



WWF

POLICY PAPER

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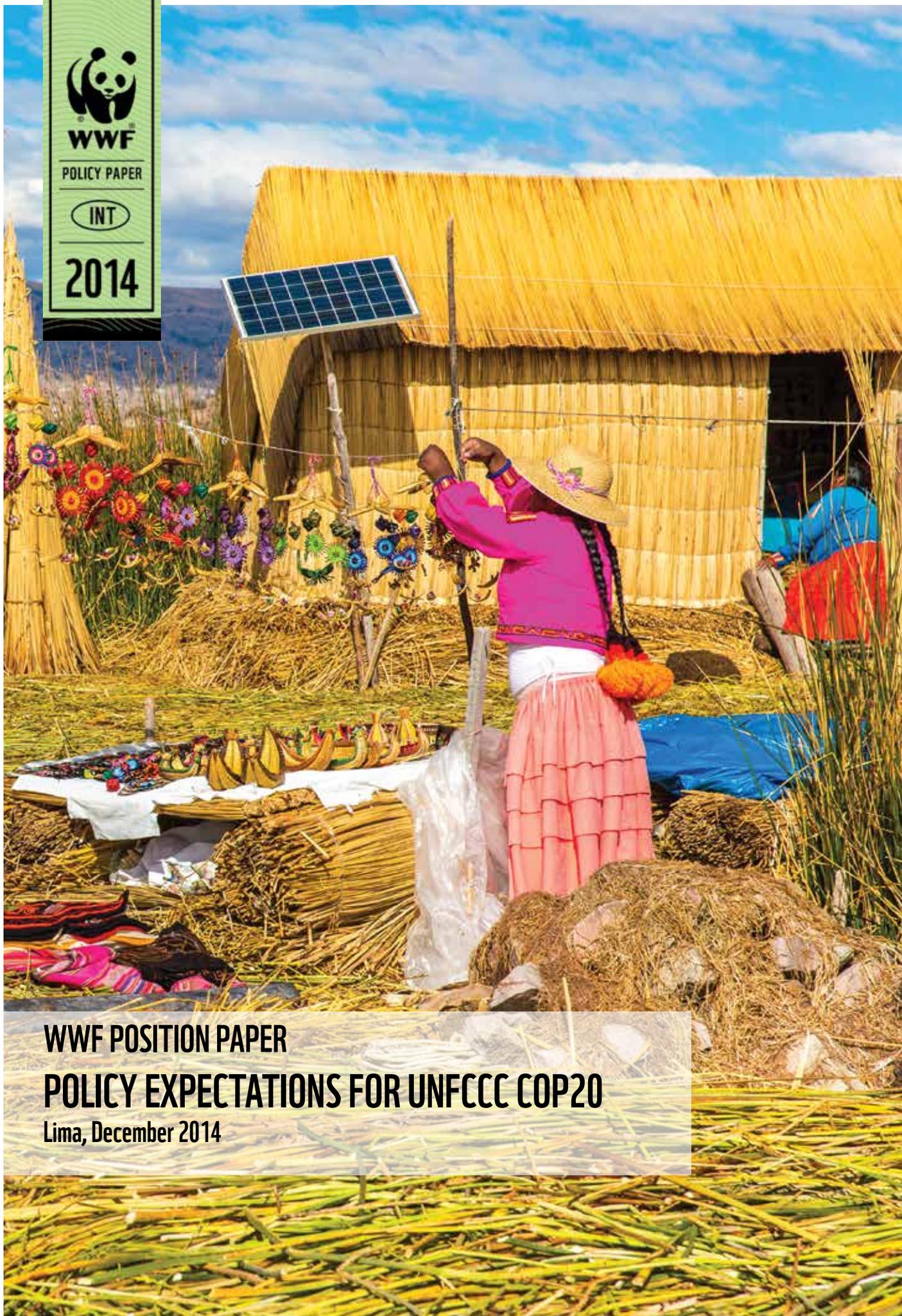


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WWF POSITION PAPER
POLICY EXPECTATIONS FOR UNFCCC COP20
Lima, December 2014



SUMMARY

The recently released Intergovernmental Panel on Climate Change Synthesis Report shows that human-induced climate change is already impacting people and ecosystems through ocean acidification, sea level rise, extreme heat events, and profound changes in the Arctic.

