

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

14 November 2025, 15:00

Notes prepared by Eda Kosma, C2ES

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

- Have prepared a text and shared it with Parties
- Seeking views on forward work and follow up

KSA obo AG

- Procedural question, clarify when we will discuss the preamble

Co-fac

- Will discuss preamble in a future session after discussing the way forward

EU

- Consider the SeS co-chairs suggestions a useful starting point on the way forward
- But EU believes recommendations should be refined for Parties to retain ownership of the discussions on 2.1c
- Room for more meaningful input on the GST
- 4 key areas of engagement: 1) exchange of domestic policies in non-prescriptive way, 2) global work in other fora, 3) transparency and tracking of progress in non-burdensome way, 4) positive and negative effects of spillovers
- SeS Dialogue cannot accommodate scope and political dimensions
- Need to evolve the work to political level -- high level dialogue
- EU shares the view that implementation remains bottom up, nationally-determined manner, no size fits all, no intention to include top-down prescriptive manner.

India obo LMDC

- Safeguards are important, COP decisions cannot infringe on national policy decisions
- 2.1c in the context of 2.2
- Conditionalities not ok
- Focus on adaptation finance
- Need to be complementary to 9.1, not substitute for it

Nepal obo LDCs

- Support further work with clear understanding that any future process would lead to concrete outcomes
- Add two elements:
 - 2.1c must complement not replace developed obligations on Art 9
 - Stress link between Art 2.1c and NCQG on the way forward

Canada

- Ensure that views from the past sessions stand
- Hear views from others seeking more clarity on future work
- 3 priorities for future work:
 - Develop a high-level non-prescriptive guidance speaking to elements heard so far. What does it mean for real economy and finance actors? Respecting different starting points and development priorities, non-punitive.
 - Link to the GST – creating more visibility to shared nationally determined experience and showing examples. Use this as a valuable input to the GST. No finger pointing, not proposing changes to GST process, rather addressing the issue of the GST in assessing 2.1c
 - Practical solutions to maximize the convening power of the UNFCCC – bringing the right institutions together.
- Flexible on what this could look like. Proposed:
 - High level non prescriptive dialogue
 - Annual report coming from the dialogue – highlighting national approaches and feeding into GST
- Keep PA intact and mobilize finance

Bangladesh

- Support LDCs, and support LMDCs re Art 2.2
- 2.1c cannot compromise poverty reduction and sustainable development

South Africa obo AGN

- Want to comment on safeguards: related to further work should move to implementation
- Non-prescriptive notion, no additional burden to implementation
- Highlight a new safeguard: think that 2.1c should be focused on international financial flows as outlined in Art 9.
- Still open to further work, still don't have a common understanding on what 2.1c means, and how it functions in the context of SD and PR. Find it difficult to move to formal

approach that would list measures, policies, regulations, instruments etc that Parties would be required to report into.

- Comfortable with continuing with the dialogues with a more targeted approach, but don't feel ready to move into a more formalized work programme.

Switzerland

- Agree with AGN, move some of the safeguards a bit down. Suggest echoing the balanced language in the co-chairs summary report
- Welcome the report of the co-chairs, looking back and forward
- Also align with LDCs – it's important that we're clear on what is a tangible outcome
- Deliberation of common understanding and insights
- Support Canada re enhanced input to the GST
- Important to continue discussions at the technical level, but also need a more high-level forum to bring in more voices to get a broader view on what we can do.
- Clearly not about only low-carbon development, but also climate resilient development
- Agree with EU – compilation of recommendations from co-chairs report could start as a good starting point for deliberation

Turkiye

- Hope that Parties can develop a common understanding of the way forward
- Work on 2.1c should remain linked to Art 2 as a whole, CBDR-RC, and considered in line with Art 9
- Further work should include safeguards that

India obo LMDC

- Sorry to come back in but concerned about what we heard from colleagues about the GST process has not yet happened, so why are we bringing this in? It's too premature. Are you prejudging the outcome?
- 2.1c is not based on assessments – we've discussed how 9.5 reports are not

Ghana

- Art 2.1c complementary to Art 9

KSA obo LDMC

- Premature to have a high-level dialogue – no common understanding and this could not be reached at the technical level
- Not based on IFI and private sector, importance of public budgets must not be diluted.

