

# IDEAS ON A WORK PROGRAMME FOR URGENTLY SCALING UP MITIGATION AMBITION AND IMPLEMENTATION

SEPTEMBER 2022

Climate Action Network





# Ideas on a Work Programme for Urgently Scaling up Mitigation Ambition and Implementation

## Context

The focus of this briefing is to establish a CAN position for the **1/CMA.3 paragraph 27 Decision on a Work Programme for urgently scaling up mitigation ambition and implementation (MWP)**. Further key decisions and mandates which can relate back to the WP are depicted in Annex 1.

## Framing

### The Science

The window of opportunity is closing. The IPCC 6th Assessment Report (AR6) Working Group (WG) III offers an even clearer picture of the remaining carbon budget to remain within the 1.5°C temperature limit which would avoid the very worst impacts of climate change<sup>1</sup>. WG III provides a comprehensive picture of the significant gap in mitigation ambition and implementation still remaining, see in statement B.6 and SPM F4:

#### **Statement B.6:**

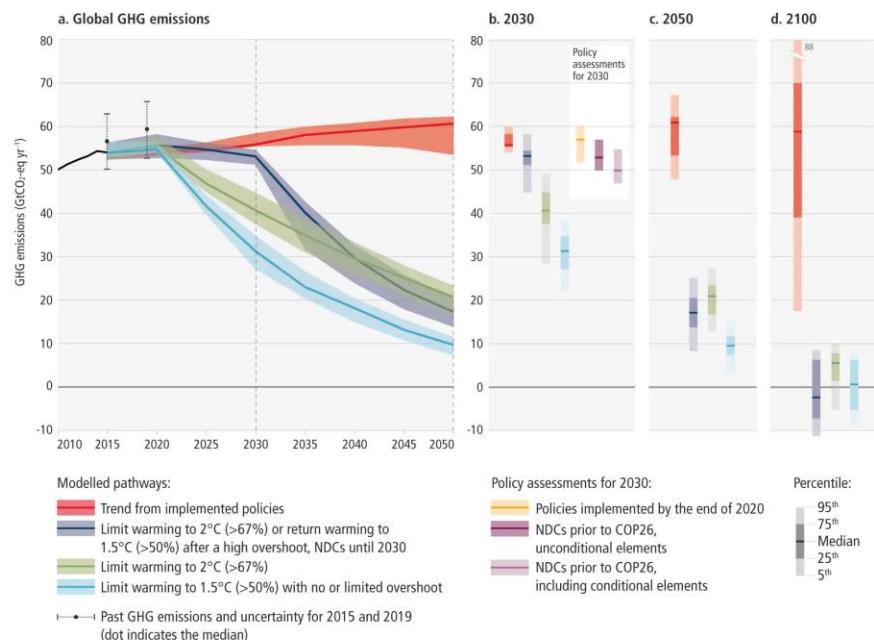
Global GHG emissions in 2030 associated with the implementation of nationally determined contributions (NDCs) announced prior to COP26 would make it likely that warming will exceed 1.5°C during the 21st century. Likely limiting warming to below 2°C would then rely on a rapid acceleration of mitigation efforts after 2030. Policies implemented by the end of 2020 are projected to result in higher global GHG emissions than those implied by NDCs

---

<sup>1</sup> According to WGIII, cumulative CO<sub>2</sub> emissions for 2020–2030 based on the latest NDC commitments would likely use 87% of the remaining carbon budget.

#### **SPM Figure 4**

Projected global GHG emissions from NDCs announced prior to COP26 would make it likely that warming will exceed 1.5°C and also make it harder after 2030 to limit warming to below 2°C.



## The Politics

From a political perspective, the MWP could provide a much needed response to the findings of science and deliver meaningful reductions in the remaining 8 years of this critical decade. The Glasgow Climate Pact decisions have barely kept 1.5 alive; stronger action is urgently needed to halve emissions through implementation and further NDC enhancement. Those decisions have acknowledged that the world is not on track and called on parties to deliver new and enhanced NDCs by COP 27, to which few parties responded. In order to achieve the temperature goals set by the Paris Agreement, this call needs to be reinforced every year till 2025<sup>2</sup>. This programme is also a key element to support the GST process and foster the implementation of its guidance to deliver on ambition and implementation

The MWP discussions and adoption come at a time when the world is facing a fossil fuel dependency crisis: since March 2022, the conflict in Ukraine has affected global markets and the geopolitics of energy with a historical raise on oil and gas prices, disproportionately affecting developing countries. 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 MWP can be a key vehicle for fulfilling the Glasgow provisions on the just energy transition mandated in the Glasgow Climate Pact.

<sup>2</sup> According to Art. 4.11 of the Paris Agreement, a Party may at any time adjust its existing nationally determined contribution with a view to enhancing its level of ambition, in accordance with guidance adopted by the Conference of the Parties serving as the meeting of the Parties to this Agreement.

