

ADP Co-Chairs to issue non-paper as the basis of negotiations for October

Bonn, 4 September (Indrajit Bose) — The last day of the climate change talks in Bonn ended with the promise of a non-paper that would serve as the basis of forthcoming negotiations.

The Co-Chairs of the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) announced this at a contact group they convened on 4 September. The next ADP meeting is scheduled for 19-23 October 2015 in Bonn.

“We have overwhelming convergence in a request for us. The request is to prepare in consultation with facilitators and the Secretariat a non-paper as the basis for negotiation, a Paris climate package consisting of Workstream 1 (post-2020 climate action) and Workstream 2 (pre-2020 climate action), based on the Geneva Negotiating Text, the tool and which takes into full account the views and positions of Parties expressed at this session,” said **Ahmed Djoghlaif (Algeria)**, Co-Chair of the ADP.

[Daniel Reifsnnyder (USA) is the other Co-Chair and the ADP is tasked to arrive at a “protocol, another legal instrument or an agreed outcome with legal force under the Convention” for adoption at the 21st meeting of the Conference of Parties (COP) to the UN Framework Convention on Climate Change (UNFCCC) in Paris in December 2015.

[The Co-Chairs’ scenario note issued on 24 July provided a tool divided into three parts. Part 1 comprises provisions that are by nature “appropriate for inclusion in an agreement”; Part 2 contains provisions that are appropriate for inclusion in a decision; and Part 3 contains “provisions whose placement require further clarity among Parties in relation to the draft agreement or draft decision”. The just concluded ADP session made use of this tool.]

During the contact group, Djoghlaif also said that they (the Co-Chairs) would make available the non-paper along with a scenario note in the first week of October. “The scenario note will specify the mode of work and we will set up an open-ended drafting committee. There will be spin-off groups moderated by the co-facilitators. This was the unanimous concluding proposal based on the meeting with the heads of the delegations and the bilateral meetings we had,” said Djoghlaif.

South Africa spoke for the **Group of 77 and China (G77 and China)** and said that it must repeat the approach that been agreed upon for the benefit of civil society organisations. It highlighted concerns about the mode of work at the Bonn session and called the process “fragmented”. It also called for a step change and for real text-based negotiations to begin at the October session of the ADP. It further underscored the importance of Parties negotiating with each other over having bilateral meetings with the Co-Chairs. South Africa also sought clarity on the meaning of an ‘open-ended drafting committee’ and whether it was different from a contact group.

“On 2 September, the Group had expressed its concern on the pace of the progress and the need for an urgent step-change in the process (see [TWN Bonn News Update 4: Developing countries concerned text-based negotiations yet to take off](#)). As a Group, we have engaged constructively with our partners here in Bonn. However, we need to take on board the lessons we have learned at this session. There has been fragmentation of the process with the proliferation of spin-off groups. This, along with lack of clear instructions to the facilitators, which led to inconsistency in

approaches followed in the different groups, have often overwhelmed and disadvantaged delegations from developing countries that are small,” said South Africa.

Having said that, it is essential that the progress Parties had made during the session, held from 31 August to 4 September, is captured, South Africa stressed. It added that the textual proposals made by Parties, the results of the facilitation and spin-off groups, proposals for bridging text and clarification of concepts should be captured as milestones in order to ensure Party ownership of the process.

South Africa also said that real textual negotiations must start at the October session. “For this purpose, a manageable text that is negotiable is needed. In order to achieve this, the Group wishes to give clear guidance to the Co-Chairs on how to proceed. This text must be based on the Geneva text, building on the Co-Chairs’ Tool and the inputs made by the Parties at this session,” it said.

(During the ongoing session at Bonn, Parties had expressed concerns about the mode of work and demanded text-based negotiations. See [TWN Bonn News Update 3: Developing countries make a strong call for text-based negotiations.](#))

Outlining the mandate further, South Africa clarified that for Workstream 1, this means a text of the draft agreement with accompanying decisions. The text must be coherently structured, properly ordered and include all the elements that Parties need to see reflected in the agreement. It must also be clear, streamlined, consolidated, simplified and balanced, presenting clear and crystallized options on all elements. Many issues that need to be contained in a decision also need a hook in the agreement and a purely binary approach is not appropriate.

