A L L I A N C E O F S M A L L I S L A N D S T A T E S

AOSIS SUBMISSION

Submission by Antigua and Barbuda on behalf of the Alliance of Small Island States (AOSIS) on views from Parties on the work programme for urgently scaling up mitigation ambition and implementation referred to in paragraph 27 of decision 1/CMA.3

Mandate: *FCCC/SBI/2022/12, para. 54 and FCCC/SBSTA/2022/6, para. 43*

11 OCTOBER 2022

Introduction

The Alliance of Small Island States (AOSIS) welcomes the opportunity to submit their views on Matters relating to the work programme for urgently scaling up mitigation ambition and implementation as referred to in paragraph 27 of decision 1/CMA.3 and the decision to be taken on this matter by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its fourth session in Sharm El-Sheik, Egypt. COP27 must be the place that we collectively agree to a mitigation work programme (MWP) that will set the world on a path to 1.5°C with no overshoot. This is considered to be a critical success factor for COP27.

AOSIS recognizes the efforts by the SBSTA and SBI Chairs and the appointed co-facilitators in advancing work under this agenda item. AOSIS trusts that these views will be taken into consideration by the SBSTA and SBI Chairs as input to the mandated pre-sessional workshop on the work programme for urgently scaling up mitigation ambition and implementation scheduled to take place on 5th November 2022, and the decision referred to in the above paragraph.

Scientific Context

Working Group 3 (WG3) of the Intergovernmental Panel on Climate Change's (IPCC) 6th Assessment Report makes it clear that it is technically and economically possible to limit warming to 1.5°C, and outlines opportunities to enhance people's livelihoods, provide jobs, provide access to cheap, clean energy, and ensure energy security for all. It further warns that the current global efforts towards reducing emissions are grossly inadequate and mean catastrophic consequences, especially for Small Island Developing States (SIDS).

The global emissions gap remains at 28 gigatonnes of carbon dioxide equivalent in 2030[1], and if all conditional and unconditional nationally determined contributions (NDCs) under the Paris

[1] Emissions Gap Report 2021: The Heat Is On – A World of Climate Promises Not Yet Delivered

Agreement were implemented, the aggregate greenhouse gas emission (GHG) level is estimated to be 13.7% above the 2010 level in 2030[2]. Unfortunately, there is a gap at two levels. Firstly, there is the ambition gap as outlined in the NDCs. Secondly, there is an implementation gap with current national and regional policies leading to a temperature increase of 3.2°C by 2100[3]. The IPCC has outlined that a transient overshoot of 1.5°C will lead to irreversible impacts such as coastal submersion and total coral reef loss. Without immediate and aggressive mitigation, adaptation action will be ineffective, and loss and damage will increase exponentially.

In response to the current emission trajectory, the grave findings of the IPCC working group reports and the synthesis report on NDCs under the Paris Agreement, Parties established a work programme for urgently scaling up mitigation ambition and implementation in this critical decade, as outlined in paragraph 27 of decision 1/CMA.3 (the Glasgow Climate Pact). AOSIS does not view paragraph 27 as a standalone item in isolation, but as inseparable from the rest of the paragraphs in the Mitigation section of the Glasgow Climate Pact supporting the objective outlined in paragraph 22 of Decision 1/CMA.3.

In light of the current gaps in ambition and implementation, the MWP should be guided and informed by the best available science as outlined in the recent IPCC Working Group Reports (WG) 1, 2 and 3 for the Sixth Assessment Report, especially what is required by 2030 to limit warming to 1.5°C with no overshoot. The following findings serve to set the context for the work of the MWP, emphasise the urgency of the current climate situation and provide pathways for solutions that should be taken up in the technical discussions of the MWP; once operationalised.

Near-term warming rates can be reduced to below recent trends if we make faster emissions cuts this decade. That means that mitigation this decade is crucial for slowing down climate impacts and giving society the best chance of avoiding unprecedented warming over the next 2 decades.

To achieve a net zero emissions global economy and follow a pathway consistent with the 1.5°C limit, critical transformations need to be kicked off and, in some cases, fully realised this decade. For example, the phase-out of coal from the power system in OECD countries need to happen by 2030; the phase-out of gas from the power system by 2035 in developed countries and 2045 in developing countries, at the latest; transition to fully electric car sales by mid 2030; and deforestation, peatland degradation, and mangrove loss need to be effectively halted. Essential groundwork needs to be put in place this decade to develop technologies and supply chains.

