



SEAN-CC NEGOTIATION BRIEFING PAPER

March, 2014

**The Durban Platform for Enhanced
Action Workstream II (ADP WS2)**



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International Institute
for Environment
and Development

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I. Background

At the 17th Conference of the Parties (COP) in Durban in late 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 COP 17 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 the 21st COP 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 ambition gap with the goal of ensuring that all Parties make the greatest possible effort to close the gap (Ibid). At its first session in Bonn in May 2012 the work of the ADP was split into two workstreams: workstream 1 (WS1) focusing on paragraphs 2 to 6 of Decision 1/CP17 – developing the 2015 agreement - and workstream 2 (WS2) focusing on paragraphs 7 to 8, increasing pre-2020 ambition.

II. Pre-Warsaw Developments

In November 2013 UNEP’s latest report on closing the emissions gap was released. The report maintained that even if pledges are fully implemented, the emissions gap in 2020 will be 8 to 12 gigatonnes of carbon dioxide equivalent (GtCO₂e) per year, assuming the lowest cost emission pathways are taken. It 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 (UNEP, 2013). 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 WS2 in 2013

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. Thus far 90 Parties have made emission pledges, representing 80 percent of global emissions but these pledges are far from sufficient for bridging the pre-2020 emissions gap. The most recent report found that "there is ample technical mitigation potential to cover the emissions gap through policies, actions and initiatives in the thematic areas with high mitigation potential, but Parties face policy and political barriers that prevent them from fully realizing this potential" (Ibid).

The report also revealed that "significant experience exists in implementing policies, measures, actions and best practices that address policy barriers and also bring about substantial mitigation and sustainable development benefits, including under the clean development mechanism" (Ibid). The report suggested that cooperative initiatives to bring together civil society, government and other key stakeholders could help Parties implement mitigation pledges and actions (Ibid). The report emphasized the importance of providing developing countries with support to enhance mitigation action at the national level and recommended further discussions under WS2 to determine how resources can be best be deployed to facilitate increased mitigation action. Though the UNFCCC has established institutions to provide finance, technology development and transfer and capacity building the report suggested that further work is needed to "deploy support in such a way that it results in enhanced action" (Ibid).

Party submissions

At the second part of its first session, Parties and observers were asked to submit "information, views and proposals on actions, initiatives and options to enhance ambition" and subsequently the secretariat of the UNFCCC was asked to compile information on the mitigation benefits of the actions and initiatives outlined in the submissions received (UNFCCC, 2012b). 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): this submission (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 LDC Group 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 group 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 submission also 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): this submission (Nauru, 2013) proposed a more “technical and interactive process under WS2 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): this submission (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 Africa Group suggested 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): this submission (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 WS2 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 WS2 should support WS1 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.

III. Warsaw outcomes

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, 2014a). The Doha amendment was adopted at COP 18 and will come into force 90 days after it has been adopted by three-fourths of Parties to the Kyoto Protocol (Ibid). As of February 2014 the amendment had been ratified by six countries: Bangladesh, Barbados, Mauritius, Monaco, Sudan and the United Arab Emirates.¹ In order for the amendment to enter into force a total of 144 “instruments of acceptance” are needed.

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 Party 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, 2014b). 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).

IV. Next Steps

In Doha 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). The secretariat was asked to provide regular updates on the technical paper on options for enhancing mitigation ambition and organize workshops as appropriate. The secretariat was also asked to organize technical expert meetings during ADP sessions in 2014 to allow Parties to share best mitigation practices.

The decision at COP 19 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. Finally, the secretariat was asked to improve the visibility of emission reduction commitments and NAMAs on the UNFCCC website (Ibid).

The next meeting of the ADP – the fourth part of the second session - will take place from March 10th to 14th, 2014 in Bonn. In a recently released informal note the co-chairs of the ADP maintained that the opportunities for enhancing mitigation action – including renewable energy, energy efficiency, carbon capture and storage, land use and low emission development opportunities – have been identified and they now need to be implemented (UNFCCC, 2014c). To accomplish the technical expert meetings will need to focus on how those opportunities seized,

¹ 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.

how barriers to implementation can be addressed and ultimately, how mitigation potential can be realized (Ibid). The first technical meetings – to be held in March 2014 – will focus on strengthening and accelerating actions on renewable energy and energy efficiency with other areas to be explored in subsequent meetings. On March 11th a workshop on domestic preparations for intended nationally determined contributions will be held to provide a forum for Parties to share experiences and best practices to enhance pre-2020 mitigation ambition.

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