



## Increasing Mitigation Ambition in Doha

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*Climate Action Network International is the world's largest network of civil society organizations working together to promote government action to address the climate crisis, with more than 700 members in over 90 countries. [www.climatenetwork.org](http://www.climatenetwork.org)*

A good agreement in Doha requires considerable progress on mitigation issues. For 2012 there are four tracks for action that are in play and need to be utilized to the full. The needed decisions include:

### Kyoto Protocol

- **Clarification of which countries will have quantified emission reduction commitments in Annex B in CP2:** all developed countries should have their action anchored within the KP architecture. The agreement by the EU, Norway and Switzerland and others to be good faith actors is welcomed. Australia and New Zealand in particular should commit to take action in CP2
- **Increase developed country pledges within the KP:** Developed countries should, by COP18/CMP8, increase their 2020 pledges so that the combined effort, with the developed country pledges under the LCA, moves into the 25-40% range. Translating pledges into QEROs must not lead to further *de facto* weakening of the pledges.
- **Agree the full package of amendments need for a ratifiable outcome:** the complete package of KP amendments need to be adopted in Doha, so CP2 can be ratified and enter into effect in 2013. The package of amendments will need to be provisionally applied pending ratification.
- **Agree a KP adjustment procedure to increase pledges** This should allow (real) unilateral increases in ambition and for ratcheting up of all Annex B QEROs following adequacy reviews.
- **Close and/or narrow existing loopholes and avoid new loopholes opening up in the KP**
- **Make the KP mechanisms fairer and more environmentally robust:** Strengthen additionality and baseline rules for CDM and JI, require mandatory sustainable development monitoring for the CDM and eliminate JI track 2.

### LCA

The LCA should achieve the agreed outcome required by the Bali Action Plan – including agreeing comparable effort, carbon budgets and common accounting for non Kyoto developed countries and appropriate mitigation actions for developing countries.

- **Increase developed country pledges within the LCA:** Developed countries should, by COP18, increase their 2020 pledges so that the combined effort moves at least into the 25-40% range.
- **Calculate and agree developed countries' QEROs:** A point target for 2020 is not a adequate; knowledge of the trajectory and thus the country's carbon budget for the period is essential.
- **Agree a rigorous common accounting framework to ensure transparency on domestic emissions in developed countries** - and ensure that the same transparent Kyoto Protocol accounting standards (including compliance rules) alongside the MRV rules under the Convention, apply to all developed countries.
- **Provide clarity on assumptions and expected emissions for developing countries:** Developing countries, especially the emerging economies, should clarify their assumptions behind their pledges and proposed NAMAs. This should include key factors underlying BAU projections, information on energy use and prices, economic development, population trajectories etc.

- **Developing countries that have not yet pledged NAMAs to do so:** those that already have should explore whether they can increase their pledges.
- **Clarity on required support for developing countries:** Developing countries should provide information on their unilateral NAMAs and any NAMAs requiring additional support, including indicating the amount needed.
- **Inscribe developing country NAMAs in the NAMA registry:** Developing countries that can, should inscribe their NAMAs into the NAMA registry before the LCA completes its mandate, using common guidelines for timelines, baselines, expected emissions reductions, expected costs and indicate what support, if any, is required. Developing countries with low capacity should be supported to register their NAMAs in the shortest possible timeframe, to be able to take advantage of for NAMA funding. Developed countries must ensure there is sufficient funding
- **Tap into the full potential of REDD+**
- **Common rules and modalities and procedures for both any new market-based mechanism and the common framework** need to ensure high environmental integrity. Given that there is very limited demand for credits, any new mechanism requires significantly increased ambition.
- **Prohibit double-counting of offsets from existing and any new mechanisms:** Double-counting of international offsets could reduce ambition by up to 1.6 GtCO<sub>2</sub>e in 2020, equivalent to roughly 10% of the total abatement required in 2020 to stay on a 2°C pathway.
- **Addressing emissions from international aviation and shipping:** arrangements can be found that reflect the principles and customary practices of both UNFCCC and IMO/ ICAO. In Doha Parties should send a signal consisting of a call for global mitigation measures while taking into account equity, national circumstances and the principles of the UNFCCC through the use of revenues. Additional financing generated should be used for mitigation and adaptation in developing countries.

