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WWF Climate & Energy

# POLICY EXPECTATIONS

for COP 19, Warsaw 2013

## Introduction

The scientific imperative for ambitious action to curb climate change is more clear than ever. The first working group report of the Intergovernmental Panel on Climate Change's (IPCC) Fifth Assessment report (AR5) released in September 2013 finds that it is extremely likely (more than 95% certain) that CO<sub>2</sub> released due to human activities is causing climate change. Unfortunately as this certainty has increased, so too have the impacts of climate change. Each of the last three decades has been warmer than all preceding decades since 1850, the extent and volume of snow and ice have diminished and sea level rise has accelerated<sup>1</sup>. Regarding future predictions the IPCC finds that "continued emissions of greenhouse gases will cause further warming and changes in all components of the climate system. Limiting climate change will require substantial and sustained reductions of greenhouse gas emissions." The report backs this statement up by providing an emissions reduction scenario showing that it is possible to prevent a catastrophic future and to limit aggregate global warming to less than 2°C by 2100 – if governments act ambitiously and urgently.

While the IPCC report reminds us of the danger of inaction, 2013 has also showed that it is possible to take steps in the right direction. During the year China started implementing pilot emissions trading schemes; universities, state pension funds, the European Investment Bank and the World Bank have taken key steps to divest from fossil fuels; South Africa showed how a coal-dependent economy can increase investment in renewables by more than 20 000 per cent over a year<sup>2</sup>; Mexico released an ambitious climate plan for 2030; and the Australian economy proved

that a carbon price does not mean the end of economic growth.

The United Nations Framework Convention on Climate Change (UNFCCC) has a critical role to play in ramping up global action. Parties need to come to COP 19 in Warsaw prepared to work from day one. With little more than two years left before the deadline for a new climate agreement and for global emissions to have peaked in terms of the science, we cannot afford 2013 to be another lost year for climate action.

In Warsaw WWF expects parties to:

- Agree to concrete steps to close the pre-2020 emissions gap.
- Set up an independent expert process on equity tasked with proposing an equity reference framework.
- Devote high-level political energy to mobilizing climate finance, and ensure that a clear trajectory is agreed at COP 19 for scaling up public finance towards US\$ 100 billion per annum by 2020.
- Agree on a roadmap for the 2015 agreement.

CURRENTLY 5% OF GREENHOUSE GASES ARE GENERATED BY SHIPPING AND AIRCRAFT, AND IF UNCHANGED, THIS PERCENTAGE COULD RISE TO  
**30%**

1 The IPCC is by nature a slow-moving organisation, Based on the latest science the World Bank also released a 2013 report: *Turn Down the Heat: Climate Extremes, Regional Impacts, and the Case for Resilience* which makes an even stronger case for urgent action.

2 PEW Centre. 2013. *Who's Winning the Clean Energy Race? 2012 Edition*. Available at: <http://www.pewenvironment.org/uploadedFiles/PEG/Publications/Report/-clenG20-Report-2012-Digital.pdf>

## Mitigation

This year concentration of carbon dioxide in the atmosphere, surpassed 400 parts per million for the first time in 2.5 million years<sup>3</sup>. This places an immense burden of responsibility on governments to act with urgency to ensure that emissions peak within the decade to ensure that we do not cross the dangerous threshold of 1.5°C of warming.

### Closing the pre-2020 mitigation gap

Ensuring that emissions peak well before 2020 is essential to minimize the risk of passing the dangerous threshold of climate change, to protect the livelihoods of millions of people across the world, and the continued existence of low-lying island states. Urgent action is also necessary to avoid further investment in carbon intensive infrastructure that will only become stranded in a post-2020 world. For these reasons, as well as the urgent need to build trust between parties, short-term mitigation is the most critical element of the current negotiations. Concrete steps that need to be taken include:

- **Developed countries need to commit to increase their 2020 emission reduction targets and take the lead in reducing global emissions to avoid dangerous climate change.** The scheduled review of the Kyoto Protocol targets provides developed countries with an important opportunity to present emission reduction targets at levels commensurate with what is required to address the gigatonne gap. Those developed countries that are not party to the second commitment period of the Kyoto

Protocol, should take their fair share of responsibility and present comparable levels of emission reduction targets under directly comparable accounting rules.

