

Co-facilitators' note on possible elements of the review of the Doha work programme on Article 6 of the Convention and future work on the implementation of Action for Climate Empowerment

This note has no formal status

Background

At COP 25 the COP requested the SBI, at its fifty-second session, to launch the review of the implementation of the Doha work programme on Article 6 of the Convention, and to consider future work to enhance the implementation of Article 6 of the Convention and Article 12 of the Paris Agreement.

During the first informal consultation on agenda item 18(a) – Review of the Doha work programme, in response to the co-facilitators' request for views and expectations for this sessional period, including reflections on the informal note by the SBI Chair and whether or how it may be used, Parties expressed appreciation for the SBI Chair's efforts and guidance in organizing the informal consultations and expert group meetings prior to the May–June sessional period; and welcomed the Chair's informal note, which Parties considered appropriately captures the different ideas and perspectives expressed during those consultations and meetings.

Parties also expressed views on elements of the Doha work programme that had been successful, as well as gaps and challenges that need to be addressed and opportunities for advancing the ACE work programme in the future. Some Parties stressed that future work on ACE should be informed by the outcomes of the review of the Doha work programme. Parties then entrusted the co-facilitators with capturing Party views in an informal note.

Accordingly, this note firstly captures the views of Parties and observers on the successes of the Doha work programme, as well as gaps and needs and opportunities for improvement; and secondly sets out a compilation of possible elements of future work, drawing from the informal note by the SBI Chair, documents prepared for this session and views expressed by Parties and observers during the first, second and third informal consultations, including written inputs, and was not subject to discussion, convergence, streamlining or agreement among Parties.

The possible elements have been prepared by the co-facilitators on this matter under their own responsibility. These elements are preliminary, are not exhaustive, should not be considered final in any way and have no formal status. They are offered to assist in advancing discussion on this matter and do not prejudge further work or prevent Parties from expressing their views at any time. Parties have identified that, to develop a future workplan on ACE, they need to undertake further work to clarify, prioritize and streamline the elements, actions and activities set out in this note and to clarify options on structure.

The elements are submitted for the consideration of Parties during the fourth informal consultation to take place on 16 June. Written submissions from Parties and observers on the note are welcome and can be sent to the secretariat at ace@unfccc.int.

Review of the Doha work programme¹

Successes and possible elements to retain

- Overall, it provided a good basis and guidance for action.
- Many of the guiding principles still hold value, particularly that it is flexible and country driven.
- Elements of the of the Doha work programme highlighted as particularly useful include:
 - Parties nominating national focal points for ACE

¹ Decision 15/CP.25, annex, para, 1, states that the Doha work programme will be reviewed to evaluate its effectiveness, identify any emerging gaps and needs, and inform any decisions on improving the effectiveness of the work programme, as appropriate.

- The annual in-session ACE Dialogue to share experiences, challenges and opportunities
- Intentional inclusion of children and youth
- Parties developing and implementing ACE national strategies
- The long-term, strategic perspective
- Inclusive, multi-stakeholder, multisectoral and multilevel engagement in implementation
- Robust and streamlined list of suggested or recommended activities that cover all ACE elements in a balanced manner

Gaps, needs and opportunities for improvement

- Gaps, needs and opportunities for improvement in implementation that have been repeatedly highlighted include:
 - Insufficient support and empowerment for national focal points for ACE, including building and strengthening skills and capacity; and insufficient opportunities to communicate and network with each other
 - Insufficient national institutional coordination and mechanisms to facilitate ACE as a cross-cutting priority in climate policy and action
 - Insufficient support for developing and implementing ACE programmes and activities, including ACE national strategies
 - Need to build capacity for ACE implementation beyond ACE focal points and move beyond workshop and short-term impact modalities to achieve long-lasting, transformational building of capacities at the national and local level
 - Need for more consistency and ambition at the international level, including in relation to monitoring and reporting, to facilitate national ACE implementation, while maintaining flexibility and a country-driven approach
 - Insufficient coordination with other relevant international agencies and bodies under the Convention and the Paris Agreement, such as the Paris Committee on Capacity-building

