



Updated compilation of information on mitigation benefits of actions, initiatives and options to enhance mitigation ambition

Technical paper

Addendum

Information on options to enhance mitigation ambition and the next steps under workstream 2 of the Ad Hoc Working Group on the Durban Platform for Enhanced Action

Summary

This updated technical paper compiles information on the mitigation and sustainable development benefits of actions, initiatives and options to enhance mitigation ambition identified in the submissions by Parties and accredited observer organizations submitted to the secretariat under the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) workstream 2, on pre-2020 ambition. This technical paper comprises three separate documents: the main text, contained in document FCCC/TP/2013/8, and two addenda, contained in documents FCCC/TP/2013/8/Add.1 and FCCC/TP/2013/8/Add.2. The main text contains a summary of the main findings, which are substantiated with more detailed information in the two addenda. Addendum 2 provides an overview of the options to enhance mitigation ambition and next steps under ADP workstream 2 in advancing its workplan on enhancing mitigation ambition.

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I. Introduction

1. This second version of the technical paper on mitigation benefits of actions, initiatives and options to enhance mitigation ambition was requested by the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) at the second part of its second session.¹ The first version of this technical paper was published on 28 May 2013 as document FCCC/TP/2013/4.

2. This technical paper comprises three separate documents: the main text, contained in document FCCC/TP/2013/8, and two addenda, contained in documents FCCC/TP/2013/8/Add.1 and FCCC/TP/2013/8/Add.2. The main text contains a summary of the main findings, which are substantiated with more detailed information provided in the two addenda. Addendum 1 starts with an overview of the existing emission reduction pledges made by developed and developing countries under the Cancun Agreements and of the emissions gap (chapters II and III). It then provides a compilation of information on mitigation potential, benefits, barriers and incentives, and provides examples of national policies and cooperative initiatives grouped by thematic areas with a high mitigation potential (chapter IV). This addendum also provides views on finance, technology and capacity-building for supporting implementation of mitigation actions by developing countries (chapter V).

3. Addendum 2 provides an overview of options to enhance mitigation ambition and next steps under ADP workstream 2 in advancing its workplan on enhancing mitigation ambition. In line with the mandate for the submissions, Parties made suggestions on the way forward by the ADP in taking concrete steps in 2014 and 2015 to advance the workplan on enhancing mitigation ambition. The cross-cutting issues and the next steps under workstream 2 are covered in chapter II below. Many options were proposed by Parties under workstream 2 in relation to both enhancing the ambition of emission reduction pledges under the Cancun Agreements, and enhancing the ambition of mitigation actions and of financial, technological and capacity-building support for implementation (chapters III and IV). The options proposed by Parties for further technical work and for work at the political level are reflected in chapters V and VI below.

II. Cross-cutting issues and next steps under workstream 2 in advancing its workplan on enhancing mitigation ambition

4. Several Parties expressed the view that work under workstream 2 should be guided by the objective and principles of the Convention, in particular the principles of equity and common but differentiated responsibilities and respective capabilities, and that developed countries should take the lead in terms of the ambition of their existing commitments by 2020 in relation to emission reductions as well as the provision of financial, technological and capacity-building support. It was stated in some submissions that the question of ambition between 2012 and 2020 under the ADP relates only to commitments by Parties included in Annex I to the Convention (Annex I Parties). In addition, a suggestion was made to launch a review of the adequacy of the mitigation commitments by Annex I Parties in accordance with Article 4, paragraph 2(d), of the Convention.

5. Some Parties suggested that the ADP should achieve balance between workstream 1, on the 2015 agreement, and workstream 2, on the pre-2020 ambition, and within them, but

¹ FCCC/ADP/2012/3, paragraph 33, and FCCC/ADP/2013/2, paragraph 36(a).

other Parties were of the view that the two workstreams are separate and may follow different approaches and proceed at different pace.

6. In terms of the expected role of workstream 2 and the progress to be achieved by 2015, a group of Parties suggested that the ADP should send a political signal that the global emissions trajectory could be lowered, build trust and give confidence to the private sector and other stakeholders to invest in low-carbon climate resilient development opportunities to avoid locking in carbon-intensive infrastructure and technologies, and identify approaches, ways and options to enhance ambition as required by science.