The MWP also has a key role in maintaining the integrity and credibility of the Paris ratchet cycle. The GST is a forward-looking process that will provide guidance to the next round of NDCs. The MWP provides an opportunity for every government and multilateral organization to make climate change, "the defining issue of our times", their first priority, as requested by the UNSG Antonio Guterres at UNGA in September.

## General Expectations

Work programmes within the UNFCCC vary in terms of work parameters and political importance. On the capacity and technical side we have the 'Work programme of the Least Developed Countries Expert Group'; the Nairobi work programme; and Action for Climate Empowerment. Whilst others were more targeted to deliver particular outcomes such as: Lima work programme on Gender resulted in the Gender Action Plan and to support its implementation the Enhanced Lima Work Programme on Gender. We see the MWP in the latter category, and understand the objective being to deliver specific outcomes every year till 2030.

**The MWP will need to reflect and result in sound technical work and outputs, but at the same time must be "political" in the sense of leading to actions and decisions which make a real world difference, without relying on false solutions<sup>3</sup>, in terms of closing the emission gap to the 1.5°C limit. In order to succeed in this regard, it must be connected to the High Level Ministerials and strongly reflect the principles of Common but Differentiated Responsibilities and Respective Capabilities (CBDR-RC), justice and equity.** The expectation therefore is for technical deliverables (such as technical dialogues on sectoral mitigation/implementation barriers and solutions) as well as high-level decision making within the COP with clear decisions to be taken at COP27 and beyond to ensure that Parties get on track to limiting global warming to not more than 1.5°C.

## The Mitigation Ambition Gap

Enhancement of existing NDCs is crucial in order to deliver mitigation aligned with the Paris Agreement. In 1/CMA.3, the paragraphs on mitigation urges Parties that have not yet communicated new or updated NDCs to do so as soon as possible in advance of CMA4, and requests Parties to revisit and strengthen the 2030 targets in their NDCs as necessary to align with the Paris Agreement temperature goal by the end of 2022, accelerating efforts towards the phasedown of unabated coal power and phase-out of inefficient fossil fuel subsidies and the protection and restoration of ecosystems. While NDC targets of the majority of countries are not yet aligned with the Paris Agreement, only very few countries have submitted NDCs since the start of 2022. At the time of drafting this document, only 166 Parties have submitted an updated NDC. As of 31 August nineteen Parties have submitted NDCs since COP26 and, according to independent analyses, 5 of them did not enhance ambition.

## The Mitigation Implementation Gap

Whilst enhanced mitigation ambition is critical, the urgency of implementation is a key concern. IPCC AR6 WG III states that "Policies implemented by the end of 2020 are projected to result in higher global GHG emissions than those implied by NDCs, indicating an implementation gap" ([B.6.1](#)). Taking into account the full implementation of NDCs as of 31 Dec 2021, total GHG emission levels are still projected to be 10% higher than 2012 levels. Furthermore, the projected emissions of 'current policies' and the projected

<sup>3</sup> This includes for instance a heavy reliance on markets, Carbon Capture and Storage and the multitude of sectoral greenwashing activities which are not science-based, not transparent and outside of accountability and may be considered dangerous distractions in this critical decade.

emissions resulting from the implementation of the unconditional and conditional elements of NDCs, is estimated to be around 4 and 7 GtCO<sub>2</sub>-eq in 2030, respectively. The climate finance gap and unequal distribution of finance between developed and developing countries are also critical barriers to implementation ([IPCC AR6 WGIII, B.5](#)).

## Objectives of the work programme

---

[1/CMA.3 paragraph 27](#) "Decides 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."

The objectives of the work programme should be to:

1. Enhance the ambition and implementation of Parties' efforts to reduce emissions in global aggregate by at least 43% [34–60%] reductions by 2030 over 2019 levels<sup>4</sup> to be in line with limiting global warming to 1.5°C<sup>5</sup>.
  - (i) Provide a space for Parties to report back on their efforts to revisit and strengthen their nationally determined contributions (NDCs) and consider whether their NDCs are fair and ambitious in the light of their national circumstances (Guidance NDC Annex 6.), in order to ensure principles of equity and justice are applied and human rights are respected.
  - (ii) Provide a political space for Parties to foster implementation and higher ambition. For that, the High level ministerial roundtables on pre-2030 ambition should feed into the Work Programme firstly with the draft Work Programme to be presented at the first Ministerial roundtable with an ensuing COP decision for its adoption, as mandated in the Glasgow Climate Pact. The subsequent roundtables will be a check-in for Parties on strengthening and revisiting NDCs, and progress on implementation, including means of implementation.
2. Advance technical guidance on delivering implementation at scale by developing flexible, sectoral, implementation pathways that:
  - (i) Reflect voluntary commitments<sup>6</sup> such as the Glasgow Forest Declaration, the Methane Pledge and others in NDCs, and Long Term Strategies (LTS) (ensuring alignment between the two), and synthesis reports;
  - (ii) Enhance the implementation of sectoral commitments indicated under the Glasgow Climate Pact (and going further by including coal, oil and gas, all fossil fuel subsidies, renewable energy, clean power generation, energy efficiency, industry, protecting and restoring ecosystems, and methane) and plurilateral initiatives for just sectoral

