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

First session, part two

Doha, x November 2012-\*

### Report on the workshop on increasing the level of ambition under paragraph 8 of decision 1/CP.17

#### Note by the facilitator

##### *Summary*

This report provides a summary of the in-session workshop on increasing the level of ambition under paragraph 8 of decision 1/CP.17. The workshop, held in Bonn, Germany, on 21 May 2012, during the first negotiating session in 2012, provided an opportunity for participants to deepen their understanding of the ambition gap and discuss options and ways for increasing ambition. The presentations and discussion examined the role of national governments, the private sector and international cooperation in enhancing action, and in mobilizing the critical resources and support needed to promote action. Participants proposed options for the possible next steps and inputs required to provide a basis for further discussion on raising ambition. The Ad Hoc Working Group on the Durban Platform for Enhanced Action may wish to take into consideration the information contained in this report, noting its relevance to the work of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol and the Ad Hoc Working Group on Long-term Cooperative Action under the Convention.

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\* The second part of the session will be held in conjunction with the eighteenth session of the Conference of the Parties. The opening and closing dates of the first session, part two, of the Ad Hoc Working Group on the Durban Platform for Enhanced Action will be determined in due course.

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## I. Introduction

### A. Mandate

1. By decision 1/CP.17, the Conference of the Parties (COP) noted with grave concern 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.
2. By the same decision, the COP decided to hold an in-session workshop at the first negotiating session in 2012 to consider options and ways for increasing ambition and possible further actions.
3. In response to the mandate outlined in paragraph 2 above, the workshop on increasing the level of ambition under paragraph 8 of decision 1/CP.17<sup>1</sup> was held on 21 May 2012 at the Hotel Maritim, Bonn, Germany, during the first negotiating session in 2012.

### B. General objectives and approach to the workshop

4. The objective of the workshop was to provide an open space for participants to discuss how to tackle the challenge of increasing the level of ambition. An information note and an agenda were made available to Parties on the UNFCCC website.<sup>2</sup> The aims of the workshop were explained as follows:
  - (a) To discuss the ways and means to enhance ambition;
  - (b) To explore what action can be taken, including by the COP, to realize the mitigation potential of the options proposed during the workshop;
  - (c) To identify what further activities can be undertaken under the workplan on enhancing mitigation ambition;
  - (d) To discuss the potential roles of national governments, international cooperation, the private sector and the importance of mobilizing resources and support, including the catalytic role of climate financing, technology and capacity-building within overall efforts to increase ambition.
5. The workshop also sought to look ahead to the next steps necessary to increase the level of ambition.

## II. Summary of the proceedings

6. During the Bonn session, the COP Presidency requested that Ms. María del Socorro Flores Liera (Mexico) facilitate the workshop.

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<sup>1</sup> At the request of some Parties, the title of the workshop was modified to reflect the mandate of the workshop as contained in decision 1/CP.17, paragraph 8. The workshop title was therefore changed from "Workshop on enhancing mitigation ambition" to "Workshop on increasing the level of ambition under paragraph 8 of decision 1/CP.17".

<sup>2</sup> <[http://unfccc.int/meetings/bonn\\_may\\_2012/workshop/6663.php](http://unfccc.int/meetings/bonn_may_2012/workshop/6663.php)>.

7. The workshop was opened by the Ms. Flores Liera, who outlined the objectives of the workshop, and the general approach to, and organization of, the work during the workshop. She emphasized that the workshop was not a setting for negotiation, but was a chance for Parties to focus on the challenge, explore creative solutions and share ideas in a positive spirit.

