



# Responding to the Climate Crisis

WWF expectations for COP25

2-13 December, 2019

Madrid, Spain

#CLIMATE AMBITION

*WWF regrets that COP25 is no longer being held in Chile and on Latin American soil, and greatly appreciates Spain's bold offer to provide a home for the COP on such short notice. We express our solidarity with the people of Chile and appreciation to all Chileans and others worldwide who had been working very hard to make COP25 a success.*

*This situation brings home yet again the inextricable relation between climate action and social and environmental justice and equity, both at the national and international level. It also highlights the need for a just transition to a zero carbon world where the benefits of prosperity are shared among all social groups.*

## Introduction and Background:

Over the past year new science and impressive grass-roots action have driven climate change back up on the international agenda. Four groundbreaking reports by IPCC and IPBES - on 1.5°C, land, and oceans and cryosphere, and biodiversity - show us the dangers and costs of business-as-usual and the benefits of urgent and transformative actions and halving emissions by 2030. The global movement of youth and other citizens has brought millions to the streets, sending a powerful message that societies demand immediate action on climate change, social justice and equitable access to the benefits of development.

The Climate Action Summit 2019 called for greater climate ambition from countries. While it was framed as “the start of the race,” the response was weak from countries representing the vast majority of global emissions. Seventy other countries indicated they would enhance their national plans or Nationally Determined Contributions (NDCs).<sup>1</sup> This is an inadequate response, given that climate change impacts the world's poorest countries more than the rich countries who are historically responsible for the problem.

The Summit did, however, further channel energies by subnational and non-state actors, including investors, towards climate action with stepped up efforts towards sectoral decarbonization and an accelerated transition from fossil fuels to renewable energy and zero-carbon technologies.

The coming year provides a huge opportunity for Parties to the Paris Agreement to mobilize and harness concerted action to avert a climate catastrophe and the worsening social conflicts that will inevitably emerge. We are now well into the first iteration of the agreement's five-year ambition cycle, where countries must revisit the ambition of their NDCs and submit ambitious long-term strategies (LTS) to bring the world closer to the goal of limiting warming to 1.5°C.

<sup>1</sup> <https://climateaction.unfccc.int/views/events.html>

COP25 is a chance for all countries to take meaningful collective decisions to inform NDC revision and enhancement in the current ambition cycle. It is also an opportunity to ensure, through progress on Loss and Damage, that the poorest and most vulnerable communities have the resources to respond to severe and irreversible impacts that they did not cause,

WWF recommends the Chilean COP25 Presidency and all Parties focus on three priorities: *closing the 1.5°C gap with enhanced NDCs, mobilising urgent action from state and non-state actors, and filling gaps and strengthening the multilateral response to the climate crisis.*

---

## Priority #1: Closing the gap to 1.5°C through enhanced NDCs and sectoral actions

The IPCC reports demonstrate the huge difference in climate impacts between 1.5°C and 2°C, and the devastating consequences of our current emissions trajectory. COP25 must strengthen global efforts to close the emissions gap to keep 1.5°C within grasp. It should also accelerate investments in resilience building and the zero-carbon transition. Countries with the greatest responsibility and capability need to step up action by investing in rapid and deep cuts to their emissions and mobilizing financial, technological and capacity-building support.

### **On NDC enhancement, long-term strategies, and support, Parties should:**

- Individually announce their intention to enhance their NDCs, as well as submit long-term (2050) zero emission strategies, with the inclusion of transformative actions and targets.
- Ensure that decisions and actions incorporated in revised NDCs and LTS are based on the best available science, equity and a just transition.
- Put in place broad consultation processes for NDC enhancement that engage all those affected.
- Fully integrate subnational and non-state actors into the revision of the NDCs, the development of the LTS and their implementation to unleash the full potential for decarbonization and resilience building within national economies.
- Include nature-based climate solutions in NDCs and LTS, with an acknowledgement of the role, importance and multiple benefits in protecting and restoring terrestrial and marine ecosystems, including halting the loss of biodiversity, building resilience and storing carbon. Such solutions can contribute significantly to meeting climate objectives, as well as supporting the fulfillment of the Sustainable Development Goals (SDGs).
- Parties using, selling, financing and promoting coal must immediately stop expansion of coal infrastructure and the construction of new plants, as well as announce a phaseout plan and timeline.
- Announce substantially increased contributions of public finance towards the goal of mobilizing \$100 billion per year from developed countries, including new and increased contributions to the replenishment of the Green Climate Fund (GCF), to accelerate the transition and enable developing countries to pursue ambitious actions on climate change while meeting demands of society for progress in other areas.

### **On processes and decisions, Parties should:**

Decide on the scope of the Second Periodic Review of the long-term global goal of the Convention, that ensures a robust discussion of the importance of limiting warming to 1.5°C, the status of measures to achieve that goal, and the need for emergency measures if actions are not aligned with that goal.

Launch the High Level Santiago Climate Ambition Dialogue, with Ministerial dialogues during COP25 and further high level and technical engagement through 2020, as a space for Parties to share experiences in revising their NDCs and preparing their LTS.

Request the UNFCCC Secretariat to assess the aggregate impact of updated NDCs submitted by at latest 1 October 2020, on projected global emissions and temperature increase. This assessment must be published as early as possible in advance of COP26 to enable Parties to take stock of and respond to the findings.

---

## Priority #2: Mobilising urgent action from state and non-state actors

Urgent action by all actors is needed to begin the rapid reduction of emissions to meet long-term climate goals and to build climate resilience into all sectors.

