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UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE

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

**First session**

**Bonn, 17–24 May 2012**

Item 4 of the provisional agenda

**Workplan on enhancing mitigation ambition**

### **Views on options and ways for further increasing the level of ambition**

#### **Submissions from Parties**

1. The Conference of the Parties, at its seventeenth session, requested Parties and observer organizations to submit by 28 February 2012 their views on options and ways for further increasing the level of ambition (decision 1/CP.17, para. 8).
2. The secretariat has received 16 such submissions from Parties. In accordance with the procedure for miscellaneous documents, these submissions are attached and reproduced\* in the languages in which they were received and without formal editing. The secretariat will continue to post on the UNFCCC website<sup>1</sup> any submissions received after the issuance of the present document.
3. The two submissions received from one intergovernmental organization are contained in document FCCC/ADP/2012/MISC.2 and have been posted on the UNFCCC website.<sup>2</sup> In line with established practice, submissions received from non-governmental organizations have been posted on the UNFCCC website.<sup>3</sup>

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\* These submissions have been electronically imported in order to make them available on electronic systems, including the World Wide Web. The secretariat has made every effort to ensure the correct reproduction of the texts as submitted.

<sup>1</sup> <<http://unfccc.int/bodies/awg/items/6656.php>>.

<sup>2</sup> <[http://unfccc.int/parties\\_observers/igo/submissions/items/3714.php](http://unfccc.int/parties_observers/igo/submissions/items/3714.php)>.

<sup>3</sup> <[http://unfccc.int/parties\\_observers/ngo/submissions/items/3689.php](http://unfccc.int/parties_observers/ngo/submissions/items/3689.php)>.

**FCCC/ADP/2012/MISC.1**

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\* This submission is supported by Bosnia and Herzegovina, Iceland, Serbia and the former Yugoslav Republic of Macedonia.

Paper no. 1: Bolivia (Plurinational State of)

**OPINIONES SOBRE LAS OPCIONES Y MODOS  
PARA AUMENTAR AÚN MÁS DEL NIVEL DE AMBICIÓN**

El Estado Plurinacional de Bolivia acoge la oportunidad de expresar su contribución, de acuerdo el requerimiento realizado por el Secretariado de la Convención marco de Naciones Unidas sobre Cambio Climático en el documento ODES/COP17/11, respecto al establecimiento del Grupo de Trabajo Ad Hoc de la Plataforma de Durban para las acciones mejoradas.

Este nuevo grupo de trabajo ofrece una oportunidad más al mundo para restablecer el equilibrio del sistema climático a través de la adopción de compromisos de reducción de gases de efecto invernadero de acuerdo al requerimiento de la ciencia y en concordancia con el aumento de temperatura entre 1 o 1.5 C para este siglo.

Hacemos un llamado, sobre todo a los países desarrollados, para que se comprometan a llevar a cabo reducciones efectivas y profundas de sus emisiones, a fin de lograr el objetivo último de la Convención. Estos nuevos compromisos deben reflejar, por una parte, su responsabilidad histórica como principales causantes del cambio climático y por otra parte, respetar los principios de equidad y responsabilidades comunes pero diferenciadas de acuerdo con la CMNUCC respecto a los demás compromisos que otras Partes adopten.

En cuanto se trata del incremento del nivel de ambicion de la mitigacion para el cambio el cambio climático es esencial e inherente hablar de compromisos jurídicamente vinculantes que los países desarrollados y algunos en desarrollo deben asumir lo antes posible. Sin la adopción de obligaciones de mitigación cualquier esfuerzo en las negociaciones no tendrán ningún resultado efectivo.

Los compromisos de reducción de gases de efecto invernadero, deben, como mínimo, reflejar la responsabilidad histórica por las causas de cambio climático y las necesidades que los países en desarrollo tienen de un espacio atmosférico en el futuro para su desarrollo en armonía con la naturaleza.

Las acciones de mitigación que vayan a ser asumidas por los países, especialmente por los desarrollados, deben permitir el espacio atmosférico que requieren los países en desarrollo para su crecimiento.

**Considerandos mínimos en el marco del incremento del nivel de ambición.**

El incrementar el nivel de ambicion necesariamente pasa por la voluntad política de los países y su decisión de asumir compromisos cuantificables y domésticos ante la comunidad internacional. Creando sobre todo políticas y medidas internas en los países para poder cambiar los patrones de consumo y producción desequilibrada que continúa afectando al equilibrio de la Madre Tierra y su Sistema Climático.

En el contexto de la instauración del Grupo de Trabajo de la Plataforma de Durban, las acciones de mitigación que vayan a ser discutidas deben representar toda su contribución para reducir las causas y evitar o compensar las consecuencias del cambio climático. En este sentido, estas acciones que deberán derivar en compromisos obligatorios para incrementar los niveles de ambición, entre otros deben:

- Respetar el principio de responsabilidades comunes pero diferenciadas
- Respetar el derecho al desarrollo de los países en desarrollo
- Respetar el acceso equitativo a la atmósfera
- Respetar la transparencia y comparabilidad de esfuerzos
- Respetar y guiarse por los últimos avances científicos
- La responsabilidad histórica de los países desarrollados por las concentraciones atmosféricas actuales
- Las emisiones per cápita históricas y actuales de los países, especialmente de los desarrollados.
- La parte de las emisiones globales que requieren los países en desarrollo para satisfacer sus prioridades primeras de desarrollo social y económico y de erradicación de la pobreza.
- Estar en concordancia con el mantenimiento de la temperatura en el rango entre 1 o 1.5 C.
- Efectuar el cambio de patrones de producción y consumo
- Establecer un mayor porcentaje de reducciones domésticas respecto a reducciones con mecanismos del mercado de carbono o otros mecanismos que distorcionen.
- No permitir doble contabilidad
- No permitir loopholes
- Establecer el año pico de emisiones máximo hasta el 2017 para los países industrializados que más han contribuido a la acumulación de concentraciones de GEI.
- Ser cuantificados sobre la base de una metodología clara y objetiva.
- El presupuesto de carbono deberá ser la base esencial para determinar las acciones de mitigación que corresponden ser asumidas por los países conforme a la distribución de la carga de mitigación.
- Mantener y el uso oficial del año base de 1990
- No generar más incentivos perversos para la reducción de gases de efecto invernadero.
- Reducir el uso del mercado de carbono con una proyección tendiente a su desaparición, con la finalidad de que las reducciones sean realmente efectivas por quienes las realizan y han realizado.

- Tomar en cuenta y desarrollar variables que incluyan el grado de incertidumbre de los diferentes escenarios climáticos del IPCC y de otra información científica.
- Establecer un sistema informativo en la UNFCCC de denuncia o en su caso de reconocimiento público de los Estados partes, identificando sus respectivos sectores/empresas en función a sus rendimientos de emisiones de GEI.
- Establecer compromisos nacionales en los países más industrializados para la obligatoriedad de arreglos y/o marcos institucionales para asegurar la contabilidad de todas las emisiones y en todos los sectores,
- Difusión de las reformas o generación de nuevas políticas nacionales y regionales para la reducción de emisiones de GEI,
- Delegar al IPCC un programa de trabajo científico para el reporte de la factibilidad de las metas de reducción en términos de identificación de las acciones, Números absolutos del abatimiento de las emisiones, plazo y presupuesto.
- Establecer compromisos nacionales en los países más industrializados para la obligatoriedad del establecimiento de normativas nacionales para la toma de acciones locales internas frente al incumplimiento de metas de reducción de GEI por parte de sus sectores/empresas más emisoras de GEI.
- Establecer un sistema de información en la página web de la UNFCCC con la Identificación de sectores de mayores emisión por cada país con las respectivas respectivas acciones planteadas en metas, reducción, plazo y presupuesto.
- Delegar al IPCC la cuantificación por países parte de la UNFCCC de las emisiones acumuladas desde la época industrial hasta la fecha. Magnitud acumulada que debe ser actualizada cada dos años.
- Delegar al IPCC la cuantificación de los costos estimativos de los impactos del cambio climático daños y pérdidas, los costos de rehabilitación, reconstrucción y compensación y costos de proyectos de adaptación y gestión de riesgos climáticos. Magnitudes que deberán ser actualizadas cada dos años

Aquellos países industrializados que más contribuyen al calentamiento global reflejada en la distribución por país de las emisiones acumuladas desde la época industrial bajo un enfoque directamente proporcional deberán en esa distribución proveer recursos financieros y tecnológicos requeridos para enfrentar los impactos extremos y graduales del cambio climático en los países en desarrollo.

### **Cuestiones inmediatas:**

El nivel de ambición de las acciones de mitigación debe considerar estrictamente las siguientes condiciones:

- Minimizar el uso de reglas permisivas para la cuantificación sobre todo en cambio de uso de suelos y silvicultura (LULUCF).
- Evitar la cuantificación doble de los offsets. Debiendo normarse que la cuantificación de reducción de emisiones se cuantifica en el país en el que ocurre el secuestro de carbono

en tanto que el financiamiento se contabiliza en el MRV de cumplimiento de financiamiento del país desarrollado

- Determinar un máximo de uso de créditos derivados del mercado de carbono
- Evitar el surplus y normarlo
- Evitar el leakage y normarlo

### **Neceidad de clarificación de las acciones de mitigación a ser comprometidas**

Es necesario que los niveles de ambición que los países han presentado y que vayan a presentar estén claramente identificados, conociendo sus metodologías y mecanismos.

Por cuanto deberá existir claridad en el porcentaje de reducción de cuánto será mitigado con acciones domésticas y cuánto utilizando otros mecanismos. Esta información deberá estar compilada por el Secretariado y disponible para todas las Partes en formato de documento oficial.

Es esencial el reconocimiento oficial por parte de los países desarrollados y en desarrollo de la gran brecha que actualmente se tiene entre el ofrecimiento que se tiene en la mesa de negociación y el objetivo de mantener la temperatura entre 1 y 1.5 C. En este sentido se da la bienvenida y se requiere al Secretariado continuar en cada una de las sesiones que queda hasta Qatar con los talleres técnico – científico – político que permita a la comunidad internacional evidenciar este hecho y estar informados de los últimos avances de la ciencia para una mejor adopción de las acciones.

## Paper no. 2: China

### China's Submission on Options and Ways for Further Increasing the Level of Ambition

The Conference of the Parties at its seventeenth session held in Durban invited Parties and observer organizations to submit their views on options and ways for increasing ambition and possible further actions. China welcomes this opportunity and would like to submit the following views:

Developed country Parties should take the lead in reducing their emissions by undertaking ambitious mitigation commitments and fulfill their obligations of providing financial resources and transferring technology to developing country Parties in accordance with the principles and provisions of the Convention, in particular the principle of common but differentiated responsibilities. The key to increase the level of ambitions to reduce emissions lies with the developed country Parties' political will and the recognition of their historical responsibility.

Bali Action Plan resolves on enhancing the implementation of the Convention, to achieve the ultimate objective of the Convention in accordance with its principles and provisions. The Cancun Agreement reaffirms that developed country Parties show their leaderships by undertaking ambitious emission reductions and in providing financial, technology and capacity-building resources to developing country Parties. The Cancun Agreement urges developed country Parties to increase the ambition of their emission reduction targets, with a view to reducing the level of their aggregate emissions consistent with the 25-40% as recommended by the Fourth Assessment Report of IPCC.

Firstly, developed country Parties must clarify their quantified economy-wide emission reduction targets and remove all of their political and non-political conditions they have put forward related to their individual targets. Secondly, each of the developed country Parties must reach the highest level within their pledged target range. Thirdly, under such circumstances, developed country Parties should further increase these targets based on science and in line with the requirement of the developing country Parties, ensuring their highest possible mitigation efforts to reflect their historical responsibilities.

The targets above should be comparable among all Annex I Parties, and should also be stringently measurable, reportable, and verifiable.

Under the circumstances of a lack of finance and technology support from the developed country Parties and being confronted with the challenges of economic and social development as well as poverty eradication, developing country Parties have made their greatest efforts to take mitigation actions, whose contributions to mitigation are much greater than those of developed country Parties. Social and economic development and poverty eradication are first and overriding priorities of developing country Parties. Whether the developing country Parties could enhance their actions both on mitigation and adaptation depends on the enhanced finance and technology supports by developed country Parties.

## **SUBMISSION BY DENMARK AND THE EUROPEAN COMMISSION ON BEHALF OF THE EUROPEAN UNION AND ITS MEMBER STATES**

**This submission is supported by Bosnia and Herzegovina, Iceland, the Former Yugoslav Republic of Macedonia and Serbia**

**Copenhagen, 1 March 2012**

**Subject: Options and ways for further increasing the level of ambition**

### **1. Introduction**

1. The EU welcomes the opportunity to submit its views on the workplan to explore options and ways for further increasing the level of ambition in accordance with Decision 1/CP.17 establishing the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP). We look forward to further explaining these views and engage with other Parties in the in-session workshop to be held at the next negotiating session in Bonn.
2. The EU fully shares the grave concern expressed by Decision 1/CP.17 about the significant gap between the aggregate effect of Parties' mitigation pledges in terms of global annual emissions of greenhouse gases by 2020 and aggregate emission pathways consistent with having a likely chance of holding the increase in global average temperature below 2 °C or 1.5 °C above pre-industrial levels. Against this background, the EU is fully committed to engage proactively in the workplan on enhancing mitigation ambition **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.
3. The EU urges all Parties to actively contribute to this process with a view to identifying and harnessing opportunities to bridge the gap, and **agree on clear steps that can allow the process to deliver increased ambition through a set of concrete initiatives**. All possible avenues should be considered, including domestic and bilateral actions and intensified cooperation in the framework of international bodies.
4. The EU holds firmly to the commonly agreed objective of keeping the global mean temperature increase below 2°C. This **overarching goal must guide the level of ambition of mitigation action at the global level**. The goal can only be achieved through a combination of full implementation of pledges already made, urgent actions through this workplan that increase ambition enough to close the ambition gap in the period to 2020, and an ambitious outcome on mitigation as an essential element of the legally binding agreement to be negotiated under the Durban Platform.
5. The EU sees the process to enhance ambition and close the gap as a **continuous process to assess the gap; identify options to increase ambition through pledges and**

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\* This submission is supported by Bosnia and Herzegovina, Iceland, Serbia and the former Yugoslav Republic of Macedonia.



**complementary initiatives; and take appropriate decisions** to ensure that these are harnessed. The process should be sustained through 2015 and beyond until the global gap has been resolved.

6. The level of ambition of the action taken now and up to 2020 will have a significant impact on the feasibility of staying below the 2°C and on the cost of action beyond 2020. It is essential that low-emission development pathways are identified and that lock-in effects of emissions-intensive infrastructure is avoided.
7. A coherent approach to mitigation and ambition within the current processes and the ADP will be needed to ensure all actions lead us to achieving the 2°C target. The **new agreement to be negotiated under ADP should include mitigation commitments for all Parties** and in particular all major economies taking into account that responsibilities and capabilities are differentiated but evolve over time and that the agreement should reflect those evolving realities by including a spectrum of commitments in a dynamic way.
8. The process to deliver on implementation and to enhance ambition shall take an **integrated approach** drawing upon several processes and outcomes, including the 2013-15 review and the process under the LCA to clarify pledges of developed and developing countries.
9. There are several important inter-linkages between the efforts to increase ambition in the period to 2020 and the level of mitigation ambition required in the new agreement being negotiated under the ADP: The scale of the global mitigation challenge beyond 2020 is strongly dependent on successful pre-2020 mitigation; the feasible emission pathways and future mitigation costs beyond 2020 depend to a large extent on the ability to transform investment patterns within the next few years; and the experience with the mitigation workplan to enhance ambition will inform the negotiations on how to address mitigation effort in the new agreement.
10. Both the workplan to address the ambition gap and the mitigation process to define commitments under the new agreement shall be guided by the long-term temperature goal as well as scientific information about a long-term global emissions goal, pathways and milestones compatible with this goal, frequent assessments of the remaining gap and opportunities to bridge it.
11. This submission should be considered in conjunction with our previous submission (20 Sept 2011) on "Options and ways to increase the level of ambition of global mitigation actions".

## **2. A common understanding of the scale of the mitigation gap**

12. A shared understanding of the **scale of the global ambition gap** constitutes an important foundation for the work to increase ambition and ensure the highest possible mitigation efforts by all parties. The process should continuously provide updated and increasingly detailed information on independent assessments of the significance of the remaining gap. Assessing the gap requires updated information on implementation as well as on the expected aggregate effect of pledges by all Parties.
13. Meeting the high end of existing pledges in full would achieve 50% of the global effort required, leaving an ambition gap of 6 GtCO<sub>2</sub>e by 2020, whereas delivering only the low-end of existing pledges without robust accounting rules may leave a gap as large as 11 GtCO<sub>2</sub>e.

#### **14. Proposed way forward in 2012 on understanding the scale of the mitigation gap:**

- a) Invite UNEP and other international organisations and experts to present the latest available knowledge about the ambition gap at the May Workshop on Options and Ways to enhance ambition, and in due time before COP18, with a view to build a shared understanding of the ambition gap,
- b) Active contribution by all parties in the LCA process on understanding of pledges will contribute to transparency on the mitigation effect of pledges, enabling the Secretariat to present comprehensive and accurate information about pledges at COP18,
- c) COP18 should acknowledge the scale of the gap and agree to continuously monitor the scale of the gap with a view to taking appropriate actions to overcome it.

### **3. Identifying opportunities to bridge the gap**

15. There is a technological and economically feasible potential to reduce global aggregate emissions levels by 2020 below projected baseline levels sufficiently large to bridge the gap<sup>4</sup>. Similarly, a number of scenarios show that it is feasible for global emissions to peak before 2020<sup>5</sup>.
16. **A range of opportunities have the potential to help close the ambition gap.** A large number of mitigation options with significant potentials to address the gap have been identified through i.e. Parties' submissions, the LCA workshops on pledges during 2011, scientific and experts inputs (including special reports by IPCC, UNEP green economy reports, OECD green growth initiative reports), as well as technical papers by the Secretariat.
17. Moreover, there is ample evidence that reaping this potential would also bring measurable and important contributions to sustainable development<sup>6</sup>, health and pollution co-benefits, and could contribute to poverty alleviation<sup>7</sup> and provide opportunities for green growth.

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<sup>4</sup> UNEP has estimated that it is technically and economically feasible to reduce by around 14 to 20GtCO<sub>2</sub>e the 2020 projected baseline emission levels, whereas cutting these levels by 12GtCO<sub>2</sub>e would retain a likely chance to stay below 2°C.

<sup>5</sup> Including scenarios developed as part of the EU work on a 2050 roadmap to a competitive low-carbon economy, or IEA World Energy Outlook 2011 (450 ppm scenarios).

<sup>6</sup> UNEP Green economy report series, for instance: UNEP report on 'Forest in a Green economy' estimates that in scenario where carbon storages in forest increase by 28% compared to BAU, and deforestation rates are halved by 2050, related investment would contribute to global employment growth (up to increasing jobs by 5 million in 2050).

