



WWF

CLIMATE
& ENERGY

COP23 Bonn - November 2017

EXPECTATIONS FOR COP23

Introduction

The Paris Agreement gave the world hope that through individual and collective leadership, humanity can effectively address the climate change challenge. The Agreement also provided a clear sense of direction and an approach to tackle the key issues: long-term temperature and emissions objectives; formal acknowledgment of the gap between our current efforts and these objectives; and mechanisms to close the gap. The many extreme climatic events this year highlight the urgency of the task at hand.

Under the auspices of a Fijian Presidency, COP23 in Bonn must make advances in the following areas:

- **Progress in Pre-2020 climate action**, both by Parties inside the formal negotiations and by all stakeholders in the broader landscape of climate actions (often referred to as the *Action Agenda*);
- **Launch of a robust roadmap for the “Talanoa Dialogue”, formerly known as 2018 Facilitative Dialogue**, to take stock of the collective effort of Parties and redouble efforts to close the emissions gap, including by raising ambition of the current Nationally Determined Contributions (NDCs) by 2020; and
- **A Paris implementation guideline draft text**. By November 17, Parties need to generate substantive elements for a comprehensive and balanced negotiating text covering all areas of the implementation guidelines for the Paris Agreement, to set the process on solid ground for adoption at COP24.

COP23 will be the biggest test yet of the commitment and resolve of Parties to deliver on the Paris Agreement. With the collaboration of non-Party stakeholders, Parties can pass this test by showing ambition and urgency in each of these areas, consistent with limiting global temperature rise to 1.5°C.

The promise of Paris - a self-correcting regime

At the core of the Paris Agreement is the concept of climate ambition, embodied in its ‘review-and-ratchet’ cycle. This cycle provides Parties with clarity on the state of global efforts to tackle climate change and the gaps remaining. It also informs the selection of national targets and measures that can ensure the achievement of the Agreement’s objectives. The process also enhances collaboration among countries while leveraging the commitment and entrepreneurship of non-State actors such as cities, business, civil society and subnational governments.

Climate ambition is reflected in the global climate regime over three time frames:

1. Pre-2020;
2. The first NDC period (2021-2030); and
3. Subsequent NDCs (from 2030 onwards in a 5-year cycle).

COP23 needs to show progress for each of them, as further described below.

1. Urgent pre-2020 action both inside and outside the formal negotiations

Science tells us the window for limiting global temperature rise to 1.5°C or even well below 2°C is closing quickly. Global greenhouse gas emissions must peak by 2020, and to achieve this, Parties at COP23 must:

- Demonstrate a **resolve to accelerate national implementation** of climate actions, to meet and exceed the Cancún pledges (pre-2020), and lay the groundwork for scaled-up efforts in subsequent periods;
- Strengthen **support and coordination around sectoral measures and technologies** aimed at addressing emissions reductions and climate resilience, by taking full advantage of the opportunities presented by the **COP23 assessment of the Technical Examination Process** for mitigation and adaptation to design robust mitigation and adaptation technical expert meetings (TEMs) with non-Party stakeholder input in 2018;
- Request the SBSTA and/or the SBI to **work with the technology and finance mechanisms** to implement and accelerate actions recommended by the mitigation and adaptation technical expert meetings in 2018;
- Build on this year’s **Marrakech Partnership for Global Climate Action** through the Thematic Days and High-Level Events, the upcoming *Yearbook of Climate Action* and the TEMs’ outcomes to engage more non-Party stakeholders on climate action, **expand and accelerate climate action across a range of economic sectors and thematic areas** in the pre-2020 period, and provide a foundation for greater ambition post-2020 in the form of inputs to the Talanoa Dialogue.

Framing the Future

Implementation of the Paris Agreement can be accelerated through cooperation among Parties, subnational governments, cities, indigenous and local communities, businesses, investors, academia and civil society.

Climate action is growing, as reflected in the rapidly expanding landscape commonly known as the Action Agenda. The *Marrakech Partnership for Global Climate Action* platform is recognised by the UNFCCC, and aims to encourage cooperative climate action in forests, agriculture, oceans, water, energy, transport, cities, and industry, and showcasing progress from these efforts, as well as opportunities to go farther.

WWF will support the Action Agenda at COP23 by participating in the Marrakech Partnership’s thematic areas and the development of its governance structures. WWF will host strategic discussions to advance the action agenda and accelerate climate action in the WWF pavilion (#Pandahub) in the Bonn Zone.

2. Talanoa Dialogue to close the gap in the first NDC period - 2021-2030

If fully implemented, current NDCs will bend the business-as-usual emissions curve. However, they are estimated to leave the planet on a 3°C+ warming pathway, with devastating climate impacts. The Talanoa Dialogue is a chance for Parties to achieve three objectives. First, Parties can take stock of progress against the agreement's objectives and revisit the shortfall in mitigation ambition that would remain. Second, they can explore new opportunities for climate actions that also advance development and biodiversity objectives, but that may not be reflected in the current NDCs. Third, they can use the results of the Talanoa Dialogue to resolve collectively to leverage these opportunities and close the gap in the form of more ambitious NDCs by 2020.

Much has happened since most Parties submitted their NDCs - including adoption and entry-into-force of the Paris Agreement itself with its objective to limit warming to well below 2°C and pursue efforts to stay below 1.5°C. Costs of renewables continue to plummet and many countries are progressively improving their analytical, policy and institutional capacity to address climate change. This should inform the revision of current NDCs.

