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Time to go for post-2012!

WWF Position Paper for the 22nd Sessions of the Subsidiary Bodies of the UN Framework Convention on Climate Change and the Seminar of Governmental Experts

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Welcome to the Kyoto World!

With the entry into force of the Kyoto Protocol on February 16th, 2005 a milestone in multilateral cooperation to curb dangerous climate change has been reached. Around the world governments and civil society have celebrated its coming into force. The Kyoto Protocol indeed offers the necessary global framework, which shall form the basis for the post-2012 regime. Having secured the Kyoto Protocol we now have two main tasks before us:

- Successful implementation of the Kyoto Protocol commitments
- Drawing up a map for formal negotiations under the Kyoto Protocol toward a global post-2012-agreement

Seminar of Governmental Experts – working towards an official dialogue for post-2012

With the Kyoto Protocol securely in place, and in light of the urgency of the situation, it is now time for the international community to embark on the next crucial phase in global climate policy – the post-2012 regime: the key to halting dangerous climate change is to agree on a global framework based on the Kyoto Protocol and the principle of common but differentiated responsibilities. This is needed to ensure the necessary deep emission cuts and to put in place the capacity to adapt to the warming to which we are already committed in a cooperative and coordinated manner.

The question now is how best to organize a joint formal process that will lead to such a global post-2012 agreement. The “*Seminar of Governmental Experts*” (SoGE) is a useful step to ensure an informal dialogue. However, because of its informality such a seminar cannot become a substitute for an official process to achieve the objectives of a UN convention. **The aim of this seminar must therefore be to sketch out a process that will put us on a road map in form of formal negotiations amongst Parties to the Kyoto Protocol to be launched at COP/MOP1.**

The Seminar of Governmental Experts should therefore consider the past activities under the Convention and the Kyoto Protocol to achieve the ultimate objective of the Convention to avoid dangerous climate change, draw consequences for the future in light of this ultimate objective, and consider how to move the process further. The abstract by Norway for the seminar for example includes some of those thoughts, although WWF would go further in

ambition and specificity. Other countries should also become clear about what needs to be done and openly discuss their ideas for a map, which will lead us to a post-2012 agreement.

Why we need an official process

- **Urgency requires an official process**

First, the urgency and seriousness of the situation warrants an official approach to the task ahead of us.

Already countries are feeling the consequences of climate change and more will do so in the future. Recent scientific literature since publication of the IPCC Third Assessment Report in 2001 confirms the conclusion by scientists, governments and civil society that it is necessary to keep global mean warming well below 2° Celsius above pre-industrial levels. To quote Great Britain's Chancellor Gordon Brown "even at global mean temperatures at a 1 degree centigrade above pre-industrial levels [...] the evidence now shows that economic impacts are likely to be significant." Climate change is especially a threat to the well being of the poor and vulnerable and hinders sustainable development in developing countries. Clearly a warming beyond 2°C will be devastating to people and nature globally and will result in costly economic, social and environmental damages for *all* countries. Conclusions from the recent scientific meeting in Exeter (February 2005, UK) shows that the costs of inaction and even limited action will globally dwarf the perceived costs of speedy mitigation policies.

It is therefore necessary to show to the world, especially to the poor and vulnerable, that the global community is dealing with the situation swiftly and seriously. A formal process can: create the necessary trust between governments; accordingly secure a commitment from all governments engaged toward achieving the common objective via a global agreement; mobilize the necessary resources and capacities; structure the negotiations in a targeted manner with a clear timeline in mind; and make the process visible and transparent. Informal seminars cannot live up to this task.

- **An official process will take time – we need to start now!**

Second, an official process will most likely - because of the seriousness and complexity of the task before us - take some years to come to a conclusion. The process therefore needs to be started in 2005 at COP/MOP1.

The post-2012 framework needs to be in place in a few years time in order to be able to use the window of opportunity left to us: in order to limit dangerous climate change emission trends and models show us that we have 10 to 20 years, by which we must have reversed the trend and put us on the low-carbon emission path needed to ensure the earth stays well below the 2°C peak warming and to enable all countries to pursue the path of sustainable and equitable development.

If we do not reverse the trend now, but lose another 10 to 20 years it will be economically and also technologically extremely difficult and costly to stay below the 2°C threshold. Large scale investments in the energy system also dictate urgent action: according to the International Energy Agency under a business as usual scenario the investment in the coming decades in the world's energy infrastructure will be as high as US\$ 16 trillion. But also a climate-friendly development path will require massive investments to replace ageing energy infrastructure with new, clean and efficient infrastructure. The energy investment decisions taken now will bind us for many years to come. In order to not lock us into a high-emissions future, we must use this investment window and take the long-term climate goal into account.

A global post-2012 regime is a core building block to ensure the framework for such investments.

The priority for this SB and Montreal should therefore be geared toward setting up an official process for a post-2012 framework under the Kyoto Protocol. Such an official process must be set up at COP/MOP 1, in order to have enough time to engage in meaningful and in-depth negotiations and have results within a few years time.

A map toward Post-2012

Drawing up a map for a process toward a post-2012 framework would require agreeing on a timeline and subsequent steps for a negotiation as well as some principles, which must frame the debate. WWF believes that such a map should be lead by the precautionary principle, equity and fairness, common but differentiated responsibilities of all countries and should continue where the Kyoto Protocol has left off: to stop dangerous climate change in a coordinated global effort. The central aspect of this clearly is to put us on an emissions path to avoid a 2° C warming. This should be the overall goal of the post-2012 process.