<sup>7</sup> IEA WEO2011, UNIDO report on renewable energy

18. Implementing the **pledges** presented by Parties under the LCA and the Kyoto Protocol constitute the **cornerstone in achieving the necessary emission reductions in the period up to 2020** and thus limiting the scale of the gap. In this context, the ranges referred to by the IPCC AR4 report continue to constitute a valuable benchmark for the aggregate ambition of pledges of developed and developing countries. Full implementation and the use of robust approaches to accounting are fundamental. In addition, the process must address possibilities to enhance ambition related to pledges by developed and developing countries, including by encouraging those countries that have not come forward with pledges to do so; encouraging those which have submitted ranges to consider their possibilities for moving to the top of their range; encouraging countries to take more ambitious mitigation commitments and actions and where possible over-perform on these.
19. Options and ways for further increasing the level of ambition through a **range of complementary initiatives should be identified, analyzed and harnessed**. These may address e.g. sectors, gases and policy instruments that may support the realization of pledges and above all enable additional emission reductions beyond those ensured by pledges. Examples of such options include:
- addressing emissions from HFCs;
  - continued work through ICAO and IMO to develop without delay a global policy framework to address global emissions from international aviation and maritime transport;
  - phasing out subsidies for fossil fuels building on ongoing work in G20;
  - scaling up efforts to promote renewable energy and energy efficiency;
  - reducing short-lived climate forcers and ensuring a wide coverage of greenhouse gases;
  - enhancing action on REDD+;
  - targeting support effectively so as to maximize the resulting mitigation.
- 20. Proposed way forward in 2012 on identifying opportunities to bridge the gap:**
- a) The UNFCCC Secretariat should produce a written report after the May Workshop synthesising parties' views on options and ways to increase ambition. This shall include a structured compilation of specific options proposed for consideration as complementary initiatives, including where available assessments of mitigation potentials and costs according to expert analyses.
  - b) Before COP 18 an additional round of workshops could be held to further explore options, for Parties, relevant international bodies and experts to present and further detail possible complementary initiatives with a view to preparing for COP decisions at COP18 to initiate a first set of complementary initiatives.
  - c) IPCC, UNEP, IMO, ICAO, FAO and relevant experts should provide up-to-date information before COP18 about the potential to increase mitigation ambition in relation to various sectors (land-use, energy, transport, etc.) gases and policy instruments and the associated opportunities for sustainable development.

#### 4. Harnessing opportunities to bridge the gap

21. Much of the mitigation potential can be addressed through complementary initiatives implemented through a combination of domestic action, bi- and plurilateral cooperation and internationally coordinated initiatives in the framework of international bodies, and where relevant with support.
22. The success of the process in achieving a collaborative step-up of the level of ambition depends on its ability to increase mutual trust and to demonstrate that the UNFCCC process can deliver tangible mitigation results in a very short timeframe. To this end, **the ADP should be open towards innovative approaches to conducting its work**, reflecting an increased focus on swift and effective implementation.
23. The ambition process under the ADP shall **make recommendations to the COP with a view to COP18 and subsequent COPs adopting decisions that contribute to enhancing ambition, including by launching concrete complementary initiatives that will deliver action to close the gap**. This shall be based on identified options and information about their mitigation potential and scale, and include identification of appropriate bodies that may effectively and efficiently contribute to their implementation.
24. Wherever possible, opportunities to reinforce existing negotiation streams under the UNFCCC should be exploited, e.g. by making decisive progress enhancing action on REDD+ and on a new market-based mechanism.
25. An important task will be to **identify ways in which the UNFCCC can draw on and interact with other international bodies, other fora, experts and relevant stakeholders to incentivize, encourage, reinforce and maintain an overview of initiatives that enhance ambition**. This will be pursued while recognizing that implementation of such initiatives will usually happen outside of the UNFCCC.
26. **The COP should call upon relevant international bodies to develop and present concrete initiatives and to report on progress in implementing these**, with a view to securing that these are consistent with the ambition required to stay below 2°C temperature increase.
27. It is important to **build on other international negotiation processes** (e.g. under the auspices of CBD, IMO/ICAO, Montreal Protocol, Basel Convention<sup>8</sup>, etc.), or replicate at global level regional initiatives, such as work under the UNECE to implement the Convention on Long-range Transboundary Air Pollution (LRTAP). As one example, the EU has proposed that accelerated phase-down of production and consumption of HFC can be based on the model followed for ozone-depleting substances under the Montreal Protocol.

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<sup>8</sup> E.g. efforts under the Basel convention to enhance waste minimisation, recycling and re-use and production of energy from wastes may provide useful models for further national mitigation efforts (UNEP/CHW.9/INF/32)

***Proposed timeline for considering options and ways to enhance ambition during 2012***

Feb 2012	May 2012	June-Sept 2012	Additional work during 2012	Dec 2012
Parties propose list of options and ideas for process	WS options/ways ambition	Secretariat WS report listing options/ways proposed	2 <sup>nd</sup> WS options/ways ambition: - exploring further options	COP decisions: - Agree on next steps to identify, examine and launch in 2013-2015 possible further actions.
UNEP bridging the gap report 2011	With input by UNEP, IPCC, IMO/ICAO	Secretariat WS report and technical paper capturing Parties shared understanding of potential captured by pledges (sectors, gases, actions)	- Secretariat, Parties and relevant international bodies present possible complementary initiatives. - Outlining of decisions needed to deliver a first list of options	- Launch in COP18 the implementation of a first list of complementary options to bridge the gap
Parties' submissions clarifying Pledges	LCA pledges WS		UNEP updates its estimate of the gap  Secretariat with expert input, UNEP, and IPCC: Refined estimates of potentials from different options	

*Annex: Additional information on the scale of the ambition gap and opportunities to bridge it.*

**1. The scale of the ambition gap**

28. The ambition gap to bridge in the period up to 2020 and beyond is significant, as acknowledged in the Durban decision 1/CP.17.
29. The UNEP 2011 Bridging the emissions gap report<sup>9</sup> underlines that the best available information about pledges consistently indicates that:
- In order to have a likely chance of keeping average temperature increase within the below 2°C limit this century, aggregate emissions in 2020 should not be higher than 44 GtCO<sub>2</sub>e, meaning that we should collectively reduce global emissions by 12 GtCO<sub>2</sub>e relative to the projected baseline emission levels in 2020.
  - Global emissions need to peak before 2020 to retain a medium or likely chance of staying within the 2°C limit.
  - If we meet the high end of existing pledges in full, we would achieve 50% of the global effort required, reducing global emissions by around 6 GtCO<sub>2</sub>e, thus leaving an ambition gap of 6 GtCO<sub>2</sub>e by 2020.
  - If we only deliver the low-end of existing pledges and fail to agree on robust accounting rules, the emission gap may be as large as 11 GtCO<sub>2</sub>e by 2020.
30. In the light of this information, it is **urgent to design and implement reinforced mitigation efforts in the period up to 2020**. And these efforts must be sufficiently ambitious to deliver the mitigation required to preserve a likely chance to stay below 2°C through pledges and complementary initiatives.

**2. Opportunities to bridge the gap**

Opportunities related to pledges by Parties

31. Opportunities to enhance ambition related to parties' pledges include e.g.:
- Implementing the mitigation commitments and actions put forward so far fully and without delay.
  - Ensuring full transparency about pledges including by providing, *ex ante*, all necessary information relating to pledges, their assumptions and conditions, recognizing that the ambition of pledges depends on the definition of the target and action as well as on the related approaches to accounting, including rigorous, robust and transparent approaches to measuring progress.
  - Encouraging those countries that have not yet done so to formulate pledges in line with their respective capabilities, noting that this group of countries comprises a number of rapidly developing emerging economies and represents around 28% of the projected global emissions in 2020.

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<sup>9</sup> [http://www.unep.org/pdf/UNEP\\_bridging\\_gap.pdf](http://www.unep.org/pdf/UNEP_bridging_gap.pdf)

- Encouraging countries to take more ambitious mitigation commitments and actions, and where possible over-perform on these, including by making best use of support in the context of meaningful mitigation actions.
- Widen the scope of pledges, e.g. by adding new NAMAs in new sectors<sup>10</sup>.
- Encouraging countries that have submitted ranges to consider their possibilities for moving to the top of their range;
- Swift development of the new market based mechanism, which has the potential to deliver net emission reductions additional to current pledges and CDM.<sup>11</sup>

**Opportunities related to complementary initiatives<sup>12</sup>:**

32. A range of complementary initiatives have the potential to reduce emissions beyond the level of pledges and thus help close the ambition gap. An initial list of examples of such initiatives includes:

Taking action to reduce emissions from international aviation and maritime transport, noting that current pledges do not cover these emissions, that ICAO has reached an agreement to stabilise global CO<sub>2</sub> emissions from international aviation by 2020, and that the UNEP Bridging the emissions gap report estimates that it is feasible to curb the projected increase in bunker fuels emissions, reaping an emission reduction potential of 0.1 GtCO<sub>2</sub> in international aviation sector and of 0.2–0.4 GtCO<sub>2</sub> in the international shipping sector, both in 2020.

- Accelerating the phase-down of production and consumption of HFC, noting that these emissions are expected to increase by 2020 to represent 0.9 to 1.5 GtCO<sub>2</sub>e of projected 2020 baseline emissions, while it is feasible to cut these emissions by 0.5 GtCO<sub>2</sub>e beyond the scope of current pledges.
- Increasing the global share of renewable in the energy supply<sup>13</sup>, accelerating and intensifying energy efficiency improvements<sup>14</sup>, developing sustainable transport, going beyond current market- and policy-led trends could capture a larger share of the available potential than pledges will achieve. Domestic transport emissions could be cut by 1.4 to 2 GtCO<sub>2</sub>e by 2020, energy production emissions by 2.2-3.9 GtCO<sub>2</sub>e, industrial emissions by 1.5 to 4.6GtCO<sub>2</sub>e and building sector emissions by 1.4 to 2.9 GtCO<sub>2</sub>, as estimated by UNEP Bridging the emissions gap report.

<sup>10</sup> Around 60% of emission reductions expected from the pledged NAMAs contained in FCCC/AWGLCA/2011/INF.1 could come from REDD+ activities (study by PBL, 2012)

<sup>11</sup> Submission by the Denmark on behalf of the EU and its Member States on Modalities and Procedures for a New Market-based Mechanism under the AWG LCA (February 2012)

<sup>12</sup> Note that some estimates of potential emission savings are the full potential which may in part be captured by current pledges.

<sup>13</sup> IPCC SRREN indicates aiming towards at least 50% of global primary energy supply by 2050 would significantly accelerate current deployment of renewable energy, beyond existing policies.

<sup>14</sup> UNEP Bridging the gap report, OECD Green Growth strategy, IEA WEO2011 indicates along pathways bridging the ambition gap, it is projected that sectors would at least double the rate of energy efficiency improvements to 2.5% p.a. up to 2030, and emissions from transport peak before 2020 and decline thereafter.

- Enhancing actions related to sustainable agriculture and forestry and to delivering global commitments for biodiversity<sup>15</sup>. UNEP has estimated that there is a potential to cut emissions by 1.3 to 4.2 GtCO<sub>2</sub>e in forestry, and 1.1 to 4.3 GtCO<sub>2</sub>e in agriculture, which is not fully captured by pledges.
- Securing universal access to energy through harnessing the potential of low-emission options<sup>16</sup>
- Reforming and phasing out inefficient subsidies for fossil-fuels, noting that IEA estimated that such measure<sup>17</sup> offers a potential to reduce aggregate emissions by 2020 by 1.7 GtCO<sub>2</sub>e while at the same time enhancing income and welfare; valuable experience has been gained by several countries from the combined reform of such subsidies with enhanced provision of universal access to sustainable energy. The experience from processes under G20 and ASEAN may serve as a reference, and COP18 may call on the Parties who are members of the G20 to deliver on their commitment to reform and phase-out inefficient subsidies for fossil fuels while encouraging other Parties to consider similar actions.
- Reducing emissions from short-lived climate forcers not covered by the Kyoto "basket", noting that UNEP has estimated that such measures<sup>18</sup> may contribute to reducing near-term warming. Similarly, ensure that emissions of all relevant greenhouse gases are addressed.

33. Make use of accumulated experience with international cooperation and support. Recent examples with EU participation i.a. based on EU Fast Start Finance include:

- o Various initiatives with EU support<sup>19</sup> to enhanced access to sustainable energy such as: Climate Change Windows in all EU investment facilities; the ACP-EU energy facility; and the Global Energy Efficiency and Renewable energy fund.
- o EU support to sustainable agriculture and forestry: UN-REDD programme; Global Climate Change Alliance.
- o Support to capacity building, particularly enabling energy efficiency improvements (cf. EU submission on capacity building in EIT).

<sup>15</sup> The Aichi Commitments on Biodiversity encourage win-win actions aiming to: at least halve by 2020 the rate of loss of all natural habitats, including forests, and significantly reduce their degradation; enhance carbon stocks from biodiversity through conservation and restoration, including restore at least 15% of degraded ecosystems; by 2020, manage sustainably 2020 areas under agriculture and forestry.

<sup>16</sup> IEA WEO2011 estimated it is feasible to realise universal access to energy decreasing aggregate emission levels and UNIDO 2011 confirmed low-carbon technologies are available to do so.

<sup>17</sup> IEA/OECD highlights the benefits in terms of green growth to rationalise and gradually phase-out in the medium term the inefficient fossil fuel subsidies that encourage wasteful consumption of fossil fuels including finding effective alternative mechanisms (e.g. means-tested social safety net programmes) for assisting low-income consumers that benefit from existing subsidies.

<sup>18</sup> UNEP/WMO 2011 Integrated Assessment of Black Carbon and Tropospheric Ozone recommends to: address methane leakages (from coal mining, oil and gas production, long-distance gas transmission, municipal waste and landfills, wastewater, livestock manure, and rice paddies); realise universal access to sustainable energy for all (providing alternatives to wood, dung and charcoal for cooking and heating); enhance air quality protection (accelerating the replacement of high-emitting diesel vehicles, biomass stoves, brick kilns, and coke ovens or banning agricultural waste burning), as it would enable peaking before 2020 and deliver sizeable benefits in health, protection against air pollution and poverty reduction.

<sup>19</sup> [http://ec.europa.eu/clima/policies/finance/international/faststart/docs/fast\\_start\\_2011\\_en.pdf](http://ec.europa.eu/clima/policies/finance/international/faststart/docs/fast_start_2011_en.pdf) and [http://ec.europa.eu/clima/publications/docs/spf\\_startfinance\\_en.pdf](http://ec.europa.eu/clima/publications/docs/spf_startfinance_en.pdf)



**PROPUESTA OFICIAL DEL GOBIERNO DEL ECUADOR**

**Sobre el *Establecimiento del Grupo Ad Hoc sobre la Plataforma de Durban para el Mejoramiento de la Acción de acuerdo a la Decisión borrador -/CP.17, párrafo 8***

**28 de febrero de 2012**

1. La República del Ecuador reconoce que la Naturaleza o Pacha Mama, donde se reproduce y realiza la vida, tiene derechos a que se respete integralmente su existencia y el mantenimiento y regeneración de sus ciclos vitales, estructura, funciones y procesos evolutivos. En tal virtud, el cambio climático constituye una modificación al ciclo vital del carbono y atenta a este derecho básico reconocido en la Constitución de nuestro país.
2. En base a lo antes descrito, el Ecuador realiza la siguiente propuesta a ser tomada en cuenta bajo el Grupo de Trabajo Ad Hoc para Mejorar la Acción, basado en la Plataforma de Durban (“Plataforma de Durban”).
3. Los resultados obtenidos bajo la Plataforma de Durban deberán servir para fortalecer el régimen jurídico internacional actual para afrontar el cambio climático. Uno de sus objetivos fundamentales debe ser crear y fortalecer las condiciones requeridas para implementar de forma efectiva la mitigación y la adaptación.
4. El nuevo proceso de negociación bajo la Plataforma de Durban, debe lograr resultados ambiciosos para el combate del cambio climático, en los cuales los intereses económicos y comerciales no se sobrepongan a los intereses y al bienestar colectivo. Los resultados de este proceso de negociación deben estar en concordancia con los límites biofísicos del planeta.
5. El cambio climático es un problema global que requiere acción colectiva basada en criterios de equidad en el uso del espacio atmosférico global, reconociendo la responsabilidad histórica de los países desarrollados en las emisiones de gases de efecto invernadero y respetando el derecho al desarrollo de los países en desarrollo.
6. La respuesta internacional efectiva y apropiada debe tomar en cuenta a la mitigación, adaptación y los medios de implementación respectivos de una forma balanceada. Para los países en desarrollo, la prioridad es la adaptación debido a sus bajos niveles de emisiones y deberá enfocarse en crear y fortalecer la capacidad de los sistemas social, económico, cultural y ambiental para afrontar los impactos del cambio climático.
7. En las negociaciones de la Plataforma de Durban se debe tratar y acordar sobre los temas relacionados a la transparencia de la acción y medidas coercitivas para lograr el cumplimiento de los acuerdos climáticos multilaterales. Para ello, el Ecuador apoya la propuesta para la creación de un Tribunal Internacional de Justicia Climática, adicionalmente se debe discutir la viabilidad de acciones por incumplimiento de obligaciones contenidas en la Convención Marco de Cambio Climático ante la Corte Internacional de Justicia, de la cual todos los estados partes de la Convención Marco son miembros.
8. El Ecuador ratifica la plena vigencia de la Convención Marco de las Naciones Unidas sobre Cambio Climático. Los principios de la Convención deberán guiar las discusiones de la Plataforma de Durban; no debe haber re-negociación de dichos principios. Los principios que deben ser enfatizados en especial son los artículos 3.1 al 3.5, que se resumen a continuación:
  - La protección del sistema climático debe enfocarse en el beneficio de las generaciones presentes y futuras, sobre la base de la equidad y de conformidad con sus responsabilidades comunes pero diferenciadas y sus respectivas capacidades.

- Para el combate del cambio climático se debe tener en cuenta las necesidades específicas y las circunstancias especiales de los países en desarrollo, especialmente aquellas de aquellos particularmente vulnerables a los efectos adversos del cambio climático.
  - Se requiere tomar medidas de precaución para prevenir, prevenir o reducir al mínimo las causas del cambio climático y mitigar sus efectos adversos. Cuando haya amenaza de daño grave o irreversible, no debería utilizarse la falta de total certidumbre científica como razón para posponer tales medidas.
  - Las políticas y medidas para afrontar el cambio climático deberían tener en cuenta los distintos contextos socioeconómicos, ser integrales, incluir todas las fuentes, sumideros y depósitos pertinentes de gases de efecto invernadero y abarcar todos los sectores económicos.
  - Los países tienen derecho al desarrollo sostenible y deberían promoverlo. Las políticas y medidas para afrontar el cambio climático deben estar integradas en los programas nacionales de desarrollo.
  - Las medidas adoptadas para combatir el cambio climático, incluidas las unilaterales, no deberían constituir un medio de discriminación arbitraria o injustificable ni una restricción encubierta al comercio internacional.
9. En adición a los principios antes descritos, los resultados de las negociaciones bajo la Plataforma de Durban deberán incluir los siguientes postulados:
  10. Se debe reconocer que la erradicación de la pobreza y la promoción del desarrollo equitativo y solidario son las prioridades legítimas de los países en desarrollo. Cualquier actividad para combatir al cambio climático debe contemplar la mejora de la calidad y esperanza de vida, así como aumentar las capacidades y potencialidades de la población.
  11. Es necesario abordar los impactos del cambio climático desde la perspectiva de los Derechos Humanos y su Declaración Universal. Los efectos adversos del cambio climático atentan a: el derecho a la vida, a la alimentación, al agua, a la salud, a los Derechos de los Pueblos Indígenas, a la seguridad humana, entre otros.
  12. Las acciones y políticas serán definidas y/o aplicadas de tal manera que no causen ningún tipo de impacto ambiental y buscarán promover la aplicación efectiva de los derechos de la naturaleza, lo que significa asegurar que se respete integralmente su existencia y el mantenimiento y regeneración de sus ciclos vitales, estructura, funciones y procesos evolutivos.
  13. En el proceso de negociación bajo la Plataforma de Durban, se debe incentivar y fortalecer la participación de la sociedad civil.

