



Submission to the Climate Change Authority

Special review: Australia's greenhouse gas emissions reduction goals

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Introduction

WWF-Australia welcomes the opportunity to make this submission to the Climate Change Authority's special review on emissions reduction targets.

WWF-Australia is part of the WWF International Network, the world's largest and most experienced independent conservation organisation. We have over 300,000 active supporters in Australia and a global network active in more than 100 countries. WWF's mission is to stop the degradation of the planet's natural resources and to build a future in which humans live in harmony with nature.

WWF has been an advocate for national and international action to avoid dangerous climate change for more than two decades.

This submission is divided into the following sections:

- Recommendations
- Key points
- International post-2020 goals process
- Determining post-2020 goals
- Analysis of post-2020 goals
- Other influences on post-2020 goals
- Australia's goals in the context of other countries

WWF would welcome the opportunity to discuss the details of our submission further as part of the process of stakeholder consultations following the written submission stage.

Recommendations

- Australia uses a long-term carbon budget to determine targets that are consistent with at least a 75 per cent probability of keeping global warming below 2°C.
- Australia also examines carbon budgets for 1.5°C.
- Australia supports an equity-based carbon budget that accounts for historical obligations, wealth and per capita emissions.
- Australia increases its 2020 target to 25% of 2000 levels.
- Australia sets emission reduction targets of 40-50% by 2025 and 60-80% by 2030 of 2000 levels.
- Raising Australia's level of ambition should be seen in the context of the global transition away from fossil-fuel intensive growth which is being led by some of the world's largest polluters and most important trading partners for Australia.

Key Points

Australia needs to be more ambitious in its emission reduction targets

- The impacts of climate change in Australia are already evident. Seven of Australia's ten warmest years on record have occurred in the 13 years¹. If global greenhouse gas emissions continue to rise, all regions across Australia will continue to experience significant temperature stress of up to 5°C by the end of the century.
- It is in Australia's national interest to play a constructive role in the international climate change negotiations in Paris in December 2015. Playing a constructive role can ensure global solutions have positive long-term benefits for all Australian's, our economy and our natural environment.
- Australia is a wealthy nation with significant abatement opportunity; it can afford to invest in larger emission reduction efforts by supporting strong post-2020 emission reduction targets and strengthening its existing 2020 target. There is a global expectation that as one of the highest per capita emitters in the world, Australia increases its ambition.

Australia should establish a carbon budget that is consistent with limiting warming to 2°C and is within range of 1.5°C

- The IPCC's Fifth Assessment Report included an estimate of the maximum cumulative emissions that can be released into the atmosphere over the coming decades to limit global warming to below 2°C; otherwise known as the global "carbon budget".
- Australia's portion of the carbon budget should be based on equity and fairness principles taking into account historical responsibility, level of development (wealth) and per capita emissions.
- Analysis conducted for WWF by Ecofys found that Australia has already used between 66 per cent and 84 per cent of its 'fair share' of the global carbon budget, depending on the effort sharing approach applied. At current rates of emissions the remaining budget would be consumed within the next 4 to 11 years.
- It is vital that Australia defines a clear carbon budget and uses the budget to inform appropriate emission reduction targets which position it to meet its fair share of the global commitment to limit warming to below 2°C, and remain within range to limit warming to 1.5°C.

Australia's targets should be science-based, able to be ratcheted-up over time and represent our fair share of the global emissions budget

- Post-2020 emission reduction targets must be consistent with efforts to keep warming below 2°C (and within reasonable range of staying below 1.5°C) and represent Australia's fair share of the global carbon budget.
- The work of the Climate Change Authority (CCA²) provides a valuable starting point. WWF supports the CCA's approach but recommends:
 - higher probabilities of keeping warming below 2°C. This will also leave open the opportunity to limit warming to below 1.5°C
 - allowing more scope for other approaches to sharing the global budget
 - adopting a 2020 emissions reduction goal of 25 per cent.
- Based on modelling produced by international consultants Ecofys, WWF's analysis finds Australia should reduce its emission by 40 to 50 per cent by 2025, 60 to 80 per cent by 2030 and transition to an economy with

¹ Bureau of Meteorology and CSIRO (2014) State of the Climate 2014. 16 pp. Available from <http://www.bom.gov.au/state-of-the-climate/>

² CCA (2014). *Reducing Australia's Greenhouse Gas Emissions-Targets and Progress Review*
page 3

zero net emissions rights by between 2034 and 2041 (Figure 1).

- There are a number of factors that could lead to these targets needing to be strengthened. For example, if a choice on equity was made that gave a greater share of the remaining carbon budget to developing countries than the modified contraction and convergence approach. Or, if earlier targets are low or are not met, and less carbon budget remains.
- It would be beneficial to consider a range of post-2020 emissions reduction targets that can be narrowed over time as more information on appropriate carbon budgets, domestic action and global action emerges. It is critical that this range include goals that are consistent with strong global and domestic action.