Possible elements for a successor work programme

Structure and time frame

- A framework with a long-term vision and perspective, between 8 and 10 years, or possibly explore an option of no time limit, and for immediate action through shorter-term clear and time-bound activities, between 2 and 5 years.
- A regular review process should be put in place for assessing progress, identifying remaining priority gaps and needs, and updating or renewing shorter-term activities at the midway point, guided by the long-term vision and perspective.
- To enable more consistency and ambition at the international level to facilitate national ACE implementation, additional structure may be beneficial, such as an action plan or road map for collective and international action. Possible options for creating additional structure are included below under ‘Options for providing additional structure to the work programme, with possible activities listed in annexes I and II.

Scope

- ACE refers to the elements set out in Article 6 of the Convention and Article 12 of the Paris Agreement – climate education, training, public awareness, public access to information and public participation – and international cooperation in relation to these elements.

Guiding principles

- Continue to follow all the guiding principles identified in paragraph 14 of the Doha work programme, including a country-driven and flexible approach.
- Guiding principles could be streamlined and strengthened to better align with, and enable ACE to deliver on, the Paris Agreement. The table below sets out the guiding principles identified in paragraph 14 of the

Doha work programme in the first column and consolidated ideas for possible streamlining or strengthening that were included in the first iteration of this note, incorporating subsequent written inputs.

Principles as set out in paragraph 14 of the Doha work programme	Proposed ideas for streamlining and strengthening (consolidation of ideas presented in first iteration with subsequent written inputs)
A country-driven approach	
Cost-effectiveness	
Flexibility	
Gender and an intergenerational approach	<ul style="list-style-type: none"> • Strengthening the role of ACE, including respect for human rights, rights of indigenous peoples, gender responsiveness, just transition • Consideration and promotion of an intergenerational approach, including through the engagement and participation of children and youth across ACE activities and climate action
A phased approach integrating activities under Article 6 of the Convention into existing climate change programmes and strategies	<ul style="list-style-type: none"> • A phased approach integrating activities under Article 6 of the Convention and Article 12 of the Paris Agreement into existing climate change programmes and strategies
Promotion of partnerships, networks and synergies, in particular synergies between conventions	<ul style="list-style-type: none"> • Promotion of partnerships, networks and cooperation, in particular cooperation between conventions • Cooperate with other international processes outside the Convention, including Sustainable Development Goals, other Rio Conventions, Beijing Platform for Action, Sendai Framework for Disaster Risk Reduction and Education for Sustainable Development for 2030
An interdisciplinary multisectoral, multi-stakeholder and participatory approach	<ul style="list-style-type: none"> • Enhance engagement with and by non-Party stakeholders at all levels, including the scientific community, cultural and academic institutions, the private sector, local government, local communities and indigenous peoples, youth, the elderly, people with disabilities, people of all genders and vulnerable groups
A holistic, systematic approach	<ul style="list-style-type: none"> • Address the six ACE elements in a balanced and integrated manner
The principles of sustainable development	
	<ul style="list-style-type: none"> • Taking an approach based on human rights, climate justice, and environmental democracy Some Parties have highlighted that human rights is covered in the principle on strengthening the role of ACE above and that ‘climate justice’ and ‘environmental democracy’ are not defined under the UNFCCC and/or that the two terms should be deleted
	<ul style="list-style-type: none"> • Being guided by the best available science, and integrating science and research across all six ACE elements
	<ul style="list-style-type: none"> • Continuous monitoring, evaluation and learning

Possible framework actions²

- The framework with long-term vision and perspective referred to under ‘Structure and time frame’ above could include actions that are broad, open-ended and outcome-oriented at different levels and across all six ACE elements in a balanced and nationally determined manner.

² Most of the activities under the Doha work programme fall under this heading.

- While actions under this heading may be flexible in terms of delivery, they are intended to produce an outcome and impact if or when implemented, and some broad open-ended activities may benefit from complementary shorter-term, clear and time-bound activities in an action plan or road map (e.g. in the framework, an action to invite Parties to appoint ACE national focal points may be complemented by specific time-bound activities to strengthen the capacities of focal points or enhance networking opportunities).
- The following list of possible open-ended actions (from ‘Policy Coherence’ to ‘Harmonised monitoring, evaluation and reporting’) is currently a ‘menu of options’ which Parties may continue to discuss, as well as to clarify, prioritize and streamline them, including by clarifying the placement and relationship to other sections.