The report shows that we can expect much worse if we do not take rapid, decisive action to break the world's fossil fuel addiction. It also emphasises that fighting back against climate change will neither cripple economies nor stop development. Failure to act will jeopardise efforts to reduce poverty, endanger food, water and livelihoods for many of the world's poor and leave future generations with a nearly insurmountable challenge.

Events around the UN Secretary General's Climate Leaders' Summit in New York in September showed that people across the world demand recognise the imperative for action and demand that political and business leaders act much more ambitiously to address the climate change challenge. A record turnout of about 400 000 people on the streets of New York, strengthened by more than 2 500 actions in 160 other countries made it clear that people are not going to stand by idly in the face of inaction from leaders. Many of the leaders speaking at the UN Climate Summit noted the clear message from citizens and different groups, but in the run up to Paris these leaders need to prove that they have listened to their citizens by delivering tangible and ambitious commitments.

The recent announcements by the US and China as well as the finance pledges made at the GCF Pledging conference recently do help create political momentum. We need this momentum to translate into deeper emission cuts and scaled up commitments that respond to the challenge the recent science presents.

This year the UNFCCC COP returns to a region that has shown that with sufficient political will the climate challenge can be met. Over the past decade, through reduced deforestation, Brazil has accounted for between 0.4 and 0.8 Gt of CO₂¹ annually in emission reductions, Mexico has enacted one of the strongest climate laws in the world and adopted renewable energy targets², Costa Rica aims to become carbon-neutral by 2021³ in the pre-2020 period, Nicaragua aims to source 94% of its electricity from Renewable Energy sources by 2017⁴, and Peru intends to have zero net deforestation by 2021⁵. Though much remains to be achieved in the region, WWF calls on all Parties to honour these first steps towards climate leadership in Latin America by ensuring a successful outcome at COP20 that will lay the basis for success in Paris.

The Critical Deliverables for COP20 in Lima are:

- 1. A strong decision under ADP Workstream 2 that will spur additional action to close the pre-2020 gigatonne gap. The decision must include concrete steps to realize more emission reduction action and increased levels of support for developing countries in the near term;*
- 2. A. An advanced draft negotiating text that will be the basis negotiating the Paris Agreement in December 2015.*
2.B. Agreement on the information requirements for post-2020 country commitments due to be submitted by March 2015. This should cover mitigation, adaptation and means of support and allow for an evaluation of the total combined level of effort.
- 3. Operationalisation of the Warsaw International Mechanism on Loss and Damage.*

What WWF expects under each of these deliverables is explored further below.

¹ Boucher, D, Roquemore, S and Fitzhugh, E. 2013. Brazil's Success in Reducing Deforestation. Tropical Conservation Science. Special Issue Vol.6 (3):426-445

² Erik Vance, 2012. Mexico passes climate-change law. Nature.com. Available at <http://www.nature.com/news/mexico-passes-climate-change-law-1.10496> Accessed 4 November 2014.

³ Carbon Action Tracker.. 2011. Costa Rica. Available at <http://climateactiontracker.org/countries/costarica.html> Accessed 4 November 2014.

⁴REN21. 2014. Renewables Interactive Map Country Profile: Nicaragua. Available at http://www.map.ren21.net/Nicaragua_Renewables_Profile. Accessed 4 November 2014

⁵ Government of Peru. 2011. Proposed Mitigation Actions. Available at https://unfccc.int/files/meetings/ad_hoc_working_groups/lca/application/pdf/peru_ws.pdf Accessed 4 November 2014

1. ADP

WORKSTREAM 2: CLOSING THE PRE- 2020 AMBITION GAP

To stay within a carbon budget for less than 2°C of warming above pre-industrial levels emissions need to peak well before 2020⁶.

To stay below 1.5°C of warming an early peak year is even more critical.

The later emissions peak the more costly the inevitable transition to a low carbon future will be. Therefore, we cannot afford to wait for the 2015 agreement on post-2020 actions while current actions will leave us with an annual emissions gap of 8–12Gt CO₂eq in 2020⁷.

