

COP31 EXPECTATIONS PAPER

1. INTRODUCTION AND CONTEXT: CONSOLIDATING THE IMPLEMENTATION PHASE

COP31 must go beyond announcements to deliver concrete actions that close emissions and resilience gaps. With significant overshoot of 1.5°C increasingly likely, there is no time to lose.

The global climate regime is now firmly in an implementation phase, focused less on negotiating new frameworks and more on 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 a global 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. COP31 will only succeed if the two Presidencies advance on both tiers. Progress in only one of them will not be enough to deliver the systemic change needed to tackle climate change. This paper sets out WWF's expectations in formal negotiations tracks and in complementary initiatives such as the Action Agenda and Roadmaps.

PRIORITIES TOWARDS COP31



Demonstrate the shift in the global climate regime from negotiation to implementation with science-aligned action to limit 1.5°C overshoot.



Scale up accessible, predictable climate finance to developing countries, including tripling adaptation funding by 2035 from the 2025 level and aligning all financial flows with Paris climate objectives.



Strengthen climate action and accelerate implementation through 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:

- Provide a regular moment of high-profile political engagement and public scrutiny;
- Set a global direction for the climate agenda;
- Provide inclusiveness and equitable participation;
- Facilitate cooperation, finance and support and accelerate implementation;
- Ensure transparency and accountability; and
- Connect diverse initiatives into a coherent global strategy.

Strengthening the Formal Implementation Architecture

The Global Stocktake

COP31 sits between the first and second Global Stocktake (GST) processes, at a time when the effectiveness of multilateral cooperation and the UNFCCC process itself is under increasing scrutiny. An important measure of success will be whether Parties demonstrate a genuine commitment to implementing the outcomes of GST1 through NDCs and BTRs. This means showing that GST findings are informing national action while strengthening the wider implementation architecture needed to address identified gaps and accelerate progress.

The future direction of the Mitigation Work Programme, alongside initiatives such as the Global Implementation Accelerator and Belém Mission 1.5, will provide important signals of how the international community intends to translate GST findings into implementation. Together, these efforts should help establish a credible pathway from collective assessment to national implementation and international support. They should also demonstrate that the Paris Agreement's ambition cycle is capable not only of identifying gaps, but of driving the implementation and course correction needed to keep its goals within reach. The IPCC work plan must align with the GST timeframe to ensure the GST is informed by the latest and best science.

Mitigation Work Programme (MWP)

The *Mitigation Work Programme* should be continued at COP31 only if it is significantly strengthened, moving decisively from dialogue to delivery. A renewed MWP should become an implementation-focused programme that pragmatically and equitably supports countries in scaling up and accelerating the effective implementation of the Paris Agreement. It should:

- generate actionable, sector-specific outcomes including implementation pathways and enabling conditions – particularly for hard-to-abate industries such as steel, cement and chemicals;
- strengthen the link between the MWP, NDCs implementation and delivery of the GST outcomes by connecting national actions and policies and investment pipelines with international collaboration to identify technological, technical, and financial solutions to specific challenges (see [WWF submission on the 7th MWP Dialogue](#));
- prioritise solutions that help close the 2030 mitigation gap and advance a just transition to a net zero, renewable-energy based and fossil fuel free future (see [WWF submission on the future of the MWP](#)).

Features of Nationally Determined Contributions

The resumed discussion of *NDC Features* at COP31 is an opportunity to benefit from the experience with NDCs to date, building on the outcomes of the first Global Stocktake, by improving the guidance, transparency 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*.

The Just Transition Mechanism

At COP30 in Belém, Parties agreed to develop a *Just Transition Mechanism*. COP31 must agree on its the structure, scope and core functions, anchored in the Global Stocktake 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 modalities to scale up finance, capacity building and technology transfer while promoting labour rights, social dialogue, meaningful stakeholder participation, and ecosystem protection and restoration.

