

## Summary of roundtable on workstream 2 Bangkok, Thailand, 30 August–5 September 2012

### Note by the Co-Chairs

26 September 2012

#### I. Introduction

1. Decision 1/CP.17 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. In addition, decision 1/CP.17 decided to launch a workplan on enhancing mitigation ambition to identify and explore options for a range of actions that can close the ambition gap with a view to ensuring the highest possible mitigation efforts by all Parties.

3. At its first session, the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) adopted its agenda<sup>1</sup> and initiated two workstreams; one addressing matters related to paragraphs 2–6 of decision 1/CP.17 and another addressing matters related to paragraphs 7–8 of the same decision. During this session, a workshop was organized in accordance with paragraph 8 of decision 1/CP.17.<sup>2</sup>

4. In preparation for the informal additional session of the ADP, convened in Bangkok, Thailand from 30 August to 5 September 2012, we prepared a note that outlined proposals for the informal session that would facilitate a substantive and meaningful discussion under both workstreams. In particular, we proposed to use a roundtable format to allow for an interactive dialogue between Parties.

5. To facilitate the work of the roundtable under workstream 2, we proposed three specific topics to guide the discussion: (i) Understanding the mitigation gap and options and ways for enhancing the level of ambition; (ii) Means of implementation relevant to the workplan on enhancing mitigation ambition; and (iii) The way forward: Using the workplan on mitigation ambition to catalyze action.

6. To facilitate the work of the roundtable under workstream 2, we posted questions on the UNFCCC website on Tuesday 29 August, Friday 31 August and Sunday 2 September. These questions guided the discussion in the four meetings of the roundtable on workstream 2. The questions posed are listed in the annex to this summary.

7. This note summarizes the work of the roundtables under workstream 2, addressing matters related to paragraphs 7 and 8 of decision 1/CP.17, and has been prepared under our own responsibility.

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<sup>1</sup> FCCC/ADP/2012/2, paragraph 9–13.

<sup>2</sup> FCCC/ADP/2012/INF.1.

## II. Understanding the mitigation gap and options and ways for increasing the level of ambition

### *Understanding the mitigation gap*

8. In the workshop on increasing the level of ambition under paragraph 8 of decision 1/CP.17, Parties engaged in a detailed discussion on the mitigation gap and the scientific assessments of the gap. The roundtable discussions therefore did not repeat this discussion in detail.

9. Many Parties reiterated the call for urgency in undertaking action to close the emissions gap to keep the increase in global average temperature below 2°C or 1.5°C. To highlight the urgency required there was a suggestion that efforts should be increased to keep the temperature increase to below 1°C. Several Parties cited the UNEP Emissions Gap Report<sup>3</sup> as the basis for the scientific assessment of the emissions gap.

10. Some Parties stated that raising the level of ambition prior to 2020 was critical to the development and implementation of a meaningful outcome post-2020. Some Parties also highlighted the need to consider how the work on increasing ambition would be informed by the 2013–2015 review on the long term global goal under the Convention.

11. Several Parties expressed the view that a balanced and holistic approach should be taken when addressing the issue of ambition. In this regard, a comprehensive discussion on ambition should consider not only mitigation, but also adaptation and means of implementation. On adaptation the point was made that by necessity the level of ambition on mitigation will determine the required level of ambition on adaptation.

12. On increasing ambition on adaptation, it was suggested that it could be useful to provide an opportunity for Parties to make adaptation pledges. In this regard, it was proposed that these pledges could be registered together with the required financial, technological or capacity-building support needed to achieve these pledges. Increasing the ambition of the means of implementation was discussed in more detail and the discussion is reflected in Section III of this summary.

13. Parties also identified other gaps which require attention in addition to the mitigation gap, including gaps in implementing the Convention, in undertaking and honouring commitments, in applying the principles of equity and common but differentiated responsibilities and respective capabilities, in participating in mitigation efforts and in ensuring legal continuity into the second commitment period of the Protocol.

### *Options and ways for increasing the level of ambition*

14. Parties proposed three general approaches to increase the level of ambition:

- (a) Increasing the number of countries making pledges;
- (b) Increasing the ambition of existing pledges, and
- (c) Recognizing additional supplementary actions and initiatives undertaken at sub-national, national and international levels.