Science and equity based targets will create opportunities and benefits

- Targets that are scientifically informed and fair will reduce the future costs of needing to adopt steeper emissions reductions in the following decades. Clearly defined targets will also provide confidence to industry who will be vital in driving the transition towards zero-net emissions by 2050.
- While deferring emission reductions to the future might allow Australia's emission reductions to take place when the country is richer; early action to reduce emissions can reduce the risk of 'lock-in' of high carbon assets, which might otherwise mean higher costs in the medium to long run.
- As a wealthy nation, and one of the highest per capita emitters, Australia has a role to play as a 'good global citizen' which helps to lift the ambition of other nations.

Delayed action on climate change increases the obligation and costs of future generations

- If the Government maintains an inadequate 5 per cent 2020 target, emissions reduction goals would need to strengthen as more of Australia's carbon budget will be used up before 2020. Based on a 5 per cent 2020 target but other choices as above, Australia should reduce its emission by 40 to 55 per cent by 2025, 70 to 100 per cent by 2030 and decarbonise its economy by between 2029 and 2035 (Figure 2). The costs of delayed action would also be much larger, and fall heaviest on future generations of Australians.
- If Australia's final 2020 target is to remain unclear in 2015, we would urge the Government to adopt initial post-2020 goals based on a range of possible 2020 outcomes. To cover the span of possibilities with 5 to 25 per cent 2020 target Australia should adopt post-2020 goals to reduce its emission by 40 to 55 per cent by 2025 and 60 to 100 per cent by 2030 (Figure 3).
- Australia should increase its 2020 target to at least 25% of 2000 levels.

Australia can afford to be more ambitious

- Australia is a wealthy nation and can afford to make the adjustment towards stronger emissions reduction targets. As one of the highest per capita emitters in the world, and 15th largest polluter, there is a global expectation Australia sets strong post-2020 targets.
- Modelling conducted for WWF in 2013 using the same model previously used by the Australian Treasury (Monash Multi-Regional Forecasting, MMRF) indicates that stronger emissions reduction targets have marginal macroeconomic costs.
 - The level of domestic economic activity, as measured by GDP, remains unchanged when moving from the 5 per cent to a 15 per cent or 25 per cent target. The impact on gross national income (GNI), which includes the purchases of emissions reductions from other countries, is slightly larger as a result of moving to a stronger target: changing from a reduction of 0.48 per cent in 2020 in the 5 per cent scenario to 0.54 per cent in the 25 per cent reduction scenario.

- The Climate Change Authority³ estimated the average per person income would slow by around 0.02 per cent if adopting a 2020 target of 15 per cent plus carryover (4 per cent) compared with meeting the 5 per cent target.
- The costs of more ambitious targets can be reduced through purchasing permits from abroad or supporting emissions reductions via other mechanisms.

International post 2020 goals process

The United Nations climate change negotiations in Paris will aim to agree on a framework agreement which includes commitments to Intended Nationally Determined Contributions (INDCs) (including post-2020 emission reduction targets). Most major emitting nations have agreed to submit their INDCs by the first quarter of 2015. Many have already made statements of their intended targets, including;

- European Union: 'at least' 40% below 1990 levels by 2030 (domestic only)
- USA: 26-28% below 2005 levels by 2025
- UK: 50% below 1990 levels by 2025
- Germany: 55% below 1990 by 2030
- Norway: 40% below 1990 levels by 2030
- China: peak emissions before 2030
- South Africa: peak emissions between 2025 and 2030

Australia has indicated it will submit its post-2020 targets to the UNFCCC in June following advice from a specialized Taskforce within the Department of Prime Minister and Cabinet, and an independent review by the Climate Change Authority.

The UNFCCC COP 20 in Lima advanced the draft text for a new international commitment to be considered in Paris as well as agreeing the ground rules on how all countries can submit contributions to the new agreement during the first quarter of 2015. Agreement is needed on many outstanding issues during the UNFCCC intersessionals which will set the platform for the INDCs to be agreed in Paris.

Determining post-2020 goals

WWF-Australia strongly supports the use of a carbon budget approach to determine Australia's fair share of the global effort required to avoid dangerous climate change.

There are three crucial questions to determining post-2020 goals under a carbon budget approach:

1. The size of the global carbon budget, based on a long term temperature goal and the likelihood of meeting that goal.
2. How the global carbon budget should be shared between countries and therefore Australia's fair share.
3. Australia's emissions reduction pathway over time to stay within our carbon budget.

There is some uncertainty in each of these areas, which makes considering a range of results appropriate. This is coupled with the current uncertainty over Australia's short and long term emissions reduction policies. It is unlikely that this policy uncertainty can be resolved by June 2015 given the timeframe for developing the Government's safeguard mechanism. As such it would be appropriate for the Government to propose a wide range of emissions reductions for 2025 that can be narrowed over time as more information on carbon budgets,

domestic action and global action emerges. It is critical however that this range include goals that are consistent with strong global and domestic action that would have a high probability of keeping warming below 2 and 1.5°C.

