

## ADP: Call for work to be more focused and Party-driven

Bonn, 17 June (Hilary Chiew) – The Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) suspended its second session on 13 June with developing countries calling for work to progress in a more focused and Party-driven mode when it resumes in Warsaw in November.

This call was made by the G77 and China at the closing plenary of the ADP session.

[Warsaw, Poland, is the venue of the 19<sup>th</sup> meeting of the Conference of Parties (COP) of the United Nations Framework Convention on Climate Change (UNFCCC)].

During the closing session, the Like-Minded Developing Countries in Climate Change (LMDC) expressed apprehension over various proposals and models on burden sharing that obfuscate ‘differentiated’ responsibilities and emphasize only ‘common’ responsibilities which go against the interests of developing countries and also violates the Convention.

All developing countries stressed the importance of adaptation under the ADP work and welcomed the conclusion for the Secretariat to prepare a “technical paper synthesizing submissions on the costs, benefits and opportunities for adaptation based on different drivers of climate change impacts, including the relationship between adaptation and mitigation”.

**Fiji** representing the **Group of 77 and China** (G77 and China) believed that much remains to be done. To that end, the Group concurred on the need to convene, in addition to the meetings of the subsidiary bodies and the COP sessions, at least two more sessions in 2014.

It strongly believed that the decisions of Durban (COP 17) and Doha (COP 18) provide the mandate for the work of the ADP viz. in work stream 1 (WS1) elements include adaptation,

mitigation, finance, technology transfer, transparency of actions and support, and capacity building; and in work stream 2 (WS2), on a work plan for enhancing mitigation ambition to identify and to explore options for a range of actions that can close the ambition gap with a view to ensure the highest possible mitigation efforts by all Parties. It also underlined the high priority the Group attaches to enhancing actions on adaptation and means of implementation in the work of the ADP.

(WS1 deals with a post-2020 agreement to be concluded under the UNFCCC by 2015 and WS2 with enhancing mitigation ambition primarily in the pre-2020 period.)

The Group further believed that the work should progress in a more focused and Party-driven mode in Warsaw, and stressed the need to maintain a balance, both in terms of content and progress of the work, in both work streams. To this end, the G77 and China reiterated the six points identified as its position on ADP viz.

- i. The work under the ADP must be under the Convention and should be based on its principles, and provisions related to commitments and responsibilities with regard to mitigation, adaptation and means of implementation;
- ii. The process under the ADP must not lead to a reinterpretation or a rewriting of the Convention;
- iii. The outcome of the ADP must be in accordance with the objective, principles and provisions stipulated in the Convention, including the principles of equity and common but differentiated responsibility and respective capabilities;

- iv. The negotiations under the ADP must be a Party-driven process, and must be fully inclusive and transparent;
- v. The work of the ADP should lead to a balanced, ambitious, fair and equitable outcome under the Convention; and
- vi. Progress depends on following a balanced approach that will include mitigation, adaptation and means of implementation, in accordance with the spirit of the Convention.

Fiji added that in the work under WS 2, the leadership of developed countries is critical. In this regard, the G77 and China expected that the amendments adopted in Doha in relation to the second commitment period (CP2) of the Kyoto Protocol (KP) enter into force as soon as possible. It urged all Parties to the KP to undertake the relevant legal procedures necessary to bring the amendments into force as soon as possible, and to increase their mitigation ambition by 2014. Likewise, it expected non-KP Annex I Parties to increase their mitigation ambition in a comparable manner.

It said that members of the G77 and China are already doing their part and prepared to do more, but developed parties need to demonstrate their leadership. The Group was of the view that the outcome of our work under the Durban Platform must enable us to further enhance the full, effective and sustained implementation of the Convention. Indeed, it should strengthen the multilateral rules-based regime in order for the Convention to achieve its ultimate objective.

Recognizing the importance of the work of other subsidiary bodies for progress in this working group, the G77 and China expressed its disappointment and deep concern at the inability of the Subsidiary Body for Implementation (SBI) to begin the work at its 38<sup>th</sup> session. This delay has the potential to profoundly impact the progress of the work under the ADP. The Group called on the Chair of the SBI, relevant bodies under the Convention and Parties to resolve this impasse prior to the start of the 39<sup>th</sup> session of the SBI (in November in Warsaw).