Belém-Addis Vision on Adaptation

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

- hybrid composition of the Technical Taskforce, with technical expertise dedicated to refining the indicators, and policy oversight by Parties;
- engagement of civil society through the submission of publications and technical contributions relevant to the refinement of indicators, in support of the Taskforce's work;
- clear mandate and deliverables through coherent work plan of the Technical Taskforce under the Belém-Addis Vision on Adaptation;
- improved/streamlined/actionable Belém Adaptation Indicators;
- guidance on operationalising the agreed indicators, including data and measurement and support requirements, drawing 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 2027 workshops planned to advance the *Baku Adaptation Roadmap*, WWF expects 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 avoid more fragmentation of GGA architecture and 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 second phase of workshops under the BAR should have a stronger emphasis on fostering strategic dialogue and exchange that can advance adaptation implementation and continue to be conducted in a hybrid format, ensuring broad and inclusive participation.

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.

Finance Asks for Developed Countries:

At COP31, developed countries should arrive with concrete, quantified finance plans that provide developing countries with the predictability, accessibility and scale of support required to implement ambitious climate action and build resilience to escalating climate impacts.

Developed countries must demonstrate credible leadership at COP31 by:

- presenting quantified, multi-year climate finance plans for the post-2025 period that provide transparency and predictability in the delivery of the New Collective Quantified Goal (NCQG), including:
 - clear indications of each country's fair-share contribution towards meeting the US\$300 billion annual target;
 - pathways for delivering their share of the commitment to at least triple adaptation finance by 2035; and
 - a strong emphasis on grant-based finance, particularly for adaptation and for least developed countries, small island developing states, and other countries most vulnerable to climate impacts.
- scaling up contributions to multilateral climate funds in line with the collective commitment to significantly increase climate finance flows towards developing countries, including through ambitious new pledges made at or before COP31 to the Adaptation Fund, the Least Developed Countries Fund, the Fund for Responding to Loss and Damage, and through a robust replenishment of the Green Climate Fund.
- advancing innovative, equitable and additional sources of climate finance that help close the climate finance gap while upholding the polluter-pays principle, including levies on fossil fuel profits and emissions, premium air travel and private aviation, as well as measures targeting

extreme wealth and other sources of new and additional public finance.

Two-Year Work Programme on Article 9 on Climate Finance

COP31 should advance a coherent and equitable climate finance architecture through the Two-Year Work Programme on Article 9, with its scope and modalities anchored in Article 9.1 of the Paris Agreement. The work programme should deliver concrete outcomes that strengthen implementation and accountability for developed countries' obligation to provide climate finance.

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.

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.

Veredas Dialogue on Article 2.1(c)

At COP31, Parties should ensure that the Veredas Dialogue delivers concrete outcomes that accelerate the implementation of Article 2.1(c) of the Paris Agreement by shifting all financial flows towards climate-resilient and low-emission development, while fully safeguarding and strengthening the obligations under Article 9 on the provision and mobilisation of climate finance for developing countries.

Specifically, WWF expects the Veredas Dialogue to:

- Advance practical solutions to address systemic barriers identified during the first Veredas meeting, including the high cost of capital, debt burdens, misaligned financial incentives, and insufficient investment in adaptation and resilience.
- Promote reforms of public and private financial systems that phase out finance flows inconsistent with the goals of the Paris Agreement and strengthen policy coherence across fiscal, financial and climate policies. This includes phasing out fossil fuel subsidies and redirecting flows towards just transition and renewable energy
- Generate actionable recommendations on scaling investment in climate resilience, nature-positive development and adaptation, particularly for vulnerable

countries and communities that continue to face major financing gaps.

- Strengthen transparency, monitoring and accountability of financial flows, including improved tracking of investments and incentives that support or undermine climate and resilience objectives.
- Ensure that implementation of Article 2.1(c) remains equitable, country-driven and consistent with agreed safeguards, while reinforcing that alignment of global financial flows cannot substitute for the provision of grant-based and concessional finance under Article 9.

