

**ADP Workstream 2: Mitigation Ambition  
Submission of the United States**

The United States welcomes the opportunity to present proposals on means to enhance the ambition of our collective action in the period before 2020, with a view to advancing our collective goal to keep temperature rise below 2 degrees Celsius. The ambition work stream is an integral component of the ADP and should make progress together with the considerations on the post-2020 agreement.

We hope that the conversation can be conducted such that Parties are encouraged to identify opportunities for enhanced ambition. The actions we suggest below are provided in a spirit of identifying potential opportunities that Parties may realize in a manner that is supportive of their broader development objectives. A discussion on pre-2020 ambition should ideally motivate countries, sub-national entities, and non-governmental organizations to enhance efforts to increase ambition.

We offer below some initial ideas on improving the ambition of mitigation pledges, and on other concrete means of increasing ambition. We look forward to discussing how to move forward with these and other ideas to scale up our collective ambition.

**2020 Mitigation Pledges**

With regard to mitigation pledges, we believe there are a number of ways to increase ambition.

**First**, it would be useful to clarify existing pledges. We appreciate that pledges represent significant efforts on the part of many countries. It will help others understand the implications of those efforts for ambition if countries that have not yet provided a clear, detailed description of the coverage of gases and sectors and the methodologies underlying their pledge did so this year. For example, when a country has pledged a goal against BAU projections, the assumptions behind the BAU trajectory are essential to the level of reductions anticipated.

**Second**, we believe it is important for countries to submit biennial reports by 2014 on their progress toward their pledges. This will ensure that we have adequate information to assess emissions, progress toward our collective ambition goals, and any additional opportunities. It will also contribute to the 2013-15 Review. We note that the GEF has funding available to support developing countries in their biennial update reports.

**Third**, we encourage countries that have made initial pledges that include a subset of their emissions to consider broadening their pledges to include additional sectors or actions. If there are technical questions or capacity-building constraints that are keeping countries from including certain sectors or actions, the Convention could provide a space to discuss those issues and help countries to submit a pledge.

**Fourth**, we think it is important to publicly recognize countries' mitigation pledges. Building on the model of the Fast Start Finance Portal, we suggest that the Secretariat prominently display on its website an indicator of how many and which countries have pledged. The website should make countries' individual pledges more clearly visible to the public.

**Finally**, it is important to sustain the momentum from Doha and encourage countries who have not yet pledged to do so in 2013. We note that in Doha a group of countries indicated they would take additional actions under the Convention. We encourage these pledges to be further developed in due course, and note that they should receive formal recognition under the Convention by being measured, reported, and verified in accordance with the Cancun guidelines. If there are technical questions or capacity-building issues that are keeping countries from pledging, the Convention should provide a space to discuss those issues.

### **Other approaches to bolster ambition under the FCCC**

#### ***Capacity building for implementation***

One of the roadblocks to ambition is that some countries do not have sufficient domestic capacity to design and implement the range of programs and policies needed to enhance ambition. The Montreal Protocol helps address this challenge by paying for an Ozone Unit in each developing country. The Ozone Unit consists of dedicated staff in a government office who coordinate implementation of the Montreal Protocol commitments. We might usefully consider what lessons we might learn from this kind of approach to help bolster ambition. In many developing countries, there are too few people working to manage too many climate change-related efforts. Helping to alleviate the human constraint may help generate greater actions within a country, and thereby increase ambition.

#### ***Finance***

For many developing countries, the planning and execution of ambitious mitigation actions is closely related to their ability to attract foreign investment in low-carbon, climate-resilient infrastructure. Substantial work is underway to mobilize scaled-up climate finance in support of developing country mitigation and adaptation. However, we must recognize that it is not possible to "push" foreign investment into countries without complementary efforts on their part to "pull" finance in. A country's ability to attract climate finance, particularly private finance, is dependent on the strength of its enabling environment for investment. This includes generic factors like contract enforcement, protection of intellectual property rights, macroeconomic and political stability, and availability of local currency financing. It also includes factors specific to climate, including the existence of regulatory requirements and/or incentives or removal of dis-incentives to motivate investment in clean energy, energy efficiency, low-carbon land use, climate resilient infrastructure, etc.