**Pakistan** speaking for the **Like-Minded Developing Countries in Climate Change (LMDC)** said the group's engagement is premised on enabling enhanced action on the implementation of the Convention. This is our mandate in the ADP. The developing countries

are doing their part. Developing countries were doing so even as we bear the disproportionate burden of the impacts of climate change and continue to struggle with the challenges of poverty eradication and achieving sustainable development. It called on developed countries to take the lead due to their historical responsibility and their capabilities.

It was conscious that Parties did not initiate this new process to renegotiate, replace, rewrite or restructure the Convention or to reinterpret its principles, provisions and structure. It would challenge any effort that seeks to undermine the Convention or its principles and provisions. The mandate of the ADP is to enhance the implementation of the Convention, not to reinterpret it. The principles of equity and common but differentiated responsibilities (CBDR) are the bedrock of our work and must be fully respected in the process as well as the outcome of the work under the ADP.

Pakistan called for focus of work on the Convention's four pillars for enhanced action, i.e. mitigation, adaptation, finance, technology transfer, and the two other elements agreed to, i.e. capacity building and transparency of action and support which are related to the four main pillars. It is also time that we move into a more structured and formal organization of work built around these pillars as integral and interlinked components of the final outcome of the ADP, it stressed. It hoped that the incoming Co-Chairs will present Parties with a work programme on these lines.

The LMDC also called for balance in the work – balance between the two work streams and in particular, the elements within them. While the timeframe for action under the two works streams may be different, the template of action is common, said Pakistan. This template must be based on the four Convention pillars.

Together with other developing countries, it called on the developed countries to increase their pre-2020 mitigation ambition by 2014 to at least 40% emission cuts below 1990 levels. They must adopt more sustainable lifestyles and provide useful experiences in sustainable development for developing countries. On mitigation, it is extremely important to stick to the Convention. Referring to various proposals and models on burden sharing, it expressed apprehension as these proposals obfuscate 'differentiated' responsibilities, and emphasize

only 'common' responsibilities. This, it said, goes against the interests of developing countries and also violates the Convention.

Pakistan remained cautious regarding many proposals on mitigation in the pre-2020 period. Such selective sectoral activities must not have the effect of imposing additional burdens on developing countries. Activities and initiatives such as on HFCs (hydrofluorocarbons) or energy must be under the Convention and fully respect Convention principles. The intense sensitivities of developing countries on the issue of agriculture, on which millions of poor farmers depend for their subsistence and livelihood, must be respected.

It was concerned with the lack of political will among developed countries to meaningfully operationalize the instruments created on finance and technology. These cannot be empty shells. The output of these institutions will be a key basis of actions in the post-2020 period. A clear roadmap for developed countries to fulfil their financial support in the period of 2013 to 2020 in order to meet the goal of providing US\$100 billion per year by 2020 and address barriers to technology transfer including IPRs (intellectual property rights) must form part of the discussions under ADP WS2, said Pakistan.

It underlined the importance of enhanced work on adaptation under the Convention as a result of the work of the ADP in both work streams. The developing countries are particularly vulnerable to the adverse effects of climate change which increases our adaptation costs and creates more challenges to our sustainable development. It strongly supported the proposal for a technical paper by the Secretariat on adaptation.

**Swaziland** for the **African Group** welcomed the technical paper on adaptation as the initial step in answer to the global call for adaptation. It said there is a lot to do with regards to application of the Convention principles, in exploring the linkages under the Subsidiary Bodies on finance, adding that leadership by developed country Parties is not only to provide perspective but build the necessary trust and confidence towards building the new agreement.

**Nauru** for the **Alliance of Small Island States (AOSIS)** said the work must be guided by the knowledge that unless we dramatically reduce greenhouse gas emissions in the short-term, well before 2020, the opportunity to keep global

warming below the 1.5°C threshold may be irrevocably lost. In light of this urgency, it said it submitted a proposal under WS2 to enhance mitigation ambition, to complement the negotiations with a more technical, concrete and collaborative process that creates a space for collective problem solving.

It said central to the AOSIS proposal is a call for developed countries to take the lead, first and foremost, by examining and exploiting their untapped mitigation potential at home through new policies and strategies. These should translate into more ambitious commitments under the KP, bearing in mind the mechanism agreed to in Doha to revisit and increase ambition, and would expect other comparably ambitious mitigation targets to come forward under the Convention by 2014 at the latest.

