



WWF

COP22

EXPECTATIONS

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# FULFILLING THE PROMISE OF PARIS IN MARRAKECH WWF ASKS FOR COP22

## FULFILLING THE PROMISE OF PARIS

The Paris Agreement is a political milestone with the potential to refocus global efforts around one of the most challenging problems humanity faces. That the Agreement enters into force on 4 November, much earlier than anyone imagined in last December, along with recent progress at the International Civil Aviation Organization (ICAO) and the Montreal Protocol are encouraging signs of continued political will to address climate change. Marrakech can now start with a much-deserved celebration, and this positive spirit and momentum should motivate Parties to make substantive progress in the first Post-Paris COP.

Yet much remains to be done for the Paris Agreement to fully galvanise global climate action and unleash the socio-economic and energy

transformation necessary to deliver on the sustainable development goals while limiting warming to 1.5°C. Current country pledges bend the emissions curve, but still leave the world on course for around 3°C of warming – which will undermine our collective development aspirations and be catastrophic for many.

History will judge the Paris Agreement by whether governments, corporations, cities and other actors deliver the transformational policies needed to limit warming to 1.5°C. Marrakech is an opportunity to usher in a new way of doing business – it can build on the lessons of what has worked in the run up to Paris and create enabling conditions for greater collaboration, accelerated action and increased ambition.

## WWF PRIORITIES FOR MARRAKESH

### A. Timely completion of the Paris Agreement “rulebook”

Parties must start agreeing on the rules for implementing the Paris Agreement and fill in the remaining gaps, in areas like transparency, clarity and consistency of national targets, and future development of carbon markets. This rulebook must be developed and finalised in time for the 2018 “facilitative dialogue”, the

next global opportunity to take stock of climate ambition. The rules are critical to understanding how countries are progressing towards meeting their nationally-determined targets, and whether countries are collectively aligned with the aggregate emissions trajectory that will limit temperature increase to 1.5°C.

### B. Scaling up action on the ground now to close the pre-2020 gap

All actors can take action now to prevent climate disruption and be part of the solution. Parties must support and pursue opportunities for collaborative actions, by both governments and non-governmental actors. The Global Climate Action Agenda (GCAA, formerly LPAA) is an opportunity to catalyze and communicate ambitious and ground-breaking initiatives, and stimulate a race-to-the-top for near-term climate action.

## WHAT ISSUES DO NEGOTIATORS NEED TO ADDRESS AT COP22?

Parties have promised to pursue efforts to keep warming below 1.5°C. WWF believes that strong outcomes on the priorities identified above at COP22 are particularly important to achieving this goal. However, negotiators will be addressing a much broader range of issues at the COP which are essential to a balanced and comprehensive outcome and work plan going forward. We expect governments to make progress on comprehensive implementation of Paris Agreement in Marrakech, including by:

1. Making the most of **early entry-into-force** of the Paris Agreement, through a commitment by all Parties to an **accelerated work plan** for the completion of the Paris Agreement rules, as well as the implementation and scaling up of ambition and actions on the ground.
2. **Prepare the ground for effective review cycles** that increase ambition based on science and equity by starting to define **clear modalities** for the **2018 facilitative**

COP22 can showcase tangible progress on existing commitments and launch new efforts to deliver near-term emission reductions and enhanced climate preparedness across sectors. COP22 must see the GCAA be consolidated as a convening space for ambitious collaborative initiatives between

State and non-State actors. This will need continued support by the UNFCCC and COP Presidencies, strong criteria for collaborative initiatives, and clear linkages between UNFCCC discussions (particularly the Technical Examination Processes for mitigation and adaptation) and the GCAA.