1. The global carbon budget

A number of different studies have examined the global carbon budget remaining for the world to stay within different temperature goals. Perhaps the most widely cited is Meinshausen et al. (2009) which looked at results from a wide range of studies to determine budgets for different probability levels. Their results are consistent with the budgets reported by the IPCC's Working Group 1 (2013) and were used as a basis for the Climate Change Authority's work.

Meinshausen et al. (2009) found global carbon budgets ranging from 1370 Gt CO₂-e for an 80 per cent probability of remaining within the 2°C limit to 2,020 Gt CO₂-e with a 50 per cent probability.

It is important to note that different studies have arrived at different estimates for the global carbon budget as there are some inherent uncertainties in accurately defining a global carbon budget. To account for the uncertainties, we suggest a more conservative global carbon budget is adopted with a high probability of limiting global warming to below 2°C. A more conservative budget for the 2°C scenario (i.e. a budget with a 75 per cent probability or higher) will also ensure the 1.5°C target is not ruled out. Analysis cited by the Climate Change Authority indicates a likely chance (more than 66 per cent) of staying below 1.5°C would be consistent with a greater than 75 per cent chance of staying below 2°C.

WWF recommends using a carbon budget consistent with at least a 75 per cent probability of keeping global warming below 2°C. Meinshausen et al. (2009) found this equates to 1520 Gt CO₂-e over the period 2000-2050. In the analysis below we also consider the use of an 80 per cent probability budget, reflecting the uncertainty in carbon budget estimates and the need to adopt a conservative approach.

Recommendation

- **Australia uses a long-term carbon budget to determine its targets are consistent with at least a 75 per cent probability of keeping global warming below 2°C.**
- **Australia examines carbon budgets for 1.5°C**

2. Australia's fair share

WWF supports the view that moving towards equal per capita emissions rights is an appropriate basis for sharing the global carbon budget between countries. These approaches were supported by the Garnaut Review and the Climate Change Authority.

There are a number of different approaches to determining appropriate pathways to equal per capita emissions and shares of the global carbon budget. Fairer approaches allow some developing countries more time to bring down emissions while their economies develop, with developed countries making more rapid reductions to create this 'headroom'.

Analysis undertaken for WWF by Ecofys in 2013 explored the level of carbon emissions that would be considered under Australia's carbon budget under three principle sharing mechanisms. The three effort sharing approaches considered by Ecofys are being decided upon by countries as part of the UNFCCC process, but are not the only options that have been developed. They are, however, considered to be three of the most credible approaches because they place a strong emphasis on the issue of equity. The results of this work are shown in Table 1 and suggest Australia has already used between 66 per cent and 84 per cent of its 'fair share' of the global carbon budget, depending on the effort sharing approach applied. At current rates of emissions the remaining budget would be consumed within the next 4 to 11 years.

When the carbon budgets are converted to potential emissions pathways the Ecofys analysis highlights the inadequacy of Australia's existing target commitments (Table 2). Only the upper end of the 5-25 per cent range for 2020 comes close to what the Ecofys analysis suggests would be required from Australia as a fair contribution to

staying below 2°C. Moreover, an 80 per cent target for 2050 falls well short of what would be required to stay within Australia’s long-term carbon budget.

Assuming a straight-line emissions trajectory and excluding forestry related emissions and removals (i.e. afforestation, reforestation and deforestation⁴), the Ecofys analysis implies a carbon allocation in the range of 27 per cent to 34 per cent below 2000 levels by 2020. Even under the least stringent effort sharing approach, Australia’s allocation of emissions falls to 82 per cent below 2000 levels by 2030, while the GDR methodology implies net negative emissions by 2030. Under all three scenarios Australia’s emissions allocation is close to or below zero by 2050.

Table 1: Budget allocated, used and remaining according to Ecofys analysis (excluding land use change and forestry)

Effort sharing approach	Total budget allocated to Australia (1990-2100) Gt CO₂-e	Budget used (1990-2012) Gt CO₂-e	Budget remaining (2013-2100) Gt CO₂-e	How long will the budget last at current rates of emissions?
Contraction and convergence	18.0	11.7	6.1	11 years
Common but differentiated convergence	17.6	11.7	5.7	10.5 years
Greenhouse development rights	14.1	11.7	2.3	4 years

Table 2: Comparison of Australia’s existing targets and those implied by the Ecofys analysis

	Australia’s existing targets % below 2000 levels	Targets implied by Ecofys analysis % below 2000 levels
2020	5 – 25%	27 – 34%
2030	No target	82 – 101%
2050	80%	98 – 106%

Recommendation: Australia supports equity-based carbon budgets that account for historical obligations, wealth and per capita emissions

⁴ According to the Australian Government, net emissions from afforestation, reforestation and deforestation are projected to remain broadly stable out to 2020 (i.e. will not rise significantly from the current level). If the Government’s projections are used, the implied emissions cuts for 2020 do not vary significantly from Ecofys’ analysis of emissions trajectories that exclude forestry emissions and removals (28 – 35 per cent below 2000 levels, including afforestation, reforestation and deforestation). It is important to note that Ecofys and others argue that net emissions from afforestation, reforestation and deforestation are more likely to decline to zero by 2020, driven mostly by a significant decline in deforestation emissions.

