

**Implementation of all the elements of decision 1/CP.17, (b)
Matters related to paragraphs 7 and 8 (ADP)**

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

Information, views and proposal from Parties and observer organizations on actions, initiatives and options to enhance ambition, including through the workplan on enhancing mitigation ambition, and on further activities for its plan of work in 2014 and proposals for a more balanced, focused and formal mode of work indicated in paragraphs 5 and 6 of the ADP conclusions

1 September 2013

The Republic of Nauru, on behalf of the Alliance of Small Island States (AOSIS), welcomes this opportunity to provide views in response to the Co-Chairs' requests. This submission builds on earlier AOSIS submissions under the Ad-hoc Working Group on the Durban Platform for Enhanced Action (ADP) dated 14 November 2012 and 12 March 2013 and on the AOSIS Non-Paper of 2 May 2013, and further elaborates on its proposal and views on further activities for 2014 to increase the level of mitigation ambition under Workstream 2 (WS2).

Mandate of Workstream 2

In the Durban Platform for Enhanced Action, Parties noted with grave concern the significant gap between the aggregate effect of Parties' 2020 mitigation pledges and aggregate emission pathways consistent with having a likely chance of holding temperature rise to below 2°C or well below 1.5°C above pre-industrial levels, a goal supported by over 100 Parties. The Durban mandate is very clear in creating a dedicated space for Parties under the ADP "to identify and to explore options for a range of actions that can close the ambition gap with a view to ensuring the highest possible mitigation efforts by all Parties."¹ The mandate was further reinforced in Doha, whereby Parties again agreed on the need to explore "a range of actions that can close the pre-2020 ambition gap with a view to... ensuring the highest possible mitigation efforts under the Convention."²

Science has clearly demonstrated the critical need for urgent work to close the pre-2020 mitigation ambition gap. Many Parties have still not come forward with pledges. Countries that have not made a pledge account for roughly 7 Gt CO₂e. Among those Parties who have submitted pledges, even if they implemented their more ambitious conditional pledges under strict accounting rules, there would still be a gap of 8 GT of CO₂e in 2020.³ The reality is that without significantly scaled-up mitigation effort by Parties in the short-term, the window for a reasonable chance of holding average global temperature increase below 2°C or 1.5°C may close by locking ourselves into fossil fuel infrastructure that leads us down a path to 4°C+ of warming, and bringing the world ever-closer to the point where irreversible damage to the environment could occur.

Failure to close the existing pre-2020 mitigation ambition gap through WS2 actions will also have profound implications for the scale, scope and nature of the necessary commitments and obligations under the new Protocol to be adopted in 2015. Economically, early mitigation action makes sense, as the IEA has stated that every \$1 of delayed investment in mitigation action now would necessitate an average investment of \$5 post-2020 to compensate for the increased emissions that result from our delay.⁴ That is to say nothing of the increased adaptation costs that would be required.

Due to the immense importance of WS2, discussions for each of the ADP workstreams should remain separate, with equal time allocated to each to reflect the balanced agreement reached in Durban.

