

WWF Expectations for the UNFCCC Bonn Session

Bonn must make solid progress in operationalizing the Cancun Agreements as well as make progress in addressing unresolved issues in time for COP 17 in Durban.

Unlike the Bangkok meeting, the UNFCCC inter-sessional meeting in Bonn needs to ensure that there is no further slippage of the timelines agreed in Cancun, and parties should work with urgency to lay the basis for ambitious and achievable agreements at COP 17 in the Durban at the end of this year, and beyond.

WWF has prioritized the following areas for early progress to be made by parties in Bonn:

- Identify ways in which the Gigatonne Gap can be addressed in order to enhance mitigation action
- Laying the basis for ambition to match the science
- Define a robust process to negotiate an agreement on new sources of Finance
- Advance MRV guidelines, modalities and timetables
- Advance work on the content and modalities of Low-Carbon Development Strategies for developed and developing countries.
- Deepen agreements on the Cancun Adaptation Framework and emissions from deforestation and forest degradation (REDD+)

Markers of Progress in Bonn:

Identify steps to close the Gigatonne Gap: The increased understanding of the assumptions behind many countries' pledges gained at the mitigation workshops in Bangkok made clearer than ever that the pledges currently on the table are inadequate to meet the agreed 2°C temperature goal. The gigatonne gap between what is currently pledged and what the science calls for implies warming levels of 3-4°C above pre-industrial levels. If urgent and real efforts are not made now to close the gap by closing loopholes and increasing pledges, the 2°C goal can become unattainable, let alone a more ambitious goal of 1.5°C demanded by the most vulnerable.

WWF expects parties in Bonn to build on the understanding gained at the Bangkok workshop and continue a transparent process of deepening this understanding of the assumptions behind the pledges in the follow up workshop being held and to test their credibility using the best available information. WWF urges countries that have not yet presented the assumptions behind their mitigation pledges in the Bangkok workshops to use the opportunity in Bonn to do so, and further urges those parties who have not

as yet made pledges for actions to also do so. The information gained from these workshops should be brought into the negotiations as part of the discussions on how to increase ambition, consistent with the aim of having mitigation ambition conforming with the ultimate objective of the Convention to achieve “...*stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system.*”

There are loopholes such as those in land use, land-use change and forestry emissions, hot air banking for future compliance, and the use of poor-quality offset credits that exist in the way mitigation actions are currently set up. Parties in Bonn should make progress on closing these loopholes by developing accounting rules that can be agreed to in Durban.

Developing countries have different approaches and assumptions about the baselines that they have used to define their pledges. These need to be better understood and evaluated as part of their fair contribution towards staying within the global carbon budget.

Parties need to reach agreement that Flexible Mechanisms should not lead to the widening of the Gigatonne Gap. The double counting of efforts as both emissions reductions towards developed country targets and their finance support obligations to developing countries should be avoided. This is especially necessary with developed country targets that allow access to international offset credits at the same time that developing countries increasingly implement mitigation actions and demonstrate progress on low-carbon climate-resilient development themselves. WWF would like to see Parties in Bonn affirm the essential principle that any flexible mechanisms should not lead to the widening of the Gigatonne Gap. They should instead help to close it.

Laying the basis for ambition to match the science: Further to this WWF also expects parties in Bonn to begin negotiations for agreement in Durban on a peak year of 2015 and a long-term goal of reducing global emissions by 80% below 1990 by 2050. In order to achieve agreement on these global goals, parties would have to agree on a set of principles that could help shape the equitable sharing of the remaining carbon space and the equitable sharing of the costs of mitigation and adaptation.

The science review clauses of the Cancun Agreement are essential to define the overall needed level of ambition and should be coupled with a review of the overall adequacy of emission reduction actions. This should provide the basis for a mandate to negotiate new targets for the 2017-2022 period. WWF believes that parties should agree that the best available scientific information would define the overall level of action with the effort fairly shared between Parties within a robust legal framework. In Bonn, Parties should agree on preparatory steps for this review, including commissioning a scientific paper on the economic and social implications of temperature increases above 1.5°C in order to inform the review.

