



COP27 EXPECTATIONS

AMBITION, ACCESS AND EQUITY IN THE SHIFT TO IMPLEMENTATION

AMBITION AND SHIFTING TO IMPLEMENTATION

With the completion of the Paris Agreement rulebook at COP26, work under the Paris Agreement must now focus on implementation that delivers ambitious climate action aligned with 1.5°C. The IPCC 6th Assessment Report (AR6) provides a deeper and more detailed understanding of the science of climate change and the increasingly disruptive impacts in all regions from a warming world, as well as clarity on solutions.

The IPCC Working Group 3 Report also provides grounds for optimism - finding that solutions are increasingly cost-effective and now available in every sector to halve emissions by 2030.

Implementation can mean many things. We believe it should start with the Glasgow Climate Pact CMA decision elements of following through on previous pledges and commitments and finding new ways to cooperate on implementing concrete actions in specific sectors, regions and ecosystems, along with scaling up support for actions and overcoming institutional and human capacity barriers.

COP27 is a perfect opportunity to shift the focus to urgently needed on-the-ground implementation supported by increasing and accessible finance, technology and capacity building support, with a spotlight on Africa's special needs and circumstances. Parties and other decision makers must focus this year at multiple forums and contexts, including in the work towards a strong outcome of COP27, on the following:

- Urgent implementation of immediate climate mitigation actions on the ground over the next 1-2 years, on a sector by sector basis, including through international cooperative actions. This should implement and where possible go beyond measures and targets identified in Nationally

Determined Contributions (NDCs), drive the transition to a net-zero emissions, climate resilient economy by mid-century powered by renewable energy, and be aligned with ensuring global emissions in 2025 are lower than in 2020 and cutting global emissions by half in 2030.

- Planning for increasingly ambitious emissions reduction goals for 2035 as well as for 2030, including through the Global Stocktake and the Work Programme on pre-2030 mitigation ambition.
- Strengthening climate adaptation and resilience on the ground through national, regional and local adaptation programs as outlined in the National Adaptation Plans (NAPs), Adaptation Communication (AdCom), NDC etc, with an emphasis on Africa's needs and capacities, with enhanced and easily accessible grant-based financing as well as enhanced technology and capacity building support.
- Meet and exceed the US\$100 billion objective from developed countries this year, with all countries working to align all public and private finance flows with climate and biodiversity goals and the Sustainable Development Goals (SDGs).

URGENT AND IMMEDIATE ACTION FOR IMPLEMENTATION ON THE GROUND

With the multilateral climate regime and its broad rules and institutions in place, Parties and all actors must now focus on how to use them and all other available tools to create the actions needed to meet our shared climate goals. The IPCC confirmed that to have any chance of limiting warming to 1.5°C, emissions must peak in the first half of this decade, and by 2025 global emissions must be lower than in 2020, on the way to a 45% reduction by 2030 from 2010 levels. The IPCC makes clear the many cost-effective positive social and environmental outcomes available in meeting these goals - including improved equity, poverty alleviation, food security, health and wellbeing.

Enhanced international cooperation can accelerate near term and immediate action which goes far beyond the ambition and investments set out to date. Making this happen will require fostering international cooperation and scaling up a wide range of collaborative initiatives to quickly transition all sectors to a pathway to net-zero emissions, while at the same time building

climate resilience. This can leverage actions capable of going beyond the 2030 objectives in current NDCs.

For the mitigation challenge, the **Work Programme agreed in Glasgow to urgently scale up mitigation ambition and implementation by 2030** is our last best chance to keep 1.5°C alive. This Work Programme must be fully and enthusiastically supported by all parties, and enabled with the tools and resources needed to be effective. It must build on, as well as learn from the mistakes of, past similar initiatives like the Technical Examination Process on Mitigation. Parties must prioritize mobilizing the political will, financial resources and institutional responses necessary to achieve sectoral transformation, including phase out of fossil fuels.

Parties should use the Work Programme to:

- Set clear and ambitious sectoral goals in line with achieving the emissions reductions and social and biodiversity benefits as set out by the IPCC and SDGs and the post-2020 Global Biodiversity Framework, ensuring a just transition to a net zero climate resilient economy. Shifting the energy sector to a foundation of energy efficiency and renewable energy will be essential, but the effort must extend to all other sectors as well.
- Develop strategies for all relevant sectors, including food systems, energy, transport, waste, urban areas, oceans and coastal areas, and take full advantage of the opportunities from nature-based solutions, and engagement of indigenous peoples and local communities.
- Build on and align with existing and emerging multilateral and regional initiatives and forums as appropriate, involving both state and non-state actors.
- Involve a range of Ministers with decision-making authority in the different sectors, to share ownership for the strategy and provide political leadership.
- Leverage the existing financial, technology and capacity building mechanisms of the UNFCCC and the Paris Agreement, and scale up financing and other support for

developing countries to meet and exceed the \$100 billion goal this year and beyond.

