

WWF Global Climate and Energy Initiative

April 2013



WWF Expectations for ADP 2 in Bonn

Summary

2013 marks the start of a new era in the UNFCCC negotiations. The Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) will now set the tone and pace for the next three years of talks. **WWF expects parties to come to the table with renewed commitment to close the political gap between required ambition and current declared ambition on mitigation and finance.**

The ADP needs to urgently start work on establishing the fundamentals of a long-term agreement to combat climate change and decarbonise economies. However, current pre-2020 mitigation targets already put the world on a path of at least 2.7- 4.2°C warming within this century. It is absolutely imperative that parties take ambitious mitigation action and scale up finance towards US\$ 100 Billion per annum **before** the new agreement enters into force in 2020.

While leaders have dallied, the impacts of climate change have become more and more apparent. 2012 was the ninth hottest year ever recorded and worldwide droughts and floods are ever more frequent reminders that the window for action to curb dangerous climate change is closing fast. WWF implores parties to start work in earnest this year – Every delay reduces our chances of reaching an adequate global agreement to combat climate change in 2015.

In this first intersessional of 2013 parties must:

1. Start a workprogramme to discuss and reach agreement on the application of the principles of the Convention in a 2015 agreement. WWF proposes that such a workprogramme should **address the Equity and CDRCC principles in a manner that recognises historic responsibility while acknowledging the changing realities of respective capabilities and equitable rights to sustainable development.**
2. **Develop new innovative ways of working that breaks from the approaches of past negotiations**, for example, establishing solutions-seeking working groups on particular matters that could be decided without waiting for a full package of agreement.
3. **Identify concrete steps to be agreed at COP19 to increase the level of pre-2020 mitigation ambition**, including through increased mitigation targets in Developed countries and through enhanced nationally appropriate mitigation action in developing countries with increased support by developed countries.
4. **Reinvigorate the finance discussions to ensure that a clear trajectory is agreed at COP19 for scaling up finance towards USD 100 billion per annum by 2020.**
The transition to a climate resilient low carbon future will require shifts in investment several times this amount, hence parties need to agree that the USD 100 billion target has to be met primarily through public finance. Parties need to make immediate, multi-year, scaled up climate finance commitments that are clearly additional to normal Official Development Assistance.

A: Pre-2020 ambition in Workstream 2: Ensuring there is a planet left to save

WWF reminds Parties that paragraphs 7 and 8 of the Durban Platform Decision recognised that **ambitious action to address climate change cannot wait until 2020**. Further delay would only mean that more difficult and expensive mitigation action will be required in future to limit warming to below the dangerous thresholds of 1.5°C and 2°C. The extreme weather events of 2012 have given us a glimpse of just how costly delayed action will be for all countries. Billions of dollars and hundreds of lives were lost in 2012 to droughts that stretched from Texas to New Zealand, hurricanes that battered New York and Manila and floods that inundated Rio de Janeiro and large parts of Pakistan. Very ominously, 2012 also saw the Arctic ice cap reduced to its lowest extent in recorded history. These events are all frightening reminders of the urgency with which governments need to act. The pre-2020 negotiation track has to ensure that emissions peak well before 2020 and that we close the gigatonne gap. Concrete steps that could be taken to achieve this goal include:

- **WWF expects signatories to the KP CP2 to revise their 2020 emission reduction targets to the upper end of 25-40% below 1990 levels, and in line with the recent science, by 2014.** Current targets amount to little more than business as usual projections.