## **PROCEDIMIENTO DE TRABAJO BAJO LA PLATAFORMA DE DURBAN**

14. El Grupo de Trabajo Ad Hoc la Plataforma de Durban se reunirá dos veces al año a partir del 2012 al 2015 y entregará los avances para consideración de cada COP.
15. El Grupo de Trabajo Ad Hoc de la Plataforma de Durban deberá abrir tres grupos de trabajo para discutir y acordar cuatro puntos fundamentales para la elaboración del nuevo instrumento: Forma legal, visión compartida, temas nuevos y emergentes (ver Anexo A: Cronograma de la Plataforma de Durban).
16. El grupo de trabajo sobre Forma Legal deberá discutir la naturaleza jurídica del nuevo instrumento, su articulación con la Convención y su mecanismo de cumplimiento, cuyo resultado final deberá ser entregado hasta finales del 2013 (COP-19).
17. El grupo de trabajo sobre Visión Compartida, deberá establecer el contenido temático, nivel de ambición y mecanismos de implementación del nuevo instrumento, cuyo trabajo deberá ser entregado hasta finales de 2014 (COP-20).

18. El grupo de trabajo sobre temas nuevos y emergentes, deberá centrar su atención en las nuevas propuestas que son generadas por las Partes e iniciar sus discusiones para ser incluidas en el acuerdo resultante de este proceso de negociación.
19. El Grupo de Trabajo de la Plataforma de Durban, deberá entregar un borrador del instrumento en la COP 21 (2015).

## **TEMAS QUE DEBERÁN SER TRABAJADOS BAJO LA PLATAFORMA DE DURBAN**

### **MITIGACIÓN**

20. La mitigación de los países en desarrollo no será posible si no existe financiamiento, tecnología y capacidades reales. (Se reconoce el artículo 4.7 de la Convención). El financiamiento para el combate al cambio climático debe ser nuevo, adicional a la cooperación tradicional y transparente.
21. Cualquier acuerdo sobre mitigación se lo debe realizar mediante un esfuerzo multilateral, con un régimen basado en reglas bajo la Convención. En este sentido, las decisiones deberán basarse en la ciencia y con el objetivo de limitar a 1.5 grados centígrados el aumento de la temperatura del planeta.
22. El reconocimiento de las responsabilidades comunes pero diferenciadas es fundamental para la mitigación del cambio climático. Se requiere hacer una diferenciación entre los países desarrollados y los países en desarrollo de acuerdo a su contribución de GEI y sus capacidades respectivas.
23. Determinar el objetivo global de reducción de emisiones para el 2050, con la finalidad de que el aumento de temperatura esté por debajo de 1.5°C y se identifique un tiempo para alcanzar el máximo nivel de emisiones.
24. El trabajo a desarrollarse en el marco de la Plataforma de Durban deberá fortalecer el vínculo con la ciencia para la toma de decisiones políticas. Es necesario el fortalecimiento del rol que cumple el IPCC, para generación de información e insumos científicos para la toma de decisiones.
25. Es necesario fortalecer las acciones que permitan la mitigación del cambio climático en el sector de uso del suelo, cambio de uso del suelo y silvicultura. Así mismo se debe identificar e incorporar prácticas apropiadas para mitigar el cambio Climático en el sector agropecuario, que puedan además fortalecer y mejorar su eficiencia productiva y competitividad.
26. Se debe impulsar la implementación de medidas que aporten a la integridad y conectividad de los ecosistemas nativos relevantes para la captura y el almacenamiento de carbono y manejar sustentablemente los ecosistemas intervenidos con capacidad de almacenamiento de carbono, mediante iniciativas innovadoras como incentivos.
27. Para lograr la mitigación, se debe fortalecer la implementación de medidas para fomentar la eficiencia y soberanía energética, así como el cambio gradual de la matriz energética, incrementando la proporción de generación de energías de fuente renovable. Así como fomentar la aplicación de prácticas que permitan reducir emisiones de GEI en los procesos relacionados con la provisión de servicios y la generación de bienes, desde su fabricación, distribución, consumo, hasta su disposición final.
28. Se debe reconocer las acciones unilaterales que ya están en ejecución y que para su sostenibilidad requerirán del apoyo tecnológico y financiero y de capacidades. No se admite la imposición de metas fijas para la reducción de emisiones para los países en desarrollo.

### **ADAPTACIÓN**

29. La adaptación al cambio climático es la prioridad del Ecuador, así como de los países en desarrollo. La Plataforma de Durban debe centrar su atención en este tema.

30. Bajo la Plataforma de Durban, es necesario fortalecer los temas relacionados a la implementación y el fomento de las actividades de adaptación, contando con el apoyo internacional para los países en desarrollo por parte de los países desarrollados.
31. El financiamiento debe estar enfocado para los países en desarrollo, reconociendo a aquellos particularmente vulnerables frente a los efectos adversos del cambio climático.
32. Debe existir equidad en la distribución de recursos para las prioridades entre adaptación y mitigación para el financiamiento.
33. Las acciones relacionadas a la adaptación deben enfocarse en los sectores enunciados a continuación y cada uno de ellos deberá tener un tratamiento especial bajo las negociaciones en el Grupo de Trabajo Ad hoc sobre la Plataforma de Durban:
  - ▲ Soberanía alimentaria y producción agropecuaria
  - ▲ Sectores productivos y estratégicos
  - ▲ Patrimonio natural
  - ▲ Patrimonio hídrico
  - ▲ Salud humana
  - ▲ Grupos vulnerables y atención prioritaria
  - ▲ Gestión integral de riesgos
  - ▲ Asentamientos humanos y refugiados climáticos.

## **MEDIDAS DE RESPUESTA**

34. El Ecuador considera necesario la consolidación y fortalecimiento del foro permanente que tenga como objetivo el análisis permanente de los impactos de la implementación de las medidas de respuesta.
35. Las consecuencias de la implementación de estas medidas deben ser reconocidas, evaluadas y manejadas de tal forma que se minimicen los impactos en economías y sociedades dependientes en la producción y exportación de combustibles fósiles.

## **DESARROLLO Y TRANSFERENCIA DE TECNOLOGÍA**

36. Los temas a negociarse bajo este ítem deberán abarcar lo siguiente:
  - Generación, adaptación y difusión de los conocimientos científicos y tecnológicos para el combate del cambio climático.
  - Recuperar, fortalecer y potenciar los saberes ancestrales.
  - Desarrollar tecnologías e innovaciones que impulsen la producción en los países en desarrollo, eleven la eficiencia y productividad, mejoren la calidad de vida y contribuyan a lograr el desarrollo sostenible.
  - Transferir tecnologías ambientalmente limpias, seguras, adecuadas a nivel nacional, socialmente adecuadas, no contaminantes y de bajo impacto.
37. El Ecuador plantea la flexibilización de los derechos de propiedad de las tecnologías que aporten a la mitigación y adaptación en países en desarrollo.
38. Es necesario llegar acuerdos que permitan generar un inventario de tecnologías apropiadas y liberadas de derechos de propiedad intelectual.
39. La transferencia y el desarrollo de tecnología deben tener en cuenta la soberanía de los Estados. La transferencia no debe ser condicionada.

## **FINANCIAMIENTO**

40. El financiamiento para adaptación y mitigación debe provenir en su mayor parte de recursos públicos, provistos por los países desarrollados a los países en desarrollo. Sin compromisos concretos de

financiamiento es poco probable que los países en desarrollo puedan alcanzar las metas de mitigación y adaptación que se requieren para hacer frente a la crisis climática.

41. Determinar las posibles fuentes de financiamiento para el Fondo Verde, para esto se deberán introducir propuestas innovadoras que aseguren fondos nuevos, adicionales, adecuados y no condicionados que sean entregados en equidad para los países en desarrollo.

42. El Ecuador propone como mecanismos innovadores de financiamiento, los siguientes: Impuesto Daly – Correa, impuesto a las transacciones financieras, mecanismo ENE, y la utilización de los Derechos Especiales de Giro.

43. Se deberá generar un sistema robusto de medición, reporte y verificación para el financiamiento, transferencia de tecnología y fomento de capacidades de los países desarrollados a los países en desarrollo.

## CONSTRUCCIÓN DE CAPACIDADES

44. Las discusiones sobre construcción de capacidades deben estar ligadas con el desarrollo y la transferencia de tecnología.

45. Las negociaciones sobre la construcción de capacidades deben evolucionar hacia la implementación de la misma en los países en desarrollo.

## ANEXO A: CRONOGRAMA DE LA PLATAFORMA DE DURBAN.

GRUPO DE TRABAJO	ACTIVIDAD	RESULTADO	FECHA DE ENTREGA
Grupo de trabajo sobre Forma Legal.	Determinar agenda de trabajo para la discusión de la naturaleza jurídica del nuevo instrumento.	Agenda consensuada y resolución de forma legal.	Agenda COP 18 y Resolución COP 19.
Grupo de trabajo sobre visión compartida.	Determinar agenda y contenido temático.	Agenda consensuada.	COP 18.
Grupo de trabajo sobre visión compartida.	Discusión sobre agenda consensuada.	Documento que forma parte del resultado de la Plataforma de Durban.	COP 20.
Grupo de trabajo sobre temas nuevos y emergentes.	Determinar agenda y contenido temático.	Agenda consensuada.	COP 18.
Grupo de trabajo sobre temas nuevos y emergentes.	Discusión sobre agenda consensuada.	Documento que forma parte del resultado de la Plataforma de Durban.	COP 20.

## OFFICIAL SUBMISSION FROM ECUADOR

### Draft Decision CP.17 (paragraph 8) on the *Establishment of an Ad Hoc Working Group on the Durban Platform for Enhanced Action*

February 28<sup>th</sup> 2012

1. The Republic of Ecuador recognizes the rights of Nature, or the Pachamama, and that it has legal rights that should be fully respected to maintain and regenerate its vital life cycles, structure, functions and evolutionary processes. In this sense, climate change is seen as a threat that modifies the vital cycle of carbon and harms this basic right recognized in the Constitution of our country.
2. As previously stated, Ecuador makes this submission to contribute to the development of the Ad Hoc Working Group on the Durban Platform for Enhanced Action (“Durban Platform”).
3. The results to be obtained under the Durban Platform should serve to reinforce the existing international legal framework and regime to address climate change. One of the key objectives of the Durban Platform should be to create and to strengthen the conditions required to effectively implement mitigation and adaptation measures and actions.
4. The new negotiating process under the Durban Platform, should achieve ambitious results to fight climate change, in which the economic and commercial interests do not overlap with the interests and well being of our people. The results of this negotiation process shall be in accordance with the biophysical limits of the planet.
5. Climate change is a global problem that requires collective action based on criteria such as equality in the use of the global atmospheric space, recognizing the historical responsibility of developed countries in the emissions of greenhouse gases (GHG), and respecting the rights to development of developing countries.
6. The effective and appropriate international response should take into account mitigation, adaptation and the respective means of implementation in a balanced manner. For developing countries, the priority is adaptation to climate change because of their low GHG emission levels. The Durban Platform should focus on creating and strengthening the capacity of the social, economic, cultural and environmental systems to address the adverse impacts of climate change.
7. The negotiations under the Durban Platform should address and agree on the issues related to the transparency of action and to generate coercive measures to achieve compliance with the multilateral climate-related agreements. As such, Ecuador supports the creation of an International Court of Climate Justice; it should discuss the feasibility of taking actions when a breach of the obligations has occurred under the United Nations Framework Convention on Climate Change (UNFCCC) before the International Court of Justice, in which all State Parties are members.
8. Ecuador ratifies the full force of the UNFCCC and the need to comply with the mandate of the Bali Action Plan, and other COP decisions. The principles of the Convention should guide the discussions of the Durban Platform, and they shall not be renegotiated. The principles that the Durban Platform should emphasize, especially in reference at the articles 3.1 to 3.5, include:
  - △ Protecting the climate system must focus on the benefit of present and future generations of humankind, on the basis of equity and in accordance with their common but differentiated responsibilities and respective capabilities.

- ▲ To address climate change, the specific needs and special circumstances of developing countries, especially those who are particularly vulnerable to the adverse effects of climate change must be taken into account.
  - ▲ It requires taking precautionary measures to anticipate, prevent or minimize the causes of climate change and mitigate its adverse effects. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing such measures.
  - ▲ Policies and measures to address climate change should take into account different socio-economic contexts, be comprehensive, cover all relevant sources, sinks and reservoirs of greenhouse gases and cover all economic sectors.
  - ▲ Countries are entitled to, and should, promote sustainable development. Policies and measures to address climate change must be integrated into national development programs.
  - ▲ Measures taken to fight climate change, including unilateral ones, should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade.
9. In addition to the above principles, the results of the negotiations under the Durban Platform should include the following elements:
    10. The recognition that poverty eradication, and a development based on fairness and solidarity, are the legitimate priorities of developing countries. Any activity to combat climate change must include improving the quality of life and life expectancy, as well as, to increase the potential capacities of the population.
    11. It is necessary to address the impacts of climate change from the perspective of Human Rights and its Universal Declaration. The adverse effects of climate change threaten to: the right to life, access to food, water, health, the Rights of Indigenous Peoples, human security, among others.
    12. The actions and policies that will be defined and / or applied, should do so in a manner that do not cause any environmental harm or impact and seek to promote the effective application and enforcement of the rights of nature. It means, ensuring Nature's right to survive and to maintain its vital cycles and that it is fully respected.
    13. In the negotiation process, under the Durban Platform, it should be encourage and strengthen the participation of the civil society.

## **WORK PROCEDURES UNDER THE DURBAN PLATAFORM**

14. The Ad Hoc Working Group on the Durban Platform (AWG-DP) should meet twice a year from 2012 to 2015 and deliver progress for consideration by the COP.
15. The AWG-DP should convene three working groups to discuss and agree on four key issues in the development of a new instrument: legal form, shared vision, new and emerging issues. This information is summarized in Table 1 in the Annex of this document.
16. The working group on *legal form* should discuss the legal nature of the new instrument, its linkage under the Convention and its enforcement mechanism. The final results must be delivered by the end of 2013 (COP-19).
17. The working group on *shared vision* should establish the thematic content, level of ambition and the mechanisms of implementation of the new instrument; the result of the work must be delivered by 2014 (COP-20).
18. The working group on *new and emerging issues* should focus on new proposals made by Parties and to begin discussions to be included in the agreement resulting from this negotiating process.

19. The AWG-DP should submit a draft instrument by COP 21 (2015).

## **ISSUES TO BE ADDRESSED UNDER THE DURBAN PLATFORM**

### **MITIGATION**

20. Mitigation in developing countries will be not feasible if there is not financial, technology and capacity building assistance from developed country Parties, as stated in Article 4.7 of the Convention.
21. Any mitigation agreement must be through a multilateral effort with rules and procedures developed and agreed under the Convention, and should be legally binding. In this sense, the decision should be based on science that should aim at preventing the increase of the global temperature up to 1.5 degrees Celsius.
22. The full enforcement of the principle of common but differentiated responsibilities is critical to climate change mitigation. There should be a differentiation between developed and developing countries according to their contribution of GHG to the atmosphere and their respective capabilities.
23. To determine the global target to reduce emissions by 2050 with the aim of increasing the global temperature well below 1.5°C, and to identify the time frame to reach the maximum level of emissions.
24. The work to be done under the framework of the Durban Platform should strengthen the link with the science for policy making. It is necessary to enhance the role played by the IPCC to generate scientific information for decision-making.
25. It is necessary to enhance actions that enable climate change mitigation in the area of land use, land use change and forestry through incentives. It is also needed to identify and incorporate appropriate practices to mitigate climate change in agriculture, which could also improve the efficiency and competitiveness of production processes.
26. It should be encouraged the implementation of measures that contribute to connect native ecosystems relevant for sequestering carbon, and to manage sustainably ecosystems that have a capacity to store carbon, through innovative initiatives such as incentives.
27. To achieve mitigation, the measures to strengthen the efforts to promote energy efficiency and energy self-sufficiency, as well as the gradual change of the energy matrix, increasing the proportion of energy generation from renewable sources should be promoted. Also, the implementation of improved practices that reduce GHG emissions in the processes related to the provision of goods and services from manufacturing, distribution, consumption through their disposal should be promoted.
28. It should be recognized that unilateral mitigation actions that are already implemented in developing countries and that will require technological and financial support and capacity building to be sustainable should be recognized. Ecuador will not support the imposition of fixed targets for emissions reductions for developing countries that do not have significant emission levels.

### **ADAPTATION**

29. Adaptation to climate change is a priority for the Government of Ecuador, as well as for other developing countries. The Durban Platform should focus on this issue.
30. Under the Platform of Durban, it is necessary to strengthen the implementation and promotion of adaptation activities of developing country Parties, with the international support of developed country Parties.



31. Financing to climate change should prioritize to developing countries, recognizing those countries that are particularly vulnerable to the adverse effects of climate change.
32. There should be an equitable distribution of financial resources between adaptation and mitigation.
33. The actions related to adaptation should focus on the sectors outlined below and each one should be analyzed in detail in the negotiations of the Durban Platform:
  - Food sovereignty/security and agricultural production
  - Productive and strategic sectors
  - Natural heritage
  - Water heritage
  - Human health
  - Vulnerable groups that require attention priority
  - Comprehensive risk reduction and management of natural disasters related to climate change
  - Human settlements and climate refugees.

## **RESPONSE MEASURES**

34. Ecuador considers necessary the consolidation and strengthening of the permanent forum on response measures. Its main objective should focus on the ongoing analysis of the impacts of the implementation of response measures.
35. The consequences of implementing these measures should be recognized, assessed, evaluated and managed in such way that they minimize the impacts on economies and societies that depend on fossil fuels production and exports.

## **DEVELOPMENT AND TRANSFER OF TECHNOLOGY**

36. The issues to be negotiated under this item shall include the following:
  - Development, adaptation to national circumstances, and dissemination of scientific knowledge and technology to combat climate change.
  - Recover, strengthen and enhance ancestral knowledge.
    - Develop technologies and innovations that boost production in developing countries, raise the efficiency and productivity of production chains, improve the quality of life and contribute to sustainable development.
    - Transfer technologies that are environmentally clean, safe, adequate to national circumstances, and socially appropriate.
39. Ecuador proposes that the rights of the technologies that contribute to mitigation and adaptation in developing countries should become more flexible.
40. It is necessary to reach global agreements that would allow to generate an inventory of appropriate technologies, that are free of intellectual property rights.
41. Technology development and transfer must take into account the sovereignty of the States. This transfer should not be conditioned.

