Introduction and Background

The world has taken inspiration and guidance from the Paris Agreement and its goals, and has in many important areas moved ahead: expanding access to renewable energy, developing rules to align global finance and investments with climate imperatives, ramping corporate science based climate targets and, most recently, adopting a landmark agreement for the global maritime transport sector under the International Maritime Organization.

The task at hand is to create clear and robust rules and guidelines under the Paris Agreement to enable Parties and other actors to make progress towards its goals more quickly and effectively - through that facilitate implementation at the national and sectoral levels, build trust based on understanding of countries’ respective actions, and foster international cooperation. In addition, pre-2020 supporting processes and the Talanoa Dialogue must build the momentum for urgent action and enhanced ambition, fueled by a sense of opportunity and urgency.

The April-May 2018 Bonn climate negotiations meetings must pave the way to a successful COP24 outcome that sends a resounding message that the world’s countries are on track to meeting the climate objectives their governments and leaders agreed to in Paris in December of 2015. In Bonn, negotiations on the Paris Agreement’s implementation guidelines must advance towards a comprehensive and manageable legal negotiating text, either as an outcome of the session itself or as a proposal from the Chairs well before the next session, based on a clear mandate from parties. The world expects a comprehensive and robust set of rules that can allow full implementation of the Paris Agreement and inform preparation of revised and improved national targets (NDCs) over the next two years. In addition, in Bonn Parties and a wide range of stakeholders and observers must take full advantage of the May session of the Talanoa Dialogue and pre-2020 processes to build trust and commitment to doing more better and faster to ensure meeting the Paris goals remain not just possible but inevitable.

Building towards three core COP24 outcomes

Decisions taken this year under the UNFCCC and Paris Agreement will have direct repercussions for whether the world gets on a pathway to a climate safe future in line with the Agreement’s goals. For WWF, progress in three areas are critical to put the world on the right trajectory: Accelerated action in Pre-2020, raising ambition of NDCs by 2020, and the 5-year ambition cycle or ambition mechanism.

Consolidating and accelerating the pre-2020 climate response

Global greenhouse gas emissions must peak by 2020 and decline thereafter if we are to limit global temperature rise to well below 2°C, let alone 1.5°C. Accelerating pre-2020 climate action is critical to reaching this global milestone and setting the foundation for an effective and just transition to low-carbon climate-resilient societies.

Parties coming to Bonn should demonstrate their commitment to urgent climate action in two ways:
• **Ratify the second commitment period of the Kyoto Protocol (KP2).** The Doha Amendment, which establishes the second commitment period of the Kyoto Protocol (KP2), was adopted in 2012. To date, 111 Parties, representing all negotiating groups, have ratified it, but KP2 is 33 Parties short from entering into force. Having KP2 enter into force this year would further build momentum for urgent global climate action, send a strong signal of commitment to Parties and non-Parties about pre-2020 implementation and ambition, and set a positive tone for the COP24 pre-2020 stocktake and the political phase of the Talanoa Dialogue. With Kyoto having 192 Parties, there are currently 81 more potential ratifiers. We call on all Parties to ratify as soon as they can, to enable KP2 to enter into force by COP24. During SB48, we also encourage the Presidencies and Executive Secretary to follow up on the letter they recently sent to Parties which have yet to ratify, and consult with Parties to identify and overcome barriers to ratification.

• **Substantively engage in the revamped technical examination processes (TEPs) on mitigation and adaptation,** and commit to act upon the results of these processes. The technical examination processes (TEPs) on mitigation and adaptation have opened up the UNFCCC to discussions of real world climate solutions, such as renewable energy, energy efficiency, adaptation planning and implementation, and sustainable development co-benefits of these solutions. An important part of the TEPs’ mandate is to “[follow] up the work on the identified policy options and opportunities”. The TEPs have been recently revamped, and now expert organizations have been assigned to facilitate the technical expert meetings (TEMs) on mitigation and adaptation at SB48. We encourage Parties to engage substantively in the process inform further actions in their countries, and the Secretariat and facilitators to consult with all stakeholders, during and between the TEMs, to develop action points for both themselves and the stakeholders, to come to the COP24 stocktake on pre-2020 implementation and ambition and the Talanoa Dialogue ready to report on new actions. The Presidencies and the Secretariat can also play an important role in consulting with Parties to encourage progress in both areas.