---

<sup>4</sup> [WG III SPM C.1.1](#)

<sup>5</sup> The global aggregate reduction of 45% by 2030 from 2010 levels was based on analysis in the [IPCC's 1.5°C report](#) (2018) which was updated in the IPCC's most recent WG III report on Mitigation

<sup>6</sup> At COP26 Governments made pledges to take national-level, voluntary actions to reduce emissions sectorally. These commitments and pledges do not have any accountability measures. As such it is important they are included in NDCs and LTS to ensure transparency and accountability.

decarbonisation made by Parties' in a manner that reflect fairshares and only viable solutions aligned with equity and justice. This could be achieved through:

- a. Convening a series of dialogues with line ministers and relevant sectoral non-state actors to enhance the implementation of sectoral decarbonisation commitments
  - b. Conducting global and regional outreach events to identify barriers to mitigation ambition and implementation and collate in-country solutions devised by in-country experts.
  - c. Developing a strategy, including Parties and Non-Party stakeholders, to deliver on the COP 26 mandate on Energy (1/CP.26, paragraph 20<sup>7</sup>), rapidly scaling up the deployment of clean energy, clean power generation and energy efficiency measures, whilst also accelerating the just phasedown of coal power and the just phase-out of fossil fuels and subsidies, in a manner that supports the poorest and most vulnerable, recognising national circumstances and just transition. This must be supported through international cooperation and governance measures.
  - d. Developing strategies, with provision of direct technical support, for all relevant sectors as outlined in IPCC AR6 WG3 (including food systems, energy, transport, health care, urban areas, oceans and coastal areas) and taking full advantage of the opportunities to maintain and enhance land and ocean carbon sinks by protecting and restoring natural ecosystems, in engagement with indigenous peoples and local communities whilst safeguarding and protecting their rights
  - e. Developing a framework to recognise the importance of the role of ecosystems - noting particularly that the integrity of ecosystems are essential to reaching mitigation targets
3. Enhance the role of Non-Parties Stakeholders towards raising 2030 ambition and implementation. This could be done through a call for non-party stakeholders engaged in the UNFCCC (especially in the Marrakech Partnership for Global Climate Action) to apply accountability systems that are already in place, such as reporting to the Global Climate Action Portal every year and reflecting NPS commitments in the NDC and LTS synthesis reports
  4. Facilitate the mobilization of scaled-up finance to urgently raise mitigation ambition and deliver implementation and potential overachievement of Parties' 2030 climate targets, especially for developing countries and their just transitions<sup>8</sup>.

---

<sup>7</sup> [1/CP.26 para 20](#). Calls upon Parties to accelerate 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, including accelerating efforts towards the phasedown of unabated coal power and phase-out of inefficient fossil fuel subsidies, while providing targeted support to the poorest and most vulnerable in line with national circumstances and recognizing the need for support towards a just transition

<sup>8</sup> Finance is a key enabler of ambitious climate action. Current climate finance does not respond to the urgency of needs and the level of ambition required. [According to the most recent Needs Determination Report from the Standing Committee on Finance \(SCF\)](#), analysis of just 78 countries' NDCs, they will require at least USD 5.8 trillion cumulatively to reach their individual commitments for adaptation and mitigation by 2030. However, the financial requirements as assessed by SCF report are significantly lower in particular for clean energy than the analysis by IPCC ([Working Group 3, 2022](#)) for the same timeframe to meet a 1.5°C trajectory by 2030.

5. Strengthen coordinated, robust support structures for the development and implementation of NDCs, particularly in developing countries, through the six enabling conditions identified in IPCC AR6 WGIII report, namely finance, technological innovation, policy instruments, institutional capacity, multi-level governance, and changes in human behaviour and lifestyles.

## Milestones

---

Envisioned to span critical years leading to and after the GST in the first instance though the work programme could span 2022-2030 to ensure the direction of travel to 1.5°C remains on track.

