

AILAC Submission

Views on the work programme for urgently scaling up mitigation ambition and implementation (MWP) referred to in paragraph 27 of decision 1/CMA.3

Background

Under the Glasgow Climate Pact – CMA3 – Cover decision, Paragraph 27, Parties decided:

“to establish a work programme to urgently scale up mitigation ambition and implementation in this critical decade, and requests the Subsidiary Body for Implementation and the Subsidiary Body for Scientific and Technological Advice to recommend a draft decision on this matter for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its fourth session, in a manner that complements the global stocktake”

It is important to note that the mandate under Paragraph 27 of Decision 1/CMA.3 exists in the context of the overall sense of urgency and ambition towards “keeping 1.5°C alive”, and in particular under Section IV on Mitigation (Paragraphs 20 – 39) which recognises that *“limiting global warming to 1.5 °C requires rapid, deep and sustained reductions in global greenhouse gas emissions, including reducing global carbon dioxide emissions by 45 per cent by 2030 relative to the 2010 level and to net zero around mid-century, as well as deep reductions in other greenhouse gases”*; and also *“recognizes that this requires accelerated action in this critical decade, on the basis of the best available scientific knowledge and equity, reflecting common but differentiated responsibilities and respective capabilities in the light of different national circumstances and in the context of sustainable development and efforts to eradicate poverty.”*

To this end, considerations under the MWP should bear in mind these elements for short-term mitigation action, as they are enablers towards the achievement of the long-term 1.5°C target, in accordance with the findings of the best available science as presented under the IPCC’s AR6, WGIII Report.

Overall Approach to the MWP

1. AILAC welcomes this opportunity to share its views on the work programme to urgently scale up mitigation ambition and implementation (MWP) referred to in paragraph 27 of decision 1/CMA.3.
2. It is critical that in the design and implementation of the work programme three underpinning elements are consistent and cross-cutting: URGENCY, SCALE – UP AND AMBITION. To these, the latest science available provides for clear and through guidance in the context of the urgency for action that has resulted in warming happening faster than we thought, strenuously indicating that the lack of the right actions over the next critical decade will be incumbent upon our collective inability to meet the 1.5°C Target under the Paris Agreement.

3. As the Glasgow Climate Pact decision itself recognised, there is a clear ambition and implementation gap: we are not on track to the required levels of emission reductions by half by 2030 that enables us to achieve the 2050 goals, and we are in fact on a trajectory to 13.7% above 2010 levels.
4. In order to address this ambition gap, incremental change is no longer a viable option. The long-term goals of the Paris Agreement will require transformational change than can only be achieved through a systemic approach, based on identifying and implementing sectorial mitigation actions that strengthen climate ambition in a manner that is coherent with the transition that all sectors must undertake in the next decade to enable an aggregate trajectory that is on track to deliver on the 1.5°C target.

Core elements of the MWP

5. The MWP should enable Parties to build on the foundations set in Glasgow to keep 1.5°C alive, by articulating under the CMA the elements of the transitions and transformations across all sectors in the short term that will make 1.5°C possible in the long – term.
6. Through the decision on the Mitigation Work Programme (MWP), COP27 must deliver a clear framework that provides a guiding structure for Parties to progressively engage through their 2030 NDCs, their framing LTSs, and associated mitigation actions, to deliver increased pre2030 ambition following the guidance of science as presented by the IPCC in the three Working Group reports of its Sixth Assessment Cycle.
7. Through a decision that embodies this approach, the COP27 MWP decision should frame:

I. Scope

The MWP, guided by the framework set out by the best available science, should have as a main goal to — identify opportunities to achieve further climate ambition, with a strong focus of an actionable list of solutions that Parties can apply to enhance mitigation ambition and implementation, including identification of barriers and challenges under thematic areas.

As such, the sectorial approach should be central to the mitigation work programme. In this sense, AILAC is of the view that a good starting point could be the sectors that are included in the latest methodologies developed by the IPCC and that Parties have committed to used under article 13.7 of the Paris Agreement and that are further elaborated under the systems transformations outlined by the IPCC’s AR6 WGIII report that are required to implement the rapid, deep, and immediate emissions cuts in all sectors which are needed to keep 1.5 alive.