Pre-2020 mitigation action is also critical to build the trust necessary for agreement on ambitious post-2020 action. Developed countries need to show that they are serious about addressing climate change so that their developing country counterparts can feel secure about pledging their fair share of contributions in a post-2020 agreement.

Concrete steps that need to be taken in Lima include:

1. **Developed countries need to commit to increase their pre-2020 emission reduction targets and take the lead in reducing global emissions and avoiding dangerous climate change.** We expect developed countries to use the opportunity of COP20 to commit to revised, ambitious emission reduction commitments (25-40% below 1990 levels) for the current commitment period.
2. **Developing countries that have the capacity to do so are encouraged to pledge new or additional mitigation actions to help build momentum for positive outcomes in Lima and Paris. These could take the form of new or improved NAMAs, targets for expanded Renewable Energy and Energy Efficiency, or other types of concrete actions.**
3. **Capitalize on the outcomes of the June 2014 Technical Experts Meeting (TEM) on forests and land use by including forests, land use and REDD+ (as an incentive mechanism for developing countries) in the deliberations of the ADP.** Agriculture, forestry and other land uses (AFOLU) present a critical opportunity for closing the pre-2020 emission gap as they are responsible for nearly a quarter (24 per cent) of global anthropogenic greenhouse gas (GHG) emissions. AFOLU activities continue to emit 10-12 GtCO₂e annually. About half of that derives from deforestation and forest degradation⁸. **Thus, WWF calls on Parties to commit immediate support for targeted actions on forests and the land sector in key regions.**
4. **Additional pledges, on top of those received in Berlin, to bring the total funds for the first four years of the Green Climate Fund to at least USD 15 billion. COP decisions that set out a concrete pathway to scale up finance to meet the \$100b commitment, and a mandate to finance outcomes of WS2.** With the governance system being put in place, and a substantial Initial Resource Mobilization, the fund will be able to play a strategic role in financing a transformational shift towards a renewables-based, low emissions and climate resilient world. Substantial financial contributions to the GCF are key to scaling up ambition in the pre-2020 period and building trust and momentum towards a strong and ambitious agreement for the post-2020 period. Pledges to date are nearing \$10 billion, and several developed countries have yet to contribute. It is a very positive sign that some developing countries have contributed to the fund, and this group could still expand. Such contributions should also increase the pressure on developed countries to make more ambitious contributions.

Based on the outcomes of WS2, **the COP must mandate the GCF to prioritize its mitigation finance for the areas of renewable energy and energy efficiency**, as well as others areas that can accelerate a paradigm shift towards a sustainable and inclusive global energy system based on energy efficiency and renewable energy.

⁶ As determined by IPCC AR5 WG1 scenario RCP 2.6 and in Van Vuuren et al. 2011. The representative concentration pathways: an overview. Climatic Change (2011) 109:5–31. Accessed 26 February 2014

⁷ UNEP 2013. The Emissions Gap Report 2013. The Emissions Gap Report 2013. United Nations Environment Programme (UNEP), Nairobi. Available at <http://www.unep.org/publications/ebooks/emissionsgapreport2013/>

⁸ See IPCC AR 5, WGIII Chapter 11 AFOLU.

PRE-2020 MITIGATION ACTION IS CRITICAL

5. **Through the Lima decisions Parties should enhance the Technical Experts Meetings process in a way that enables and incentivises Parties and other stakeholders to work collaboratively on concrete, complementary measures that can be rolled out under ADP Workstream 2¹⁰.** This process provides an exciting, long-overdue opportunity for Parties to work together on actions and measures that can contribute to unleashing the potential of technologies and other capacities to close the gap between current action and what is required by science for a safer climate¹¹. In particular, **scaling up renewable energy (excluding traditional biomass) to provide 25% of global energy consumption could save 3.5 Gt CO₂eq per year by 2020¹³.** Similarly, **if the rate of energy efficiency improvement doubled to 2.4% per year by 2020, 4-5 Gt CO₂eq would be saved per annum by 2020.**