#### **ADP - short term ambition work plan for 2012**

The ADP work for 2012 should not duplicate work in other negotiating tracks, but should instead focus on getting agreement on ways to reduce emissions not currently covered in the UNFCCC regime, which should be finalized in Doha. The near-term ambition workplan can also begin work on a crucial element for implementing the ambition and creating a platform whereby countries can hear and better understand the actions being taken by others.

- **Short lived climate forcers** – In addition to (and not substituting) enhanced actions on CO<sub>2</sub>, Parties should agree text that requests appropriate fora for these emissions to take appropriate action. Methane emissions from fossil fuel production reinforce the need for a rapid transition to efficient energy use from renewable sources of energy, whereas some of the black carbon sources might be best treated through fora addressing access to clean and sustainable sources of energy for all.
- **HFCs** – Parties should request that the Montreal Protocol agree to phase out production and consumption of these gases. All Annex 1 Parties should also commit to an immediate ban on the use of HFC-23 offsets for compliance with Kyoto Protocol targets.
- **Removal of fossil fuel subsidies:** Annex I countries should be prioritized and plans for carefully supporting removal of subsidies in developing countries should be developed in the short term. Doha should agree a timeline for phase out, identification of ways phase-out could become a supported NAMA for some countries, and requirements to report on the existence and plans for removal as part of the National Communications and/or Biennial Reporting.
- **Zero emission development strategies for developed countries:** Developed countries should produce low emission development strategies that outline the pathway to near-zero emissions by 2050. They should detail an emissions reduction trajectory through indicative 2020, 2030, and 2040

targets consistent with near-complete decarbonization by 2050, and be further divided into 5-year emissions reduction budgets, the first of which will be countries targets for the 2020-2024 period (these parameters should be adopted as a decision in Doha), identify the policies and measures to transform all relevant sectors of its economy. The ADP should be structured to use the opportunity for exchange of best practice and success stories, both of formulation of overall plans and for successful implementing policies and measures.

- **Low Emission Development strategies for developing countries:** Enabled through appropriate financial and technical support from developed countries, developing countries should develop long-term Low Emission Development Strategies as part of the country's overall development planning. Such plans would outline a pathway to a low-carbon and climate resilient economy, building upon and be integrated into national development plans or planning processes already in place in many countries. These plans should be developed through a bottom-up country-driven process. Depending on capacities and support received, such plans could have different levels of scope and complexity. The ADP conversation should be structured in such a way as to demonstrate the high level of actions being undertaken and to facilitate exchange of experience.

### **ADP workplans for post 2012: near-term ambition and negotiating the 2015 global deal**

By Doha, the ADP should agree two separate workplans for post 2012 – one on increasing ambition in the near term, and one for the negotiation of the global agreement, defining its workplan to 2015. For both, clear timelines are needed for the specific packages of agreements to be reached at COP 19, COP20 and COP21.

- **The work on zero-emission development strategies and low emission development strategies should be started in earnest in the ADP near-term ambition talks in 2012 and should be on-going.** Once common elements are agreed in Doha, this work offers a good opportunity for countries to talk about what they are doing to decarbonise their economies and to share lessons they have learned (both positive and negative) from their experiences.
- The Durban Platform workplan on near-term ambition must include a **technical paper produced by the UNFCCC assessing the overall level of ambition** implied by mitigation commitments and long term low carbon development strategies and identify any subsequent gap between this collective ambition and a trajectory consistent with keeping warming below 1.5°C with a high probability.
- **The work undertaken in the 2013-2015 Review must be taken into account in establishing overall mitigation ambition in line with the 1.5°C imperative.** It is crucial that this is provided in a timely basis – with initial findings in 2013.
- **Parties must agree on a process on equity:** Once some joint understanding is reached on how to operationalise equity and CBDRRC, Parties must negotiate aggregate and individual levels of ambition, including what form that ambition should take for countries at various stages of development. The provision of sufficient support should be part of the overall Durban Platform package to support, where appropriate, mitigation commitments and actions.
- **Parties must set themselves a deadline of having QEROs, QELOs, other types of target and NAMAs, as appropriate, commitments agreed by 2014,** a year before the deadline for the new international agreement to be adopted under the Durban Platform. This will allow 2015 to be focused on an assessment of how these commitments compare to adequacy requirements so that Parties can bridge any gap before they adopt the new agreement.
- **Any new market mechanisms must have principles and modalities for their integrity as core parts of their agreement.** Avoiding double counting is key.
- **Improve the LULUCF rules**