

Submission by Swaziland on behalf of the African Group

Workstream II of the Ad Hoc Working Group on the Durban Platform for Enhanced Action

The African Group calls on all Parties to work together under the Durban Platform for Enhanced Action to close the ambition gap and to achieve the Convention's objective of avoiding dangerous climate change in a time frame sufficient to protect ecosystems, food production and sustainable development.

Mandate

At the "African COP" in Durban, South Africa, parties established the Durban Platform for Enhanced Action and launched:

- A process to develop a protocol, another legal instrument or an agreed outcome with legal force by 2015 to enter into effect by 2020 ("workstream I"); and
- A 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 ("workstream II")

They agreed to plan the ADP's work on "mitigation, adaptation, finance, technology development and transfer, transparency of action and support, and capacity-building".

This submission by the African Group addresses issues arising under workstream II of the Durban Platform for Enhanced Action.

Closing the ambition gap

The African Group is concerned about the ambition gap between the level of actions currently proposed to address climate change and the enhanced actions required to achieve the Convention's objective.

The ambition gap reflects shortfalls in the Convention's implementation on mitigation, adaptation, finance, technology development and transfer, transparency of action and support, and capacity-building.

To close the ambition gap, enhanced action is needed to strengthen implementation in each area, with a view to ensuring the highest possible mitigation action by all Parties, and reflecting linkages between mitigation and adaptation; mitigation and its means of implementation; and transparency of actions and support.

The African Group calls on parties to close implementation gaps, as described below, through full implementation of the Convention and its Kyoto Protocol during the pre-2020 period (workstream II), and by strengthening the multilateral, rules-based regime through a post-2020 agreement to be negotiated under the Convention (workstream I).

The adequacy gap

Parties' level of ambition must be evaluated against a level that is adequate to address climate change, to protect Africa and other vulnerable countries, and to achieve the Convention's objective.

The Convention's ultimate objective is "stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system ... within a time frame sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner."

African Ministers have affirmed that "a global goal of limiting average global warming to 2 degrees Celsius risks warming of over 3 degrees Celsius on the continent of Africa and represents extremely dangerous

interference with the climate system and a threat to ecosystems, food production and sustainable development”. Consequently “the work to enhance ambition under the Durban Platform [is] to adequately address the need to limit the increase in global average temperature to well below 1.5 degrees Celsius”.

A global 2C goal, and the associated 44Gt emissions budget for 2020 identified by UNEP as consistent with a “likely” chance of achieving this, is inadequate to achieve the ultimate objective of the Convention and protect parties, particularly African countries in light of our levels of vulnerability and development.

To close the adequacy gap parties must calibrate the level of ambition needed to goals that are consistent with the Convention’s objective. In this context, parties have agreed the process shall be informed by the IPCC’s Fifth Assessment Report, the 2013-2015 review of the global goal, and work of the subsidiary bodies.

The mitigation gap

To achieve the Convention’s objective Parties must close the mitigation gap between projected emissions levels and “safer” levels to avoid dangerous climate change and protect ecosystems, food production and sustainable development. To achieve this in practice will require an approach based on science, equity and the Convention that ensures equitable sharing of the global emissions budget (44Gt or less for 1.5C), the effort to remain within this budget, and the means of implementation required for mitigation and adaptation.

In relation to mitigation, African Ministers have confirmed that “Africa needs its fair share of atmospheric space in order to achieve its development needs”; that Annex I parties are to undertake an “equitable and appropriate” contribution to the global effort; and that efforts under the Durban Platform to enhance ambition must ensure “equitable access to atmospheric space and resources, taking into account cumulative historical responsibility and the use of such resources by Annex I parties”. As parties evaluate the ambition gap and actions to close it, African Ministers have noted that:

- The majority of historical emissions originated in the developed countries;
- Between 1990 and 2008, emissions by wealthy Annex I parties increased by 8 percent;
- Annex I parties mitigation pledges for 2020 amount to less than those of developing countries;
- Annex I parties would, in absence of increased ambition, consume almost half of the 44Gt budget in 2020;
- Inadequate ambition will enable Annex I parties to consume an excessive share of the global emissions budget, resulting in increased warming, limited atmospheric space for developing countries, and rising costs of mitigation and adaptation.

