



WWF

BRIEF

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WWF Global Climate and  
Energy Initiative

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WWF Expectations  
for COP 18  
in Doha

Doha must lay the  
basis for a fair,  
ambitious and  
binding agreement  
by 2015

## Summary

WWF expects a successful COP18 outcome to consist of the following:

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### A: Responds to the science by dealing with the gigatonne gap

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#### Be true to science



Parties need to acknowledge the complete inadequacy of current pledges to combat climate change. This recognition needs to be reflected in significant progress by urgently increasing short term (pre-2020) ambition and laying the basis for long term ambition (post 2020) in line with the science.

Parties need to agree that global emissions need to peak as early as possible within this decade, ideally by 2015, and rapidly decline thereafter.

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#### Historical emitters must lead



Parties need to ensure that the Kyoto Protocol (KP) can be provisionally applied from the start of 2013 and that developed countries that will not be part of the second commitment period of the Kyoto Protocol need to increase their ambition levels under a set of accounting rules that will be directly comparable.

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#### Contributing to the global effort



Parties need to fulfill the mandate of the Bali Action Plan including those related to enhanced actions by developing countries in the context of provision of financial support by developed countries.

Parties need to provide a clear way forward for establishing the principles for an equitable final agreement in 2015.

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### B: Ensures scaled up financing for climate action

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#### Financing the Fund



By Doha Parties need to make concrete pledges of finance for 2013 and thereafter.

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#### Meeting the \$100bn commitment



Agreement is needed on how climate finance will ramp up to the promised \$100 billion per annum by 2020 by developed countries.

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#### Raising the money from international transport



At COP18 the UNFCCC should send an appropriate signal to ICAO and IMO that supports their respective efforts to agree global mechanisms to address emissions from international aviation and shipping.

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### C: Protects vulnerable people and places

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#### Protect the vulnerable



In Doha parties need to recognize the growing crisis and take appropriate decisions on raising adaptation ambition in both the pre-and post-2020 climate regime.

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#### Save the forests



In Doha Parties must decide how REDD+ negotiations will continue under the UNFCCC, including the nature and form of REDD+ under a future platform.

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# A: Responds to the science by dealing with the gigatonne gap

## Agreement on Global Goals

Parties need to agree that global emissions need to peak as early as possible within this decade, ideally by 2015, and rapidly decline thereafter. By 2050 emissions need to be 80% below 1990 levels. The global carbon budget defined by this trajectory is non-negotiable if Parties are to honour their existing commitment to limit global warming to less than 2°C above pre-industrial levels. It is even more essential for the goal that the majority of countries have of staying below 1.5°C.

## Developed Country Mitigation ambition

Developed countries that are signatories to the Kyoto Protocol must increase their pledges, transform them into quantified emission reduction targets and ensure that they are at least at the top of the 25–40% reduction range (from 1990 levels) by 2020. At present pledges only amount to a 12–18% reduction.

Developed countries who have not agreed to take a target in a second commitment period of the Kyoto protocol should translate their existing pledges into comparable targets under 1b1 (mitigation by developed countries) of the Bali Action Plan. Parties who have not joined the KP should inscribe comparable emission reduction in the LCA decisions. Related issues will also need to be resolved, including agreement of a base year and common accounting and reporting methods and standards based on those of the Kyoto Protocol.

## Developing Country Mitigation actions

Developing countries that have not yet made nationally-appropriate pledges for mitigation action should do so by COP18.

Developing countries that have already made pledges should provide further clarifications of the assumptions underlying their business as usual curves and the expected emissions limitations or reductions. Developed countries should ensure that they provide the means of implementation to achieve enhanced mitigation actions in developing countries.

## Accounting Rules – closing the loopholes

Accounting rules should be improved within the existing KP framework in areas where it has been unsuccessful, particularly in land use and land use change and forestry (LULUCF).

## Securing Environmental Integrity – deal with AAU's and CDM

To date flexible mechanisms under the Kyoto Protocol have had largely negative impacts on the atmosphere due to design flaws. Flawed targets for some developed countries in the first commitment period of the KP have led to the creation of “Hot Air” in the form of tradable surplus Assigned Amount Units (AAUs) of up to 13 Gt CO<sub>2</sub>e. These are emission reductions that never occurred and that exist only on paper. Similarly, some researchers have found that the CDM has actually had the perverse

effect of allowing several million tons of CO<sub>2</sub> emissions which would have been avoided in the absence of CDM.

To rectify the mistakes of the past parties must agree that there can be no AAU surplus carry-over from the first commitment period by any country.

The CDM and any related future mechanisms dealing with carbon trade between developed and developing countries needs to address the need for net mitigation efforts. This would mean that the offsets generated by CDM projects would become true global emission reductions and that the prevailing uncertainties of additionality, permanence and leakage are sufficiently dealt with.