Scenarios with delayed action and a more disorderly transition to net zero show higher costs, higher carbon pricing needed, and more stranded assets than scenarios with immediate action. From WG3 technical summary: “There is high agreement that the later climate policies are implemented the higher the expected stranded assets and the societal, economic and political strain of strengthening action. Associated price increases for carbon-intensive goods and transitional macro-economic costs have been found to scale with the emissions gap in 2030”.

[2] UNFCCC synthesis report on nationally determined contributions under the Paris Agreement
[3] Climate Change 2022: Mitigation of Climate Change, the Working Group III contribution to Sixth Assessment Report

The WG3 Report highlights specific illustrative Mitigation Pathways that can inform concrete policies to overcome implementation challenges, by using resources more efficiently and shifting global development towards sustainability. These should be considered in the context of the technical discussions with specific recommendations reflected in the outputs of the MWP process.

Objective

The objective of the Mitigation Work Programme is to "urgently scale up mitigation and implementation in this critical decade", 2020-2030, with the outcome of putting the world on a path to limit temperature increase to 1.5°C with no overshoot. The MWP should address in a balanced and facilitative manner, both how to scale the ambition in mitigation target setting, and how to advance implementation at scale and pace and close the gap and getting on a 1.5°C pathway with no overshoot - which means, globally, emissions must peak immediately and halved by 2030. The MWP should have the ability to strengthen Party's ability to achieve NDCs through accelerating implementation and ambition while not undermining the nature of the Paris Agreement and not creating new obligations under Paris Agreement. The bottom line for the work programme must be to help Parties not only implement their NDCs but also to enhance them and strengthen them to align with the 1.5°C target.

Scope

The MWP should comprise of sectoral focused technical discussions, each of which would be informed by 1.5°C compatible pathways from the IPCC, especially the special report on 1.5°C and the WG3 report. Each sectoral focused technical discussions should identify the 2030 emission gap for specific sectors that we are trying to close as part of the work of the MWP. In addition, the sessions should address issues of implementation, including gaps, barriers, enabling conditions, international support required, finance, capacity building, the role of technology and the special circumstances and needs of SIDS. This should be done with the aim to identifying and facilitating further ambition and implementation required to close the gap. All discussions should be solution orientated and focused to leverage ambition and enable implementation.

These sectoral focused technical discussions should be guided by the IPCC AR6 WG3 report as outlined below with priority given to high-impact sectors and sub-sectors that have the highest abatement potential within the 2020-2030 period:

- Energy[4]
- AFOLU
- Buildings
- Transport[5]

[4] Important to note that energy here includes electricity & heat, and oil & gas fugitive emissions

[5] While under IPCC inventory methodology, transport and buildings are part of energy, discussions under energy would focus on generation, while buildings and transport include discussions on how they are electrified but not how the electricity is made

- Industry

In addition to sector specific discussions, the following should also be considered

- Accountability for the mitigation areas of the Glasgow Climate Pact such as the call to phase down unabated coal power and phase out of inefficient fossil fuel subsidies and further action to reduce non-CO2 emissions
- Cross-cutting matters, such as, inter alia, NDC and LT-LEDS alignment, Just Transition, carbon price[6], green hydrogen, and energy efficiency
- Building capacity on designing and implementing ambitious, transparent and robust NDCs and LT-LEDS, and concrete implementation plans
- Interlinkages between sectors also need to be considered, for example the role of transportation in relation to agriculture.
- The human rights, gender and social inclusion challenges and environmental implications of growing emissions gaps and insufficient mitigation action

While the Mitigation Work Programme is mandated to spur pre-2030 mitigation efforts, it should also devote attention to preparing Parties for the longer-term energy transition efforts, e.g. setting technical standards, strengthening supply chains and accelerating the development, deployment and dissemination of technologies, and the adoption of policies, to transition towards low-emission energy systems, including by rapidly scaling up the deployment of clean power generation and energy efficiency measures, such as green hydrogen and energy storage solutions.