WWF together with the Climate Action Network calls on all countries to adopt the 2° Celsius temperature threshold as their own objective and as the basis for future national and global action.

WWF fully endorses the Climate Action Network's "A Viable Global Framework for Preventing Dangerous Climate Change", which includes first ideas for a post-2012 agreement. The CAN framework is based on scientific and socio-economic research and comes to the conclusion that three tracks are necessary for the post-2012 regime:

- First track: as in the Kyoto Protocol deeper absolute mandatory emission caps for the group of Annex I countries are essential.
- Second track: some larger developing countries embark on a lower emissions path toward sustainable development and meet climate change, poverty, energy security and development goals. Such commitments should be set based on a set of equitable criteria and undertaken in a step by step manner. LDCs will not be asked to make commitments of this sort.
- Third track: the most vulnerable countries to climate change must be given support to be able to adapt to the consequences of the already committed to warming.

These three different tracks form an integral part of a post-2012 agreement and are linked to each other via the principle of equity and common responsibility.

Whereas the first track acknowledges the immense responsibility of the industrialized countries toward present and future generations, the second track acknowledges the responsibility and development needs of developing countries by incorporating development friendly commitments. By pledging to embark on a lower emissions pathway developing countries avoid unnecessary and costly developments and instead leapfrog into an efficient and clean economy. Renewable energy and energy efficiency are the key to such a low-carbon pathway and hold huge potentials that need to be tapped early on. Developed countries should support this transition.

With regards to the second track it is clear that the development and energy needs of developing countries cannot be met by embarking on a high-emission pathway for several reasons, which in fact extend beyond the issue of climate change: many scenarios and studies demonstrate that securing energy security and stability of supply, fighting poverty, creating new, local jobs and reducing local environmental impacts of energy use actually go hand in

hand with climate mitigation policies. By committing to renewable energies and energy efficiency countries can meet all of these objectives. As an example for such a low-carbon emission pathway, WWF welcomes the decision made by China to implement a renewables feed-in-law, which will result in greater energy and climate security for China and the world. Many more countries need to take such decisions.

Furthermore, cooperation on clean energy technologies between countries and a proper global framework are needed to create synergies, combine resources and extend support.

- **Process toward post-2012 must take place under the Kyoto Protocol**

WWF strongly believes that any post-2012 negotiation should take place under the Kyoto Protocol and not under the UNFCCC. This must be so due to the fact that:

- Kyoto Countries have shown their commitment to striving to meet the objective of the Convention through the adoption of the Protocol. Others have clearly not.
- The Kyoto approach of absolute mandatory caps for industrialized countries was adopted after a thorough assessment, which came to the conclusion voluntary measures or intensity or sectoral targets for Annex I are not adequate to meet the objective of the Convention. There is no need to revisit this issue; the situation is unchanged.
- The subsequent negotiation of the Kyoto Protocol framework took some years. As time and complexity are critical issues, Parties should focus on the specific requirements of the post-2012 period and not start at square one by discussing the framework. Why waste time and resources to arrive at the same conclusion? Kyoto Parties should understand this.

- **Engaging Non-Kyoto-Countries in the post-2012 process**

- Non-Kyoto countries can still participate as observers and - as has been done in other Conventions - have the possibility to contribute their views and ideas without dominating negotiations. We have to forgo another situation where some governments water down an agreement and then choose not to ratify it.
- The governments of the Non-Kyoto countries such as the USA or Australia for the moment clearly do not intend to follow the Kyoto approach all the other countries have welcomed and adopted. However, there is movement on a sub-national level: US states and US business actors in the US support mandatory absolute cap and trade, consistent with the approach of the Kyoto Protocol. The Australian states and territories recently decided to establish an emissions trading system, which by definition also relies on a fixed emission cap.

From this two important conclusions can be drawn:

- First, the Kyoto approach is by no means rejected by those countries as a whole but rather by their respective governments. There are more and more actors and forces in both countries who – given time - will be willing to support and join the multilateral approach the world has chosen. There are many ways to engage this level of actors and support their case without having their respective governments stall multilateral negotiations.
- Second and more importantly, now that the Kyoto Protocol is secured, it starts to develop pressure which is being felt by state and business actors in the non-Kyoto countries. They start to notice they are missing out on a dominant international process

intellectually, market wise, politically and institutionally. This is so because there is a critical mass of industrialized and developing countries in the Kyoto Club. If the Kyoto Club continues post-2012 this effect of “drawing them in” will only become greater. Kyoto Countries should have more confidence in their approach; this is the way to go.

- Therefore, once the current government or a new government recognizes the seriousness of the problem and demonstrates support for absolute emissions reductions, they will be welcome to enter into negotiations on the *second commitment* period. The lack of their participation in the launch of post-2012 negotiations should neither prevent the process from beginning nor from those countries participating at a later date.

For all these reasons setting up the process for post-2012 negotiations under the Kyoto Protocol is a logical consequence of the last thirteen years of negotiation. It gives the process a clear direction, the chance to develop strength and thereby draw in Non-Kyoto countries by the power of fact, the better argument and market developments. Non-Kyoto countries can enter the negotiations any point in time once they accept the basic principles of the Kyoto approach.

Kyoto countries must not deviate from this path. The world’s public will take note.