**Closing the 2030 ambition gap - Talanoa Dialogue, COP24 and beyond**

The period covered by the first round of NDCs - most of which run from 2020 to 2030, will be critical to meeting the climate goals of the Paris Agreement. Accelerated implementation of current Nationally Determined Contributions (NDCs) is essential to bend the business-as-usual emissions curve. However, even if fully implemented, current NDCs commit the planet on a 3°C+ warming pathway, with dangerous implications for people, livelihoods, and nature all over the world.

Much has happened since most Parties submitted their NDCs -- both in the policy-making realm and in the real economy -- that can help Parties recalibrate the national goals that will inspire and guide their countries’ transition towards low-carbon, climate-resilient societies during the next decade. The inputs to the Talanoa Dialogue attest to this, as does the experience by Parties and non-Parties on the ground.

Some governments recognize these developments and are already actively discussing how to improve their NDCs, including their 2030 targets. But the discussion needs to be broader, so that all Parties can benefit from the latest information and be inspired to take similar action. That is the purpose of the Talanoa Dialogue - a constructive, facilitative and transparent process aimed at sharing solutions and informing the enhancement of individual and collective action and ambition that are urgently needed.

At COP 24, the international community must send a clear signal that all countries will look at their NDCs anew and do everything in their power to adjust them to be in line with the Paris Agreement climate goals and other provisions. This, in turn, should inform domestic processes of revision, with non-Party stakeholder input, during 2019 in order to leverage domestic opportunities for increasing NDC ambition and keep open the possibility of staying below 1.5°C.

WWF recommends that:

- **May Session of the Talanoa Dialogue:** Parties and Stakeholders should use this first dialogue to share concrete opportunities for accelerating action and enhancing ambition that are not fully captured in the NDCs, so that the Dialogue can inform Parties reassessment of the scope and ambition
of their current NDCs. Parties and Stakeholders should explore what specific barriers constrain higher ambition and more rapid delivery of that ambition, and share how they working to overcome them. Parties and Stakeholders should clearly express their expectation that the Talanoa Dialogue lead to increased ambition, and their role in fulfilling it -individually and through collaboration with other Parties and Stakeholders.

- **Enhancement of Talanoa Dialogue based on lessons from May Session:** Following the completion of the first dialogue, Parties and Stakeholders should proactively take stock of the first meeting and the inputs provided in the run up to, and during the meeting, to identify how the process can be enhanced to inform the remaining technical phase and the political phase of the Talanoa Dialogue. This includes identifying constructive inputs to advance areas of the dialogue that showed the most progress, and seeking additional inputs to address gaps or needs that were not tackled.

- **Agree on September intersessional:** Given the current state of negotiations, even with substantial advances in Bonn resulting in a legal negotiating text with a manageable number of options, it is likely that an additional negotiation session before COP24 will be necessary to allow agreement on a comprehensive and detailed set of implementation guidelines. This session must also include a session of the Talanoa Dialogue, to maintain momentum, review progress, and advance the discussion of the technical phase, engage parties and stakeholders, and ensure a solid basis for the political phase during the COP.

### Building a Durable and Effective Ambition Mechanism

Reducing emissions and building resilience progressively over time is at the core of the Paris Agreement. This will start with the Talanoa Dialogue and the first opportunity to collectively ratchet up ambition of NDCs and climate action by 2020, as described above. But even if we are effective on this first round, further emissions reductions will be needed in subsequent periods to stay on track to achieving global decarbonization before 2050, as required to limit warming to 1.5°C.

As part of the Paris Agreement’s implementation guidelines, Parties must agree to an effective ambition mechanism: a process that facilitates the increase of individual Party and collective ambition and action delivered on-the-ground over time. The design of an effective Global Stocktake (GST; Art 14) is at the core of this effort; but the effective functioning of the ambition mechanism depends on full implementation of all elements of the Paris Agreement. Because of the GST’s scope and the interlinkages among Agenda items, the design of the ambition mechanism must ensure that the negotiation of other agenda items is done with an eye towards facilitating the enhancement of ambition (in the form of targets and actions) through individual efforts and international cooperation.