7. The cross-cutting issues relating to enhancing the ambition of pledges, and enhancing mitigation actions and financial, technological and capacity-building support are relevant to all options that are discussed below. To achieve progress under workstream 2, some Parties proposed the following steps for consideration by the ADP:

(a) Clarification of pledges: as an essential step forward to enhancing the pledges and their implementation, Parties called for the continuation of the process of clarification of their pledges to enable an analysis of pledges and associated conditions, including emissions pathways in accordance with “business as usual” scenarios. This could be based on information to be submitted by Parties on the implementation of mitigation actions and economy-wide emission reduction targets by 2020 under the Convention and of commitments to reduce emissions under the Kyoto Protocol. As part of the clarification process, information on Parties’ individual pledges and related efforts could be published on the UNFCCC website to make them more clearly visible to the public;

(b) Recognition of efforts: as a next step, Parties’ efforts and actions to implement mitigation pledges could be recognized through the Convention by sharing information on best practices, success stories and examples of leadership on specific topics and specific mitigation actions undertaken, including information on the mitigation potential of these actions;

(c) Transparency: the transparency of mitigation efforts will be enhanced once developed country Parties submit their first biennial reports and developing country Parties submit their first biennial update reports. This will build confidence and provide an incentive to Parties to meet their commitments;

(d) Assessment: once clarified and recognized, the pledges and actions by each Party could be assessed through the measurement, reporting and verification system under the Convention. This would take into account emission levels and progress towards mitigation pledges, evaluation of implementation progress and identification of additional mitigation opportunities, barriers and suggestions on the ways to enhance ambition. The assessment would include a forward-looking evaluation as well as information on the monitoring of implementation. The ADP could invite Parties to consider how they can increase ambition or organize a detailed analysis of pledges and suggestions per country to raise ambition.

8. One Party proposed to consider the benefits of early pre-2020 mitigation action in reducing global temperature increases in the long-term, arguing that the earlier the emission reductions are achieved, the more they contribute to the reduction of negative impacts of climate change. In this regard, this Party proposes that voluntary nationally appropriate mitigation actions by Parties not included in Annex I to the Convention, actions supplementary to policies related to the implementation of targets of Annex I Parties under the Convention as well as the increase of ambition of quantified emission limitation or reduction objectives under the second commitment period of the Kyoto Protocol and associated cancellation of the Kyoto Protocol units are accounted towards achievement of commitments under the 2015 agreement.

III. Options to enhance the ambition of emission reduction pledges

9. In their submissions, many Parties elaborated on several options and ways to enhance the ambition level of the pledges, including the following:

(a) Addressing conditions associated with a number of pledges: this is an option whereby the Parties address such conditions with a view to moving to the higher end of the range of their pledges or at least reassess the conditions associated with their pledges. This could potentially reduce the emission gap by about 2 billion tonnes of carbon dioxide equivalent (Gt CO₂ eq) in 2020.² Pledges have different conditions associated with them, including requirements of action by other Parties and the provision of finance, technology and capacity-building support as well as clarification of support needs;

(b) Broadening the scope of existing pledges: Parties could include additional sectors not included in the initial pledge. This option applies to several Parties that have specifically excluded a sector or a gas from the pledge, it could close the gap by around 0.5 Gt CO₂ eq by 2020;²

(c) Adherence to strict accounting rules and prevention of double counting of emission reductions: Parties could also adhere to strict accounting rules for the fulfilment of the pledges. This would include limited use of credits from land use, land-use change and forestry and of surplus allowances from earlier commitment periods of the Kyoto Protocol, and the avoidance of double counting of offsets among Parties using market mechanisms to meet their pledges. The potential to narrow the gap with this option is around 3 Gt CO₂ eq per year by 2020;²

(d) Increasing the number of countries that make pledges: Parties that have not yet made formal pledges could be invited to do so; this invitation should recognize the need to provide flexibility for the least developed countries, small island developing States and African countries. It should also be recognized that some of these Parties are already taking mitigation or adaptation action. The contribution to emission reductions could be of the order of 1 Gt CO₂ eq per year by 2020;²