3. Australia's emissions reduction pathway

Australia has committed to reducing emissions by 5 to 25 per cent by 2020 through UNFCCC processes. The final determination of 2020 goals is still to occur, however we note the Government has distanced itself from the upper end of the range.

WWF recommends a 25 per cent 2020 target in order to put Australia on a sensible pathway to meet carbon budgets with a 75 per cent probability of keeping warming below 2°C. A 5 per cent target is out of step with the commitments and actions of comparable countries as highlighted by the Climate Change Authority. Importantly, a number of studies have shown Australia's economy can grow strongly with 5 per cent or 25 per cent target. Treasury modelling for the Climate Change Authority showed GNI per person would grow from \$62,350 in 2012 to about \$66,450 in 2020 with a 5 per cent target; \$66,350 in 2020 with a 15 per cent target; or about \$66,250 in 2020 with a 25 per cent target - the level of GNI per person in 2020 with a 5 per cent target would be attained only five months later with a 25 per cent target⁵.

Achieving a 25 per cent target by 2020 is ambitious, yet still achievable for two principle reasons. Firstly, the 4 per cent carry-over from the 2008-12 Kyoto commitment period offers Australia the chance to add this to a higher effective emissions reduction target. Secondly, due to lower business-as-usual emissions levels, raising Australia's target relative to this level becomes relatively easier and with modest macroeconomic impacts.

Recommendation: Australia increases its 2020 target to 25% of 2000 levels.

Under a carbon budget approach the choice of 2020 target has a significant effect on the emissions reduction pathway. In the analysis below we look at the effect of 5 and 25 per cent targets within the chosen carbon budgets using straight line emission reduction pathways.

Analysis of post-2020 goals

Based on modelling conducted by international consultants, Ecofys, WWF has analysed post-2020 goals using the methodology applied by the Climate Change Authority and the data it has publicly released, but varying some of the choices made. WWF recommends adopting a global carbon budget based on a 75 to 80 per cent probability of keeping warming to 2°C, which allows a chance to keep warming below 1.5°C. Varying this parameter leads to an Australian carbon budget for 2013 to 2050 of 6,936 to 8,391 Mt CO₂-e, based on Climate Change Authority (2014) and Meinshausen et al (2009).

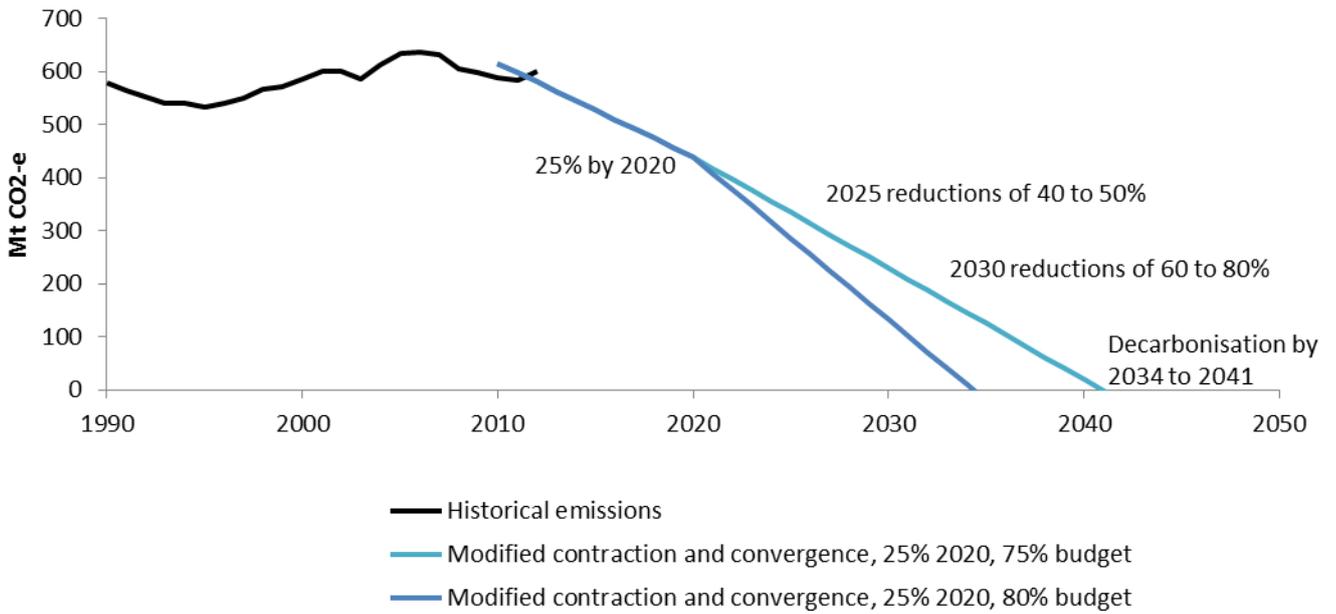
Varying the probability level also allows some flexibility around the share of the remaining carbon budget allocated to Australia. In the analysis below we use the shares of the global carbon budget found by the Climate Change Authority for the modified contraction and convergence approach; 0.97 per cent for Australia. We note that targets are sensitive to this figure and that it is a figure based on a number of assumptions that could change over time.

