

Mitigation: What's needed between now and Durban to get the world onto a 1.5°C/2°C trajectory

Current pledges put the world onto a >3°C warming trajectory. Negotiations until Durban must aim at understanding assumptions behind current pledges, reaching agreement on common accounting and reporting rules, closing of the loopholes and, most importantly, an increase of the overall effort, ensuring that countries contribute their fair share of the globally needed mitigation effort.

Overview

- A. Clarify assumptions behind pledges:** Developed countries must clarify their assumptions on domestic efforts and the use of carbon offsets, LULUCF accounting and AAU carry-over. Developing countries should provide information on key factors underlying BAU projections, e.g. energy use or economic development. They should also clarify what emissions savings they plan to achieve independently and what additional savings could be achieved with support.
- B. Close loopholes and agree common rules:** Parties should seek to minimise or close off loopholes, such as bogus LULUCF accounting rules, AAU carry-over or new hot air from weak 2020 pledges in certain developed countries. This must lead to agreement on improved common accounting and reporting rules showing the true emissions of each country.
- C. Clarify conditions and move to the high end of pledges:** By Durban at the latest, developed countries must move to the high end of their pledged ranges. Developed countries with conditional (upper end of) pledges must clarify these conditions, identify which conditions been met and indicate what is needed to meet the remaining conditions.
- D. Increase overall effort to get the world on a 1.5°C/2°C pathway:** By Durban at the latest, Parties must begin negotiations to increase overall ambition, beyond the high end of current pledges¹. This must lead to developed countries moving towards more than 40% reductions by 2020, but also developing countries increasing their overall effort, supported through international climate finance.
- E. Make progress on Low Emission Development Strategies:** Between now and Durban, Parties should, through additional workshops, develop common templates and guidelines and review procedures for the Low Emission Development Strategies.

The detailed workplan between now and Durban

A. Clarify assumptions behind pledges

1. Developed country Parties should be asked to make submissions following on from the workshops to ensure full clarity on their assumptions on their domestic action, LULUCF accounting, AAU carry-over, the use of carbon offsets etc. As the new UNFCCC Technical Paper² makes clear

¹ Even in the best of all cases (countries implementing the high end of their pledges using strict accounting rules) global emissions are likely to be between 5 (UNEP) and 10 (Climate Action Tracker) GtCO₂e above what they should be for a 1.5°C/2°C emissions pathway.

² FCCC/TP/2011/1

(paragraph 22 and 56) this information is needed to understand total emissions by 2020 and to understand comparable effort between developed countries.

2. Developed country Parties should make submissions providing information on the ambition level behind their pledges, in order to better understand why countries' pledges that fall short of the agreed ambition level of 25-40% reductions and in some cases even below Kyoto CP1 targets. Parties should also be tasked to put their ambition level in relation to emission levels expected to be reached as a result of existing or planned domestic policies and domestic energy-related targets.
3. Developing country Parties should be asked to make submissions before June on (a) key factors underlying BAU projections, including information on key factors such as energy use and prices, economic development, population trajectories etc. to allow a robust assessment of the overall effort and environmental integrity of the combined effort of Parties and (b) what emission reduction action they can take unilaterally and what reductions are dependent on the provision of required climate finance.
4. The Secretariat should be tasked to produce a new Technical Paper. Its first section would be an update of FCCC/TP/2011/1 by incorporating information on the abovementioned submissions and new information provided at the June workshops, and also include an assessment on the distance between current developed countries' pledges and the 25-40% range. The second section would provide an analysis of information from developing countries, likewise based on outcomes of the June workshops and the abovementioned submissions by developing countries. Its third section would provide an assessment of the total gap between what is required to stay below 1.5°C/2°C with high probability (which will require reductions of more than 40% by developed countries).