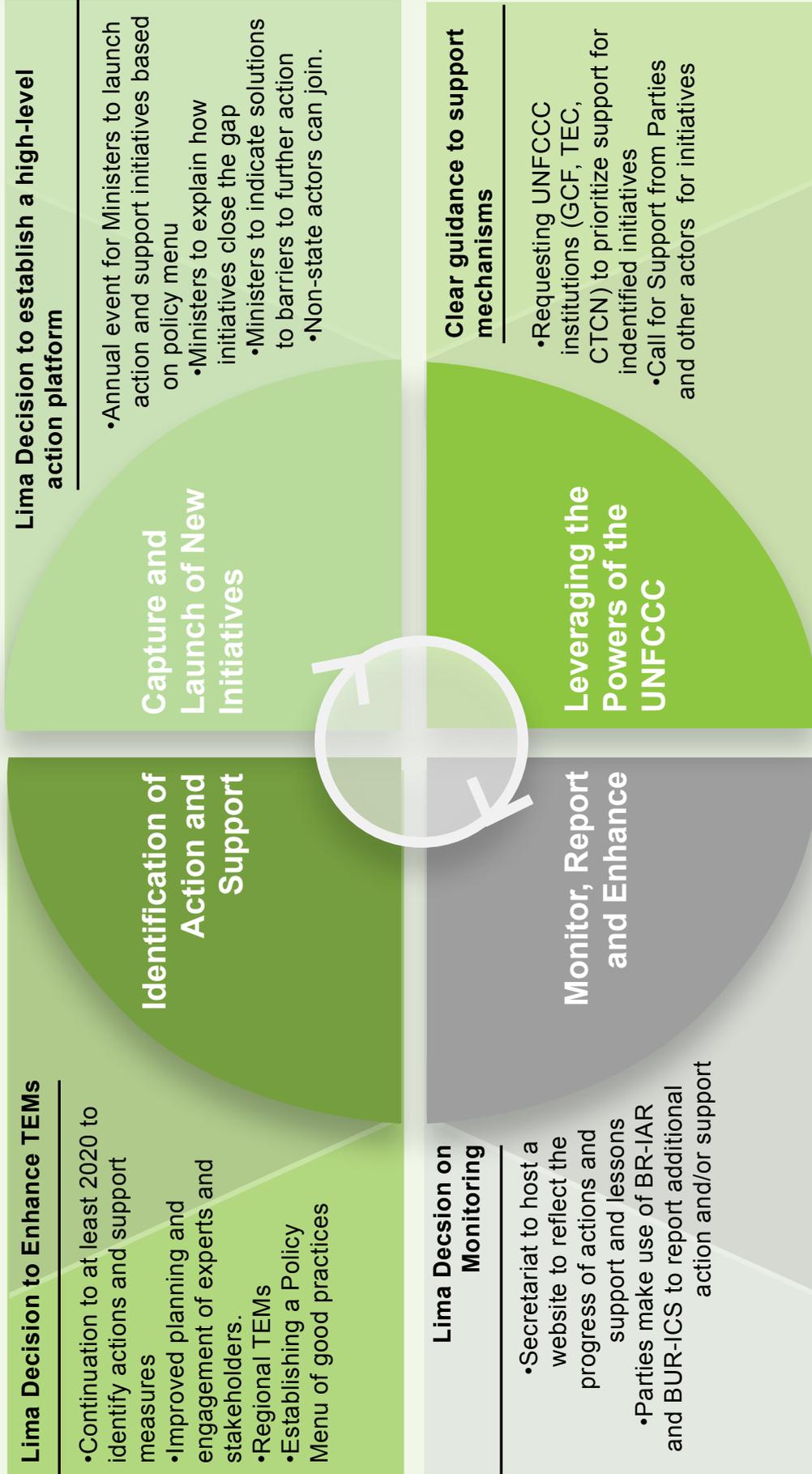
The UNFCCC can play a positive and proactive role in supporting such collaborative, concrete actions and measures related to specific technologies, sectors and policies. It can do this through the institutions that already exist under the UNFCCC, including those related to financing (e.g. the Green Climate Fund) and technology cooperation and support (e.g. Technology Executive Committee/Climate Technology Centre & Network), as well as its capacity to convene countries and non-governmental actors and make collective decisions, contributions and commitments (e.g. through the NAMA registry and country pledges). ADP WS2 provides an opportunity to utilize these powers to address the emissions gap.