(e) Buying and voluntarily cancelling certified emission reductions from clean development mechanism projects: Parties could buy and cancel certified emission reductions, so that these units are not used to offset emissions elsewhere, thus enabling stronger action. Recognizing that the potential contribution of this option would be determined by demand, the secretariat has estimated that the capacity of clean development mechanism projects to supply certified emission reductions could be of the order of 1 Gt CO₂ eq per year;

(f) Making new and more ambitious pledges: Parties could propose new pledges that go beyond the existing pledges; for example, when Parties with commitments for the second commitment period of the Kyoto Protocol revisit, in accordance with decision 1/CMP.8, their quantified emission limitation and reduction commitments for that period at the latest by 2014;

(g) Immediate ratification of the amendment to the Kyoto Protocol: some Parties called, as a matter of urgency, for immediate ratification during 2013 of the amendment to the Kyoto Protocol for the second commitment period and for commitment by the non-Kyoto Protocol Annex I Parties to comparable enhanced mitigation ambition.

² UNEP, 2012.

IV. Options to enhance the ambition of mitigation actions and the ambition of financial, technological and capacity-building support

10. Many Parties have taken action at all levels, including launching analytical work, self-assessment and stakeholders consultations in relation to their pledges, making relevant institutional, political and legal arrangements, and enacting policies and measures to implement these pledges. Possible actions by the ADP were suggested by many Parties to enhance the implementation of mitigation action and related financial, technological and capacity-building support that include the following:

(a) Undertaking analysis and identification of best practices for national actions to reduce emissions: the ADP could set up a process to regularly analyse mitigation actions by Parties, their effects and benefits in order to distil lessons learned and best practices. It could explore and compile concrete policies, measures, best practices, success stories and examples of leadership. For example, this could be done in conjunction with the international assessment and review and international consultation and analysis processes that will be launched in 2014. Countries could be inspired by the actions others are taking;

(b) Recognition of cooperative initiatives and their role in catalysing action towards increasing ambition: it was suggested that the ADP could provide ways to recognize actions by cooperative initiatives, for example through the UNFCCC website or documents prepared by the secretariat. The UNFCCC could provide a platform for, and visibility to, various existing initiatives in order to create a common understanding of what those initiatives contribute as a whole to stabilizing atmospheric greenhouse gas levels. This could include action in the context of cooperation with relevant international organizations, such as the Montreal Protocol. This could also include encouraging non-Party actors to provide information to reflect their pledges, initiatives and efforts. This would allow their efforts to receive formal recognition in the UNFCCC process. In addition, there could be consideration of the effect of actions by cooperative initiatives and their contribution to supporting and enhancing national action. In this context, several Parties cautioned that international or regional initiatives shall not introduce any new or additional commitments for developing countries;

(c) Assessing ways to provide enhanced financial, technological and capacity-building support to developing countries for implementation of their pledges: the ADP could call on Parties and the secretariat to accelerate the operationalization of the registry of nationally appropriate mitigation actions as a tool to facilitate matching possible support to proposed mitigation activities. The benefits for receiving countries would be the availability of funds, and for donor countries the transparent information on the demand. The ADP could also consider further options with regards to financial, technological and capacity-building support that are presented in chapter V of addendum 1 to this technical paper.

11. In addition to options related to action by the ADP at the international level, one Party proposed that the UNFCCC could play a role in strengthening national processes aimed at emission reductions. It was proposed that each country take the following steps that partly overlap with the steps listed in paragraph 7 above:

(a) Assessment of emission sources: the UNFCCC could provide additional or revised technical guidance for assessment and reporting of emission sources to enable countries to identify emission sources and cost-effective reduction opportunities;

(b) Identification of mitigation opportunities: based on information on emissions sources, the UNFCCC could contribute to raising awareness and sharing knowledge and best practices among Parties;

(c) Facilitation of investment: attracting climate-friendly low-carbon investment and facilitating technology transfer using public funds to leverage private investment would lead to shifting investment flows away from high-carbon investment opportunities. The UNFCCC could provide technical guidance that assists in creating enabling environments for larger investment flows and raising awareness about low-carbon technologies and investment opportunities;

(d) Implementation of actions: the measurement, reporting and verification regime as a tool to enhance implementation of mitigation actions should be strengthened by providing opportunities for Parties to publicize their related commitments and progress. Once Parties are confident that others are taking actions, Parties are more likely to take action themselves.

