



Co-chairs' summary of the Presidencies' consultations on mitigation

12 April 2022, 10:00 – 12:00 and 20:00 – 22:00 CEST (two sessions)

As part of our joint effort to support progress towards COP 27 in a transparent and inclusive manner, we, the COP 26 Presidency and the incoming COP 27 Presidency, convened the third in a series of multilateral consultations. This consultation, which took place on 12 April 2022, was organized for Parties to reflect on the mitigation priorities for 2022 and to discuss Parties' expectations for the work programme to urgently scale up mitigation ambition and implementation.

We provided Parties with the following guiding questions to facilitate the discussion:

1. What are your expectations on mitigation ambition and implementation in 2022?
2. (a) What are your expectations on “the work programme to urgently scale up mitigation ambition and implementation in this critical decade”?
(b) What are your expectations for a successful outcome at SB 56 for the “work programme” discussion?

We were very pleased with the active engagement by Parties and groups of Parties on the topic, which sent a strong signal on the importance of an ambitious mitigation outcome for the success of COP 27. We are also thankful to the SBI Chair, Marianne Karlsen, and the SBSTA Chair, Tosi Mpanu Mpanu, who emphasized the importance of advancing the work on mitigation, especially in order to arrive at a draft decision on the work programme under the subsidiary bodies at SB 56 and 57.

We, the Chairs, as well as several Parties and groups of Parties, took time to remember the outstanding contributions of Hugh Sealy to the UNFCCC process and to convey condolences. Some Parties also made statements in solidarity with Ukraine given the current circumstances.

1. What are your expectations on mitigation ambition and implementation in 2022?

Following up on mitigation outcomes from Glasgow

Many Parties and groups of Parties highlighted several important decisions on mitigation ambition taken in Glasgow which set out a process towards keeping 1.5 degrees in reach and the importance of focusing on implementing these decisions. Some Parties specifically mentioned the need to deliver on the elements in the Glasgow Climate Pact as a core success metric for COP 27, including the revisiting and strengthening of NDCs, phase-down of unabated coal power and the phase-out of inefficient fossil fuel subsidies, the just energy transition, and reductions in non-carbon dioxide greenhouse gas emissions, including methane, and following up on breakthroughs achieved in Glasgow relating to solutions in steel, renewable energy, hydrogen and land transportation. While some Parties referred to the initiatives launched in Glasgow linked to ambition, such as the Global Methane Pledge and the Glasgow Leaders' Declaration on Forests and Land Use, and advancing work under those initiatives in 2022, some other Parties described them as important but said they should not be seen as part of the formal UNFCCC process.

Science

Most Parties, in their interventions, referred to the findings of Working Group III to the IPCC Sixth Assessment Report and the importance of the report linked to mitigation ambition. Many Parties and groups of Parties recognized the urgent need for deeper emission reductions to keep 1.5 degrees alive

and close the gap (both in 2030 and in 2050) between the pathways to reach the long-term temperature goal set out in the Paris Agreement and the current level of ambition and implementation as informed by Working Group III and in the NDC synthesis reports, while being guided by the best available science. Some specific references were made to the importance of reducing global carbon dioxide emissions by 45 per cent by 2030 relative to the 2010 level, being on track to reach net zero by or around mid-century and achieving deep reductions in non-carbon dioxide greenhouse gases while considering short-term cost-effective mitigation options for 2030 and sectoral pathways informed by the latest IPCC reports. One group referred to net-zero pledges for all Parties by 2050 as not the appropriate approach to keep 1.5 degrees within reach, as such pledges would mean doing too little too late for developed countries. Several Parties emphasised the importance of equity in this respect and also referred to the importance of historical responsibility. Several Parties also referred to the importance of achieving mitigation ambition in this critical decade, in terms of increased climate impacts and credibility of adaptation efforts, as well as on loss and damage and the need for means of implementation, especially finance, to achieve such ambition.

Context for framing the work on mitigation

Many Parties and groups of Parties indicated the importance of framing the work on mitigation in the context of the principles and provisions of the Convention and the Paris Agreement, such as common but differentiated responsibilities and respective capabilities, and equity. Some references were made to historical emissions, climate justice, the need to focus on countries with cumulatively higher historical emissions, and the capability of developed countries to take a leadership role in enhancing targets and communicating these more ambitious targets.

Several Parties and groups of Parties also indicated the importance of considering the wider context around mitigation outcomes at COP 27, such as balancing advancing adaptation and actions related to loss and damage with mitigation, as well as the fact that mitigation ambition can't be delinked from means of implementation ambition, especially recognizing the integral role of finance in collectively advancing mitigation ambition. A reference was made to the need for a common understanding of mitigation ambition as going beyond ambitious targets and should encompass practical implementation enabled by sufficient financial, technical and capacity building support.