### **Length of commitment period – prevent lock in of low mitigation ambition**

If Parties do not reach agreement on a five year Commitment Period they should at least put in place a legally-mandated mid-term review of ambition that will require an increase of the emission reduction targets. This review process should ensure that collective commitments and pledges meet global mitigation objectives and ensure comparable levels of ambition and effort and take into account the outcomes of the 2013–15 science review. Agreeing expedited procedures for the adoption of new targets during a commitment period, as long as these would result in a real reduction in tonnes of emissions.

### **Low Carbon Development Strategies**

In Doha parties needs to set clear parameters for what is meant by Low Carbon Development Strategies, including a 2050 decarbonization goal and indicative decadal targets for developed countries. They should also address ways in which renewables and energy efficiency measures can be best incorporated in countries' Low Carbon Development Strategies.

Developed countries should provide analytical information that forms the basis of their Zero Carbon Development Strategies, which will lay out realistic pathways to their

near-complete decarbonization by 2050.

Developing countries should also begin to build up their long-term low-carbon climate-resilient development strategies, building up a suite of NAMAs as wedges towards achieving long-term sustainable development. Putting these strategies in place will also make it easier to identify the support required to achieve low carbon development in these countries.

### **Explore the role of other gases**

By inviting the Montréal Protocol to address production and consumption of HFCs, formulating an independent NF<sub>3</sub> (Nitrogen trifluoride) target for each country, so the inclusion of this gas in Annex A of the KP does not water down the already weak KP pledges and look at ways of addressing short-lived climate forcers in appropriate fora, including through setting appropriate sustainable development goals

### **Equity**

At its most fundamental level the climate negotiations are about how the world can fairly divide the remaining amount of carbon that can still be safely emitted to the atmosphere in an arrangement that ensures that there is space for every person and living being on this planet to enjoy a healthy, fulfilling life. Parties need to agree on a work programme to clarify how the principle of common but differentiated responsibilities and respective capabilities (CBDR-RC) will be reflected in the agreement to be finalised by 2015. Parties should agree to a resume a programme of workshops to develop a shared understanding of the principle of CBDR-RC, 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 a model for differentiation that could result in the graduation of countries whose capacities and responsibilities have increased over time.

## B: Ensures scaled up financing for climate action

### Scaled up Finance from 2013

With the Fast Start Finance period expiring at the end of 2012, certainty is urgently needed about the level of financing to be provided from 2013 onwards. By Doha Parties need to make concrete pledges of finance for 2013 and thereafter. It is imperative that developed countries come to Doha with new finance pledges for the Green Climate Fund. Financing for climate action in developing countries, including for adaptation and REDD+, are essential prerequisites for increased mitigation action in developing countries.

### Long Term Finance

The results of the Long Term Finance work programme should feed into the negotiations to complete the work of the Bali Action Plan as well as the ADP pre-2020 ambition track with appropriate attention to equitable finance for adaptation and a trajectory with interim targets for 2013 and 2015.

### Green Climate Fund

Parties must also finalize the work on the Green Climate Fund (GCF). The institutional arrangements for channelling and reporting on climate finance should be established with urgency. All governance arrangements

should be finalised by COP18. 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.

### Innovative sources of funding

Given that the climate financing needs are likely at least an order of magnitude greater than the finance pledges currently on the table it is imperative that Parties consider innovative sources of finance that can supplement public funding pledges. In particular carbon-pricing mechanisms for the international transport sector could serve the dual purpose of reducing emissions and funding climate action. Parties should take the lead and prove that the UN and its subsidiary bodies are the fora where these emissions should be addressed. A clear signal should be sent to the IMO and ICAO that they must implement global measures that reduce emissions and generate finance for climate action in accordance with the principles of CBDR-RC and Polluter Pays principles. This can be done through implementing carbon pricing for international bunker fuels with no net incidence or burden on developing countries through, for example, a rebate mechanism.

## C: Protects vulnerable people and places

### Adaptation

Millions of people around the world, and the critical ecosystems that their livelihoods depend on, are already experiencing the negative impacts of climate change. As countries continue to fail to fulfil their mitigation responsibilities, these impacts will continue to increase in severity. Unfortunately the impacts of climate change will continue to be most painful in vulnerable developing countries that have the least capacity and resources to deal with them. The very survival of people in these countries is increasingly dependent on support for adaptation action. In Doha parties need to recognize the growing crisis and take appropriate decisions on raising adaptation ambition in both the pre-and post-2020 climate regime.

To raise pre-2020 adaptation ambition parties need to operationalize and strengthen the adaptation decisions taken in Cancun and Durban. This includes decisions in Doha to amongst others:

- Adopt a second phase of the work program on loss and damage to elaborate the principles, functions and institutional arrangements for an International Mechanism to deal with loss and damage attributable to the impacts of climate change. This should include compensation and rehabilitation mechanisms.
- Provide equitable finance for adaptation in vulnerable developing countries in the form of grants without co-financing elements and not as loans.
- Provide financial and technical support for the preparation and full implementation

of National Adaptation Plans (NAPs) for Least Developed Countries and National Adaptation Planning Measures for other developing countries.

