



COP27 EXPECTATIONS

OCTOBER 2022

Photo: Petra Schmitter / IWMI. Solar powered drip and conservation agriculture in Dhanghista, Ethiopia.

CLIMATE SOLUTIONS IN CHALLENGING TIMES

Unprecedented flooding in Pakistan and elsewhere, heatwaves, droughts, fires, and intensifying tropical storms reported in recent months from different places around the world, and the suffering, misery, loss of life and economic losses they bring, require an urgent and convincing response to the climate emergency. Leaders and governments must send convincing signals that they are delivering on past promises and united in their commitment to preventing the climate crisis from spiralling out of control, and responding to the needs of communities currently suffering the impacts of past failures to prevent the climatic disruptions we are currently witnessing.

This climate question is intimately linked to many other global challenges. An adequate response to the climate emergency is key to making progress on sustainable development and to resolving many of the crises facing the world today. Without a rapid and coordinated shift to sustainable and zero carbon technologies and economies, geopolitical threats and tensions will only worsen, and it will be more difficult to protect and restore nature, create sustainable food systems, eliminate dependence on fossil fuels, and contribute to achieving the Sustainable Development Goals (SDGs).

Three key meetings will take place within a few weeks at the end of this year: the COP27 Climate Conference in Egypt, the COP15 Biodiversity Conference in Montreal, Canada, and the G20 Summit in Bali, Indonesia. They will grapple with interrelated crises in a difficult and fractious geopolitical context. The outcome of COP27 in Sharm el-Sheikh in November will set the tone, and must demonstrate that the global community is willing and able to move ahead with implementing climate actions to protect people and nature around the world.

COP27 must send a convincing message to the world that:

- All countries, especially those with the greatest responsibility and capabilities, are strongly engaged and committed to combating climate change and closing the emissions gap in the short, medium and long terms, including at the most senior political levels.
- A global just transition to phase out fossil fuels and build sustainable, efficient and renewable energy systems will be accelerated rather than delayed in the current geopolitical context, building on the energy decision from Glasgow (1/CP.26 para 20).
- Those on the front lines of climate impacts will be supported by the international community, through immediate relief aid, scaled up efforts to support adaptation and build climate resilience, and the establishment of a dedicated loss and damage finance facility.
- Parties are fully committed and taking increasingly ambitious steps to implement the UNFCCC and its Paris Agreement, though delivering on finance commitments and accelerated implementation of NDCs in line with limiting warming to 1.5°C, equity and fair shares of global efforts reflecting national responsibilities and capabilities.
- All Parties as well as non-Party stakeholders, civil society observers, indigenous peoples, women, youth and representatives of the most vulnerable communities have effective access and influence in decision-making processes.
- Climate action will contribute to and maximise the protection, sustainable management and restoration of ecosystems, maintaining and enhancing their potential for mitigation and adaptation, in line with the findings of the IPCC AR6 Reports.

IMPLEMENTATION WITH AMBITION, EQUITY AND ACCESS

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 and a strengthened response to unavoidable impacts. The IPCC 6th Assessment Report (AR6) has provided 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.

Along with highlighting the need for urgent action to reduce emissions, the IPCC Working Group 3 Report provides grounds for optimism - finding that solutions are increasingly cost-effective and now available in every sector to halve emissions by 2030.

While Climate ambition and implementation is currently not on track to 1.5°C the IPCC Working Group 3 Reports that solutions are cost-effective and now available in every sector to halve global emissions by 2030. The Paris Agreement goal is still achievable if Parties take decisive action to take on the IPCC's findings.

All discussions at COP27 should take into account and benefit from the insights, expertise, and capacities that have been developed in Africa in addressing the challenges posed by climate change. This COP, to be held on the African continent, is a good opportunity to discuss the special needs and circumstances of Africa as a whole, without prejudice to other vulnerable regions or groups of countries.

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.
- These urgent actions must implement and where possible go beyond measures and targets identified in Nationally

Determined Contributions (NDCs), drive a just transition to 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 to 43% below 2019 levels by 2030.

- Laying the groundwork for increasingly ambitious emissions reduction actions and goals with a 2035 timeframe through the Global Stocktake, while in parallel strengthening efforts to close the 2030 emissions gap through the Mitigation Work Programme, international cooperation and national and subnational efforts.
- Urgent implementation of 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 a focus on the needs and capacities of Africa and other vulnerable regions on the front lines of climate impacts, 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 and exceeding \$600 billion for the period 2020-25, with at least half of public financing going to adaptation, and with all countries working to align all public and private finance flows with climate and biodiversity goals and the SDGs.

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 AR6 confirmed that to have any chance of limiting warming to 1.5°C, emissions must peak in the first half of this decade, with 2025 global emissions lower than in 2020, on the way to a 43% reduction by 2030 from 2019 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 scaling up a wide range of collaborative initiatives, both from Parties and other stakeholders, 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.

The implementation of UNFCCC and its Paris Agreement can be accelerated and strengthened through a focus on key sectors that are central to meeting mitigation and adaptation goals. Sectoral level strategies can be developed to mobilize finance, technologies and capacity building in a coordinated manner to eliminate emissions and build resilience in the energy, food, transport, construction and other sectors, in line with a just transition and limiting warming to 1.5°C.