In unpacking and implementing this approach, the scope of the Work Programme should also address the other elements that are contained in the Glasgow Climate Pact. This is the context in which the MWP is launched, and therefore it should inform its implementation. This includes issues like just transition, phasing out of inefficient subsidies, non-CO2 gases, phasing down of coal, nature based solutions, among other key elements.

II. Milestones

AILAC envisages the following milestones in the context of the MWP:

A CMA4 decision to agree that the system transformations and mitigation and implementation strategies are to be considered and addressed under the MWP, based on *inter alia*, the IPCCs findings so as to collectively advance towards shifting development pathways so that they are aligned with 1.5°C.

CMA4 decided to Invite Parties to look back at their NDCs and their mitigation actions in light of these systems transformations, vis a vis their national circumstances, so as to identify opportunities to enhance their 2030 ambition and implementation, and putting forward actions to address these gaps, including notably the need for enabling elements such as support and technology barriers for implementation.

A CMA4 decision that calls to periodically consider progress towards enhanced pre2030 ambition. In this regard, AILAC considers that for momentum to be maintained in the effort toward closing the 2030 ambition gap, the Annual High Level Ministerial Round Table on Pre 2030 ambition should articulate its work to that of the MWP, considering the status of the annual synthesis report on NDCs, including the challenges identified to achieve 1.5°C alignment of efforts, collective improvement achieved throughout and further action to be undertaken based on the work done by the MWP, and addressing enabling conditions for the achievement of enhanced mitigation action so as to provide input to the relevant CMA for decision and adoption as appropriate.

In light of the urgency, a review of the achievements in closing the gap on pre2030 ambition in light of its ultimate objective, taking into account the outcome of the first global stocktake. This review should be a mid-term exercise, to give time to react upon its conclusions. With this in mind, it should be programmed for 2026, so it does not interfere with the GST and takes advantage of the new round of NDCs that will be presented in 2025.

III. Governance arrangements

AILAC believes the work under the MWP should be carried out jointly by the SBSTA and the SBI which will provide annually recommendations for decision by the CMA, based on the work undertaken in the context of the activities of the MWP on that year.

In order to achieve this, SB Chairs should be provided with flexibility to appoint co-chairs and facilitators, both to conduct workshops or dialogues, as well as to agree on the draft decisions to be forwarded to the CMA periodically.

IV. Activities

Regarding the **activities** to be undertaken in the context of the MWP, AILAC envisages that these could encompass a variety of modalities including:

- i. Thematic workshops and / or technical expert dialogues – framed by, inter alia, the elements presented in the latest science aimed at identifying enhanced mitigation approaches in line with systems transitions and transformations and their enabling requirements
- ii. Reports of the discussions under these workshops/dialogues and relevant conclusions and/or recommendations being forwarded to the CMA for consideration and decision, as appropriate
- iii. Party and NSA submissions on sectoral systems transformations as well as challenges to undertake them.
- iv. Requesting the IPCC to prepare a Special Report on shifting development pathways systems transformations, including enabling conditions, in particular support towards addressing the 2030 ambition gap to inform the work of the MWP

V. Expected Outcome of the MWP

The MWP should include annual decisions to take stock of the progress made and agree on further guidance and actionable opportunities to increase ambition.

This also means that through the MWP, the CMA should instruct the Secretariat to produce annual reports of aggregated effects of new NDCs and further 2030 commitments communicated by Parties

In this same line, the Annual Ministerial Roundtable set up under paragraph 31 of Decision 1/CMA.3, this year should pick up the results of the call made under paragraph 29 to strengthen current efforts to make them 1.5°C aligned and speak directly to the 2030 ambition gap and provide political signals of how it should be urgently addressed in accordance with the best available science.

Ministers should provide political support to call for strengthened and 1.5°C aligned NDCs and additional actions, which result in rapid, deep, and sustained emissions reductions, and their implementation in line with science to not exceed the total emissions budget to keep the Paris Agreement temperature goal within reach.