Work starts on sources of Finance under AWG-LCA: Bonn needs to begin a robust process for negotiating sources of public finance in order to ensure that there is scaled up, new and additional funding under the UNFCCC starting in 2013, and rising rapidly thereafter in line with commitments and needs for climate action. WWF believes that innovative sources of public finance will be an important additional source of funding to traditional national budgetary sources, and essential to significantly scaling up financial resources available to the UNFCCC, and especially to the Green Climate Fund. The process to discuss and agree on such sources should build on relevant findings of the Advisory Group on Climate Finance (AGF) and other international processes. This process must address a range of promising sources, including traditional budgetary sources and innovative sources such as revenue from measures to address emissions from international shipping and aviation, and internationally coordinated Financial Transaction Taxes (FTT).

By Durban, Parties must adopt a comprehensive decision on sources of finance that ensures rapid progress towards generating the financing required. In particular, Parties must provide guidance to the IMO and ICAO on the design and implementation of measures to address emissions from international transportation (maritime and aviation bunker fuels) in a way that generates financing for climate action in developing countries. A global approach that reflects the principle of common but differentiated responsibilities and respective capabilities, ensuring no net incidence or burden on developing countries, through, for example, a rebate mechanism, should be agreed to.

The new LCA agenda item on Finance also provides an opportunity for Parties in Bonn to examine the scale and nature of funding needed for mitigation and adaptation actions. A definition of the parameters around the current \$100 billion commitment, including: additionality, grants/loans, public/private, interim scale, and what share of both adaptation and mitigation should flow through Green Climate Fund. Agreement on sources of funding for the 2013-2015 period should be finalised by COP 17 in Durban.

Parties also need to provide any support required to ensure rapid progress in the work of the Transitional Committee to design the Green Climate Fund, and get to work on the design of other institutional arrangements identified in the Cancun Agreements such as the Standing Committee and Registry, and linkages to other institutions under the UNFCCC.

Agreement on a work program to finalize MRV guidelines: Bonn needs to set a timetable and deadlines for the MRV work program, with a view to adopting guidelines by COP17 and all outstanding elements by COP18, so that governments can begin domestic implementation.

Guidelines for the content and timing of biennial reports are critical for both developed and developing countries so that Parties can prepare their reports and feed into the 2013-2015 review and the processes of International Assessment and Review and International Consultation and Analysis.. WWF would like to see Parties agree to October 2012 for the first iteration of biennial reports for Annex 1 countries. Developing countries should agree to submit their next national communications in 2014 if the last one was submitted in 2010 and earlier if not. Biennial reports should be submitted in accordance with the differentiated timetable.

WWF would further like to see Bonn discuss the elements of a common reporting framework on finance as agreed in Cancun, and for adoption in Durban. Biennial reports of developed countries should be required to define "new and additional" finance, including a specific base year; define categories of acceptable funding, distinguish climate change funding given through bilateral and multilateral channels, identify recipient countries, and report on other support (capacity building and technology).

Elaboration and guidelines for Low Emission Development Strategies: Parties need to agree on a process to define content guidelines and modalities for the development of Low Carbon Development Strategies. These remain undefined in the Cancun Agreement. Dates should be set by Durban for the first iteration of developed countries' plans, and also for those of developing countries. Support for developing countries for the development and implementation of these plans should also be identified.

Deepening the Cancun Agreements on Adaptation and agreeing on the elements of work program on Loss and Damage: In Bonn, Parties should agree on the different elements of the work program on the loss and damage that is associated with climate change impacts in developing countries, especially those that are particularly vulnerable. The work program under the SBI

should identify the different thematic areas. WWF recommends that these need to include: knowledge on the exposure to loss and damage, various instruments to address it, implementation and the institutional arrangement required. The work program should also outline activities and a timeline that helps Parties to explore approaches and that enables the SBI to provide recommendations to COP 18 on this issue as mandated by the Cancun Agreement.

