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WWF Global Climate Policy POSITION PAPER

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WWF Expectations for the Copenhagen Climate Deal

This summary highlights WWF expectations for the global climate deal to tackle dangerous climate change, to be agreed at the Copenhagen Climate Summit in December 2009¹. It outlines WWF's key asks and ideas for an adequate and fair treaty that will help keep global warming far below the danger-threshold of 2°C.

Mitigation ambition:

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

- **Developed countries** as a group should commit to binding absolute emission reduction targets **at least 40% below 1990 levels by 2020**, the vast majority of these being achieved domestically (30-35%). They should also be bound to put in place **Zero Carbon Action Plans (ZCAPs) for the 2050 horizon to achieve zero net emissions** (at least -95%), combined with a much strengthened compliance regime. The United States should commit to an economy-wide quantified emission reduction commitment. This should be comparable, in nature, intensity and compliance requirements to the commitments taken by other Annex 1 countries, which in total must stay within the limited remaining atmospheric budget for greenhouse gases. To be fair on less advanced developed countries like the economies in transition, newly industrialized countries such as South Korea or Saudi Arabia should also take on emission limitation and reduction targets.

- **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

¹ WWF has worked with other NGOs to produce a comprehensive and coherent vision of the Copenhagen outcome. The Copenhagen Climate Treaty Version 1.0 available at www.panda.org/climate/treaty

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) based on drawing up Low Carbon Action Plans (LCAPs)**. Least Developed Countries (LDCs) are not anticipated to have to reduce their emissions on this timescale, but are supported in their pursuit of sustainable development.

An adaptation and risk prevention framework for the most 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 to deliver an agreement on adaptation under the UNFCCC process remain fragmented, focusing on scientific assessments and expert workshops, while lacking substance on implementation and financing. To work towards an effective global deal, all parties must better recognize that early emissions reductions greatly reduce the adaptation costs.

Progress in the negotiations on adaptation requires:

- Massive flows of secure and predictable funding delivered through well-governed and effective funding mechanisms, plus regional climate risk insurance schemes. Together, these should be in the order of US\$ 63 billion per year;
- Immediate provision as a back payment of the US\$ 2 billion to LDCs to implement their National Adaptation Plans of Action (NAPAs), and additional resources to non-LDC vulnerable countries to develop and begin to im-

plement National Adaptation Plans (NAPs), in order to address climate risks and integrate adaptation into national development processes;

- Recognition that a ‘business as usual’ emissions pathway without a sharp peak and decline well before 2020 means many vulnerable states, communities and ecosystems will reach the point where adaptation is no longer possible. Even existing climate impacts require the set-up of mechanisms such as a **climate risk insurance mechanism (CRIM)** and rehabilitation schemes.

Finance to make the transformation happen:

- Countries should come to Copenhagen ready to agree to a **new Copenhagen Climate Facility** to govern finance raised through a basket of mechanisms that together will raise finance on the necessary scale. WWF calls on developed countries to commit to **binding financial support of at least 160 US\$ billion per year by 2017**, to support achieving the developing country mitigation, REDD and adaptation actions for a low-carbon and climate resilient future. This support must be new and additional to overseas development assistance (ODA), and the vast majority of it should be paid into the Copenhagen Climate Facility. Carbon markets have a role to play, but cannot be counted toward the developing country 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.
- Additional mechanisms are needed which must be predictable and transparent, like the Norwegian proposal to **auction carbon allowances of roughly 10%**, a compelling option that could deliver large scale climate finance. This could be combined with an auction of permits or a **levy on international aviation and shipping emissions or fuels**: money without a national owner that should go directly into an international climate fund. In addition, other sources of

finance from public and private sources remaining outside of the UNFCCC could count against industrialized country funding commitment, if they stay within a specific limit, and meet agreed UNFCCC criteria.

■ **A framework for technology:** Despite the increased development of low-carbon, efficient and sustainable technology, 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 which would aim to deliver on technology objectives**, aiming to increase cooperation on innovation for environmentally and socially sustainable technologies. A substantial **increase in spending on research development and deployment of at least four times by 2020** compared to current levels will be necessary, especially for renewables, energy efficiency and safe monitoring technologies for Carbon Capture and Storage (CCS) as well as Reduced Emissions from Deforestation and Forest Degradation (REDD).

■ **Ending deforestation:** As part of the overall emissions reductions needed to stay below a 2°C global average temperature rise, 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 deforestation by 2020, and a system for REDD in the post-2012 years will be critical to increase the economic incentives for developing countries to achieve this. REDD will require significant preparation and planning to produce measurable, reportable and verifiable reductions. This is best achieved through national-level REDD programs with national-level baselines and monitoring. These programs should be developed in three rigorous phases: *Planning (Phase 1)*, *Preparing (Phase 2)* and *Executing (Phase 3)*. Graduation from one phase to the next should be based on clear, internationally approved standards within a UNFCCC-defined framework. The post-2012 treaty will need 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 that promote conservation and **biodiversity** and safeguard the **rights of local communities** and indigenous peoples.

REDD will need substantial and predictable amounts of funding starting immediately. There is an urgent need for capacity building and early action now. 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 above.

■ **Aviation and Maritime Sectors:** To be comprehensive, the new climate treaty must include emissions from international aviation and shipping for the first time. International civil aviation and maritime organizations were given responsibility for these emissions in Kyoto 1997 but have failed to tackle them. The same error must not be repeated in Copenhagen. The reduction targets of industrialized countries should include the emissions from these sectors.

Legal form and institutions:

- The Copenhagen deal must be a ratifiable outcome comprising an amended Kyoto Protocol and a Copenhagen Protocol and a set of decisions for implementation.
- New institutions will be necessary to manage the implementation of mitigation components and to function as an interface with the technology and finance components. WWF therefore calls for the creation of **a new Copenhagen Climate Facility** 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. Carbon market instruments, creating emission reductions in developing countries, might be used to allow industrialized countries to meet a small fraction of their own reduction targets through action beyond their own borders. It must be clear, that activities under these instruments must not be allowed to steal the low-cost reduction options, nor to be double counted against the mitigation pledges of developing countries.

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 and help to ensure compliance, while the global carbon budget will help to provide long-term certainty of the overall global reduction pathway.
- The next 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 even stricter targets.

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