8. Oral reports from two related workshops were provided. Mr. Andrej Kranjc (Slovenia) reported on the workshop on quantified economy-wide emission reduction targets by developed country Parties, held on 17 May 2012, and Mr. Gary Theseira (Malaysia) reported on the workshop to further the understanding of the diversity of nationally appropriate mitigation actions (NAMAs) by developing country Parties, the underlying assumptions and any support needed for the implementation of these actions, held on 18 May 2012.<sup>3</sup>

9. Part I of the workshop focused on the nature, scale and relevant time frames in relation to the mitigation gap, and possible ways to close it, through presentations by Mr. Joseph Alcamo from the United Nations Environment Programme (UNEP) via WebEx, Mr. Jan Minx<sup>4</sup> on behalf of the Intergovernmental Panel on Climate Change (IPCC) and Mr. Markus Wråke from the International Energy Agency (IEA).<sup>5</sup>

10. Part II of the workshop focused on how to enhance ambition and close the gap, the role of national governments, how international cooperation can enhance action, the role of the private sector and how to mobilize critical financial, technological and capacity-building resources and support. During this session, presentations were made by the Alliance of Small Island States, Australia, Brazil, China, the European Union, Japan, the least developed countries, the Marshall Islands, New Zealand and the United States of America. Question and answer sessions were held after groups of presentations.

11. Part II also included a panel discussion with observer organizations and civil society entitled “Opportunities for international cooperation and mobilizing resources and support”. The panel comprised representatives from Responding to Climate Change, the International Council on Local Environmental Initiatives, the Climate Group, the Forest Carbon Partnership Facility and Climate Action Network International. A question-and-answer session followed the interventions by the panel.

12. During part III of the workshop, participants made proposals on the next steps to be undertaken to take the work forward.

13. The workshop facilitator concluded the workshop by thanking all attendees for their active participation. She informed participants that an extensive report reflecting the views expressed would be prepared.

### **III. Summary of the workshop discussion**

#### **A. Understanding the gap and possible ways to address it**

14. The overall message, consistent across the presentations from UNEP, the IPCC and the IEA, was that there is a significant gap between the mitigation pledges and emission

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<sup>3</sup> The two oral reports can be found on the UNFCCC website at <[http://unfccc.int/files/bodies/awg-lca/application/pdf/20120524\\_mit\\_developed.pdf](http://unfccc.int/files/bodies/awg-lca/application/pdf/20120524_mit_developed.pdf)> and <[http://unfccc.int/files/bodies/awg-lca/application/pdf/20120524\\_namas.pdf](http://unfccc.int/files/bodies/awg-lca/application/pdf/20120524_namas.pdf)> respectively.

<sup>4</sup> Mr. Jan Minx is the Head of the Working Group III Technical Support Unit.

<sup>5</sup> All presentations delivered at the workshop can be found on the UNFCCC website at <[http://unfccc.int/meetings/bonn\\_may\\_2012/workshop/6663.php](http://unfccc.int/meetings/bonn_may_2012/workshop/6663.php)>.

levels consistent with the objective of the Convention and the 2 °C goal; and although this gap can probably be closed in time, there is no time to waste.

15. The Chief Scientist of UNEP presented the size of the emission mitigation gap, and the various uncertainties and assumptions associated with the emissions pathways needed to close this gap. Using a wide range of simulation models, it was shown that in order to keep global average temperature rises above pre-industrial levels below 2 °C, global emissions will have to peak before 2020 and fall to between 40 and 50 per cent below their 1990 levels by 2050. In order to keep global average temperature rises above pre-industrial levels below 1.5 °C, global emissions will have to peak before 2020, fall even more rapidly, and be negative<sup>6</sup> before 2050.

16. The gap between the effect of Parties' current mitigation pledges on greenhouse gas concentrations in the atmosphere and greenhouse gas concentration levels that would be consistent with meeting the target of keeping global average temperature rises above pre-industrial levels below 2 °C was illustrated. The models showed that, depending on the extent to which Parties enforce stringent mitigation rules and meet their higher, conditional mitigation pledges, their combined emissions in 2020 will be between 11 and 6 gigatonnes of carbon dioxide equivalent (Gt CO<sub>2</sub> eq) above 44 Gt CO<sub>2</sub> eq, which was the median estimate of the level needed in order for it to be 'likely' that the 2 °C target will be met.<sup>7</sup> If the emission gap is not closed by 2020, the world is likely to experience average warming above pre-industrial levels of between 2.5 and 5 °C by 2100.

