efficiency see: http://unfccc.int/files/bodies/awg/application/pdf/tem_on_ee_summary.pdf.

⁵ For a summary of the TEM on land use see: http://unfccc.int/files/bodies/awg/application/pdf/adp2.5_summary_tem_lu.pdf.

⁶ For a summary of the TEM on urban environments see: http://unfccc.int/meetings/bonn_jun_2014/items/8404.php.

⁷ For a summary of the TEM on non-CO₂ gases see: http://unfccc.int/files/bodies/awg/application/pdf/adp2-6_summary_report_nonco2.pdf.

⁸ For a summary of the TEM on carbon capture, use and storage see: http://unfccc.int/files/bodies/awg/application/pdf/adp2-6_summary_report_ccus_for_posting.pdf.

⁹ For an overview of the meeting see: http://unfccc.int/focus/mitigation/technical_expert_meetings/items/8179.php.

taken to close the missions gap, enhance understanding of the role of pre-2020 action in the post-2020 era and to provide input into high level engagement (UNFCCC, 2014b). The text suggests that high-level engagement is needed to accelerate pre-2020 mitigation action and stipulates that high-level engagement should provide a forum for input from sub-national authorities and non-state actors (Ibid).

III. Looking forward to Lima

The second session of the ADP was suspended on October 25th, with negotiations to reconvene at COP 20, to be held in Lima from December 1st to 12th, 2014. Before the session closed Parties and groups indicated that the draft text produced by the co-chairs during the session could be the basis of negotiations in Lima. The work being done under WS-II will continue through 2020. The TEMs will continue through 2015. Though there is agreement that the text is a good starting point for discussions in Lima, there are a few key issues that will need to be discussed included:

- How to strengthen WS-II to build on the work that has been done and move from discussing action to implementing solutions to close the pre-2020 emission gap;
- How to build on the TEMs and structure future TEMs to ensure that the outcomes, in terms of policy options, are clearly reflected;
- How to reflect the sense of urgency involved in undertaking swift action to close the pre-2020 emission gap, both in the text and in the activities under WS-II;
- Whether or not the Forum proposed by the co-chairs will contribute to the aim of closing the pre-2020 emissions gap;
- What form high level engagement should take and whether or not it should incorporate input from sub-national authorities and non-state actors.

Parties and groups have expressed the need to strengthen WS2. This may require restructuring and will certainly necessitate better focus to ensure that the activities undertaken contribute to closing the pre-2020 emissions gap. It remains unclear whether or not the Forum proposed in the draft text produced by the co-chairs will contribute to this goal. Limiting warming to below 1.5°C will require urgent action. As suggested by the most recent version of the technical paper on enhancing mitigation ambition prepared by the UNFCCC secretariat it is imperative that Parties move from discussing plausible action to implementing solutions. Thus, ensuring that the activities under WS2 deliver in terms of increasing pre-2020 ambition to close the emissions gap is crucial.

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