

CMA 10 (g) Sharm el-Sheikh dialogue on the scope of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement - Contact group

13 November 2025, 10:00am

Notes prepared by Eda Kosma, C2ES

Co-chairs -- Zahir Fakir (UAE), Ralph Bodel (Germany)

- Seeking views on safeguards and what Parties would like to see on the way forward

G77+China

- Thank you for allowing us to have conversation on safeguards.
- Conversation needs to acknowledge Bottom up and nationally determined, complementarity with Art 9.1
- Non-prescriptive, non-punitive, facilitative, respective of national sovereignty and not place additional burdens on Parties
- CBDR-RC, equity, country-owned aspects, sustainable development, poverty eradication

EU

- Fully supports co-chairs recommendation to continue this work
- Need to distinguish between substantial and procedural safeguards
- Ensure a space in the procedures going forward
- Shares the view that Art 2.1c is bottom up and nationally determined manner
- Share concerns of LMDC that in no way should discuss
- Do not seek any outcome that is prescriptive
- Harmonization of measures and standardization of policies could be looked at as possible best practices that can be implemented
 - o Not top-down policies to be implemented
- Re substantial safeguards – potential intended consequences, restriction of access
- We know that some ECG funds invest relatively less in
- Want to continue work on 2.1c to provide an opportunity to discuss safeguards on transparency, fairness
- Spirit of providing assurance that not top down
- Heard views from Parties about 9.1 – agree with those views in that Art 2.1c is complementary with Art 9 as a whole. Additional, not a supplement. Public finance is a necessary piece of global finance flows

Switzerland

- 2.1c important to bring down misaligned flows
- Believe that advancing efforts on 2.1c are critical for NAP implementation
- SWI committed to delivering its fair share of climate finance
- Agree that efforts to implement 2.1c are undertaken in a nationally determined manner
- In an interconnected global economy, recognize that there can be unintended consequences and agree that there is more dialogue needed on this
- Continued conversation should be framed around opportunities and not conditionalities
- Not about creating barriers for access
- Need to focus significantly on adaptation
- Ready to engage further on safeguards

South Africa obo AGN

- We're here to work constructively, appreciate the focus on safeguards showing that co-chairs were sensitive to conversations yesterday
- How we empower national action through just transition lens
- Appreciate EU's point about not finger pointing, but need a space to be able to talk about cross-border unintended consequences
- Align w G77+China
- Remains critical that these discussions happen in the context of the chapeau of Art 2, and in the context of Art 9 – as the enabling factor to support countries to implement Art 2.1c.
- Also need to happen in line with Art 2.2 – equity, cbdr
- And national ownership in line with the PA, non-prescriptive, non-punitive
- Considers different pathways
- Need to ensure that 2.1c can't be used to impose UTM

India obo LMDC

- Safeguard – bottom up, nationally determined, no common interpretation of 2.1c
- non-prescriptive, non-punitive, facilitate exchange of national views, requirements for monetary sovereignty, no additional burden imposed through the work
- Consistent with principles of PA – equity, cbdr-rc
- Relationship with Art 9 cannot be ignored
- How to ensure 2.1c doesn't have unintended consequences
- When talking about 2.1c, has to be read in the context of Art 2
- Movement on regulatory frameworks already underway, per national circumstances
- Cannot have discussion on harmonized concepts – not in line with PA Art 2

- 2.1c should not allow countries to undertake UTM, that impact other countries specifically developing countries

KSA obo AG

- Thank you for having dedicated discussion on safeguards
- Align w G77+China
- Needs to be bottom up, nationally determined, no common interpretation of 2.1c
- non-prescriptive, non-punitive, facilitate exchange of national views, requirements for monetary sovereignty, no additional burden imposed through the work
- Consistent with principles of PA – equity, cbdr-rc, poverty eradication
- Addressing unintended consequences should be highlighted like UTM
- Harmonization/standardization cannot be seen as a form of best practice. This infringes on our national sovereignty. Near to be clear in framing of safeguards.

Nepal obo LDCs

- Align G77+Chiina, AGN
- No common interpretation of 2.1c
- Open to considering options to continue dialogue after CMA7, but what would the objective of the discussion be?
- Remain inclusive, participatory, non-prescriptive, not including burdens on developing countries including reporting
- Stress the link between 2.1c and NCQG

Maldives obo AOSIS

- Align G77+Chiina
- Safeguards and guardrails important
- In relation to equity and CBDR, align with the Parties that have brought this up
- Critical for us to operationalize special circumstances of SIDS
- Implementation of safeguards for SIDS, need to build on UN document for SIDS like Antigua and Barbuda circumstances for SIDS
- While UNFCCC remit does not
- Guardrails should clarify what is consistent/inconsistent with PA, and address unintended consequences of UTM
- AOSIS fully supports UNFCCC
- Agree with LDCs need more clarity on how to move forward from CMA7