NDCs and LT-LEDS

A number of Parties emphasised the need to both implement what has been agreed and take further action to reduce emissions during this critical decade. Many Parties and groups of Parties referred to the request by the CMA to revisit and strengthen NDCs as necessary to align with the Paris Agreement temperature goal by the end of 2022, to communicate and update LT-LEDS, and implement these commitments and some called for communication of these efforts by COP 27. Some Parties noted the importance of developed country leadership, as mentioned in Article 4.4 of the Paris Agreement, while others highlighted the role of major emitters taking the lead on action and ambition-raising to keep 1.5 degrees in reach. On the same topic, some Parties indicated a need for flexibility for LDCs and SIDS revising the NDCs. Some Parties requested the COP 26 and 27 Presidencies to undertake high-level outreach to Parties with a higher global share of greenhouse gas emissions, which could make an impact on bridging the mitigation ambition gap. Some Parties also referred to the mandate for the synthesis reports, stating that the reports should focus on the mitigation ambition gap, while others expected to see details in the report on projections for 2025 on progress made against scientific pathways towards meeting the long-term temperature goal, as informed by the best available science, as well as information on the progress of various initiatives, such as the sectoral benchmarks established in the Glasgow Climate Pact.

Some Parties and groups of Parties proposed organizing one or more dedicated events to discuss the NDC and LT-LEDS synthesis reports, and to reflect on how to further strengthen sectoral approaches in the run-up to the high-level ministerial round table on pre-2030 ambition, and also proposed discussing the perspectives on these proposed events and reflecting sectoral approaches in the synthesis reports at SB 56.

Annual high-level ministerial round table on pre-2030 ambition

Many Parties and groups of Parties expressed their views on their expectations regarding the content and modalities of the annual high-level ministerial round table on pre-2030 ambition. Views were also expressed on using the high-level ministerial round table as a platform to provide for specific high-level guidance and collective vision that delivers on necessary enhanced mitigation ambition, including on the work programme; discuss the barriers and possible solutions to overcome these barriers; strategize climate action for the decade; focus on the progress of sectoral approaches; act as a series of practical thematic discussions; share collective progress of the NDCs; and communicate how the NDCs and LT-LEDS can be made compatible with the pathways to achieve the long-term goal of the Paris Agreement by 2030, among others.

Parties and groups of Parties noted that the format of the high-level ministerial round table should be flexible, in order to avoid a sequence of written statements and to allow ministers to engage dynamically in a meaningful discussion. Some Parties also noted they viewed the round table as providing an opportunity for non-State actors to interact with ministers on this important topic. Some Parties indicated a need to consider how the work programme and the round table can function in tandem. Some Parties indicated a need for submissions on the round table and shared their expectations for further discussing the round table during the June session as well as in intersessional work, including through sectoral-level workshops or dialogues to feed into the roundtable at COP27.

Article 6

Some Parties noted the importance of Article 6 mechanisms for enhancing mitigation and adaptation ambitions, as well as cooperation, and highlighted the urgent need to operationalize Article 6.

2(a) What are your expectations on “the work programme to urgently scale up mitigation ambition and implementation in this critical decade”?

During the consultation, Parties provided a wide range of expectations on the work programme, in terms of the objective, scope and elements, and modalities. The points set out below do not represent areas of consensus or try to pre-judge the work that will be undertaken at SB56.

Objective

In terms of the objective of the work programme, many Parties noted that the language in decision 1/CMA.3 defines the objective as addressing the mitigation ambition and implementation gap in this critical decade as informed by the best available science and scaling up actions to bridge this gap, in a manner that complements the global stocktake. Other Parties noted that the objective should also include support ambition which enables reaching mitigation ambition.

Scope and elements

A wide variety of expectations were expressed on the scope and elements of the work programme; different views are summarized as follows:

Outcome

- Halving emissions by 2030 and urgently scaling up of pre-2030 ambition to align with 1.5 degrees global pathway with no overshoot;
- Identifying new areas for enhanced action and to emphasize economic opportunities;
- Encouraging the development and implementation of mitigation policies;
- Identifying how scaled up support and addressing gaps on finance, technology transfer and capacity building can enable developing countries to implement NDCs in the pre-2030 period;
- Identifying how developed countries will fulfil their finance and technology obligations and how to enhance progress on implementation of NDCs.

