



SUBMISSION

AUGUST
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WWF Submission to High-level Champions on the roadmap for Global Climate Action

WWF welcomes the appointment of Her Excellency Ms. Laurence Tubiana, French Ambassador for Climate Change and Her Excellency Ms. Hakima El Haité, Minister delegate to the Ministry of Energy, Mines, Water and Environment of Morocco as high-level champions for pre-2020 climate action.



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**STRENGTHENING
THE VARIOUS
PRE-2020
PROCESSES IS
IMPORTANT FOR
THE SUCCESSFUL
DELIVERY OF THE
MARRAKECH COP
AND BEYOND**

Introduction

WWF takes this opportunity to present our views on the roadmap for global climate action. We strongly believe that to fulfill the objective of the Paris Agreement, all countries must urgently take more ambitious action during the pre-2020 period in light of science and equity, starting now. Strengthening the various pre-2020 processes is important for the successful delivery of the Marrakech COP and beyond, and the champions have a pivotal role to play to achieve the best outcomes. Below, WWF provides feedback and recommendations on the work area that the champions have highlighted in the roadmap for the global climate action agenda that will accelerate climate action and help the world achieve a zero carbon, climate resilient future.

This submission is based on WWF's analysis of COP21 decisions and the Paris Agreement. In particular with the decisions that led to establishing the roles of the champions and with Part IV on "enhanced action prior to 2020", emphasizing furthermore the mandate received by champions at COP21 to tackle urgency and pre-2020 climate action:

121. Decides that two high-level champions shall be appointed to act on behalf of the President of the Conference of the Parties to facilitate through strengthened high-level engagement in the period 2016–2020 the successful execution of existing efforts and the scaling-up and introduction of new or strengthened voluntary efforts, initiatives and coalitions.

On the road through Paris, WWF has joined different initiatives from the action agenda with a broad range of stakeholders, like NGOs, cities and the private sector. This includes the New York Declaration on Forests, the Science-based targets business initiative, the Cities Climate Finance Leadership Alliance (CCFLA), and the Covenant and Compact of Mayors. WWF has also welcomed others like the Africa Renewable Energy Initiative, the Africa Initiative on Adaptation, the International Solar Alliance, and the Climate and Clean Air Coalition.

WWF believes that a better structured, more transparent and reinforced action agenda can contribute to scale up action and collaboration.

In these matters, WWF collaborates with its partners and networks like the **Climate Action Network International, Galvanizing the Groundswell of Climate Actions, ICLEI, etc.**

PRE-2020 ACTION IS A KEY ELEMENT FOR THE IMPLEMENTATION AND SUCCESS OF THE PARIS AGREEMENT, EQUALLY FOR ADAPTATION, MITIGATION AND MEANS OF IMPLEMENTATION

1. The current situation

The sense of urgency that led to the Paris Agreement and sustained the work on Workstream 2 (pre-2020 ambition) throughout the whole of 2015 must be sustained. The high-level champions need to make sure that we do “more, faster and now” on enhanced pre-2020 action. Notably, there is a need to quick-start implementation with a sense of urgency and ambition; create an interface with the real world and solutions, particularly the involvement of non-Party stakeholders; and maintain the political momentum.

Is this general presentation an accurate description of the current state of play? If not, what can we do more?

WHAT CAN WE DO MORE

SCIENCE

('Foundation for action')