Near-term financial support for mitigation should be focused on actions that advance near-term ambition. All else equal, countries that have demonstrated a willingness to take action and to improve their enabling environments should be able to access finance for mitigation on a priority basis.

## Complementary Actions

To complement the core efforts to promote enhanced action on climate change through the UNFCCC, there is value in using other avenues to further cooperation to enhance ambitious action. These may include, but are not limited to:

- **Actions in other multilateral fora.** In various fora in which climate change is not the focus, opportunities may arise to advance the core mandate of that body and also to address climate change in a win-win fashion.
- **Plurilateral partnerships.** Smaller groups of interested countries and non-governmental entities are working together voluntarily to take concrete actions in various areas of common interest. These groups have the flexibility to try new approaches of interest to them. These initiatives can enhance ambition by providing a platform for Parties to cooperate on specific aspects of the climate challenge, increasing capacity among Partners to identify and act on solutions, and enhancing political momentum for action in the areas of focus. The United States has worked closely with others to launch a number of plurilateral partnerships. While some of these efforts are still in their initial stages, we outline an indicative handful of them in the annex to this submission for the information of Parties.
- **Actions at sub-national levels.** Ambitious and urgent action at the national level is clearly essential. In many countries, sub-national governments, including cities, also have important decision-making authorities that, if properly harnessed, can contribute significantly to increased ambition. We should explore ways to engage sub-national governments in the fight against climate change, in particular whether and how the UNFCCC might help advance their efforts.

In these contexts, a wide range of concrete actions can be taken to enhance ambition. We are putting forward a few specific proposals below that we think have the potential to dramatically increase ambition in the near-term:

**HFCs:** The use and emissions of high global warming potential hydrofluorocarbons (HFCs) are increasing rapidly as alternatives to ozone-depleting substances. Absent efforts to stem their growth, they could amount to 9-19% of carbon dioxide emissions by 2050. Given that HFC use is presently small but rapidly growing, early action in the near term presents an opportunity to divert from a trajectory of rapid growth, and avoid the manufacture of HFC-containing equipment that will lock in high levels of HFC use and emissions that can only be addressed at enormous cost in the future. A gradual phase down in the consumption and production of HFCs through an amendment to the Montreal Protocol could produce climate benefits of more than 80 gigatons of CO<sub>2</sub>-equivalent by 2050. We encourage countries to do their utmost to avoid reliance on high-GWP HFCs, and to support efforts to phase down their consumption and production.

**Fossil Fuel Subsidies:** The value of fossil fuel consumption subsidies is over \$500 billion. This creates a heavy burden on government finances that displaces important public investments, leads to underinvestment in infrastructure, and contributes to energy shortages. Phasing out fossil fuel subsidies is important because it encourages energy conservation, improves energy security, and reduces

greenhouse gas emissions. A multilateral removal by 2020 of existing fossil fuel subsidies could reduce global greenhouse gas emissions 10% by 2050 relative to what is otherwise expected. We encourage countries who have committed to phase out harmful and inefficient fossil fuel subsidies to report on their progress. We also encourage other countries to join in rationalizing inefficient fossil fuel subsidies that encourage wasteful consumption and undermine sustainable development.

***Sub-national and Private Sector Actions:*** Partners in the mitigation effort, such as cities, provinces and the private sector, play an essential role in the overall ambition of effort. We believe it is important for the UNFCCC to encourage and recognize sub-national and further recognize private sector actions. There are many ways to do this. We have two specific suggestions.