Policy coherence

International

- Integrate ACE across, or strengthen linkages with, existing UNFCCC workstreams and processes, including mitigation, adaptation, capacity-building, gender and local communities and indigenous peoples.
- Align activities under the ACE work programme with priorities and time frames under the UNFCCC process, including the submission cycle of nationally determined contributions and the global stocktake.
- Cooperate with other international processes outside the Convention, including the Sustainable Development Goals, other Rio Conventions (Convention on Biological Diversity and Convention to Combat Desertification), Beijing Platform for Action, the programme of action from the International Conference on Population and Development, Sendai Framework for Disaster Risk Reduction and Education for Sustainable Development for 2030.

National

- Enhance the integration of ACE into the development and implementation of national climate policies, plans, strategies and action.
- Parties continue to develop and implement strategies to enhance the implementation of all elements of ACE.
- Parties continue to appoint and support ACE national focal points to implement ACE activities at the national and local level.
- Integrate climate change components into curricula for primary, secondary and tertiary education.

Coordinated action

International

- Continue to organize an annual in-session dialogue under the UNFCCC to share strategies, tools, activities, best practices and lessons learned. The ACE Dialogue could be strengthened, for example, to contribute to the long-term vision and perspective, align with priority topics or areas of focus, monitor progress in implementation, enhance the sharing of implementation measures, or repurpose the annual event to be more useful to Parties.
- Organize an annual youth forum in collaboration with children and youth organizations, including YOUNGOs. **Some Parties noted that more clarity was needed on the purpose of the forum and/or to delete this activity.**
- Establish a task force, expert group or advisory group to share information, produce guidance documents, facilitate financial support and monitor ACE implementation. **Some Parties noted that creating such a task force or group under the UNFCCC is resource intensive and therefore alternative options for creating such a task force or group could be considered, and/or that this activity should be deleted.**

National

- Foster coordination and engagement between UNFCCC national focal points and ACE national focal points as appropriate or required.
- Strengthen in-country coordination at different levels to avoid duplication of efforts and promote knowledge-sharing.

- Develop national institutional arrangements for monitoring ACE activities undertaken by non-governmental organizations and civil society.
- Encourage ACE national focal points to work on strengthening cooperation with the ministries responsible for social policies (such as health, equality, employment or culture), which are important for raising awareness and adapting to climate change.
- Encourage youth participation in relevant climate processes at the national level.
- Build adequate and sufficient local capacities to foster networks and enhance continued collaboration between all relevant stakeholders.

Multiple levels

- Build long-term, strategic and operational multilevel, multi-stakeholder, intergenerational partnerships to bring together different types of expertise, resources and knowledge.
- Promote collaboration between actors at all levels and leverage the resources and expertise of entities under and outside the UNFCCC, including the Local Communities and Indigenous Peoples Platform, the Paris Committee on Capacity-building, adaptation workstreams, UNFCCC observer constituencies and other United Nations agencies.

Tools and support

International

- Request the operating entities of the Financial Mechanism and other development financial institutions to allocate specific funding for ACE activities and invite them to participate in ACE workshops and meetings. **Some Parties indicated that references to the operating entities of the Financial Mechanism are not appropriate and any guidance should be channelled through the established processes for guidance to the Financial Mechanism, and that this activity should be deleted.**

National

- Encourage Parties to consider allocating resources in their national budgets for ACE implementation. **Some Parties indicated this activity should be deleted.**
- Develop funding instruments at the national level, where appropriate, to support ACE implementation, in particular at the subnational and local level.

