



WWF COP 21 BRIEFING PAPER: ADP WORKSTREAM 1 MITIGATION

1. LONG-TERM MITIGATION GOALS

The Paris Agreement needs to provide a clear signal, through a commitment to a long-term goal, that we are in a just transition towards a zero carbon future. This long-term goal should also signal that continued investments into fossil fuels, infrastructure and exploration, will be economically risky and lead to stranded investments. These signals can be captured as follows:

- **Peaking of global emissions before 2020:** To capture the urgent need for action and preclude the idea that ambitious action can be postponed even further, the timing for peaking has to be defined.
- **A global GHG gross emission reduction target of at least 80% below 1990 levels by 2050:** To give clear signals for investment and technology development in terms of the scale of necessary efforts (such a signal would be completely different if it is a “50%” reduction target for example.), a clear, quantified emission reductions goal consistent with limiting warming to less than 1.5°C, should be established.
- **A recognition of the finite carbon budget to ensure that we remain within its limits:** Ideally it should be strengthened with specific numbers (e.g. 400 – 850 GtCO₂ for the period between 2011 and 2050¹) but, if such specificity is not possible in Paris, a qualitative formulation would also be acceptable such as: “... within a carbon budget that is consistent with keeping warming below 1.5 °C above pre-industrial levels.
- These 2050 goals should be underpinned by 2030 goals, for example, for sourcing 45% of all primary energy from renewable sources by 2030 and ramping up global energy intensity improvements to 4.5% annually.
- ✧ *Preferred option²: Option3 in Article 3.1 with the abovementioned key elements included (e.g. “a peaking of global greenhouse gas emissions” and “by 2020”; “75-95% per cent below the 2010 level by 2050”; “in the sharing of the remaining global emission budget”).*

¹ IPCC AR5 Climate Change 2014: Synthesis Report. Page 64 Available at: <http://bit.ly/21jvXms>.

² Examples in each of these “Preferred options” are based on existing language in the text. For the ideal wording that WWF prefers please refer to the bullet points.

2. NATURE AND FORM OF PARTIES' MITIGATION COMMITMENTS

The agreement should provide confidence that Parties will implement promised efforts while there should be flexibility, and regular opportunities to strengthen these in terms of coverage and ambition over time. It should be clear that all Parties, as they reach higher levels of capability, should move to clear cumulative emission targets for consecutive five year periods. To achieve this, the Paris Agreement must set the following conditions:

- **The Agreement should require that mitigation commitments are submitted every five years and that parties are obligated to fulfil the commitments that they have made:** The mitigation portion of each Party's INDC should be captured as “commitments” (rather than “contributions”). The agreement also has to stipulate that each party “shall” (not “should”) “implement” or “fulfil” (not just “communicate”) those commitments. Some countries may have specific red lines against language that requires them to “implement” or “fulfil” their commitments but at the very least the language should set an expectation that the commitments made will be implemented e.g. through saying that commitments are “to be implemented”.
- **Retain the “progression” principle for both the modality and ambition levels of mitigation commitments:** All Parties must strive towards the most robust form of mitigation commitments – i.e. economy-wide cumulative emission reduction targets for five-year periods. Each Party must also be required to increase its ambition over time.
- **The “modality” of mitigation commitments has to be differentiated according to Parties’ levels of “responsibility” and “capability”:** Parties’ mitigation commitments should be differentiated based on their levels of “responsibility” and “capability” in a manner that avoids pure “self-differentiation” while being more flexible than formal, new “annexes.” These indicators for the modality of differentiated mitigation commitments are based on the Common but Differentiated **Responsibility** and Respective **Capability** principle of the Convention. This differentiation can be effected in the modality of mitigation commitments as follows³:
 - ✓ Developed countries and others with similarly high responsibility and capability must at least have economy-wide absolute emission reduction targets and eventually all parties should have five-year cumulative emission reduction targets.
 - ✓ Developing countries that are not LDCs or SIDs must at least have emission intensity targets, targets for emission reductions below baselines or other targets that address the majority of their national emission sources and sinks.

³ A key point here is that these are the sets *minimum* required form for each category:

- ✓ LDCs and SIDs should be allowed to have low-carbon development action plans as their mitigation commitments.

