



## AUSTRALIA

### Submission under the Durban Platform for Enhanced Action | July 2012

#### Planning of work | ADP

##### I. Overview

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Under Decision 1/CP.17, the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) was asked to plan its work in the first half of 2012, and start its work as a matter of urgency.

Parties have given the ADP an ambitious mandate: first, to deliver by 2015 a new international climate change agreement that brings all Parties together in taking action on climate change, and second, to undertake essential work on enhancing pre-2020 mitigation ambition. Success depends on all Parties and the Co-Chairs of the ADP working together to make the best use of the time available, guided by a clear plan of work.

Australia fully supports the ADP process and looks forward to working closely with the Co-Chairs and other Parties to deliver on the ADP's mandate. As outlined in submissions to the ADP in April and May 2012, in Australia's view the ADP must deliver a new, legally binding climate change agreement that includes action by all Parties for the period from 2020, and should explore options to enhance global mitigation ambition, capturing progress through annual COP decisions.

In response to the invitation from the ADP Co-Chairs, and in anticipation of the second sessional period of the Ad Hoc Working Groups for 2012, to be held in Bangkok, this submission sets out Australia's views on the planning of the work of the ADP, including that we should:

- Use the Bangkok session to start substantive conversations under the ADP's two workstreams, and lay essential groundwork on the new agreement by deepening Parties' understanding of the world post-2020 and starting an inclusive exchange of views on the elements of the new agreement;
- Mark the ADP's first milestone at COP18 by capturing progress in discussions on conceptualising the new agreement in the report of the ADP, setting out a plan to take work on the new agreement forward, and by concluding an initial outcome on the mitigation ambition workplan;
- Shape the ADP's plan of work on the new agreement as a multi-year task (rather than based on an annual cycle), allowing Parties, the Co-Chairs and successive COP Presidents to effectively build toward delivering the agreement by COP21.



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## II. A process that works for outcomes

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Parties have a wealth of experience to draw from in planning the work of the ADP. Past negotiations under the AGBM, AWG-KP and AWG-LCA provide lessons on how processes can help deliver outcomes, and have also showed us process weaknesses we can avoid repeating. As a tool to help Parties deliver the ADP's mandate, the planning of work for Bangkok and beyond should aim to:

- Promote **strong working relationships and build trust** between the Parties, Co-Chairs and successive COP Presidencies – for example, by settling the COP21 host well (e.g. two years) in advance, and through early election of individuals to serve in key posts.
- Help Parties be **well prepared to contribute and advance work** at sessional periods, minimise process debates, and manage resources – for example, by determining in advance the number of sessional periods for each year, and outlining expectations for what work will be done and outputs delivered at key sessional periods.
- Support the **Co-Chairs' ability to steward the process** – for example, by requesting the Co-Chairs to produce papers and text at key milestones.
- Ensure negotiations under the ADP are **inclusive, participatory and transparent** – for example, phasing work so that it is not necessary for discussions on all elements to happen at once will help give small delegations a better opportunity to participate.
- Ensure the process draws on the best and **most current information, expertise and lessons learned** – by drawing on the latest science and analysis, maintaining open communication channels with other fora working on climate change, and providing sustained opportunities for observers, the private sector and civil society to contribute.
- Help Parties **use time smarter** – by recognising where outcomes can best be progressed through official-level negotiations, through detailed technical work or through political consideration of issues, and by staging meetings accordingly.

## III. Bangkok: Laying the groundwork

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Bangkok is the opportunity for Parties to lay the groundwork for a credible ADP outcome at Doha, as well as start planning how the ADP can organise its time to deliver the new agreement by 2015. Work at Bangkok must start substantive conversations under both ADP workstreams, help Parties deepen their understanding of the scale of the ADP's task, and start an open, inclusive and creative exchange of views on the outcomes the ADP has been asked to deliver. The session should:

- Start **substantive work on the ADP's two workstreams** – under agenda item 3(a) and agenda item 3(b) – in line with the understanding recognised in the ADP's agenda. These two workstreams could be formalised by establishing two corresponding, standing contact groups.
- Include **presentations and discussion to help Parties conceptualise the scale of the ADP's task**. Deepening understanding of the current and future context of the global mitigation and



adaptation challenge, including what the world will look like in 2020 and beyond, will be challenging but essential to provide the foundation for an environmentally effective response that is grounded in contemporary political, economic and scientific realities:

- One day could focus on conceptualising “the world 2020+”, presenting data and analysis that builds awareness of emissions and economic trends, energy and population projections, technology availability and science-based risks and impacts. A possible format would be expert presentations with question and answer sessions.
- A second day could focus on barriers to and incentives for climate change action, which could include the need for better impact assessment and modelling tools, policy co-drivers, role of the private sector, cost and capacity considerations. A possible format would be discussion questions with responses from Parties and observers.
- Give Parties **an open space to share their views on outcomes from the ADP** and start discussions on how to take the work of the ADP forward, in particular on:
  - What should be the objectives and elements of the new agreement?
  - What steps can be taken under the UNFCCC and through complementary initiatives to enhance mitigation ambition, and what decisions are required at Doha to support this?
- Outline the **steps to be taken for Doha**, which could include requesting:
  - the Co-Chairs to prepare a summary of discussions on the new agreement, to be used to inform discussions at a more detailed level in Doha;
  - the Secretariat to organise workshops or the presentation of information or analytical work to fill any identified gaps in knowledge;
  - the Co-Chairs to compile a plan of work for the new agreement, drawing on submissions and views;
  - Parties to make submissions on the steps to be taken at Doha and beyond on enhancing mitigation ambition, including through submission of text for a COP decision.

