

# Reflections on the ADP 2.10 scenario note and WS1 tool

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# ADP.2015.5.Informal Note „Elements for a draft decision on WS2 of the ADP

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## Reflections on the ADP 2.10 scenario note and WS1 tool

As announced in June 2015 at the end of the last session of the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP 2.9), the ADP Co-Chairs undertook to prepare a new version of the negotiating text, to be published well in advance of the ADP 2.10 which will begin on 31 August in Bonn.

The text proposed by the Co-Chairs was indeed included in the Scenario note for the ADP 2.10 session published, as planned, on 24 July (ADP.2015.4.InformalNote). As explained by the Co-Chairs, their proposal should be considered by negotiators as a tool aiding the further work of the Parties. It is a consolidated version of the Geneva negotiating text, a document based on the structure of Annex II to the Scenario Note of 5 May 2015, prepared in advance of the previous session, and guided by the views expressed by Parties during the 8 June stocktaking meeting, taking fully into account the discussions on this issue during the 75 meetings of the ADP negotiating groups as well as the meetings of the facilitation groups during June session. As explained by the Co-Chairs in the Scenario note, the tool was prepared in line with the mandate from ADP 2.9 asking the Co-Chairs to prepare „a fully streamlined, consolidated, clear and concise version of the Geneva Negotiating Text that will present clear options and will not omit or delete any option or position of Parties”.

The “tool”, presented in Annex II to the Scenario note, is a 83-page non-paper consisting of an explanatory note and the Geneva negotiating text, agreed in February this year, divided into three parts and reflecting also Parties views on the future agreement expressed during the session. The streamlined text of the „tool” proposes improvements to the language of the negotiating text. Part one, entitled “Draft agreement” and counting 19 pages, contains provisions which by their nature could be included in the Paris agreement; part two, entitled “Draft decision”, contains provisions which by their nature could be included in a COP decision, and are related to implementation details, to pre-2020 actions and interim arrangements pending entry into force of the agreement or likely to change over time; part three gathers issues that are central to the agreement and need to be addressed, their place to be determined by Parties during further negotiations, and it is entitled “Provisions whose placement requires further clarity among Parties in relation to the draft agreement or draft decision”. All the issues are grouped under the future elements of the Paris agreement: Mitigation, Adaptation and Loss and Damage, Finance, Technology development and transfer, Capacity-building, Transparency of Action and Support, Time frames and Process related to Commitments/Contributions, Facilitating Implementation and Compliance, Procedural and Institutional Provisions. The ADP 2.10 session in Bonn will be the second to last before the 21st Conference of the Parties to the UNFCCC (COP21) in Paris.

In the Scenario note, the Co-Chairs informed Parties about their intention to suggest ways of addressing these issues at the opening of the session. Parties were asked to submit their statements to be published by the Secretariat rather than using time that can be spent on discussing substantive issues. Parties are „expected to produce a clearer understanding and articulation of the elements of the Paris package”. The Co-Chairs stressed that certain articles and paragraphs were included „without prejudice to the views of the Parties”. The 19-pages long section one of the „tool” is a proposal of what could be included in the 2015 Agreement. However, only during the session it will become clear whether Parties like and support this proposal.

Key points to be yet agreed by Parties include finance, technology transfer, the issue of differentiated responsibility that evolves with time (the biggest polluters undertaking the biggest efforts, all countries undertaking the maximum effort within their respective capabilities). Operationalisation of the Long Term Global Goal and how it is reflected in the

aggregated efforts of the Parties to the Paris Agreement will require robust monitoring, reporting, verification (MRV) and robust accounting of emissions. Commitments/ contributions of Parties should be expressed and implemented through cycles of commitments, and the agreement should enable Parties to increase their efforts by including a mechanism for ratcheting up ambition of mitigation actions. All Parties support the principle of „no backsliding” which means that efforts should be progressively ambitious.

The Co-Chairs stated repeatedly in that Scenario note „nothing is agreed until everything is agreed.” This approach reflects the requirement for a consensus in decision-making under the UNFCCC. It is to be hoped that Parties will be mobilized in Bonn at ADP 2.10, and that they will achieve progress enabling them to finally reach the required consensus in an ambitious and workable agreement enabling the global community to limit the growth of global temperature until the end of this century to below 2 degrees Celsius compared to pre-industrial levels.

## **ADP.2015.5.InformalNote, „Elements for a draft decision on workstream 2 of the ADP”**

The draft decision on raising ambition before 2020 published by ADP Co-Chairs on 24 July tries to strike a balance between proposals submitted by Parties and expressed during June 2015 negotiations, aiming to promote international cooperation, to enhance the implementation of the Convention and to mobilize more ambitious climate action by all actors.

It voices the opinion of Parties to the Convention that there is a link between increased pre-2020 ambition and ambition of the action post-2020. Parties that have not already ratified the Doha Amendment to the Kyoto Protocol are invited to do so and, if they have not yet proposed a pre-2020 mitigation pledge under the Cancun Agreement, they are likewise invited to do so, which implies that also (all) developing countries are invited to submit a pre-2020 pledge. Parties with an existing mitigation commitment/pledge are invited to consider opportunities for enhancing mitigation outcomes as identified through the Technical Examination Process. Technical examination of opportunities with high mitigation potential, including those with adaptation, health and sustainable development co-benefits, is to be enhanced in the period 2016–2020, with a focus on accelerating the implementation of actions. Crucially, from 2016 TEP would also cover adaptation.

Finance is mentioned in the context of support to actions of Developing Countries pre-2020, and in the context of MRV of support. Developed Countries are asked to report in updated biennial submissions on scaling up climate finance 2016-2020 for actions undertaken by Developing Countries and the Standing Committee on Finance is requested to further explore how to enhance work on MRV of support.

The draft addressed also the issue of continuation of the TEP after ADP mandate expires at COP.21, proposing to continue the process under the COP or the new body overseeing implementation of the Paris Agreement.

More support for access and participation in TEP of developing country experts, encouragement of all actors to cooperate in the implementation of options identified through TEP, strengthening inter-convention cooperation and coordination are among other proposals of the draft decision, supported by Parties. The draft envisages opportunities for non-state actors to showcase in conjunction with COPs their actions and achievements. The high level engagement in TEP which is advocated by many Parties, mainly developing countries, was proposed and it would be supported by COP President. UNFCCC Secretariat would prepare updates of technical paper on mitigation benefits and initiatives and options to enhance mitigation ambition and summaries for policymakers. The possible high level engagement promises strengthening the ambition-raising process. TEP would cover adaptation, as requested by the LMDCs, but not response measures. Accelerated implementation process for CP2 commitments and Bali Action Plan, requested by the LMDCs has not been included in the draft decision.

The short draft aims at a compromise but as a result does not reflect all the proposals of Parties submitted during the session in June, which are appended to the draft in the document prepared by the Chairs. It is expected that some Parties will try to add their text to the draft at ADP 2.10. Already in June, some Parties advocated following the approach under WS1, and compiling all the proposals into one large text accommodating all the views. It is to be hoped that a spirit of compromise will enable the Parties to keep the length of the draft decision to the minimum, avoiding procrastination observed in slow negotiations under WS1.