15. Several specific options and ways to increase the level of ambition were proposed in keeping with the three general approaches outlined above. At the workshop on increasing the level of ambition under paragraph 8 of decision 1/CP.17, Parties discussed the first two options in more detail than the third. During the roundtables, Parties engaged in more specific discussion on the potential role of additional supplementary initiatives in

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<sup>3</sup> <<http://www.unep.org/publications/ebooks/emissionsgapreport/>>.

increasing the level of ambition. The discussion on additional supplementary initiatives is therefore summarised in more detail in paragraphs 19–24 below.

16. In relation to increasing the number of countries making pledges, the approaches included:

- (a) Requesting Annex I Parties intending to participate in the second commitment period of the Kyoto Protocol that have not yet submitted QELROs to do so;
- (b) Requesting Annex I Parties that are not Parties to the Kyoto Protocol or that do not intend to participate in the second commitment period to submit economy-wide emission reduction targets, and
- (c) Requesting developing country Parties to identify new nationally appropriate mitigation actions (NAMAs) and implement existing ones, along with the provision by developed countries of the necessary financial, technological and capacity-building support.

17. In relation to increasing the ambition of existing pledges, the approaches included:

- (a) Removing conditionalities on existing pledges by developed country Parties;
- (b) Moving to the higher end of pledges made by developed country Parties if presented as a range;
- (c) Requesting Annex I Parties not taking economy-wide emission reduction targets under the Kyoto Protocol to undertake comparable efforts under the Convention;
- (d) Improving energy efficiency in all sectors and promoting renewable energy;
- (e) Encouraging access to and expansion of carbon markets that can enable developed countries to undertake more ambitious targets;
- (f) Assisting developing countries in preparing and implementing low-emission development strategies in the context of the sustainable development and poverty eradication policies;
- (g) Enhancing the implementation of REDD+ initiatives, and
- (h) Recognizing and publicly acknowledging the on-going policies and initiatives by countries that contribute in a significant way to enhancing mitigation ambition.

18. In relation to recognizing additional supplementary actions and initiatives at sub-national, national and international levels, the approaches included:

- (a) Strengthening the co-operation on enhancing energy efficiency in all sectors and promoting renewable energy;
- (b) Reducing production and use of HFCs under the Montreal Protocol;
- (c) Implementing initiatives in the transport sector including those addressing emissions from international aviation and maritime transport by ICAO and IMO;
- (d) Removing fossil fuel subsidies, including by co-operative effort in the context of G-20 initiatives, and
- (e) Promoting cooperation on initiatives to address short-lived climate pollutants.

*The role of additional supplementary initiatives in increasing the level of ambition*

19. There was general recognition among Parties that additional supplementary initiatives have an important role to play in increasing the level of ambition. However, several Parties stressed that such initiatives are additional and are therefore supplementary to the pledges that Parties have made and should not be seen as replacements for multilateral rules-based actions.

20. It was therefore suggested that there should be clarity on how these initiatives relate to the targets of Annex I Parties under the Kyoto Protocol and the comparable targets of other developed countries under the Convention. It was also stated that these additional supplementary actions and initiatives should not lead Parties or groups of Parties to undertake unilateral measures as such measures could be a deterrent to additional supplementary actions.

21. Many Parties saw value in undertaking an exercise which assessed the impact of national, regional and multilateral initiatives being undertaken which are not formally recognized under the UNFCCC process. There was broad agreement that the UNFCCC should facilitate such initiatives and could serve as a platform or forum to recognise and increase visibility of such initiatives. The UNFCCC process could also seek to catalyze such initiatives and provide incentives for their implementation. The process should also seek to mobilize participation of stakeholders other than governments, such as the private sector, investors, academia, cities, other sub-national actors and civil society in the implementation of these initiatives.

22. A number of Parties highlighted the importance of knowing what impact these additional supplementary initiatives will have on bridging the emissions gap and which of these initiatives have the greatest potential to do so. It was suggested that initiatives which are under multilateral bodies other than the UNFCCC should be subject to the same or similar MRV arrangements as national commitments and pledges under the UNFCCC to ensure transparency and consistency. It was also suggested that information on these initiatives should be provided to the UNFCCC process to facilitate discussion on if, and how, these initiatives could be enhanced and scaled up keeping in mind the voluntary nature of such actions.

23. Whilst many Parties supported the need for accountability of initiatives outside the Convention, some expressed concern that bringing these initiatives under the UNFCCC process might inhibit their progress. It was proposed that the UNFCCC process should not seek to take control of these initiatives but rather to recognise, support and incentivise action taken by Parties, other organisations and stakeholders under such initiatives. In this regard, the catalytic role of the Convention as outlined in the Bali Action Plan was highlighted.