UK

- Hearing two types of safeguards, 1) policy safeguards for implementation; 2) how to move forward
- Agree that bottom up implementation, national approaches varied needs essential.
- Must be aligned with development priorities
- Hear and agree with call for discussions to continue
- Hear that private finance does not fully respond to concerns of developing countries re adaptation and climate resilient development, perceived investment risks in developing countries
- Action on 2.1c is not an excuse to stall progress on Art 9
- UK stands by its Art 9 commitments
- Not seeking a top down approach, want to see bottom up, nationally determined approach. Protect PA.
- Noting AGN's point about concrete proposals, UK ready to work on these

Ghana

- Align w G77+China, AGN
- Safeguards under 2.1c must ensure that efforts are aligned and do not create new risks and injustice
- No replacement of 2.1c and 9, both in conjunction with national circumstances and priorities
- Want to prepare a short policy brief

Canada

- Welcome the approach on discussing safeguards
- 2.1c is a complement to 9, not a replacement
- Break up safeguards between procedural and implementation
- Procedural – agree with others that non-prescriptive, inclusive, and making sure open to underrepresented voiced. No increase in burden to parties in implementation or reporting.
- Agree with LDCs and AOSIS, what would the objective be for the work and dialogue going forward.
- Safeguards should include do no harm lens – people centered, supportive of sustainable development that includes country-driven priorities, address barriers to improving access including in smaller economies, real and perceived risk.
- Should improve adaptation and resilience, not just mitigation.
- Any measure on 2.1c should not be top down, no further burden on Parties.

- On forward work – need clarity on the various proposals for future work. What is the intention – need to elaborate further on our views and want space to have deeper conversation on what we want going forward.
- Conversation only on safeguards does not allow for that and need to lend more time to

Australia

- Forward work needs to be fit for purpose – forward work on the CMA
- In this regard, achievement of 2.1c will take a global effort
- Support a decision on forward work could include safeguards – focusing on sustainable development, no country left behind particularly smaller economies
- 2.1c not a replacement for 9, Australia affirms its commitments
- Ready to use the remaining sessions on modalities for forward work

Kenya

- Align w G77+China, AGN
- Don't agree that procedural principles are separate from implementation principles
- CBDR-RC, acknowledge different starting points, avoid harm in sustainable development and poverty eradication
- Unintended consequences on other countries should be avoided
- In particular want to discuss adaptation/resilience/ just transitions

Norway

- Agree with concerns in the room, can and should be reflected in the modalities of how we agree further work – non-punitive, bottom up, facilitative, all of Article 2
- When such dialogues are summarized in a non-prescriptive manner it can enable us to discuss further work while discussing nationally determined nature
- Believe it would be productive to discuss moving forward

Honduras obo AILAC

- Align w G77+China
- Needs to be in the context of Art 2 as a whole
- Non-punitive, bottom up, etc.
- Complementarity w Art 9, not a replacement
- Climate justice and just transition pathways, recognizing that implementation of 2.1c will happen under different timelines for different countries
- Bottom up, nationally driven, nationally owned
- Does not create any new burdens

- AILAC is open and hopes to discuss the way further and discuss the scope of the dialogue including on the outcomes we see
- AILAC wants to see any new phase of the dialogue come with an outcome

Russian Federation

- Welcome proposed approach to exchange views on safeguards
- Different interpretations of 2.1c scope
- Bottom up, context specific scenarios, fiscal and monetary sovereignty
- No universally established criteria for climate consistency
- Support exploration of private sector responses to adaptation and climate-resilient development

Gambia

- Align w G77+China, LDC
- Re safeguards, operationalizing 2.1c must be guided by climate and development needs that results in poverty reduction and job creation, sustainable development and just transition
- As echoed by many, 2.1c must be anchored in a bottom up approach, different starting points
- Also emphasize that safeguards v important to address public finance availability and affordability. Not only essential to meet adaptation needs and address macroeconomic risks to unlock scale of finance to tackle just transition

KSA obo AG

- Negative flows
- Unilateral CBAM and how to address this
- Will send more in writing

NZ

- Happy to engage in safeguards conversation
- Forward work should be non prescriptive, no imposition of additional burden and support national priorities
- Keen to engage
- Understand the link to A9 – complement, does not replace or dilute

Sudan

- Align w G77+China, AGN, LDC
- 2.1c complement to 9

- Resilience capacity, evolving needs
- Call for clear setup, safeguards, transparency arrangements and reporting
- Adaptation capacity and long-term resilience
- Vital for livelihoods
- Art 9.5 grant based

Co-chair

- Work constructively
- Propose to capture views in the form of a draft decision, focusing on the procedural elements and different ideas and options in terms of the safeguards, noting there are differing views on the way forward.
- Re future work: option of no further dialogue and also others to continue
- Would like to have a space for further discussion on the way forward, and will crease space in the next session for Parties to deliberate on this.

KSA obo AG

- Agree with the co-chair proposal
- But when will we have opportunity to flesh out issues over safeguards? we haven't done that enough yet.
- Ok with discussion on the way forward in the next session too.