

## **Ad-hoc Working Group on the Durban Platform for Enhanced Action**

### **Submission by the Republic of Nauru on behalf of the Alliance of Small Island States (AOSIS)**

**'Additional inputs on how best to advance the work of the ADP in Doha and beyond',  
as requested by the ADP Co-Chairs in their joint message of 24 September 2012**

**14 November 2012**

In a joint message to Parties on 24 September, the ADP Co-Chairs invited Parties to “provide additional inputs on how best to advance the work of the ADP in Doha and beyond, including views on the aims and outputs of Doha on both workstreams, how we should organize our work in Doha on both workstreams, what work we should undertake in 2013, and what steps we would need to take in Doha to prepare adequately for that work.” In addition, the Co-Chairs requested views from Parties on “topics or questions that could be used to focus our substantive discussions in Doha or in future sessions, building upon the roundtable discussions in Bangkok.”

The Republic of Nauru, on behalf of the Alliance of Small Island States (AOSIS), welcomes this opportunity to provide input in response to the Co-Chairs' requests. This submission builds on the earlier submissions of AOSIS under the ADP: AOSIS Submission on Enhancing Mitigation Ambition of 28 February 2012 and AOSIS Submission on the Plan of Work for the Ad-hoc Working Group on the Durban Platform for Enhanced Action of 1 May 2012.

#### **Work under the ADP in Doha: General Considerations**

- While understanding the urgency of the work under the ADP, the priority in Doha must be to secure ambitious outcomes across all negotiating bodies under the Convention and its Protocol.
- The closure of the AWG-KP and AWG-LCA will provide important clarity on how work should proceed under the ADP from 2013 and beyond. As early as possible, the ADP Co-Chairs should conduct a stock-taking session in Doha that consolidates the conceptual discussions under the ADP in 2012 and summarises the views of all parties.
- On the deliverables for COP-18 in Doha, the AWG-ADP is required to report to the COP on the progress of its work. In this regard, the ADP Co-Chairs should prepare a report providing a fair and comprehensive consolidation of the views expressed by Parties in the ADP discussions thus far.
- Given the good discussions held in Bangkok at the conceptual level, it would be useful to continue with informal discussions in a similar roundtable format for both workstreams in two separate contact groups, which will feed into Ministerial roundtables during the second week. The discussions on both workstreams should proceed at a pace and direction acceptable to all Parties. We note that the ADP Co-Chairs have prepared a list of questions to guide ADP discussions at Doha. We are of the view that these questions

should not prejudge positions or lead discussions in a way that does not enjoy full support from all Parties.

- Negotiations under the ADP in Doha and beyond should take place in a single contact group for each workstream to the greatest extent possible. We believe that much more is gained when we undertake negotiations for each workstream as a single group for the following reasons:
  - It allows for a more robust discussion since more Parties can make interventions;
  - Small delegations have the same advantage as larger delegations in following and participating in the discussions;
  - It fully embodies the notion of a Party driven process;
  - It is totally transparent;
  - It gives each Party the opportunity to have a direct input in the final outcome;
  - It ensures a smoother process of adopting a final decision;
  - It allows Observers to better follow and participate in each decision;
  - It allows for each delegate to be better informed of the proceedings;
  - It will allow for better decision making on all issues including those of a cross-cutting nature;
  - It allows for a more efficient use of time and space since only a single large room is required and new items are introduced as soon as the one being discussed is completed;
  - It will clearly show the areas of convergence and those of disagreement and so allocation of time for difficult items can be better addressed;
  - Discussions should be allowed as long as possible if agreement seems likely to be reached.
- This does not fully exclude the use of smaller groups as these may be needed from time to time, however this should be the exception and not the norm. Meetings of smaller groups should be open-ended and be fully transparent.
- Scientific organizations and other Expert Groups should be provided the opportunity to make interventions through the form of presentations aimed at informing Parties fully on the latest findings.