When Parties come together in May for SB48, WWF suggests that the purpose, inputs, functions, processes, outputs and ultimate outcomes of the ambition mechanism be kept in clear sight as Parties negotiate across Agenda items, so that the overall architecture to be enshrined in the Paris implementation guidelines enhances, rather than hinders, the functioning of the ambition mechanism in support of the fulfilment of Paris goals agreed by Parties. In particular, the following components should be embedded in the implementation guidelines:

1. **Outcomes and Outputs:** Ultimately, if the ambition mechanism is to fulfill its function in support of the Paris Agreement, its primary outcome should be increased ambition--in the form of targets and corresponding action at the international and domestic levels--and the corresponding mobilization of resource follows to meet the purpose of the Paris Agreement and its goals (i.e., temperature goal, adaptation goal, finance goal; global peaking of greenhouse-gas [GHG] emissions; balancing GHG emissions and removals; averting, minimizing and addressing loss and damage). The outputs that this space can generate in support of those outcomes are political signals and commitments (in the form of targets, actions, means of implementation and mobilization), as well as practical guidance to countries, multilateral agencies and non-party stakeholders regarding opportunities and incentives to align actions with climate goals.

2. **Functions:** The Paris implementation guidelines should seek to fulfil three main functions for the ambition mechanism: (1) increase understanding of progress towards achieving the goals of the Agreement and resulting gap between current efforts and what is needed, the barriers and opportunities to close the gap, and the consequences of failing to close the gap; (2) remove barriers and facilitate access to opportunities to enable Parties to enhance ambition including, but not
limited to, means of implementation; and (3) **provide incentives** for Parties to enhance ambition and international cooperation. The Global Stocktake contributes primarily to the first function, but collectively other modalities can and should contribute to one of the three.

3. **Inputs:** The inputs submitted by Parties, various bodies under the UNFCCC and non-Party stakeholders, as well as documentation generated by the UNFCCC Secretariat should **directly support those functions** and reflect the scope of the agreement (mitigation, adaptation, means of implementation, and loss and damage). Inputs include, but are not limited to:

- **Parties:** individual level of implementation as tracked ex-post by the transparency framework; individual level of ambition as projected ex-ante through NDCs and adaptation communications, and resources provided and mobilized internationally, and required for any actions or emissions reductions that are conditional on international support.
- **Non-Party Stakeholders:** individual and aggregate action/ambition from cities, companies, sectors, etc., as well as barriers and opportunities
- **UNFCCC bodies and institutions,** including SBSTA, SBI, Standing Committee on Finance, WIM, GEF, GCF, etc.: Inputs to increase understanding (as per above) and guidance on removing barriers and accessing opportunities.
- **IPCC:** Inputs to increase understanding ·
- **UNFCCC Secretariat:** Syntheses covering aggregate levels of implementation, ambition and support, as well as other information including key barriers and opportunities.

4. **Processes:** The processes to be embedded in the Paris implementation guidelines should be reviewed in light of how they support the functions of the ambition mechanism. This involves revisiting existing processes, and considering the creation of new ones, if a gap in function is yet to be addressed. One such gap relates to the function of matching enhanced ambition with support, so that financial resources are effectively directed to help deliver increased targets and ramped up actions. There is not yet a process in place to make this happen. A **matching mechanism (“matchbox”)** to channel international resources additional to the $100 billion commitment to enable scaled up emissions reductions in developing countries and leveraging of truly ambitious conditional emissions reductions. This could take the form of a results-based financing mechanism under either Article 6.4 or 6.8 which would mobilize resources at scale from both public and private sources to achieve more ambitious emissions reductions objectives.

### Additional WWF Recommendations for specific areas of negotiations

#### Article 6 – Market and non-Market Mechanisms

Article 6 of the Paris Agreement establishes a broad framework for voluntary cooperation among Parties in the implementation of their Nationally Determined Contributions (NDCs). The Article sets out three approaches in which Parties may voluntarily participate: 1) “bottom up,” bilateral or regional cooperative approaches via internationally transferred mitigation outcomes (ITMOs), 2) a mechanism to contribute to mitigation and support sustainable development, and 3) a non-market mechanism. These are outlined in Article 6.2, 6.4, and 6.8, respectively. At Parties must also make sure that double counting cannot occur between Article 6 mechanisms and the same time, the UN International Civil Aviation Organization’s (ICAO) Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA).