The draft texts proposed by the co-chairs, the LMDCs and AOSIS, for an ADP WS2 outcome contain many good proposals but the final decision needs to ensure that WS2 has the ability to contribute to effective additional actions to combat climate change as soon as possible. This can only be achieved if the Lima decisions establish a process that goes beyond merely identifying initiatives. The figure overleaf shows how the Lima decisions (text boxes on the edges) could reflect the key components of a process that could enhance emission reductions in the pre-2020 period:

¹⁰ For details on how WWF thinks each this could be achieved please refer to the WWF Submissions which are available at <http://unfccc.int/resource/docs/2014/smsn/ngo/424.pdf> and <http://unfccc.int/resource/docs/2013/smsn/ngo/369.pdf>.

¹¹ Working Group 3 of the IPCC Fifth Assessment Report (SPM 2014: p. 8) finds that “without additional efforts to reduce GHG emissions beyond those in place today, emissions growth is expected to persist driven by growth in global population and economic activities. Baseline scenarios, those without additional mitigation, result in global mean surface temperature increases in 2100 from 3.7 to 4.8°C compared to pre-industrial levels

¹³ This would close the emissions gap by between 1.2 and 1.5 billion tonnes (Gt) of CO₂ by 2020. The difference between the two figures is due to the fact that some emission reductions from expanding renewable energy are already captured in existing pledges.



2. ADP WORKSTREAM 1

A: Elements To Be Included In The 2015 Agreement

To ensure that an effective and equitable climate agreement is agreed to in Paris, and implemented by 2020, a draft text for the agreement needs to be produced by Lima and refined during the session.

The co-chairs' non-paper (ADP.2014.1.NonPaper) of November 2014 provides a good starting point and Parties must start negotiations from the first day of talks in Lima. Parties have to leave Lima with convergence on a more advanced version of the negotiation text in order for negotiations to commence fully at the first session next year.

WWF believes that the following elements must be included in the negotiation text coming out of Lima:

1. **A global goal that agrees to cap emissions in line with the carbon budgets as set out by IPCC AR5 to keep warming below 1.5°C¹⁴ (400 – 850 GtCO₂ for the period 2011 – 2050)¹⁵. Table 2.2. on page 68 of the IPCC Synthesis report puts the emission reduction challenge in the stark context of the limited remaining carbon budget.** WWF believes that in addition to a temperature goal, an agreement on a global carbon budget will make it much easier for Parties to have constructive discussions about the gap between proposed action and the required level of emission reductions to stay below 1.5 or 2°C of warming. A temperature target on its own is insufficient due to the time lag between emissions and the temperature increases that they cause. Furthermore, there should be a 2050 goal to phase out all fossil fuels and phase in 100% renewable energy supported by 2030 goals for sourcing 45% of all primary energy from renewable sources by 2030 and ramping up global energy intensity improvements to 4.5% annually. These goals would deliver a clear signal that there is no future for investment in unsustainable energy sources.
2. **An equity reference framework that would set out the principles for sharing the global carbon budget in an equitable manner.** At the heart of the climate talks lies the question of who is responsible for mitigating the problem and financing the transition costs as we move to a low carbon economy. The global agreement must include an agreed equity reference framework which takes into account both historic responsibility and capability. “Fair shares” of responsibility should include both a country’s domestic emission reduction actions as well as how they will provide the means of implementation to support the transition to a low carbon economy in countries that have little or no historic responsibility.
3. **A legal architecture that ensures binding national emission reduction targets within an international legal framework, based on the principles of the convention.** It is critical that Parties start discussions on the legal structure of the 2015 agreement in Lima. WWF believes that the most critical characteristic of the legal structure must be its efficacy in achieving real emissions cuts and its ability to ensure fairness. The agreement needs to give all parties the security that their partners are making ambitious and comparable commitments and delivering on them. An important part of the discussion that must start soon is where and how Parties will inscribe their Nationally Determined Commitments.
4. **A regular process for Parties, supported by experts, to review aggregate emission reduction efforts and available means of implementation against the global carbon budget and an equity reference framework.** It is essential that the pledged commitments, actions and contributions of countries be considered against the scientific and equity requirements to determine whether sufficient action is being taken to prevent dangerous global warming. Therefore the 2015 agreement must include a regular collaborative review process where Parties and other stakeholders evaluate aggregate effort as well as national contributions (in terms of mitigation action and means of implementation). Such a review mechanism could be trialled between March 2015 and December 2015 as countries’ provisional pledges come in and then a refined mechanism can be incorporated in the post-2020 regime as part of the Paris decisions.
5. **A Ratcheting up mechanism to increase action and commitments (finance as well as emission reductions) in line with the outcomes of the reviews. The mechanism should encourage parties to increase their domestic efforts as well**