¹ Decision 1/CP.17 paragraph 7

² Decision 2/CP.18 paragraph 5

³ UNEP Emissions Gap Report 2012

⁴ International Energy Agency, "Redrawing the Energy-Climate Map" 2013

Principles and Objectives of the AOSIS Proposal

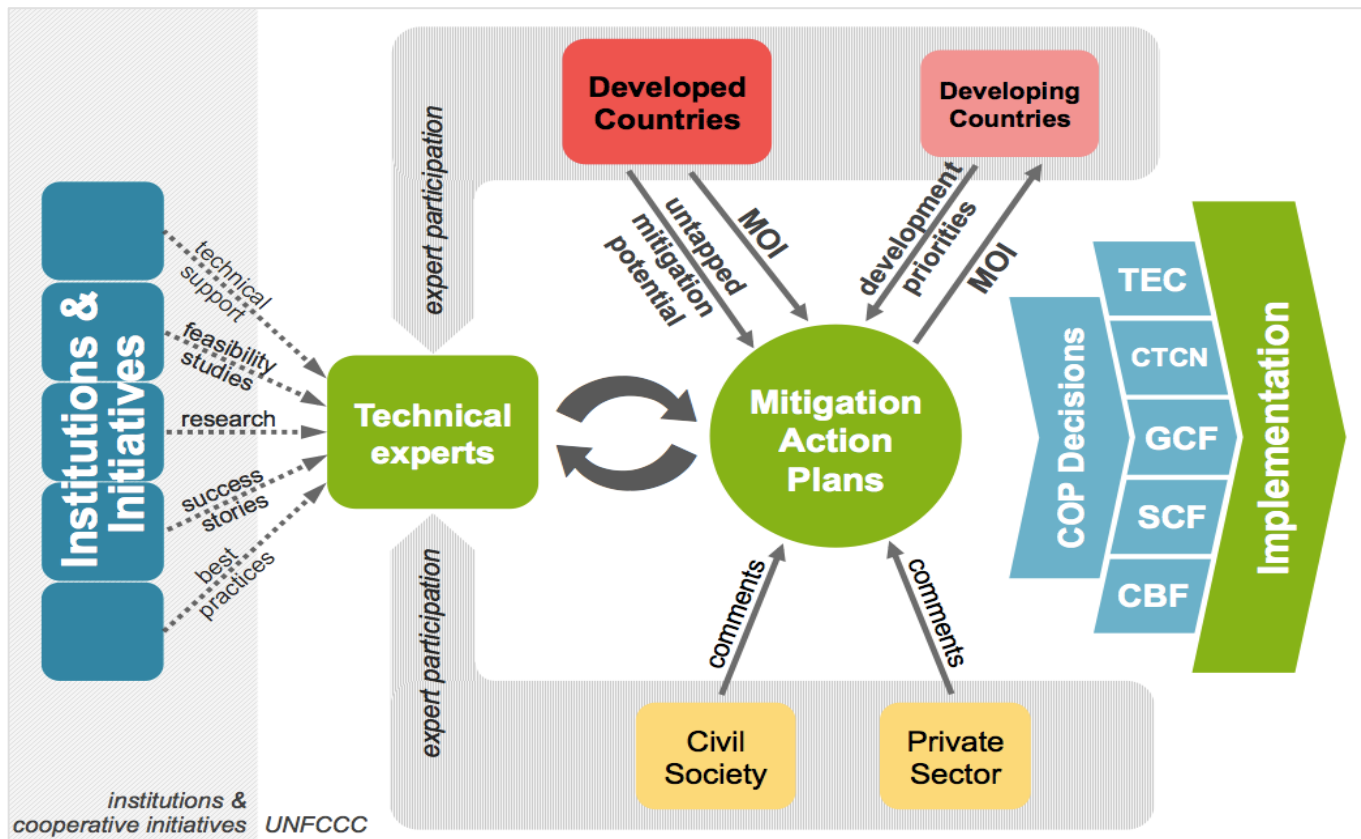
Recognizing that addressing climate change requires accelerating the reduction of emissions in the near term, AOSIS has proposed a more technical and interactive process under WS2 with the objective of identifying specific policies and technologies with the potential to rapidly and cost-effectively reduce greenhouse gas emissions in the near-term and enable their more widespread implementation. The AOSIS proposal would disaggregate the larger climate challenge into tangible, feasible, cost-effective and readily implementable mitigation actions that can benefit from international collaboration, and provide an opportunity to build trust between Parties.

The process should convene experts and practitioners with demonstrated experience in the research, development and implementation of relevant mitigation policies and technologies, including experts in the finance and technology necessary to scale them up. These participants should be drawn from national and subnational governments, international institutions, cooperative initiatives, civil society and the private sector to engage in more detailed discussions. The process is a space to draw on mitigation best practices and leading expertise to produce mitigation solutions and the strategies to successfully deploy them, including connecting them with necessary means of implementation.

AOSIS has suggested an initial focus in this process on renewable energy and energy efficiency to reflect areas where Parties agree that there is high mitigation potential, as well as significant sustainable development co-benefits. That said, the process proposed by AOSIS is not intended to be limited to these two areas, and could easily provide a guide for the design and planning of further work in other areas as well.

