



# WWF COP21 Briefing Paper:

## ADP WORKSTREAM 2 : PRE-2020 CLIMATE ACTION

## 1. BACKGROUND

A COP21 decision on pre-2020 climate action (ADP Workstream 2) must enable a move from just discussing opportunities to actual implementation, to ensure that the pre-2020 emission gap is closed<sup>1</sup>, and to keep the window for limiting warming to less than 1.5°C open. To do this, existing commitments and pledges must be implemented and increased and new and additional action over and above these pledges launched. The structures that are put in place to do this should be viewed as a prototype for a more permanent Action Agenda within an Ambition Mechanism that can play a transformational role in closing the post-2020 gap left by the currently insufficient INDCs<sup>2</sup>.

The draft decision on WS2 from 10 November has many of the right elements, but should be strengthened to secure the following four minimum outcomes:

1. **A formal space to facilitate accelerated and enhanced pre-2020 climate action**
2. **A permanent Action Agenda delivering transformative mitigation initiatives**
3. **A Technical Examination Process to enhance adaptation action**
4. **A secure home for the continuation of the innovative approach to work done under ADP WS2**

## 2. DETAILED ASKS

**1. Establishing a formal space to facilitate accelerated and enhanced implementation of pre-2020 climate action.** WWF agrees that the size of the climate challenge means we need efforts from all Parties. However, given their respective responsibility and capacity, developed country Parties must take the lead on delivering mitigation and support, reflective of their fair share of climate action<sup>3</sup>. Equitable and ambitious action on the part of

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<sup>1</sup> UNEP (2014) estimates that the emissions gap between proposed efforts and what is necessary for a chance of keeping warming below 2°C will be 8-10 Gt CO<sub>2</sub>e in 2020. UNEP, 2014. *Emissions Gap Report 2014*. Available at <http://bit.ly/1vpj11m>

<sup>2</sup> UNEP (2015) estimates that the emissions gap will be 7 GtCO<sub>2</sub>e (range 5 to 10) in 2025 and 14 GtCO<sub>2</sub>e (range 12 to 17) in 2030, respectively. UNEP, 2015. *Emissions Gap Report 2015 Executive Summary*. Available at <http://bit.ly/1kzcjSk>

<sup>3</sup> *Fair Shares: a Civil Society Equity Review of INDCs*, 2015. Available at <http://civilsocietyreview.org/>

the countries with the strongest economies and the largest responsibility is critically important for both the climate and the UN climate negotiations. To this end, WWF supports the call for the fulfilment of pre-2020 finance pledges (paragraphs 10 and 11) and the review of gaps in implementation in pre-2020 mitigation and means of implementation (paragraph 15). WWF also supports the establishment of a comprehensive process for accelerated implementation of pre-2020 commitments and pledges, including several of the elements in Option 1 (paragraph 16-16bis). This includes urging developed country Parties to reduce their emissions by 40% below 1990 levels by 2020, and removing any conditionalities associated with their 2020 targets. This is overdue and must happen with or without an accelerated implementation process. Option 2 and the “no text” Option 3 is not acceptable. WWF believes the technical examination process holds great promise for triggering new and additional action, especially as part of a permanent Action Agenda, but this must be complementary to a comprehensive accelerated implementation process.

**2. Establishing a permanent Action Agenda that will deliver transformative initiatives.** It is clear that current mitigation action is insufficient to bring greenhouse gas emissions in line with trajectories that can keep aggregate warming below 1.5°C or even 2°C. This also holds true for the levels of climate finance, technology and capacity building support that are necessary to stimulate the transformational level of action that is required. Workstream 2 offers an opportunity to address these shortfalls while Parties work to bring their targets to the much higher levels that are required. To this end, WWF proposes a permanent Action Agenda with the following central components.