- **Developing countries that have not yet submitted nationally appropriate pledges for mitigation action should do so by COP 19.**

Those developing countries with higher respective capability should indicate how their mitigation action could be enhanced through increased international support for the means of implementation.

- All developed countries should urgently develop and implement **economy-wide zero carbon development strategies** that includes a long-term action plan towards at least 2050.
- All developing countries should develop and implement economy-wide **climate resilient low carbon development strategies** that include a long-term action plan towards at least 2050.
- Parties should agree on concrete complementary measures and actions that could **increase short-term mitigation** and assist with **closing the mitigation gap**, including:
  - **Rapidly scaling up renewable energy and energy efficiency actions:** (see *WWF Submission on Increasing pre-2020 Mitigation Ambition through scaled up Renewable Energy and Energy Efficiency Initiative*<sup>4</sup>) Renewable energy and energy efficient technologies offer the opportunity for the UNFCCC to make a significant contribution to scaling up short-term mitigation action to close the gigatonne gap<sup>5</sup> while preventing

3 The last time CO<sub>2</sub> concentrations remained at such a high level for a sustained period of time average global temperatures were 3° Celsius warmer and sea levels were at least 5 meters higher than they are today. Even more frightening - CO<sub>2</sub> concentration increases in this past epoch were based on million year cycles while the current rate of increase over a few decades is unprecedented in the history of the earth (IPCC. 2007. IPCC Fourth Assessment Report: Climate Change [http://www.ipcc.ch/publications\\_and\\_data/ar4/wg1/en/ch6s6-3-2.html](http://www.ipcc.ch/publications_and_data/ar4/wg1/en/ch6s6-3-2.html).)

4 The full submission is available at: <http://unfccc.int/resource/docs/2013/smsn/ngo/369.pdf>

5 Renewable Energy rollout can account for between 1 -2.5 Gt CO<sub>2</sub> eq emission reductions by 2020. (The IEA World Energy Outlook 2012 and The UNEP The Emissions Gap Report 2012 suggests a potential of 1.5 to 2.5 Gt CO<sub>2</sub> eq). Energy efficiency measures could contribute around 2 Gt CO<sub>2</sub> eq of emission reductions by 2020 (World Energy Outlook 2012).

**400 PARTS  
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EXCEEDED 400 PPM

the lock in of carbon intensive development. Wind and solar photovoltaic technologies are reaching maturity and are already providing cost competitive electricity in many countries. To maximize the mitigation and developmental potential held by these technologies, parties must leave Warsaw having made concrete decisions to use the powers of the UNFCCC to scale up action on this front.

At a minimum this should include the establishment of a framework that could hasten the rollout of renewable energy and energy efficient technologies through enhanced international collaboration and addressing the barriers that are currently hampering faster scale-up. The COP should also invite parties to **adopt ambitious targets for renewable energy and energy efficiency, provide for financial and technology support** for achieving those targets through the institutions under the UNFCCC, as well as invite parties to provide support through other channels. Agreement on concrete urgent actions would serve to instill new confidence in the UNFCCC amongst citizens and investors.

- Parties should also **identify other initiatives** that can close the mitigation gap in the pre-2020 period such as:
  - **A just phase-out of fossil fuel subsidies.** These subsidies encourage long-term lock-in to carbon intensive infrastructure and delay essential investment in clean energy. A recent IMF study<sup>6</sup> confirmed that global fossil fuel subsidies, including carbon pollution impacts from fossil fuels and post-tax incentives, account for more than 8% of all annual country budgets amounting to a staggering US\$ 1.9 trillion. Their careful removal could

lead to a 13% decline in CO<sub>2</sub> emissions without raising living costs for the poor and sending powerful long-term signals to investors. This action would immediately free-up billions for sustainable investment.