CURRENT PLEDGES AND UNTAPPED POTENTIAL

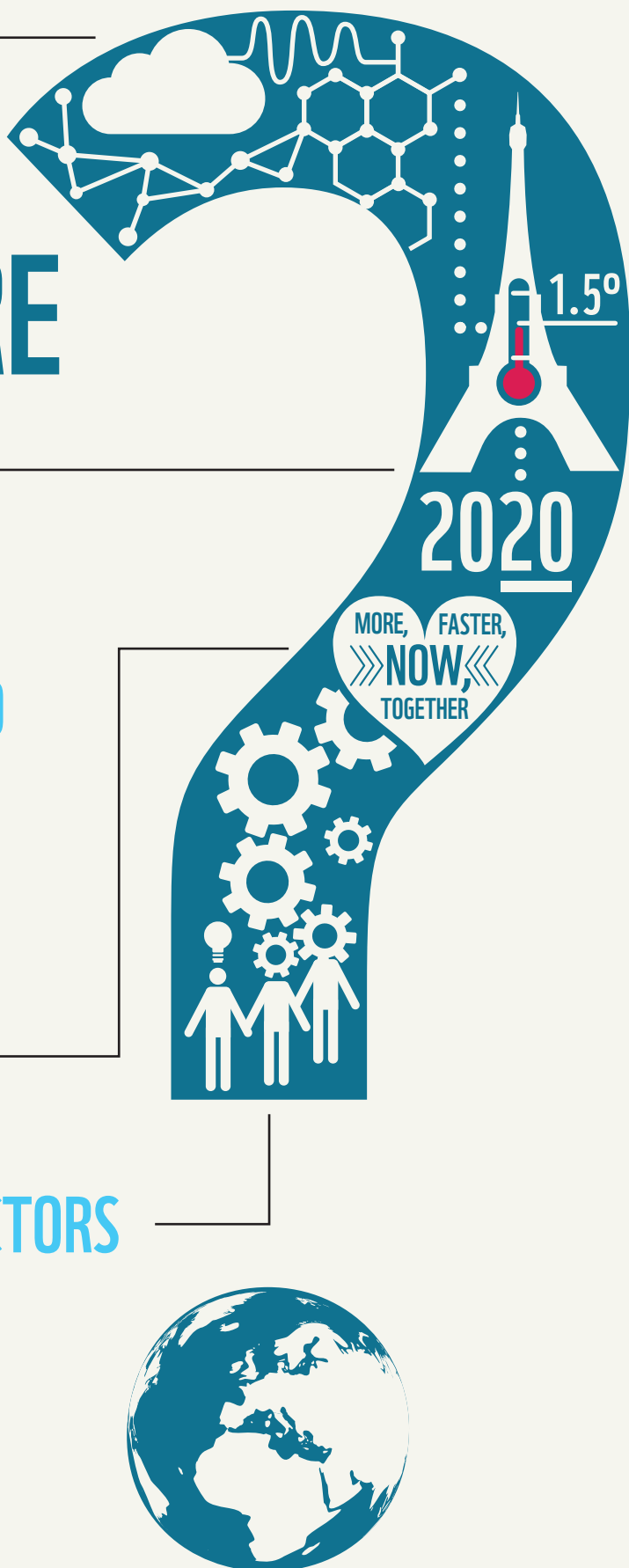
('Direction for action')

FROM THE 'SENSE OF URGENCY' TO 'ACTION'

('Heart for action')

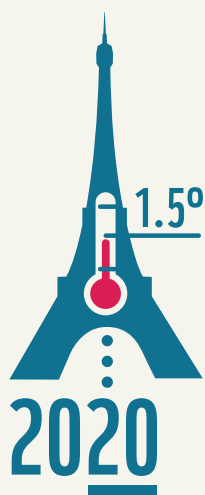
STAKEHOLDERS AND ACTORS OF TRANSFORMATIVE INITIATIVES

('Legs for action')





Science ('Foundation for action') – Leading to COP21, WWF pushed leaders to address current gaps in climate action (mitigation, adaptation and finance) between now and the entry into force of the Paris Agreement by implementing pre-2020 action. This positioning has been based on the most recent scientific evidence, in particular from the IPCC AR5, the UNFCCC INDC synthesis report, and UNEP gap reports. Science must be the cornerstone for global climate action. WWF thus recommends that the champions include the following reference: “Notably, there is a need to quick-start implementation with a sense of urgency and ambition, **informed and guided by the best science available**”. WWF invites the champions to anchor science in their roadmaps as the ‘foundation for action’ that would guide and inform the work of current and future champions and enable the highest impact of the global climate action agenda.



PRE-2020 ACTION IS A KEY ELEMENT FOR THE IMPLEMENTATION AND SUCCESS OF THE PARIS AGREEMENT, EQUALLY FOR ADAPTATION, MITIGATION AND MEANS OF IMPLEMENTATION.