17. The Chief Scientist of UNEP and the representative of the IEA emphasized that the technologies and policy approaches needed to close this emission gap are currently available, and include the scaled-up use of renewable energy, including biomass, increased energy efficiency and more robust energy efficiency standards, sustainable forest management and the reduction of non-CO<sub>2</sub> greenhouse gas emissions. However, in the light of the challenge of the effects of infrastructure 'lock-in' – that is, the use of the current infrastructure employing older, carbon-inefficient technologies, likely to last for decades – policies and investment patterns must change in the near future in order to reach the objective of the Convention.

18. The representative of the IPCC described the potential for renewable energy to play a leading role in emission reductions, based on the findings of the *Special Report on Renewable Energy Sources and Climate Change Mitigation* prepared by the panel. The models described in this report showed that renewable energy deployments are higher when competing options are not available, global mitigation costs rise with ambition and the unavailability of technologies, and that more ambitious stabilization goals may no longer be achievable if critical technologies, such as renewable energy or carbon capture and storage, are not available.

19. The representative of the IEA described the challenge of translating policy ambition and government targets into action, citing the example of the international goal to have 20 million electric vehicles on the road by 2020. Production projections for these vehicles, by industry, are well below this target, indicating that the policy ambitions of governments have not translated into significant incentives for industry to make them feasible. This illustrates the importance of not only setting policy targets but also backing them up with robust action.

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<sup>6</sup> Negative net emissions would mean that emissions are less than the uptake of CO<sub>2</sub> by sinks. Most models assume specific technology applications to achieve this, such as bioenergy systems combined with carbon capture and storage.

<sup>7</sup> A 'likely' chance has greater than 66 per cent probability of occurrence.

20. The economic implications of enhanced mitigation were outlined by the representative of the IEA, who explained that while investment of around USD 5 trillion above the baseline would be required between now and 2020 to make it possible to reach the 2 °C target, fuel savings alone would be around USD 4 trillion for the same period, 5 trillion by 2025 and USD 15 trillion by 2050. These figures do not take into account secondary costs, or the significant costs or benefits related to human health. However, while the economic benefits of increased fuel efficiencies are clear, the representative of the IEA noted that the political challenges arise from the fact that the costs and benefits of this investment would not be experienced uniformly over time and space, raising questions of inter-State and intergenerational equity.

21. The Chief Scientist of UNEP identified the following specific areas within the framework of the negotiations that would significantly increase the likelihood of meeting the 2 °C target:

- (a) Minimize the use of surplus emission credits and lenient credits from land use, land-use change and forestry measures under the Kyoto Protocol;
- (b) Avoid the double-counting of emission offsets;
- (c) Pursue the high end of the pledged mitigation ranges.

22. The Chief Scientist of UNEP and the representative of the IEA proposed a number of specific actions that Parties can take in order to meet the 2 °C target, including taking further measures to improve fuel efficiency, especially for trucks and freight; accelerating the introduction of renewable energy technologies; developing and deploying a more sustainable management of waste, agriculture and forests; eliminating fossil fuel subsidies; instituting carbon prices to internalize the negative costs of emissions; and increasing investment in research and development in more innovative technologies.

23. Participants asked the three presenters a range of questions, the answers to which can be found on the UNFCCC website.<sup>8</sup>

## **B. Working together to close the gap**

24. Recognizing that a global effort is needed to enhance ambition and close the current gap effectively, participants highlighted several ways in which this could be achieved. Presentations by Parties and the panel discussion focused on how to enhance mitigation outcomes and close the gap, including the role of national governments, international cooperation, the private sector and how to mobilize resources, including the catalytic role of climate financing, technology and capacity-building. Collaborative initiatives identified were clustered according to the themes discussed below.