### C. Leveraging the 2018 facilitative dialogue to close the ambition gap

We have a narrow window of opportunity to close the gap between the emissions reductions promised in countries Nationally Determined Contributions (NDCs) and what is necessary to meet our long-term climate change objectives. At COP22 Parties must start preparing to take advantage of the opportunity in 2018 of the facilitative dialogue and the information in the IPCC Special Report on 1.5°C. COP22 must lay the groundwork for the process and modalities of the 2018 facilitative dialogue, by further considering the conditions, supportive processes, inputs and outputs that can best support greater individual and collective ambition.

**dialogue** and the **2023 global stock take**, and identifying the conditions, inputs and outputs that can support greater ambition.

3. Launching collaborative initiatives that **close the mitigation and adaptation gaps before 2020**, demonstrating tangible progress on existing efforts, and strengthening the synergies between UNFCCC and the GCAA.
4. Developing effective **accounting and transparency systems** and embedding **equity and fairness** in the Paris Agreement rules which guide nationally determined contributions.
5. Delivering **certainty on levels of climate finance**, through agreeing on accounting methodologies and building on the roadmap presented by developed countries on how to scale up finance to US\$ 100 billion per year by 2020.
6. Developing concrete milestones and indicators for the **global goal on adaptation**, as well as securing technical and financial support to materialise it.

PARTIES  
PROMISE TO  
PURSUE EFFORTS  
TO KEEP  
WARMING  
BELOW  
1.5°C

7. Delivering an ambitious five-year work plan for the Warsaw International Mechanism for **Loss and Damage** associated with Climate Change Impacts with levels of financial and technical support to safeguard vulnerable countries, populations and ecosystems.

## CAN THE PARIS AGREEMENT LIMIT GLOBAL AVERAGE TEMPERATURE RISE TO BELOW 1.5°C?

We believe that it can. However initial Nationally Determined Contributions (NDCs) are too weak to achieve the agreed temperature limits. At the current rate that anthropogenic greenhouse gases (GHGs) are emitted to the atmosphere (around 50 billion tonnes of carbon dioxide equivalent per annum<sup>1</sup> - GtCO<sub>2</sub>eq), the global carbon budget for any reasonable chance to limit warming below 1.5°C (400-600 GtCO<sub>2</sub>eq) will be exhausted in the next 4 to 12 years<sup>2</sup>. Yet summing countries' current plans sees global emissions set to increase at least to 2030<sup>3</sup>. Countries should focus on what is under their control – immediate, large-scale cutting of emissions.

## CAN COUNTRIES IMPROVE ON THEIR PLEDGES AND ACTIONS FOR THE PERIOD TO 2020?

The COP22 facilitative dialogue in 2018<sup>4</sup> is a formal opportunity for developed countries to increase their 2020 climate targets, and to enhance their support for developing country actions. This is an opportunity for all parties to discuss how they can meet and exceed their existing targets and actions, through specific policy measures and collaborative efforts.

While pre-2020 economy-wide targets for individual countries are an important part of the picture, transformational initiatives such as the Africa Renewable Energy Initiative (AREI) and the International Solar Alliance prove that additional emission reductions with co-benefits for development are possible when countries collaborate. To turn ideas into action, the technical expert meetings (TEMs<sup>5</sup>) need to be results-focused, and identify steps to overcome the barriers to implementation for cooperative initiatives and develop concrete measures to accelerate transformation in key sectors. TEMS

with more focus could follow and track promising initiatives from idea to implementation and replication, which could help create enthusiasm and a race to the top as proponents of initiatives strive to get the UNFCCC stamp of approval. It would also link the TEMs more explicitly with the Global Climate Action Agenda (GCAA).