### *Work in 2013*

- As noted by the ADP Co-Chairs,<sup>1</sup> one suggestion is a short early session in April at which Parties could take stock of Doha. AOSIS supports an additional negotiating session in early 2013 which is open to all, and for which developing country delegations, especially small delegations, are provided with the necessary assistance to attend and effectively participate. Such a meeting should be structured to avoid an unnecessary proliferation of concurrent meetings which often burden small delegations. An early meeting will lead to a more productive Bonn meeting in June 2013.
- Going forward, the process for developing the 2015 Protocol, as well as the work on enhancing mitigation ambition in pre-2020, should include regular opportunities for high-level political engagement, as may be required, in particular in the period from COP20 to COP21, inclusive.

### *General aims and outputs for Doha*

- COP18 should adopt a decision on the work of the ADP which should include the following general elements:
  - emphasises the need for significant progress on the pre-2020 ambition workplan, given that failure to close the pre-2020 mitigation ambition gap would have profound implications for the scale, scope and nature of the necessary commitment and obligations under the new Protocol that would be applicable to all;
  - reaffirms the political commitment to deliver on the mandates of both workstreams, as contained in Decision 1/CP.17, paragraphs 2 to 6, and 7 and 8, respectively;
  - welcomes work achieved in 2012, and notes the need to accelerate progress in our work in 2013;
  - takes note of the ADP reports/conclusions prepared by the Co-Chairs; and
  - endorses chairing arrangements agreed by Parties in Bonn.
- The COP18 decision should be in accordance with 1/CP.17 and caution should be applied to ensure it does not prejudice any substantive or legal issues related to the 2015 Protocol.

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1 Note by the ADP Co-Chairs, "Reflections on the Bangkok session with a view to Doha and beyond" (5 October 2012), para. 13, available at [http://unfccc.int/files/documentation/submissions\\_from\\_parties/adp/application/pdf/adp\\_reflections\\_note\\_\\_05102012.pdf](http://unfccc.int/files/documentation/submissions_from_parties/adp/application/pdf/adp_reflections_note__05102012.pdf).

### **ADP Workstream 1: Vision for the 2015 Protocol**

- The 2015 Protocol will be under the Convention. AOSIS opposes re-writing and re-negotiating the Framework Convention.
- Decision 1/CP.17 provides a clear mandate and timeframe for the development of the 2015 Protocol. These negotiations are a multi-year process that should not be tied too rigidly to an “annual COP” cycle, and all work including workshops should be conducted in a manner that ensures the participation of all Parties, including through the provision of financial assistance. Accordingly it is essential that the negotiations are understood to be a progressive work without being distracted by negotiations on “COP decisions”. COP decisions should therefore aim to capture and reflect the progress made.
- We encourage the Co-Chairs to develop and propose an initial draft of organization of work for 2013 based on input received from Parties, including a realistic and pragmatic schedule of meetings proposed for 2013, for further consideration by Parties. It is important that there is clarity on the organization of work in 2013 to enable Parties to focus on substantive, rather than procedural issues next year. Parties should further develop this initial draft for potential inclusion in the ADP report/conclusions, but should not allow this to detract from a clear focus on substantive discussions.

### *Aims and outputs for Doha*

- Specifically, in the COP18 ADP decision, regarding workstream 1 Parties should:
  - Reaffirm that the Principles and Provisions of the Framework Convention will remain paramount and be respected in the new global agreement.
  - Emphasise the importance of not re-writing and not re-negotiating the Framework Convention. In this regard, the existing Annexes are an integral part of the Framework Convention.
  - Reiterate the leadership role of developed countries in combating climate change, taking into account their historical responsibilities.
  - Reaffirm Parties’ commitment to strengthen the multilateral rules-based, legally binding regime in order to fulfill the ultimate objective of the Convention.
  - Reaffirm that measures taken to combat climate change, including unilateral ones, should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade in accordance with Article 3.5 of the Convention.
  - Recognise that the new global agreement has to be “applicable to all”. This means that the agreement has to facilitate universal participation where every Party makes a contribution in the form of a legally-binding commitment. To ensure universal participation, it is important to acknowledge and

accommodate the different national circumstances of countries, particularly the vulnerability of SIDS.