- **International shipping and aviation sector emissions:** The international transport sector accounts for more than 5% of global greenhouse gas emissions which, if unmitigated could grow to more than 30% of emissions<sup>7</sup>. It is critical that this sector be included in the work of the ADP. WWF proposes that the UNFCCC sends a clear request to both the International Maritime Organisation and International Civil Aviation Organization to agree to measures in 2015 that would ensure that emissions from these sectors peak by 2020. These bodies have failed to take ambitious action in 2013 and need a clear signal from the UNFCCC to ensure that the international transport sector takes up its share of the global mitigation responsibility.
- **Explore other options** such as the phase out of short-lived climate forcers and other greenhouse gases not covered by the Kyoto Protocol.

### Laying the basis for an effective and equitable post-2020 agreement

To ensure that an effective and equitable climate agreement is agreed to in 2015 and implemented by 2020, parties need to work towards the following elements for a COP 19 outcome under Workstream 1 of the ADP:

- **Agree on the key elements to be included in a new global agreement.** These elements should serve as the basis for all discussions under Workstream 1 of the ADP from Warsaw up to the final agreement in

6 IMF. 2013. Energy Subsidy Reform: Lessons and Implications. <http://www.imf.org/external/np/pp/eng/2013/012813.pdf>

7 David S. Lee, Ling Lim, Bethan Owen. 2012. Shipping and aviation emissions in the context of a 2°C emission pathway. <http://www.transportenvironment.org/sites/te/files/publications/Shipping%20and%20aviation%20emissions%20and%202%20degrees%20v1-6.pdf>



Wildflowers and a photo voltaic solar power station near Lucainena de las Torres, Andalucia, Spain.

Paris. Parties need to prioritize those elements that are fundamental to the equitable achievement of keeping temperature rise well below 2°C, as well as dealing with already felt impacts of climate change. These would include:

- A long-term vision, carbon budget and global mitigation goals
- **Application of the equity and common but differentiated responsibility (CBDR) principles through an equity reference framework:** WWF proposes the setting up of an independent expert process, constituted by the COP and in line with the submissions of the parties and observers, tasked with proposing an equity reference framework that includes a well-specified basket of

indicators, all of which are themselves based on the convention’s equity principles. Such a basket of indicators would provide parties with a set of agreed measures through which they could evaluate their targets.

- Individual parties’ mitigation targets for the 2020-2030 period and the pathways towards them.
- Building resilience and supporting adaptation to climate change.
- A monitoring, reporting and verification system that ensures accountability, comparability and transparency.
- Implementation guidelines for zero and low carbon, climate resilient development strategies, which include action plans to decarbonise economies towards 2050.
- Ensuring the efficacy of institutions set up under the UNFCCC (e.g. the Green Climate Fund and Adaptation Committee).
- Enhanced and scaled-up means of implementation such as climate finance and technology transfer, to assist developing countries to make the transition to climate-resilient low-carbon development pathways.

■ **Explore options for the architecture of a new agreement.**

Parties need to start more formal discussions on the final legal form of the 2015 outcome and ensure that draft text is available for negotiations at the latest by the end of 2014.

- **Establish concrete milestones and timelines** for the UNFCCC sessions 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”. They should be prepared to reach agreement on issues when there is earlier consensus, such as low emission development strategies and monitoring, reporting and verification systems.

## Adaptation

It has been encouraging to note that there is some consensus in the ADP on the need to include adaptation elements in the post 2020 package, but it is also **imperative that adaptation be given consideration under the pre-2020 discussions** to protect those bearing the brunt of already unavoidable climate change impacts.

In Warsaw parties must take the following key decisions:

- **Establish an international mechanism on loss and damage** resulting from climate change impacts. Parties must also decide to extend the existing work program on loss and damage, and further to elaborate the principles, modalities and function of the international mechanism, to be agreed by COP 20 and fully operationalized by COP 21.
- Developed countries must **commit adaptation finance of at least US\$ 300 million** for the Adaptation Fund (AF) and Least Developed Country Fund (LDCF) in Warsaw.
- Formally **agree that adaptation is an integral part of 2015 package** and that it cannot be dealt with separately in COP decisions. Particular elements of adaptation that need to be discussed under the ADP include the means of implementation for adaptation (finance, technology and capacity building), the international mechanism on loss and damage, and periodic reviews of post-2020 adaptation needs.
- Formal opportunities must be created to review the IPCC findings on the potential loss and damage impacts of climate change when released, so that the latest scientific findings can inform further actions.