Multiple levels

- Build capacity and raise awareness of Parties and non-Party stakeholders on ACE, including ACE national focal points, keeping in mind technological, language and other potential barriers.
- Share information and guidance documents and undertake peer-to-peer exchange with different stakeholders working on ACE.
- Enhance the understanding of ACE and fill the gaps in information about ACE implementation at different levels.
- Respect and integrate traditional and indigenous knowledge and knowledge systems, including to enhance communication and knowledge-sharing.
- Promote the use of social media to reach and engage multiple stakeholders.
- Encourage long-term funding for ACE activities at different levels from multiple sources, including through triangular cooperation and the involvement of development banks at the international and regional level.
- Raise awareness on and promote existing bilateral and multilateral initiatives and programmes related to ACE implementation.
- Encourage youth to embark on UNFCCC training and capacity-building programmes.

Harmonized monitoring, evaluation and reporting

International

- Encourage the use of existing guidance and report on all six elements of ACE more consistently through UNFCCC reporting mechanisms, as appropriate, as a means of enhancing the sharing of good practices and lessons learned.

Implementation of the work programme

- Undertake a midterm review of progress and remaining gaps and challenges under the work programme, with a view to prioritising these.
- Suggest measures that can ensure adequate and sustainable funding for the secretariat to support ACE, including under the work programme.

Options for providing additional structure to the work programme

Option - thematic focus areas

Explanation of proposal

- Thematic focus areas could be added in a new ACE work programme by setting out objectives or thematic focus areas that Parties decide are key to enhancing ACE ambition, and that best assist Parties in developing a national and flexible approach to implementing ACE.
- Thematic focus areas, and the accompanying priority and enhanced actions for implementation, would be identified by Parties. Parties would also determine how the convening power of ACE under the UNFCCC could add value and best support these measures.
- Thematic focus areas would cover all elements of ACE in a balanced and nationally determined manner.
- Noting the pace at which climate action is being undertaken globally, including in relation to ACE, as well as Parties' stated preference for creating a shorter-term action plan within a longer-term work programme, approximately three thematic focus areas could be identified to span a period of 18 months to two years each, with a possible overlap, depending on Parties' views. The thematic focus areas could be reassessed at the midterm review of the work programme with the aim of ensuring that themes and activities remain relevant for Parties and their national contexts.
- Each thematic focus area could involve:
 - Virtual events with Parties and experts. The virtual ACE activities organized during the COVID-19 pandemic have demonstrated how effective, inclusive and successful this approach can be
 - The annual in-session dialogue
 - Mandated reports on the outcomes of these forums for Parties to use in a practical way in their national context
 - Other activities related to the relevant focus area, possibly drawn from a 'menu of options' (see annex I)
- Possible roles of different actors:
 - **Parties:** determine thematic focus areas and activities, and time frames for engaging on each one; review thematic focus areas and activities in a proposed midterm review; and provide additional guidance or requests through COP decisions
 - **National ACE focal points:** share their expertise and act as connection points between non-Party stakeholders and Parties, including with a view to bringing their expertise and perspectives into activities, to help strengthen the dissemination of outputs to stakeholders
 - **Non-Party stakeholders:** as most work under ACE is being undertaken by non-Party stakeholders, in national and subnational contexts, activities supporting thematic focus areas should actively seek out their expertise and participation
 - **Secretariat:** assist in putting together relevant events, workshops and reports in line with the prescribed thematic focus areas outlined by Parties

Possible thematic focus areas

Integrating ACE into relevant workstreams of the UNFCCC (Policy coherence)

- Integrating ACE in this context refers to developing a better understanding of which workstreams and bodies in the UNFCCC currently undertake ACE-related activities (such as the Lima work programme on gender, the Local Communities and Indigenous Peoples Platform, Nairobi work programme and the Paris Committee on Capacity-building) and enhancing coordination between these workstreams and bodies for more efficient and effective implementation.

Monitoring, evaluation and reporting

- Monitoring and evaluation in this context explicitly refers to national, country-driven activities that Parties choose to implement according to their specific priorities, needs and national circumstances. The convening power of ACE under the UNFCCC may be used to bring together a range of monitoring and evaluation experts with the objective of enhancing the access by Parties to the best monitoring and evaluation practice for all ACE elements, to apply it to their local context.

Capacity-building & continuous learning (Tools and support)

- Specific sub-focus areas to be determined by Parties.