Current pledges and untapped potential ('Direction for action')– The latest science indicates that large-scale climate action cannot wait until the Paris Agreement, with targets for 2025 and 2030, is implemented. The Paris Agreement sends the right long-term signals, but does not commit enough specific action in the next few critical years. In fact, countries' current climate plans allow global emissions to increase until 2030 to a level 38% higher than allowable even under a very risky 2°C trajectory¹. Furthermore, from the IPCC AR5 report, we know that at current emissions levels the carbon budget for a strong likelihood (66%) of keeping warming below 1.5°C could be exhausted in as little as six years². With the current INDCs, even the carbon budget for a 50% likelihood of keeping warming below 1.5°C will be exhausted by 2025³. If more is not done now, action under the Paris Agreement will be too little too late. The champions can help rectify this. WWF thus believes that the paragraph on the current state of play should also reflect that the pledges submitted by countries thus far do not match with trajectories needed to fulfill the ambition of Paris Agreement. This section could also highlight the current potential for mitigation and adaptation action with significant co-benefits for poverty reduction, development, and health in the pre-2020 period, in energy production and use, industrial processes, transport, cities and built environments, the forest and land sector, ecosystem services, food production, and more. Transformational initiatives and collaborative partnerships among state and non-state actors, such as the Africa Renewable Energy Initiative, the Africa Initiative on Adaptation, the International Solar Alliance, the Climate and Clean Air Coalition, the Forest Coalition and its work under the umbrella of the New York Declaration on Forests, illustrate the potential of collaboration to unlock enhanced action. WWF recommends integrating this information as follows: “*Pre-2020 action is a key element for the implementation and success of the Paris Agreement, equally for adaptation, mitigation and means of implementation. While actions pledged to date do not meet the level of ambition agreed to in the Paris Agreement, initiatives from around the world are indications of untapped potential for pre-2020 action.*”

¹ UNFCCC. 2016. Aggregate effect of the intended nationally determined contributions: an update. FCCC/CP/2016/2. Available at <http://unfccc.int/resource/docs/2016/cop22/eng/02.pdf>.

² CarbonBrief. 2014. Six years worth of current emissions would blow the carbon budget for 1.5 degrees. Available at <http://bit.ly/1RkZMzI>.

³ UNFCCC. 2016. Aggregate effect of the intended nationally determined contributions: an update. FCCC/CP/2016/2. Available at <http://unfccc.int/resource/docs/2016/cop22/eng/02.pdf>.



From the ‘sense of urgency’ to ‘action’ (‘Heart for action’) – While the Paris Agreement and other COP21 decisions offer hooks to accelerate action, including through the introduction of high-level climate champions, it is still unclear how world leaders intend to connect their action with the long-term goals agreed to in the agreement to keep global warming well below 2°C, with an aspirational goal of 1.5°C. To achieve this, large-scale climate action is desperately needed. Therefore, WWF recommends that the champions directly connect the Paris momentum with responses to the urgency: *“The sense of urgency that led to the Paris Agreement and sustained the work on workstream 2 (pre-2020 ambition) throughout the whole of 2015 must be leveraged to find concrete responses and ways to increase ambition now”*. The road through COP21 in Paris demonstrated that many leaders were willing to engage on climate. This willingness must now be translated politically into a new kind of leadership for climate action: the ‘heart for action’. This could be incorporated by emphasizing the need for increasing rather than simply maintaining political momentum: “Notably, there is a need to [...] **and to increase the political momentum for climate action.**” One of the key values of the action agenda launched at COP20 has been its potential to enable more collaboration. In addition to “more, faster, now”, WWF thinks that the champions’ slogan could also emphasize this dimension with the following: **“more, faster, now, together”**. It is also critical to introduce collaboration in the interface proposed – not only emphasizing the involvement of non-Party stakeholders but also helping to create the enabling environment for more collaboration. The champions need to connect those in the forefront of climate action to the Paris goals, and to guarantee that we are all working towards our common objectives. WWF thus proposes: *“Create an interface with the real world and solutions, particularly to drive more collaboration, including with non-Party stakeholders.”*