- Respect the competency and mandate of other international organisations as we draft the new global agreement on climate change, especially those sectors which have their own distinct multilateral rules (e.g. IMO, ICAO).
- It may also be helpful for the decision to request submissions from Parties by mid-February 2013 on how to improve the agreed plan of work for workstream 1 in accordance with 1/CP.17, and request the Secretariat to prepare a compilation of submissions by the early March 2013.
  - We should continue at Doha and into early 2013 the open exchange of views in informal roundtables, and gradually move to a more structured approach throughout 2013, including a possible series of informal roundtables in the first half of 2013, focused on specific themes.
  - From mid-2013 onwards, work should be gradually structured to allow for more detailed exploration of elements, and the eventual development of proposals and texts.

#### ***ADP Workstream 2: Workplan on Enhancing Mitigation Ambition (the “Workplan”)***

- Like workstream 1, the workplan on enhancing mitigation ambition is under the Convention, and it must be conducted in accordance with the principles and provision of the Convention, including common but differentiated responsibilities and respective capabilities.
- The ambition gap must be closed in order to preserve a likely chance of holding the increase in global average temperature well below 1.5°C, a goal supported by over 100 Parties. Failing to do so would entail an unacceptable level of risk for SIDS, LDCs, Africa and other vulnerable countries, whose development prospects, viability and survival depend on the avoidance of dangerous climate change.
- As we are well aware, current targets and pledges to reduce emissions are grossly inadequate: they represent less than half the ambition necessary to have a likely chance of limiting temperature rise to less than 2°C, but instead put the world on a pathway toward 2.5-5°C.
- Agreement on the pre-2020 ambition workplan needs to progress and conclude as a matter of urgency, given that progress towards closing the mitigation gap will be a critical input to the outcome under the vision workstream and the shape and content of the new protocol that would be applicable to all.
- Doha must be the launch pad for a series of concrete initiatives and activities to close the 2020 ambition gap by urgently raising mitigation ambition in the short-term. As such, a Ministerial roundtable on pre-2020 ambition in Doha is an imperative in

providing the necessary political guidance and structure for such effort, with a particular focus on achieving significant progress in 2013.

- We otherwise risk 'locking-in' polluting infrastructure and capital stock, which would make it increasingly difficult to undertake the necessary transition to low-carbon development and green technology.
- Early action is in our environmental and economic interest. The IEA has made clear that for every \$1 of delayed investment now, an average of \$4.30 must be invested after 2020 to keep warming below 2°C.<sup>2</sup> Moreover, every additional dollar invested in renewable and clean energy now could generate three dollars in future fuel savings by 2050.<sup>3</sup>

#### *Aims and outputs for Doha*

- As a starting point, Parties should adopt decisions in Doha reflecting work under the AWG-KP and AWG-LCA including more ambitious economy-wide emission reduction targets and NAMAs, including QELROs for Annex I Kyoto Protocol Parties as unconditional, legally-binding, economy-wide emission reduction commitments and comparable commitments for Annex I non-Kyoto Protocol Parties, actions to minimize surplus AAUs, agree strict accounting rules and avoid double counting of emission reductions.
- In the COP18 ADP decision, regarding workstream 2 Parties should:
  - Agree to take action to close the pre-2020 ambition gap. This will require the widest level of cooperation and actions by Parties.
  - Developed countries should take the lead in demonstrating their commitment to high ambition.
  - Developing country Parties that have not submitted any pledge to undertake mitigation action should come forward with pledges.
- In addition, we should agree to a comprehensive and focused schedule of activities for 2013.
- At our workshop in Bonn earlier this year<sup>4</sup>, Parties recognized the huge further mitigation potential immediately available to Parties to raise their collective ambition:
  - In particular, Parties can implement ambitious low-carbon development policies in their respective economies focused on a number of key thematic areas for which short-term reductions may be particularly relevant, including energy production, industry, domestic transport, building and construction, forestry,

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2 World Energy Outlook Report (IEA, 2011)

3 Energy Technology Perspective (IEA, 2012)

4 FCCC/ADP/2012/INF.1

agriculture and waste; a focus on specific and discrete initiatives within these areas, rather than general statements, would be more useful. UNEP has estimated that such policy adjustments could lead to potential GHG reductions of up to 21.9 GtCO<sub>2</sub>e by 2020.