- **Mitigation commitments themselves can be captured outside of the Core Agreement as long as there is a legal connection and a clear legal obligation for Parties to meet them:** Parties' mitigation commitments can be recorded in a registry managed by Secretariat outside of the Core Agreement, which can be adjusted upward at any time.
- **Developing country Parties should be encouraged to specify the need for finance and other support in their intended mitigation commitments:** Some developing country parties may require additional support in the form of finance, technology transfer and capacity building in order to achieve higher ambition. Where possible and appropriate, they should indicate the amount of emission reductions that they will realize with their own resources and the additional reductions that they could achieve with specified levels or forms of support.
- **Long-term decarbonisation plans for all countries:** Each Party should develop long-term plans to move to decarbonised economies in addition to their short- and mid-term emission reduction commitments. There should be flexibility for the forms and nature of such plans in terms of the different responsibility and capability levels of Parties.

- ✧ Preferred Options:
 - *For individual Party commitments, Option 1 of Article 3.2 should be adopted and strengthened ("shall", "implement/fulfil" and "commitment").*
 - *Option 4 of Article 3.3, is the only option that recognizes the differentiated "modality" of mitigation commitments and therefore it should also be the basis for the final outcome, modified to align with 3.2.*
 - *Option 4-(b) of Article 3.3, which recognizes the need for developed countries to take the lead, should be the basis for the final outcome, with a clear instruction for all parties to move towards the most stringent modality over time as their responsibility and or capability levels increase.*
 - *Option (a) of Article 3.3bis should be the basis for the final outcome to ensure that Parties' efforts will go beyond current levels.*
 - *Finance needs to be included as part of the information requirements in Option 1 of Article 3.7.*
 - *Upward adjustments should be allowed through adopting Option 1 of Article 3.8(e).*
 - *Article 3.12 should be retained and strengthened with the wording of "decarbonization" for long-term action plans.*

3. Regular reviews of intended and implemented efforts

Though the submitted INDCs reflect a new level of political commitment around the world to address climate change much more is needed to close the emissions gap created by these INDCs in order to be consistent with keeping warming below 1.5 °C or even 2 °C above pre-industrial levels. The INDCs only address around half of the reductions required and should be seen as a floor for further and stronger national action. Therefore the Paris outcome needs to be structured around regular 5-year cycles of progressively more ambitious national contributions informed by science and equity reviews (see the next section of this paper). To this end the Paris agreement should establish

- **Five yearly, aggregate and individual reviews of Parties' mitigation commitments:** There should structured aggregate and individual reviews of Parties' *intended* mitigation commitments from a science and equity perspective just after their announcement and well before their finalization. Such reviews of intended commitments should also be informed by structured assessment of progress towards targets *currently being implemented*. In the current text, the aggregate review is referred to as a "stocktake" in Article 10. An individual review is referred to in Article 3.8(c) as a process to enhance "*clarity*." The details of the review processes should be defined by later sessions of the CMA but the principal of 5 yearly announcements of intended targets with ample time for review and upward adjustment has to be established within the Paris Agreement. To ensure upward momentum starts as soon as possible the first such review has to take place in 2018 at the latest.
- **The outcome of the global stocktake must inform Parties' commitments:** The current text does not have a clear link between the global "stocktake" in Article 10 and the process of mitigation commitments moving from submission through to a review and finally to inscription mentioned in Article 3. There has to be a clear link between them.
- ✧ Preferred Options:
 - ✧ *Article 3.8(c) Option 1 is key to establish a review for individual parties' commitments.*

The five-year stocktaking cycle should be embedded in Article 10 with a requirement for Parties to take its findings into consideration in the preparation and the review of their mitigation commitments and also it is imperative to keep the reference to global stocktake before 2020 in Option 1 of Paragraph 20 of Decision text.

For further information, contact:

Tasneem Essop

WWF Head of Delegation

WWF International

tessop@wwf.org.za

+27 83 998 6290

Naoyuki Yamagishi

WWF Mitigation Lead,

yamagishi@wwf.or.jp

+33 762 234 680

Jaco du Toit

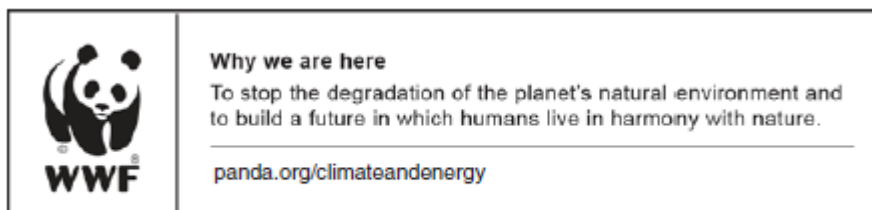
Policy Coordinator

WWF Global Climate and Energy Initiative

WWF International

jdutoit@wwf.org.za

+27 82 765 9461



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