The GCAA in turn must be consolidated as a platform for ambitious near-term climate action based on the collaboration between State and non-State actors. It must adopt clear criteria and transparent follow-up mechanisms for cooperative initiatives, and use the annual COP high-level event to highlight “best in class” initiatives, to make sure that State and non-State actors' actions are aligning with the Paris Agreement goals. The Champions for pre-2020 action<sup>6</sup> should facilitate this transformation from ideas to action by acting as leading spokespeople for urgent climate action beyond climate circles, and engaging Parties and other relevant actors to provide finance and technology. In 2016, the two first Champions, her Excellency Ms. Laurence Tubiana and Her Excellency Ms. Hakima El Haite, have raised the need for collaboration on near-term action up the agenda, and this must continue with subsequent COP Presidencies. Marrakech must ensure a smooth transition to effective arrangements for Champions and urgent near-term action under the incoming COP 23 Presidency. To this end it is important to focus on the potential for collaboration and synergies between States and non-State actors, and key technologies and sectors with large emission reduction potential and co-benefits for development - such as renewable energy, energy efficiency, the forest and land sector, and cities.

## HOW DO WE SCALE UP THE 2025 AND 2030 COUNTRY TARGETS?

All Parties, whether they have ratified or not, should be revisiting their NDCs and preparing to raise their ambition during the 2018 facilitative dialogue<sup>7</sup>. To this end the negotiations at COP22 and through 2017 need to clarify how the facilitative dialogue will be organized and how it will drive more ambitious plans. This first review event can set an important precedent for the five-yearly global stock take starting in 2023.

To help countries improve current NDCs and prepare subsequent submissions, negotiators need to urgently work on guidelines to help structure

1 WRI. 2016. GHG Emissions Totals - Total GHG Emissions Including Land-Use Change and Forestry - 2012 (MtCO<sub>2</sub>e). Available at: <http://bit.ly/1WeTh35> Accessed 7 April 2016.

2 CarbonBrief. 2014. Six years worth of current emissions would blow the carbon budget for 1.5 degrees. <http://www.carbonbrief.org/six-years-worth-of-current-emissions-would-blow-the-carbon-budget-for-1-5-degrees>

3 UNFCCC. 2015. Synthesis report on the aggregate effect of the intended nationally determined contributions (FCCC/CP/2015/7). Available at <http://unfccc.int/resource/docs/2016/cop22/eng/02.pdf>

4 FCCC/CP/2015/10/Add.1 para 116

5 FCCC/CP/2015/10/Add.1 para 110

6 FCCC/CP/2015/10/Add.1 para 122

7 FCCC/CP/2015/10/Add.1 para 20

## US\$100 BILLION CLIMATE FINANCE BY 2020

NDCs to ensure that they are ambitious, comparable, measurable and equitable<sup>8</sup>. Parties also need to work together to deliver the conditions that some Parties have indicated need to be met for them to deliver more action under their INDCs. Currently, it is not clear how and where those conditional actions will be matched with necessary support; effective matchmaking mechanisms need to be developed to encourage and support greater ambition. And while support-providing countries have to come to the party, those countries with conditional INDCs also have to offer more clarity on their unconditional efforts and how much support they require to realize their conditional ambition.

### WHAT DO WE DO ABOUT FAIRNESS AND EQUITY UNDER THE PARIS AGREEMENT?

In the push to get a united global response to climate change together, governments made very limited progress on establishing the basis for an equitable effort sharing. Already we see that without any guidance on fairness global efforts fall short. The principle of national determination that underpins the Paris Agreement has to be balanced and informed by further agreement on a set of indicators, based on responsibility and capability, which can guide countries as they seek to increase their ambition levels. The upcoming negotiations on guidelines for climate plans (NDCs<sup>9</sup>) and the global stock take<sup>10</sup> offer important opportunities to strengthen consideration of equity going forward.

### HOW DO WE FIND THE FINANCIAL AND OTHER SUPPORT TO FUND THE JUST TRANSITION TO LOW/ZERO-CARBON FUTURE?

Developed countries have prepared a roadmap to meeting their shared goal of scaling up climate finance to US\$100 billion by 2020. This is a useful and welcome effort, but gaps remain that must be addressed going forward. The Paris Agreement builds on existing institutions and extends the commitment by developed countries to mobilize US\$100 billion per annum by 2020, to each year from 2021 to 2025, and to negotiate new, higher targets after 2025. It is important to deliver clarity on what types of financial transfers and flows can be counted toward these targets. The development by SBSTA<sup>11</sup> of accounting modalities is essential for a shared understanding of progress in scaling up financing<sup>12</sup>. In parallel, it is important that all countries engage in a serious dialogue around

maximising the benefits and impacts of all available financial resources, and find ways to concretely link the provision of support with scaled up action.