Modalities

The MWP should comprise of three interconnected layers, all operating on an annual basis until 2030: (1) an annual cycle of technical discussions that could operate with a multi-year programme of work; (2) the annual high-level ministerial round table on pre-2030 ambition (MRT) beginning at the fourth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA.4); and (3) an annual CMA decision beginning at CMA.5 in 2023.

On duration, the MWP should operate until 2030. In 2025, the CMA should review the progress of the work of the MWP against the outcome of putting the world on a path to limit temperature increase to 1.5°C with no overshoot, with a view to adjusting the modalities of work as needed against this progress. By 2025, Parties would have submitted another round of NDCs and we would know whether the work has peaked emissions, a critical milestone to limiting temperature increase to 1.5°C.

[6] IPCC AR6 WG3 report has underscored the importance of carbon pricing as a crucial tool to enable cost effective climate change mitigation

Coordinating Body of MWP

In terms of the body that would oversee the implementation of the MWP, a committee[7] of technical mitigation experts could be established to determine the specific topics to be covered under the work programme each year (perhaps under a two-year rolling timeframe), coordinate efforts to execute the MWP and to report progress. The committee would maintain regular consultations with IPCC WG3 authors, Climate Champions, as well as United Nations agencies, MDBs, mitigation experts, academia, private sector and civil society actors with a view to informing and executing the MWP.

In setting the focus of the MWP for the year, the committee should take into consideration the annual submission of views by Parties, constituted bodies under the Convention and the Paris Agreement, observers and observer organizations, and other stakeholders, particularly from the private sector and regional organisations. The annual submissions should address the progress of the MWP against the 2030 objective and possible focus of the following year's agenda.

The committee should prepare an annual report on the work conducted under the MWP, including a summary, key findings, recommendations and options resulting from the technical discussions, to be submitted to the CMA, for consideration on an annual basis until 2030.

Technical level sectoral discussions

The annual cycle of technical discussions should comprise of up to five (5) per year, with the following features:

- be facilitated by the committee through co-chairs, or experts invited by the committee
- each focus on one of the sectors or sub-sectors as outlined above in Scope
- have a facilitative spirit, led by practitioners, rather than UNFCCC negotiators and be a space to share experiences, and solutions at a technical level to facilitate sector level ambition and create partnerships for implementation
- held in person, or in a hybrid setting, capitalizing on existing events such as, inter alia, regional climate weeks, or IRENA's Annual Assembly
- organized in separate regions with a view to facilitating inclusive and balanced geographical participation and involvement of sector experts from Parties' line ministries, multi-lateral development banks, regional organisations, non-state actors, private sector, academia, and civil society, and be open to observers
- the last technical discussion of the year should take place early enough in the year to allow for the discussions to be included in the annual summary to be made available for inputting into the CMA of the same year

Role of the High-Level Ministerial Roundtable on pre-2030 ambition (MRT)

The MRT, starting in 2022 and ending in 2030, should serve to enable political level recommendations and an accountability checkpoint for Parties. The agenda of the MRT should allow for:

[7] Arrangements under the Standing Committee on Finance, could be used as an example including the composition of the committee's membership, reporting framework and working arrangements

- Parties to present how they implemented the call from the Glasgow Climate Pact to revisit and strengthen their NDCs and explain how their NDC is aligned with 1.5°C
- Parties to present how they are following up on the call to phase down unabated coal power and phase out inefficient fossil fuel subsidies, their actions to reduce non-CO2-gases and other sectoral commitments, and to develop, deploy and disseminate technologies and to adopt policies to transition to low-emission energy systems, including clean power generation and energy efficiency systems
- Ministers to provide guidance on next steps for mitigation for the following year, including with regards to the MWP

The following should be accommodated in the MRT deliberations:

- The MRT should ensure effective political engagement and open, meaningful and robust discussion
- The MRT should be informed by, inter alia, the latest and best available science, traditional knowledge, knowledge of Indigenous Peoples, local knowledge systems, the annual reports of the MWP technical discussions, and the annually updated synthesis report on NDCs
- The Presidencies should ensure coherence and complementarity between the MRTs year to year
- The Presidencies should prepare a summary of the deliberations at the MRT, including recommendations, for consideration by the CMA at that session

It is expected that upon consideration of the annual report of the MWP, the CMA would take an annual decision, namely under the CMA agenda item.