WWF also recommends Australia adopts a 25 per cent emissions reduction goal for 2020.

Based on these three choices, Australia should reduce its emission by 40 to 50 per cent by 2025, 60 to 80 per cent by 2030 and decarbonise its economy that is transition to an economy with zero net emissions rights, by between 2034 and 2041 (Figure 1).

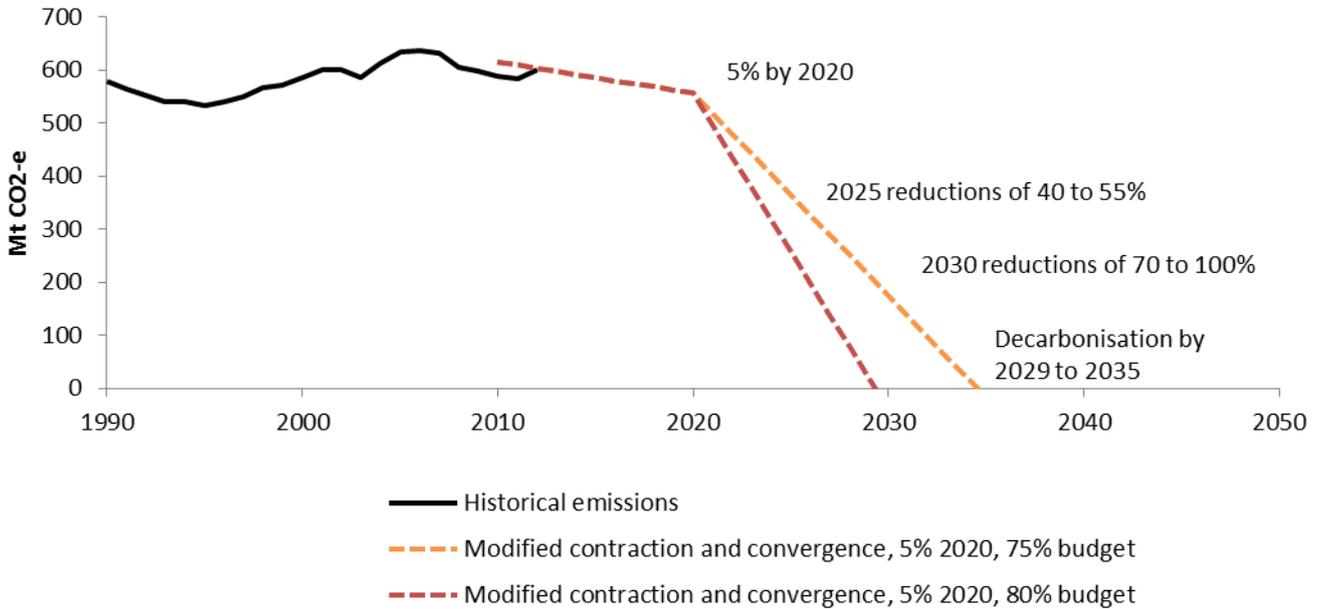
⁵ CCA 2013, Targets and Progress Draft Report, p.113.