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. Furthermore, countries must demonstrate the on-the-ground positive impacts of these activities to stakeholders and the public at large, as a credible response and support to this multilateral approach to climate change. They should also leverage the energy decision from Glasgow (1/CP.26 para 20) to work specifically on spurring a just transition in the energy sector for a fossil fuel phase out (coal, oil and gas), and the promotion of renewable energy, energy efficiency and clean technology worldwide.

For the mitigation challenge, the Work Programme to urgently scale up mitigation ambition and implementation by 2030, agreed in Glasgow, is our last best chance to keep 1.5°C within reach. This Mitigation Work Programme must be fully and enthusiastically supported by all parties, and enabled with the tools and resources needed to be effective, as a response to the UNSG call to Governments to make climate change their first priority. 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 concrete measures towards a phaseout 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,
- Ensure a just transition to a net-zero climate resilient economy through shifting the energy sector to a foundation of energy efficiency and renewable energy. This shift should include a rapid phaseout of all fossil fuels as part of a just transition to a zero carbon world and limiting warming to 1.5°C.
- Develop strategies for all relevant sectors, including food systems, energy, transport, industry, 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, including Presidency and/or sectoral initiatives from COP 26 and upcoming ones from COP 27.
- Involve a range of Ministers with decision-making authority in the different sectors, to share ownership of 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.
- 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 the developing country context.
- Inform and take forward recommendations of the GST process.
- 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.

ALIGNING GLOBAL AMBITION WITH 1.5°C AND RESILIENCE

While a renewed concentration on accelerated, immediate and urgent implementation and action on the ground 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.

All these processes should have a strong focus on a just transition through 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.

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, accelerated implementation through the Mitigation Work Program described in the previous section, strong delivery and accountability of 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 1.5°C aligned 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

Second Periodic Review of the Long Term Global Goal of the Convention: 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.

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)

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 global 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 global 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 phase-down 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. The MWP can be a key vehicle for delivering on that, as described above.

RESPONDING TO WORSENING IMPACTS OF CLIMATE CHANGE

Accelerated implementation of mitigation measures are urgently required, given the fast-closing window to hold global warming to 1.5°C. But along with closing the emissions gap, COP27 must just as urgently respond to the impacts of climate change, including through urgently mobilizing support and technical assistance to the most vulnerable and impacted.

With COP27 being held in Africa, we see this as a 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 address current climate impacts, 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 as per Glasgow Pact Decision should provide a timely surge in resources. It also addresses limits to adaptation and losses and damages.²

This COP, to be held on the African continent, is a good opportunity to consider the special needs and circumstances of Africa as a whole, and to benefit from 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. This COP can play a crucial role in providing and mobilizing finance for the most vulnerable,

especially for loss and damage, adaptation, and technology and capacity building support.

Climate impacts are worsening day by day, at the current 1.1°C of warming above pre-industrial levels. This is not going to slow down. The drought in the Horn of Africa, massive and unprecedented floods in Pakistan and Nigeria, devastating tropical storms, wildfires and heat waves are just some of the signs of worsening climate crisis witnessed in 2022. The IPCC Working Group 2 report said 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 Global Goal on Adaptation (GGA) (GlaSS) should establish a transparent and common understanding on how to accelerate local, sectoral and national action and 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

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

agenda item under the CMA and SBs by COP28 when the mandate of the GlaSS ends.

- **Adaptation Finance:** For COP27 Parties must accelerate progress towards more than doubling adaptation finance, and establish a clear roadmap, with an accountability mechanism, for achieving this by 2025 as per Glasgow Decisions. An improved understanding of adaptation finance access, needs and gaps through the GlaSS work programme must also inform the new collective quantified goal discussion on climate finance.
- **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 Today, 47 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 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, adequate 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 and decide to allocate at least 50% of public climate finance to support adaptation measures in developing countries
- Agree 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.
- Deliver clear milestones for a new collective quantified goal, with a view to finalising negotiations and reaching a decision on it during COP 29.
- Agree elements necessary to fully operationalize all 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. COP27 must minimize the damage to the Art 6 markets mechanisms from the COP26 decision to allow the transition of pre-2020 credits.
- 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.
- Agree to establish a loss and damage finance facility, under the UNFCCC financing mechanism for loss and damage at COP27 and establish a process for its timely operationalization, with dedicated new sources of funds.

STRENGTHENING PARTICIPATION

WWF strongly believes that the organization of all COPs, specially COP27, must be based on full access and effective participation of civil society in all UNFCCC-related processes and events. WWF highlights the urgency and importance of an inclusive international climate decision-making process to implement the Paris Agreement. Without civil society sitting

at the table, it will be impossible for the world to achieve the goals and commitments set out since 2015. Inclusion of the direct knowledge-holders and bearers of climate-related adversities is fundamental to unlock whole-of-government and whole-of-society equitable solutions to tackle the twin crises of climate change and biodiversity loss.

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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Design: Farm Design, www.farmdesign.co.za