24. ICAO made an oral contribution to the discussion which highlighted progress made on a number of activities in relation to mitigation of emissions from bunker fuels. They specifically highlighted recent actions on:

- (a) The development of a carbon dioxide certification standard for aircraft;
- (b) The development and implementation of more efficient operational measures;
- (c) Sustainable alternative fuels for aviation, and
- (d) A framework and a global scheme for market-based measures.

### **III. The role of means of implementation in implementing the workplan on enhancing mitigation**

25. There was general agreement among Parties that increasing the delivery of the means of implementation is an essential element of enhancing ambition and enabling further action by developing countries, as it could provide an incentive for these countries

who had already submitted their NAMAs to enhance them and encourage those that had not yet prepared their NAMAs to do so.

26. Several Parties cautioned that addressing the issue of the means of implementation under the ADP should not obstruct and duplicate, but rather support and facilitate, related existing processes in other bodies under the Convention, such as in the AWG-LCA and the institutions and processes created as a result of its work. In this regard, specific mention was made of the discussions on long-term finance under the Conference of the Parties, the work of the Adaptation Committee and the Climate Technology Centre and Network (CTCN) of the Technology Mechanism.

27. It was also suggested that in undertaking their work on various aspects of the means of implementation, these new bodies could assist in addressing relevant issues which do not necessarily fall under another multilateral body. Energy efficiency was cited as an example of an issue not under the purview of a multilateral institution. It was suggested that the CTCN could provide a space to address this issue.

28. Some Parties reiterated the need for new and additional support, highlighting the uncertainties of the provision of finance in the period 2013–2020, as well as post-2020. Clarity on predictability of financial flows was seen as critical for the implementation of NAMAs. The role of the private sector in mobilizing resources was noted. It was further suggested that incentives needed to be developed to encourage private sector engagement and to stimulate flows of private investment. The use of public funds and their role in leveraging private sector resources was also highlighted.

29. It was suggested that support through the means of implementation could be improved if concrete proposals were developed. In this regard it was proposed that Parties requiring support should identify concrete initiatives and needs, the mitigation potential of the proposed initiative and the type of support required to undertake the proposed actions. Some Parties expressed the view that the NAMAs were, indeed, a vehicle through which a number of Parties had already identified actions requiring support as they go beyond no-regret options and do not make business sense without further incentives. However, financing and other support to undertake the identified actions has not yet been received.

30. Parties also highlighted the issue of access to technology and technology transfer and the need to address questions related to intellectual property rights, so as to enable and encourage concrete implementation by developing country Parties.

#### **IV. Taking forward the workplan on enhancing mitigation ambition and related matters**

31. There was a broad agreement on the urgency required to take the work forward under workstream 2. However, several Parties cautioned that this work should be undertaken in a balanced way so as not to detract from the efforts being undertaken by the AWG-KP and the AWG-LCA especially in Doha when these bodies are expected to complete their work.

32. Many Parties stressed that work under the AWG-KP and the AWG-LCA provides a point of departure for work in the ADP and noted that ambition must be addressed in the context of the mandates of the AWG-KP and the AWG-LCA and that raising ambition in the AWG-KP is central to work under the ADP.

33. There was also a broad agreement on the need to approach the work in workstream 2 in a holistic manner covering related issues, however some Parties while recognising the need to advance ambition on adaptation between now and 2020, proposed that given the ADP's mandate in workstream 2, a more specific focus should be given to the workplan on enhancing mitigation ambition. Parties also proposed that in discussing the workplan, there was a need to consider the principles and identify the scope of work, modalities and timelines.

34. On the principles of the Convention, many Parties stated that the work under workstream 2 should be centrally guided by these principles, particularly the principles of equity and common but differentiated responsibilities and respective capabilities, and that the principles should be applied consistently. However, some Parties noted that application of the principles from 2020 would need to reflect the circumstances of current and future economic realities.

35. Whilst there was general acknowledgement that ministerial guidance and high-level engagement was needed on ambition, there were differences of opinion on the timing of this engagement. Some Parties supported the need for high-level engagement before and in Doha, whilst others were of the view that this was premature.

36. Parties made several concrete proposals on activities and initiatives which could be undertaken in the lead up to and after Doha, which are summarized below.

#### *Pre-Doha actions*

37. Many Parties agreed that it would be useful to compile concrete initiatives both within and outside of the Convention that could be implemented immediately. Many Parties indicated a willingness to provide further quantified information on these initiatives. Such information could be submitted by Parties and international organizations, compiled in a document by the secretariat and discussed during in-session or high-level roundtables in Doha and in 2013.

