

## **Summary of the roundtable on workstream 2 ADP 1, part 2 Doha, Qatar, November-December 2012**

### **Note by the Co-Chairs**

*7 February 2013*

#### **I. Introduction**

1. At the first part of its first session,<sup>1</sup> the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) adopted its agenda and initiated two workstreams, one addressing matters related to paragraphs 2–6 of decision 1/CP.17 (the 2015 agreement) and the second addressing matters related to paragraphs 7 and 8 of the same decision (pre-2020 ambition).

2. At the informal additional session of the ADP held in Bangkok, Thailand, from 30 August to 5 September 2012, roundtable discussions were convened on both workstreams. We subsequently prepared summaries of the roundtables and issued a note<sup>2</sup> reflecting on the session. In that reflections note, we identified upcoming challenges and substantive topics that Parties had expressed a strong interest in discussing. In Doha, Qatar, we encouraged Parties to focus on three of these topics:

- (a) How international and national actions that are additional and are therefore supplementary to the pledges that Parties have made can be strengthened, encouraged and supported by the Convention;
- (b) The role of the means of implementation in increasing ambition;
- (c) How to catalyse actions and initiatives with the largest mitigation potential.

3. Three sessions of the roundtable on workstream 2 were convened in Doha. In their interventions, Parties focused on the substantive topics highlighted in paragraph 2 above and also provided concrete proposals on the planning of work under the workstream in 2013 and beyond. This note summarizes the discussion of the roundtable on pre-2020 ambition in Doha and has been prepared under our own responsibility.

#### **II. How international and national actions that are additional and are therefore supplementary to the pledges that Parties have made can be strengthened, encouraged and supported by the Convention**

4. 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

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<sup>1</sup> ADP 1.1 was convened in Bonn, Germany, from 17 to 24 May 2012.

<sup>2</sup> The summaries and the note can be found at  
<[http://unfccc.int/meetings/doha\\_nov\\_2012/session/7055.php](http://unfccc.int/meetings/doha_nov_2012/session/7055.php)>.

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.

5. This concern was reiterated by many Parties during the roundtable discussion in Doha, where the findings of the United Nations Environment Programme (UNEP) *The Emissions Gap Report 2012*<sup>3</sup> were referenced to illustrate that the current level of action is not sufficient and that enhancing action is essential to closing the ambition gap, which is currently estimated to range between 8 and 13 Gt CO<sub>2</sub> eq. Parties also highlighted that, according to UNEP, it is technologically and economically feasible to bridge this gap by implementing several actions, including replicating and scaling up initiatives that have proved to be successful in other countries.

6. Many Parties also highlighted the importance of the workplan on enhancing mitigation ambition, as reflected in decision 1/CP.17, which is aimed at identifying and exploring 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. A group of Parties particularly vulnerable to climate change impacts further stated that urgency of action was of utmost importance and that the pre-2020 workplan on enhancing mitigation ambition was the deciding factor for them in agreeing to the Durban package.

7. Parties clearly stated that progress in increasing ambition in the ADP was closely linked to the discussions under the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol on the operationalization of the second commitment period and under the Ad Hoc Working Group on Long-term Cooperative Action under the Convention on mitigation commitments and actions.

8. It was widely acknowledged by Parties that three approaches could assist in increasing the level of ambition, namely the following:

- (a) Increasing the ambition of existing pledges by encouraging developed countries to move to the higher end of their mitigation pledges;
- (b) Increasing the number of countries making pledges by encouraging developed countries that have not yet come forward with their mitigation pledges to do so as a matter of priority and developing countries to come forward with their nationally appropriate mitigation actions and pledges;
- (c) Recognizing cooperative initiatives undertaken at the subnational, national, regional and international levels.

9. There was broad recognition that actions that are additional and therefore supplementary to pledges already made by Parties were important and should be acknowledged within the UNFCCC process. Parties were of the view that such actions should take into account the principles of the Convention and meet environmental integrity standards. More broadly, it was also acknowledged by many Parties that actions to enhance pre-2020 ambition should take into account the principles of the Convention, particularly the principles of equity and common but differentiated responsibilities and respective capabilities. In discussing the principles, it was also stated that avoiding unilateral measures in the name of

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<sup>3</sup> <<http://www.unep.org/pdf/2012gapreport.pdf>>.

climate change action is an important confidence building measure which would contribute to the integrity of the multilateral negotiating process.

10. It was generally acknowledged that while all Parties are responsible for taking action to address climate change, developed countries should take the lead in reducing emissions. In this regard, the need for stronger leadership in taking action to reduce emissions was emphasized. A few Parties suggested that larger economies and major emitters should undertake more ambitious action.

11. It was also suggested that developing countries willing and able to take on a leadership role should be encouraged and enabled to do so.

12. Broad stakeholder participation in joint efforts to increase ambition was strongly encouraged and supported. Several Parties spoke of the importance of building confidence among Parties and stakeholders in this regard. In their view, building confidence included acknowledging the efforts already made by Parties, providing assurances that everyone is involved in joint efforts to increase ambition according to their differentiated roles and responsibilities and respective capabilities, and providing incentives rather than disincentives for taking further action.