Year	How to get there	Outputs
2022	<ul style="list-style-type: none"> <li>• Work Programme defined</li> <li>• Leverage <a href="#">the second periodic review of the long-term global goal (2020-2022)</a></li> <li>• High level ministerial roundtable on pre-2030 ambition:  Following SBs the Work Programme is presented at the roundtable with draft decisions presented at CMA4 and adopted at COP27. Subsequent ministerial roundtables are informed by the technical work of the Work Programme, allowing a political check-in on strengthening and revisiting NDCs and implementation</li> </ul>	<ul style="list-style-type: none"> <li>• A reflection and response to the findings of the 2022 Synthesis Reports on NDCs and LTS and IPCC AR6 WGIII report</li> <li>• Voluntary Sectoral commitments to be reflected in NDCs and LTS synthesis report by COP28</li> <li>• COP27 to mandate the annual assessment of LTS</li> <li>• COP 27 to mandate the next Synthesis report and annually thereafter to reflect the implementation gap</li> <li>• Standing agenda item on the implementation pathway</li> </ul>
2023	<ul style="list-style-type: none"> <li>• Report and confirm progress on mitigation and implementation</li> <li>• High-level ministerial roundtable will be informed by the work programme, with a view to providing guidance on further work and a platform for political check-in on</li> </ul>	<ul style="list-style-type: none"> <li>• Sectoral Technical expert dialogues on mitigation and implementation barriers/solutions</li> <li>• Annual synthesis reports - Voluntary Sectoral commitments integrated in NDCs, LTS. Implementation gap unpacked</li> </ul>

	strengthening and revisiting NDCs and implementation	
2024	<ul style="list-style-type: none"> <li>Facilitate exchange among Parties, and provide technical advice, on how to enhance mitigation efforts in light of the GST outcomes before 2030, as well as by 2035, informing the next NDCs to be submitted by 2025</li> <li>Mitigation and Implementation finance gap is duly reflected stock taking of progress and setting of the New Collective Quantified Goal (NCQG)</li> <li>High-level ministerial roundtable will be informed by the work programme, with a view to providing guidance on further work and a platform for political check-in on strengthening and revisiting NDCs (including information necessary to facilitate clarity, transparency and understanding (ICTU))</li> </ul>	<ul style="list-style-type: none"> <li>Sectoral Technical expert dialogues on mitigation and implementation barriers/solutions</li> <li>Annual synthesis reports - Voluntary Sectoral commitments integrated in NDCs, LTS. Implementation gap unpacked</li> <li>NCQG - reflects urgency and scale of finance to close implementation and mitigation gap</li> </ul>
2025	<ul style="list-style-type: none"> <li>Report and confirm progress on mitigation and implementation and rapidly scale responses to close any remaining emissions and implementation gaps</li> <li>High-level ministerial roundtable will be informed by the work programme, with a view to providing guidance on further work and a platform for political check-in on strengthening and revisiting NDCs and implementation</li> </ul>	<ul style="list-style-type: none"> <li>Sectoral Technical expert dialogues on mitigation and implementation barriers/solutions</li> <li>Strongly enhanced NDCs by COP 30 that close the emissions and implementation gaps</li> <li>Annual synthesis reports</li> </ul>
...	<i>the work programme could span 2022-2030 to ensure the direction of travel to 1.5°C remains on track</i>	...



# Annex 1 COP26 Mandates and Decisions relating to Mitigation Ambition

---

Para CP/CMA	COP26 Mandates and Decisions relating to Mitigation Ambition
1/CP.26 para 16 & 1/CMA.3 para 21	Resolves to limit warming to 1.5°C
1/CP.26 para 17 & 1/CMA.3 paras 22, 25	References the NDC synthesis report - Deep reductions of 45% by 2030 and also to net zero by mid-century and notes inadequacy of current NDCs (CMA 25)
1/CMA.3 para 27	Decides a work programme to scale ambition and implementation – SBSTA to deliver draft decision at CMA4
1/CMA.3 para 31	Decides a Ministerial round table on pre-2030 ambition at CMA4 and to be held annually thereafter;
1/CMA.3 paras 28-29 (NDC); 32-24 (LTS); 33 (regular update)	Request parties to revisit and strengthen 2030 targets to align with LT Goal by the end of 2022; Invites the regular update of NDCs and LTS; Requests the Sec for annual synthesis reports for NDC and LTS
1/CP.26 para 20 & 1/CMA.3 para 36	Calls on phaseout of inefficient fossil fuel subsidies and phasedown of unabated coal
1/CP.26 para 19 & 1/CMA.3 para 37	Other GHG reductions – including methane – also welcomes the action taken to unlock the potential for sectoral action in contribution to GHG reductions
1/CMA.3 paras 4, 21, 85 & 1/CP.26 para 16	Just transition, equity
1/CP.26 paras 21, 50 & 1/CMA.3 para 38  1/CP.26 para 59 (Land)  1/CP.26 para 61 (Oceans)	Nature - The importance of protecting and restoring natural ecosystems in relation to the LTG whilst meeting safeguards is emphasised - Invites submissions and report on action on land at COP27; Annual dialogue to strengthen ocean based action starting at SBSTA June 2022 and available for CP27