WWF further expects COP31 to provide clear political guidance that the Veredas Dialogue should evolve into a solutions-oriented platform capable of informing wider reforms of the international financial architecture, reducing the cost of capital for developing countries, and accelerating the transformation of financial systems needed to achieve the Paris Agreement goals and support a just and resilient transition.

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 making progress in areas where interests of Presidencies, Parties and other actors align around specific issues. We welcome the launching of initiatives but call on Presidencies to build on progress from previous efforts. For COP31, these may include:

- advance on initiatives launched at previous COPs, including the **roadmaps on transitioning away from fossil fuels in a just, orderly and equitable manner** and on **halting and reversing deforestation by 2030**.
- strengthen **cooperation with other international organisations**. Parties should adopt a decision at COP31 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](#).
- advance action on **oceans and the blue economy**, by deepening efforts to protect and restore coastal ecosystems and safeguard ocean health, and to better understand and enhance the role of the oceans in maintaining a stable global climate - through the Oceans Dialogue, and mainstream ocean issues across relevant tracks under the UNFCCC, as well as the Action Agenda and a Presidency-led ocean-climate initiative .
- ensure that the widest range of voices is meaningfully included, especially those of **vulnerable and excluded communities**, and **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. REAL-WORLD ENGAGEMENT AND ACCELERATION

COP31 must catalyse action beyond negotiation rooms. In this 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 priorities, capacities and expertise to bear, ensuring that each new iteration builds on past achievements and provides continuity while bringing new insights and creativity.

The Action Agenda should continue to focus on implementing the GST outcomes, especially 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. This should include support for the designated COP31 Presidency's proposed “35 by 35” target to increase electricity's share of final energy demand to 35% by 2035. Renewable-based electrification is a key enabler of the transition away from fossil fuels and can help close the gap between current action and the goals of the Paris Agreement. To maximise its benefits, electrification must go hand in hand with the expansion of renewable energy, investment in grids and storage, and a just and equitable transition.

COP30 Presidency Roadmaps

WWF strongly supports the roadmaps – on transitioning away from fossil fuels and halting and reversing deforestation and degradation by 2030 – and encourages all Parties and actors to contribute to and deliver meaningful outcomes. These two Roadmaps should be implemented 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 clear timelines 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](#)].

On the **COP30 Roadmap on Halting and Reversing deforestation** by 2030, WWF calls for deforestation- and conversion-free supply chains and a just and equitable transition through practical solutions and enabling conditions that support producer countries in delivering forest, climate and development goals while respecting the rights of Indigenous Peoples and local communities. [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 COP31, with a clear workplan for 2027 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 Global Implementation Accelerator as a mechanism to accelerate action and support in areas with the greatest potential to drive wider system change.

It should focus on a limited number of priorities capable of generating cascading climate, nature and development benefits. Initial priorities could include fossil fuel phase-out and marine protection, where accelerated action has the potential to unlock broader economic, environmental and social gains.

The NDC Partnership should play a central role in ensuring alignment with the Action Agenda, NDC implementation and country support processes.

We expect the Accelerator to adhere to the principles of a just transition, including labour rights, social dialogue, meaningful stakeholder participation, and ecosystem protection and restoration.

Belém Mission to 1.5°C

While the Global Implementation Accelerator should focus on accelerating transformation in sectors with the greatest mitigation potential, Belém Mission 1.5°C should help ensure the long-term efficacy of these efforts by addressing the enabling conditions on which the Paris Agreement ultimately depends.

A key focus should be the protection and restoration of critical ecosystems and carbon sinks. In a world that temporarily overshoots 1.5°C, irreversible degradation of these systems could weaken natural carbon storage and narrow pathways back to the Agreement's temperature goals.

Belém Mission to 1.5°C should help promote the protection and restoration of critical ecosystems as an enabling condition for climate ambition and implementation. Doing so would help preserve the ecological foundations assumed within Paris-aligned pathways and required for the long-term success of the Agreement..

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