13. The role of the United Nations, in particular the UNFCCC process, in promoting transparency and visibility and enabling the sharing of best practices of international cooperative initiatives was discussed. Several Parties proposed that the role of the Convention could be to record, acknowledge, reward and encourage these initiatives and give a political signal of their importance. It was suggested that further discussion was needed on the role of the Convention. One Party highlighted the progress reached at the Rio+20 Conference, the importance of achieving the Millennium Development Goals by 2015, and the need to ensure that the UNFCCC process is coherent with the other United Nations-led political processes.

14. Although there was general acceptance of the positive role that actions supplementary to existing pledges could play in increasing the current level of ambition, many Parties firmly stated that such actions should not be used as an excuse by Parties to avoid taking action at the national level, or replace such actions under the Convention. It was therefore noted that there needs to be a continued assessment of the mitigation pledges made under the Convention and their implementation.

15. While acknowledging the benefit of cooperative initiatives, one Party cautioned that these actions may not produce the increase in ambition expected since some of the international cooperative initiatives and actions, for example those undertaken in cities or subnational jurisdictions, may already have been taken into account when Parties made their national pledges or have been accounted for in the greenhouse gas inventories of Parties.

16. Several Parties highlighted international cooperative initiatives that may have large mitigation potential, including, but not limited to, the following: REDD-plus partnerships, phasing-out of fluorinated gases and hydrofluorocarbons, promotion of renewables, energy and energy-efficiency standards, elimination of short-lived climate pollutants, removal of fossil fuel subsidies, promotion of commercially-viable technologies and the Global Research Alliance on Agricultural Greenhouse Gases.

17. Parties engaged in a constructive discussion on sectoral or thematic approaches to mitigation action. There was a suggestion to collect information on sectors and use appropriate means to engage non-Party actors in such approaches and action. There was also a suggestion to convene a technical discussion with the participation of experts in 2013 to look at the issues from a new perspective. Although Parties were in favour of focusing subsequent and more practical engagement on pre-2020 ambition on well-defined thematic areas, some Parties cautioned that a sectoral approach to more focused thematic discussions may not be appropriate or acceptable. The political sensitivities associated with some sectors, pollutants and gases, such as black carbon and agricultural methane, were highlighted.

18. It was further proposed that a structured technical discussion and submissions of information, views and proposals were needed on various climate actions with a view to understanding better the mitigation potentials in different thematic areas, the co-benefits of actions and the barriers for implementing such action that may exist.

19. Parties also discussed the need to give more prominence to adaptation action and to ensure that it receives the same political attention and support as mitigation. Parties referenced the findings of the World Bank *Turn Down the Heat*<sup>4</sup> report, which stated that the cost of adaptation in developing countries is increasing and that the negative impacts of climate change will not be equally distributed around the world, with vulnerable developing countries with limited capacity to adapt bearing most of the burden. It was therefore suggested that adaptation strategies should be integrated into national development planning in the same way as mitigation strategies. Some Parties highlighted the co-benefits of adaptation policies and actions, such as poverty eradication and the positive contribution to economic development.

20. The following suggestions were made on how supplementary actions, such as those highlighted in paragraph 16 above, could be strengthened, encouraged and supported by the Convention:

- (a) Incentivizing action to increase ambition through increasing the visibility of initiatives, replicating and scaling-up of successful policies, identifying barriers to action and ways to overcome them and providing finance, technology and capacity-building support to facilitate developing country action;
- (b) Encouraging action by different stakeholder groups, such as subnational entities and jurisdictions (e.g. cities), other sectoral organizations (e.g. the International Maritime Organization, International Civil Aviation Organization (ICAO) or the Ozone Secretariat, the private sector, industry and non-Party actors, and inviting them to share information with the UNFCCC process;
- (c) Preparation of quantified action plans by Parties and admitted observer organizations on activities and projected outcomes, including clarity on the additionality of the proposed actions;

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<sup>4</sup> <[http://climatechange.worldbank.org/sites/default/files/Turn\\_Down\\_the\\_heat\\_Why\\_a\\_4\\_degree\\_centrigrade\\_warmer\\_world\\_must\\_be\\_avoided.pdf](http://climatechange.worldbank.org/sites/default/files/Turn_Down_the_heat_Why_a_4_degree_centrigrade_warmer_world_must_be_avoided.pdf)>.

(d) Identification and prioritization of actions with large mitigation potential.

21. The actions and initiatives undertaken by UNEP in the context of the Montreal Protocol, ICAO and IMO were acknowledged as examples of actions by processes that are complementary to the UNFCCC process that should be encouraged and incentivized.

### **III. The role of the means of implementation in increasing ambition**

22. It was generally acknowledged that financial, technological and capacity-building support is essential to allow many developing countries to undertake meaningful mitigation and adaptation actions and facilitate their transition to a low-emissions development pathway. The need to balance the consideration of mitigation and adaptation in relation to increasing ambition and the link to the means of implementation were underscored by several countries particularly vulnerable to climate change.