Stakeholders and actors of transformative initiatives (‘Legs for action’)

– In addition to the negotiations, in the last few years we have witnessed a growing global climate movement, engagement from more and more stakeholders, and the launch of transformative initiatives. Coalitions within civil society have brought together NGOs, cities, trade unions, social movements, and business, etc. It has demonstrated the possibility to engage on pre-2020 action and to garner support from a wide variety of stakeholders. The action agenda - known initially as the Lima-Paris Action Agenda - helped to canalize, catalyze and organize part of this mobilization, structuring and promoting it and bringing stakeholders to the table with more than 71 initiatives. WWF has taken part in some of these initiatives and sees the added value of ensuring their continuation and reinforcement. Most of these initiatives have demonstrated the benefits of connecting to action on the ground, but also of building bridges between various groups, regions, sectors, non-state actors, and even states. These actors provide the legs for action. The notion of an ‘interface’ introduced in the current proposal by the champions should be rounded out by indicating support to relevant coalitions and parties to increase their capacity to advance and work. The champions should enable the coalitions and the sectors to keep working and to bring others on board in their efforts. For this, clear guidance and terms of engagement are key to keep moving forward together towards the same goals. As referred to in the adoption of the Paris Agreement paragraph 111.c⁴, the notion of policies, practices and support could be reflected in the state of play prepared by the champions: “create an interface [...], **mobilize further support for implementation**, and increase the political momentum for climate action”.

⁴ 111.(c) Preparing, in consultation with the champions referred to in paragraph 121 below, a summary for policymakers, with information on specific policies, practices and actions representing best practices and with the potential to be scalable and replicable, and on options to support their implementation, as well as on relevant collaborative initiatives, and publishing the summary at least two months in advance of each session of the Conference of the Parties as input for the high-level event referred to in paragraph 120 below.

ACCORDINGLY, WWF HAS SUPPORTED THE APPOINTMENT OF HIGH-LEVEL CHAMPIONS AS A WAY TO INCREASE AMBITION AND HAVE A CHANCE TO CLOSE THE MITIGATION, ADAPTATION AND FINANCE GAPS

2. The Role of the high-level champions:

As champions of global climate action, we believe that we need to be an interface between action on the ground and the UNFCCC negotiation process, between non-Party stakeholders and Parties. We intend to track implementation of existing initiatives to demonstrate credibility, promote best practices and enhance delivery. We will also support new initiatives focusing on adaptation, with a view to broadening the country coverage and including more initiatives coming from developing country Parties and non-Party stakeholders.

Is this an accurate description of the role the high-level climate champions should play with regard to the mobilization of non-state actors? Is there anything else they should do, or are there things mentioned here that they should not do?

According to the mandate given in the Adoption of Paris Agreement paragraph 121, the role of the high-level climate champions goes far beyond the mobilization of non-state actors and initiatives and should “*facilitate the successful execution of existing efforts and the scaling-up and introduction of new or strengthened voluntary efforts, initiatives and coalitions*”. Their role could therefore be extended to the broader pre-2020 agenda, with the following possible and desirable outcomes:

- **Formally increasing the 2020 targets by developed countries and other Parties willing and in a position to do so.**
- **Enhancing the provision of means of implementation, especially financial assistance and available support.**
- **International cooperation to create additional mitigation and adaptation action.**

Accordingly, WWF has supported the appointment of high-level champions as a way to increase ambition and have a chance to close the mitigation, adaptation and finance gaps in light of untapped potential and their co-benefits on poverty eradication and development. The high-level champions should develop a clear plan for how they will facilitate unleashing this potential, detailing how they will best make use of the infrastructures established in and in relation to the UNFCCC to serve this purpose: the annual high-level events, the technical examination process and technical expert meetings, summary for policymakers and other reports, and the global climate action agenda. The description could include: **“We will also facilitate the discussion on how to build efficient, annual high-level events and make best use of the technical expert meetings and summary for policymakers to scale up successful existing efforts and secure the introduction and subsequent scaling-up of new or strengthened voluntary efforts, initiatives and coalitions.”**