While scaled up public finance transfers have a special importance in enabling action in developing countries, broader financial flows, including efforts to redirect the trillions of investment flows into environmentally sound and low and zero emissions technologies and economic activities, is increasingly important. Article 2.1.c of the Paris Agreement commits all Parties to making financial flows consistent with a pathway towards low GHG emissions and climate resilient development. This objective must underpin all work on finance and support under the Agreement and Parties have to consider how finance and other support can leverage greater ambition. Many developing countries will need support to make the transition to low-carbon development pathways. Securing financial and other support for conditional mitigation pledges is one potential way forward with some countries already having indicated how much more mitigation they could do with additional support.

### WHAT ABOUT VULNERABLE PEOPLE, COMMUNITIES, ECOSYSTEMS AND COUNTRIES WHICH ALREADY HAVE TO ADAPT TO THE IMPACTS OF CLIMATE CHANGE?

The Paris Agreement places adaptation (Article 7) and loss and damage (Article 8) on a par with Mitigation. These now must be translated into tangible protection for the poor and vulnerable. The first step is to translate the Global Goal on Adaptation into a set of milestones and indicators that are directly linked to countries' preparation of their national adaptation plans (NAPs) and their NDCs. Negotiators need to immediately start discussions on such milestones and indicators in order to agree on them through COP22 decision.

In Paris governments agreed that greater adaptation needs invoke higher costs. Negotiators must deepen discussions of how adaptation finance will be delivered and at what scale to ensure that developing countries can plan appropriately for future climate change impacts.

Recognising that adaptation action must be urgently scaled up, governments agreed to launch a technical examination of adaptation in 2016. This process must focus on launching collaborative adaptation initiatives at the

8 FCCC/CP/2015/10/Add.1 para 28

9 FCCC/CP/2015/10/Add.1 para 28

10 UNFCCC. 2015. Paris Agreement, 21st Conference of the Parties, Paris: United Nations. Available at [http://unfccc.int/files/meetings/paris\\_nov\\_2015/application/pdf/paris\\_agreement\\_english\\_.pdf](http://unfccc.int/files/meetings/paris_nov_2015/application/pdf/paris_agreement_english_.pdf)

11 Paragraph 58 of 1.CP/21

12 Paragraph 115 of 1.CP/21

high-level event at COP22. The Champions should ensure that the adaptation TEMs help to address gaps and expedite the implementation, by focusing on how existing initiatives can be scaled up and replicated, how to match ideas to means of implementation and how concrete initiatives can be launched at annual high-level events as part of the GCAA.

## WHAT ABOUT THOSE INSTANCES WHERE ADAPTATION IS NOT POSSIBLE OR INSUFFICIENT? HOW WILL THE ARTICLE ON LOSS AND DAMAGE IN THE PARIS AGREEMENT HELP?

By recognising loss and damage as a standalone issue in its Article 8, the Paris Agreement created a critical space to help those facing the worst impacts of climate change. Delivering an effective institutional framework is the first step to ensure that the loss and damage provisions in the Paris Agreement have real benefit. The Warsaw International Mechanism on Loss and Damage (WIM) has to start implementing its work plan and make progress on risk insurance facilities. In Marrakech, Parties need to deliver the ambitious five year work plan of the WIM to strengthen this area of work as agreed in previous COPs. Concurrently, countries have to complete national plans to address loss and damage, and quantify their support requirements for dealing with loss and damage. Developed countries have to clarify how, when and at what scale they will provide financial and technical support for those vulnerable people and countries that face loss and damage.



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