### **1. Increasing the ambition level and clarification of current mitigation pledges**

25. Participants noted the urgent need for action to enhance mitigation ambition, as demonstrated by the Chief Scientist of UNEP.

26. There was a general call for countries to unconditionally move to the top of their pledge ranges. The Chief Scientist of UNEP noted that depending on the leniency of the rules applied, all countries being at the top rather than the bottom end of the pledges could mean the difference between an 11 Gt gap and a 6 Gt gap in 2020.

27. Some developed countries stated that a major factor in moving towards the higher end of the pledge range is domestic political support, which can only be achieved if there is

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<sup>8</sup> Available at <[http://unfccc.int/meetings/bonn\\_may\\_2012/workshop/6663.php](http://unfccc.int/meetings/bonn_may_2012/workshop/6663.php)>.

comparable effort by other Parties. The importance of the transparency of all Parties' pledges and actions was also raised in this regard.

28. A number of participants stated that, while Parties that have already made pledges should increase them, those Parties that have not yet made pledges, which in total account for approximately 25 per cent of global emissions, should do so at the earliest opportunity. It was noted that these Parties may have specific constraints, which they should clearly state to enable the appropriate provision of support from other Parties.

29. There was also a general call for Parties that have made pledges to further clarify them, especially following the workshop on clarification of the developed country Parties' quantified economy-wide emission reduction targets and related assumptions and conditions (held on 17 May 2012) and the workshop to further the understanding of the diversity of nationally appropriate mitigation actions by developing country Parties, underlying assumptions, and any support needed for implementation of these actions (held on 18 May 2012).<sup>9</sup>

## **2. Equity**

30. The concept of equity was raised by various participants as a means of addressing the challenges of increasing ambition in a systematic way. The issue was discussed in the context of historical emissions and current and future emission trends. The need to examine the concept of equity within nations, as well as between nations, was also highlighted.

## **3. Means of implementation**

31. It was broadly recognized that finance, technology and capacity-building are essential for enabling many developing country Parties to enhance their efforts and to move into a low emissions development pathway. Developing country Parties that have presented their NAMAs were encouraged to realize their full potential, and those that have not yet presented NAMAs were encouraged to do so.

32. One group of Parties suggested that clarity was needed on the means of implementation that will be available to implement NAMAs that have already been submitted. They further proposed that this information be provided in Party submissions for discussion during the next negotiating session.

33. It was suggested that a workshop be convened in the future on the raising of ambition on the means of implementation.

## **4. Development of a robust rules-based framework**

34. Several participants called for a more robust, rules-based framework to be achieved through measures including the following:

- (a) Strengthening the accounting rules or developing common approaches to accounting;
- (b) Minimizing the use of credits from land use, land-use change and forestry measures;
- (c) Minimizing or eliminating the use of surplus carry-over credits under the Kyoto Protocol.

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<sup>9</sup> Details of both workshops can be found on the UNFCCC website at [http://unfccc.int/meetings/bonn\\_may\\_2012/workshop/6659.php](http://unfccc.int/meetings/bonn_may_2012/workshop/6659.php) and [http://unfccc.int/meetings/bonn\\_may\\_2012/workshop/6660.php](http://unfccc.int/meetings/bonn_may_2012/workshop/6660.php) respectively.

35. Parties acknowledged the importance of implementing international assessment and review, and international consultation and analysis, which can potentially be effective means of increasing ambition as the information provided through these processes would facilitate more complete, efficient and effective efforts.

