WWF Expectations for the UNFCCC Bonn Session

In Bonn Parties must make solid progress on a work program to address the mitigation gap and securing long-term finance for adaptation and mitigation in developing countries. Parties also need to start negotiations on a developing the mandate for the implementation of the Durban Platform.

In Durban countries renewed their commitment to the multilateral process, including for a comprehensive legal outcome to address climate change by 2015. However, the current mitigation pledges on the table remain woefully inadequate to prevent disastrous climate change and are seriously undermined by massive accounting loopholes. The finance commitments remain empty promises in an empty fund, albeit in a fund that now has much of its architecture agreed.

The UNFCCC inter-sessional meeting in Bonn needs to ensure that there is no further slippage of the timelines. An agenda and workplan for a fair, ambitious and legally binding agreement by 2015 needs to be determined in Bonn in 2012 so that Parties can work with urgency towards a finalised agreement.

However, simply working towards a deal that is only scheduled to enter into force by 2020 is not enough. We cannot afford another decade of inaction. Under the Durban Platform for Enhanced Action parties also need to work hard at identifying and agreeing on steps to increase ambition in the pre-2020 period. These steps need to be ambitious enough to ensure that global emissions peak as early as possible within this decade in order to ensure that it remains possible to limit global warming to less than 2°C.

Key Recommendations

In Bonn parties need to regain a clear vision for the negotiations going forward, based on the best science and grounded in the objectives and principles of the UNFCCC. The newly founded Working Group on the Durban Platform for Enhanced Action (ADP) provides a new opportunity to address these pressing concerns in the near term and as part of the future global agreement. We encourage parties to approach this new platform in a renewed frame of mind, with a fresh realisation that action is required urgently, and with a revitalized willingness to listen and compromise.

In order to make the critical progress required, WWF has prioritized two key areas in which immediate progress is needed in Bonn and for agreement at COP 18 in Doha:

1. Increasing the level of Mitigation ambition in line with the Science and Equity:
   - Laying the basis for ambition to match the science in line with a global carbon
budget that will limit average global warming to 1.5°C.

- Identify ways in which the Gigatonne Gap can be addressed in order to enhance mitigation action including through closing the AAU hot air carry-over loophole.

- Reaching agreement on a global peak year of 2015 as well as mid-term (2020) and long-term emission reduction commitments (2050) Lay the basis for reaching agreement on an equitable approach to sharing the mitigation effort

- Advance work on the content and modalities of Low-Carbon Development Strategies for developed and developing countries.

- Immediate scaling up REDD+ action through formulating a transparent, complete and timely process for the technical assessment of proposed forest reference emission levels and/or forest reference levels and start an assessment of policy instruments and incentives to address the drivers of deforestation and forest degradation.

2. Securing Finance to assist developing countries on mitigation and adaptation actions

- Agreement on the work program for securing long-term finance

- Identifying sources for such funding, especially with a focus on a global carbon pricing mechanism for international transport.

- urgently scale up REDD+ finance,

- Operationalize the Durban Decision on Adaptation

- Finalise agreement on the role of the Global Climate Fund in delivering finance to developing countries.

**Outcomes Required from Bonn for Progress in 2012**

1. Increasing the level of Mitigation ambition in line with the Science and Equity:

**Global Peak year:** parties should agree that global emissions need to peak as early as possible within this decade if they are to honour their existing commitment to limit global warming to less than 2°C above pre-industrial levels, never mind, the needed limit of 1.5°C.

**Equitable sharing of effort:** parties need to agree on a work programme to clarify how the principle of common but differentiated responsibilities and respective capabilities (CBDR) will be reflected in the agreement to be finalised by 2015. We propose that parties agree to a programme of workshops to develop a shared understanding of the principle of CBDR, equity and historic responsibility as well as a joint approach to how these will be treated. Integral parts of these discussions should be: the equitable sharing of the remaining carbon space; the equitable sharing of the costs of mitigation and adaptation by developed countries and how differentiation could affect the responsibilities of different groups of countries and criteria for graduation.

**Close the Gigatonne Gap:** Under the Durban Platform for Enhanced Action Parties committed to working together to address the ambition gap between what is currently pledged and what the science calls for. This cannot be delayed, especially in light of the fact that a global deal to combat climate change is set to only enter into force by 2020. Current emission trajectories imply warming levels of much more than 2°C above pre-industrial levels. If urgent efforts are not made now to close the gap by closing
loopholes and increasing pledges, the agreed 2ºC goal can become unattainable, let alone a more ambitious goal of 1.5ºC as is demanded by the most vulnerable.

Bonn needs to progress work on each of the three broad categories of opportunities for addressing the gigatonne gap.