To close the mitigation gap all Parties should undertake the highest possible mitigation efforts:

- All Annex I parties are to remove conditionalities, review and move beyond the high end of their pledges, and reduce emissions from 1990 levels by at least 40% by 2017 (comparable to around 45% by 2020). Had Annex I parties adopted such commitments, reflecting their historical responsibility and an equitable and appropriate contribution to the global effort, there would be no “emissions gap” as referred to by UNEP;
- Annex I parties to the Kyoto Protocol are additionally to implement the Kyoto Protocol amendments, revise their QELRCs to reflect more ambitious targets, ensure their entry into force, and achieve environmental integrity and adequate domestic emission reductions, by closing loopholes, limiting the use of carbon markets, and ensuring the additionality of credits.
- Annex I parties that are not participating in the second commitment period of the Kyoto Protocol are to assume commitments that are comparable in magnitude and effort, and are measurable, reportable and

verifiable through common accounting rules and a compliance framework. They must provide detailed information on their emission pathways to 2020 to enable comparison with Annex I Kyoto participants;

- Annex II parties are to fully implement their commitments through a clear process to scale up the means of implementation including finance, technology and capacity building;
- Non-Annex I parties are to implement nationally appropriate mitigation actions enabled and supported by finance, technology and capacity building.

The workplan on ambition is to enhance implementation of existing commitments, including outcomes agreed under the Bali Roadmap. This, in turn, supports the work of the 2013-2015 review of implementation while closing gaps and addressing the shortfalls in implementation by developed countries.

The means of implementation gap

The Convention commits Annex II countries to provide finance for the agreed “full costs” of national reporting, and agreed “incremental costs” of implementing climate commitments by developing countries.

Annex II and other developed countries have committed to a goal to mobilize \$100 billion by 2020.

African Ministers have confirmed that to “mitigate and adapt to climate change without diverting scarce resources required for poverty eradication and other sustainable development objectives” developing countries will require “scaled-up new and additional financial resources”. They have noted, however, that:

There is “insufficient transparency and slow disbursement of the financial resources pledged by developed countries as ‘fast-start’ financing for the period 2010 to 2012, the bulk of funds disbursed are neither ‘new’ nor ‘additional’, and there is no agreed level of financing for the period 2013 to 2020”;

“Effective implementation of mitigation and adaptation actions by non-Annex I parties depends on the fulfilment by Annex I parties of their commitments relating to financial resources, technology development and transfer and capacity building”;

Annex II parties should “fully implement their commitments relating to financial resources and the transfer of technology” and “to close the finance gap between 2013 and 2020”.

In addition to finance, closing the ambition gap will require enhanced action on technology development and transfer. The Convention calls for technology transfer in “all relevant sectors” and support for development of “endogenous capacities and technologies” in developing countries. Scaled up technology partnerships, development and transfer through the technology mechanism is urgently required. In this context, the ambition workstream of the Durban Platform can support and enable enhanced national actions by developing countries through a “clear process to scale up the means of implementation, including finance, technology and capacity”. This should include:

- Enhanced quantified agreements by Annex II parties to provide additional finance and technology;
- A clear pathway to provide scaled up financing between 2013 to 2020 for mitigation, adaptation and technology transfer;
- Clear information on how finance is to be scaled up including the forms of financial instruments, role of public and private finance, and actions taken to “mobilize” resources;
- Clear measures for transparency for finance and technology transfers, including measurement, reporting and verification to enable new and additional, adequate and predictable resources;
- Agreement on adequate funding for adaptation;
- Capitalization during 2013-2014 of the Green Climate Fund; and

- Periodic review of the amount of funding necessary and available for the implementation of the Convention, as required by the Convention.

The accountability gap

Enhanced action will be built on the foundation of enhanced accountability and transparency. African Ministers have noted that the “ambition work stream of the Durban Platform require agreed transparency, accounting, and recognition provisions”.

At the same time, they have noted that there is “insufficient transparency and slow disbursement” of financial resources and that inadequate ambition on mitigation and finance reflect a broader tendency by some parties to fundamentally reorder the balance of rights and obligations in the international climate change regime”. They have warned against the “unravelling of the international climate change architecture into a weaker regime based on ‘pledge and review’”.

To close the accountability gap parties should reconfirm their intention to implement the Convention and agree to enhanced “transparency, accounting and recognition provisions” under the Durban Platform. These should strengthen trust and enhance accountability among all parties and enable commitments to mitigation, ambition, finance, technology, capacity and other areas to be met.