- Ensure that the six enabling conditions identified in IPCC AR6 Working Group 3 report, namely finance, technological innovation, strengthening policy instruments, institutional capacity, multi-level governance, and changes in human behaviour and lifestyles for delivering successful climate mitigation actions are strengthened, particularly in developing country context.
- The annual High Level Ministerials should provide political direction and be checkpoints for assessing collective progress and responding to the Synthesis Reports on NDCs and LTS and the findings of the IPCC AR6 Working Group 3 report.

Governments, corporations and other actors must fully and urgently implement the ambitious pledges made at COP26 and in other contexts, and ensure that ambitious claims are backed up with urgent and adequate action and environmental integrity. They should also leverage the energy transition decision from Glasgow ([1/CP.26 para 20](#)) to work specifically on spurring immediate action in the energy sector, both fossil fuel phase out (coal, oil and gas), and the promotion of renewable energy, energy efficiency and clean technology worldwide, following the principles of just transition.

ALIGNING GLOBAL AMBITION WITH CLIMATE OBJECTIVES

While a renewed concentration on accelerated, immediate and urgent implementation on the ground action is essential in the short term, Parties will in parallel need to maintain a focus on the mid and long term, as they develop their plans and targets for their next round of NDCs with a 2035 time frame, submit more ambitious 2030 targets, and develop and deepen their long term decarbonization plans. Parties must put forward plans and targets in all of these time frames that collectively and individually are aligned with limiting warming to 1.5°C and protecting vulnerable populations and natural systems from climatic disruptions.

Responding to the 2030 global ambition gap: At COP26, Parties recognized the emissions gap between Paris-aligned pathways and NDCs with a 2030 time frame. The IPCC AR6 confirmed the seriousness of this gap. COP27 will need to provide a response to this shortfall, and to the call for revised NDCs this year to close the gap. This response should include a combination of revised 1.5°C aligned NDCs by COP27, accelerated implementation through the Work Program described in the previous section, delivering and tracking on pledges made by states and non-state actors, and future opportunities to submit more ambitious 2030 emissions

reductions targets, including in the round of NDCs submitted by 2025, following the Global Stocktake.

Global Stocktake (GST) and communicating NDCs with a 2035 time frame: COP27 is an opportunity for Parties and the Secretariat to reflect on the progress to date in the first GST and start to pivot towards concrete outcomes. A credible GST process must facilitate broad, transparent and meaningful participation of Parties and non-Party stakeholders, and take fully on board the outputs of the IPCC AR6. COP27 provides an opportunity to incorporate relevant AR6 findings including those related to nature-based solutions, climate resilient development, transformative adaptation, poverty alleviation, improved equity, water and food security, biodiversity and SDGs, and begin to shape the development of relevant outputs.

COP27 should ensure the GST process provides greater clarity on the outputs and outcomes of the process which will be concluded at COP28. This should include developing sectoral decarbonization and resilience strategies, as well as approaches to pursue cross sectoral benefits. An essential output will be agreement on a science-based 1.5°C and Paris Agreement aligned 2035 global emissions reduction goal.¹

¹ Supplementing the IPCC's AR6 estimates that cost effective global carbon dioxide emissions pathways consistent with 1.5°C of warming with limited or no overshoot would need to fall by 50% by 2030 (BL:2010)

Second Periodic Review of the Long Term Global Goal:

The Second Periodic Review (PR2) and the Structured Expert Dialogue (SED) are important opportunities to improve our collective understanding on the long-term scenarios that will help achieve the highest ambition from all actors to prevent dangerous interference in the climate system.

- The outcomes of the PR2 should reflect the growing evidence that warming in excess of 1.5°C will pose unacceptable risks to natural and human systems, including the risks and impacts of even a temporary overshoot.
- The outcomes of the PR2 must acknowledge the huge gap between current actions and targets and the scenarios that will allow us to limit warming to 1.5°C, as well as reflections

on what is required to achieve those scenarios and the consequences of not doing so.