Institutional Arrangements

The COP/CMA Presidencies should be responsible for the following:

- Set the agenda and expectations of annual MRT

The committee should be responsible for the following:

- Set the agenda of the focus of the MWP based on the annual CMA decision, submissions and the summary of the annual MRT
- Prepare an annual report on the work conducted under the MWP, including a summary, key findings, and recommendations emanating from the technical discussions, for consideration by the CMA on an annual basis until 2030
- Invite, with support from the secretariat, sector experts from Parties' line ministries, multilateral development banks, UN agencies, regional organizations, non-state actors, private sector, academia, civil society, and observers

The UNFCCC secretariat should be responsible for the following:

- Technical and administrative support to the MWP

- Technical input requested by the co-chairs and Parties, including, inter alia, the preparation of the annual NDC Synthesis report, and a presentation of the key messages from the NDC Synthesis report at the annual MRT
- Support to the co-chairs of the MWP in implementing the work programme, including the organisation of the technical discussions

Annexes

Annex 1: Inputs

Inputs into the MWP's technical discussions could include, inter alia:

- Outcome of discussions at the annual MRT
- The annual NDC Synthesis Report
- Annual submissions from Parties to feed into the CMA guidance and to inform the focus of the following year's MWP
- The best available scientific information, including the findings of the IPCC, specifically the special report on 1.5 and the working group III report
- Reports, results and recommendations from the Global Stocktake (GST)
- IPCC Technical Papers - a well-defined product according to the rules and procedures of the IPCC, on the sectors highlighted above. For the first cycle (up to 2025) these should be based on the findings of the assessments of the IPCC AR6 cycle. For the second cycle, these should take on board the findings of the forthcoming AR7 cycle.
- Other technical reports prepared by the secretariat and other independent organisations and observers
- Inputs from Parties, in particular BTR submissions including information on progress and challenges on closing the implementation gap
- Possible synthesis report by the secretariat of progress of implementation based on what is in the BTRs to identify gaps and untapped opportunities for international collaboration
- Input from the High-Level Champions, especially the 2030 Breakthroughs
- IRENA's annual Global Renewables Outlook
- The World Energy Transitions Outlook: 1.5°C Pathway
- UNEP's annual emissions gap report
- State of Climate Action Report
- IEA 2022 Coal Report
- Production Gap Report
- Briefings and advisory opinions on legal obligations to increase mitigation ambition
- Input from initiatives like Powering Past Coal Alliance (PPCA), and Beyond Oil and Gas (BOGA)
- Inputs from the ongoing work of the UN Energy Compacts resulting from the 2021 UN High-Level Dialogue on Energy, such as the Green Hydrogen Catalogue

Annex 2: Outputs

The outputs of the MWP will entirely depend on the sector or sub-sector discussions, as some may be more advanced than others, but they may include, inter alia:

- Identify, evaluate, and generate solutions to the gaps in mitigation ambition in line with the best available science, traditional knowledge, knowledge of Indigenous Peoples, and local knowledge systems

- Discuss and share sectoral best practices and build capacities for identifying and implementing policy enablers and economic instruments that can drive investment decisions and consumption patterns for a 1.5°C aligned world.
- Priorities for reducing atmospheric GHG concentrations and an evaluation of current strategies' effectiveness for advancing on pathways consistent with the 1.5°C temperature, including the role of short versus long lived climate forcers, and identification of untapped opportunities and approaches to achieve the most optimal global mitigation potential outcomes.
- Identifying and unlocking barriers
- Recommendations for global 2030 sector benchmarks and best practices for supporting the increase in mitigation ambition
- Standard setting for industries for a 1.5°C aligned world
- Creating ecosystems of practice, addressing supply chain issues to support the development of partnerships or alliances among various stakeholders to spur the development and deployment of promising zero emissions solutions and technologies, such as, renewable energies, energy efficiency measures, green hydrogen, regional energy grids, and energy storage solutions.
- Recommendations for collaborative action
- Identification of "low-hanging fruit" in sectors
- Strengthening of multilateral cooperation on mitigation action