¹⁴ For a high likelihood of staying below 2°C the available carbon budget is 1000 Gt CO₂, but it has to be considered that roughly 100 Gt CO₂ of that budget has already been used in the period between 2011 and 2014.

¹⁵ IPCC AR5 Climate Change 2014: Synthesis Report. Page 68 Available at: http://www.ipcc.ch/pdf/assessment-report/ar5/syr/SYR_AR5_LONGERREPORT.pdf. Accessed 20 November 2011. IPCC AR5 WGIII SPM page 17

as create an opportunity for parties to achieve additional emission reductions through collaborative efforts. Such collaborative efforts could include incentives for climate action, standards, sectoral measures, etc. Once the review process described above is in place the next step would be for Parties to collectively address any remaining gap in line with climate science and an equity reference framework. This can be achieved through ratcheting up individual and cooperative action through scaled up mitigation efforts and finance provision. Building on lessons from ADP Workstream 2, this mechanism could direct specific tools of the convention, such as the GCF. The mechanism could also be used to provide recommendations to other institutions from outside the convention to take steps to close the gap. This ambition ratcheting mechanism must be tested between March 2015 and December 2015 as Parties table their initial pledges. Thereafter a regular review process and ratcheting-up mechanism with strict timelines should be incorporated in the 2015 agreement so that the further rounds of review and ratcheting culminate in a sufficient and ambitious enough global effort. An agreement that allows for rounds of review and ambition ratcheting can also help build trust between Parties and enable each to ramp up their ambition as they see others moving to higher targets. However, both the Review and Ratcheting up mechanisms should not lead to any gaming of the system where parties submit initial pledges that are unambitious.

6. **Agreement on a monitoring, reporting and verification framework that will ensure transparency and environmental integrity.** The existing reporting framework of Biennial Reports and Biennial Update Reports, as well as the Kyoto Protocol, provide agreed reporting standards that can form the basis for a post-2020 MRV framework. It is important that the 2015 agreement should build on and strengthen the existing MRV framework to ensure robust accountability rules and increased transparency between parties and citizens globally.
7. **An expanded approach to climate finance that uses a range of instruments and commitments to shift investments towards low emissions renewable energy technologies and energy efficiency.** Transfers and mobilization of public finance from multiple sources must remain a central element of the overall financing strategy, but this must be expanded to other approaches to mobilizing and shifting the additional \$1 trillion per year that the IEA estimates is necessary to end dependency on fossil fuels and build low carbon global energy systems compatible with staying below 2 degrees.
8. **Adaptation must be treated at the same priority level as mitigation and thus it should form an integral part of the 2015 agreement. The best way to ensure that adaptation has its rightful place is by agreeing on a global goal for adaptation underpinned by objectives for each of the following areas; adaptation finance, institutional frameworks, and adaptation readiness.** It is imperative that Parties start discussing text in Lima, on a Global Adaptation Goal, as part of the integral elements of the 2015 agreement.
9. **Recognition that loss and damage will increase where adaptation and mitigation action is not sufficient to curb the most severe impacts of climate change.** Therefore the issue of Loss and damage should be fairly captured in the 2015 agreement.
10. **Finally, it is crucial to guarantee the inclusion of REDD+ and the forest sector in the new climate regime, given their important contribution for both, mitigation and adaptation.** Parties' reflections on the role of forests in a land-based approach on a post-2020 agreement need to be advanced in Lima. Parties also need to reaffirm the importance of incentivizing non-carbon benefits for the long-term sustainability of REDD+ activities by encouraging developing countries, which are implementing REDD+, to prioritise areas of intervention that can provide benefits beyond carbon.