As the action agenda has developed, the question of access to the action agenda by new applicant initiatives has been difficult to address. In addition to “track[ing] implementation of existing initiatives”, the champions should also be able to improve the transparency for application and entry of new initiatives in the global climate

THE HIGH-LEVEL CHAMPIONS COULD HELP TO SPUR A MORE INTEGRATED AND CROSS-SECTORAL APPROACH

WWF IS DEEPLY CONCERNED THAT, IN THE ABSENCE OF STRONG AGREED CRITERIA, FALSE SOLUTIONS MAY CREEP INTO THE PORTFOLIO OF INITIATIVES

action agenda, pushing for key recommendations, criteria and safeguards. This can be connected with the tools developed for transparency and tracking of existing initiatives, including the fulfillment of a set of criteria (please find more details on this in part 3 below). WWF proposes that the champions contribute as well to dealing with the application of new initiatives: *“We intend to track implementation of existing initiatives to demonstrate credibility, promote best practices and enhance delivery. We propose to extend the tools developed for tracking existing initiatives to secure credibility and transparency of new applicants as well.”*

As demonstrated by existing collaborations unleashed in some initiatives, the global climate action agenda is an opportunity to connect stakeholders within sectors to map common strategies or adopt joint roadmaps, or between sectors to share a more integrated and cross-cutting approach. Therefore, the high-level champions could help to spur a more integrated and cross-sectoral approach, creating cohesion within the overall action agenda, enabling the aggregation of efforts and the reinforcement of collaboration both within and between sectors, in line with Paris Agreement objectives. WWF thus proposes the following text addition: **“Based on experiences from existing initiatives and coalitions, as well as their aggregate contributions, we will push for an integrated approach that reinforces collaboration and synergies within and between sectors”.**

3. Transparency and tracking

We need to help non-Party stakeholders achieve the recognition they seek. At the same time, we owe it to the integrity of the UNFCCC process to make sure that these initiatives and coalitions achieve the targets they set for themselves; that these targets are truly consistent with the long-term goals of the Paris Agreement; and that the participants in initiatives and coalitions are actually doing what it takes to achieve the commitments they made. Therefore we intend to work on improving transparency of action and tracking of implementation to demonstrate the credibility of their work.

How do we assess the initiatives? What would be the ideal set of criteria? Who would assess them? What should be the role of the Non-State Actor Zone for Climate Action (NAZCA)?

The action agenda has presented the world with a unique opportunity to develop and implement key transformational initiatives. However, WWF is deeply concerned that, in the absence of strong agreed criteria, false solutions may creep into the portfolio of initiatives. For the action agenda to build credibility and gain political influence, the projects and initiatives presented at technical meetings and highlighted at high-level events must provide real and significant emissions reductions and/or enhanced resilience. They must contain specific and measurable commitments and reporting plans, and clearly **demonstrate respect for human rights, environmental integrity, and food sovereignty, in line with the Paris Agreement and the 2030 Agenda for Sustainable Development.**

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WWF has called on the SBI and SBSTA to initiate a process to develop such criteria, working with the champions, the UNFCCC Secretariat, and other relevant UNFCCC bodies. We propose that the champions facilitate the discussion around transparency of the action agenda in order to come up with concrete proposals on transparency and criteria.

As a registry of commitments, NAZCA helps to collect and verify the impact of various efforts. NAZCA's structure should be aligned with the set of criteria, data and information to be developed to demonstrate the credibility of initiatives. However, while NAZCA is a tool to collect all kinds of commitments, it is not a way to facilitate and structure the discussion on accelerating action and increasing collaboration. WWF sees NAZCA as a recording and transparency tool to track the implementation of existing initiatives that cannot become an umbrella for the action agenda initiatives. On the other hand, the **global climate action agenda** is another step of the pre-2020 action discussion--, much more than just a 'recording chamber'--, and is directly related to accelerating action and increasing collaboration. **For this reason, the global climate action agenda should be considered the gold-standard of initiatives, rather than a part of or an addition to the NAZCA platform. A stand-alone platform should be dedicated to this agenda, making the distinction clear from other NAZCA commitments.**