## Finance

**Delivery on finance commitments is critical for scaling up mitigation efforts by developing countries as well as building resilience and dealing with impacts of climate change.** It is also an important prerequisite for building trust among parties. Ministers attending the ministerial roundtable on finance in Warsaw must agree on a financing package that includes a concrete roadmap to scaling up public financing to meet the US\$100 billion per annum commitment by 2020 as was decided in Doha<sup>8</sup>.

In addition to the agreement on a roadmap to deliver the **US\$100 billion per annum by 2020** Warsaw must also deliver:

- Commitments and concrete pledges by developed countries in Warsaw to **collectively contribute US\$ 60-90 billion in public finance** for the period 2013-2015 towards the Green Climate Fund.
- Rapid progress on **sources of additional public finance** such as carbon pricing for international transport and financial transaction taxes.
- Full **operationalization of the Green Climate Fund** early in 2014.
- Agreement that **new and additional resources** will be mobilized to **support the scaling up of energy efficiency and renewable energy actions** in developing countries in the period before 2020.
- Agreement to rapidly **phase out subsidies to fossil fuels** and shift to investments in sustainable renewable energy systems.



PHOTO: © WWF-CANON / SIMON RAWLIES

Company worker removing bark to prepare logs for rafting to the plywood factory downstream. The bark is burned. PT Ratah Timber, as a member of GFTN, practises reduced impact logging (RIL) which determines which trees can be cut and how they are felled and extracted from the forest to minimise damage to standing trees

## Reduced Emissions from Deforestation and Forest Degradation (REDD+)

REDD+ is one of the most immediate large-scale mitigation and adaptation opportunities. COP 19 can make important advances on this global effort by consolidating support for REDD+ from donor countries, while at the same time completing a set of technical decisions. Without the finalization of the design elements of REDD+ and without a clear mechanism to support its implementation, limiting the rise in global temperatures to 1.5°C or even 2°C will not be achievable. In Warsaw, parties must deliver an integrated, ambitious package of REDD+ elements in line with the Bali Action Plan, the Cancun Agreements and the Durban Platform, by:

- **Finalizing the methodological package of REDD+ design elements** (e.g. technical assessment of reference levels and monitoring, reporting and verification guidance).
- **Making progress and showing commitment on REDD+ finance:** this includes unblocking the current discussions on results-based finance for REDD+ and sending a strong signal regarding the provision of adequate and predictable support (including financial, technical and technological) to developing countries for the implementation of REDD+ activities. In addition, commitment towards REDD+ finance must move beyond the existing fast-start period to include both the mid and long term. A clear demonstration of how to meet the financing needs for all phases of REDD+ is required.
- **Integrating REDD+ within the broader climate architecture,** particularly regarding nationally appropriate mitigation actions (NAMAs), monitoring, reporting and verification (MRV), as well as long term finance, the new market-based mechanism, the Green Climate Fund, etc., and to consider REDD+ in deliberations of the ADP, both pre- and post-2020.

## Conclusion

**Warsaw must mark a turning point for the climate negotiations.** It must bring the “contemplation phase” to a decisive and productive end. It must produce concrete outcomes on how to close the pre-2020 mitigation gap, a road map for scaling up finance to 2020, and a plan for reaching a new legal agreement in 2015. Anything short of this will set us up for failure.

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## Glossary

ADP	Ad Hoc Working Group on the Durban Platform for Enhanced Action
AF	Adaptation Fund
AR5	Fifth Assessment Report
ICAO	International Civil Aviation Organization
IMF	International Monetary Fund
IMO	International Maritime Organisation
IPCC	Intergovernmental Panel on Climate Change
LDCF	Least Developed Country Fund
MRV	Monitoring, reporting and verification
NAMAs	Nationally Appropriate Mitigation Actions
REDD+	Reduced Emissions from Deforestation and Forest Degradation
UNFCCC	United Nations Framework Convention on Climate Change



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