Furthermore, Parties should outline and agree on the composition, modalities and procedures of the Adaptation Committee. The Committee's composition should be fair, representative and equitable and should be based on relevant expertise and extend beyond government representatives and negotiators, to draw on experts in particular from academia and civil society. The Adaptation Committee should report to the COP, and must have a relationship with other relevant institutions under the UNFCCC.

Parties should also work towards adopting a decision at COP 17 in Durban on the guidelines and modalities for the development National Adaptation Plans (NAPs) as a means of identifying medium and long term adaptation needs for Least Developed Countries and other vulnerable developing countries. Bonn should also establish a process on strengthening, where necessary, or establishing regional centres and networks. These are most needed in developing countries and will require support from developed country Parties.

Laying the basis for enhanced agreements on Deforestation

(REDD+): Parties should commence negotiations on clarifying modalities for setting reference levels, providing information on safeguards as well as for establishing robust and transparent monitoring systems ensuring that it is consistent with key principles that guarantee additionality, avoid and address displacement, maintain and/or enhance biodiversity and ecosystem services and contribute to sustainable and equitable development by respecting and strengthening the livelihoods and rights of forest-dependent communities.

Parties need to scale up efforts to identify needs and sources for long-term adequate and predictable REDD+ finance. When addressing financing options for the full implementation of mitigation action in the forest sector, Bonn needs to create a robust process for negotiating innovative sources of public finance.

Starting in Bonn, Parties should agree, by Durban, a target to halt and reverse forest cover and carbon loss by 2020¹ as a quantifiable and significant contribution to the ultimate objective of the convention. Bonn should also establish a process to address how drivers of deforestation and forest degradation in developing countries will be tackled, including how developed countries can tackle international drivers.

As was agreed in Cancun, parties should work to provide further guidance on information systems for the safeguards and there are many examples that can be drawn from systems that are already in place for safeguards and could form the basis for or inform implementing REDD+ safeguards.

Enhanced NGO participation in the UNFCCC process

The Workshop on exploring ways of enhancing NGO participation in the UNFCCC to be held in Bonn presents parties with an opportunity to ensure that the processes are truly transparent, fair, inclusive and impartial. Parties need to address ways of ensuring that NGO participation is maximised and WWF hopes to see progress in accreditation and pre-session procedures to ensure venues are adequate to accommodate a wide, representative and vibrant civil society, and that opportunities are created for NGOs to participate in sessions and to ensure that NGOs are in every circumstance given a fair hearing².

¹ WWF's forthcoming report due out later this year, the International Year of the Forests, that with adequate financial support this target is achievable.

² see also WWF's Submission to the Subsidiary Body for Implementation Regarding Views on Ways to Enhance Civil Society Participation <http://unfccc.int/resource/docs/2010/smsn/ngo/205.pdf>

Conclusion

WWF believes that the Bonn session presents Parties with an important opportunity to develop more detailed substance on the gains made in Cancun. It is critical to maintain the momentum that the Cancun Agreement created and it is equally important to make substantial and substantive progress on other key issues so that they can be resolved in time for agreement in Durban.

There are only 3 weeks of formal negotiations left before COP 17 in Durban. Parties need to recognise the urgency of the task ahead of them. We cannot afford another session that just deals with process issues. We would need parties to move to negotiating issues of substance as early on in this Bonn session.

Parties need to leave Bonn having given a clear signal that they are serious about laying the basis for a good outcome at COP 17.

WWF Contacts

- Tasneem Essop, Head of WWF Delegation and International Climate Policy Advocate, tessop@wwf.org.za, +27 839 986290 (South Africa)
- Kat Watts, Principal Advisor, Global Climate Policy, kwatts@wwf.org.uk, +44 7919 858382 (UK)