Enhancing international cooperation

Closing these implementation gaps will require renewed cooperation among all Parties. The Convention recognizes that the “global nature of climate change calls for the widest possible cooperation” and that “efforts to address climate change may be carried out cooperatively by interested Parties”. It also provides that the ultimate objective of the Convention is to be achieved “in accordance with the relevant provisions of the Convention”.

A number of parties have noted the importance of enhanced international cooperation through a variety of cooperative initiatives. To enable further discussion, parties should provide *ex-ante* information addressing: (a) application of the principles of the Convention; (b) mitigation and adaptation benefits; (c) barriers and ways to overcome them, and incentives for action; and (d) finance, technology and capacity-building to support implementation. Standardized presentation covering these elements will enable meaningful and informed discussion by parties.

To ensure international cooperative initiatives to be undertaken “in accordance with the relevant provisions of the Convention” parties should ensure that they:

- Contribute to the ultimate objective of the Convention;
- Respect the Convention’s principles and provisions, including equity and CBDR;
- Enable developed countries to fulfil their Kyoto Protocol commitments, and comparable commitments under the Convention for non-Kyoto parties;
- Enable provision of finance, technology and capacity to support and enable nationally appropriate mitigation actions in developing countries, including financing at agreed full incremental costs;
- Avoid imposition of new commitments on developing countries;
- Ensure the accurate accounting in national inventories and communications of emission reductions and finance (e.g. no double counting);
- Remain under the guidance of and accountable to the Conference of the Parties.

An holistic approach for a global support framework

Beyond single parties' cooperative initiatives proposals; the Group calls for a systematic approach in order to address relevant limits, constraints and gaps at global, carbon price and geographic levels, through incentives identification and implementation:

- **Global regulatory and policy frameworks:** Investigate the adequacy of global public regulatory and policy frameworks to accelerate developing countries' access to sustainable development;
- **Carbon pricing initiatives:** Consider strategies to ensure stable minimum pricing of carbon to provide certainty for public, private and non-profit sectors when considering investments and other behaviors with implications for climate change. A major contribution to closing the mitigation gap can be made by funding current CDM projects in the pipeline (which amount to around 6.5Gt of reductions);
- **Geographic and sector specific constraints:** Address Developing countries' support needs in regulatory, policy, finance and technology must be adequately addressed in maximizing the potential for actions; As such, international support is called for globally-funded system of price supports for clean and renewable energy.

A way forward: Further discussions under the ADP

In terms of the ADP process under workstream II, parties should explore a range of possible actions while ensuring balanced progress within each issue, among issues, and among the ADP workstreams and the other processes under the Convention and its Kyoto Protocol.

To close the ambition gap, with a view to ensuring the highest possible mitigation efforts by all Parties, parties should agree to a balanced process under ADP workstream II enabling:

| Annex I mitigation | Non-Annex I mitigation | Means of implementation | Other issues |
|---|--|---|--|
| Enhanced 2020 mitigation commitments by Annex I Parties under the KP and Convention | Enhanced 2020 nationally appropriate mitigation actions by non-Annex I Parties | Enhanced finance and technology transfers for mitigation and adaptation 2013-2020 by Annex II Parties | Balanced progress on all issues and between the ADP and in other bodies under the Convention |

A first step is for parties to agree on enhanced finance and technology transfers at the 2013 Climate Change Conference in Warsaw, including initial capitalization by 2014 of the Green Climate Fund. The meeting should confirm that all Annex I Parties are to revise their mitigation commitments upwards during 2014.

A second step is, based on these, at the UN high-level meeting proposed for 2014:

- Annex I Parties to come forward with enhanced mitigation commitments under the Kyoto Protocol and Convention;
- Annex II and other developed country Parties to commit to enhanced finance and technology transfers for 2014-2015 including GCF capitalization and a finance pathway to 2020; and
- Non-Annex I Parties should come forward with nationally and regionally appropriate mitigation actions, to be supported and enabled by finance and technology.

A third step is to review and confirm these contributions towards closing the ambition gap, including gaps in implementation on mitigation, adaptation, finance, technology, transparency and capacity-building at the Climate Change Conference in late 2014, and agree any further steps required to close the ambition gap.