Coordinated action

- Exploring how broad goals of coordinated action at the international level could be implemented e.g. goals such as building long-term, strategic and operational multi-level, multi-stakeholder, intergenerational partnerships to bring together different types of expertise, resources and knowledge.

Option bis – ACE elements as focus areas for priority activities

Explanation of proposal

- Identify priority activities at different levels (national, international and multilevel) for each ACE element, in a balanced manner, to provide additional structure for implementing all ACE elements. See annex II for examples of possible activities organized under this option.

Regular secretariat activities

- Prepare a regular report (e.g. annual or biennial) to synthesize the information provided by the constituted bodies on integrating ACE into their respective workstreams.
- Prepare an annual report synthesizing submissions and inputs from Parties and observers on their implementation of the ACE work programme related to the relevant thematic focus area, including inputs during virtual events and the in-session dialogue.
- Prepare technical reports and background papers on the progress of ACE implementation.
- Prepare a synthesis report ahead of the midterm review, on the integration of ACE in reports and communications submitted by Parties to the UNFCCC.
- Organize international and regional training sessions and workshops to address different aspects of ACE implementation.
- Facilitate information exchange and mutual support among ACE focal points to build capacity and peer support on ACE implementation.

Annex I – Menu of options for a possible action plan or for road map activities

- Activities listed below represent a broad list of possible activities that Parties may want to draw upon depending on their priorities, needs and national circumstances to drive implementation of a new work programme.
- This list of possible activities is currently a ‘menu of options’, which Parties may continue to discuss in order to clarify, prioritize and streamline them, as well as to clarify their placement and relationship to other sections.
- Immediate action through shorter-term clear and time-bound activities referred to under ‘Structure and time frame’ above could be delivered through a clear, flexible road map or action plan following an incremental approach guided by the priorities set out in the framework. Activities could include indicators and milestones for each year (e.g. an ACE action plan, like the gender action plan linked to the Lima work programme on gender). The activities in this annex may also be relevant to the thematic focus areas referred to under ‘Options for providing additional structure to the work programme’ above.

Coordinated action

International

- Strengthen the network of ACE national focal points to facilitate the exchange of views, for example via a platform or regular meetings.
- Organize workshops to engage children and youth in climate policy and action.

National

- Establish locally anchored networks of ACE stakeholders to inform national and international processes.
- Promote greater involvement of non-Party stakeholders in monitoring, evaluation and reporting activities.

Multiple levels

- Suggest ways to establish national-level accountability and monitoring mechanisms to support the engagement of marginalized groups.
- Share best practices in relation to engaging children and youth in all elements of ACE.
- Focus on two ACE elements per year, or the thematic focus areas identified as options for additional structure, or any other agreed focus options during the in-session ACE Dialogue.
- Organize formal and informal in-person and virtual meetings, forums or consultations on ACE on a regular basis.

Other activities for specific ACE elements³

Tools and support

International

- Develop an ACE platform, network, repository, database, workspace or clearing house to facilitate collaboration and information-sharing.
- Use the global climate action portal⁴ as a space to foster collaboration and exchange of information between ACE stakeholders, as well as with other stakeholders under the Marrakech Partnership.
- Produce a global report on funding for ACE that considers various means of access to funding through national budgets, the UNFCCC or other United Nations financial mechanisms, private funding, bilateral cooperation or charity organizations, for example. **Some Parties indicated that this activity should be deleted.**
- Establish a clear definition of ACE financing. **Some Parties have indicated that this activity should be deleted.**

³ The activities that were presented under this heading in the first iteration of the Co-facilitators’ informal note have been moved to activities grouped under ACE elements in annex II.

⁴ <http://climateaction.unfccc.int>.

- Develop a centralized support platform, such as an ACE marketplace, that can connect Parties or other stakeholders requiring support with donors and organizations offering support.

National

- Build the capacity of youth, including via youth delegate programmes and national youth conferences.
- Encourage the inclusion of youth delegates in national delegations to UNFCCC meetings and facilitate youth participation in UNFCCC meetings.
- Strengthen partnerships through regional, triangular, North–South and South–South cooperation.