## FINANCING

42. Funding for adaptation and mitigation must come largely from public resources provided by developed countries to developing countries. Without concrete commitments of funding, it is unlikely that developing countries can achieve the goals of mitigation and adaptation required to cope the climate crisis.
43. The identification of potential funding sources for the Green Climate Fund, should propose innovation and new ideas to ensure that the new funds that are made available for climate change are, additional, adequate, predictable, and not conditioned and that they should be delivered to developing countries with fair considerations.
44. Ecuador proposes innovative financing mechanisms, such as: the Daly – Correa Tax, Financial Transactions taxes, the Net Avoided Emission mechanism, and the use of Special Drawing Rights.
45. There should be created a robust system of measurement, reporting and verification for financing, technology transfer and capacity building from developed countries to developing countries.

## CAPACITY BUILDING

46. Discussions on capacity building must be linked with the development and transfer of technology.
47. Negotiations on capacity building must evolve towards its effective implementation in developing countries.

## ANNEX 1

<b>WORKING GROUP</b>	<b>ACTIVITY</b>	<b>RESULT</b>	<b>DELIVERY DATE</b>
Working Group on Legal Form	Determine agenda for the discussion of the legal nature of the new instrument	Agreed agenda and resolution of legal form	Agenda COP 18 and COP 19 Resolution
Working group on shared vision	Determine agenda and thematic content	Agreed agenda	COP 18
Working group on shared vision	Discussion on agreed agenda	Document that is part of the result of the Platform for Durban	COP 20
Working group on new and emerging issues	Determine agenda and thematic content	Agreed agenda	COP 18
Working group on new and emerging issues	Discussion on agreed agenda	Document that is part of the result of the Platform for Durban	COP 20

Table 1. Durban Platform Timeline.

**A SUBMISSION ON OPTIONS AND WAYS TO INCREASE LEVEL OF AMBITION OF MITIGATION UNDER THE Ad Hoc Working Group on the Durban Platform**

This submission is made pursuant to para 8 of document FCCC/CP/2011/L.10

**Preamble**

Egypt recognizes the importance of the global action to deal with climate change and its adverse effects, and the need to enhance such action through enhancing the current international regime based on the principles and provisions of the United Nations Framework Convention on Climate Change “UNFCCC”, in this regard, Egypt believes that the Durban Platform agreed on in decision 1CP/17 should lead to enhancing all aspects of the International cooperation to deal with climate Change.

*Egypt supports the submission by Swaziland on behalf of the African Group.*

**I- Guiding principles**

1. Egypt stresses that the principles and provisions of the UNFCCC Convention provide basis for the Durban Platform, through acknowledging that the global nature of climate change calls for the widest possible cooperation by all countries and their participation in an effective and appropriate international response, and that the largest share of historical and current global emissions of green house gases has originated in developed countries, and that the share of global emissions originating in developing countries will grow to meet their social and development needs, and reaffirms the principle of sovereignty of states in international cooperation to address climate change.
2. Egypt reaffirms that principles of the UNFCCC should guide the actions and international cooperation to address climate change, as stated in article 3 of the Convention, and in particular the principles of equity, common but differentiated responsibilities and respective capabilities, and that the specific needs and special circumstances of developing country parties should be given full consideration.
3. Egypt recalls article 4 of the UNFCCC that identifies the commitments of developed and developing country parties of the Convention, and in particular article 4.7 that states that the extent to which developing country parties will effectively implement their commitments under the Convention will depend on the effective implementation by developed country parties of their commitments under the Convention related to financial resources and transfer of technology and will take fully into account that economic and social development and poverty eradication are the first and overriding priorities of the developing country parties.
4. Egypt emphasizes that developing countries are contributing and can further enhance their contribution to the global effort to deal with climate change through Nationally Appropriate Mitigation Actions NAMAs, and notes that there could be considerable potential to reduce emissions in many developing country parties, in this regard it further reaffirms that such potential can be effectively exploited through the provision of adequate, predictable, new and

additional and sustainable means of support in particular of finance, technology and capacity building, such support should be in line with the needs of developing countries as identified by them.

## **II- Increasing level of ambition through a work plan for the period 2012-2013 that includes the following:**

Considering the global threat of climate change and in particular to developing countries, and acknowledging that there is a considerable potential for a successful international cooperation under the UNFCCC to explore and benefit from the mitigation potential in many developing countries. Through the following:

- 1-Developed countries fulfilling their leadership through implementing the higher level of mitigation pledges "conditioned pledges" as subscribed in document FCCC/SB/2011/INF.1/Rev.1, and identifying a pathway to achieve the committed mitigation reductions with short, medium and long term goals (2020/2030/2040/2050) in line with the scientific recommendations (IPCC reports and other relevant reports) related to the 2c degrees goal, and avoiding loopholes like the use of LULUCF and hotair.
- 2-Ensuring an open and transparent international carbon market under the UNFCCC through enhancing, developing and continuing the Clean Development Mechanism CDM to be a more flexible less complicated process.
- 3-An open transparent multilateral regime under the UNFCCC to regulate and coordinate international cooperation on the issues of mitigation would lead to the desirable outcomes in all issues related to climate change and in particular on the issue of mitigation, including through providing support relative to the needs identified by developing countries as in their National communications, Needs assessment reports and other relevant reports.
- 4-Supporting an open, transparent global Carbon market under the UNFCCC would lead to sustainable economic growth and development, reduce emissions and assist in shifting to lower emission development and decouple increase in emissions and economic growth in particular for developing countries thus enabling them better to address the problems of climate change, in this regard, Egypt stresses that unilateral measures to combat climate change should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade, including on the Carbon Credits.
- 5-A process to help developing countries identify their mitigation potentials and the estimate the needs as relates finance, technology and capacity building including through the following modalities:
  - **Finance:** A predictable, new and additional, adequate and sustainable financial support to developing countries, is a corner stone in enhancing mitigation actions in developing countries, in this regard a process under the Convention that identifies in advance the level of support available, its channels with a transparent, clear and non politicized criteria for

disbursement would encourage all parties and in particular developing country parties to fully engage on implementation of nationally appropriate mitigation actions NAMAs.

- **Technology Transfer and Capacity Building:** An efficient mechanism to transfer, disburse and diffuse climate related technologies and the build capacities needed by developing countries, in line with their needs and as identified by them, in this regard encouraging technology transfer to developing countries and an innovative approach to the issue of IPRs including a process to ensure the availability of relevant technologies are crucial in this regard .
- **Research and Development:** An enhanced participation of developing countries research and development, meteo, environment institutions through a comprehensive R&D work program under UNFCCC in partnership with relevant institutions in developed countries, with a focus on building capacities on modeling, technology transfer and development and assessments of climate effects and

### **III- Implementation of the work plan through**

1. *Workshops for developed countries to clarify how can they increase their commitments in line with the 1.5c and 2c scenarios, through clarifying the following elements:*
  - 1.1. Identify different scenarios for scale of emission reductions in aggregate for short/ medium/ long terms (2020/2030/2050) and the conditions to fulfill each.
  - 1.2. Identify a common accounting and reporting format
  - 1.3. Identify appropriate and comparable scale individually
  - 1.4. Identify means to implement these commitments in practice (sectors/policies/targets/timeframes)
  - 1.5. Identify means to scale up finance/technology/capacity to developing countries
  - 1.6. Identify potential role of enhanced global carbon market in increasing the level of ambition
2. *Workshops for developing countries*
  - 2.1. Identify possible NAMAs and required means of implementation
  - 2.2. Identify needs (finance/technology/capacity building) in terms of developing national strategies, including for establishing national inventories
  - 2.3. Identify means for supporting developing countries in practice
  - 2.4. Identify how a global carbon market can enhance their voluntary mitigation actions
3. *Workshops for means of implementation*
  - 3.1. Identify available means to assist developing countries in identifying the potentials for mitigation and increase their level of actions using NAMAs
  - 3.2. Identify ways and tools to ensure additional resources to developing countries from developed countries to support their participation in the global effort to close the mitigation gap.
  - 3.3. Role of international organizations/ multilateral financial institutions / current global initiatives in supporting efforts under UNFCCC to deal with the ambition gap.
  - 3.4. Identify available technologies and options for cooperation on research and development on climate related technologies.

**Ad hoc working group on the Durban Platform for Enhanced Action:**

Submission by the Gambia on behalf of the Least developed countries on views on options and ways for further increasing the level of ambition.

The least developed countries (LDCs) group welcomes the invitation to submit their views on the range of actions to be explored to increase the level of ambition. The LDCs consider that addressing the ambition gap and ensuring the level of ambition is increased is one of the fundamental issues that need to be resolved in 2012 to safeguard the most vulnerable countries and avoid any further increase in adaptation needs. The LDCs stress that action to increase ambition must be agreed “as early as possible” as set out in the ADP text and ahead of and independently of the final conclusions of the ADP in 2015.

The ~~fifth~~ fourth assessment report of the IPCC estimated an emission reduction by developed countries to 25-40% below 1990 by 2020, and a substantial deviation from business as usual in parts of the developing world in order for global warming not to exceed 2°C above preindustrial levels. Also, according to the IPCC, an emissions pathway consistent with keeping global temperature increase to below 2°C above pre-industrial levels with any likely probability would require global emissions to peak by 2015 at the latest.

Enhancing mitigation ambition is essential in order to minimize adverse and irreversible impacts of climate change on LDCs. In the first ten years of the twenty-first century, Least Developed Countries experienced a 44% increase in the number of droughts as compared to the previous decade and a 40% increase in the frequency of severe storms. The number of flood events more than doubled—from 170 to 369—killing over 200,000 citizens, disrupting the lives of 200 million, and causing billions of dollars in damages. Since 1980, LDC countries have collectively endured 1,146 climate-related disasters—close to a quarter of which have occurred in the last five years alone.

However, the current pledges proposed by Annex I countries in aggregate add up to 13-18% below 1990. Compared to the 25-40% range estimated by the IPCC to be required, this aggregate reduction is insufficient to achieve the 1.5 and 2°C climate goals mentioned in the Cancun Agreements. There is significant gap between emissions expected from the pledges for 2020 and emission levels to achieve the 1.5°C and 2°C limit above pre-industrial levels.

In December 2010, the United Nations Environment Programme (UNEP) published “The Emissions Gap” report confirming that that a large gap exists between the emission levels in 2020 which are implied by current Party pledges, and the 2020 emission levels that are consistent with staying below 2°C above pre-industrial levels. A year later, in November 2011, UNEP launched a follow-up “Bridging the Emissions Gap” (BTG) report that updates the 2010 gap assessment and provides options to close the gap.

The 2011 BTG report found that the gap has widened slightly from 5-9 GtCO<sub>2e</sub> in last year’s “The Emissions Gap” report to **6-11 GtCO<sub>2e</sub>**. Since the 2010 report there have been no increase to the emission reduction pledges by countries, but the gap has gotten bigger, mainly

due to higher estimates of global emission growth through to 2020.

The report also highlights that the 2020 emission levels of emission trajectories consistent with the 2°C and 1.5°C (supported by over 100 countries in the UNFCCC) goals are similar and, crucially, that the gap in 2020 to get to such trajectories can be bridged. Furthermore, the emissions reduction potential is larger than the estimated emissions gap.

However, the most recent scientific literature shows that it is technically and economically feasible to reduce the emission levels in 2020 consistent with 1.5°C and 2°C. For example, the BTG Report looks at options to close this gap and finds that technologically and economically feasible options exist. Options range from strategic actions in the energy generation sector, in particular with regard to renewable energy and energy efficiency, as well as in other sectors like buildings, transport, international shipping and aviation and agriculture.

In addition, the “World Energy Outlook 2011” (WEO 2011) from the International Energy Agency (IEA) gives a perspective on how the global energy system could change given different groups of assumptions for future policy:

- (1) A reference scenario which incorporates the “current policies” (no new policies as of mid-2011),
- (2) A “new policies” scenario which assumes that all recent commitments by governments are implemented in a “cautious manner”,
- (3) A “450 Scenario” pathway which attempts to limit global temperature increase to below 2°C relative to pre-industrial through important additional, new policies.

The WEO 2011 found that the “new policies” scenario would lead to a 3.5°C temperature increase, rather than the targeted 2°C, and the “current policies” scenario would lead to temperature increases of more than 6°C above pre-industrial levels. These scenarios put the world in a dangerous pathway of climate change and threaten the lives of people in all countries, in LDCs in particular.

The BTG and the WEO 2011 reports present consistent messages. This is important for the LDC group while Parties are considering ways and options to raise the level of ambitions, under the ad hoc working group on the Durban Platform for Enhanced actions (ADP). Both reports outline that:

- It is feasible to reduce emissions to limit warming to below 2°C, and mention that a delay of action strongly increases overall costs;
- Staying below 2°C warming will be significantly more expensive when 2020 emissions are higher; and
- Energy efficiency improvements are essential to achieving a transition towards a global low-carbon 2°C pathway.

### **Requirements to raise the level of ambition**

The LDCs believe that achieving the level of ambition to stabilize the temperature below 2°C

or 1.5°C is still possible. LDCs call on all Parties, in particular Annex I parties to show the political commitment, leadership and willingness to explore a range of options to increase the level of ambition.

The work plan on enhancing mitigation ambition under the ADP must identify a series of short term activities in 2012 including a series of in-session workshops, ministerial conferences and meetings to ensure high-level engagement for enhancing mitigation ambition, submissions and discussions. The work plan of 2012 should lead to exploration, and the early adoption, of more ambitious economy wide emission reduction targets and actions by Parties as anticipated in paragraph 7 of the ADP text. Developed countries should provide financial resources, technology transfer and capacity building support consistent with the principles and provisions of the Convention including the principle of common but differentiated responsibilities

In terms of specific activities, LDCs:

- Call upon the Annex I Parties to remove the conditionalities around their pledges, and convert their pledges into binding commitments.
- Encourage development and implementation of Low Emission Development Strategies (LEDS) in all countries.
- Call upon all Annex I parties to set renewable energy targets and comply to them.
- Call upon Parties to remove fossil fuel subsidies.
- Ensure the work plan of the ADP is consistent with continuity of the Kyoto Protocol
- Engage non-Kyoto Protocol Annex I Parties into a comparable agreement under the ADP
- Encourage ways to explore adoption of new, more ambitious economy-wide emission reduction targets for all developed countries;
- Encourage all developing country Parties to engage in concerted, global emissions reduction efforts with differentiation for emerging economies, middle income countries, the most vulnerable and the least developed countries based on agreed criteria
- Ensure the ADP's work on markets complement the continuity of the Kyoto Protocol's flexible mechanisms with the view to help Annex I parties comply with their obligations. Ensure new markets mechanisms learn from experience under the Kyoto Protocol and are well defined, to ensure environmental integrity, do not lead to double counting and have robust international units, which can be verified.
- Organize a high-level Ministerial session to help facilitate discussions on the level of ambition including countries moving to the higher range of their targets and presenting new targets in collaboration with Rio+20 or another event
- Ensure effective, new, additional financial support as well as technological and capacity building to design and implement NAMAs in developing countries.

To support Parties in their considerations for more ambitious national pledges, the LDCs invite Parties to consider the specific options that have been assessed in the BTG and WEO 2011 reports. The LDC group believes that the ADP should address the following actions to help Parties to jointly close the gap presented in these reports and conclude with ambitious targets in line with the global goals of staying below 2°C and 1.5°C above pre-industrial levels at COP18:



*Action 1:* Introduce changes to the energy system, which is key to closing the gap.

A broad analysis show that pathways in line with 2°C are economically and technologically feasible, and the 2020 gap can be closed by a mix of the following options:

- Use of primary energy can be decreased by up to 11 per cent from business-as-usual projections in 2020; the amount of energy used per unit of GDP can decrease 1.1-2.3 per cent each year from 2005 to 2020.
- Up to 28 per cent of total primary energy could come from non-fossil sources in 2020 (up from 18.5 per cent in 2005).
  - More than 50% increase of biomass share in total primary energy from 2005 to 2020: Up to 17 per cent of total primary energy in 2020 would come from biomass (up from about 10.5 per cent in 2005).
  - Almost fourfold increase of non-biomass renewables share in total primary energy from 2005 to 2020: Up to 9 per cent of total primary energy in 2020 might come from non-biomass renewable energy (solar, wind, hydroelectricity and the like, up from 2.5 per cent in 2005).
- Non-CO<sub>2</sub> emissions, representing roughly a quarter of total emissions, could fall by up to 19 per cent relative to business as usual by 2020.

*Action 3:* Introduce sector-by-sector changes

By examining the technical potential for emissions reductions of various economic sectors by 2020, the UNEP BTG report found the following feasible sectoral potentials to help close the gap:

- Electricity production: 2.2 to 3.9 GtCO<sub>2</sub>e per year through more efficient power plants, and by introducing non-fossil energy sources, carbon capture and storage and fuel shifting.
- Industry: 1.5 to 4.6 GtCO<sub>2</sub>e per year through improved energy efficiency, fuel switching, power recovery, materials efficiency, product change and substitution and carbon capture and storage.
- Transport (excluding aviation and shipping sectors): 1.4 to 2.0 GtCO<sub>2</sub>e per year through improved fuel efficiency, adoption of electric drive vehicles, shifting to public transit and freight rail and use of low-carbon fuels.
- Aviation and shipping: 0.3-0.5 GtCO<sub>2</sub>e per year through improved fuel efficiency, low-carbon fuels, and other measures.
- Buildings: 1.4 to 2.9 GtCO<sub>2</sub>e per year. In particular through improved efficiency of heating, cooling, lighting and appliances.
- Forestry: 1.3 to 4.2 GtCO<sub>2</sub>e per year through reduction in deforestation rates and changes in forest management that increase above and below ground carbon stocks.

- Agriculture: 1.1 to 4.3 GtCO<sub>2</sub>e per year through changes in cropland and livestock management practices that reduce non-CO<sub>2</sub> emissions and enhance soil carbon.
- Waste: about 0.8 GtCO<sub>2</sub>e per year through improved waste water treatment, and waste gas recovery from landfills as well as technologies such as composting, anaerobic digestion and reuse/recycling.

A similar series of activities will be required beyond 2012 to continue to identify ways to further increase the level of ambition.

The LDC group is fully committed for fruitful engagement with all the Parties for a successful 2012 negotiations not only to find the ways and options, but to take all the necessary actions needed, to ensure the level of emissions will follow the path that the best available scientific knowledge commend. The group is prepared to engage in Bonn in the discussion of the work plan and contribute to the idea on how Parties can structure their work to enable enhance mitigation action to progress substantially this year and be agreed in the four years we have till 2015.

The LDC group is firmly of the view that the majority of actions and options identified above can be agreed and implemented in a step wise manner as early as possible as set out in the ADP text and must not be deferred to 2015.

