



WWF

Policy Expectations for June 2014 UNFCCC meetings

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INTRODUCTION

Cop20 in Lima will determine the success or failure of COP21 in Paris. Copenhagen taught us that all the difficult issues cannot be left for the final two weeks (or indeed two days) of negotiations. The Latin American region is already providing leadership on climate issues. 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 strong climate legislation and adopted ambitious renewable energy targets, Costa Rica aims to become carbon-neutral by 2021 and Peru aims to have zero net deforestation by 2021. As the climate negotiations return to this region, let us take inspiration from these examples of climate action and use the opportunity to build momentum in the UNFCCC process. From the June ministerial meetings, through the UN Secretary General's Climate Leaders Summit, and up to Lima, Parties should engage constructively in multilateral negotiations and come prepared to submit ambitious domestic climate action pledges as well as climate finance for both the pre and post 2020 periods.

For COP21 to be a success Lima should at a minimum deliver on the following:

A. Concrete steps to address the gigatonne gap to 2020:

1. Developed countries need to ramp up their pre-2020 mitigation targets at the June Ministerial meeting in Bonn and back up their commitments by undertaking new and ambitious domestic measures to reduce emissions.
2. Agreeing to a set of concrete complementary measures that will be rolled out under ADP workstream 2, including:
 - Scaling up Renewable Energy to 25% of global energy consumption by 2020,
 - Doubling the rate of Energy Efficiency improvement
 - Actions to curb deforestation through international collaboration and support,
3. Parties should commit immediate support for targeted actions on forests and agriculture in key regions through Zero Net Deforestation and Degradation (ZNDD) strategies and rapid progress on results-based scaled up finance and its modalities.

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

4. Pledges of finance to the Green Climate Fund this year totalling at least \$10 billion and scaling up each year towards a substantial part of the \$100b commitment by 2020, as well as a clear mandate to the GCF from the COP to prioritize financing for scaling up energy efficiency and renewable energy.
5. Full operationalization of the UNFCCC institutional mechanisms, including the Green Climate Fund (GCF), Warsaw International Mechanism on Loss and Damage, Cancun Adaptation Framework (CAF), the Technology Executive Committee (TEC), NAMA registry etc.

B. Reach consensus on Elements for a New Agreement:

COP20 must finalise an agreed draft text for the 2015 agreement based on country submissions and statements that are captured throughout the year in compilation documents circulated by the co-chairs. The draft text must at a minimum contain the following *elements*:

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°C (90 – 350 Gt CO₂eq between 2011 and 2100).
2. An **Equity Reference Framework** that would set out the principles according to which the global carbon budget will be shared by countries.
3. A **legal architecture** for the 2015 agreement that ensures binding national emission reduction targets within an international legal framework, based on the principles of the convention.
4. A **Review Mechanism** that provides for a regular process for Parties, (supported by experts) to review aggregate emission reduction efforts (including finance provision and emission reduction objectives) against the global carbon budget and the equity reference framework.
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 as create an opportunity for parties to achieve additional emission reductions through collaborative efforts. Such collaborative efforts could include incentives for climate action, standards and sectoral measures, amongst others.
6. A **Monitoring, Reporting and Verification framework** that will ensure transparency and environmental integrity, based on a strengthened version of the existing UNFCCC reporting framework.
7. An **Adaptation Goal** to ensure that Adaptation is treated at the same priority level as mitigation and forms an integral part of the 2015 agreement. Such a goal should cover the following objectives; adaptation finance goals, global and national institutional frameworks, and global adaptation readiness.
8. Recognition that loss and damage will increase where adaptation and mitigation actions are not sufficient to curb the most severe impacts of climate change. Therefore the **International Mechanism on Loss and Damage** as agreed to in Warsaw should be captured in the new agreement.
9. **Inclusion of the forest sector in the new climate regime**

ADP WORKSTREAM 2: CLOSING THE PRE-2020 AMBITION GAP

In order to stay within the carbon budget less than 2°C of warming (determined by IPCC scenario RCP 2.6) emissions need to peak before 2020². The later emissions peak the more costly the inevitable transition to a low carbon future will be. 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 8–12 GtCO₂e by 2020³. Furthermore, pre-2020 mitigation action is critical to build the trust necessary for agreement on ambitious post-2020 action. Parties with large historical responsibility⁴ 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 2014 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.** The scheduled Ministerial review of mitigation targets in June provides developed countries with an important opportunity to present emission reduction targets at levels (25–40% below 1990 levels⁵) commensurate with what is required to address the gigatonne gap. Developed countries are expected to use the Ministerials, as well as the UN climate summit and COP20 as opportunities to pledge ambitious new actions.
- 2. Developing countries that are ready, and have the capacity to do so, are encouraged to pledge new or additional mitigation actions (which could take the form of concrete actions to close the gap listed below) to help build momentum for positive outcomes in Lima and Paris.**
- 3. Parties should agree on concrete complementary measures and actions that could increase short-term mitigation and assist with closing the mitigation gap, including:**

