

COP31 EXPECTATIONS PAPER

1. INTRODUCTION AND CONTEXT: CONSOLIDATING THE IMPLEMENTATION PHASE

The global climate regime is now firmly in the phase of implementation. This is characterised less by the negotiation of new frameworks and more by the urgency of delivering real-world emissions reductions, climate resilience and finance at scale.

Now concrete actions at the national, subnational, regional and plurilateral levels are the important determinants of success. Decisions in multiple jurisdictions on energy systems, land use, infrastructure, industrial strategy, fiscal policy and adaptation strategies will increasingly shape global outcomes. Cities, businesses, financial institutions, civil society, Indigenous Peoples and local communities and other non-state actors now take centre stage in realising climate ambition.

The UNFCCC remains the central forum for setting direction, coordinating effort and holding countries collectively and individually to account. At the same time, a growing landscape of coalitions, groups, and parallel multilateral processes – from sectoral initiatives to regional transition partnerships – has emerged, creating what the COP30 President has called two-tier multilateralism. These efforts can significantly accelerate progress when they are well aligned with Paris goals.

This paper sets out WWF's expectations in formal negotiations tracks and in parallel initiatives such as the Action Agenda and Roadmaps.

2. FORMAL NEGOTIATION OUTCOMES

While no longer the sole centre of gravity, formal negotiations remain indispensable to drive further action. Their enduring value lies in their ability to:

- Set a global direction;
- Provide legitimacy, inclusiveness and equity;

PRIORITIES TOWARDS COP31



Demonstrate how the global climate regime is in the implementation phase with decisive progress towards the outcome of the first Global Stocktake aligned with 1.5°C and informed by the adaptation indicators.



Scale up finance from developed countries to developing countries under Article 9 of the Paris Agreement, tripling adaptation funding by 2035 from the 2025 committed level and support for nature-based solutions, while increasing efforts by all actors to align all financial flows with 1.5°C.



Strengthen action and build momentum and alliances through the Action Agenda and other initiatives for the transition away from fossil fuels, industrial decarbonisation, and the protection and restoration of ecosystems and halting and reversing deforestation and forest degradation.

- Enable cooperation, finance and support;
- Ensure transparency and accountability; and
- Connect diverse initiatives into a coherent global strategy.

Strengthening the Implementation Architecture

The UAE Dialogue on Implementing the Global Stocktake (GST) Outcomes

After two challenging years of negotiations, Parties established a plan to deliver the *UAE Dialogue* to provide a space to discuss how to operationalise and implement GST outcomes. This should contribute to defining the role of the GST in the new implementation phase.

WWF sets out expectations for the Dialogue in our [March submission to the UNFCCC](#). SB64 should provide a vision for how the Dialogue will recommend concrete actions to address implementation challenges and opportunities. The first dialogue should consider alignment of policies, legislation and implementation tools with the necessary scale of emissions reductions and adaptation; and the security of critical and globally significant carbon sinks. A report from the first dialogue should be considered for adoption at COP31, reflecting experiences / successes, and specific actions that would support broader adoption, including links to other negotiation tracks.

Mitigation Work Programme (MWP)

The *Mitigation Work Programme* should move decisively from dialogue to delivery. SB64 should provide clear guidance and conclusions on how MWP outcomes can inform COP31 decisions to:

- Generate actionable, sector-specific outcomes for hard-to-abate industries such as steel, cement and chemicals, focused on the enabling conditions for implementation;
- Strengthen the link between the MWP, NDCs and implementation of the GST outcomes through national actions and policies, investment pipelines and international cooperation, and linkage with the Action Agenda's 'green industrial transformation' priority (see [WWF submission on the 7th MWP Dialogue](#));
- Decide to continue the MWP beyond 2026, with a focus on closing the mitigation gap and a just transition to a net zero and fossil fuel free future (see [WWF submission on the future of the MWP](#)).

Features of Nationally Determined Contributions (NDCs).

The resumed discussion of *NDC Features* at COP31 is an opportunity to benefit from the experience with NDCs to date, and consider the first Global Stocktake, by improving the guidance and recommended best practices for NDCs, while maintaining their essential nationally determined nature. This discussion should reflect progress made through SB64 – including outcomes from the UAE Dialogue, the Just Transition Mechanism and the Mitigation Work Programme.

Guidance on linkages between NDCs and Long-Term Low Emission Development Strategies (LT-LEDS) could also help with understanding the contributions of Parties to the long-term goal of the Paris Agreement.