- The SED must provide sufficient time for detailed presentations by lead authors of IPCC Working Groups II and III, and consider requesting further IPCC Special Reports on specific areas such as tipping points, cities and urban areas, and potential role, limits, risks of carbon dioxide removal.

All the above processes should have a strong focus on sectoral and ecosystem based approaches, building on past and ongoing work in the area of forests, oceans and coastal zones, food systems and the Koronivia Joint Work on Agriculture, energy systems, urban areas, buildings, transport (international, domestic, urban), etc.

DELIVERING ON THE ENERGY TRANSITION: A MAKE-OR-BREAK OPPORTUNITY

If last year the pandemic and the economic crises were challenges for ambition and implementation and even for COP26 to take place in Glasgow, this year the world is facing another challenging crisis: the conflict in Ukraine. Since March, this has affected markets and the geopolitics of energy with a historical raise on oil and gas prices. Energy security became a main concern in terms of politics and investments, forcing the rethinking of plans especially in Europe. The threat of a burgeoning food crisis is another concern.

The war in Ukraine laid bare the risks of relying on fossil fuels, as well as its non-climate costs. Clean renewable energy is now more than ever crucial for national security and global peace

and stability. The climate costs of the conflict are still unclear, but will depend on how countries balance the immediate need for fossil fuels and the transition to renewables.

The Glasgow Pact Decision calls upon Parties to rapidly scale up the deployment of clean power generation and energy efficiency measures, including accelerating efforts towards the phasedown of unabated coal power and phase-out of inefficient fossil fuel subsidies. The solutions for the crisis should chart a change of course that will contribute to fulfilling the objectives of the Paris Agreement. COP27 should build on the momentum and the Glasgow Pact Decision to advance the energy transition.

EQUITY AND ACCESS

There appears to be broad agreement that COP27 should be focused on implementation. This is a good approach given the urgency of action and the fast-closing window to hold global warming to 1.5°C. But the COP should also respond to the impacts of climate change and mobilize support and technical assistance to the most vulnerable.

Since the COP will take place in an African country, we see this as an unique opportunity to deliver on adaptation, loss and damage and finance issues, so crucial for this region and the most vulnerable countries of the world to be able to increase their resilience to climate events and to contribute to achieving the Paris Agreement goals. The report from IPCC Working Group 2 provided a wealth of information on adaptation needs and opportunities, and the commitment to double financing levels for adaptation should provide a timely surge in resources. It also addresses limits to adaptation and losses and damages.²

This African COP is an opportunity to put a spotlight on the special needs and circumstances for the African continent, as

well as the insights, expertise and capacities that have been developed in Africa in addressing the challenges posed by climate change. Africa has a wealth of experiences to share, and all can benefit from recognizing its leadership and resilience. The provision of more accessible finance and other kinds of support will also be essential to accelerate adaptation and resilience-building efforts. In this context, the Glasgow-Sharm El Sheikh Work Programme should play a key role in determining needs and gaps, as well as accelerating adaptation actions in a transformative way. The role of this COP in providing and mobilizing finance for the most vulnerable, especially for loss and damage, and technology and capacity building support, is crucial.

RESPONDING TO WORSENING IMPACTS OF CLIMATE CHANGE

Climate impacts are worsening day by day even at 1.1°C of warming above pre-industrial levels. This is not going to slow down. The drought in the horn of Africa, tropical storm Ana impacting Malawi, Mozambique, and Madagascar, flooding in South/South East Asia and South Africa, catastrophic typhoons in the pacific regions, wildfires in the US, and breaking century-old heatwave records in India, are just some of the signs of worsening climate catastrophe already witnessed in 2022. The IPCC Working Group 2 Report revealed that around 3.3 to 3.6 billion people are living in areas highly vulnerable to climate change, and around one billion people are at risk of coastal hazards. Current adaptation measures are *insufficient*, progress is *uneven*, and we are *not adapting fast enough*. Even more concerning, only 4 to 8% of all climate finance has been allocated to adaptation.

COP27 must address this climate injustice by adopting key decisions on major issues that will accelerate the response to the worsening impacts of climate change. These include:

- **Global Goal on Adaptation (GGA):** The Glasgow-Sharm el-Sheikh Work Programme on the GGA (GlaSS) should establish a transparent and common understanding on how to assess collective progress towards achieving the GGA. The GlaSS must identify adaptation gaps and actions needed to support the most urgent needs to accelerate adaptation in a transformative way at the international and

national levels. The work programme must also clarify how the GlaSS outcomes can feed into the Global Stocktake as sources of inputs. COP27 should adopt a decision that GGA shall be a permanent agenda item under the CMA and SBs by COP28 when the mandate of the GlaSS ends.