V. Options for technical work to enhance mitigation ambition

12. Many Parties and observers proposed various ways for the ADP to advance its technical work to enhance mitigation ambition. Many proposed technical work to better understand actions, initiatives and options, their expected mitigation potential and impact, and their contribution to closing the emissions gap, comprehensively covering mitigation, adaptation and finance, technological, and capacity-building support.

13. A few Parties referred in their submissions to the outcomes of the technical work delivered in 2012 and 2013, such as in-session workshops and round tables. Parties highlighted the benefits of interactive information exchange on national actions and cooperative initiatives and emphasized that the workshops provided an opportunity to clarify the process-related proposals made by Parties and enriched the discussion on ways to advance the work on mitigation ambition.

14. Parties proposed to continue working in 2014 in the format of technical expert meetings, such as dialogues and workshops, which could be used to build Parties' understanding on the options and ways to enhance mitigation ambition and to build the mitigation toolbox.

15. One Party proposes that the ADP organize workshops under workstream 2, as part of its plan of work in 2014 to explore the full potential of biofuels and carbon capture and storage as mitigation tools, including options for international cooperation with a view to further disseminate and deploy the production and use of these tools, as well as development of related technologies.

16. With regard to thematic areas with high mitigation potential, Parties suggested further technical work in the following areas: promotion of renewable energy sources and enhancing energy efficiency; fossil-fuel subsidy reform; short-lived climate pollutants; mitigation opportunities in land use and forestry; climate financing and the promotion of climate-friendly investment; the role of cooperative initiatives in enhancing national action; the role of institutions established under the Convention in enhancing access to the means of implementation to increase the level of pre-2020 ambition; and the ways of political engagement to advance work on enhancing mitigation ambition.

17. Some Parties expressed the opinion at the ADP workshop on pre-2020 ambition: mitigation and adaptation opportunities related to land use held on 30 April 2013 in Bonn, and in their submissions that agriculture and forestry should be discussed together, holistically, under the ADP, while others expressed the view that this was not appropriate, or that the ADP should avoid focusing on sectors. A group of Parties suggested that the ADP should agree on actions to close the pre-2020 ambition gap by identifying best practices in the thematic areas with high mitigation potential, the mitigation potential of

REDD plus activities, and the ways to provide support for readiness, demonstration and results-based REDD plus activities in developing countries.³

18. One group of Parties, supported by others, proposed a detailed technical and interactive process under workstream 2 with the objective of identifying specific policies and technologies with the potential to rapidly and cost-effectively reduce emissions in the near-term and enable more widespread implementation of mitigation policies. The proposed process would convene at the nineteenth session of the Conference of Parties (COP) and in 2014 experts and practitioners with demonstrated experience in the research, development and implementation of relevant mitigation policies and technologies, including experts in the finance and technology necessary to scale them up. These experts should be drawn from national and subnational governments, international institutions, cooperative initiatives, civil society and the private sector, in order to ensure in-depth technical discussions. The process would include the following elements of work: inviting in 2013 submissions by Parties and preparation of the technical paper to identify specific policies and technologies with largest mitigation potential; organization of workshops on specific policies and technologies at COP 19 and in 2014; preparation and implementation of mitigation action plans to identify barriers and strategies to overcome them and options to leverage institutions; and implementation of new policy and technology options in 2014.

19. Another group of Parties called for more structured discussion of the proposal of the previously mentioned group of Parties focusing on analysing gaps and inconsistencies in the global regulatory framework and policy-level adequacy, carbon-pricing potential and support needs of developing countries in the context of promoting low-emission pathways, greener growth and job creation.