Multiple levels

- Facilitate research on how all ACE elements are being implemented.
- Draw on the assistance provided by institutions and initiatives in supporting ACE at all levels.

Harmonized monitoring, evaluation and reporting

International

- Consider developing international guidelines, coordinated by the secretariat in collaboration with monitoring, evaluation and reporting experts, on how Parties may report on ACE in their national communications. While following such guidelines would be voluntary, they could increase consistency in Parties' reporting on ACE activities and potentially lead to greater lessons learned and a better understanding of good practices.

Multiple levels

- Make information, knowledge and data more accessible and suggest options, pathways or guidance for standardized reporting.
- Invite other United Nations agencies to report on ACE implementation at all levels.
- Develop:
 - Optional recommendations on standardized methods and templates for reporting on ACE activities.
 - Optional recommendations on standardized evaluation processes and presentation of results;
 - Optional recommendation on indicators and targets at the national level for monitoring and evaluating progress and change within the scope of voluntary reporting as part of national communications.
- Provide recurring opportunities for Parties and non-Party stakeholders to share good practices on the development and implementation of indicators, methodologies and processes for tracking progress and reporting on national ACE implementation.

Specific time-bound activities related to the implementation of the ACE work programme

- Organize joint meetings and events in connection with other UNFCCC workstreams and processes to promote knowledge-sharing and dissemination of good practices on the implementation of the work programme.
- Invite all constituted bodies to include in their regular reports information on progress and to participate in in-session dialogues.
- Facilitate inclusive and technical conversations on the implementation of the work programme through annual in-session dialogues or intersessional gatherings.

Annex II – Possible priority activities by specific ACE element

- Activities listed below represent a broad list of possible activities that Parties may want to draw upon depending on their priorities, needs and national circumstances, to drive implementation of a new work programme.
- If Parties choose to group activities under each of the ACE elements (as outlined above as an option for additional structure), then Parties may also wish to identify and choose activities relating to the relevant ACE element below.
- The list of possible activities is currently a ‘menu of options’, which Parties may continue to discuss in order to clarify, prioritize and streamline them, as well as to clarify their placement and relationship to other sections.

Education

- Include climate change at all levels of education (primary, secondary and tertiary) as a cross-cutting element of educational curricula and policies in areas such as natural and social sciences, economics and law.
- Build the capacity of teachers, university educators and faculty members to integrate climate change into their curricula, including through North–South cooperation.

Training

- Train local communities and government officials from different ministries and departments at different levels to enhance institutional and technical capacity.
- Train decision makers, including government officials:
 - To understand how climate change relates specifically to their area of work;
 - To learn good practices, recognized by their governments, for working together with vulnerable communities;
 - To understand why and how gender equality and intercultural and intergenerational principles are relevant to climate action.
- Design skills development programmes for zero carbon and green jobs.

Public awareness

- Produce government campaigns to inform the public on climate change, climate action and vulnerabilities, among other things (e.g. through social media, email, billboards and climate action festivals or by partnering with cities and rural locations).
- Create communities of practice, knowledge and learning that are available and accessible to a wide range of stakeholders, including women, children and youth, the elderly and people with disabilities.

Public access to information

- Include accurate information on climate change science and mitigation on national and sub-national government websites.
- Make scientific information on climate change mitigation and adaptation freely available and accessible to the general public.
- Make national climate reports available in local languages for vulnerable communities, including people with special needs.
- Improve public access to information on climate change at the national and local level using various methods and tools, taking into account possible differentiated climate impacts on particular communities, groups and individuals, including women, children and youth.

Public participation

- Establish public–private or public–non-profit partnerships between the national focal points for ACE for implementing ACE activities (e.g. university partnerships).
- Hold frequent, inclusive civil society consultations, including follow-up processes with specific outcomes such as feedback surveys allowing participants to express how they feel their input was used.

- Develop guidelines for enhancing public participation, including participation by children and young people, in decision-making for local governments and the public.

International cooperation

- Create regional and collaborative ACE projects between Parties
- Engage youth organizations in international cooperation efforts.