## **SUBMISSION OF VIEWS OR INFORMATION BY PARTIES-Ghana**

### **Establishment of an Ad Hoc Working Group on the Durban Platform for Enhanced Action**

#### **Views by parties and observer organizations on options and ways for increasing the level of ambition**

Ghana believes the foremost collective priority of all Parties is to ensure that global temperature increase is limited to well below 2<sup>0</sup>C as is also consistent with Article 2 of the Convention. The aggregate of current efforts and future enhanced actions must achieve this. The strategy for achieving this objective must be based on the Convention, the various elements of the Bali Action Plan, the Cancun Agreements, the Durban Platform and the missing elements that are still to be negotiated.

The principle of common but differentiated responsibilities and respective capabilities in our minds justifies the need for all developed countries that bear the historical responsibility to take up aggregate emission reduction targets to ensure that global temperature increase stays well below 2<sup>0</sup>C. Ghana defines enhanced action to mean meeting the emission reduction targets identified by science as being necessary to limit temperature increase to well below 2<sup>0</sup> Celsius. The developed countries including the US must therefore work to reduce their emission levels well below 40% of 1990 levels by 2020.

Ghana also supports the following perspectives:

- ii. In the consideration of the enhanced mitigation commitments of all Parties, the focus of the negotiations should not be inordinately on the actions of emerging developing countries only, but on all Parties to the Convention including those that are not Party to the Kyoto Protocol..
- iii. The outcome of the negotiations on the enhanced platform should be supplementary to the Kyoto Protocol. Ghana is not in favour of ending the Kyoto Protocol after the second commitment period. There should be a third and subsequent commitment periods for the Kyoto Protocol.
- iv. The negotiations should address all the five pillars of the Bali Action Plan adequately and not limit discussion to mitigation.
- v. The need to determine at an early stage in the negotiations, the kind of legal instrument that would be adopted at the end of the process, whether it be a protocol, another legal instrument or an agreed outcome with legal force.

## **Increasing Ambition Level under Durban Platform for Enhanced Actions**

1. The CoP 17 decided at Durban 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 through an Ad Hoc Working Group on the Durban Platform for Enhanced Action. The CoP 17, inter alia, requested the Parties to submit their views by February 28, 2012 on 'options and ways for further increasing the level of ambition and possible further actions'. India welcomes this opportunity.
2. As the outcome of the process under Durban platform is to be applicable to all Parties and this outcome is to be reached under the Convention, all principles and provisions of the Convention will apply in totality to both the process and its results. Accordingly, the efforts for increase in the level of ambition must be made, inter alia, in accordance with the principle of equity and the principle of Common But Differentiated Responsibilities of the Parties.
3. India believes that question of 'the highest possible mitigation efforts by all parties' has to be addressed in the light of the decisions of CoP 16 at Cancun on 'Enhanced action on mitigation' relating to 'nationally appropriate mitigation commitments or actions by developed country parties' and 'nationally appropriate mitigations actions by developing country parties'.
4. The above CoP decisions on mitigation taken at Cancun recognize that developing country Parties are already contributing and will continue to contribute to a global mitigation effort in accordance with the principles and provisions of the Convention and could enhance their mitigation actions, depending upon provision of finance, technology and capacity building support by developed countries Parties.
5. Developing country Parties including India have already put forward their domestic mitigation goal in accordance with the principles and provisions of the UNFCCC, particularly its article 4, Paragraph 7 which is being implemented accordingly. This can be achieved as envisaged, on provision of support and enablement in terms of finance and technology as per the principles and provisions of the Convention, like Article 4, paragraph 3.
6. Besides, the question of raising the ambition level has to be understood in the context of the paragraph 6 of the decision relating to the establishment of the Durban Platform which states that the process of raising the ambition level will be informed, inter-alia, by the 5<sup>th</sup> assessment report of the IPCC, the outcomes of the 2013-2015 review and the work of the subsidiary bodies.
7. Paragraph 5 of the decision on Durban Platform, envisaging the work of increase in ambition level based on the work of the subsidiary bodies is also very relevant. The work of subsidiary bodies includes the work done by the Subsidiary Body on Implementation, Subsidiary Body on Scientific and Technical Advice (SBSTA), as also the two Ad Hoc

Working Groups under the Convention and its Kyoto protocol in relation to the various pillars as enumerated in paragraph 5 of the decision.

8. Having regard to the fact that the work plan envisaged in paragraph 7 of the decision on Durban Platform follows the work envisaged/done under paragraph 5 and 6 of the decision, India is of the view that the work plan for enhancing mitigation ambition of Parties relates to the post-2020 period.

9. Considering the fact that the results of the peer-reviewed comprehensive scientific assessments under AR5 and the work of 2013-15 review will be available only in the time frame of 2015, and the work of the AWG-LCA for enhancing the long term cooperation of the Parties under the Convention will not be completed before CoP 18, the only available time frame for making scientific assessment of the 'mitigation efforts by all Parties' is the post-2020 period.

10. To the extent that the decision, in its preambular recital, makes a reference to the gap between the mitigation pledges until 2020 and emissions pathways consistent with achieving the 2°C goal, the question of ambition in the time frame of 2012-2020 under the Durban platform relates to the commitments of Annex I Parties who have an obligation to take deep and ambitious emission reduction targets consistent with science and the principles of equity and CBDR.

11. It is notable that the paragraphs 7 and 8 of the decision (relating to the Durban Platform) are derived from the text under negotiation in the AWG-LCA relating to the mitigation commitments of the Annex I parties. These paragraphs are now part of the decision on Durban Platform applicable to all parties and have been placed sequentially after the paragraphs 5 and 6, whose import is described above. This confirms the conclusion that the increase in ambition level in the short term is based on the actions of the Annex I country Parties.

12. As the work plan relating to the increase in ambition level mentioned under the Durban Platform is directed at closing the ambition gap with a view to ensuring the highest possible 'mitigation efforts,' and not mitigation results, the increase in ambition levels of Annex-I Parties should be consistent with the findings of science, and the corresponding levels of emission reduction targets needed to stabilize the climate, especially in accordance with the principles of equity and CBDR.

13. In view of the fact that the only accepted scientific basis for determining the level of ambitious actions in the short term is the AR4, the work of the Annex I Parties for increasing the level of ambition in the time frame of 2012-2020 should be informed by the IPCC assessments under AR4. AR4 has recommended that Annex I Parties should reduce their emissions at least by of 25-40% in the short term by 2020. As the current pledges made by Annex I Parties fall short of the required emission reduction levels, they should raise, in the minimum, their ambition to the level indicated by the AR4. This should be indicated timely and a decision taken thereupon at Doha (CoP 18).

14. Further, the increase in ambition level can be achieved only if the Annex I countries clarify that their commitments/targets in the time-frame of 2012-2020 are without any conditions. This is important to ensure that the pledged actions are clear, ambitious and effective.

15. To facilitate the process of assessing the implementation of commitments of Annex-I Parties towards closing the mitigation gap in the time frame of 2012-2020 in accordance with the findings of science, and the principles of equity and CBDR, a review of the adequacy of the mitigation commitments during this time frame should be launched in accordance with Article 4, paragraph 2(d) of the Convention. The review should be carried out in the light of the best available scientific information and assessment on climate change and its impact as well as relevant technical social and economic information. The results of such review should be an essential part of the 2013-2015 review of implementation of the Convention. The assessed gap in the efforts as compared with the results/assessment of the Annex-I Parties under Article 4, paragraph 2(d) should be the basis for increasing the level of ambition.

16. In case of Annex-I Parties that are Party to KP, a parallel process should be initiated to determine compliance with their commitments to achieve the economy wide emission reduction targets. The assessed gap in achieving their targets under the first commitment period should be added to their targets in light of above submissions, under the relevant rules applicable to KP Parties. This should apply to all developed country Kyoto Protocol Parties including those that have announced that they will not participate in the second commitment period of the Kyoto Protocol. Similarly, non-KP Parties would also need to increase their targets/actions in light of the review/assessment of their commitments/targets.

17. The Secretariat, in its message vide ODES/CoP17/11 of January 20, 2012 has indicated April 16, 2012 as the date for submission of views of Parties on 'work plan of the Ad Hoc Working Group on Enhanced Actions including, inter alia, on mitigation, adaptation, finance, technology development and transfer, transparency of actions and support, and capacity building. India's submission thereto will contain further elaboration and/or clarification of the submissions made above.

## **Submission: Japan's view on options and ways for further increasing the level of ambition**

Japan welcomes the opportunity to submit its views on options and ways for further increasing the level of ambition as follows, as requested by paragraph 8 of the decision at the COP17 “Establishment of an Ad Hoc Working Group on the Durban Platform for Enhanced Action”.

### ***1. Setting a global goal for substantially reducing global emissions by 2050 and identifying a time frame for the global peaking***

According to the agreements at Cancun and Durban, Parties recognize that deep cuts in global greenhouse gas (GHG) emissions are required according to science, as documented in the Fourth Assessment Report of the IPCC, with a view to reducing global greenhouse gas emissions so as to hold the increase in global average temperature below 2 degree Celsius above pre-industrial levels, and that Parties should take urgent action to meet this long-term goal.

The next step is to agree on a global goal for substantially reducing global emissions by 2050 and a time frame for the global peaking among all Parties. In that context, it is important to take into account the proposal made by the G8, achieving at least a 50% reduction of global emissions by 2050 and as a part of it developed countries reducing emissions of greenhouse gases in aggregate by 80% or more by 2050 compared to 1990 or more recent years. .

These objectives for reducing global emissions and slowing down the increase of global cumulative emission should be agreed based on the latest scientific knowledge, and in this regard, inputs from the 5<sup>th</sup> Assessment Report by the IPCC (AR5) should be fully taken into consideration in the review of the long-term global goal undertaken in 2013 to 2015.

### ***2. Increase transparency of mitigation efforts of respective Parties and share best practices through MRV***

It is also necessary to understand how much GHGs are emitted, what mitigation actions are made by each Party and how effective they are. For this purpose, the decisions at Durban set up detailed procedures for MRV of GHG emissions and mitigation actions by both developed and developing countries. MRV process is useful not only for quantifying amount of emissions and removals but for mutually understanding effects of various mitigation actions taken by each Party. It is important to enhance transparency of mitigation actions in order to identify good practices of policies and measures of Parties and effective technologies and measures in various sectors. Such good practices and examples of effective approaches could be shared among Parties through holding workshops or developing an analysis report. IAR and ICA should be implemented to be able to create effective mutual-learning opportunities and hence lead us to further increase global ambition.

It is also important for Parties to review and to update their targets or actions for 2020 noted by the Cancun Agreements utilizing the information that respective Parties learnt from MRV process.

### ***3. Consideration of various types of approaches and measures for enhancing mitigation actions and increasing the level of ambition***

In designing a new framework for the post-2020 climate regime applicable to all Parties, level of ambition should be considered in a global context. In this sense, it is necessary to consider various

types of approaches regarding our emission reduction targets. So far our targets have mainly focused GHG emissions in each Party, such as quantified emission limitation and reduction objectives under the Kyoto Protocol and quantified economy-wide emission reduction targets noted by the Cancun Agreements. In addition to emission reduction targets at global or Party level, other approaches that are more concrete and directly attached to actual actions of governments and private sector players (e.g. setting targets and action plans to increase penetration of best available technologies for major sectors, sharing globally applied efficiency standards on specific products, identifying roadmap of technology development and periodically check the progress) could be utilized comprehensively in order to enhance mitigation actions and increase the level of ambition in setting emission reduction targets.

#### ***4. International cooperative actions for achieving low-carbon development globally***

International cooperation is necessary in order to realize low-carbon growth all over the world. In this regard, Japan has proposed “Japan’s Vision and Action towards Low-Carbon Growth and Climate-Resilient World” at CO17. National low carbon development strategies (LCDSs) should be established and implemented in all countries, through initiatives by developed countries to formulate their LCDSs, to share their experiences with other countries and to support the development of LCDSs in developing countries financially and technically. It is important that LCDSs in developing countries are implemented as the mainstream under their national development plans in the context of sustainable development. It is also important that LCDSs should include not only a list of mitigation actions but a long-term strategy to direct countries to low-carbon society taking into consideration a long-term goal of GHG emission reductions in 2050.

It is also indispensable to make efforts on technological innovation from a long-term perspective in addition to promoting efforts on the utilization of existing low-carbon technologies. Bilateral and multilateral cooperation among developed countries and between developed and developing countries should be enhanced for the development and deployment of new low-carbon technologies.

Support for mitigation actions of developing countries should be seamlessly provided via financial support, technology transfer and support for capacity building. Various approaches, including opportunities for using markets should be further utilized to promote mitigation actions in both developed and developing countries in a cost-effective manner.



## Paper no. 10: Kazakhstan

The Ministry of Environment Protection of the Republic of Kazakhstan by this letter is pleased to inform you that the active measures are being undertaken by country to strive for adaptation to climate change and transition to low carbon development. The Government of the Republic of Kazakhstan accepted voluntary commitments to reduce greenhouse gas emissions by 15% in 2020 and by 25% in 2050 as compared to the level of 1992.

To implement the target, the following activities are being undertaken which demonstrate the country's intention to lead to greenhouse gas emissions reduction: establishment of the national cap & trade system, incentives on introduction of innovative technologies, development of the renewable energy recourses, energy efficient and energy saving programs and projects, proposing Partnership program on Astana Initiative "Green Bridge".

At present the Government of the Republic of Kazakhstan is considering the issue for increasing the level of ambition to reduce greenhouse gases emissions and changing the base year from 1992 to 1990.

**MALAYSIA'S SUBMISSION TO THE UNFCCC**

**Establishment of an Ad Hoc Working on the Durban Platform for Enhanced Action**

**Views by Parties and observer organisations on options and ways for further increasing the level of ambition  
(FCCC/CP/2011/L.10, paragraph 8)**

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The Durban Platform for Enhanced Action was adopted at the 17th Conference of the Parties held in Durban, South Africa. As an initiative established under the Convention, it must be implemented in accordance with the principles of equity and common but differentiated responsibilities as stipulated in Article 3 of the Convention.

In operational terms, this means that developed countries must first implement ambitious quantified emission reduction commitments at the levels called for by science. This is necessary in view of the fact that developed countries have already occupied more than 70% of the environment space in the past. Secondly, developed countries must provide finance, technology and capacity building to developing countries to enable these countries to implement nationally appropriate mitigation actions..

For developing countries, options and ways to increase the level of ambition must be understood in the context of promoting sustainable development, with equal and balanced consideration to the economic, social and environmental sectors.

It is also critically important that the Ad Hoc Working on the Durban Platform for Enhanced Action not interfere with the process of successfully completing the work under the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) and Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP).

**Submission by the Republic of Nauru  
on behalf of the Alliance of Small Island States (AOSIS)  
pursuant to decision -/CP.17, paragraph 8**

28 February 2012

### Introduction

Climate change is one of the greatest challenges of our time and represents an urgent and potentially irreversible threat to human societies and the planet. Parties to the UNFCCC have agreed that the global nature of climate change calls for the widest possible cooperation by all countries and their participation in an effective and appropriate international response, with a view to accelerating the reduction of global greenhouse gas emissions.

At its seventeenth session, the Conference of Parties (COP) noted with grave concern the significant gap between the aggregate effect of Parties' pledged mitigation contributions and an aggregate emission pathway consistent with having a *likely* chance of holding the increase in global average temperature below 2°C or 1.5°C above pre-industrial levels.<sup>20</sup> The COP therefore launched a workplan on enhancing mitigation ambition (Workplan) 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.<sup>21</sup>

Nauru welcomes the opportunity to present views on behalf of the 43 members of the Alliance of Small Island States (AOSIS) on options and ways for further increasing the level of mitigation ambition.

### The impact of climate change on small island developing states

#### ***Intergovernmental Panel on Climate Change, 4<sup>th</sup> Assessment Report***

Small islands, whether located in the tropics or higher latitudes, have characteristics which make them especially vulnerable to the effects of climate change, sea-level rise, and extreme events. Sea-level rise is expected to exacerbate inundation, storm surge, erosion and other coastal hazards, thus threatening vital infrastructure, settlements and facilities that support the livelihood of island communities. There is strong evidence that under most climate change scenarios, water resources in small islands are likely to be seriously compromised. Climate change is likely to heavily impact coral reefs, fisheries and other marine-based resources.

Enhancing mitigation ambition is essential in order to minimize adverse and potentially catastrophic effects for all countries, and is particularly critical to preserving the viability and survival of small island developing states (SIDS) and other vulnerable countries. Significant impacts have already been observed in SIDS as a result of less than 1°C warming above preindustrial temperatures, including increased spread of diseases, and more intense floods, heat waves and storms. Damage to homes and communities from sea level rise, saltwater intrusion on agricultural lands and destruction of freshwater supplies are occurring in many SIDS. Kiribati and the Maldives have already lost some of their islands to rising waters, and land loss has been reported in other

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<sup>20</sup> Decision -/CP.17, PP2

<sup>21</sup> Decision -/CP.17, OP7

Pacific Island countries and the Caribbean. Shoreline erosion and flooding has caused major damage to roads, public utilities and households, and saltwater damage to agricultural crops and the freshwater lens has caused severe food and fresh water shortages in a number of low-lying islands.

Millions of the world's inhabitants, particularly in SIDS and other coastal communities, depend on the health of coral reefs and related ecosystems as a primary source of food and income, and for protection from storms, tsunamis and coastal erosion. Thermal stress has caused unprecedented widespread coral bleaching since the 1970s. Rising CO<sub>2</sub> levels is causing ocean acidification and poses another serious threat to coral reefs. It has been estimated that corals around the world will stop growing at an atmospheric CO<sub>2</sub> concentration above 450ppm and start dissolving above 550ppm. A safe concentration for corals would likely be far below 450ppm.

The adoption of a mitigation pathway and aggregate mitigation effort consistent with a limitation of global average surface temperature increases to well below 1.5°C cannot eliminate sea level rise, but it can reduce the rate of rise significantly, providing a greater opportunity for coastal ecosystems and atolls to adapt naturally. Nor can these temperature thresholds guarantee the survival of coral reefs, but they would significantly reduce the risk of complete loss of coral reefs and reduce the frequency and intensity of bleaching, providing greater opportunities for the reefs to adapt to warmer conditions. In sum, while a limit on warming of well below 1.5°C would reduce the likelihood of the most devastating impacts, it would still present serious challenges to ecosystems and human habitation in SIDS and other vulnerable communities worldwide.

### **The ambition gap**

Countries representing over 80% of the world's emissions first put forward mitigation pledges at or soon after COP15 in Copenhagen. These pledges have remained largely unchanged, despite several scientific assessments drawing attention to their inadequacy and the need to increase ambition to meet the below 2°C global goal, **or the stated goal of over 100 countries including AOSIS of well below 1.5°C**. Among these scientific assessments is the recent UNEP "Bridging the Emissions Gap" report,<sup>22</sup> which concluded that there is a large gap between the level of reductions that might be provided by current pledges and the reductions needed if warming is likely to remain below 2°C or well below 1.5°C. For warming to be likely to remain below 2°C, the UNEP report states that global emissions, which were at 48 GtCO<sub>2</sub>e, would need to peak and decline rapidly to approximately 44 GtCO<sub>2</sub>e by 2020. However, with global emissions still growing and projected to reach approximately 56 GtCO<sub>2</sub>e along a business-as-usual path by 2020, reaching this goal will require approximately 12 GtCO<sub>2</sub>e of reductions in 2020.