Implementation of actions based on the technical experts meetings and submissions on actions with enhanced mitigation potential. This process provides an exciting, long-overdue opportunity for Parties to work together on concrete actions and measures that can contribute to unleashing the potential of technologies and human ingenuity to close the gap between current action and what is required by science⁶. 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 2020⁷. Similarly, if the rate of energy efficiency improvement doubled to 2.4% per year by 2020, 4–5 Gt CO₂eq would be

² Van Vuuren et al. 2011. The representative concentration pathways: an overview. *Climatic Change* (2011) 109:5–31. Available at http://www.imedea.uib-csic.es/master/cambioglobal/Modulo_I_cod101600/Romu/AR5_Preliminar_Octubre_2013/RCPs_Overview.pdf. Accessed 26 February 2014

³ UNEP 2013. The Emissions Gap Report 2013. United Nations Environment Programme (UNEP), Nairobi. Available at <http://www.unep.org/emissionsgapreport2013/>

⁴ In terms of high total and/or high per capita emissions.

⁵ Gupta et al. 2007: Policies, Instruments and Co-operative Arrangements. In *Climate Change 2007: Mitigation. Contribution of Working Group III to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*. Metz et al (eds), Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA.

⁶ 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.” Analysis of the figures presented in IPCC AR5 WG 1 (SPM 2013: p. 27) show that at current emissions levels we have less than 27 years left of the global carbon budget for a 66% chance of keeping warming below 2°C above 1880–1890 levels.

⁷ 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.

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 GCF) and technology cooperation and support (e.g. TEC/CTNC), 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). Where other international or non-governmental organizations are well-placed to lead in particular areas, the role of the UNFCCC can be to ensure coherence and coordination, encouraging greater ambition and mobilizing resources. In areas where there are no other organizations in a position to lead the effort, the UNFCCC can act directly through its existing institutions or through cooperation between groups of countries or global initiatives.

To realise the potential of complementary measures WWF believes that the WS2 under the UNFCCC could⁸:

- a) Establish information sharing forums
- b) Provide a platform for sharing Best Practices
- c) Use the institutions under the Convention to connect “means of implementation” needs and initiatives
- d) Capitalisation of the GCF and encouraging countries to implement the necessary financial reforms:
- e) Encouraging ambitious pledges for action from countries

4. Parties should commit immediate support for targeted actions **on forests and agriculture** in key regions, since these sectors can deliver immediate emissions reductions for the pre-2020 period⁹. Forest nations can contribute to the peaking of emissions by tabling their **national contributions** towards achieving **Zero Net Deforestation and Degradation (ZNDD)** by 2020. Parties must show a real commitment to define the ways and means of payments, and define a strategy to scale up finance for REDD+ in all phases. This will require rapid advances in the discussions in the Standing Committee on Finance, and in the Green Climate Fund.

5. Substantial contributions to the Green Climate Fund this year, and a mandate to finance outcomes of WS2. With the completion at the recent Green Climate Fund Board meeting of the agreed eight essential requirements for receiving and disbursing funds, the way is now clear for pledges of substantial contributions of finance to the GCF. This will permit the fund to play a strategic and transformative role in financing a paradigm 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. WWF expects the following as next steps on climate finance:

⁸ For details on how WWF thinks each of these steps 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>

⁹ 10-12 GtCO₂e are emitted each year from these sectors

a)

6. Full operationalization of the UNFCCC institutional framework including the Green Climate Fund (GCF), Warsaw International Mechanism on Loss and Damage, Cancun Adaptation Framework (CAF), the Technology Executive Committee (TEC), NAMA registry etc.

ADP WORKSTREAM 1: AN EFFECTIVE AND EQUITABLE POST-2020 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. WWF believes that this draft agreement has to contain the following critical elements at a minimum in order for it to be a good basis for the final negotiations in 2015 and a more sustainable future after 2020.