- Also don't want to include the GST here in this conversation – too premature for this. Prejudging the work of the technical assessment.
- Re illicit finance flows – request to see a reference to illicit finance flows in the safeguards discussion.
- Maintain the position that a no continuation of dialogue be listed.
- In terms of flexibility – only amenable to continuation of technical dialogue.

Honduras obo AILAC

- Not all views expressed by groups were not presented as safeguards, want to see them reflected in the text.
- AILAC does see an extension of the dialogue that leads to a tangible outcome, in a modality similar to previous years through workshops.
- Capitalize on convening power of UNFCCC.
- Dialogue would focus on elements that SeS so far did not unpack – how 2.1c works in complementarity with Art 9, in the context of JT pathways, addressing disenablers for developing country access to climate finance.
- Re outcomes – mean that outcome comes in the form of messages that can be sent from within the regime that speak to stakeholders in and outside UNFCCC on 2.1c, framed under non-pun, non-prescrip safeguards.

Maldives obo AOSIS

- Comment on safeguards missing from text
- Safeguards for unintended consequences linked to UTM
- Did not see small economy context reflected in text – SIDS need to be treated distinctively, not likened to emerging markets due to small size of our economies
- Open to further work
- Agree with AG, LMDC that high-level dialogue not the most effective use of time
- Supportive to keep the conversation going
- Mandate to produce more text

UK

- Echo calls for non-pun, non-prescrip, facilitative, etc.
- Next steps can facilitate guidance to underline our work in this manner
- Avoiding green washing
- Propose ongoing discussions at the CMA and intersessionals to continue
- How to have those non-prescriptive next steps
- Supportive of reflecting action in the GST
- For example, GST1 had para 70 had a link that was more structural

- Agree with Bangladesh see clear role
- Key stakeholders and finance actors and how they engage in the process
- Saw the SeS Dialogue as effective between Parties
- Came forward with relevant ministries
- UK would welcome a space where Parties can come together and voluntarily communicate action

Panama

- Align w AILAC
- Re safeguards – would like to see elements on climate justice, gender responsiveness, evolving needs of developing countries

Australia

- Keen to keep progressing substantively
- Clear that we are supportive of the option for forward work
- 1) supportive of forward work that results in a tangible outcome, including in a manner
 - o Barriers and coordination
 - o Important in nationally determined, non-prescrip, non-pun manner, PA at heart
- 2) See strong mandate in informing Parties and NPS on Article 2.1c progress
- 3) Communication to actors outside UNFCCC – utilize the strong normative and convening power of UNFCCC – supportive of convening IFA actors to share views
 - o See convening that could propose solutions for further work under the CMA

New Zealand

- Happy to use co-chair text as a basis
- 2.1c will be key enabler of achieving PA
- SeS showed that Parties lack clear guidance
- Makes sense that there is no common definition of 2.1c – as these are according to Parties national priorities
- But not a barrier to progress, rather principle that can guide us
- Future technical work – want Parties to undertake clear goal
- Interested in commissioning further work so that Parties can take stock of work that they're doing
- Forward looking work proposal
 - o Deliver some kind of framework to assist with the nationally-determined nature of 2.1c to inform the GST, in light of the safeguards
 - o 2.1c complements, does not dilute or replace

- Committed to safeguards, bottom up, nationally determined, no new assessment process
- Found NPS presentations during SeS Dialogue very powerful
- See high-level dialogue as helpful in bringing stakeholders

Norway

- Want to see more technical work with external actors to take advantage of UNFCCC convening power
- Synthesis report useful input to the GST

China

- Align w LMDC
- Opposed to high level dialogue, no common understanding of 2.1c
- Opposed to linking this to GST

Iraq

- Balance environment and economic approaches
- Supporting the evolving needs of developing countries

Palau

- Align with AOSIS
- Dialogues have to be balanced – questions at the SeS were irrelevant to SIDS and small economies
- No need for high-level dialogue, no clear understanding

Sudan

- 2.1c complements 9.5
- Concerned about private mobilization, funds should be from public finance

Co-facs

- Before next session will produce a new iteration of the draft note, including elements heard today
- No indication about the next slot yet

KSA obo AG

- Requested a session on the preambular section – just in case we don't have the luxury of another session, we would like to have a bracket around any other elements added in this session.