This proposed technical process, illustrated in Figure 1 below, should be firmly embedded within ADP WS2, and draw upon the work taking place in other fora with a view to mobilizing UNFCCC bodies and mechanisms, including the GCF, TEC, CTCN, and Capacity Building Forum, in a coordinated way that enables Parties to implement actions that close the mitigation ambition gap. This process should leverage work already being done as well as identify promising new initiatives, and transform them into global initiatives with political impetus.

Figure 1.



Though this process should enable Parties to be more ambitious and empower them to take on scaled-up mitigation efforts through existing provisions, such as the Kyoto Protocol's ambition mechanism, WS2 is not intended to force new commitments or be prescriptive. Instead, this process is designed to enable interested Parties to pursue mitigation actions taking into account their own national circumstances and development priorities.

AOSIS strongly supports and urges Parties participating in the second commitment period of the Kyoto Protocol to ratify and provisionally apply the amendments adopted by the CMP at COP18 as soon as possible, and for Annex I Parties not party to the Kyoto Protocol to undertake comparable efforts under the Convention. While WS2 should ideally put Annex I Parties in a better position to raise the level of ambition of their Kyoto Protocol commitments, the formal means for them to do so would be through the ambition mechanism under the amended Kyoto Protocol, and so these conversations should remain separate.

AOSIS cannot over-emphasize the obligation of developed countries to take the lead in this effort. Many opportunities exist within developed countries to reduce their own greenhouse gas emissions, and this proposed process will highlight those areas where developed Parties can take action but have not yet done so. Developed countries must demonstrate a commitment to higher mitigation ambition by taking domestic action to exploit their untapped mitigation potential. They must also demonstrate leadership by providing the necessary means of implementation to developing countries so that they too can implement both existing and new mitigation policies.

For developing countries, this process can help connect the mitigation projects in line with their national development priorities that they would like to pursue with the necessary means of implementation. This process can be used to find the necessary resources—technical and financial—for developing countries to meet their mitigation goals, to benefit submitted NAMAs requesting support for preparation or implementation, and to enable capacity-constrained countries to produce NAMAs and come forward with pledges if they have not done so.

This process can serve as a powerful tool in setting international norms – that countries should take mitigation action in areas where there are policies and technologies that are proven, cost-effective, provide significant co-benefits in line with development priorities, and in the case of developing countries, where the means of implementation are also readily available. This process *should not* lead to binding sectoral targets or any other outcome that becomes a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade.

Finalizing an international agreement by 2015 under ADP Workstream 1 which addresses the areas identified in decision 1/CP.17, namely mitigation, adaptation, finance, technology development and transfer, transparency of action and support and capacity building in a balanced manner, remain the critical element of any comprehensive international response to the climate challenge. WS2 provides an opportunity to accelerate the implementation of equally important and complementary mitigation actions, including non-market approaches.

The Technical Process: Timeline and Schedule of Work

AOSIS proposes the following timeline and schedule of work as a way forward under WS2 (also see Attachment 1). Although AOSIS is proposing an initial focus on policies and technologies in the areas renewable energy and energy efficiency, the process can be broadened and replicated to cover additional areas of interest to Parties. AOSIS encourages donor countries to provide funding and assistance for this process and to ensure its success.

Activities Pre-Warsaw

1. Technical Paper

The second version of the Technical Paper requested by the conclusions of the ADP at the second part of its first session should delve more deeply into the broad categories set out in the first draft. It should draw upon the submissions by Parties and Observer Organizations and be organized so as to help Parties and experts identify specific policies and technologies within the broader areas of renewable energy and energy efficiency that have the

greatest mitigation potential, are cost-effective and scalable, and have significant co-benefits. The Technical Annex attached to this submission provides a range of policies and technologies that could be considered.

Activities in Warsaw

2. Expert Workshops

The expert workshops should bring together experts and practitioners with relevant implementation experience and technical knowledge. Parties should be encouraged to bring forward implementation experts to share best practices and results. AOSIS is of the view that three full days during the first week of COP19 should be dedicated to workshops so that participating experts have sufficient time to provide a detailed assessment of a range of renewable energy and energy efficiency policies and technologies regarding their mitigation potential, cost-effectiveness and scalability.