Concerning the set of criteria to be developed, WWF is engaged in the discussion as part of the platform **Galvanizing the Groundswell of Climate Actions**. With Groundswell, WWF propose the establishment of a "funnel approach" or multi-tiered criteria approach, which would help to strengthen the initiatives and the overall action agenda, balancing stringency and participation. Potential criteria could be grouped in three categories for assessment: criteria for targets/impacts, criteria for structure/organization, and criteria for delivery. The set of criteria should not discourage action, but on the contrary, encourage those taking action to do more and do better, and to inspire others with their efforts. Guaranteeing climate action that actually produces transformational effects and that really contributes to closing the ambition gap will help maintain the credibility and the momentum, as well as the catalytic effect of the global climate action agenda.

In order to highlight the contribution to the global transition agreed to in the Paris Agreement, initiatives could also highlight and demonstrate **their participation in the acceleration of action** providing assessments, aggregate efforts and/or comparative studies.

Regarding the roles and responsibilities for transparency and tracking, **WWF calls for better understanding of attributions from stakeholders engaged in the action agenda:** COP presidencies, high-level champions, UNFCCC secretariat, UN entities (such as the UNSG's office). More clarification should be introduced at COP 22, especially through the work of the high-level champions, the new UNFCCC executive secretary, and the high-level event on pre-2020 action.

The criteria should be applied both to existing initiatives and new applicants, as a right of entry and recognition from the action agenda.

4. High-level event

The high-level climate champions will facilitate, through strengthened high-level engagement in the period 2016-2020, the successful execution of existing efforts and the scaling-up and introduction of new or strengthened voluntary efforts, initiatives and coalitions. The high-level event at the Conference of the Parties (COP) is now the main annual showcase of climate action.

What do Parties and non-Party stakeholders expect from the high-level event at COP 22? To have a real impact at COP24 in 2018, the Climate Action Summit showcasing the results of non-state actor initiatives would need to take place sufficiently in advance. Should it be organized in the summer of 2018?

For WWF, the annual high-level events at the COP must be the culmination of the champions' efforts -- an occasion for them, the Parties, and non-Party stakeholders to announce efforts, initiatives, and coalitions for mitigation and adaptation and share progress and lessons from previous commitments and initiatives.

The focus should be on how to organize the coming together of different workstreams and processes around the pre-2020 action and the Action Agenda (technical processes including TEMs and summaries for policymakers, thematic days, annual reports). The event should take stock of related progress according to paragraph 120 of 1/CP.21. **In addition, WWF believes that the annual high-level events should also help to look forward and lay the groundwork for further action.** Through policy recommendations, barrier analysis, and solutions identified through technical processes and the Action Agenda throughout the year, the high-level annual event has the opportunity to drive more ambition and look into the future.

In addition, the high-level annual events at COP are good opportunities to connect UNFCCC with the world and citizens. Beyond negotiations, COPS could open their doors (concretely or virtually) to citizens around the world and boost climate action. For WWF, it is important that citizens feel connected to this annual climate rendezvous. We invite champions to propose creative ways to do so.

Transformational initiatives such as the Africa Renewable Energy Initiative, the Africa Initiative on Adaptation, the International Solar Alliance, and the Climate and Clean Air Coalition illustrate the potential of collaboration to unlock enhanced action. **New actions like these, for both mitigation and adaptation, should be launched at the COP22 high-level event.**

2018 is a key political milestone to be seized in order to update climate ambition from Parties in relation with review cycles agreed on in the Paris Agreement -- every 5-years from 2023. Paragraphs 20 and 21 of the Adoption of Paris Agreement⁵ further demonstrate the potential of 2018 to go beyond a simple overview of current efforts and test the mechanism of 5-year review cycles under Paris Agreement from 2023.

5 20. Decides to convene a facilitative dialogue among Parties in 2018 to take stock of the collective efforts of Parties in relation to progress towards the long-term goal referred to in Article 4, paragraph 1, of the Agreement and to inform the preparation of nationally determined contributions pursuant to Article 4, paragraph 8, of the Agreement.

