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WWF Expectations for a fair, ambitious and binding global climate deal in Copenhagen

This summary outlines WWF's key asks and proposals for a fair, ambitious and binding outcome of the Copenhagen Climate Summit. WWF advocates a "Two Protocol" approach, consisting of an amended Kyoto Protocol and a new, linked Copenhagen Protocol, that together will keep global warming far below the danger-threshold of 2°C.

Mitigation ambition

The rise in global average temperatures *needs to be limited to as far below 2°C and ultimately to below 1.5°C above the pre-industrial levels. In order to achieve this, an agreement must be reached on a science-based global carbon budget, and with* ***global emissions peaking and starting to decline in the next 2013-2017 commitment period.*** *Over the longer term, global emissions must decline rapidly to at least 80% below 1990 levels by 2050.*

DEVELOPED COUNTRIES

- **Developed countries** as a group should commit to binding individual emission reduction targets that add up to an absolute reduction target of **at least 40% below 1990 levels by 2020**, the vast majority of these being achieved domestically (at least 30-35% out of total emissions), based on the architecture created for the Kyoto Protocol (incl. accounting and compliance) They should also be bound to put in place **Zero Carbon Action Plans (ZCAPs) showing how they will virtually eliminate GHG emissions by 2050** (by at least -95%), combined with a much strengthened compliance regime.
- The United States should commit to an ambitious economy-wide quantified emission reduction commitment. This should be comparable, in nature, intensity and compliance requirements to the commitments taken by other developed countries, which must leave enough emissions space for developing countries. The global carbon budget must leave enough emissions space for developing countries, while staying within the limited remaining global atmospheric budget for greenhouse gases.
- To conform to the Convention's principle of 'common but differentiated responsibilities and respective capabilities', newly indus-

trialized countries such as South Korea or Saudi Arabia should also take on appropriate emission limitation or reduction targets.

DEVELOPING COUNTRIES

- **Developing countries** as a group should pledge to reduce their actual emissions substantially by deviating by at least 30% below a business as usual pathway by 2020, including REDD, provided they receive guaranteed adequate finance, technology and capacity building support from industrialized countries.
- They should put forward **Nationally Appropriate Mitigation Actions (NAMAs) and develop visionary long-term strategies: Low Carbon Action Plans (LCAPs), the roadmaps to their transition to low-carbon economies by 2050.**
- Least Developed Countries (LDCs) are not anticipated to have to reduce their emissions on this timescale, but are supported in their pursuit of sustainable, low-carbon development.

Tackling deforestation

To stay far below a 2°C limit, the new climate treaty must include a mechanism to reward developing countries that reduce emissions from deforestation and forest degradation (REDD).

- The world must aim at achieving **zero net greenhouse gas emissions from deforestation and forest degradation by 2020, with at least 75% reduction in gross emissions from deforestation.** REDD will require significant preparation and planning to produce measurable, reportable and verifiable (MRV) emissions reductions. This is to be achieved through national-level REDD programs, with national-level baselines and monitoring.
- REDD programs should be developed in three rigorous phases: **Planning (Phase 1), Preparing (Phase 2) and Executing (Phase 3). Progression from one phase to the next should be based on clear, internationally approved standards within a UNFCCC-defined framework.** There will need to be mechanisms to oversee countries' passage through these phases at their own pace, and to determine and periodically review national baselines.
- REDD has the potential to create substantial environmental, social and economic co-benefits. To ensure this, REDD policies must be consistent with national **sustainable development** objectives, safeguards and promote conservation of **biodiversity, including through safeguards against the conversion of natural forests**, and safeguard the **rights of local communities and indigenous peoples**. The biodiversity and social impacts of REDD should be monitored and reported as part of the MRV.
- As the **drivers of deforestation** are complex, interlinked and often global in nature, all countries must adopt ways to **relieve the pressures on forests and land** that result in emissions from deforestation and forest degradation.
- To create the right incentive structures, REDD will need substantial and predictable amounts of funding, starting immediately, reaching US$ 42 bn per year in the long-term. Developed countries should commit to provide such funding – both for developing national REDD systems and for the subsequent actual reduction of emissions – as part of the overall financial set-up described below.

An adaptation and risk prevention framework for the vulnerable

*The new climate treaty must enable vulnerable countries to adapt where possible to the current and future consequences of climate change, by putting in place an **Adaptation Action Framework.** Present commitments on adaptation under the UNFCCC process remain fragmented, lacking substance on implementation and financing. To work towards an effective global deal, all parties must better recognize that early emissions reductions greatly reduce adaptation costs.*

Progress in the negotiations on adaptation requires:

- Substantial flows of secure and predictable **public funding additional to overseas development assistance (ODA) targets**, to be provided by developed countries, and delivered through well-governed and effective funding mechanisms under the authority and guidance of the supreme body of the new Copenhagen Protocol. This funding

should be in the order of at least US$63 bn per year in 2013-2017 increasing to at least $100 bn per year by 2020.

- Immediate provision, as a 'back payment', of the US$2 bn to LDCs to implement their National Adaptation Plans of Action (NAPAs), and additional resources to non-LDC vulnerable countries to develop and begin to implement National Adaptation Plans (NAPs) in order to address climate risks and integrate adaptation into national development processes. The **pre-2012 adaptation financing shall be of at least US$25 bn in total over the period 2010 to 2012.**
- Recognition that a 'business as usual' emissions pathway, without a sharp peak and decline in emissions well before 2017, means many vulnerable states, communities and ecosystems will reach the point where adaptation is no longer possible. Given committed climate impacts this requires the establishment of international mechanisms such as a **climate risk insurance mechanism (CRIM)** and rehabilitation schemes for the onset of long-term loss and damage.