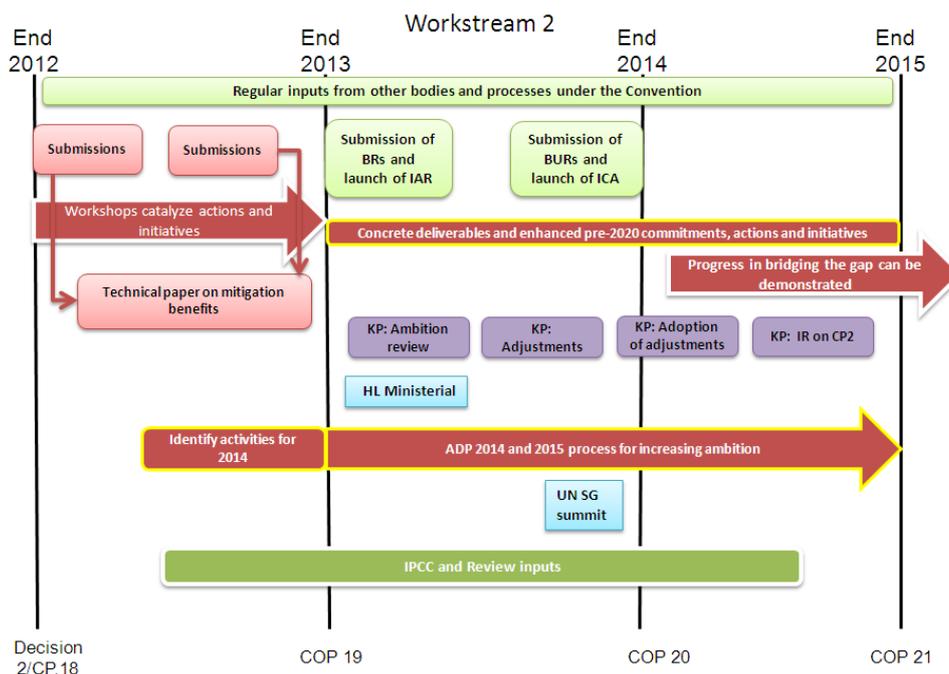
20. Yet another group of Parties proposed to initiate a work programme under the Subsidiary Body for Scientific and Technological Advice (SBSTA), complementary to existing SBSTA work programmes related to mitigation pledges, to promote technical discussions on mitigation actions, initiatives and options by starting it at COP 19 and continuing it through 2014. The work programme will include such activities as invitation of submissions and organization of in-session workshops. The technical discussion would consider cooperative initiatives, mitigation action with high potential, policy frameworks for emission reduction commitments, climate-friendly investment and the role of carbon markets.

VI. Options for work at the political level and decision-making to enhance mitigation ambition

21. Political engagement is deemed important sending a strong political signal to all Parties to increase ambition by 2020. Many Parties sought to involve ministers through a clear plan for ministerial involvement in 2013 and 2014, to be agreed by the ADP, with a focus on preparing inputs for the high-level meeting in September 2014 convened by the United Nations Secretary-General, referred to as the Leaders' Summit, which could help to build a momentum for further action on ambition and for completion of negotiation of the 2015 agreement. The summary of possible concrete actions in areas with high mitigation potential and efficiency gains could be presented at the Leaders' Summit as the outcome of the work under workstream 2. Parties also suggested that the decisions taken at COP 19 could form an input to the preparation for the Leaders' Summit.

³ Reducing emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries.

Timeline of events in relation to ADP workstream 2



Abbreviations: ADP = Ad Hoc Working Group on the Durban Platform for Enhanced Action, BRs = biennial reports, BURs = biennial update reports, COP = Conference of the Parties, CP2 = second commitment period of the Kyoto Protocol, HL = high-level, IAR = international assessment and review, ICA = international consultation and analysis, IR = initial report, IPCC = Intergovernmental Panel on Climate Change, KP = Kyoto Protocol, UN SG = United Nations Secretary-General.

22. With regards to the work at the political level in 2014, several Parties proposed some specific activities to be undertaken, all Parties review their mitigation ambition and discuss options to increase their mitigation effort in line with the 2 °C goal. This discussion could also touch upon, where appropriate, the support that would be required for increased mitigation effort. They proposed a specific ministerial meeting in the first half of 2014, where options for enhancing mitigation action could be discussed and agreed by all Parties.

23. One Party proposed a high-level event at COP 20 is organized to recognize the role of sub-national actions by the UNFCCC and to encourage on-going ambitious work at the sub-national level.