21. Invites the Intergovernmental Panel on Climate Change to provide a special report in 2018 on the impacts of global warming of 1.5 °C above pre-industrial levels and related global greenhouse gas emission pathways.

Combined with the release of the IPCC Special Report on the impacts of 1.5°C in 2018, the potential publication of low-carbon long-term strategies, and the increase of climate finance towards \$100B USD annually by 2020, 2018 brings together many components to encourage and drive more climate action. As countries ratify the Paris Agreement, they should present more ambitious Nationally Determined Contributions (NDCs) or at least prepare to do so during the facilitative dialogue that has been set up for 2018, **in light of science and equity**. To this end, the UNFCCC negotiations during 2016 and 2017 need to provide guidance for how the scheduled 2018 dialogue will take place and will drive more ambitious plans. This first review event will also set an important precedent for the five year stocktakes that will commence from 2023.

In this context, how should the high-level annual action event be used? WWF thinks that **the high-level action event should provide momentum** well ahead of the facilitated dialogue in order to encourage leaders to upgrade their NDCs and present higher targets in line with science and equity. In parallel with the preparation of the action day for the next two years, the reinforcement or launching of initiatives could accompany regional/national work to reinforce NDCs. Therefore, a **2018 action high-level event should not be presented as a one-day event** but much more as the key step of a growing process that will build upon 2016 and 2017 high-level events, as well as a culmination of all the associated processes (TEPs/TEMs, etc.).

5. The role of the TEMS

We intend to use the tools created by Parties for the enhancement of climate action prior to 2020, such as the technical expert meetings (TEMs). These meetings have a whole new role to play in the dynamic and should be more concrete, focused, and connected to initiatives of the action agenda.

Do you share the belief that the format of the TEMs should evolve in the light of the Global Climate Action Agenda? How could we ensure that the TEMs are more solution-oriented?

Transformational initiatives like the Africa Renewable Energy Initiative (AREI), the International Solar Alliance, and the efforts carried out under the Forest focus area of the action agenda, prove that additional emission reductions with co-benefits for development are possible when countries collaborate. WWF believes the UNFCCC technical discussions on adaptation and mitigation can help unlock greater efforts in this fashion, while bringing UN legitimacy to initiatives that meet the criteria. To be able to contribute to this, future technical discussions on adaptation and mitigation need to be more results-focused. Proper planning will make it possible for Parties to bring people with the right expertise and decision-making power to the meetings.

WWF BELIEVES THAT WE HAVE A GREAT OPPORTUNITY IN THE NEW ADAPTATION TEMs, BUT THAT MORE ATTENTION NEEDS TO BE GIVEN TO HOW WE SECURE LASTING IMPACT FROM THEM

For the TEMs to be more solutions-oriented there must be a focus on **overcoming barriers to implementation**. Barriers and means of implementation should be on the agenda of each TEM. Barriers to finance, technology and capacity building are as central to the new adaptation TEMs as they have been to the mitigation TEMs, and should be given specific consideration, including looking at business opportunities for adaptation could help leverage action from non-state actors by creating a space and tapping the business community's knowledge and resources for adaptation action.

Being more solutions-oriented also means having a clear idea of the added value of these processes. WWF believes that we have a great opportunity in the new **adaptation TEMs**, but that more attention needs to be given to how we secure lasting impact from them. Two adaptation TEMs were held for the first time at SB44 in May. Based on experiences and reactions from Parties and observers from these meetings, and in the interest of enabling lasting impact and avoiding duplication, it is crucial to develop a **common understanding of the specific added value of the adaptation TEMs** vis-à-vis other adaptation-related processes in the UNFCCC. Given reactions from Parties and observers at SB44, we worry that interest in the adaptation TEMs will dwindle without such an understanding as a basis for the planning of meetings and their agenda.

All TEM outcomes should be reported to the annual high-level events where new and existing initiatives from inside and outside the UNFCCC are presented and assessed. This positive attention will make engagement attractive for Parties and non-Party stakeholders.



Why we are here

To stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature.

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