Transformative finance

*Countries should come to Copenhagen ready to agree to a **new Copenhagen Climate Facility** to govern finance raised through a basket of innovative finance mechanisms that together will raise finance on the necessary scale. WWF calls on developed countries to commit to binding public financial support of at least US$160 bn per year between 2013-2017, based on a system of assessed contributions, to support achieving the developing country mitigation, REDD, technology and adaptation actions for a low-carbon and climate resilient future.*

- This support must be new and additional to existing targets for ODA, and the vast majority of it should be paid into the Copenhagen Climate Facility under the authority of the supreme body of the new Copenhagen Protocol. **Carbon markets have a role to play, but cannot be counted toward the developing country emission reduction action aims** as they, if driven through offsets, are counted against industrialized country reduction targets. Such **carbon market finance can also not be counted against the financial support obligation of industrialized countries**, nor should offsets be allowed to pick the low-hanging fruits in developing countries.
- Innovative finance mechanisms are needed which must be predictable and transparent, in particular through the proposal **to auction carbon allowances of roughly 10%**, which could deliver large-scale climate finance. This should be combined with an auction of emissions permits or a levy on **international aviation and shipping emissions or fuels.** In addition, other sources of finance from public and private sources remaining outside of the UNFCCC could count against industrialized country funding commitments, if they stay within a specific limit, and meet agreed UNFCCC "MRV" criteria.
- New, additional to ODA, and substantially scaled-up early start funding must be provided over the period 2010-2012. This funding must start building the capacities and governance structures needed to to effectively mobilize and channel the scale of funding required to meet the climate mitigation and adaptation challenge. However, Copenhagen must remain firmly focused on ambitious actions for the period 2013-2017. Near-term arrangements, while important, must reinforce, and not shift the focus away from, actions needed in this time frame and beyond.

A technology mechanism

*Despite the increased development of low-carbon, efficient and sustainable technologies, the scale and speed of deployment remains far behind what is needed. WWF proposes to organize future technology efforts under the UNFCCC through a series of targeted **five-year Technology Action Programs**, aiming to increase cooperation on innovation and dissemination of environmentally and socially sustainable technologies, including technologies to improve climate resilience.*

- The action programs should be guided by **technology objectives** to be set forth in the Shared Vision, such as to obtain at least 20% of the world's energy demand from renewable energy sources by 2020; to improve the energy intensity of the global economy by 2.5% per year; and to secure access to modern modern, clean energy services for all people by 2025.

- Developed countries must strengthen their national technology research, development and demonstration (RD&D) programs and commit to **double the spending on public energy-related RD&D by 2012**, and increase it to four times its current level by 2020. A substantial part of this new financing, to be agreed upon, shall support technology cooperation between developed and developing countries and between developing countries.

- The Copenhagen Deal must agree to develop a series of prioritized 5-year Technology Action Programs on new and existing technologies for mitigation and adaptation, eg. on early warning systems, HFC-phase out, diffusion of wind energy, demonstration plants for concentrated solar power and carbon capture and storage (CCS). Technology Action Programs shall build on and work collaboratively with other relevant international and national efforts and institutions to maximize efficiency of effort and avoid duplication. **Intellectual Property Rights** (IPR) barriers should also be tackled in these programs.

- The technology mechanism shall also comprise a **Technology Executive Committee** and relevant Technology Panels under the UNFCCC to develop, coordinate, support, implement, monitor and review progress on the Technology Action Programs, as well as a technology window, established in the **new financial mechanism** to support implementation of the programs.

Aviation and Maritime Sectors

The new climate agreement must include emissions from international aviation and shipping.

- There has been over a decade of delay since International civil aviation and maritime organizations were given responsibility for these emissions in Kyoto in 1997. To avoid a repeat, the Copenhagen agreement must agree targets for the sectors, timelines for development and adoption of measures, and the principle that all but the most remote or vulnerable countries participate. Developing countries should receive revenues from these measures to fund climate actions and adaptation.

Legal form and institutions

*The Copenhagen deal must put in place a ratifiable, enforcable and legally-binding outcome comprising **an amended Kyoto Protocol and a new Copenhagen Protocol, accompanied by a set of decisions** for implementation.*

- New institutions will be necessary to manage the implementation of adaptation and mitigation components, functioning as an interface with the technology and finance components. WWF calls for the creation of a **new Copenhagen Climate Facility**, under the authority and guidance of the supreme body of the Copenhagen Protocol, to facilitate, drive and coordinate implementation of the Copenhagen climate deal.

- In addition, a **carbon market regulatory** agency will be needed to manage the carbon market mechanisms, consisting of a **strongly reformed project-based CDM and possible new sectoral and 'no-lose' carbon market mechanisms**, collectively called Credited Mitigation Actions.

Commitment period and review mechanism

*The Copenhagen agreement should maintain the Kyoto Protocol's **5-year commitment period** system in order to be relevant to political cycles, allow new science to influence action sooner and help to ensure compliance, while the global carbon budget will help to provide long-term certainty of the overall global reduction pathway.*

- The overall **review** for the next commitment period should start in 2013, with a **science review to start in 2014 based on the IPCC's 5th Assessment Report**, concluding in 2015. In addition, there should be provision for an **emergency review clause**, which would be triggered by a double majority of developed and developing countries based on emerging science that demonstrates the need for stricter targets or more ambitious action.

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