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°C (90 – 350 Gt CO₂eq between 2011 and 2100).** 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 any gaps that arise between the level of effort and what is required science. Having only a temperature target makes it difficult to measure mitigation efforts against the science as there is a time lag between emissions and the temperature increases that they cause.
2. **An equity reference framework that would set out the principles according to which countries will fairly share the global carbon budget.** At the heart of the climate talks lies the question on who is responsible for mitigating the problem and financing the transition costs as we move to a low carbon economy. The global agreement must provide an agreed equity reference framework or ranges of responsibilities for countries based on historic responsibility and current capacity. Responsibilities 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 for the 2015 agreement that ensures binding national emission reduction targets within an international legal framework, based on the principles of the convention.** The legal form of the final agreement is probably one of the most difficult issues for agreement. It is critical that Parties start discussions this year so that the legal form issue does not prevent ambitious emission reduction efforts in the 2015 package. WWF believes that the most critical characteristics of the legal form of a global agreement 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.
4. **A regular process for Parties, (supported by experts) to review aggregate emission reduction efforts (including finance provision and emission reduction objectives) to measure aggregate efforts against the global carbon budget and the 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 enough is being done. Therefore the 2015 agreement must include a regular collaborative review process where Parties evaluate aggregate effort as well as each other's contribution to global effort with regard to mitigation and the delivery of finance and other support mechanisms. 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. **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.
6. **A 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 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.
7. **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.
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 that covers the following objectives; adaptation finance goals, an institutional framework, and global adaptation readiness.** It is imperative that Parties start discussions on a global adaptation goal urgently to ensure that adaptation is fairly captured in 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 captured in the 2015 agreement.
10. Finally, it is crucial to guarantee the **inclusion of the forest sector in the new climate regime**; for that, reflections on the role of forests in a land-based approach on a post-2020 agreement need to be advanced.

SPECIFIC DELIVERABLES FOR THE JUNE SESSION

In addition to working on the draft text for 2015 Parties also need to deliver the following in 2014 to ensure that the stage is set well in advance of the final negotiations:

1. **A commitment by countries that they will table their emission reduction and finance commitments and contributions for the post-2020 period well before March 2015.** The Warsaw agreements in this area are too weak and threaten a slippage of timelines that could threaten the Paris outcomes. Early pledges are necessary to ensure that there is sufficient time to review the targets and ratchet them up. The earlier Parties can submit ambitious pledges the better the chance for building positive momentum towards securing an ambitious agreement in Paris.
2. **Accelerate the timeline in the Warsaw decisions (1/CP.19. 2.c) and instead use this June session to reach agreement on the areas of information required for country commitments and contributions.** Agreeing on this information earlier will assist parties in their national preparations for their initial pledges. Early agreement on the information needed for ambitious and comparable contributions, as well as indicators for assessing adequacy and ambition, will ensure that it is possible to measure aggregate global effort and the equity of contributions. Without timely agreement on the information to be provided there will be too much room for less ambitious countries to hide behind poorly defined contributions or to justify delayed submission of their contributions. In addition to agreeing on the technical requirements such as base years and the coverage of gasses the information requirements need to stipulate the following:
 - Parties need to include their adaptation efforts and Means of Implementation pledges. Addressing climate change is not just about domestic emission reduction efforts but also how countries respond to impacts, both at home and abroad.
 - The information requirements for all countries should lay the basis for comparability and enable calculations of the absolute amount of GHG emissions that will be emitted in the target years. This would mean that parties need to include explanations of how land-use emissions and emissions markets are reflected in their calculations.
 - As part of their pledges parties should at least provide their justification for why they believe that their proposed contribution is equitable and aligned with climate science.

With the adoption of the **Warsaw Framework for REDD+ adopted** most of the Cancun mandate is fulfilled and Parties have made REDD+ a reality under the UNFCCC. However, there are still pending issues in the REDD+ agenda that Parties need to address:

- Parties 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 **prioritize areas** of intervention **that can provide benefits beyond carbon**.
- REDD+ can bring climate benefits in both, adaptation and mitigation, Parties should recognize and **encourage the dual mitigation and adaptation benefits of REDD+ activities**, when appropriate, when designing and implementing REDD+ strategies (e.g. in the form of **joint mitigation and adaptation interventions**).

CONCLUSION

The future of our world may very well be determined in 2014, by the success or failure of Lima to lay the groundwork for Paris. We cannot delay the difficult decisions and ambitious actions any longer. There are a number of opportunities in 2014 for leaders to stand up, be counted and deliver what we need, both in the short term and for the long term through a strong, ambitious 2015 agreement. 2014 is the year where all of the good work on climate happening in a number of countries gets translated into international cohesive action.

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