The CMA decision on the MWP should mandate activities aimed at exploring approaches and solutions for Parties to consider enhanced mitigation efforts throughout this critical decade, including, but not limited to:

- i. Identifying pathways that limit global warming to 1.5°C with low or no overshoot to reach peaking of global emissions as soon as possible in this decade, recognizing that peaking will take longer for developing countries in accordance with Article 4, paragraph 1 of the Paris Agreement¹;
- ii. Identifying opportunities for system transformations and mitigation strategies on²:
 1. **Energy**, including the actions identified under Paragraph 36 of decision 1/CMA.3 on transition towards low-emission energy systems, deployment of clean power generation and energy efficiency measures, accelerating efforts towards the phasedown of unabated coal power and phase-out of inefficient fossil fuel subsidies,
 2. **Industry**, including coordinated action throughout value chains to promote all mitigation options, including demand management, energy and materials efficiency, circular material flows, as well as abatement technologies and transformational changes in production processes.
 3. **Cities and infrastructure**, and their transitioning towards net zero emission through efficiently improving, repurposing, or retrofitting building stock, consideration of the role of non-motorised and public transport and infrastructure and service development that is energy efficient
 4. **Transport**, considering demand-side measures, diversification of transport modalities and electrification of transport technologies.
 5. **Mitigation options through agriculture, forestry and other land – use**; including nature-based solutions,
 6. **Demand – side mitigation options** such as changes in infrastructure use, end-use technology adoption, and socio-cultural and behavioural change.
- iii. Whilst identifying approaches on enhanced mitigation efforts to close the pre2030 ambition gap, the work programme must also consider the distributional impact, just transition and equity considerations as well as the enabling conditions – namely finance, technology development and transfer and capacity building – and integrated policy packages. These are imperative instruments to allow transitions and transformations to take place, in particular in developing countries.

¹ Referenced in IPCC WGIII - SPM-C.1 Pathways that limit global warming to 1.5°C with low or now overshoot reach peak global emissions before 2025. IPCC analysis has not found pathways peak after 2025 but still somehow limit warming to 1.5°C with low or no overshoot.

SPM-C.1.1 By 2030, CO2 emissions must be 48% lower – and net GHG emissions must be 43% lower – than in 2019 to keep 1.5 alive.

² Referenced in IPCC WGIII - SPM-C.4, that identifies specific opportunities in sectors, including cost-effectiveness of actions.

Within this framework, and in line with the IPCCs findings on the need to step up international financing and cooperation to achieve our goals³, the CMA should mandate the MWP to address the commensurate transformation of enablers and overcoming of barriers for implementation – including finance, technological innovation, and institutional capacity – as they are instrumental to the strengthening of near – term action to achieve rapid, deep, and sustained emissions reductions in developing countries and implementing sustainable development pathways and transformations across all major systems.

- iv. Finally, the CMA decision should also acknowledge and take appropriate measures, as requested and as appropriate, of initiatives undertaken by two or more Parties in an effort to increase their mitigation ambition.

Other considerations

8. Regarding the complementarity of the MWP and the current work under the first GST, AILAC considers that both are complementary and mutually reinforcing. The work under the MWP will consider a different timeline, aiming at pre2030 ambition, and can be a critical framing element to inform Parties further ambition, action and support post 2030 as considered in the next round of NDCs, as well as their updates and adjustment to their LTSs. Finally, the annually updated synthesis report on NDCs have to be taken into account in the context of the preparation of the outcome of the GST.

³ Referenced in IPCC WGIII – SPM-E.1 Near-term action *beyond* the NDCs can reduce and/or avoid long-term feasibility challenges of global modelled pathways that limit warming to 1.5 °C (>50%) with no or limited overshoot.

- Enabling conditions include finance, technological innovation, strengthening policy instruments, institutional capacity, multi-level governance and changes in human behaviour and lifestyles
- Almost all mitigation options face institutional barriers that need to be addressed to enable their application at scale.

SPM-E.5 Tracked financial flows fall short, with the largest challenges in developing countries as a whole. 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

SPM.E.6 International cooperation is a critical enabler for achieving ambitious climate change mitigation goals. Partnerships, agreements, institutions and initiatives operating at the sub-global and sectoral levels and engaging multiple actors are emerging, with mixed levels of effectiveness.