- First, we suggest using COP-19 and COP-20 to provide a platform that would encourage non-Party actors to announce major new efforts that address climate change. The Presidency could invite governors, mayors, CEOs, and others to the high-level segment, where they would speak about their efforts in a high-profile setting. The COP venue provides significant media and public attention, and would create an incentive to develop and introduce major new initiatives that contribute to ambition in the near-term.
- Second, we might encourage non-Party actors to reflect their pledges, initiatives, and efforts in an INF document that is separate from the one in which pledges from Parties are reflected. This would allow their efforts to receive formal recognition in the UNFCCC.

### **Mode of Work**

Roundtables and workshops will be most constructive if they are focused and organized in a manner that helps Parties identify and implement actions in the near-term to increase ambition. It is important to interject new ideas into the discussion and consider them. For that reason, we stress the need to structure the discussions in a way that maximizes the opportunity for participants to interact with each other, and with workshop presenters from non-governmental organizations. We would suggest that each roundtable and workshop focus on a specific question or issue. For example:

- How can partners in the mitigation effort, such as cities, provinces and the private sector, be encouraged to enhance ambition?
- What are the domestic conditions that may be preventing climate-friendly investments to flow in and to the country, and which are likely to constrain ambitious action?
- How can countries who have not submitted 2020 mitigation pledges be bolstered in their efforts to put one forward?
- A discussion that focuses on specific proposals by countries, NGOs and private sector actors to increase ambition.

These kinds of substantive discussions are essential. We also agree with others that it is useful to raise the level of conversation on ambition. Increasing ambition often requires political decisions, and ministers must be engaged. We support engaging ministers in a discussion on ambition. We note that Presidency has in the past held informal ministerial meetings to address specific issues, and this would be a fruitful area for consideration.

**Annex**  
**Indicative List of Plurilateral Partnerships**

**Clean Energy Ministerial (CEM)**

- Developed and launched by the United States with a mandate from the Major Economies Forum on Energy and Climate, the Clean Energy Ministerial is the first standing forum of energy ministers specifically focused specifically on accelerating a global market transformation for clean energy technologies. It convenes economies representing over 80% of global greenhouse gas emissions.
- The CEM combines high-level policy dialogue with specific projects, and seeks to leverage the expertise, influence, and capital of the private sector. To date, the CEM has launched 13 initiatives aimed at driving down the cost and accelerating deployment of renewable energy, electric vehicles, high-efficiency appliances, and smart grid technology.
- The Super-Efficient Equipment and Appliance Deployment (SEAD) initiative is a global market transformation effort for efficient equipment and appliances, and is the flagship US-led initiative under the CEM. SEAD fosters collaboration among its 16 participating governments to strengthen their standards and labeling programs and work together on incentives, prizes and procurement programs to spur the development of super-efficient devices. At CEM3, ministers made a suite of SEAD-related announcements to accelerate global progress on the energy efficiency of equipment and appliances, recognizing that such actions can cut energy waste, create jobs, reduce pollution and save money for consumers around the world.
- Through partnerships with the private sector, incentive and standard policies to accelerate efficiency deployment, and collective action to build a global market for energy-efficient products, CEM governments can dramatically accelerate the pace at which GHG emissions and energy savings are achieved on the global scale.
- For more information, see: [www.cleanenergyministerial.org](http://www.cleanenergyministerial.org)

**Climate and Clean Air Coalition (CCAC)**

- The Climate and Clean Air Coalition is a prominent example of coordinated, voluntary efforts that can help scale up international action on climate change. Aggressive reductions of short-lived climate pollutants like black carbon, methane, and HFCs could head off up to 0.5 degrees C of warming by 2050, while also preventing over two million premature deaths each year and over 30 million tons of annual crop losses by 2030.
- The Coalition is building its membership rapidly, growing from six to over 55 partners in just its first year, signaling the appeal and potential impact of this kind of cooperation. It is also seeing on-the-ground successes including piloting and promoting alternatives to HFCs; working with cities to reduce methane and black carbon from waste and landfills; cooperating with the private sector to avoid methane leakage, venting, and flaring from oil and gas production; and addressing black carbon from brick kilns and diesel engines.
- The activities of the Coalition should be entirely complementary to enhanced global efforts to reduce carbon dioxide. They can be supportive of our work under the UNFCCC while also

addressing national and local health, air quality, and development priorities. The success of this approach, as with many of our efforts, will depend on the dedication and will that all Coalition partners bring to bear.