The Just Transition Mechanism agreed in Belém

COP31 must agree on the structure, scope and core functions of the *Just Transition Mechanism*, anchored in the Global Stocktake (GST) outcomes on the transition away from fossil fuels, transforming industry and transport, and eliminating deforestation and restoring ecosystems and natural areas. The mechanism should provide practical support and guidance for real-world transitions to just transition pathways, including grant-based finance, capacity building and technology transfer while promoting labour rights, social dialogue, meaningful stakeholder participation, and ecosystem protection and restoration.

SB64s must create a draft decision text with clear and streamlined options for key elements of the decision, anchoring it in the GST with a link to transitioning away from fossil fuels.

Adaptation: Implementing the Indicators and Scaling Support

Adaptation is a priority for many countries and communities. COP31 must advance the implementation of the *Global Goal on Adaptation* framework to ensure increased adoption and use of indicators that support countries' adaptation action.

Outcomes of the Belém-Addis Vision on Adaptation

WWF expects COP31 to agree on a work plan towards **clear, actionable outcomes** of the two-year Belém–Addis Ababa process, including:

- Composition and mandate of the Technical Taskforce under the Belém-Addis Vision on Adaptation and improved/streamlined/actionable Belém Adaptation Indicators.
- Guidance on operationalising the agreed indicators, including data and measurement and support requirements. The work should draw on experience using indicators, science, future projection, Indigenous and local knowledge.
- Clear links to national adaptation planning and implementation, and integration with funds and institutions providing support.

Baku Adaptation Roadmap (BAR)

During the workshops planned to advance the *Baku Adaptation Roadmap*, WWF expects the presidency to encourage Parties to find common ground that reinforces the BAR purpose of promoting progress toward the Global Goal Adaptation by enhancing the profile and coherence of adaptation efforts. It is important to link the BAR to other adaptation work streams, institutional bodies and existing agenda items to promote coherence within the UNFCCC architecture. The BAR should be implementation-focused and ensure that developing countries have access to means of implementation, including

finance, technology, and capacity-building, as highlighted in the decision 12/CMA.7.

In addition, the first phase of workshops under the BAR should be conducted in a hybrid format to ensure broad and inclusive participation, enabling meaningful engagement of diverse stakeholders.

Financing Implementation: Article 2.1(c), Article 9, and Adaptation

Veredas Dialogue on Article 2.1(c)

SB64 and COP31 should advance the *Veredas Dialogue* toward practical, decision-relevant guidance to align financial flows with the Paris Agreement. The Dialogue should translate high-level objectives into actionable signals across the decision-making chain, on:

- How governments set enabling policy, regulatory, and fiscal frameworks, including fair and progressive tax policies that reduce inequalities and strengthen state capacity to design, implement, and finance climate action;
- How financial actors allocate capital at scale in response to these signals, supporting equitable development without undermining domestic fiscal space;
- How corporations and real-economy actors implement transitions consistent with low-emission and climate-resilient pathways, contributing to just socioeconomic outcomes.

Alignment with 1.5°C requires concrete shifts, including phasing out fossil fuel subsidies and redirecting flows toward just transition and renewable energy. The Dialogue should also scale investment in resilience and nature-positive outcomes, while improving access to development finance. Work at SB64 should identify priority levers for COP31 guidance, including reforms to public finance frameworks, the role of multilateral development banks, and relevant regulatory approaches.

Two-Year Work Programme on Article 9 on Climate Finance

SB64 and COP31 should advance a coherent and equitable climate finance architecture under Article 9. Through the work programme, Parties should:

- clarify the roles of provision and mobilisation, the suitability of finance types, and ensure needs-based, implementation-oriented delivery;
- define the share of the USD 300 billion new collective quantified climate goal to be delivered as direct public finance, in line with developed countries' obligations, while strengthening quality, predictability, accessibility, transparency, and accountability, and enabling finance to scale mitigation, adaptation, and loss and damage;
- ensure that a portion of public climate finance supports Indigenous Peoples and local communities through direct access and simplified modalities, including dedicated support for women-led initiatives.

Scaling Adaptation Finance

COP31 must define a credible pathway to tripling adaptation finance by 2035, calculated based on fulfilment of the previous commitment to double adaptation finance by 2025 – meaning the 2035 commitment must be at least 6 times 2019 levels. Parties should also agree on a pathway including interim 2030 goals responding to the estimated gap of USD 194-366 billion per year, a transparent accounting methodology, and clear roles for public finance and grant-based support, prioritising Least Developed Countries, Small Island Developing States, and vulnerable communities and ecosystems and Indigenous Peoples.

Loss and Damage

With the launch of the [Barbados Implementation Modalities](#) under the [Fund for Responding to Loss and Damage](#), developed countries shall provide predictable funding in the scale that is needed to minimise and address loss and damage happening in developing countries.