In contrast with this scientifically determined mitigation requirement of 12 GtCO<sub>2</sub>e, the UNEP report concludes that only 6 GtCO<sub>2</sub>e of reductions would be achieved in the best case scenario based on current pledges, and as little as 2 GtCO<sub>2</sub>e of reductions in less optimistic scenarios.<sup>23</sup>

Two main factors determine whether the higher or lower of these figures is met: (1) whether Parties elect to implement their higher "conditional" or their lower "unconditional" pledges, and (2) whether the loopholes available to Annex I countries, such as the use of surplus AAUs and

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<sup>22</sup> See "Bridging the Emissions Gap", UNEP, November 2011. Available online at: [www.unep.org/publications/ebooks/bridgingemissionsgap/](http://www.unep.org/publications/ebooks/bridgingemissionsgap/)

<sup>23</sup> Note, these results are updated from UNEP's earlier "The Emissions Gap Report" (2010), and present an even more pessimistic picture of the inadequacy of the pledges relative to a 2°C pathway.

lenient LULUCF accounting rules, are effectively eliminated. The UNEP report further notes that there are additional loopholes that the study does not account for, including double counting offsets and non-additional offsets, that would further weaken the impact of the pledged reductions. Ultimately, the UNEP report concluded that the Copenhagen pledges would put the world on a path toward 2.5°C to 5°C of warming by the end of the century; significantly above the agreed global temperature goal.

If emissions are not reduced in line with scientific requirements in the near-term, it would be extraordinarily difficult or impossible to compensate later on. In other words, the chance to achieve the below 2°C and well below 1.5°C goals may be irrevocably lost even before 2020. First, there are positive feedbacks within the climate system (for example, methane release from warming permafrost and from the Arctic continental shelf, and biogenic carbon releases from forest dieback) that, if triggered, could render human efforts to reduce anthropogenic greenhouse gas emissions irrelevant. Second, the steady increase in carbon-emitting infrastructure creates a large financial and political momentum behind a high emission pathway.

The International Energy Agency (IEA) concluded in their “2011 World Energy Outlook” that there is little scope for delaying action to move onto a 450ppm emissions trajectory without having to take the costly and politically difficult steps of retiring energy-related capital stock early. **It is important to note that a 450ppm scenario in their assessment *would not be sufficient to provide a likely chance of holding the increase in global average temperature to below 2°C, let alone well below 1.5°C.***<sup>24</sup> According to the IEA, 80% of the cumulative CO<sub>2</sub> emitted worldwide between 2009 and 2035 is already “locked-in” by capital stock that either exists now or is under construction and will still be operational by 2035. If internationally coordinated action is not taken **by 2017**, the IEA projects that all permissible emissions in the 450ppm scenario would come from the infrastructure then existing, so that all new infrastructure from 2017 until 2035 would need to be zero-carbon, or emitting infrastructure would need to be retired before the end of its economic lifetime to make room for new investments.<sup>25</sup>

The UNEP and IEA reports, along with many others appearing in the scientific literature, underscore the urgent need for countries to increase their efforts to immediately reduce greenhouse gas emissions. **Failure to do so would be catastrophic for all countries and particularly for SIDS and other vulnerable countries and communities around the world.**

### **Further mitigation potential exists to close the gap**

Importantly, however, the UNEP report emphasized that the overwhelming conclusion of global mitigation scenarios is that a wide portfolio of technically and economically viable measures can be taken to close the gap. The ambition gap can be immediately narrowed by resolving some issues regarding the current pledges, which include:

- Implementing the more ambitious “conditional” pledges (potential reduction of 2-3 GtCO<sub>2</sub>e).

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<sup>24</sup> The IEA estimates that an atmospheric concentration of 450ppm would provide only a 50/50 chance limiting average global temperature rise to below 2 degrees. UNEP estimated that a much lower 415ppm is consistent with a *likely* chance (greater than 66%) of limiting temperature rise to below 2 degrees.

<sup>25</sup> International Energy Agency, “World Energy Outlook 2011”, November 2011. Available for purchase online at: <http://www.iea.org/w/bookshop/add.aspx?id=428>

- Minimizing the use of “lenient Land Use, Land Use Change and Forestry (LULUCF) credits” and surplus emission credits (potential reduction of 2-3 GtCO<sub>2</sub>e).

Additional policies and measures to enhance mitigation ambition could include, but are not limited to, the following measures:<sup>26</sup>

- Increasing the global share of renewables in energy supply from roughly 10% at present to 15% by 2020 (potential reduction of 4 GtCO<sub>2</sub>e), or to 20% by 2020 (potential to completely close the ‘ambition gap’).
- Shifting the mix of fossil fuels used in energy production (potential reduction of 0.5 to 1 GtCO<sub>2</sub>e).
- Reducing emissions from international aviation and shipping (potential reduction of 0.3 to 0.5 GtCO<sub>2</sub>e).
- Significantly reducing subsidies for fossil fuels (potential reduction of 2 GtCO<sub>2</sub>e).
- Intensifying energy efficiency improvements offers further potential to close the gap.
- Strong action to reduce emissions from non-CO<sub>2</sub> gases, such as methane and HFCs, as well as other “short-lived climate forcers”, recognizing that negotiations are ongoing under the Montreal Protocol to address some non-CO<sub>2</sub> gases.

### The Workplan

The Workplan on enhancing mitigation ambition must enable the identification and exploration of options for a range of short-term actions that can be put in place to close the ambition gap, with a view to ensuring the highest possible mitigation efforts by all Parties and the delivery of a global mitigation pathway consistent with the limitation of global temperature increases to below 2 degrees and well below 1.5 degrees above pre-industrial levels. AOSIS proposes that the Workplan should also help to facilitate a shared understanding of how Parties can overcome the challenges at the national level that are preventing the development, adoption and implementation of more ambitious economy-wide emission reduction targets by developed countries and NAMAs by developing countries. In addition, Parties that have not yet submitted targets or NAMAs should be encouraged to do so in the context of the Workplan.

Workplan activities in 2012 should include a series of in-session workshops, submissions, and discussions **that culminate at COP18 with the adoption of more ambitious economy-wide emission reduction targets by developed countries and NAMAs by developing countries, 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, that close the ambition gap, along with mechanisms for ensuring the appropriate scope and scale of financial resources, technology transfer and capacity building for NAMAs.**

The Workplan discussions should recall developed country Parties’ commitment under Article 4.2 of the Convention to adopt mitigation policies and measures that demonstrate they are taking the

<sup>26</sup> Potential reductions are drawn from the UNEP “Bridging the Emissions Gap” report (2011); “Joint Report by IEA, OPEC, OECD and World Bank on fossil fuel and other energy subsidies” (2010); and the IPCC “Special Report on Renewable Energy Sources” (2011).

lead in modifying longer-term trends in anthropogenic emissions consistent with the objective of the Convention.

The Workplan should provide meaningful avenues for engagement by observer states, intergovernmental organisations and members of civil society, particularly those with a specific or sectoral focus on greenhouse gas emissions at a significant scale, and those responsible for implementation at a regional, sub-national, or local level.

**In-session workshop on enhancing mitigation ambition and means of implementation**  
*Bonn, 14-25 May 2012*

An in-session workshop on enhancing mitigation ambition is scheduled for the first negotiating session of 2012, separate and apart from the in-session workshops on the clarification of assumptions and conditions associated with the existing pledges -- agreed under a separate Durban decision.

Part 1 of the workshop should include presentations by international experts and research institutes on the results of relevant technical analyses regarding the size of the ambition gap, scale of emission reductions to be achieved by the current pledges by Annex I Parties and Non-Annex I Parties, separately and collectively, and their relative contributions to closing the gap. This should be followed by presentations on options and ways that may be identified to close this gap. In organizing this workshop, the secretariat should ensure a balanced geographical participation of experts and organizations.

In AOSIS's view, it would be appropriate to invite, among others, representatives of:

- UNEP on the ambition gap and the scale of Annex I and Non-Annex efforts to close it;
- the IPCC and FAO on potential climate change impacts from temperature increases projected from current aggregated mitigation pledges;
- the International Energy Agency (IEA);
- the IPCC, REN-21 and IRENA on findings of the IPCC's Special Report on Renewable Energy (SRREN) and REN-21's Renewables Global Status Report (GSR 2011); and
- ICAO and IMO on existing and potential mitigation measures for the international shipping and aviation sectors that will help close the ambition gap.

For Part 2 of the workshop, Annex I Parties should be invited to make presentations based on their national circumstances regarding the following:

1. Domestic policies and measures that would enable them to raise the level of ambition of their current economy-wide emission reduction targets and pledges and/or overperform on existing targets, including (a) increasing the share of energy derived from renewable sources, (b) increasing energy efficiency, (c) reducing subsidies for fossil fuel, (d) accelerating the retirement of fossil fuel intensive infrastructure, (e) shifting the mix of fossil fuels used in energy production, and (f) other policies and measures identified by Parties;
2. The emission reduction potential of such policies and measures, including their aggregate contribution toward closing the ambition gap (in GtCO<sub>2</sub>e); and

3. The financial, technological, legal and other constraints preventing the adoption of such policies and measures.

Non-Annex I Parties, observer states, intergovernmental organisations, and members of civil society, particularly those with a specific or sectoral focus on greenhouse gas emissions at a significant scale, should also be provided the opportunity to make presentations related to raising the level of ambition of Annex I economy-wide emission reduction targets.

For Part 3 of the workshop, Non-Annex I Parties should be invited to make presentations based on their national circumstances regarding the following:

1. The means of implementation required, including finance, technology and capacity building, that would enable individual Parties to develop and implement new, more ambitious NAMAs and/or overperform on existing NAMAs;
2. Domestic policies and measures that would comprise such NAMAs, which may include as appropriate (a) increasing the share of energy derived from renewable sources, (b) increasing energy efficiency, (c) reducing subsidies for fossil fuel, (d) accelerating the retirement of fossil fuel intensive infrastructure, (e) shifting the mix of fossil fuels used in energy production, and (f) other policies and measures identified by Parties;
3. The emissions reduction potential of such NAMAs (in GtCO<sub>2</sub>e), including their aggregate contribution toward closing the ambition gap;
4. Any other constraints preventing the adoption of such NAMAs.

Annex I Parties, observer states, intergovernmental organisations, and members of civil society, particularly those with a specific or sectoral focus on greenhouse gas emissions at a significant scale, should also be provided the opportunity to make presentations related to raising the level of ambition of Non-Annex I NAMAs.

For Part 4 of the workshop, Annex I Parties should be invited to make presentations regarding the potential scale and nature of financial resources, transfer of technology and capacity building to be made available by Annex I Parties for enabling NAMAs, as well as the current challenges and constraints related to the provision of such means of implementation.

The in-session workshop should include time for questions and answers. The workshop should seek to identify and narrow the options and range of actions that can close the ambition gap with a view to ensuring the highest possible mitigation efforts by all Parties. The secretariat should be requested to prepare a synthesis report on the workshop after its completion.

#### **Submissions by Parties to further elaborate on opportunities to enhance existing mitigation ambition and means of implementation**

*16 July 2012*

Parties, observer states, intergovernmental organisations, and members of civil society should be invited to elaborate in submissions on the information presented at the May in-session workshop, as well as respond to the synthesis report of the Secretariat. These submissions should be compiled by the Secretariat and posted on the UNFCCC website.

#### **Ministerial conference on enhancing mitigation ambition and means of implementation**

*New York, September 2012*



A ministerial conference should be convened in the margins of the sixty-seventh session of the United Nations General Assembly to provide a forum for high-level representatives of Annex I and Non-Annex I Parties to consider new, more ambitious economy-wide emission reduction targets and NAMAs respectively, and provision by Annex I Parties of financial resources, technology transfer and capacity building for NAMAs. Discussions should focus on the new economy-wide emission reduction targets and NAMAs Parties are prepared to consider, as well as any challenges or constraints to their development, adoption and implementation.

**High-level engagement on enhancing mitigation ambition and means of implementation**  
as necessary

Drawing upon the in-session workshops and relevant work in other forums, AOSIS proposes further high-level engagement as needed to consider and take decisive action to increase mitigation ambition. Discussions should focus on more ambitious targets and NAMAs, as well as any challenges or constraints to their development, adoption and implementation.

**In-session workshop and negotiations on enhancing mitigation ambition and means of implementation**

*location TBD, October 2012*

A second workshop at an October session should be organized for Annex I and Non-Annex I Parties to consider the synthesis report of the first in-session workshop and results of the Ministerial Conference with the aim of narrowing down the options of Parties to enhance the mitigation ambition of their targets and NAMAs. The workshop should be followed immediately by negotiations during the October session towards an outcome at COP18.

**Ministerial Pre-COP**

*Seoul, November 2012*

Drawing on the results of the second in-session workshop, the Ministerial Pre-COP should provide Annex I and Non-Annex I Parties the opportunity to further propose more ambitious economy-wide emission reduction targets, pledges and NAMAs.

**COP18**

*Doha, November 2012*

Annex I and Non-Annex I Parties should adopt new, more ambitious economy-wide emission reduction targets and NAMAs respectively, 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.

**The Workplan in 2013 and beyond**

A similar series of submissions, workshops, and discussions is likely to be needed beyond 2012 to continue to identify ways to ramp up mitigation ambition quickly and cost effectively and to address the challenges and constraints that continue to inhibit the development and implementation of more ambitious economy-wide emission reduction targets and NAMAs. The Workplan should continue in a progressive and iterative approach, with a view to enhancing mutual confidence and creating an upward spiral of mitigation ambition.

## Schedule of activities

<b>Activities in 2012</b>	<b>Date (location)</b>
In-session workshop on enhancing mitigation ambition	14-25 May (Bonn)
Synthesis report by the secretariat summarizing the workshop	15 June
Submissions to further elaborate on opportunities in Annex I Parties to enhance mitigation ambition	16 July
Submissions to further elaborate on opportunities in non-Annex I Parties to enhance mitigation ambition and the means of implementation required	16 July
High-level conference on enhancing mitigation ambition	September (New York)
In-session workshop on enhancing mitigation ambition	October (TBD)
Pre-COP Ministerial Meeting	November (Seoul)
Adoption of higher ambition economy-wide emission reduction targets and NAMAs (and second commitment period quantified economy-wide emission reduction commitments for Annex I KP Parties)	Nov-Dec (Doha)

<b>Activities in 2013 and beyond</b>	<b>Date (location)</b>
Submissions on additional opportunities in Annex I Parties to enhance mitigation ambition	early March
Submissions on additional opportunities in non-Annex I Parties to enhance mitigation ambition and means of implementation required	early March
In-session workshop on enhancing mitigation ambition	June (Bonn)
Synthesis report by the secretariat summarizing the workshops	mid-June
Submissions to further elaborate on additional opportunities in Annex I Parties to enhance mitigation ambition	mid-July
Submissions to further elaborate on additional opportunities in non-Annex I Parties to enhance mitigation ambition means of implementation required	mid-July
High-level conference on enhancing mitigation ambition	September (New York)
In-session workshop and negotiations on enhancing mitigation ambition	October (TBD)
Pre-COP Ministerial Meeting	November (TBD)
Adoption of higher ambition economy-wide emission reduction targets and NAMAs (and second commitment period quantified economy-wide emission reduction commitments for Annex I KP Parties)	Nov-Dec (TBD)

**New Zealand Submission to the Ad Hoc Working Group on the  
Durban Platform for Enhanced Action:**

***Views on options and ways for further increasing the level of global ambition***

**March 2012**

1. This submission responds to the invitation contained in document FCCC/CP/2011/L.10, paragraph 8 requesting Parties to submit their views on options and ways for further increasing the level of global ambition. Paragraph 6 of the above document also states that the process to raise the level of global ambition shall be informed, inter alia, by the Fifth Assessment Report (AR5) of the Intergovernmental Panel on Climate Change, the outcomes of the 2013–2015 review and the work of the subsidiary bodies. In New Zealand's view it is prudent at this time to take stock of the Durban outcome and the body of work to be implemented to give effect to increased efforts by all in the future.
2. New Zealand considers that there are a number of elements that can contribute to discussions of more ambitious outcomes:
  - a) Focusing on bedding in new processes and supporting them well, particularly the biennial reports and IAR/ICA.
    - i. Regular reporting and review of countries' commitments and actions will build confidence that all countries are doing what they said they would do and incentivise all countries to meet their existing commitments and potentially increase their ambition.
    - ii. Also the process of reporting and review can help highlight what has worked and what has not, which can help improve the choice and implementation of various policies and actions.
    - iii. Furthermore, understanding what other Parties are doing helps to build domestic support, which is a critical factor in making the case for greater global ambition.
  - b) Focusing on the implementation of current pledges and encouraging Parties that have not yet made mitigation pledges to do so. The clarification of all countries' pledges will enable more accurate evaluation of levels of commitments and therefore build trust and understanding amongst Parties and improve understanding of what additional mitigation is required, noting Parties will need to be given time to put in place domestic policies.
  - c) Considering actions in specific sectors and/or regional initiatives, such as reform of inefficient fossil fuel subsidies. IEA and OECD research indicates that removing subsidies could reduce global carbon dioxide emissions by up to 10% by 2050. This would make a substantial contribution to reaching the level of global ambition required to keep global warming below 2 °C above pre-industrial levels.
  - d) Encouraging participation in carbon markets as a cost-effective means to meet mitigation commitments. Also, greater confidence in the international carbon market could result in increased ambition for all Parties, greater flows of private finance to developing countries,

and greater involvement by the private sector. Increased confidence will be particularly important in the period 2013 – 2020 as it is likely to be one of flux, with Parties undertaking mitigation commitments both in a second commitment period under the Kyoto Protocol and outside of it.

One way to provide this confidence is through the development of frameworks to balance both the need for environmental integrity and fungibility of units, and New Zealand welcomes the decision by Parties at COP 18 to consider such a framework. New Zealand believes a declaration model for market mechanisms provides this balance and looks forward to working in the AWG-LCA to develop this concept further. Parties also agreed to the development of a new, UNFCCC-administered market mechanism to assist Parties to meet their mitigation commitments and therefore increase their level of ambition. New Zealand again welcomes this decision and will work constructively to see it developed further, but notes this mechanism alone is unlikely to provide the market with the confidence it requires in this transitional period.

- e) Identifying innovative ways to involve the private sector in decisions around 'green investments' and as a driver for increased research and development of the technologies that will be needed to make more ambitious reduction targets practical and affordable.
- f) Determining what information is required in order to make decisions on the level of ambition (in addition to the AR5, the outcomes of the 2013-15 review and the work of the subsidiary bodies).
- g) Encouraging agreements outside of the UNFCCC process at the multilateral, plurilateral and bilateral level where actors have shared interests around issues such as development, trade, human rights, energy, or food security.
- h) Encouraging further cooperation through development and adoption of science, research, technology and innovation to develop and disseminate new mitigation technologies. For example, the Global Research Alliance on Agricultural Greenhouse Gases<sup>27</sup> aims to deepen and broaden mitigation efforts across the agriculture sector through research, development and extension of technologies and practices that will help deliver ways to grow more food (and more climate-resilient food systems) without growing greenhouse gas emissions. While not directly connected to the climate change negotiations, it is an example of how a parallel process and initiative can supplement the work of the UNFCCC to achieve desired outcomes.