- For more information, see: [www.unep.org/ccac](http://www.unep.org/ccac)

#### **Low Emissions Development Strategies Global Partnership (LEDS GP)**

- The LEDS GP was founded by the United States and others to enhance coordination, information exchange, and cooperation among the diverse and expanding group of countries and international programs working to advance low emission, climate resilient growth.
- Launched in early 2011, the LEDS Global Partnership has made significant progress advancing collaboration and learning across more than 100 developing and developed country governments, technical institutes, and multilateral organizations engaged in low emissions, climate resilient development.
- The LEDS GP is a strategic partnership whose members include the US Government, the Governments of Australia, Chile, Kenya, Mexico, Costa Rica, the UK, the World Bank, the United Nations Development and Environment programs, and the Climate Works Foundation, among others.
- In its first eighteen months (March 2011 – December 2012), the Partnership accomplished the following:
  - Brought together more than 600 LEDS practitioners from around the globe for peer learning, information exchange, and collaboration through a series of regional and global workshops and conferences,
  - Established 3 regional platforms for cooperation on LEDS in Asia, Latin America and Africa led by developing country representatives using an innovative distributed leadership model
  - Launched working groups focused on issues ranging from mobilization of finance, LEDS planning, analytical tools, and sectoral strategies to promote collaboration across countries and programs
  - Significantly enhanced donor and assistance delivery cooperation and collaboration in the area of LEDS at both the national and international levels
  - Mobilized more than \$5 million in direct and in-kind contributions from a range of donor and multilateral institutions for collaborative peer-to-peer learning and capacity building activities directly in support of low emissions development.
- For more information see: [www.LEDSGP.org](http://www.LEDSGP.org)

#### **Partnership for Market Readiness (PMR)**

- The Partnership for Market Readiness is a \$100 million World Bank fund that supports piloting market based instruments in 16 developing countries and provides a forum for technical exchange among 26 participating developed and developing countries. The U.S. is pleased to support the PMR.

- The PMR supports countries to develop and implement the essential building blocks for ambitious action on climate change through technical exchange and support on MRV systems and baselines, capacity building for credited NAMAs, and piloting cap and trade and other carbon pricing approaches.
- For more information see: [www.thePMR.org](http://www.thePMR.org)

#### **Forest Carbon Partnership Facility (FCPF)**

- The Forest Carbon Partnership Facility now consists of 36 developing countries and 18 financial contributors, including public and private entities, with a total capitalization of \$650 million.
- The Readiness Fund is working with these 36 REDD countries to design lasting deforestation-based emissions reductions strategies.
- Through the Carbon Fund, the FCPF is piloting a results-based REDD+ system designed to reduce deforestation and greenhouse emissions. Costa Rica was recently the first country to submit their proposed plan to access the pay-for-performance Carbon Fund this fall.
- For more information see: [www.forestcarbonpartnership.org](http://www.forestcarbonpartnership.org)

#### **REDD+ Partnership**

- The U.S. participates and contributes to the REDD+ Partnership, a voluntary and interim platform made up of over 75 countries intended to scale up REDD+ actions and finance. This platform has served, in part, to provide transparency around REDD+ financing, actions, and results.
- The Partnership has developed the Voluntary REDD+ database, where over 45 countries have reported REDD+ support contributed or received, and is helping to provide transparency around international support for REDD+.
- The Partnership has also provided a key platform for countries to share lessons they have learned on REDD+, including South-South collaboration.
- For more information see: [reddpluspartnership.org](http://reddpluspartnership.org)