23. It was stated that the discussion on ambition should not only focus on strengthening and increasing mitigation pledges but also on increasing the support by developed countries from public and private sources in the mid and long term. In this regard, addressing ambition should include a specific commitment from developed countries on financial flows during the mid and long term.

24. It was acknowledged that there will always be more ideas and proposals to increase the level of ambition than resources available in national budgets allocated for international assistance. It was therefore suggested that it was important to ascertain how actions could be promoted using the available budgets and resources, and how to mobilize and leverage additional resources, including through the private sector, to enable additional action. It was also acknowledged that governments should encourage programmes and policies that provide incentives to create new ways of doing business, at lower costs, to promote sustainable development and reduce greenhouse gas emissions.

25. It was proposed that provision of means of implementation could be an incentive to encourage countries willing to do more to explore the development of new climate-friendly technologies. It was also highlighted that financial and technological resources were not only important from an international perspective, but also from a national perspective when a developed country Party stated that it also had to invest in new climate-friendly technologies domestically in order to further reduce its emissions.

26. It was suggested that there was a need to learn from each other and stimulate the discussion on means of implementation and how to enhance them through workshops, technical papers and question and answer sessions.

27. It was further proposed that a ministerial dialogue be convened on means of implementation with a focus on climate finance prior to the nineteenth session of the Conference of the Parties to bring political attention to the issues.

#### **IV. How to catalyse actions and initiatives with the largest mitigation potential**

28. Parties recognized the need to catalyse actions and initiatives with a large mitigation potential, but also suggested that catalysing any action that can provide a reduction in emissions should be encouraged. Many Parties proposed that a first step should be to identify a set of actions that target activities and sectors that have a large mitigation potential. Sending a clear political signal was seen by many as the primary catalyst for action. Support from developed countries was also highlighted as an incentive for action by developing countries. There was a proposal to identify possible ways in which additional emission reductions that require significant financial investment could be delivered and to examine the national and international barriers to further investment of finance, provision of information, administration, coordination and planning. The technical discussion on these issues will require an assessment of the co-benefits of actions.

29. Regarding mitigation potential, it was argued that deciding on criteria used to define the highest mitigation potential is important; that is, whether based on historical or projected levels of emissions. It was argued that mitigation potential based on historical responsibility is the highest in developed countries, since they have most of the historical emissions and most resources to mitigate. Potential based on projected levels of emissions is the highest in developing countries, and in keeping with the principle of common but differentiated responsibilities, developing countries should be provided with means of support to undertake mitigation initiatives.

30. An example was provided to highlight specific constraints faced in implementing feed-in tariffs for renewables and promoting low-carbon development, illustrating the need to examine the barriers that may hinder a swift shift by developing countries to low-carbon development. Another example was provided to highlight the difficulty faced in undertaking additional action domestically given the fact that national implementation had already been undertaken in the sectors identified as having a large mitigation potential.

31. It was noted that while it was important to encourage all Parties to enhance the level of their ambition, it was also important to recognize and respect national constraints that may inhibit more ambitious action. The importance of building confidence among Parties was reiterated in this regard.

#### **V. Specific proposals on how to take forward the work on pre-2020 ambition**

32. Acknowledging the urgency to address pre-2020 ambition, Parties made several specific proposals on how to take the work forward. The following is a summary of the proposals made:

- (a) Submissions from Parties and accredited observer organizations on actions, initiatives and options to enhance ambition, including through the workplan on enhancing mitigation ambition, with a focus on 2013;
- (b) Preparation of a synthesis report by the secretariat of the submissions noted in paragraph 31(a) above on the options to enhance ambition both

within and outside the Convention to provide Parties with a holistic view of the actions and initiatives being undertaken and to allow Parties to assess the additional role that supplementary action could play in increasing the level of ambition;

(c) A series of focused in-session workshops beginning in 2013 that may, inter alia, help to identify and catalyse the implementation of actions, initiatives and options to rapidly, cost-effectively, urgently and equitably reduce emissions. It was proposed that these workshops could be organized on specific thematic areas. The submissions referred to in paragraph 31(a) above may also inform such workshops;

(d) Regular high-level engagement to provide political guidance and catalyse actions and initiatives. Possible proposals to facilitate this engagement included the following:

- i. A world leaders' summit in 2014 to discuss pre-2020 ambition;
- ii. A political dialogue among Parties in 2014 on means of implementation;
- iii. Regular high-level ministerial forums, for example on the margins of the United Nations General Assembly.

(e) A technical paper by the secretariat compiling information, including information provided in the submissions referred to in paragraph 31(a) above, on mitigation benefits of actions, initiatives and options to enhance mitigation ambition. Some Parties proposed focusing on barriers, incentives and cost-benefits of mitigation options, and a quantification of mitigation potentials of specific initiatives identified in submissions by Parties and stakeholders;

(f) Preparation of an annual synthesis report by the secretariat of submissions on international cooperative initiatives that gives transparency to these initiatives and helps to assess their contribution to achieve the 2°C goal. This annual synthesis report could also provide feedback to further inform the work under workstream 2;

(g) Technical discussions on the means of implementation and Parties' experiences on implementation of the pledges for emission reductions through various forums, such as workshops, technical papers or submissions.