It believed that the proposed approach would create a collaborative problem-solving effort where all countries explore the mitigation potential available, identify the actions they want to take and find solutions to make it happen. The process is not intended to create an opportunity for shifting the mitigation burden to developing countries, but it is an opportunity to overcome barriers to implementation, including the matching of enhanced means of implementation with mitigation actions developed in line with national sustainable development priorities, and making best use of the bodies and mechanisms we have developed under the Convention, in particular the Green Climate Fund (GCF). This technical work should be undertaken in working groups in the opening days of COP19, and culminate in a Ministerial roundtable on enhancing mitigation ambition during our second week in Warsaw, said Nauru.

AOSIS is of the view that the outcome of the process launched in Durban should be a Protocol under the Convention applicable to all Parties, to be adopted no later than 2015. As we continue to develop the core elements of the new legally-binding agreement, we should build on the foundations of the Convention and its KP, including their fundamental principles and provisions. The new legally-binding agreement should strengthen the multilateral rules-based and legally binding regime, and ensure the survival of the most vulnerable. Being "applicable to all", it will require universal participation and contributions from every Party.

In addition, said Nauru, with the costs of climate change mounting before our eyes, it is absolutely essential to establish a mechanism to address Loss and Damage in Warsaw and ensure that this mechanism is also appropriately addressed in the context of the 2015 agreement. It urged the incoming Co-Chairs to move Parties to a more focused method of work in Warsaw to accelerate progress towards a new protocol, as our time is limited.

**Nepal** for the **Least Developed Countries (LDCs)** said the group's 850 million people are among the most exposed, the most vulnerable, and the least able to adapt to the adverse impacts of climate change. It said in recent months, reports and researches have clearly shown that our planet is on track for a 4°C temperature increase by the end of the 21<sup>st</sup> century. This will have detrimental and disruptive consequences on our livelihoods, economies and ecosystems. The related decrease in crop production and water availability, or the increased frequency and severity of extreme weather events, have the potential to roll back decades of development and trap our populations in hardship and extreme poverty.

It said only an equitable, ambitious and effective protocol, to be adopted in 2015, will have the potential to ensure the survival of the most vulnerable including women and children, and promote access to sustainable growth for all. It further said although significant progress has been made but divergences persist and they should be dealt with in a constructive manner to achieve our mandate under decision 1/CP.17 (decision made at COP17 in Durban). For this, it said we need to move forward to more focused mode of negotiations, urging the negotiating text to be available by the end of COP20.

Further engagement of Parties is needed under WS1 to anchor all the elements for defining the overall architecture of the 2015 agreement, which should cover: mitigation, consistent with limiting warming to 1.5°C; enhanced action on adaptation; loss and damage; finance; technology; capacity building; transparency of actions and support, adding that the 2015 agreement should be based on science and equity. WS2 calls for urgency and concrete actions starting in 2014 with rapid enhancement of mitigation actions under the leadership of developed countries while ambition of developing countries should be triggered by appropriate means of implementation, Nepal said.

**Ecuador** for **ALBA (Bolivarian Alliance for the Peoples of Our America)** called for a more formal, structured mode including the creation of a contact group for the ADP work. It stressed that work in the ADP must concentrate on the Convention and the principle of CBDR. Therefore, it is unthinkable that we should forget that the implementation of the Convention is to fulfil the existing principles. It said it is unfortunate that developing countries are carrying the disproportionate load due to lack of leadership of developed country Parties which should reflect the different capabilities in response to the commitment.

It reiterated that although ADP is a new process but the future instrument, agreement or legally-binding protocol cannot rewrite the Convention. It also stressed that there remain many gaps and not only mitigation gap. There are gaps in finance, adaptation, technology development and transfer and capacity building and means of implementation and we have not seen a single workshop to address these gaps. It said equity must be the core element of the 2015 agreement but noted that Parties have yet to have a common understanding, where some think that fairness means treating everyone as equal, regardless of their circumstances but warned that this approach is not sustainable and cannot survive the test of time.

It stressed that equity must consider the circumstances of the Parties and based on the principles and provisions of the Convention and had to be considered in both work streams. We cannot work solely from the technical point of view only without the political guidance to operationalise the commitments lest we will be disillusioned again. For significant progress at COP19, it listed three critical elements: completion of ratification of the amendment to the KP (for the second commitment period); establishment of mitigation target ranges for Annex 1 countries; and realization of funding sources and targets for post-2012, 2015 and beyond.

**Saudi Arabia** for the **Arab Group** stressed that the work of the ADP must be grounded in the principles and provisions of the Convention and there should not be any reinterpretation in any 2015 outcome adding that the outcome should not be mitigation-centred but to include finance, technology transfer, adaptation and capacity building; and need to bridge all ambition gaps with the same level of seriousness. For WS 2, it

called upon Annex 1 KP members to ratify CP 2 and revise the commitment upward for the 2015 agreement and non-KP Annex 1 Parties to increase their efforts.