Figure 1: Post-2020 goals with a 25 per cent 2020 target



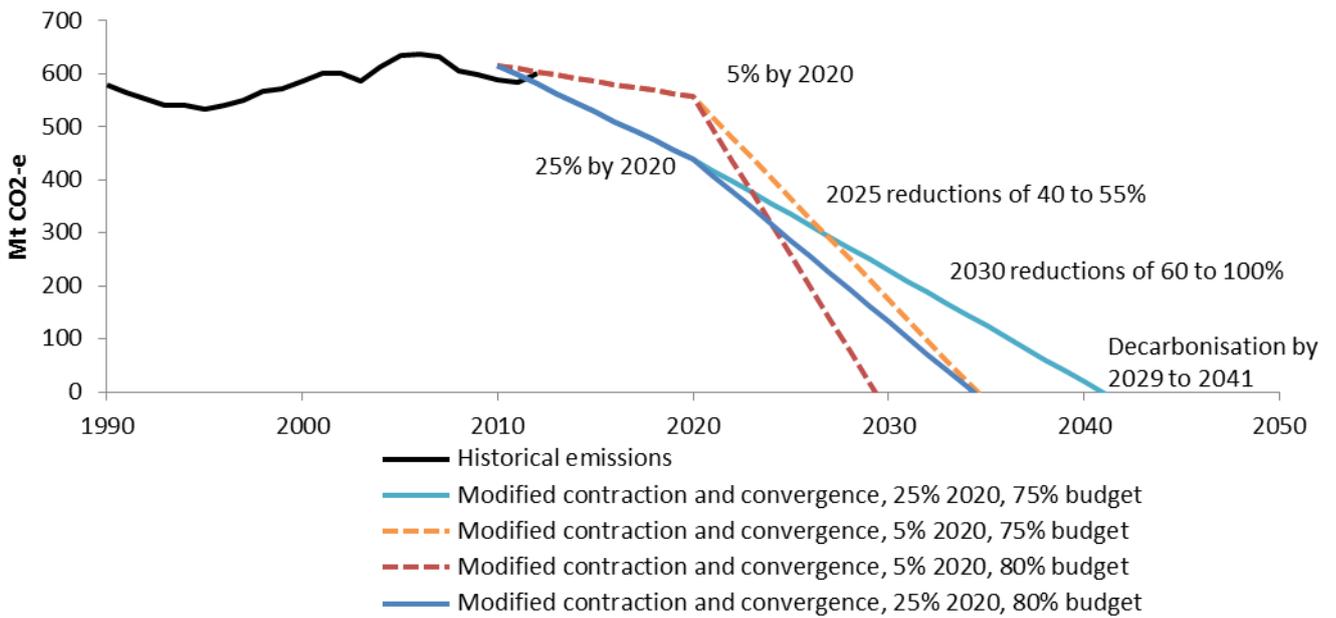
If the Government choose to maintain an inadequate 5 per cent 2020 target, these emissions reduction goals would need to strengthen as more of Australia’s carbon budget will be used up before 2020. Based on a 5 per cent 2020 target but other choices as above, Australia should reduce its emission by 40 to 55 per cent by 2025, 70 to 100 per cent by 2030 and decarbonise its economy by between 2029 and 2035 (Figure 2).

Figure 2: Post-2020 goals with a 5 per cent 2020 target



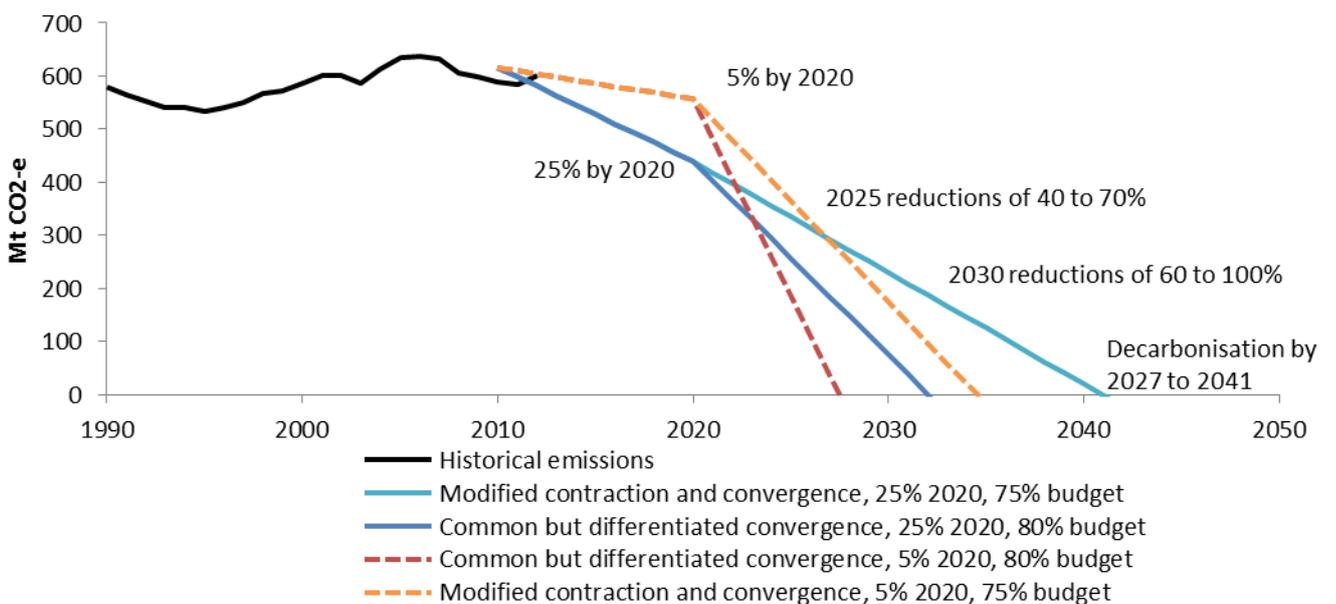
If Australia’s final 2020 target is to remain unclear in 2015, then the Government could adopt initial post 2020 goals based on a range of possible 2020 outcomes. To cover the span of possibilities with 5 to 25 per cent 2020 target Australia could adopt post-2020 goals to reduce its emission by 40 to 55 per cent by 2025 and 60 to 100 per cent by 2030 (Figure 3).