**REDD+
AND THE
FOREST
SECTOR
TO
BE INCLUDED**

B: Intended Nationally Determined Contributions (Indcs): Information Requirements

The draft text on INDC information requirements that is currently on the table is completely inadequate as it essentially allows Parties to include as much or little information as they want with as broad or limited a scope as they each prefer. In order to address this, WWF believes that stronger guidance is necessary.

The primary purpose of Parties submitting their INDCs has to be to enable a review of the aggregate level of intended emission reductions in relation to equity considerations and the emissions trajectories consistent with a reasonable chance of staying below 1.5°C of global warming above pre-industrial levels. Therefore, the Lima decisions on the information requirements for INDCs should clearly outline the scope of the INDCs and clarify the process from their initial consideration, through their submission and review, right up to their inclusion in the 2015 agreement (without prejudging the final legal nature of the agreement).

It should require that INDCs:

1. Are developed through national consultation processes and transparently communicated as early as possible
2. Have mitigation contributions as its primary focus and must also include financing and other means of implementation
3. Capture adaptation measures;
4. Contain sufficient and quality information to enable a Review in terms of ambition (based on inputs from the latest science) and equity;
5. Are subjected to a review of adequacy and equity before COP21 and COP/MOP11 in Paris;
6. Are re-considered, re-negotiated and scaled-up by Parties before COP21 and COP/MOMP11 in case the review process finds the INDCs, collectively and individually, to be insufficient;
7. Are captured in the 2015 agreement

These considerations mean that the information requirements must include:

- **Areas of contributions:**
- **Mitigation:** The first, and best, response to the challenge of climate change is undeniably through mitigation efforts that reduce emissions of greenhouse gases (GHG). Therefore WWF believes that mitigation efforts should be at the heart of the INDCs and its review processes. However, developed country Parties have largely failed to meet their mitigation and financing responsibilities to date, and the scale of the mitigation and adaptation challenge is now correspondingly greater.
- **Finance/ Means of Implementation:** To enable global climate action with sufficient levels of ambition and equity, means of implementation for mitigation and adaptation must also be captured in countries' INDCs, according to their respective responsibilities and capabilities. Developed countries must indicate their intended levels of support while developing countries could indicate which mitigation and adaptation measures they could take with their own resources, and which additional measures they could take and results they could achieve with additional resources¹⁶. South-South collaboration could also be reflected in this manner. Neither adaptation nor means of implementation can be a substitute for mitigation action but they are necessary in their own right. Brazil's proposal for developing countries in a position to do so to include south-south collaboration actions in their INDCs is also a useful and constructive intervention.
- **Adaptation:** Since significant climate change impacts are now inevitable, and the global community has a clear responsibility to ensure that vulnerable countries, communities and populations are able to adapt and strengthen their resilience, adaptation measures (including domestic action and support provided or required) should also be part of the INDC information requirements.
- **Forests:** REDD+ as an incentive mechanism for developing countries is one example where the differentiation becomes relevant and forest related INDCs may require international support.

¹⁶ The categories of "developed" and "developing" countries must be flexible and allow for graduation as well as differentiation within developing countries. Indicators of capacity and responsibility can be useful in "facilitating" such graduation and differentiation.