3. New Zealand shares the desire and determination of others to hold the increase in global average temperature below 2 °C above pre-industrial levels. We acknowledge that while the UNFCCC has a distinct role and may be the best place to agree a long-term global goal and to reflect commitments to reduce GHG emissions, there are other actors that have a role to play as well. Any discussion of options and ways for further increasing the level of global ambition should consider the interrelationships between the UNFCCC and outside processes, to ensure that they are mutually supportive. To that end we would encourage increased dialogue with the private sector, intergovernmental organisations and international think tanks.

4. New Zealand looks forward to engaging on these issues with other Parties.

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<sup>27</sup> <http://www.globalresearchalliance.org/>

## Paper no. 14: Norway

### Norway

#### Submission to the Ad Hoc Working Group on the Durban Platform for Enhanced Action: Workplan on enhanced ambition

March 2012

#### Overall approach

- We welcome the decision in Durban, to launch a workplan on enhancing mitigation ambition.
- Decision x/CP.17 clearly states that there is a significant gap between the aggregate effect of Parties' mitigation pledges in terms of global annual emissions, and the emission level that is required to have a likely chance of keeping global warming below 2 degrees Celsius.
- The pledges put forward so far, and the analyses that have been done, relate to emission reductions up to 2020. The most recent UNEP analysis suggests that up to 2020, there is an emissions gap of 6-11 Gigatonnes of CO<sub>2</sub> equivalents relative to what is required to keep global warming below two degrees. It is therefore urgent to seek and explore all possible options for further emission reductions.
- We are all committed to ensure that the most recent science shall prevail. This must also apply in full to the new agreement. The new agreement must be based on emissions pathways that can ensure that global warming is limited to below 2 degrees. It must be designed in a way that promotes sufficient and lasting emission reductions, and transformation to low-emission societies.
- On this basis, our understanding is that the emission gap referred to in draft decision x/CP.17 relates to the emission pathways foreseen from now, up to 2020 and beyond 2020. The workplan on enhancing mitigation ambition must therefore address both options for actions that can result in higher mitigation actions before 2020, and actions that can further secure that emissions pathways after 2020 are consistent with limiting global warming to below 2 degrees (2 degree target).
- Activities under the workplan should contribute to the overall knowledge basis for development of the new agreement. Through increased understanding of the emissions gap, options to close the gap and sharing experiences on efficient climate policies, the workplan can provide input to the negotiation process.
- In our view, we can achieve the highest possible ambition for global emission reductions by further developing carbon markets that put a price on greenhouse gas emissions while aiming at a global market. Insights and results from common work on how to increase ambition should contribute to the development of a robust and accountable global carbon market.

#### Understanding the emissions gap

- Information in the IPCC 4<sup>th</sup> Assessment Report (IPCC AR4), followed by several assessments further elaborating and strengthening the findings, including the UNEP report "Bridging the

emissions gap”, the report from PBL, Netherlands "Meeting the 2 degree target: From climate objective to emission reduction measures" and the EU reference document "Scientific Perspectives after Copenhagen", clearly illustrates that there is a gap between the pledges for 2020 and the 2 degree target.

- The earlier EU assessment had an interpretation of the current pledges, which left a gap of 2-6 Gigatonnes of CO<sub>2</sub> equivalents, according to the EU assessment. The most recent report from UNEP shows an emissions gap between 6 and 11 Gigatonnes of CO<sub>2</sub> equivalents. Excluding the conditional pledges and other optimistic scenarios, the gap in 2020 is approximately 10 Gigatonnes of CO<sub>2</sub>-equivalents.
- Delays in the needed emissions reductions will in turn make it more costly and challenging to reduce the emissions after 2020 in line with the 2 degree target, and in some cases nearly impossible. For the upcoming IPCC 5<sup>th</sup> assessment report (IPCC AR5), new stabilization scenarios are developed, giving more precise information.
- For the period 2020-2050, there will still be a need for steep reductions in emissions, even if the period up to 2020 follows emission pathways consistent with a likely chance of meeting the 2 degree target. In such a case, the aforementioned UNEP report indicates a need for average annual reduction rates of CO<sub>2</sub> from energy and industry between 2020 and 2050 of around 3 per cent, and global 2050 emissions that are 50-60 per cent below their 1990 levels.
- Several of the investments made in the coming years will have a lifetime of 20-30 years. This will strongly influence post-2020 emissions. Altogether, this illustrates that additional actions taken in the period up to 2020 are crucial if we are to have a likely chance of meeting the 2 degree target.
- In developing pre-2020 mitigation strategies, it is important not only to reduce the emissions by 2020, but also that these measures contribute to the needed transition to a low emission society. Short term mitigation must also make the 2 degree target feasible in the longer run. Early implementation means that countries can take advantage of the benefits from ambitious climate policies over a longer time period. Development and implementation of robust, cost-effective low emission development strategies are therefore key tools.
- It is still uncertain which emission sources and sinks are covered by the mitigation pledges up to 2020, e.g. which greenhouse gases are included, and which terrestrial and marine sources and sinks. It is crucial to increase the certainty of what the expected emissions outcome of the mitigation pledges will be, and to have greater clarity on the conditions for increasing Parties' ambitions. Further work on clarification of the pledges, and how they should be accounted for, should be part of the workplan.
- Emissions from international transport also need to be addressed effectively. Hence, it will also be important how these sources are handled and additional efforts related to these sources may have impact on the above mentioned gap.

#### Activities under the work plan and Options to be explored

- In the near term, the need for enhanced mitigation efforts should be met by using several strategies. The objective of the workplan is to unleash the maximum mitigation effort, and achieve emission levels that are consistent with 2 degree pathways. The workplan should

provide insights and experiences that can benefit negotiations of the new agreement, but not be the arena for negotiations themselves.

- The workplan should focus on catalyzing action. We suggest that the work is organized in a simple way that facilitates contact and activities between Parties. In-session workshops and technical briefings could be accommodated during negotiating sessions. The secretariat could have a coordinating role.
- An open and informal arena, where Parties can present their plans and ideas for further mitigation action, seek partners and seek ways to enhance existing initiatives, should be the main format. This format could allow upscaling of existing initiatives, and development of new ones. The workplan should also give further insights into the costs of various mitigation options, their cost-effectiveness and possible financial sources.
- Organisations and institutions outside of the UNFCCC should be invited to participate in workshops and contribute with their expertise and experiences. On the general level this includes *inter alia* OECD, IEA, WB and IMF. In particular this relates to e.g. the World Banks Partnership for Market Readiness and similar expertise on developing carbon markets, the IMO and ICAO on developing efficient emission reduction policies for international shipping and aviation, and other specialized agencies and institutes that can have experiences on the development and implementation of mitigation strategies.
- Scientific and technical analyses and reports should also be presented to stimulate discussion, to inform Parties and to enhance possible joint work. The 4<sup>th</sup> Assessment Report of the IPCC continues to be an important foundation for scientific knowledge, as do several other assessments which further elaborate the findings in the Assessment Report. Presentations and submissions of scientific findings, plans, roadmaps, development of policy instruments and initiatives could be the starting point for further joint work among interested Parties. Parties should be encouraged to arrange follow-up activities and meetings also outside the negotiations.
- If we are to increase the ambitions up to 2020, we will have to address existing emission sources. Certain sectors have, by virtue of their size or the nature of their production methods, large mitigation potential e.g. industrial sectors such as alumina and chemicals and the power sector.
- Beyond 2020, we must avoid that investment decisions made today lock-in future emissions. The IEA have estimated that if action is delayed until 2015, emissions from the power sector alone will overshoot the trajectory of their 450 ppm Scenario. These additional emissions must be offset by reductions later in the period. Postponing the compensating abatement until after 2035 means that emissions would have to become negative. We will face similar challenges in other sectors. Existing emissions sources and how to avoid a locked-in future should be addressed in the work plan.
- Putting a price on emissions is the most efficient way of ensuring emission reductions as well as stimulating development of low-emission technologies. This goes for carbon markets as well as other forms of results-based finance (payments for emission reductions). A predictable and

robust carbon market, based on high ambitions and common rules, should be a key outcome of the new agreement. The workplan can contribute to this by increase understanding of the conditions for developing a market for pricing of greenhouse gas emissions, sharing of practical experiences and serving as a launching pad for pilot efforts.

- Two main approaches could be pursued under the workplan; country- and regional-led strategies, and global strategies. They are also interlinked, in particular through the international carbon market. These two approaches are further described below.

### **Country- and region-led strategies:**

- The mitigation pledges at country-level, as formulated in decision 1/CP.16, contain a range of mitigation targets and actions. It is important to achieve the highest potential from the mitigation efforts currently envisaged. Options include:
  - Clarification of what the actual emission reduction effect of the current pledges will be, up to 2020. A robust system of accounting is needed for this. The workplan could serve as a platform to identify the scope of accounting that is needed up to 2020.
  - Parties can increase ambition by moving to upper ranges of their current pledges. The conditions for this should be further clarified, in order to increase ambition.
  - Parties can present additional targets and actions for mitigation, as well as possible support needed for implementing further mitigation actions.
  - Options for over-achievement: how Parties can increase or over-achieve the targets and actions that are currently planned. This could be through e.g. more efficient provision of support and technology transfer, through the development of broader carbon markets etc.
- Furthermore, Parties should have the opportunity to present new targets and actions, information on climate strategies and the implementation of these. This can also include information from Parties that haven't submitted targets and actions earlier.

### **Global strategies:**

- Enhancing Parties' individual targets and actions alone may not deliver the necessary mitigation efforts up to 2020. Furthermore, an overall role of the UNFCCC and the workplan should be to stimulate more action collectively, than the sum of individual actions by Parties. This can be achieved through collaborative efforts and partnerships, as well as through mechanisms and systems in an UNFCCC framework. The workplan should stimulate collaborative efforts with a view to catalyzing action, without necessarily developing new mechanisms or frameworks under the UNFCCC. Any new mechanisms should be negotiated under the Ad Hoc Working Group for the Durban Platform.
- Global strategies will be necessary and should be a major part of the work. We propose that the workplan includes a number of concrete options for collaborative efforts in mitigation. We have provided some suggestions further below.



- Options for increased action should be sought in fields with a large potential for mitigation, before 2020 and in the longer term. For instance, the mitigation potential of REDD+ is significant and crucial in the near term, while this potential would gradually disappear if we wait until after 2020. Reduced emissions from short lived climate forcers such as black carbon, is another area where early action can have a significant effect on global warming. Mitigation options where early action can also stimulate an earlier shift to low emission development would be important, as such options also will have a long-term impact on emission pathways.
- We suggest that the following options should be the subject for further discussion and analysis:
  - **Enhancing the global carbon market**
    - The use of market based mechanisms will enable more ambitious targets for emission reductions as resources can be used more efficiently. The application of a price on GHG emissions, which is inherent in market-based mechanisms, will give a strong incentive for cost-effective emission reductions, as well as stimulate development and deployment of climate-friendly technologies. The existence of market based mechanisms, allowing for international trade in GHG emission allowances is a premise for many countries' national targets, including Norway's national target for emission reductions pledged under the Copenhagen Accord.
    - Market based mechanisms can be an effective way of deepening targets, implementing further emission reductions in developing countries, and provide opportunities for international financing of nationally appropriate mitigation actions.
    - Sharing of experiences and technical information related to the functioning of carbon markets, clarification of the conditions that must be in place to ensure market efficiency and discussions on how a more global approach can be developed, should be addressed as part of the way forward for higher ambition.
  - **Increased use of result based financing**
    - Result-based financing, in the form of payments for verified emission reductions at the sector- level relative to a baseline, has the potential to incentivize governments to create an improved environment for commercial investments and needs to be explored. Putting a price on GHG emissions is the best way of mobilizing private finance (be it through market mechanisms or other mechanisms to provide results-based finance (payments for tCO<sub>2</sub>/year). Rather than attempting to identify specific projects to co-finance with private investors, a carbon price makes all companies take into account the social cost of GHG emissions in their decision making. Support should be provided to developing countries for introducing GHG pricing.

- By providing a strong incentive linked to actual emission reductions, results-based financing has the potential to speed up planning and implementation of mitigation in the short term. The workplan should facilitate joint efforts to scale-up results-based financing through coordination of initiatives, sharing of experiences and practices for methodologies and implementation.
- **Phasing out harmful fossil fuel subsidies**
  - Fossil fuel subsidies are an impediment to effective strategies to combat climate change, as they remove existing incentives to emission reductions through reduced consumption of fossil fuels, and prevent the development of new incentives such as a carbon price.
  - The International Energy Agency, in its World Energy Outlook 2010, estimated that a complete phase-out of fossil fuel subsidies would reduce CO<sub>2</sub> emissions by 5.8 per cent, or 2 Gigatonne (Gt), by 2020. This would give a significant contribution to closing the emissions gap.
  - Removal of fossil fuel subsidies will also be a forward-looking strategy, and give a predictable and strong signal for transformation to low-emission development.
- **Enhanced efforts for transformation of energy use**
  - Energy use accounts for about 60% of global greenhouse gas emissions. Unless further measures are taken, emissions from energy use are projected to increase considerably. There is a considerable potential for mitigation measures related to energy use, in the power sector, industries and residential sector. Analyses by the IPCC and the IEA identify increased share of renewable energy, increased energy efficiency and use of carbon capture and storage as key measures to enable a global emissions pathway in line with the two degree target.
  - Transformation of energy use is key for enabling a low-emission development pathway. Large existing emissions and sources must be addressed, while also developing strategies for to avoid lock-in of high-emission technologies.
  - Access to energy is also a major development concern. A number of initiatives exist, to support developing countries' efforts to increase access to energy and at the same time limit greenhouse gas emissions. Activities under the work plan should seek to enhance collaboration of such initiatives as well as facilitate sharing of experiences in developing and implementing low-emission strategies.
- **Reducing emissions from deforestation and forest degradation**
  - We will neither achieve the 2 degree target – nor the agreed goal to slow, halt and reverse forest cover and carbon loss in developing countries – without rapidly scaling up REDD+ actions and finance. A functional incentive structure to finance the full implementation of the agreed REDD+ mechanism cannot wait

until 2020 (See also our separate submission on Results-based finance for REDD+).

- REDD+ is about much more than payments for carbon. Yet, REDD+ will never reach the scale required unless we rapidly correct the fundamental market failure that drives deforestation (carbon has no market value and emissions no cost) by putting in place a global value ('price signal') on forest carbon. This is true irrespective of source of finance. A credible and predictable demand for emission reductions is the best way to mobilize and redirect private finance towards sustainable preservation and use of forests, to clean up supply chains and to motivate important governance reforms. The work on reducing emissions from deforestation and forest degradation has been successful and resulted in considerable emission reductions. However, there is an untapped potential for further emission reductions. Strengthened implementation of REDD+ can give considerable additional emission reductions before 2020. The workplan should include consideration of increased action for reduced deforestation, based on results-based financing
- **Reduce emissions of HFCs.**
  - HFCs now constitute around 3 per cent of global greenhouse gas emissions. These emissions are rapidly increasing. UNEP has estimated that HFCs could constitute between 7 and 19 per cent of global CO<sub>2</sub>-equivalents by 2050, if present trends continue (UNEP 2011. HFCs: A Critical Link in Protecting Climate and the Ozone Layer).
  - The projected substantial increase in emissions of HFCs partly follows from the phasing-out of HCFCs under the Montreal Protocol. However, it is technically feasible and highly cost-effective to substitute HCFCs with other gases than HFCs. This could reduce present emissions and avoid the rapid growth in emissions. The workplan should include concrete options to address HFC emissions and stimulate further action.
- **Reducing emissions of black carbon and other short-lived climate forcers**
  - Black carbon and other short-lived climate forcers are crucially important in limiting short-term global warming. The UNEP/WMO report Integrated Assessment of Black Carbon and Tropospheric Ozone: Summary for Decision makers (2011) has estimated that an effective reduction in global emissions of short-lived climate forcers can reduce actual global warming by around 0.5 degrees Celsius, by 2050. This can be a critical contribution to limiting global warming to below 2 degrees. While the effect of reducing emissions of short-lived climate forcers can be a crucial contribution to limiting global warming, it does not replace the need for reductions of emissions of CO<sub>2</sub> and other long-lived greenhouse gases. Concrete actions should be facilitated based on the options in the UNEP/WMO report and country- and region-driven initiatives to reduce these emissions.

## Taking the work forward

- Activities under the workplan should both result in increased mitigation action before 2020, and contribute to ensuring that the new agreement to be in force in 2020, is sufficient ambitious to limit global warming to below 2 degrees.
- Increased experience in developing and implementing mitigation actions, individually and jointly, can serve as important input to the negotiations of the new agreement under the Durban platform in two ways:
  - a. Further analysis of the emissions gap, clarification of the current mitigation pledges, how they should be accounted for and of the implementation of activities will give a better understanding of how much mitigation will be undertaken before 2020.
  - b. Provide input to how the new agreement can achieve the necessary level of ambition according to science. In particular, how the global carbon market can be an efficient instrument for enhanced mitigation efforts.
  - c. Activities can be scaled up in the 2012-20 period, provide lessons and serve as pilot models for a broad, ambitious and legally binding agreement.

**Submissions from Pakistan**

**Item No. 6:**

**Establishment of Ad hoc Working Group (AWG) on the Durban Platform for Enhanced Action**

**Response:**

Pakistan recognizes the importance of Ad hoc Working Group on the Durban Platform for Enhanced Action (AWG-DP) for launching a process to develop a new Protocol, with legal binding instrument applicable to all parties under the Convention by 2020. Pakistan is of the view that future work of the AWG-DP should be guided by the cardinal principles of the Convention i.e. common but differentiated responsibilities and respective capabilities (CBDR); equity and transparency.

Pakistan supports the idea of holding an in-session workshop at the first negotiating session in 2012 wherein the options for considering ways to increase the level of ambition will be explored based on the above stated principles.

**Item No. 7:**

**Methodological guidelines for activities relating to reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in Developing countries (SABSTA.)**

**Response:**

**1. Drivers of Deforestation and forest degradation**

In Pakistan majority of natural forests is either privately owned or heavily burdened with legal rights of local people. historically local communities, particularly in Gilgit Baltistan and Khyber-Pakhtunkhwa provinces depends on Forests for livelihood and other forest products for sustaining their life. While addressing drivers of deforestation and degradation in Pakistan's perspective, direct correlations with poverty and sources of livelihood must be essentially established. some recent studies ,e.g. one conducted by Swiss NGO Inter- cooperation revealed that the wood extracted from deforestation hotspots was largely consumed as fuel .however detailed analysis are required on drivers of deforestation at National level are planned to be under taken in the readiness phase

**2. Land tenure and governance**

Legally, Pakistan has four categories of forests including Reserve Forests (RF), Protected Forests (PF), communal and private forests. The RFs are free of public rights and as such are under the least threat of deforestation and forest degradation. Whereas PF and communal forests are burdened with public rights as legally dictated. The legal right holders are unwilling to give-up their rights unless positive incentives are provided. The last category i.e. private forest is under severe threat of deforestation and degradation because the owners solely depend on these resources for livelihood. Forest governance issues are therefore essentially linked with the socio economics of forest communities.