Figure 3: Post-2020 goals to cover a range of possible 2020 outcomes



Other approaches to sharing the global budget are arguable as fair or fairer. Strong arguments have been made for approaches that move much more quickly to equal per capita emissions or that take into account emissions dating back to 1990 or before to take account of historical responsibility. Carbon budgets and target estimates are quite sensitive to these approaches. For example, the CCA found the common but differentiated convergence approach would see Australia's share of the carbon budget fall to 0.90 per cent. If the Government wished to leave scope for this approach to be adopted, along with a carbon budget of 75 to 80 per cent probability and 5 to 25 per cent 2020 targets, appropriate post-2020 goals are to reduce emissions by 40 to 70 per cent by 2025 and 60 to 100 per cent by 2030 (Figure 4).

Figure 4: Post-2020 goals to cover some different fair share approaches



Other influences on post-2020 goals

The post-2020 goals above are consistent with other analyses. Hohne et al (2013) surveyed over 40 papers and excluded outliers to derive ranges for 2030 goals. They found OECD countries as a group would need to reduce emissions by 33 to 74 per cent below 1990 levels by 2030 in order to reach a stabilization level of 450 ppm CO₂e (around a 50:50 chance of keeping warming below 2°C). Hohne and others earlier gave us the widely cited reference point for developed country emissions reductions of 25 to 40 per cent below 1990 levels by 2020.

A number of factors could shrink the carbon budgets used for the analysis above and lead to stronger post-2020 goals being required:

- As the science around climate change continually improves it is possible the carbon budget require to avoid the worst impacts of climate change will shrink.
- A number of approaches to sharing the global budget that are based on credible equity principles would result in a smaller share being allocated to Australia. The world could decide to move towards equal per capita emissions rights much more quickly. Immediately moving to equal per capita emissions rights would see Australia allocated only 0.4 per cent of the global budget. The Greenhouse Development Rights approach requires negative emissions rights allocations for wealthy countries in order to increase the headroom for developing countries resulting in very low carbon budget allocations for countries like Australia.

Australia's goals in the context of other countries

There is growing global momentum behind commitments to a net-zero emissions economy by 2050. It is in Australia's best interest to keep up with the pace of this transition and contribute our fair share of the global effort to cut carbon pollution. This will be both in the interest of the long-term economic prosperity of Australia, as well as positioning Australia to lobby other countries to increase their effort and reduce Australia's high exposure to climate impacts.

In the last 12 months, considerable movements have been made by several of the world's biggest polluters, and some of Australia's most important trading partners. These include:

- In November 2014, US President Barrack Obama committed to doubling the pace of carbon pollution reduction (26-28 percent below 2005 levels by 2025). This sets a path for the US to achieve 80 percent reductions by 2050⁶.
- Large-scale clean energy investment saw a 16 per cent increase in 2014, with Canada (USD5.3 billion), Brazil (\$US4.7 billion) and South Africa (\$US4.5 billion) each investing over 20 times as much in large-scale clean energy as Australia did in 2014⁷.
- China has committed to peaking its emissions by 2030 as part of its "war on pollution" declared by Chinese Premier Li Keqiang in March 2014⁸. China already has provincial emission trading schemes (ETS) covering around 700 million tonnes of carbon and has plans to develop a national ETS⁹. Australia's previous carbon market covered less than 350 million tonnes.
- In 2014, for the first time ever, China reduced its consumption of coal while GDP continued to grow. This coincides with the President's announcement of a 'energy revolution' which has seen China leading the

⁶ <http://www.whitehouse.gov/the-press-office/2014/11/11/fact-sheet-us-china-joint-announcement-climate-change-and-clean-energy-c>

⁷ <http://reneweconomy.com.au/2015/australia-falls-behind-honduras-myanmar-clean-energy-investment-47808>

⁸ <http://www.reuters.com/article/2014/03/05/us-china-parliament-pollution-idUSBREA2405W20140305>

⁹ <http://uk.reuters.com/article/2014/02/18/china-carbon-idUKL3N0LN2GI20140218>

world in investments in renewable energy and energy efficiency. In 2014 alone, China installed the equivalent of nearly five times Australia's total solar PV capacity¹⁰.