#### IV. Doha: Initial milestones

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Doha will mark the first milestone of the ADP. Part of a successful and balanced Doha outcome will involve demonstrating that the ADP has started work on the new agreement in earnest and concluded initial progress on the mitigation ambition workplan.

Doha must also set a path forward for work on both the new agreement and mitigation ambition. For the work on mitigation ambition, the task of delivering outcomes and planning next steps is one that merits COP attention annually, including the opportunity for Parties to develop outcomes in a progressive manner under COP decisions (Australia’s May 2012 submission “Options and Ways for Enhancing Ambition” sets out further thinking).



By contrast, the work on the new agreement has been mandated to the ADP as a multi-year task, and calls for a plan of work that helps manage discussions as a coherent process through to 2015. For this reason, it would be useful to manage this work principally through ADP reports to the COP and ADP Conclusions, with COP decisions concluded only where these are necessary.

At Doha, Parties should aim to:

- Continue discussions in a **more structured manner to conceptualise the objectives, elements and structure** of the new agreement, for example through workshops corresponding broadly with the issues listed in paragraph 5 of Decision 1/CP.17;
- Capture a **record of progress on the new agreement in the Report of the ADP**;
- Conclude a **plan of work for the new agreement** and include this in the ADP Report, inviting Parties to make submissions setting out specific ideas on how to move work into its next phase in 2013;
- Conclude a COP decision to **confirm the chairing arrangements for the ADP**, per the agreement reached in Bonn;
- Conclude a COP decision setting out an **initial set of options for enhancing mitigation ambition** and setting out how this work will continue in 2013;
- Conduct a **Ministerial-level segment** (e.g. one session) to provide the opportunity for continued political momentum and participation in the ADP's work.

## V. From Doha to COP 21: a multi-year task

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From Doha, work on the new agreement should move from its initial 'conceptual' phase to a more detailed 'content' phase, fleshing out options, text and the architecture for the new agreement. As other Parties have noted in submissions, proposed text for a new legal instrument must be communicated to Parties by the Secretariat at least six months before the session at which it is to be adopted. Organising the work of the ADP to produce an effective text at least six months before COP21 will challenge Parties to think carefully and creatively about the steps required to elaborate the new agreement and how this work can be done most effectively.

Work in the 'content' phase must include:

- **Mapping out the elements of the new agreement**, and exploring the detailed content required under each of those elements;
- Taking stock of the **undertakings, institutions and mechanisms that already exist** under the Convention and the Kyoto Protocol, and identifying whether and how these will interact with the new agreement;
- Considering the **architecture of the new agreement**, including what substantive content needs to be dealt with in a legally binding form under a new Protocol, and what content can be developed through rules, or other institutions or infrastructure;



- Considering how mid- and long-term action on climate change under the Convention will **interact with and complement actions being taken by other actors and processes** – including private actors, other multilateral fora, regional, plurilateral and bilateral initiatives;
- A dynamic process of **learning lessons from institutions and processes already in place under the Convention**, in particular once the institutions and processes initiated at Cancun and Durban develop knowledge and experience;
- Incorporating the **latest scientific and technical analysis**, in particular the results of the IPCC AR5 process;
- **Giving work to the right bodies**, including sending technical or implementation work to the Subsidiary Bodies, as appropriate, and elevating political issues to political leaders;
- Resolving any **legal issues** raised in relation to the new agreement.

The below table summarises the views set out above and possible milestones for future work on the new agreement:

<b>Bangkok 2012</b>	Initiate substantive discussions under the two ADP workstreams, including an open exchange of views on the objectives and elements of the new agreement
	Hold ‘conceptual’ presentations and discussions to better understand what the world could look like from 2020 (including emissions, economic and energy trends, technology availability, risks and impacts), and lessons learned on barriers to and incentives for action
	Request Co-Chairs to prepare summary of discussions on the new agreement. Request Co-Chairs to compile workplan outline, drawing on submissions and views.
<b>COP 18, Doha</b>	Ministerial segment to allow opportunity for political participation and guidance
	Report of the ADP and conclusions: <ul style="list-style-type: none"> <li>- Capturing progress on conceptualising the objectives and elements of the new agreement</li> <li>- Setting out a broad plan of work for the new agreement</li> <li>- Inviting submissions from Parties in early 2013 on moving work to the next phase</li> </ul>
	COP decision to endorse the chairing arrangements for the ADP, as agreed in Bonn
<b>2013 to COP19</b>	Phased work under spin-off groups to progress negotiations Workshops on the architecture of the new agreement Incorporate output of IPCC AR5 Working Group I
	Report of the ADP and conclusions <ul style="list-style-type: none"> <li>- Inviting full text proposals for the new agreement</li> <li>- Requesting Co-Chairs to produce an outline of the new agreement before the first session of 2014, drawing on Parties’ views</li> </ul>
<b>2014 to COP20</b>	Further phased work under spin-off groups/other bodies to progress negotiations Incorporate output of IPCC AR5 Working Groups II and III, and Synthesis Report



	COP Ministerial segment to allow enhanced political engagement
	Report of the ADP and conclusions <ul style="list-style-type: none"> <li>- Attaching draft text of the new agreement (to meet six month rule)</li> <li>- Identifying major issues that will require political attention in 2015</li> </ul>
	COP decision tasking any specific work (e.g. on rules) to other bodies
<b>2015 to COP21</b>	Intensified political engagement on key issues Negotiations to ready instrument text for adoption, and finalise supporting rules as necessary Incorporate preliminary results of the Review
	COP decisions to: <ul style="list-style-type: none"> <li>- Adopt the new agreement and supporting rules</li> <li>- Mandate any further work needed to complete supporting rules or readiness measures to prepare for implementation of the new agreement</li> </ul>