B. Close loopholes and agree common rules

5. Parties should incorporate the findings of the workshops into mitigation related negotiations and identify ways and options to close loopholes, develop common accounting rules for all A1 Parties and guidelines for methodologies and assumptions underpinning the definition of BAU projections.
6. Negotiations on loopholes³ must aim at minimising them to ensure the environmental integrity of the system. This would require:
 - Rules on land use, land use change and forestry that increase accountability and ensure that forestry and land use sectors deliver net emissions reductions. This requires, in particular, using historical reference levels, rather than projected reference levels, for all developed countries. The rules would also have to account for all emissions, including other land uses such as cropland and grazing land management, and rewetting and drainage.
 - Rules for any new market and non market mechanisms that ensure that such mechanisms not diminish already low levels of ambition and must not allow double counting, ensuring additional emissions reductions and funding flows.
 - Rules to minimise damage from hot air (surplus AAUs) by e.g. setting discount factors or higher aggregate emission reduction targets for developed countries to compensate for hot air.
7. Negotiations related to NAMAs should aim to develop clear and common guidelines for the development of NAMAs, to enhance the understanding of developing country action. These should be turned into recommendations to be adopted by the Durban COP/CMP.

C. Clarify conditions and move to the high end of pledges

8. Developed countries should be requested to make submissions to identify and objectively assess criteria and conditions that developed countries have attached to their pledge (or high end of their pledges). Developed countries should also indicate how assessment of these conditions will take

³ Independent reports released in Cancun highlighted the extent to which loopholes can seriously undermine the objective of the UNFCCC. The UNEP Emissions Gap report pointed to an emissions gap of 12 GT in 2020, partly arising from lenient forest accounting rules and AAU carry-over. Separate analysis by Ecofys and Climate Analytics found that current loopholes will significantly weaken the ambition level of developed countries emission reduction targets to aggregate reductions of just 2% below 1990 levels.

place, identify which conditions have been met and indicate what is needed to meet the remaining conditions.

9. By Durban at the latest, developed countries must move to the high end of their pledged ranges. No developed country pledge is even close to that country's fair share in the globally needed mitigation effort. The recent Technical Paper shows that even high end pledges with strict accounting rules would lead to no more than 18% reduction by developed countries, far away from both the 25-40% IPCC range and the more than 40% reductions required for a 1.5°C/2°C pathway.

D. Increase overall effort to get the world on a 1.5°C/2°C pathway

10. Negotiations on developed country efforts until Durban must utilise the acknowledgement within the Cancun Agreements of the need to increase ambition. Developed countries must increase their pledges to more than 40% reductions by 2020, as part of developed countries' fair share to close the gigatonne gap, in order to provide a reasonable chance of staying below 2°C, and to keep open the pathway to stay below 1.5°C.
11. Before Durban, Parties should hold a workshop to consider ways to increase the levels of ambition, by moving beyond even the high end of current pledges. For developing countries, this would also mean increasing understanding of required financial and technological support. Countries must study the potential for further reductions beyond their pledge and identify the domestic and international conditions (cost, policies etc.) to achieve them.
12. In Bonn, Parties should put in place a process to agree, by Durban, a peak year and a long term global goal, with an equitable approach to sharing this effort. Global emissions must peak in 2015 and reduce by at least 80% below 1990 levels by 2050. For developed countries, this must result in near-complete decarbonisation by 2050.
13. Negotiations until Durban on HFCs should aim to quickly and strongly reduce the use of HFCs, in a close collaboration between the UNFCCC and the Montreal Protocol.
14. Negotiations on REDD+ until Durban must establish robust reference levels for REDD+, and lock-in \$15-25 billion per year of finance to deliver the substantial reductions required.

E. Make progress on Low Emission Development Strategies

15. Between now and Durban, Parties should, through additional workshops, develop common templates and guidelines and review procedures for the Low Emission Development Strategies⁴ for developed and developing countries, using 2020 targets for developed countries as a point on a long-term trajectory, and developing ways to integrate NAMAs in developing countries into the context of longer-term strategies. The low emission development strategies must identify transformation pathways, policies and measures, with intermediate targets 2020-2050, with plans updated every five years in line with most recent science. Developed countries should submit the first iteration of their plans by October 2012. Developing countries should receive support for the development of their low carbon development plans.

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⁴ As mentioned in paragraph 65 of the decision listed in FCCC/CP/2010/7/Add.1