Transfers of Internationally Transferred Mitigation Outcomes (ITMOs) between countries: Transfers of ITMOs between Parties (and to the ICAO CORSIA) is the principle basis of Article 6.2. However, the Article 6.4 informal text also indicates that transfers are an option being weighed by Parties. For the sake of simplicity, it could be useful for Parties to establish provisions under 6.4 for both generation of transferable or tradeable units, as well as for results-based payments for quantified emissions reductions that do not generate tradeable units. This would mean that the mechanism under 6.4 would include include a payments-for-results mechanism similar to the non-market mechanism under Article 6.8.
WWF would not endorse the integrity of emission unit transfers (ITMOs or the equivalent emissions currency defined under 6.4) under Article 6 if they do not meet all the following criteria:

1. **Sufficient Ambition of Mitigation Targets including NDCs**: Countries should only be able to transfer emission units internationally if (1) they are for reducing emissions well below their business-as-usual (BAU) levels and (2) their BAU emissions have been reviewed by an expert team to ensure they are not inflated.

2. **Net Atmospheric Benefits**: A country engaging in international transfers should overachieve its NDC target, thus delivering net atmospheric benefits.

3. **High-Quality Emission Units**: To ensure environmental integrity, emission units that are transferred internationally must adhere to best practice criteria to ensure they are of high quality—i.e. be real; measurable; additional; permanent; avoid leakage; be monitored, reported, and verified; and comply with social and environmental safeguards.

4. **Robust Accounting of Transfers**: Emissions units should only be transferred internationally by countries who can ensure robust accounting by meeting certain prerequisites. In particular, Parties must make sure that double counting cannot occur between Article 6 mechanisms and the CORSIA.

5. **Additional Criteria for Emission Units from REDD+**: Emissions units from REDD+ should be fully aligned with UNFCCC decisions, including the Warsaw Framework for REDD+, and with a national-level REDD+ framework.

**Non-market “matchbox” for increased ambition**: See the section above for WWF’s proposal to create a matching mechanism (“matchbox”) to channel international resources additional to the $100 billion commitment, which could take the form of a results-based financing mechanism under either Article 6.4 or 6.8.

**Adaptation**

The key components of the adaptation communication on guiding principles, purpose, approaches, elements, vehicle, linkages, and support needs to have options narrowed down to allow developing countries not only raise their adaptation ambitions, but also to guide them in evaluating how they are meeting objectives set by the Global Goal on Adaptation.

WWF expects Parties to operationalize the Global Goal. WWF believes that a decision needs to be taken at COP24 which will allow either the APA alone or jointly with SBSTA/SBI to elaborate on how to do this, by discussing the concrete milestones, indicators, and ideas on securing technical and financial support.

WWF expects the Adaptation Fund to serve the Paris Agreement and calls on parties to finalize its governance and institutional arrangements, safeguards, and operating modalities, allowing Parties to take a decision at COP24.

**Loss and Damage**

COP23 created a space to discuss the issue of loss and damage finance under the Suva Expert Dialogue. It will explore a wide range of inputs and views on ways for facilitating the mobilization, securing of expertise, and enhancement of support for loss and damage.

WWF expects this expert dialogue, to be held during the SB48 session, to provide inputs and create momentum for a greater action. It should provide a clear pathway to advancing support for loss and damage, including finance, technology, and capacity-building. WWF proposes the following key decisions to be adopted by COP24:

1. Agreement on the loss and damage finance road map by COP24, with a decision on institutionalizing the financing mechanism by COP25.

2. Decision that the Warsaw International Mechanism on Loss and Damage (WIM) and the Standing Committee on Finance shall elaborate the modalities, sources and scale of the loss and damage finance including the minimum annual target for loss and damage financial flows. Inputs for the loss and damage finance roadmap will be provided from the technical paper prepared by the Secretariat based
on submissions by Parties and Observers, as well as the summary report of the Suva Expert Dialogue on loss and damage.

3. Agreement that loss and damage finance should come from both public and private sources. Sources could include a fossil fuel extraction levy, levy on carbon pricing, financial transaction tax, levy from international aviation and maritime emissions, public finance, etc.