For Workstream 2, a revised text of the decision, capturing the work done at this session is required, said South Africa. “These texts must be made available inter-sessionally as soon as possible to enable for Parties to properly prepare for negotiations in October in order to allow textual negotiations to start immediately in the October session. At the end of the October session, we need to have a text with clearly identified political options on elements of divergence and convergence in

order to prepare our principals properly for Paris,” it said.

South Africa stressed that Parties need an effective method of work going forward. This entails a greater degree of centralisation in the management of the process, it said to the Co-Chairs. “In this regard, there is a need to engage on an on-going basis during the session on cross-cutting issues and interlinkages in a central place. The utilisation of facilitation groups with clear and consistent instructions to the facilitators that consider specific issues can be very helpful to capture progress,” it said. “Regular meetings with the Heads of Delegations should be used to inform Parties on the overall status of the negotiations. Stocktaking meetings at appropriate moments in the process could be helpful and should not be regarded as a waste of time,” it emphasized.

South Africa also reiterated that the multilateral, Party-driven process must be honoured and Parties must be able to negotiate and discuss with each other directly and not through the Co-Chairs bilaterally.

Responding to G77 and China, **Djoghla** said that issues of fragmentation were raised and the open-ended drafting was a response to the “perceived impression” that there was fragmentation of the process. “We used a method of work that delivered better understanding and clarification of process and this was done through facilitated groups and spin-off groups, which we don’t believe were meant to fragmentalise the process but to give Parties a tool to further discuss,” said Djoghla. He added that the tool was a compilation of proposals but for the forthcoming session, Parties would have “a single document, containing a COP decision and concise and coherent agreement text”.

To the Parties he said, “You will sit in a single forum for the time has come not to discuss conceptual issues, but to go line by line. The aim is, without fragmentation, after the first reading, there will be spin-off groups. This is the suggestion. More details will be in the scenario note for ADP 2.11 (the 11th meeting of the second ADP session in October),” said Djoghla.

On bilaterals, Djoghla said that they were never meant to be a substitute for the ADP. It is just a preparatory mechanism to avoid

discussions on the process and that they would follow the principle of openness, transparency, inclusiveness and it will continue to be Party-driven. “We remain open to meeting any Party or group,” said Djoghlaif, and declared the contact group closed.

A short closing plenary followed the contact group. At the closing plenary the Executive Secretary of the UNFCCC announced that they were in a position to fund two candidates each from developing countries for the October session and three candidates each for COP21 in Paris at the end of the year.

(At the opening plenary on 31 August developing countries had expressed concern about reduced funding affecting their participation at the meeting and during the stocktaking on 2 September, developing countries had highlighted that it was extremely difficult for smaller delegations to participate in several spin-off groups that were happening in parallel at the session.)

Djoghlaif though said that he had been very impressed by the spirit of the week and thanked small delegations for the flexibility shown towards the “number of meetings they had, which made it very difficult for small

delegations to cope with”. Djoghlaif also said that the Co-Chairs would continue to have the pre-session bilateral meetings with groups of Parties.

Current COP Presidency Peru said the length of the week’s discussions should be captured in facilitators’ reports. Echoing the concern that progress had been uneven, Peru said that the existing tool was not the best tool for effective deliberations. Peru also called for a more centralised form of negotiations. It added that during the next session, it intends to convene, along with France, consultation meetings with heads of delegations.

France said it was pleased that Parties had arrived at a common understanding for the ADP negotiations in October. “We have decided to consult all the heads of delegations right from the beginning of October and support the work of the Co-Chairs. It will be one team one goal,” said France.

In his closing remarks, Djoghlaif said the Co-Chairs would meet those on the way to Paris (for the informal ministerial on 6-7 September) and “shall discuss issues that are of key importance to us”.