- Adopt a three-year work plan for the Adaptation Committee.

To ensure that adaptation has its rightful place in a post 2020 climate regime the ADP must bring adaptation into its work program. The adaptation discussion under the ADP can and should build on the findings of the IPCC AR5 (Intergovernmental Panel on Climate Change fifth assessment report), Adaptation financing needs, the work program on loss and damage and the implementation of National Adaptation Plans (NAPs). Adaptation must be brought into the ADP based on the “unfinished business” from the past years of negotiation as well as identification of adaptation needs for post 2020. Amongst other issues this should include:

- The support of means of implementation for adaptation (finance including for 2012– 2020, technology and capacity building).
- The Establishment of an International Compensation and Rehabilitation Mechanism to address the loss and damage resulting from the slow onset of climate change impacts.

Parties must also agree that post 2020 adaptation needs will be periodically reviewed based on assessments reports from developing countries, science and impact reviews, and developed countries’ mitigation actions.

## Forests

Realization of an effective REDD+ mechanism must be a significant part of a global climate solution. Without the immediate scaling up of REDD+ action, limiting the global temperature rise to 2°C will be impossible. Following important decisions from Cancun and Durban, Parties in Doha should make key decisions to ensure that REDD+ exists within a comprehensive and legally binding climate agreement. Most importantly, the work of the Bali Action Plans mandate finishes in Doha and Parties must decide how REDD+ negotiations will continue under the UNFCCC, including the nature and form of REDD+ under a future platform.

Finance for REDD+ should be a key priority at Doha. Parties must make concrete commitments for additional short-term REDD+ finance beyond existing fast start funding for the period until 2020 when a new agreement is to be in place, and clearly demonstrate how to meet the financing needs for all phases of REDD+. Other key finance issues that Parties should focus on in Doha include:

- Elaboration of results-based payments for carbon and non-carbon values.
- Integration of REDD+ within the broader finance discussions including the NAMA registry, the Work Program on Long Term Finance, the Standing Committee on Finance, and the Green Climate Fund.

Parties need to advance and finalize the program of work established in Cancun on

key technical issues that will enable countries to begin urgent action on REDD+. These decisions include:

- Forest monitoring systems that provide guidance to developing countries on requirements to accurately monitor carbon. These systems should be integrated with information systems for reporting of safeguards.
- Measurement reporting and verification (MRV) guidelines, specifically for how these relate to Durban decisions on Biennial Update Reports (BURs) and International Consultation and Analysis (ICA).
- Assessment process for reference levels (RLs) that ensures climate integrity and provides clear signals that submitted REDD+ RLs will be assessed in a fair, transparent, and timely manner.

Parties also need to provide further guidance on the monitoring framework (including indicators) of REDD+ safeguards, to ensure transparency, consistency, comprehensiveness and effectiveness.

Lastly, while the Cancun Agreements recognized the need for all countries to reduce pressure on forests and to address drivers of deforestation, how this will be achieved remains undefined. In Doha, Parties should agree on a specific process (including a work plan) to develop methodologies to address the drivers of deforestation in time for adoption by COP19, and agree for countries to report back on progress by COP20.

## Conclusion

The years 2010 and 2011 have seen record emission levels yet again, despite continued sluggishness in the economy. The final emissions figures for 2012 are still outstanding, but the extreme weather events tell a much more startling tale of the urgency for global action to curb climate change.

Doha provides leaders with a unique opportunity to cleanly wrap up the work of the old and lay the basis for the new —

a global agreement that is fair, ambitious and binding. Every day of delay from this point on will reduce the time that Parties give themselves to negotiate a comprehensive climate deal in the next three years. Continued brinksmanship will simply leave world leaders with an insurmountable amount of work in 2014 and increase the chances that they will be remembered in history as the generation that lacked the courage and foresight to save our planet's climate.

At COP18 Parties need to deliver on the mandate of the Bali Action Plan and the Kyoto Protocol, in order to ensure that the Durban Platform for Enhanced Action, agreed to at COP 17, has a solid foundation from which it can deliver a fair, ambitious and binding climate agreement in 2015.

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WWF is one of the world's largest and most experienced independent conservation organisations, with over 5 million supporters and a global network active in more than 100 countries. WWF's mission is stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature, by conserving the world's biological diversity, ensuring that the use of renewable natural resources is sustainable, and promoting the reduction of pollution and wasteful consumption.

The Global Climate & Energy Initiative (GCEI) is WWF's global programme addressing climate change and a move to 100% renewable energy through engagement with business, promoting renewable and sustainable energy, scaling green finance and working nationally and internationally on low carbon frameworks. The team is based over three hubs – Mexico, South Africa and Belgium.



### 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.

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