1. The loopholes that exist in the way mitigation actions are currently set up 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 need to be closed based on the accounting rules agreed in Durban. The issue of how to address the ‘hot air’ of surplus carry-over AAUs is firmly on the table for the Kyoto Protocol negotiations for 2012 and needs to be resolved by Doha in a way that acts to close the gigatonne gap and that does not allow countries to have an “accounting fig leaf for their inaction”

2. A process is required to review ambition level of pledges and ensure that they collectively meet global mitigation objectives and reflect comparable levels of ambition and effort. All countries that have so far made pledges should move at least to the top end of their pledged ranges of emission reductions. Developed countries in particular need to take the lead and urgently increase their ambition. Developing countries, especially those with capacity, that have not yet made pledges should do so by COP 18 in Doha.

3. Agreement on ways to address emissions that are not currently covered in the UNFCCC frameworks (which may not all be best implemented through the UNFCCC). It will be particularly important to agree measures to control emissions from international shipping and aviation, which currently contribute 5% of global emissions and are the fastest-growing emission sectors in the world.

Also, in Bonn, developed countries need to clarify the underlying assumptions behind their pledges, including on access to international credits and of use of banked hot air. All developed country parties should set the base year for their emission reductions as 1990 to allow comparability between countries and to measure their own progress in decarbonization. Developing countries, likewise, should provide greater clarity on their approaches and assumptions regarding their baseline emission increase trajectories and their own pledges.

**Securing Finance to assist Developing countries with mitigation and adaptation actions:**

Progress on financing is more important than ever to build trust and confidence and strengthen global efforts to combat climate change. There are no firm commitments to financing after this year, and only a vague commitment to scaling up to $100b by 2020. Cancun and Durban laid the groundwork for progress on financing institutions, but this year parties must urgently demonstrate that they are serious about mobilizing scaled up financing and channelling it to effective actions.

In Durban agreement was made to set up a Work Programme on Long-term Finance. Bonn provides an opportunity for the co-Chairs to present their vision for a Work Programme and for parties to show their commitment to this process. Developed country parties must use this process to show how they will scale up financing under the UNFCCC from fast-start levels to predictable long term financing at the scale of hundreds of billions per year needed to stay below 1.5ºC of warming and adapt to unavoidable changes. This needs to be done in a way that leverages much greater amounts of other public and private financing to support low carbon and climate resilient development.
By COP 18, the Work Program (drawing on previous work including the AGF and in the World Bank and IMF, as well as input from parties through Workshops and submissions) must map out the potential sources of at least $100 billion, and move towards agreement on:

- Concrete commitments to levels of funding to be provided in 2013-2015;
- Trajectory for scaling up rapidly to $100b by 2020, and the composition of that funding;
- Sources of public finance, including government budget contributions and other sources including carbon pricing for international shipping and aviation, and the potential of other sources like financial transaction taxes. Mechanisms such as carbon pricing could generate financing for developing country actions, while also honouring the CBDR principle through design elements that ensure no net incidence on developing countries.
- Principles to guide effort-sharing arrangements between those countries with financing responsibilities.

Parties must also begin to consider how to continue and build on the work of this Work Programme after the AWG-LCA terminates, including under the ADP.

Particular source of finance that WWF believes could serve the dual purpose of funding climate action and reducing emissions are carbon-pricing mechanisms for international transport. Parties should take the lead and commit to showing that the UN and its subsidiary bodies are the fora where these emissions should be addressed. In Bonn parties need to give the IMO and ICAO clear mandates and guidance to negotiate timeous international agreements to address the emissions from international transport. 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, is the only equitable, sustainable way to address these emissions.

Parties must also finalize the work on the Green Climate Fund. The institutional arrangements for channelling and reporting on climate finance should be established with urgency. Parties and regions must nominate their representatives to the Board of the GCF immediately, and finalize all governance arrangements by CoP 18. Developed country parties must commit the bulk of their scaled up climate financing for 2013 to the GCF to ensure that it can make its full contribution to accelerating global action on climate change.

**Elaboration and guidelines for Low Emission Development Strategies:**

The infrastructure decisions that governments make in the present affect whether a country is locked into highly polluting infrastructure for decades to come, or has laid the foundations for a sustainable low-carbon future. Long-term Low Carbon (developing countries) and Zero Carbon (developed countries) Development Strategies are essential in order to keep emissions within the remaining global carbon budget and to allow countries to strategically plan their transitions to low carbon, climate resilient economies.

By Doha, parties need to set clear targets and guidelines for the development of low-carbon development strategies and link them into reporting frameworks. Zero carbon development strategies should be mandatory for all developed countries but WWF also strongly encourages developing countries to develop nationally appropriate low-carbon development strategies in the context of their plans to eradicate poverty and promote sustainable growth and development. The Mexican climate law, amongst others, is a
highly positive example in this regard. Such plans would present developing countries with the opportunity of learning from the mistakes of the past and leapfrogging to use the best available clean technologies.

**Operationalizing the Durban decision on various Adaptation elements:**

In Bonn, Parties should operationalize the various important decisions on adaptation that were adopted in Durban.