- International cooperative (or “complementary”) initiatives including the removal of fossil fuels subsidies, the phase-down of HFCs, and enhanced action through the International Maritime Organisation and the International Civil Aviation Organisation.
- AOSIS welcomes all efforts to increase mitigation ambition, including complementary initiatives or international cooperative initiatives, including efforts to identify initiatives that (a) have high mitigation potential; (b) can deliver quick results; and (c) enjoy widespread support by all Parties and respect the competency of the relevant international organisations. While these initiatives can make a contribution, these are being addressed in fora outside of the UNFCCC. Quantification and clarification of such initiatives may be useful in the context of ADP discussions, however they should not distract from activities to close the ambition gap under the UNFCCC. Parties should focus under the UNFCCC on how to exploit the higher-scale mitigation potential available through the adoption of low-carbon development policies, as reflected in more ambitious targets and actions for emission reductions by 2020.

#### *Work in 2013*

- The WEMA needs to be an engine for driving up short-term mitigation ambition, building on the initial output from the Bonn workshop on enhancing mitigation ambition (see FCCC/ADP/2012/INF.1).
  - The first priority is to increase the ambition level of current mitigation targets and pledges, with developed countries taking the lead.
  - A series of expert workshops should be proposed to be organized by thematic area – energy, domestic transport, industry, agriculture, forestry, waste management and building and construction, etc. – to identify discrete and specific initiatives, policies and measures to reduce GHG emissions as rapidly and cost effectively as possible, and identify the means of implementation required to implement them (with a high degree of specificity or quantification), as well as other barriers or constraints.
    - This would enable Annex I Parties to put forward specific proposals that would raise national emission reduction commitments and Non Annex I countries to identify the means of implementation required, including finance, technology and capacity building, that would enable them to develop and implement new, more ambitious NAMAs and/or over perform on existing NAMAs, to form the basis of a meaningful and adequate global response consistent with the ‘below 1.5°C or below 2°C’ long-term temperature goal.

- Workshop objectives could include:
    - Quantifying the emissions reduction potential of proposed policies and measures that can reduce emissions in the relevant thematic area;
    - Identifying barriers and costs to implementation of policies and measures to reduce emissions, quantifying these barriers and costs, and identifying requirements to overcome them;
    - Identification of appropriate support and finance mechanisms for enabling the policies and measures in the relevant thematic area.
- The workshops must involve participation from a range of relevant and expert actors, in particular representatives from ministries and government agencies with competence to identify and implement concrete actions (including by discrete and specific initiatives) for reducing emissions from specific thematic areas, e.g. transport, energy. Opportunities for engagement by the private-sector, observer states, intergovernmental organisations, civil society and other non-state actors should also be encouraged.
- The workshops should be supported by Party submissions that describe national circumstances, opportunities and barriers, particularly in areas where more immediate emissions reductions could be possible. Theme-specific technical papers should be requested and prepared by the Secretariat, highlighting “low-hanging mitigation” potential that could be exploited through enhanced efforts, taking into account barriers, specific national contexts and constraints.
- Parties may also support opportunities to consider international initiatives outside the UNFCCC which contribute to efforts to close the ambition gap, including through inviting Parties and relevant organizations (including non-Party actors) involved in such initiatives to provide information to the UNFCCC on such activities and projected outcomes, the quantification of actions planned and taken in terms of emissions reductions, and clarification of the extent to which such emission reductions are additional to those resulting from the implementation of existing targets and actions.
- There should be guidance for summarizing and conveying the results of the workshops (regarding assessing new mitigation effort in aggregate), and regular opportunities for Ministers to assess progress and provide political direction to ensure momentum. Ministers may wish to focus in particular on further effort to craft conducive political conditions, which would enable greater mitigation effort, and/or barriers or constraints therein.
- High-level ministerial meetings on increasing mitigation ambition should be initiated at Doha, and held throughout 2013, including in the lead up to the mid-year subsidiary meeting in Bonn, in the margins of the UNGA in September and at the ministerial pre-COP in November. These meetings should aim to build political momentum towards focused and directed ministerial engagement at COP 19 in 2013 (with specific outcomes) as a means to further advance and define specific action, and leading towards a Leaders’ Summit at COP20 in 2014, focused on ‘Enhancing Pre-2020 Mitigation Ambition’.