## 5. Strengthening international cooperative initiatives

36. Parties identified a range of international cooperative initiatives which could be strengthened, including the following:

(a) Enhancing action through the International Maritime Organization and the International Civil Aviation Organization;

(b) Enabling new mitigation technologies through cooperation and partnerships, for example the Global Research Alliance on Agricultural Greenhouse Gases, the Climate and Clean Air Coalition and initiatives related to REDD-plus;<sup>10</sup>

(c) Reducing hydrofluorocarbon emissions through the Montreal Protocol on Substances that Deplete the Ozone Layer;

(d) Increasing engagement with groups such as networks of individual subnational governments, the International Council on Local Environmental Initiatives, the C40 Cities Climate Leadership Group, non-governmental organizations, the private sector, intergovernmental organizations and international think tanks;

(e) Reducing or removing fossil-fuel subsidies to level the playing field for clean energy technologies;

(f) Introducing more robust efficiency standards. Such standards can be important policy instruments available to governments to meet the objective of the Convention. One Party suggested the sharing of globally applied efficiency standards on specific products.

37. The importance of effective engagement with relevant bodies, processes and agreements both within and outside the Convention was acknowledged. Participants noted that most of the proposed international cooperative initiatives already have bodies and institutions to govern or support them, and therefore the Convention and its bodies may only need to provide them with visibility and a platform on which to share information, build capacity and identify where synergies can be found in order to further enhance mitigation ambition.

38. It was suggested that the secretariat could prepare a technical paper compiling the various proposals to strengthen international cooperative initiatives, including, where possible, assessments of mitigation potentials and costs according to expert analyses. It was also suggested that a technical dialogue could be convened on the same topic. It was further suggested that the need for such a paper, as well as its possible scope and timeline, should be discussed and agreed upon in the context of the Ad Hoc Working Group on the Durban Platform for Enhanced Action.

39. There was also a call for a technical dialogue assessing mitigation potential, cost and readiness, in various thematic areas, in relation to mitigation ambition. This could also be linked to a proposal to undertake technical discussions on how to ensure accountability and robust tracking of all international cooperative initiatives.

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<sup>10</sup> Policy approaches and positive incentives on issues relating to 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.



40. There was a suggestion to include information on fossil fuel subsidy reform in guidelines for reporting under the Convention. It was also suggested that the secretariat could undertake a technical analysis to quantify the impact of action to reduce subsidies on the closing of the gap.

## 6. Markets

41. The importance of markets in helping all stakeholders by reducing the costs of mitigation and enabling developing countries to receive payments for reducing emissions was highlighted. One participant quoted figures from the Organisation for Economic Co-operation and Development<sup>11</sup> stating that an 'efficient market mechanism' would reduce the cost of the necessary reductions in emissions required by 2050 to just 0.11 per cent of global gross domestic product.

42. It was recognized that the Kyoto Protocol can assist in enhancing ambition as it offers opportunities to both developed and developing country Parties to increase ambition, including through the clean development mechanism. One example cited was the opportunities presented through afforestation and reforestation, but it was recognized that the temporary certified emission reductions resulting from these activities still face restrictions in demand due to decisions by some potential buyers not to use them. It was acknowledged that opportunities should be provided for such activities while being aware of the challenges of ensuring environmental integrity in the process.

43. It was also proposed that there is a need to find ways to improve the carbon market to lead to greater financial flows to developing countries and increased ambition for all Parties. Pricing carbon will create incentives for industry to invest in lower carbon technologies. It was further proposed that frameworks should be developed to enhance the fungibility of markets.

## 7. Sharing lessons learned

44. Several participants called for the sharing of lessons learned in order to facilitate more effective implementation by all Parties.<sup>12</sup> One tangible example of relevant lessons learned was provided by the representative from the Forest Carbon Partnership Facility, a global partnership focused on reducing emissions from deforestation and forest degradation, forest carbon stock conservation, sustainable management of forests and enhancement of forest carbon stocks (REDD-plus), which highlighted a number of lessons learned, including the fact that significant capacity had to be built before many participating countries could absorb funds for sectoral initiatives and the challenges of determining a fair price for REDD-plus carbon reductions.