**During the 36th Session of the SBI:**

- Parties should work towards elaborating the draft Initial guidelines that were agreed in COP 17 for the formulation of National Adaptation Plans (NAPs) for least developed countries. LEG members, with the Adaptation Committee and other relevant bodies under the convention, should work together for NAPs planning.

- Parties should start developing a guideline on policies and programs that enables support for NAPs planning and implementation processes by LDCs. These guidelines will help to make the relevant financial decision under the convention at COP 18 for planning and implementation of NAPs.

- Parties should start exploring a range of possible approaches and mechanisms, including international compensation mechanisms to address the issue of loss and damage associated with climate change impacts in developing countries. This should be based on the expert meetings that took place in Japan and other exchange meetings that happened at various levels. This process will provide guidance to the SBI so that it can make appropriate recommendations to the COP consideration during its eighteenth session.

**During the 15th Session of AWG LCA:**

- Parties should work towards operationalizing the Adaptation Committee and developing its work plan for three years according to the agreed functions, modalities and draft activities adopted during COP 17. The three year work plan should include; milestones, activities, deliverables and resource requirements. The adaptation committee now also needs to engage and develop linkages with all adaptation related work programmes, bodies and institutions under the Convention, including LEG, Consultative Group of Experts on National Communication, Technology Executive Committee, NWP, Financial Mechanism, work program on loss and damage etc.

- The workplan of the Adaptation Committee needs to include the development of relevant modalities for Non-LDC countries to plan, prioritize and implement their national adaptation planning measures, including through the use of NAPs as decided in Durban. The Committee should also report to the COP in Qatar regarding a decision on modalities to be adopted for Non-LDC Countries.

**During the 1st Session of AWG DPA** in Bonn, parties should initiate a process under the Durban Platform for Enhanced Action work plan to include post 2020 adaptation needs. This process should build on the inputs from the Adaptation Committee, IPCC Fifth Assessment Report, adaptation financing needs, the work program on loss and damage and the National Adaptation Plan (NAP) process. The DPA work plan should include progress in the operationalization of adaptation decisions taken in Cancun and Durban and further strengthen those decisions by:
Providing equitable financing for adaptation and mitigation
Supporting the process for preparations and full implementation of National Adaptation Plans for LDC Countries and National adaptation planning measures for Non-LDC countries.
Developing Medium and Long term plans for the Adaptation Committee to support adaptation actions in developing countries.
Advancing and enhancing the international compensation mechanism to address loss and damage from the adverse effects of climate change. A decision on this should be included in the 2015 agreements under the DPA.
Ensuring that the debates around response measures shall not take place in discussions on adaptation.

Enhanced agreements on Reduced Emissions from Deforestation and Forest Degradation (REDD+):

Realization of an effective REDD+ mechanism can and must be a significant part of a global climate solution, and can support the goal of halting tropical deforestation by 2020. Without immediate scaling up of REDD+ action, limiting the rise in global temperatures to 2°C will be almost impossible. Following on important decisions from Cancun and Durban, Parties should use SBSTA and the LCA to make concrete progress on unresolved REDD+ issues and to position CoP18 for decisions on these matters.

The AWG LCA in Bonn should:
- lay the foundation for urgently scaling up REDD+ finance;
- clarify key language and terms, including the definition of “result based-actions”;
- clarify the link of finance levels for Phase 3 and national RL/RELs;
- advance the establishment of a REDD+ window under the Green Climate Fund; and
- start to identify and commit to additional short-term finance beyond the existing fast start funding as well as clearly demonstrate how to meet the finance needs for all phases of REDD+.

SBSTA 36 in Bonn should:
- start an assessment of policy instruments to address identified national and international drivers of deforestation and forest degradation including perverse incentives;
- provide additional guidance on how to establish simple, efficient, robust and transparent national forest monitoring systems (WWF is strongly recommending a step wise approach and using proxy indicators);
- formulate a transparent, complete and timely process for the technical assessment of proposed forest reference emission levels and/or forest reference levels; and
- provide further guidance how to report on the safeguards referred to in decision 1/CP.16.

REDD+ needs to be included in the Workplan of the Durban Platform to ensure that REDD+ exists within a comprehensive and legally binding climate change agreement that limits global warming to less than 1.5°C.
**Conclusion**

WWF believes that the Bonn session presents Parties with an important opportunity to develop more detailed substance on the gains made in Durban. It is critical to maintain the momentum that the agreement of the Durban Platform for Enhanced Action created. The commitment in principle to achieving a comprehensive deal now needs to be given substance while urgent steps are taken in the short term to ensure that the levels of urgently needed ambition is increased. In order to maximize the chances of staying within the remaining global carbon budget and not requiring unrealistic rates of emissions reductions in future, emissions need to peak by 2015. The window of opportunity for limiting global warming to 1.5°C is closing fast. Parties need to recognise the urgency of the task ahead of them and start making the compromises and commitments that would give us a reasonable chance of avoiding disastrous climate change.

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