A meaningful outcome at the Talanoa Dialogue would be a clear collective signal from Parties that they intend to revise their NDCs with more ambitious mitigation targets. To help make this happen, Parties must deliver the following at COP23:

1. **A report, prepared by the COP22 and COP23 Presidencies** identifying the main features of and a roadmap for the Talanoa Dialogue.
2. A decision requesting the COP23 and COP24 Presidencies to conduct the Talanoa Dialogue based on the design outlined in the report, with the Secretariat's support.

To encourage Parties to update their NDCs with targets and policies at the ambition required, the Talanoa Dialogue should have a clear focus on accelerating mitigation actions by:

- Starting early in 2018 with a technical and analytical phase, with inputs and engagement from the full range of non-party stakeholders, and culminating in a political phase at COP24, aimed at spurring action to respond to the findings;
- Build on outputs from the Marrakesh Partnership, the 2018 Global Climate Action Summit, the TEMs, the IPCC (including the Special Report on 1.5°C), the 2050 Pathways Platform, and studies on the equity and fairness of country efforts;
- Cover all emissions and climate forcers, whether covered by NDCs or not, including emissions from international aviation and shipping, HFCs and other F-gases, and short-lived climate forcers. It should invite inputs from organisations responsible for controlling such emissions or initiatives addressing them;
- Encourage developing countries to clarify what they are able to do with their own resources and what additional efforts they can make with sufficient financial, technological and capacity-building support;
- Encourage all countries to update their NDCs with more ambitious targets through national processes that engage non-state actors and promote sectoral, technological, cooperative actions among countries and between Party and non-Party stakeholders which can inform and underpin more ambitious NDCs. and capitalise on existing development and biodiversity strategies;

3. Global Stocktake - a rolling 5-year cycle for climate action beyond 2030

Parties must agree on a comprehensive and robust package of 'implementation guidelines' of the Paris Agreement at COP24. A pivotal element of these guidelines is the design of the Global Stocktake. The Global Stocktake must be designed to examine the adequacy of current and planned actions and provide guidance to Parties and other stakeholders on how to align actions and commitments with the Paris objectives.

The Global Stocktake must:

- Include attention to mitigation, adaptation and means of implementation and incorporate explicit equity considerations and support progress on addressing loss and damage;
- Draw on a robust and comprehensive set of inputs, including those from the IPCC and non-Party stakeholders, from the IPCC's relevant special reports and assessments, and from civil society;
- Cover all emissions, sinks and climate forcers (including short-lived climate forcers and on emissions not necessarily covered by NDCs and the transparency framework) and invite inputs from relevant organisations including ICAO, IMO, Montreal Protocol and CCAC; and
- Aim for continuous improvements, learning from previous, stocktakes, dialogues and other events.

Building the Foundation for a Strong Climate Regime

Beyond the critical priorities identified above, progress in many other areas is crucial to fulfill the promise of the Paris Agreement. Other issues that require substantive progress at COP23 include:

Adaptation:

- Further guidance on adaptation communication should prioritise countries' forward looking adaptation priorities (short-term and long-term actions) and adaptation support needs, based on ongoing efforts, national adaptation plans and other national strategies.
- A decision that the APA or joint SBSTA/SBi support the operationalisation of the global goal on adaptation.

Loss and Damage:

- Adopt an ambitious five-year work plan of the Warsaw International Mechanism on Loss and Damage (WIM) that also includes launching the clearing house on risk transfer, and continue work under an SBI agenda item on L&D.
- Agree an action plan, perhaps led jointly by the WIM and Standing Committee on Finance, to establish a mechanism to generate finance for loss and damage that is not limited to insurance.

Finance:

- Developed countries must demonstrate their continued commitment to scale up climate finance to at least US\$100 billion annually by 2020.
- On transparency, parties must agree on accounting modalities for assessing the funds mobilised, with clarity on accounting for only the concessional value of loans, and projects where only part of the funded activities are climate relevant.

Long-term strategies:

- All Parties must develop and implement economy-wide strategies that outline their expected long-term course of action by 2050. NDCs must be consistent with strategies to ensure that a country's trajectory is consistent with reaching long-term goals, thereby sending strong signals to non-Party stakeholders.
- Such long-term strategies must be incorporated into the implementation guidelines, including being listed as an input for the Global Stocktake.

Carbon Markets:

- The modalities for Article 6 must contribute to enhancing ambition, encouraging Parties to go beyond business-as-usual and achieve net atmospheric benefits.

- A robust accounting system is a prerequisite to international transfers of emissions units. This system should allow for transparent issuance, tracking, and use of units towards meeting NDCs and other offsetting obligations such as ICAO CORSIA.

Oceans:

- Formally recognise the importance of oceans and climate change in the COP23 decision text, support the Oceans Pathway Strategy, and pave the way to adoption of a work programme to address issues related to oceans, drawing on the outcomes of the UN Oceans Conference, as well as other relevant global and regional ocean policy processes.

Transparency of action and support

- For a robust transparency framework to ensure trust and confidence, and track the progress on the Paris Agreement's temperature goals, clear modalities, procedures and guidelines must be in place on time, building on experiences from arrangements of measurement, reporting and verification.
- The Transparency Framework's modalities, procedures and guidelines must accommodate the diversity of Parties' circumstances and capacities.

Conclusion

COP23 is a crucial step in building a strong foundation for the 'review-and-ratchet' mechanism decided in Paris in 2015. Urgent pre-2020 action, as well as concrete steps and decisions by Parties and non-Party stakeholders that demonstrate increasing ambition, will reassure the world that the international climate regime is on track to limit global warming to 1.5°C.



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.

panda.org/climateandenergy

For further information contact:

Mark Lutes

Head of Delegation to COP23

marklutes@wwf.panda.org