Responding to emerging opportunities, issues, and voices

In addition to progress on the core elements on the climate regime described in the sections above, COP31 should continue the established tradition of making progress in areas where interests of Presidencies, Parties and other actors align around specific issues. For COP31, these may include:

- Advance action on **oceans and the blue economy**, by deepening actions to protect and restore coastal ecosystems, ocean health, and understanding and enhancing the role of the oceans in maintaining a stable global climate, through the Oceans Dialogue, Action Agenda and other oceans-related spaces and initiatives.
- Strengthen **cooperation with other international organisations**. Parties should adopt a decision at COP 31 that strengthens coherence across the Rio Conventions and ensures greater harmonisation between their various instruments to deliver on climate and nature synergies – see [WWF submission on cooperation](#).
- Supporting the initiatives launched at previous COPs, including the **roadmaps on transitioning away from fossil fuels** and on **halting and reversing deforestation**.
- Ensure that the widest range of voices is meaningfully included, especially those of **vulnerable and excluded communities**.
- Increase Indigenous representation in COP-related spaces beyond side-events (e.g., negotiations process roles, Action Agenda activation groups, and formal consultations), supported by resourcing and access and respecting and promoting the internationally recognised collective and individual rights of Indigenous Peoples.

3. BEYOND FORMAL NEGOTIATIONS: REAL-WORLD ENGAGEMENT AND ACCELERATION

COP31 must catalyse action beyond negotiation rooms. In this emerging new multi-tiered world of climate action, formal negotiating processes are being complemented by a wide range of configurations of actors, initiatives and cooperation. These processes are often organised outside of climate summits and their formal agendas but do still largely depend on these summits to bring together the critical mass of actors and political impetus to drive them forward. This year, the following processes require attention throughout the year, during COP31, and beyond to achieve their full potential.

The Global Climate Action Agenda

Under the Brazilian COP30 Presidency, the *Global Climate Action Agenda* was rebooted and given a new and dynamic structure, with six themes, 30 key objectives and corresponding Activation Groups. This approach was reflected in the five-year plan presented at COP30. WWF expects each new Presidency and High-Level Climate Champion to adopt and build on this structure, without prejudice to bringing their own interests, priorities, capacities and expertise to bear, ensuring that each new iteration builds on past achievements and ensures continuity while bringing new insights and creativity.

The Action Agenda should continue to focus on implementing the GST outcomes, including the transition away from fossil fuels and achieving the energy-related goals, as well as the goals related to ending deforestation and protection of ecosystems.

Roadmaps announced by the COP30 Presidency

WWF strongly supports the roadmaps – on transitioning away from fossil fuels and halting and reversing deforestation and degradation – and encourages all Parties and actors to contribute to and deliver meaningful outcomes. These two Roadmaps should be developed through transparent, inclusive, and participatory processes, and be reflected in relevant decision texts.

- For the COP30 Presidency [Roadmap for Transitioning Away from Fossil Fuels \(TAFF\) in a Just, Orderly and Equitable Manner](#), WWF calls for a clear signal to end

fossil fuels, support country-owned transition pathways backed by finance, and establish a credible framework for implementation and accountability. [See WWF's input here].

- For the COP 30 Presidency [Roadmap on Halting and Reversing Deforestation and Forest Degradation by 2030](#), WWF calls for a focus on deforestation and conversion-free supply chains, identifying the solutions and levers to achieve this goal, aligned with Indigenous Peoples and local communities' rights. [See WWF's input here].
- On the continuation of the **Baku-to-Belém Roadmap to 1.3 trillion**, WWF calls for a standing process beyond COP30, with a clear workplan for 2026 and subsequent years, maintaining regular high-level engagement and technical dialogues to translate the USD 1.3 trillion goal into implementation-oriented outcomes, while preserving coherence with Article 9 obligations and broader climate finance negotiations.

Global Implementation Accelerator

WWF supports the vision of the COP30 Presidency for the *Global Implementation Accelerator* to seek potential positive tipping points and cascading effects in the global economy. This is timely at a moment when renewable energy and electrification are making huge strides despite the determined efforts of some petrostates to block and reverse the inevitable. We hope the example and lessons of the energy sector can catalyse and inspire action in other relevant sectors.

Belém Mission to 1.5°C

The *Belém Mission to 1.5°C* should serve as a platform with a long-term perspective to explore strategies and proposals at multiple levels to keep 1.5°C alive and ensure the lowest possible overshoot of 1.5°C and return to below this level before the end of the century. Stronger climate action, finance, and international cooperation should contribute to accelerated implementation of NDCs and meeting and exceeding emissions reductions targets as early as possible.

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