For developing countries, their mitigation must be nationally determined and grounded on CDR and must not be detrimental to their sustainable development priority. In addition, it asked for swift progress and operationalisation of all institutions created in Cancun (COP 17) in particular the GCF and achieving the goal of US\$100 billion and clarity on the level of finance for 2013 to 2020. The group called for a shift of the mind set from finger-pointing to a principled approach grounded in the Convention principles and provisions.

**Costa Rica** for the **Central American Integration System (SICA)** called upon developed country Parties to show concrete commitment to close the ambition gap of the pre-2020 period and the financial gap that is needed for developing countries, as early as possible. It said the countries in the group are already making progress using their own resources that must be assessed as global contribution effort. It called for a legally-binding commitment to keep temperature rise below 1.5°C and requested for the establishment of a roadmap for the post-2015 agreement.

**Chile** for **AILAC (Independent Alliance of Latin American and the Caribbean)** said meaningful progress under both work streams is essential for WS1. It believed that the 2015 agreement needs to be balanced to secure universal participation to achieve the objective of keeping temperature rise below 2°C. It said decisions at Warsaw should outline substance and elements of the agreement with the aim for a draft text by May 2015. It wanted actions on adaptation and for loss and damage to be addressed in the new agreement. It said means of implementation cannot be discussed in a vacuum as Parties need to understand what is required and move towards planning. It also wanted a process for timely *ex ante* review which will effectively allow Parties to deliver the highest possible effect and fair shares according to equity and science.

It said priority for WS2 should be closing the pre-2020 ambition gap and catalytic inputs had been put forward by Parties and expert bodies. It said discussion in the energy sector is a good starting point which has high mitigation potential

and co-benefits. It also said new pledges need to move to the upper end of emission reduction and called on developed country Parties to ratchet up their ambition and developing countries that had not voluntarily put forward their pledges to do so, adding that the ministerial dialogue in Warsaw is necessary to build political momentum.

**The European Union** said WS1 discussion on a single, fair and legally-binding post-2020 agreement that is applicable to all will ensure a durable, dynamic agreement that will be strengthened over time, adding that 2020 is not far and Parties must move forward with a sense of urgency. It said the WS2 discussion helps Parties to understand each other's position, shared experiences and it welcomed the Secretariat to prepare the second version of the technical paper (on mitigation initiatives). It said the roundtable format had served well and wanted to see it continue alongside a more formal structure, adding that COP19 must deliver strong ambition and a clear pathway for a legally-binding agreement in 2015, linking it to a year of ambition in 2014 with the UN Secretary-General's high level meeting (on climate).

On HFCs, it said it the emissions can be addressed cheaply and will work with other Parties on this matter, with developed country Parties taking the lead.

**Australia** speaking for the **Umbrella Group** reckoned that the roundtable and workshop over the last one year had provided important building blocks for an agreement that involved all Parties and enhancement of actions for the pre-2020 period. It said the group understands the role it had in leading the global endeavour which would also rely on ambitions of all countries. It said between now and Warsaw, Parties will be able to reflect and encourage them to put forward submissions. It said WS1 identified steps forward that include upfront commitment and a consultative process on what constitute fairness, a rules-based framework with cooperation of all and to draw ideas on the structure of the 2015 agreement with related institutions. In WS2, it said there are a range of Parties with various circumstances and it encouraged complementary work to continue strengthening the ADP to deliver in the agreed time frame.

**Switzerland** for the **Environmental Integrity Group** said although Parties will benefit in this

non-negotiating format, it believed that in Warsaw, discussion in a more formal mode will be beneficial in outlining the next step to be taken. To progress efficiently, Parties will benefit from a summary report of the perceived common ground. On WS1, it saw common understanding on the 2015 agreement that will need to be expanded in Warsaw, which will include what constitutes fair contribution, the modalities of the mitigation commitment including land use, the time frame, the elements

of adaptation, finance, technology transfer and capacity building.

For WS2, it believed Warsaw is the moment for Parties that had not submitted their pledges to do so. There is also the need to develop better understanding on how initiatives outside the UNFCCC can contribute, including reforming the fossil fuel subsidies to reduce emissions.

Parties also adopted the conclusions proposed by the Co-Chairs on the way forward for future work (See TWN Bonn Climate Update No. 22).