Participants should begin to identify those specific policies and technologies that can deliver significant additional pre-2020 mitigation, taking into consideration their suitability for implementation in various socioeconomic and national and regional circumstances. The workshops should also seek to highlight some of the barriers that have prevented the wider implementation of these policies and technologies, as well as strategies that have been used to successfully overcome them.

3. Informal negotiations

Based on the Technical Paper and the expert workshops, Parties should begin narrowing down the range of renewable energy and energy efficiency policies and technologies on which they would like experts to continue working in 2014, with a view to presenting a list of policy and technology options for consideration by ministers at the COP19 Mitigation Ambition Ministerial. This could include areas in which there already exist NAMAs and low-carbon development plans that remain unfunded.

4. Mitigation Ambition Ministerial

At the Mitigation Ambition Ministerial, ministers should approve the final set of policy and technology options for further technical work by experts in 2014 for inclusion in a COP decision or Co-Chair conclusions.

5. Agreement by Parties on work for 2014

Based on the final policy and technology options approved by ministers, Parties should agree, either in a COP decision or conclusions of the ADP Co-Chairs, on the technical work to be conducted by experts in 2014. Parties should also select an appropriate research organization for each option to support the technical work and develop terms of reference for the participating experts, including a mandate to develop a draft mitigation action plan (MAP) for each policy and technology option. The draft MAP should include *inter alia* detailed information on the following:

- Quantification of greenhouse gas reductions achievable,
- Analysis of the costs of implementation and other barriers to implementation in specific socioeconomic and regional circumstances,
- Strategies for overcoming identified barriers to implementation, including the enhanced provision of financial resources (both scale and form), technology and capacity building by developed countries to developing countries,
- Options for leveraging the work and operations of institutions, initiatives and entities inside and outside UNFCCC to maximize efforts and ensuring successful implementation of MAPs, and
- Identification of areas needing further investigation and/or technical work.

Activities Post-Warsaw

6. Expert Meetings

The Secretariat will work with Parties to identify expert participants for each policy and technology option, who would participate in their individual capacities. Experts should have demonstrated leadership, experience and

knowledge in project implementation. The experts should be broadly representative, drawing from all interested stakeholders, including community-level constituents and underrepresented groups. Adequate funding should be provided to ensure full participation of all experts.

The experts for each option would then engage openly and transparently in a series of intensive dialogues based on the guidelines identified by the Parties at COP19, with the first meeting scheduled as soon in 2014 as possible. To the extent possible, experts should leverage existing research.

7. Release of draft Mitigation Action Plans

The first draft of each MAP should be released for review by stakeholders within 5 to 6 months of the first expert meeting.

8. Stakeholder comments on draft Mitigation Action Plans

Parties and Observer Organizations should be given the opportunity to provide comments and feedback on the draft MAPs. The experts should assess inputs and concerns raised in the comments and address them appropriately in subsequent drafts of the MAPs.

9. Release of final Mitigation Action Plans

Final MAPs should be released in advance of the Secretary-General's 2014 Climate Change Summit, which would provide an excellent platform to highlight the opportunities for greater greenhouse gas reductions available to Parties, as well as to build political momentum toward the adoption of more ambitious targets and actions capable of closing the mitigation ambition gap.

10. Implementation and further work

Parties should take appropriate action to enable the implementation MAPs as early as possible. In addition, a decision at COP20 to advance the successful implementation of MAPs could include:

- Directions to UNFCCC entities such as GCF, CTCN and TEC to prioritize actions that facilitate the implementation of MAPs in the course of their work, including the mobilization of necessary means of implementation, and
- Requests to relevant institutions outside the UNFCCC to support the implementation of MAPs,

Experts should continue to convene as necessary to ensure the successful implementation of the MAPs, for example to strategize on ways to overcome any new or unanticipated barriers that arise in the course of implementation.

At COP20, Parties could also evaluate the success of the WS2 expert process, discuss how it could be improved, and consider new policy and technology options for detailed expert work in 2015, with a view to producing new MAPs.