- **National Adaptation Plans (NAPs):** starting in 2010, the NAPs process enables parties to identify medium- and long-term adaptation needs and develop and implement strategies and programmes to address those needs. As of February 2022, only 34 countries had submitted their NAPs. All countries must finalize their NAPs and start implementing them, and developed countries must provide the necessary support.
- **Adaptation Communications:** As of February 2022, 41 countries (developed and developing) had submitted their adaptation communications. COP27 should adopt a decision to produce a synthesis report by COP28 on adaptation actions reflected in the NAPs and the Adaptation Communications. This report should identify priorities, how to address the gaps and needs to accelerate adaptation implementation, and serve as an input to the GST.
- **Loss and Damage:** COP27 should decide to establish a loss and damage finance facility under the UNFCCC financial mechanism with a dedicated fund. Loss and

² Adverse observed impacts and/or projected risks and can be economic and/or non-economic (IPCC AR6 WGII, 2022)

damage finance also need to be an element of the New Collective Quantified Goal, in addition to mitigation and adaptation finance. Parties should ensure the full

operationalization of the Santiago Network on Loss and Damage, with dedicated funding and capacity needed to effectively implement its functions.

PROVIDING AND MOBILIZING FINANCE, TECHNOLOGY AND CAPACITY BUILDING SUPPORT

There is no chance of meeting Paris climate objectives without providing substantially scaled up and easily accessible financial, technological and capacity building support to developing countries. The perceived need for attention to institutional capacity is highlighted by the fact that the NDCs of 113 developing countries out of 169 countries list capacity building as a condition of NDC implementation.³ Addressing institutional capacity is a prerequisite for addressing governance concerns. The IPCC Working Group 3 also notes that finance flows for fossil fuels are still greater than those for climate adaptation and mitigation, and that “Accelerated international financial cooperation is a critical enabler of low-GHG and just transitions, and can address inequities in access to finance and the costs of, and vulnerability to, the impacts of climate change.” Meeting financial commitments is also essential for building trust in the climate regime and a shared commitment to the fair distribution of the global effort in confronting climate change. By the conclusion of COP27, Parties must achieve the following:

- Provide confidence that developed country Parties will succeed in delivering at least \$100 billion this year, and scaling up finance rapidly in coming years to ensure provision of at least \$600 billion cumulatively over the 6-year period of 2020 to 2025.
- Significantly scale up adaptation finance this year, towards achieving at least doubling the amount before 2025, as urged to do in the Glasgow Climate Pact, with an agreed process for monitoring progress towards this goal.
- Allocate at least 50% of public climate finance to support adaptation measures in developing countries.
- Agree on a working definition of climate finance, building on the ongoing work of the Standing Committee on Finance.
- Create a constructive dialogue around the new collective quantified goal on climate finance for the post-2025 period, and achieve a shared understanding of the options available as a basis for dramatically scaling up climate finance in the second half of the decade and beyond.
- Agree on elements necessary to fully operationalize all of Article 6 with environmental integrity, to accelerate the movement to widespread carbon pricing that can channel and align investments with climate goals, and generate financing for a just transition to a net zero and climate resilient economy as well as for adaptation measures through both market and non-market measures.
- Recognise that enhancing institutional capacity is a critical enabling condition identified by most developing countries in their NDC submissions and create a forum to share lessons and identify resources for enhancing institutional capacity.
- Using the Glasgow dialogue this year to agree on the need for a financing mechanism for loss and damage at COP27 and focus on starting its implementation next year.