## C. Next steps

45. Parties stressed the need to consider ambition holistically, and suggested four specific ways in which ambition could be raised as follows:

- (a) Secretariat and related United Nations-wide initiatives;
- (b) Assessment of international cooperative initiatives;
- (c) Reporting;
- (d) Information sharing.

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<sup>11</sup> Organisation for Economic Co-operation and Development. 2009. *The Economics of Climate Change Mitigation: Policies and Options for Global Action beyond 2012*, page 12.

<sup>12</sup> More specific proposals of this nature are listed in paragraph 53 below.

46. A number of participants called for other workshops to be held on enhancing ambition on adaptation, and on the means of implementation in keeping with the holistic approach to considering ambition.

**1. Secretariat and related United Nations-wide initiatives**

47. Several Parties proposed initiatives which the UNFCCC process or higher-level political processes within the United Nations could undertake to facilitate the process of increasing the level of ambition in the lead-up to and at Doha, Qatar. Parties also acknowledged the importance of the work under the Ad Hoc Working Group on Long-term Cooperative Action under the Convention on clarification of mitigation targets and actions.

48. Initiatives proposed by Parties included the following:

- (a) Submissions by Parties and observer organizations on the role of the secretariat in ensuring the highest possible mitigation efforts;
- (b) Outline decisions to deliver a first list of options on enhancing ambition to be developed at the informal session in Bangkok, Thailand, in August 2012;
- (c) A high-level leaders' meeting in the margins of the United Nations General Assembly meeting in September 2012, to consolidate the political will for increased ambition;
- (d) The launch of a continuous process by the COP, at its eighteenth session, to enhance ambition, to adopt initiatives to close the ambition gap and to ensure transparency of action within the UNFCCC process, including through an annual COP decision on ambition.

**2. Assessment of international cooperative initiatives**

49. Recognizing the importance of strengthening international cooperative initiatives in enhancing ambition, participants suggested that further assessment of these initiatives could be undertaken through the following methods:

- (a) A technical paper compiling the various proposals for consideration as international cooperative initiatives, including, where possible, assessments of mitigation potentials and costs according to expert analyses;
- (b) A technical dialogue on the issues presented in the technical paper identified above, including possible technical discussions on how to ensure accountability and robust tracking of all international cooperative initiatives.

**3. More detailed reporting**

50. Some participants suggested that more information should be provided from developed country Parties on the following:

- (a) Domestic policies and measures that would enable developed country Parties to raise the level of ambition of their target;
- (b) The emission reduction potential of such policies in gigatonnes (Gt), including their contribution to closing the ambitions gap;
- (c) Constraints on implementing such policies and measures;
- (d) Details on the financial and other resources that they can provide for developing countries.

51. It was also suggested that more information should be provided by developing country Parties on the following:

- (a) Means of implementation required that would enable developing country Parties to develop and implement more ambitious NAMAs;
  - (b) Domestic policies and measures that would comprise such measures;
  - (c) The emission reduction potential of such NAMAs in Gt;
  - (d) Any other constraints preventing the adoption of such NAMAs.
52. This could be further discussed at the informal Bangkok session in August 2012.

#### **4. Information sharing**

53. The importance of information sharing was highlighted by a wide range of participants, both in order to build transparency and trust, and to share lessons and improve the effectiveness of action. The following specific proposals were made:

- (a) Taking action to broaden and replicate successful experiences and examining case studies;
  - (b) Sharing of lessons on the implementation of the new processes agreed at the sixteenth and seventeenth meetings of the COP, such as the provisions relating to international assessment and review and international consultation and analysis;
  - (c) Sharing of lessons on the pathways to development, in order to ensure efficient low carbon development for all countries;
  - (d) Identifying road maps for technology development and periodically reviewing progress;
  - (e) Setting specific targets, and drafting action plans, to diffuse the best available technologies for major sectors to developing countries.
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