- Mitigation targets under the Kyoto Protocol Second Commitment Period (KP CP2) now cover less than 17% of global greenhouse gas (GHG) emissions. **Developed countries that have not signed up to the KP CP2 must increase their 2020 emission reduction targets to the upper end of 25-40% below 1990 levels under a set of accounting rules that are directly comparable to those of targets under the Kyoto Protocol.**
- **Developing countries that have not yet made nationally-appropriate pledges for mitigation action should do so by COP19.** Those developing countries with respective capability should indicate how their mitigation action can be enhanced through increased international support for the means of implementation.
- **All countries should urgently implement Low Carbon Development Strategies and plans**
- The means of implementation to support climate mitigation and adaptation action in developing countries should be scaled up immediately. In particular **finance commitments for the GCF should be put in place that create the incentive for developing countries to decarbonise their economies. This requires rapid scale up of public climate finance towards USD 100 billion per annum by 2020.**
- In addition to scaling up conventional public finance **Parties must also consider innovative sources of finance to 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.** 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.
- This international transport sector accounts for about 5-8% of global emissions with strong growth projections and it is critical that this sector be included in the work of the ADP. **The UNFCCC should provide clear guidance to the IMO and ICAO on how the principles of the various bodies can be reconciled, as well as on the use of finance generated through market-based measures for emission reductions in these sectors.** 2013 is a key year for action in these sectors as the three-yearly International Civil Aviation Organisation (ICAO) general assembly is taking place in September 2013 and discussions on emissions are on-going in the International Maritime Organisation (IMO).
- **Short-lived climate forcers and other greenhouse gasses not covered under the Kyoto Protocol present a key opportunity to reduce several additional gigatons of CO₂ equivalent in the immediate future.** Specific measures that the UNFCCC could take this year include ensuring that COP19 sends strong signals to the relevant bodies to progress work on targets for addressing the emissions of HFC and NF₃ gasses as well as the sources of Black Carbon and reducing greenhouse gas emissions from coal mines and processes related to the production and transportation of oil and gas.
- The ADP should ensure **the rapid operationalization of the institutions of the UNFCCC** (such as the Adaptation Committee and Green Climate Fund), and draw lessons from experiences between now and 2015 for the further strengthening and optimization of the architecture of the UNFCCC for the post 2020 period.

B: Towards a 2015 agreement in Workstream 1:

Building a better future

The ADP gives Parties the opportunity to adopt new approaches to finalising a global agreement, moving away from the business as usual approach that can only result in continued incrementalism. To make the step change towards a more streamlined approach parties need to work towards the following outcomes in the second ADP session:

1. **Identify the key elements to included in a new global agreement.** This should not be the usual long list of issues that gets put on the negotiation table. Parties should prioritize those elements that are fundamental to the achievement of keeping temperature rise well below 2°C as well as dealing with already felt impacts of climate change. Examples include:
 - A long-term vision, carbon budget and global mitigation goals
 - Application of the Equity and CBDRCC principles
 - An MRV system that ensures Accountability and Transparency
 - Implementation guidelines for Low Carbon Development Strategies.
 - Building resilience and addressing impacts of climate change
 - Ensuring the effectivity of institutions set up under the UNFCCC (eg the GCF, Adaptation committee etc)
 - Enhanced and Scaled-up Means of Implementation
2. **Explore options for the architecture of a new agreement**
3. **Establish concrete milestones and timelines for the years leading up to 2015** to ensure that a global agreement can be adopted in 2015. Parties should avoid the usual practice of “nothing is agreed until all is agreed” and be prepared to reach agreement on some issues when there is consensus.

Conclusion

To date, Parties to the UNFCCC have failed to deliver the outcomes that the climate science tells us is required. 2013 presents an opportunity to reinvigorate the UNFCCC and prove to the world that its leaders can in fact, lead. This first intersessional in Bonn is a critical first step for Parties to show that they are serious about preventing dangerous climate change. Negotiators need to use every available hour of negotiation time from now onwards to ensure that the 2015 agreement delivers an ambitious package that is in line with what the science tells us is required to combat climate change.

WWF Contacts:

Tasneem Essop
Head: Low Carbon Frameworks
WWF Global Climate & Energy Initiative
Tel nr: +27 83 998 6290
Email: tessop@wwf.org.za

Jaco du Toit
Programme Coordinator: Low Carbon Frameworks
WWF Global Climate & Energy Initiative
Tel nr: +27 82 765 9461
Email: jdutoit@wwf.org.za



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