Several countries have also already begun announcing their post-2020 emission reduction targets which they will take into the Paris negotiations in December. Switzerland (50% by 2030 of 1990 levels) and the EU (40 percent domestic emissions cuts below 1990 levels by 2030) have recently joined Norway, the UK and Germany in putting forward their intended targets.

Australia is in a position to build on this momentum and take a more ambitious stance in delivering its post-2020 emission reduction targets. Australia is a wealthy nation and can afford to make the adjustment towards stronger emission reductions targets. The economic impact of higher targets has been shown to be modest (see above). Setting clear and ambitious targets also allows industry time to plan for the transition away from fossil fuels, thus avoiding a sharper, more costly adjustment if the emission reduction effort is delayed.

There is a global expectation that Australia lifts its ambition around emission reduction targets. Australia's emission reduction effort until this point in time has been well below most other developed nations. For example, an earlier assessment by the CCA (see Table 3) showed the US 2020 targets to be more ambitious than Australia's across all common baseline years. In the lead-up to the 2014 G20, the US raised the bar by doubling the pace of carbon pollution reduction to achieve 26-28 percent below 2005 levels by 2025.

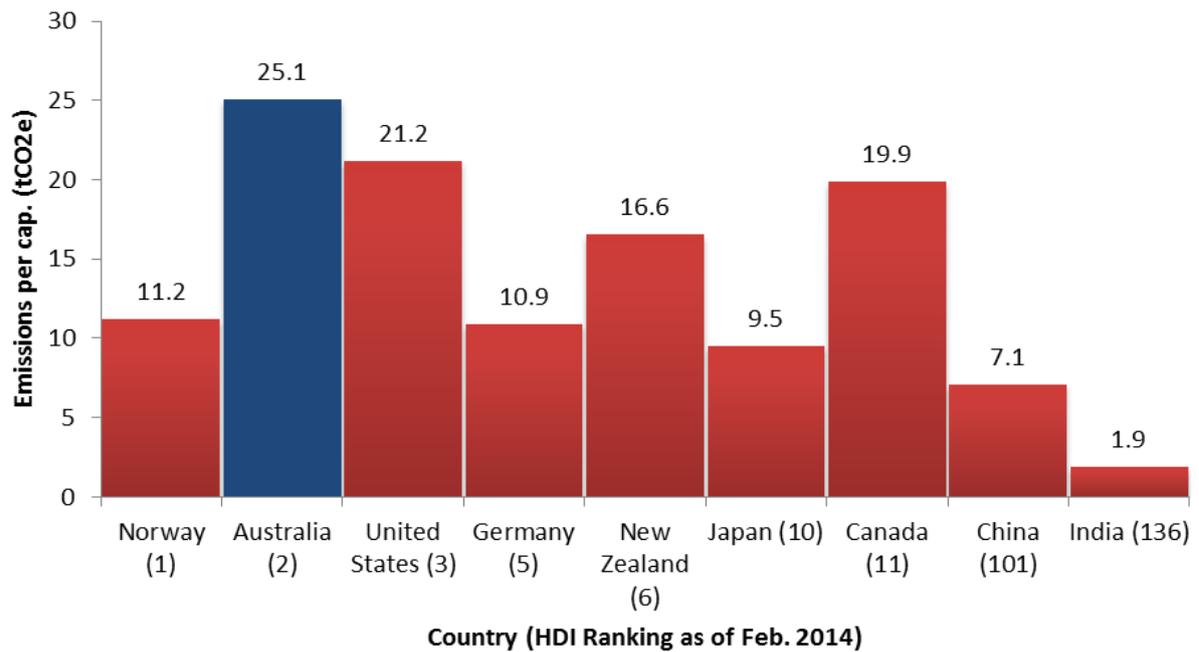
Table 3: Comparison of emission reduction targets: Australia and the US

2020 Targets	Reductions against a 1990 base year	Reductions against a 2000 base year	Reductions against a 2005 base year
Australia: 5 per cent from 2000	-4	-5	-12
Australia: 19 per cent from 2000 (CCA recommended target)	-18	-19	-25
United States: 17 per cent from 2005	-5	-20	-17
United States: 2025 target			-26-28

A larger target should reflect the high per capita emissions of Australia. Although Australia produces a small amount of carbon pollution compared to the US and China, we are still the 15th largest polluter. More importantly, considered on a per capita basis, Australia remains one of the most carbon intensive economies in the world. Figure 5 illustrates Australia's high emissions intensity per capita relative to other nations, and its ranking on the Human Development Index (HDI).

¹⁰ Climate Council of Australia (2014). *Lagging behind: Australia and the global response to climate change*

Figure 5: HDI versus emissions per capita¹¹



Recommendation: Raising Australia’s level of ambition should be seen in the context of the global transition away from fossil-fuel intensive growth. This transition is being led by some of the world’s largest polluters and Australia’s most important trading partners.

¹¹ Adapted from CCA (2014). *Reducing Australia’s Greenhouse Gas Emissions-Targets and Progress Review*. page 13