**Finance**

Finance continues to be a key element of the climate negotiations and will be a central element of the transformative strategies necessary to meet climate goals. International transfers of finance are one essential element which must be developed further, but alignment of domestic financial flows, as well as international transfers and flows, must also become part of the climate equation and NDCs. WWF recommends:

1. **On pre-2020 finance,** developed countries must provide greater clarity on how they will meet their commitment to scale up finance to $100 billion by 2020, including by signalling an increase in public finance provision. One opportunity for this is the biennial strategies and approaches document, but there are other opportunities to send political signals. Developed countries must also signal their intention for an ambitious replenishment of the GCF and GEF, scaling up from previous commitments.
2. **In the financial accounting modalities under the Transparency Framework,** parties must support and reach agreement on accounting modalities that count only the grant equivalence or concessional component of loans, and where financed activities have multiple goals or outcomes, only the financing for those components related to climate change can be counted.
3. **Countries must undertake measures to align all financial markets, flows and investments with their NDC targets,** and start now to align finance over the medium and long term with zero carbon climate resilient economies and societies. A section on countries strategies and measures planned or implemented to align finance with climate goals should be included in NDCs and national reports.
4. **As part of the transparency framework,** all countries must report on actions undertaken to align their financial institutions operations and performance with the Paris long term climate goals.
5. **The development of a new financing mechanism to explicitly support achievements if ambitious conditional emissions reduction goals by developing countries,** and to encourage and enable more ambitious such targets.

**Oceans**

The continuing decline in the health of ocean ecosystems across the world, as evidenced by the loss of coral reefs, mangroves and seagrass beds, and vulnerable ecosystems in the Arctic and Antarctica, among others, are posing significant consequences for the food and livelihood security of coastal communities and ocean-dependent states.

Efforts to ensure sustainable use of oceans and their biological resources, including the establishment of protected areas, are being undermined by the effects of climate change and ocean acidification. The multiple threats facing ocean ecosystems and coastal communities require a multifaceted, integrated response which recognizes the critical relationship between oceans and climate.

WWF urges governments to:

1. **Formally recognise the intricate relationship between the health of the oceans and climate change and progressing the Oceans Pathway Partnership** by adopting a decision to create a work programme on Oceans and Climate by 2019 drawing on the outcomes of the UN Ocean Conference Call for Action and all its registered voluntary commitments, as well as other relevant global and regional ocean policy fora and processes such as the Convention on Biological Diversity, International Maritime Organisation, Ramsar Convention, UN General Assembly, Regional Seas Organisations, and the Regional Fisheries Management Organisations.
2. **Ensure that Oceans are an integral part of the Talanoa Dialogue in 2018** and strongly integrated into the review and improvement of the NDCs due to the important ecological role oceans play in both mitigation and adaptation.
3. Include a more meaningful focus on incorporating oceans into the mitigation and adaptation actions proposed under NDCs as well as the link to the SDGs (particularly SDG14).

**Just Transition**

Given the scale of the transformations needed in energy and industrial systems worldwide to shift to a low carbon pathway, governments, corporations and other stakeholders must strengthen their efforts to ensure a just transition for workers and communities affected by such transformations. In Bonn, governments and other actors should:

1. Deepen dialogues around reaching a common understanding of strategies and approaches to just transition, including through consideration of a formal platform under the UNFCCC.
2. Ensure that just transition is embedded in the implementation guidelines - including for example in the transparency framework, with guidance for including relevant measures and approaches in national reports and NDCs.
3. Ensure that measures to align financial flows with low carbon pathways take into account impacts on workers and communities, including through avoiding further lock-in of high carbon infrastructure and employment.

**Long-term strategies**

Long-term strategies (LTS) provide countries with a framework within which to plan for shocks from climate impacts, plan for sustainable development, and allow countries to outline their long-term adaptation, mitigation and means of implementation needs. Such strategies provide policy stability and so can also lead to increased ambition from industry and the private sector, and encourage them to embark on low-carbon pathways. As such, WWF calls for:

1. All Parties to develop and implement economy-wide mid-century strategies that are consistent with a 1.5°C pathway.
2. In addition to outlining a country’s trajectory towards achieving 1.5°C, these strategies should include clear timelines for phasing out fossil fuels and be regularly reviewed for compatibility with achieving 1.5°C and be revised upwards, in line with scientific and technological advancements.
3. If NDCs are not already consistent with a country’s 1.5°C aligned, mid-century strategy, they must be enhanced and made consistent with the strategy to ensure that NDCs do not inadvertently undermine the achievement of said strategy. This will also demonstrate a country’s commitment to achieving the strategy and provide policy predictability.
4. Such long-term strategies must be incorporated into the Paris Agreement’s implementation guidelines, and be listed as an input for the Global Stocktake to facilitate progress tracking.