24. With regard to the work to be done during COP 19, some groups of Parties proposed to organize a Ministerial round table on mitigation ambition dedicated to the open exchange of views on concrete outcomes of work under workstream 2. One of the outcomes proposed is a list of policy and technology options, including information on unfunded nationally appropriate mitigation actions and low-carbon development plans. It was proposed that the ways to build public and private sector momentum be discussed in the context of cost-effective emission reduction opportunities, practical cooperation on mitigation and contributions by cooperative initiatives.

25. Parties made a number of proposals for a decision at COP 19 to address the following issues:⁴

- (a) Enhanced ambition by all Parties:
 - (i) Ways to enhance mitigation pledges and put forward new and/or more ambitious emission reduction pledges by all Parties under the Convention;
 - (ii) Leadership role by developed country Parties in taking steps towards deeper emission reductions and addressing conditions associated with their pre-2020 emission reduction pledges with a view to moving to the upper range of pledges;
 - (iii) Prompt ratification of the Doha Amendment to the Kyoto Protocol⁵ by all Parties to the Convention that are also Parties to the Kyoto Protocol in order to make the quantified emission limitation and reduction commitments (QELRCs) agreed for the second commitment period of the Kyoto Protocol legally binding;
 - (iv) Increase, through the ambition mechanism referenced in decision 1/CMP.8, of emission reduction ambition by Annex I Parties that have agreed to take on QELRCs for the second commitment period of the Kyoto Protocol at the latest in 2014;
 - (v) Increase of the ambition of pledges by Annex I Parties that are not Parties to the Kyoto Protocol in order to undertake emission reductions under the Convention comparable to those undertaken by Annex I Parties that are Parties to the Kyoto Protocol;
 - (vi) Broadening of a scope of emission reduction pledges by developing country Parties with the view to moving to economy-wide pledges;
 - (vii) Call for all Parties to the Convention to consider in 2014 how they could enhance their mitigation efforts, including, where appropriate, the required support for developing country Parties;
- (b) Specific activities and proposals:
 - (i) Recognition of early action taken during the pre-2020 period towards the implementation of commitments accounted for under the 2015 agreement;
 - (ii) Encouraging ambitious mitigation action by all Parties to the Convention, encouraging continued dialogue, sharing of experience and further cooperation in areas with highest mitigation potential;
 - (iii) Enhanced finance and technology transfers, including initial capitalization by 2014 of the Green Climate Fund;
 - (iv) Catalysing REDD-plus actions to rapidly, cost-effective, urgently and equitably reduce emissions and list appropriate information on mitigation potential and support needed;
- (c) Actions in relation to cooperative initiatives:
 - (i) Invitation to the Montreal Protocol to undertake a global phase-down of the production and consumption of hydrofluorocarbons (HFCs), while recognizing that emissions of these substances will continue to be covered by the UNFCCC;

⁴ This is not an exhaustive list of elements that could be included in the decision, nor does it suggest a consensus of views among Parties on the listed elements.

⁵ Decision 1/CMP.8.

- (ii) Recognition of contribution of all stakeholders to global mitigation efforts, including cooperative initiatives outside the UNFCCC;
 - (iii) Defining the role of the UNFCCC in recognizing, supporting and scaling up action and cooperative initiatives;
 - (d) Further action by ADP and SBSTA:
 - (i) Adoption of the work programme under SBSTA, including a high-level political dialogue between Parties to guide consideration of options and ways to increase global ambition, taking into account the principles of common but differentiated responsibilities and equity;
 - (ii) Setting a clear direction of work under workstream 2 in 2014 and 2015, including how to link the technical work to the political processes in 2014, and expectation for high-level engagement within and outside the UNFCCC process.
26. One group of Parties is questioning how much effort should be invested in phasing-down HFCs as compared to the urgent and immediate challenge of reducing carbon dioxide emissions and call for a careful evaluation of how the Montreal Protocol could be an effective tool for that purpose, given its provisions, including possible existing exemptions for certain countries, gases and sectors.
27. One observer proposed that new global goals be set, such as a goal for renewable energy (excluding traditional biomass) to contribute 25 per cent of the energy mix by 2020.
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