The UNFCCC process has built up a number of processes to engage, mobilize and recognize the efforts of subnational and non-state actors, as well as experts. The Marrakesh Partnership for Global Climate Action (MPGCA) has contributed to building momentum for climate action. Its mandate expires at the end of 2020 and must be renewed.

To accelerate the partnerships, collaborative action and sectoral actions at the speed and scale required in the coming year and beyond, Parties and non-Parties should:

- Work towards a more effective integration of Climate Action Summit initiatives, Technical Examination Process (TEP), Marrakech Partnership and NAZCA platform into a coherent and coordinated effort, through ensuring an effective mechanism for coordination.
  - Support a COP decision that provides a mandate to the Chilean and UK COP Presidencies to explore the future contribution and institutional arrangements for the Global Climate Action Agenda under the UNFCCC after 2020.
  - Use the discussion of pre-2020 ambition and the review of adequacy of UNFCCC Article 4.2a and b to generate more ambitious targets, actions and finance in 2030 and 2050 timeframes.
- 

## Priority #3: Strengthening the multilateral response to the climate crisis

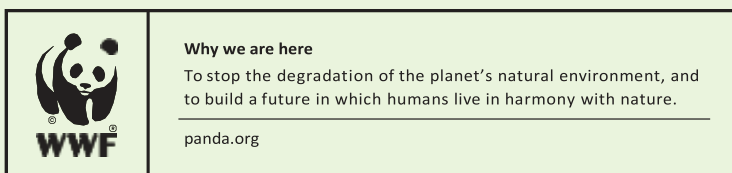
Despite the progress on the Paris Agreement rulebook at COP24, there were several important issues the Parties were unable to agree on. At COP25, Parties must decide on the following:

- **Establishment of common 5-year time frames** for NDCs in the post-2030 period, to ensure comparability of NDCs, an effective ambition cycle, and a relevant time frame for national commitments.
- **Rules for market and non-market approaches under Article 6.** Any outcome on Article 6 must:
  - Ensure that corresponding adjustments will be applied for all internationally transferred mitigation outcomes (ITMOs) and for mitigation outcomes used for other purposes, such as under the ICAO Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), to avoid double counting of emissions reductions. This must cover units generated under Art 6.4 and reductions both inside or outside the scope of a host Party's NDC.
  - Agree on an accounting approach to ITMO with strong accountability and environmental integrity for the entire period of the NDC. The "averaging approach" in which a country must apply a corresponding adjustment in the target year of their NDC equal to the average annual net transfer over the covered NDC period, is one way to achieve this.
  - Require that baseline methodologies for the Article 6.4 Mechanism and baseline and crediting approaches falling under Article 6.2 are accurate and conservative.
  - Adopt a partial credit cancellation rate or discount under Article 6.4 to deliver an Overall Mitigation in Global Emissions (OMGE) and establish a similar mandatory requirement for cooperative approaches under Article 6.2.

- Adopt a share of proceeds for Article 6.2 as well as for Article 6.4.
- Include a Matching Facility under Article 6.8 to mobilize international resources additional to the \$100 billion commitment to support scaled up emissions reductions in developing countries.<sup>2</sup>
- **Loss and Damage (L&D)** under Article 8, by taking a decision at COP25 on:
  - Extending the mandate of the Warsaw International Mechanism of Loss and Damage (WIM) for a longer period or indefinitely, to ensure the WIM has sufficient time and mandate to address both current and future loss and damage needs.
  - A finance roadmap (sources, scale, facility, etc) to address loss and damage, with a defined process (Expert panel, technical papers, submission, meetings) laid out that will carry forward until COP26 and makes recommendations to COP26 which will inform the details on institutionalizing the loss and damage finance facility at COP26.
  - Establishing the loss and damage finance facility and institutionalize it by COP26.
- **Global Goal on Adaptation** under Article 7.1, with a COP decision on operationalizing the global goals with clear process laid out on measuring it with adequate finance, capacity and technology support provided on achieving it.
- Agree to develop a program of work to strengthen understanding of the role of **oceans and marine and coastal ecosystems**, with the goal of developing and strengthening actions to respond to climate impacts on oceans and mitigation opportunities.

COP25 should continue to be seen as a Latin American COP, even if it is held elsewhere. WWF is confident that the Chilean Presidency, the Spanish hosts, and all parties and observer organizations will continue to reflect Latin American priorities, perspectives and cultures. As Latin American countries contain 20% of the world's biodiversity, WWF expects Chile and others to provide leadership in implementing nature based climate solutions. These must be co-designed with local stakeholders, especially indigenous peoples and local communities, and maximize nature's contribution to climate change mitigation and adaptation, while contributing to biodiversity conservation, food security, and social benefits.

*We have to urgently choose the future we want.  
The time for action is now!*



© WWF 2019. All Rights Reserved  
 © 1986 Panda Symbol WWF - World Wide Fund for Nature (World Wildlife Fund)

For further information

**Fernanda Carvalho, Ph.D**  
 Global Policy Manager, Climate and Energy  
 WWF International  
[fcarvalho@wwfint.org](mailto:fcarvalho@wwfint.org)

**Mark Lutes**  
 Senior Advisor, Global Climate Policy  
 WWF International  
[marklutes@wwf.panda.org](mailto:marklutes@wwf.panda.org)

<sup>2</sup> WWF, 2018: "Conceptualizing a "Matching Facility" to help countries meet the goals of the Paris Agreement - working paper", <http://bit.ly/2ASObEu>