Context and framing

- Addressing mitigation and implementation to keep 1.5 degrees alive
- Avoiding duplication of efforts with other existing mechanisms, especially in the global stocktake process;
- Being guided by the best available science, as informed by IPCC and other reports;
- Respecting the principles and provisions of the Convention and the Paris Agreement, including common but differentiated responsibilities and respective capabilities, equity, and the concept of climate justice;
- Not re-negotiating the Paris Agreement;
- Not undermining the national determination of NDCs;
- Respecting national sovereignty.

Scope

- Aligning NDC and LT-LEDS targets towards the long-term goals of the Paris Agreement by 2030, and enhancing NDC and LT-LEDS submission and implementation;
- Many Parties suggested focusing on pathways and mitigation options for sectors and gases in 2023–2030, including for sectors covered by the Glasgow Climate Pact such as the phase-down of unabated coal power and phase-out of inefficient fossil fuel subsidies, the just energy transition, reductions in non-carbon dioxide greenhouse gas emissions, including methane; sectors of the breakthroughs achieved in Glasgow relating to solutions in steel, renewable energy, hydrogen and land transportation; and initiatives such as the Global Methane Pledge, the Glasgow Leaders' Declaration on Forests and Land Use, the maritime sector, nature-based solutions and others, and monitoring their progress; while some Parties highlighted that the scope should not focus on discussions on sectors or gases that would infringe on the national sovereignty of NDCs, or on discussions on voluntary initiatives, since not all Parties have joined them;
- Identifying barriers and opportunities for mitigation ambition and implementation; for example, in the deployment of renewables;
- Focusing on the advancement of technologies, including on practical technological solutions, as well as policy measures, actions, collaboration and implementation conditions;
- Considering mitigation ambition and implementation together with means of implementation, including finance, technology transfer and capacity-building for developing countries in order to identify the needs, challenges and obstacles faced by developing countries, to help them better achieve their targets, e.g. identification of finance and technology transfer barriers for the low carbon transition in developing countries, capacity building to enhance developing country Parties' capacities to comply with methodological aspects in relation to the implementation of Article 4 of the Paris Agreement and related decisions, and elaboration of LT-LEDS;

- Including just transition as a key element for accelerating finance and deployment of technology to support implementation under the work programme;
- Investigating how voluntary cooperation under Article 6 can support mitigation ambition and implementation;
- Considering pre-2020 ambition gaps and avoid shifting of burden to developing countries and consider the implementation plan to address such gaps, informed by the achievement of commitments under the Kyoto Protocol and Cancun agreement.
- Considering how regional and thematic dialogues, involving the high-level champions, could support mitigation action;
- Not limited to mitigation and NDC revisions but also focused on the implementation of policies and plans on the ground.

Modalities

There was also some indication on the modalities of the work programme expressed by Parties and groups of Parties in their interventions, including a mention that the work programme should focus on solutions, allow for sharing experience, lessons learned and best practices (some references were also made to technical expert meetings on mitigation, as an example). Some Parties noted the work programme and the round table are closely linked in terms of providing direction to one another as well as to the synthesis reports of the NDCs and LT-LEDS. Some Parties also noted that it is important to use the work programme to track commitments, especially sectoral actions, while some Parties were against sectoral benchmarks that would infringe on the national sovereignty of NDCs.

Several Parties highlighted the importance of bringing together various stakeholders, including policymakers, non-State actors, practitioners, civil society, indigenous peoples, and researchers. There were also references to enhancing coordination with institutions and multilateral processes, including United Nations agencies outside the UNFCCC, in support of the work programme. Some Parties indicated the work programme should be a continuous effort throughout the year through conferences and events outside the UNFCCC process.

Parties also indicated that the work programme should not be negotiation centric but have a pragmatic focus and provide lessons learned and best practices in implementation.

2(b) What are your expectations for a successful outcome at SB 56 for the “work programme” discussion?

Parties noted that sufficient time should be allocated at SB 56 to discuss the work programme. In terms of the content of the work programme, Parties indicated that SB 56 can serve as an opportunity to focus on specific topics such as the objectives, elements, timeline and outcomes of the work programme, as well as the modalities for its delivery and the requisite institutional arrangements. Some Parties also indicated that it is important to use SB 56 to reflect on what the mitigation ambition gap is, and apply the lessons learnt from previous UNFCCC processes. Some Parties further indicated the importance of using SB 56 to consider linkages with the global stocktake process and other elements of means of implementation, especially finance commitments, where and how the work programme fits into the elements of the Convention and the Paris Agreement, and the links between the work programme and the round table. Some Parties highlighted that work should be done to make significant progress at SB56 and capture areas of convergence to enable a decision to be reached by COP27. Some Parties proposed intersession submissions, and that the COP Presidencies should facilitate intersessional workshops, consultations and ministerial-level meetings.