### **3. Gender, Safeguards**

As a policy matter Pakistan supports women empowerment and integrates gender in the programs of all economic sectors, however in REDD+ distribution of credits and benefits on the basis of gender is a complicated issue. Detailed studies are required in specific forest areas in conjunction with REDD+ project development cycle. Pakistan organized a national workshop on REDD+ safeguards which unanimously recommended implementation of all safeguards narrated in Appendix-I, in particular those regarding restricting conversion of natural forests, promotion of native species, involvement of local and indigenous communities in planning, implementing and monitoring of REDD+ activities.

### **4. Robust and Transparent national forest monitoring system as referred in paragraph 71 (c)**

Presently, Pakistan has no centralized forest reporting system. However, provincial and local authorities have adopted monitoring systems of diverse specifications including field based surveying and remote sensing based monitoring. Pakistan strongly recommends a harmonized and standardized forest monitoring system for the sake of transparency in REDD+ activities. The national forest monitoring system requires approved methodologies backed with technical resources and capacity building of stakeholders, with the support of bilateral and multilateral financing agencies.

Paper no. 16: Saudi Arabia

**SUBMISSION BY SAUDI ARABIA**

*February 28, 2012*

**Ad Hoc Working Group on the Durban Platform for Enhanced Action**  
**Views on options and ways for further increasing the level of ambition**

Saudi Arabia welcomes this opportunity to submit its views on options and ways for further increasing the level of ambition as contained in the document FCCC/CP/2011/L.10, paragraph 8 of the Establishment of an Ad Hoc Working Group on the Durban Platform for Enhanced Action. At the outset, it is important to emphasize that the need to increase the level of ambition originated from Cancun COP16 decision. The analysis of the emission reduction goals that have been pledged by developed countries at Copenhagen COP15 clearly showed that the total of these goals amounted to reduction of 12-18%. This was recognized as being far below the required reduction to achieve the goal of a 2 degree limit on temperature rise.

The Cancun COP16 decision however was clear in that raising the level of ambition is required from developed countries, where the decision *urged* developed country Parties to increase the ambition of their economy-wide emission reduction targets, with a view to reducing their aggregate anthropogenic emissions of carbon dioxide and other greenhouse gases not controlled by the Montreal Protocol to a level consistent with the Fourth Assessment Report of the Intergovernmental Panel on Climate Change;

Hence, raising the level of ambition is not a requirement from all parties. It is thus important to maintain that clarity about the need for developed countries to increase the level of ambition in their reduction goals.

Following the clear development of the discussion on the need to increase the level of ambition, it is important to address and reach understanding on important factors that will contribute to such efforts, and advance discussion and objective of the workshop on this matter,

1. The efforts to address the climate change cannot be evaluated in the absence of clear recognition that the fundamental cause of the problem is the fact that the largest share of historical global emissions of greenhouse gases has been caused by Annex I countries. Accordingly, Annex I countries have the obligation to take the lead in the efforts to mitigate climate change. It may be essential to define and understand what is meant by taking the lead. As specified in the Convention, and acknowledged by Parties, there is a clear understanding taking the lead means that:
  - Annex I countries have to reduce emissions, and provide assistance to non-Annex I countries to help them contribute the climate change combating efforts and address the social and economic challenges faced by climate change.
  - Following from the origins of this discussion, the efforts should aim at meeting certain climatic objectives. According to IPCC Fourth Assessment Report published in 2007, in order to limit the temperature increase to 2°C, Annex I countries are

required, by 2020, to reduce their emissions by 25-40% from 1990 level, while non-Annex I countries need to show deviation from baseline. However, according to several reports, the reduction targets for 2020 that were submitted by Annex I countries average between 12 to 18%, which is far below even the minimum level as recommended by IPCC. In addition, according to a study<sup>28</sup> of several reports, Annex I pledges were consistently lower than non-Annex I pledges.

2. Parties have also agreed in the Convention that it is imperative to acknowledge that the share of global emissions originating in non-Annex I countries will have to grow in order to meet their developmental needs. Nonetheless, and while meeting their developmental needs, there may be opportunities in non-Annex I countries to contribute voluntarily to global emission reduction efforts, with the understanding that these contributions and actions are within the context of their sustainable development and based on their national priorities. This can be achieved where such contributions and actions are conditioned on receiving financial support, technology transfer and capacity building from Annex I countries.

Based on the above important points, it is important that the workshop that will be held in May 2012 builds understanding, discusses and elaborates on the following questions in order to allow a further discussion on increasing, or even setting a level for, “emission reduction ambition”:

- How to address historical responsibility?
- Building on historical responsibilities, how to integrate the climatic objectives within the context of sustainable development along with the short and long term goals?
- How much more is expected from developed countries, to meet their historical responsibility?
- How to address developing countries sustainable development goals?
- What is the expected type and level of enablers (means of implementation) to facilitate contributions from developing countries to reaching the desired level of ambition? (in terms of financing, technology transfer and capacity building)
- Is there a gap between the required enablers (means of implementation), and the enablers that are pledged? If so, what is being done to address this gap?

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<sup>28</sup> SEI, Comparison of Annex I and non-Annex I pledges under the Cancun Agreements, S. Kartha and P. Erickson, 2011.



## Paper no. 17: Swaziland on behalf of the African Group

### Work plan on options and ways for further increasing the level of ambition in accordance with Decision 1/CP.17, paragraph 8

#### Elements of African Group submission, through the chair (Swaziland)

##### Introduction

- Climate change as greatest challenge of our time
- Historical responsibility of developed countries and the agreement that they should take the lead in dealing with climate change.
- Requirements of mandate in paragraph 8, Decision 1/CP.17
- Quote by AMCEN on scale and urgency of challenge
- This proposal offering preliminary elements by the AGN on the work plan
- The principles and provisions of the UNFCCC to guide the formulation and implementation of the work plan, in particular principles of equity, Common but Differentiated Responsibilities and Respective Capabilities.
- Needs identified by developing countries are the basis to guide the support provided to them.

##### Climate impacts

- Africa is already suffering major impacts from climate change
- Already in 2010 Africa experienced warming well above global average
- Effects are already manifest such as drought in Horn of Africa, desiccation of Lake Chad etc
- Science suggests warming as little as 1.5C could see massive crop losses, and impacts on water, infrastructure, health, ecosystem and other areas
- Warming must be limited to “well below 1.5C” as confirmed by African Ministers
- The modest contribution of Africa in the global emissions

##### Closing the ambition gap

- Major gap between globally agreed goals of 2C (and review to 1.5C) and current pledged mitigation
- Pledges by developing countries (5Gt) exceed those of developed countries (4Gt)
- Pledges by developed countries smaller than loopholes (4Gt) meaning they may make no net contribution to a 2/1.5C goal by 2020
- Need to agree global carbon budget along with equitable access to sustainable development/atmospheric space
- Emissions gap of around 12-14Gt to be closed to keep world on path for 2/1.5C, with burden to be shared equitably between developed and developing countries
- Need to scale up mitigation ambition particularly by developed countries, which must demonstrate they are “taking a lead”, and access to means of implementation, as required by African Ministers

- Developed countries should commit to the higher pledges “Conditioned pledges as stated in SBI document”
- Predictable, sustainable and adequate support (finance, capacity building and technology transfer) are key to developing countries contributions to global effort in mitigation, taking into consideration that the level of actions by developing countries is directly linked to the level of predictable and sustainable support received by them.

#### Elements of the work plan

- Workshops for developed countries
  - Identify scale of emission reductions in aggregate
  - Identify appropriate and comparable scale individually
  - Identify means to implement these commitments in practice
  - Identify means to scale up finance/technology/capacity to developing countries
- Workshops for developing countries
  - Identify possible NAMAs and required means of implementation
  - Identify needs in terms of developing national strategies
  - Identify means for supporting developing countries in practice
- Pledging meeting/conference
  - Call on developed countries to raise their ambition and commit to mitigation levels in line with the IPCC recommendations, and identify a pathway to achieve their commitments, starting with committing to the higher pledges identified under the Copenhagen Accord.
  - Assist developing countries in identifying the potentials for mitigation and increase their level of actions using NAMAs
  - Call on developed countries to pledge additional financial resources to close gap that are adequate to the needs of developing countries.
- Relation to review and other elements of negotiations

**SWITZERLAND**

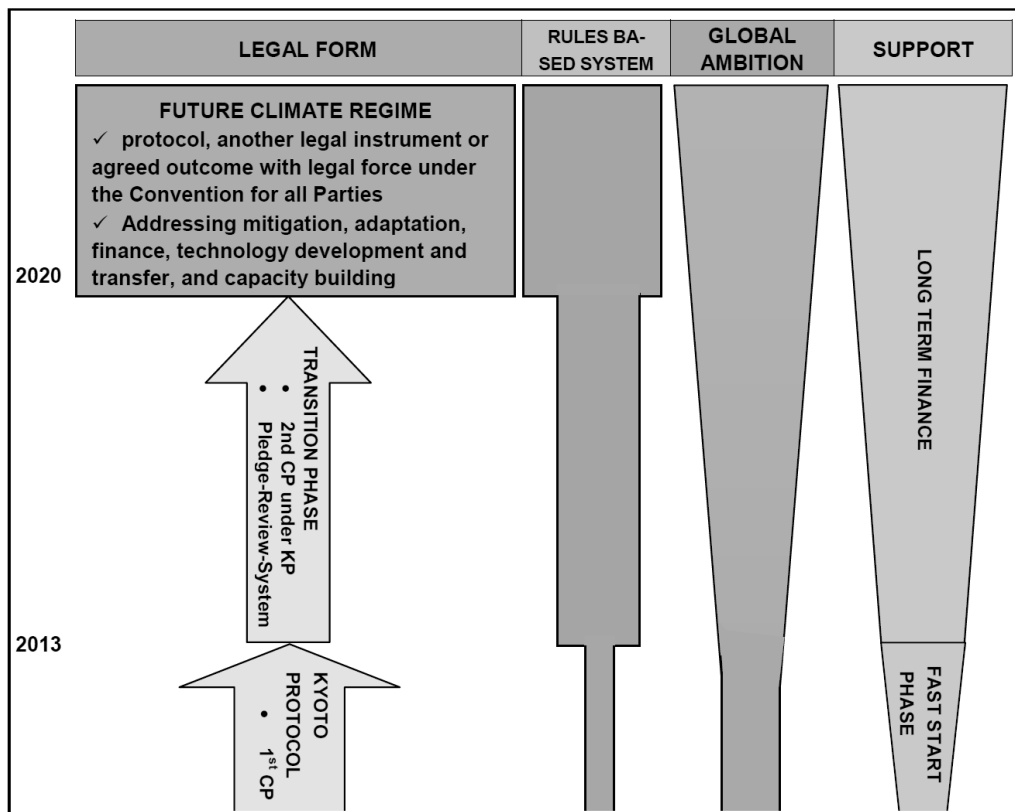
**Work plan on enhancing mitigation ambition to identify and to explore options for a range of actions that can close the ambition gap with a view to ensuring the highest possible mitigation efforts by all Parties:  
Options and ways for further increasing the level of ambition**

Switzerland appreciates the opportunity to provide input to the workplan on enhancing ambition. The submission outlines Switzerland’s views on ambition in the context of the evolving global climate regime, the organization of the work plan and the focus of the workshop at the first negotiation session 2012.

**Ambition post-2012 in the context of the evolving global climate regime (see figure)**

The current global level of ambition is insufficient in view of the ultimate objective of the Convention and its long term goal. An ambition level that meets recommendations of science must be achieved as soon as possible to keep the global temperature rise below 2 degrees Celsius. Accordingly, an increase in the level of ambition is necessary in the period up to 2020 and beyond. Thereby, the 2013-2015 review, the fifth assessment report of the IPCC, and new scientific evidence must be taken into account.

Decisive elements for an increase in the level of ambition are foremost the political will of the international community, but also costs to be incurred (mitigation costs and co-benefits) as well as readiness to do so (key in this regard are national policies and implementation plans, technical knowledge and means, financial means and capacity for implementation).



Consequently, it is crucial that the climate regime under the Convention as well as work undertaken elsewhere address these areas and build mutual trust, promote policy and various approaches that reduce emissions cost-efficiently and support sustainable development, and – last but not least – strengthen international cooperation with respect to the implementation of actions. Switzerland's input to the workplan on mitigation ambition (*below*) stands in the outlined context.

To achieve a sufficient level of ambition, it is, moreover, inevitable to agree on legally binding mitigation commitments by all Parties. It is legally binding commitments by all Parties that strengthen mutual trust, allow for a well functioning of cost-efficient approaches such as market mechanisms, and foster a race to the top of global efforts. Furthermore, the level of ambition must be backed by common underlying accounting rules and robust MRV.

Therefore, it is also inevitable to further strengthen the rules based system under the Convention. The long term vision is equally elementary. Agreement on multilaterally agreed timeframes for global peaking of emissions and global emission reduction goals for 2050 as well as the development and the implementation of low emission development strategies (LEDS) and low carbon development strategies (LCDS) are crucial building blocks of an effective regime to combat climate change. Moreover, support to developing country Parties that need such support in their mitigation and adaptation efforts and thereby operationalizing CBDR/RC and equity, as well as increased international cooperation among all countries are key for a rapid and efficient global response to climate change.

**Workplan on enhancing ambition 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**

The work undertaken under the workplan on enhancing mitigation ambition must inform Parties on options and ways to increase the level of ambition and foster enhanced mitigation action at the global level in the period up to 2020 as well as beyond. The workplan must deepen technical understanding of options and ways to increase action as well as bring the adequate political attention to the issue, taking into account CBDR/RC and equity. To this aim, Switzerland suggests a technical and a political dialogue under the workplan and the following focus of work.

A **technical dialogue** on **mitigation potential, costs** (mitigation costs and co-benefits) and **readiness** (national policies and implementation plans, technical knowledge and means, financial means and capacity for implementation). The technical dialogue may be structured around **thematic areas** (*see below*) to allow for a focused analysis and sharing of information and best practice. Basis of work may be presentations/submissions by Parties on national possibilities for mitigation action, including information on correspondent costs and co-benefits, conditions and needs, their perspective on best ways of international cooperation, and best practice examples. Further, an analysis of mechanisms and measures, including at international level, and consideration of their mitigation effect is necessary. In addition, to the inputs of Parties, submissions from and presentations by relevant experts, technical papers prepared by the UNFCCC Secretariat and other relevant information will be helpful. An early integration of stakeholders with relevant expertise, including those with the potential to provide financing for climate measures, will benefit the process.

The work under the technical dialogue should start at the workshop at the May session in Bonn and continue until a global ambition level according to the recommendations of science is met. According to the urgency of the matter, Switzerland suggests to hold workshops or other activities

under the workplan on a frequent basis and at least at the occasion of the regular negotiation sessions throughout the year. Findings of the workplan activities should be summarised and reported to the COP.

Thematic areas of interest for the technical dialogue: sectors and approaches with considerable global mitigation potential and areas where experience sharing is particularly helpful. This includes global approaches to mitigate emissions from international aviation and maritime transport in close cooperation with the relevant global organizations representing these sectors (ICAO and IMO), the phasing down of the production and the consumption of hydrofluorocarbons (HFCs), and the mitigation of emissions from the agriculture sector, including consideration of synergies with adaptation efforts. It also includes the design of the new market mechanism, approaches such as removal of fossil fuel subsidies, promotion of enabling environments for the implementation of clean technologies and climate-friendly investments, and the elaboration of ecological standards and development of global environmental labels through a multistakeholder process.

A **political dialogue** between Parties on options and ways to increase global ambition, taking into account CBDR/RC and equity, including through the deepening of mutual understanding of Parties' opportunities and conditions to increase their national efforts and to engage in international measures and initiatives. The political dialogue may be held at high level "Roundtables on Ambition" on an annual cycle at or prior to the COPs or as deemed timely. The first Roundtable may be held prior and/or at COP18. The discussions should be informed by the technical dialogue and summarised in a report made available to all Parties. The COP may consider the work and progress achieved under the workplan and provide guidance on further activities.

**The first activity under the workplan on mitigation ambition: the in-session workshop on options and ways for increasing ambition and possible further actions, May 2012, at the occasion of the regular negotiation session in Bonn**

The workshop in May 2012 should start the technical dialogue on mitigation potential, costs and readiness and allow Parties to introduce their views on options and ways to increase mitigation ambition. The workshop may benefit by a structuring of the dialogue around thematic clusters and include presentations by Parties and relevant experts. Further, next steps under the workplan on mitigation ambition should be considered at the workshop, including possible issuance of technical papers by the secretariat.

## **Views on the Durban work plan on ambition**

### Submission of the United States of America

- As part of the agreement to launch the Durban Platform for Enhanced Action, Parties agreed to launch a work plan on enhancing mitigation ambition. The purpose of such a work plan should be to gain a shared understanding of the potential of various global, regional and national options for enhancing mitigation action. Additionally, opportunities to facilitate cooperation among Parties to make the most of the potential identified through the work plan could be addressed.
- To achieve the most ambitious mitigation potential, activities under the Convention and complementary actions outside the Convention should be assessed for mitigation opportunities.
- Although the work plan should seek to encourage all Parties to enhance their mitigation efforts to the greatest extent possible, the work plan should also respect the integrity of Parties' nationally derived targets and actions and limitations inherent in taking economically sound mitigation policies at a national level.
- The following is a list of potential options that a work plan on ambition could assess:
  - Encourage those Parties that have not yet done so to formulate and list mitigation pledges;
  - Consider how initiatives, programs and activities outside of the Convention can support the objectives of the Convention and deliver scaled-up emission reductions, for example, by:
    - addressing HFC emissions (for example, through expanded opportunities under the Montreal Protocol (including an amendment to the Montreal Protocol));
    - addressing aviation and maritime emissions under ICAO and IMO, respectively; and
    - removing subsidies for fossil fuels.
  - Consider how coalitions of interested Parties under the Convention might increase their ambition through partnership among Parties or groups of Parties with similar emissions-profiles, mitigation opportunities, or interests, in accordance with Article 7.2(c) of the Convention;
  - Consider how the improvement of enabling environments and institutional structures, including reducing regulatory and policy risks and supporting sound fiduciary practices, can mobilize private sector investment in clean technology and further enhance mitigation efforts;
  - Consider opportunities to leverage future mitigation action, including through research and development (R&D), long-term planning and strategies for low emission growth, among others.
- In terms of where the work plan should be developed and carried out, although it could be argued that the ambition work plan is distinct from the negotiation of the new protocol/legal instrument/agreed outcome with legal force (at least in terms of its focus on an earlier timeframe), it nevertheless appears that the appropriate forum for the work plan is the new AWG-DPEA. At the same time, the work plan on ambition, in order not to conflict with or detract from discussion on commitments from 2020, should not run in parallel but could instead be held as a full-day stand-alone session at the first meeting in May.
- The session on the ambition work plan should be conducted as a forum for sharing ideas among Parties as well as observers. The session could include presentations, including reports from Parties and coalitions of Parties that are participating in efforts to scale up ambition, whether through activities under the Convention or those that fall outside the Convention.