**2.1. Enhancement and continuation of the TEP and technical expert meetings (TEMs).** The current draft holds merit on the mitigation TEP (paragraphs 5-8). However, in order to ensure environmental integrity and credibility these processes need to be clearly linked to the implementation of new and additional actions with ultimate oversight by the Convention bodies and high-level processes within the UNFCCC. In addition to guidance to the TEC and CTCN (paragraph 5(d)), the COP decisions should request that the Convention’s financial mechanism support good ideas and initiatives coming out of the TEP. Renewable energy, energy efficiency, cities, and the protection of forests should be prioritized. Previous TEMs have identified these as technologies and sectors with high mitigation potential, many co-benefits, and Parties have shown great interest in them. The finance potential for these sectors is also good.

The Lima-Paris Action Agenda (LPAA) has shown the potential for such an action agenda as well as the need for a structure within the UNFCCC to build on successes and lessons learned, not least related to stringent criteria and standards for allowable initiatives.

- 2.2. The appointment of two high-level champions to take ideas and initiatives towards implementation.** The current text offers a starting point (in paragraphs 25-28), but a broader, more ambitious mandate is required. Coordinating high-level events and guiding TEMs will likely not lead to the launch, and scaling up, of new and strengthened efforts, (the stated purpose of paragraph 25). Rather, the champions' role should be to make sure the ideas and initiatives from the TEP and TEMs come to fruition as action on the ground, reducing emissions and building resilience.

The champions can play a facilitative role in matching good ideas and initiatives with finance and ensuring that they are further developed, and replicated. Lack of appropriate financial support is frequently cited as a barrier to implementation, thus the champions should be tasked with unlocking public finance from developed countries as well as private and innovative finance.

In order for the champions to be effective, COP presidencies or, to ensure a party driven process, the COP should be encouraged to appoint high profile, well-known persons, with proven track records as conveners. This would make it more attractive for Parties and non-Party stakeholders, including international and civil society organizations, subnational entities, and business, to be associated with them and their work.

- 2.3. A permanent Action Agenda with the work of the champions culminating in annual high-level events (paragraphs 24-28).** The permanent Action Agenda and the work of the champions must be designed as long-term and on-going processes culminating in annual high-level events to announce efforts, initiatives and coalitions and to report back on past announcements.

The annual high-level events should provide an attractive opportunity for Parties to present new unilateral or cooperative actions that they will take which will increase efforts and support beyond the pledges that are on the table. These events should be the landing ground where the ideas from the mitigation TEP, cultivated by the high-level champions, are brought into the UNFCCC discussions and create the sense of momentum and collective action that is necessary to increase ambition.

Building on the lessons of the LPAA, the Paris decisions must set in motion a process to agree on stringent criteria to ensure that the initiatives that are launched respect human rights, include social safeguards, and guarantee environmental integrity.

**3. Launching a technical examination of adaptation.** Support for adaptation is not increasing in step with shortfalls in mitigation. It is also generally acknowledged that it is harder to raise funds for adaptation than mitigation, and that efforts are needed to trigger increased finance for this area. WWF therefore supports the launch of a comprehensive adaptation TEP starting in 2016 as well as a space for adaptation within the annual high-level event (Option 1). This event should include announcements of global initiatives that accelerate the implementation of adaptation.

The existing National Adaptation Plan Expo and Nairobi Work Programme technical workshops are arranged on an ad-hoc basis. There is thus a need for a more structured process to help to scale up and accelerate the implementation of adaptation efforts. The proposals on the mitigation TEP are equally valid for an adaptation TEP; improved technical expert meetings, summaries for policy-makers and an online policy menu. To avoid duplication, the adaptation TEP should be coordinated with other UNFCCC processes, especially the Adaptation Committee. To this end the Adaptation Committee could take a central role in coordinating the adaptation TEP and TEMs, thus avoiding the problem that relevant negotiators are occupied elsewhere while WS2 meetings are going on, a frequent argument against having an adaptation TEP under WS2. At COP21, parties need to agree on the launch and modalities for the adaptation TEP, allowing technical expert meetings to start in 2016.

**4. A secure home for continuation of the innovative approach to work done under ADP WS2.** Placing both the adaptation and mitigation TEPs under one workstream is important for consistency and coordination. Placing both elements under the guidance and authority of the COP from 2016 (as proposed for the mitigation TEP in paragraph 7), would help with better coordination, ensure expert negotiators are available and that sufficient political attention is focussed on closing the ambition gaps as soon as possible.

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