- **Ambition and equity justification:** Parties' views on how their INDCs serve ambition and equity must be provided in INDCs so that the different approaches can be compared and evaluated. The decision on upfront information requirements should therefore also include a set of proposed equity indicators (such as adequacy, responsibility, capabilities, and development need, adaptation need) that parties can use to explain the equity of their intended contributions¹⁷.
- **Clarity on global mitigation efforts:** The INDCs should contain sufficient information to enable calculations of total global anthropogenic GHG emissions¹⁸ as well as to ensure transparency of other measures that affect contributions, such as, for example, carbon market mechanisms or non-market-based approaches.
- **Differentiation:** A number of concrete proposals have emerged in recent sessions and party submissions for building on the existing Convention provisions to create an enhanced approach to differentiation, capable of reflecting the current and evolving capacities and responsibilities of different countries. Notable among these proposals are submissions by AILAC and LDCs, that build on the current Annexes in a way that prevents backsliding, while allowing for graduation of countries as their capacities and responsibilities increase, as well as the proposal by Brazil for "concentric differentiation." This proposal would formally recognize differentiation within developing countries, as well as calling on all countries to migrate over time towards more rigorous targets with the highest level being economy-wide absolute reduction targets. Differentiation in the INDCs can be achieved through both the timing of when countries submit their INDCs as well as the type of mitigation contributions that are put forward in accordance with countries' respective responsibility and capability. Furthermore, INDCs submitted by developed country Parties should include indications of how they will support adaptation and mitigation beyond their own borders, and developing countries with similar responsibility and capability should be encouraged to do so too. Those developing countries with low responsibility and low capability should clearly indicate which portion of their efforts will require international support and which portion they will undertake themselves.
- **Effective ex ante review modalities:** The information submitted in INDCs should be compiled and made publicly available by the Secretariat. A reputable body with relevant expertise and broad support should be tasked with the assessment of individual Parties' ambition, aggregated ambition, fairness and equity. Complementary analysis from a range of institutions should also be invited. Furthermore, Parties should agree in Lima to convene two formal ex ante review sessions under the ADP in 2015 before Paris. At these sessions, experts on equity and other relevant areas, civil society representatives and Parties should examine and debate the INDCs that have been submitted. The outcome of these review sessions should be summarized in an informal paper and Parties should be strongly encouraged to reconsider and revise their INDCs based on the paper and feedback that they receive. It would be unacceptable to have a 2015 agreement wherein parties simply pledge their contributions without these having been submitted to any formal scrutiny.
- **Pre-2020 enhancement information:** Parties should provide information about what actions they will be taking to enhance mitigation efforts in the pre-2020 period.

(Please see http://wwf.panda.org/what_we_do/footprint/climate_carbon_energy/cop20/ for WWF's detailed thinking on these areas)

¹⁷ For more details please also see CAN International. 2014. Lima: Raising the Curtain to Paris. Available at: http://climatenetwork.org/sites/default/files/lima_english_web.pdf (26 November 2014)

¹⁸ Including CO₂ and non-CO₂ gasses as well as emissions from land use, land use change and forests

CONCLUSION

SUCCESS IN PARIS DEPENDS ON SUCCESS IN LIMA

A successful outcome in Paris in 2015 depends on success in Lima.

WWF strongly encourages all parties to come to Lima determined to finalise all the critical aspects needed to ensure that there will be an ambitious outcome in Paris.

Ministers attending the COP20 will also need to deal with all the unresolved political issues to ensure that good progress in negotiations for a new agreement in 2015 is possible.

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MAKING COMMITMENTS

WHAT WE NEED FROM LIMA



RAMP UP FAIR AND JUST GLOBAL ACTION TO ENSURE THAT GLOBAL EMISSIONS PEAK WITHIN THE DECADE

- Close the emissions gap in pre-2020 period
- Scale up renewable energy consumption to 25% and double energy efficiency by 2020
- Developed countries should increase their existing emission reduction commitments
- Developing countries should enhance existing actions with support from developed countries

ACT
WITH URGENCY

- Agree to a Global Adaptation Goal
- Recognise the central role for Adaptation in countries' contributions
- Fill the Adaptation Fund
- Commit support for actions to curb deforestation and include forests in the 2015 Agreement
- Agree on a mechanism to help those who will suffer permanent loss and damage due to impacts of climate change

BUILD
A SAFE FUTURE
FOR ALL

Especially the vulnerable

**SCIENCE AND
EQUITY** AT
THE
HEART OF THE
NEW AGREEMENT

- Agree to a carbon budget in line with the science and a long term goal of phasing out fossil fuels and phasing in to 100% renewable energy by 2050
 - Decide on a science and equity based Review of efforts with a ratcheting up mechanism
 - Ensure that national contributions are transparent and comparable
 - Commit to finance and support at the scale needed for ambitious actions



Why we are here

To stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature.

panda.org/climateandenergy