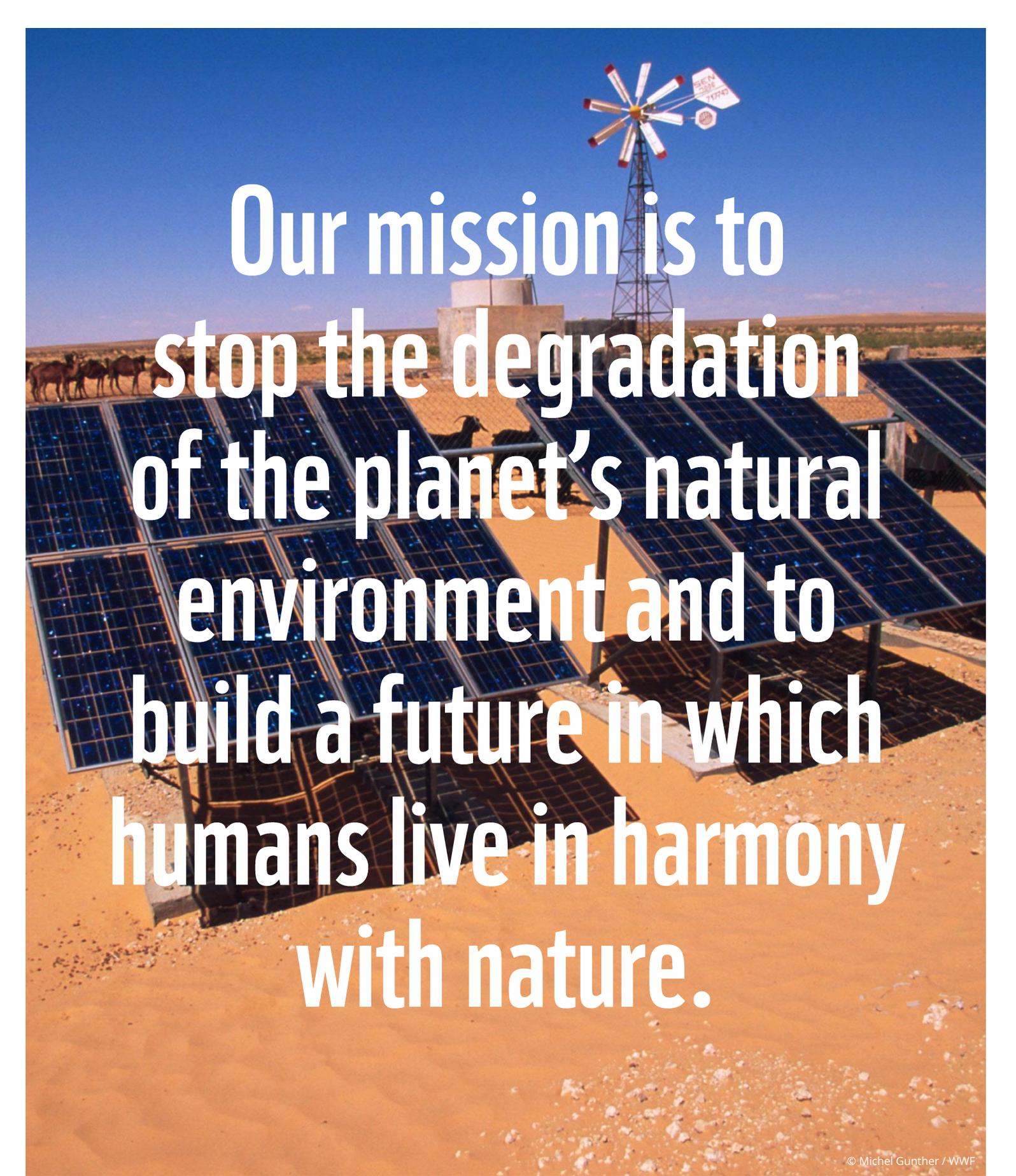
STRENGTHENING CIVIL SOCIETY PARTICIPATION

WWF strongly believes that the organization of all COPs, including COP27, must be based on full access and effective participation of civil society in all UNFCCC-related processes and events. WWF highlights the urgency of implementing the Paris Agreement through consolidating an inclusive international climate decision-making process. If the world is to achieve the goals and commitments set out in Paris, civil society

must be seated at the table, rather than be side-lined. Inclusion of the direct knowledge-holders and bearers of climate-related adversities is essential for governing bodies to unlock sustainable and resilient ways of tackling the twin crises of climate change and the loss of biodiversity. Conversely, their exclusion renders negotiations more opaque and less effective.⁴

³ Pauw, W. P., P. Castro, J. Pickering, and S. Bhasin, 2020: Conditional nationally determined contributions in the Paris Agreement: foothold for equity or Achilles heel? *Clim. Policy*, 20(4), 468–484, doi:10.1080/14693062.2019.1635874.

⁴ Plataforma Cipó, 2022, available at <https://ggin.stimson.org/lib/policy-paper/civil-society-participation-in-cop26-barriers-and-contributions/>



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of the planet's natural
environment and to
build a future in which
humans live in harmony
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