38. Parties also called for a technical paper which would explore barriers, incentives, cost-benefit options and a quantification of mitigation potentials of various initiatives identified. Whilst there was general support for such a paper, some Parties stated that it could be prepared more thoroughly if required for the post-Doha period after the work of the AWG-KP and AWG-LCA had been completed.

39. There was a proposal that the incoming Presidency should convene an intersessional technical meeting to assess the proposed ideas submitted on international cooperative initiatives. It was also suggested that international cooperative initiatives and ways to address ambition more broadly, be discussed at the pre-COP meeting.

40. Parties supporting the idea of early ministerial engagement suggested having a ministerial roundtable at the pre-COP and a high-level forum before or at the Doha Conference to improve the visibility of national and international actions both within the Convention process and outside. Some Parties recommended that such a discussion occur in the context of the AWG-KP and the AWG-LCA as well as the ADP.

#### *In Doha actions*

41. There was broad consensus that Doha should send a signal that the ADP was making progress towards identifying options and finding ways to increase the level of ambition, in particular, pre-2020. Parties agreed that the workplan should focus on pre-2020 implementation of the Convention, and should address in a holistic way mitigation, adaptation, and means of implementation. Some Parties recalled that workstream 2 was focused on the work plan on enhancing mitigation ambition.

42. Parties agreed on the need for a decision in Doha to immediately put into effect activities and initiatives which might be identified as part of a comprehensive workplan for 2013, taking into account the discussions in the roundtable. These could include further submissions by Parties, preparation of a technical paper by the secretariat and continuation of the discussion in roundtables.

43. There was general agreement by Parties that the roundtables had been useful and should be continued in Doha. Many Parties requested that work be continued under a

contact group, although there was a difference of opinion on how many contact groups should be established under the ADP in Doha.

44. It was also suggested that the work in Doha could be more focused and results-oriented. It was therefore proposed that the roundtables in Doha could be focussed on specific international cooperative initiatives which are seen as having the largest mitigation potential. There was also a call for in-session workshops which would include participation of technical experts from organizations outside of the UNFCCC process, relevant international organisations, academia, the private sector and civil society.

45. The role of the UN as a forum for visibility and accountability for what is happening around the world was acknowledged by many. In this regard, it was proposed that the UNFCCC find ways to recognize successful initiatives that help to increase the level of ambition. There was broad agreement that it would be useful to undertake an exercise highlighting national and international efforts of countries and to share “best practices”. It was suggested that this could be highlighted at a high-level forum in Doha and on an annual basis thereafter.

#### *Post-Doha actions*

46. Post-Doha, Parties would implement any proposed activities for 2013 which were agreed in Doha. It was suggested that any calls for submissions under workstream 2 be required for the post-Doha period. There were calls for targeted workshops and whilst some Parties favoured stand-alone events, several Parties preferred in-session events. Many Parties highlighted the importance of ensuring broad participation in any workshops convened.

47. Parties acknowledged the relationship of the work on ambition with other relevant work under the Convention. In this regard, the relevance of the work on long-term finance under the Conference of the Parties was recognized. It was suggested that it would be useful to include regular briefings and reports from relevant processes in the discussions on workstream 2. It was suggested that an oral report on the workshop on equitable access to sustainable development and other related work could also inform the work of the group on workstream 2.

## **Annex**

Questions posed by the Co-chairs:

- (a) What specific actions are required to increase the level of ambition?
- (b) How and when should the results of the work be captured and taken forward?
- (c) Which international cooperative initiatives have the potential to deliver sizeable emission reductions towards closing the ambition gap and how can these be supported and scaled up?
- (d) How can the workplan help to scale up and intensify support provided to enhance mitigation action by developing countries?
- (e) How can we increase the use of results-based financing, improve technology cooperation, strengthen capacity-building efforts and leverage further private sector investment in addition to the public finance?
- (f) Which on-going international cooperative initiatives undertaken by international organisations and other stakeholders have the potential to enhance the means of implementation?
- (g) How should the work of the ADP relate to relevant work within or outside the UNFCCC process?
- (h) Which international cooperative initiatives have the potential to deliver sizeable emission reductions towards closing the ambition gap and how can these be supported and scaled up?
- (i) How can the workplan help to scale up and intensify support provided to enhance mitigation action by developing countries?
- (j) How should the Principles of the Convention be applied in the context of this workstream?