

A Dialogue to Facilitate the Sharing of Lessons Learned on How the Global Stocktake Outcomes are Informing the Preparation of Parties’ Next NDCs

Issues & Options

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Questions for consideration

- How can the GST NDC Dialogue help fulfil the GST’s mandate to inform ambitious NDCs and enhance international cooperation?
- What is the value add and relationship of the GST NDC Dialogue vis-à-vis:
 - The UAE GST Outcomes Dialogue (which will start at CMA6)?
 - The high-level ministerial dialogue on scaling up adaptation finance?
 - The refinement process for the second GST (which will end at CMA6) and/or to the second GST itself?
 - Other related work programmes, e.g., the Sharm el-Sheikh Mitigation Ambition and Implementation Work Programme (**MWP**) and UAE Just Transition Work Programme?

A. Summary

1. The global stocktake (**GST**) decision from COP28 establishes:
 - a United Arab Emirates (UAE) dialogue focusing on *implementing the GST outcomes* (the **UAE GST Outcomes Dialogue**)
 - an annual GST dialogue *to facilitate the sharing of lessons learned on how the GST outcomes are informing the preparation of Parties’ next NDCs* (the **GST NDC Dialogue**)
 - a high-level ministerial dialogue *on scaling up adaptation finance*
 - a “refinement process” for the second GST (**GST2**).
2. This paper focuses on the GST NDC Dialogue.

3. To be most effective, the GST NDC Dialogue could usefully aim to:

- explore transformative pathways for enhanced international cooperation
- generate discussions that are facilitative, constructive, innovative, catalytic, and collaborative
- be inclusive and ensure a diversity of participation, including by policymakers and implementers
- generate clear signals in support of national processes and be of practical use to domestic policymaking
- explore, elucidate, and highlight the greatest, most cost-effective and scalable opportunities/potential, including practical pathways to help countries implement their Nationally Determined Contributions (**NDCs**) and identify scope for enhanced action, including by:
 - hosting thematic workshops
 - sharing best practices and lessons learned, including in relation to overcoming challenges to scaling and implementing enhanced action, also encompassing a focus on non-cost barriers
 - considering sectoral approaches
 - effectively involving non-Party stakeholders (**NPS**) and the High Level Climate Champions (**HLCs**) and drawing on their work (e.g., Climate Solutions and 2030 Breakthroughs/Breakthrough Agenda)
 - considering a regional approach
 - developing a menu of exemplar best practices and approaches
 - track progress against commitments made by Parties and NPS outside of the formal multilateral process and explore how they might form part of NDC updates
 - address issues of equity and sustainable development
 - take into account and be based on the latest science
 - involve external expertise, as appropriate.

4. Possible elements of the GST NDC Dialogue for consideration:

- recall Article 14 of the Paris Agreement¹
- recall GST NDC Dialogue's objective and mandate as set out in Decision 1/CMA.5²
- recall the mandate from Katowice that Parties must show how the preparation of their NDCs has been informed by the outcomes of the GST³
- recall governance (e.g., Co-Chairs of the Subsidiary Bodies)⁴
- request submissions from Parties and NPS ahead of meetings on specific issues
- terms of reference
- recalling the preamble of the GST as set out in Decision 1/CMA.5
- recall that the COP28 GST decision, through paragraph 185, encourages the HLCs, the Marrakech Partnership for Global Climate Action and NPS, as appropriate, to consider the outcomes of the first GST in their work on scaling-up and introducing new or strengthened voluntary efforts, initiatives and coalitions
- share best practice in relation to both implementation and enhancement of ambition, including an exchange of views on policy measures
- identify opportunities for enhanced ambition and implementation as well as enhanced international cooperation
- identify barriers to enhanced ambition and implementation, including non-cost barriers
- examine enhanced ambition and implementation opportunities and challenges, including key sectors and consideration of sectoral benchmarks

- recognize the role of NPS and provide for their participation, including the work of the HLCs (e.g., Climate Solutions and 2030 Breakthroughs/Breakthrough Agenda)
- request the HLCs to facilitate the participation of NPS in the GST NDC dialogue
- track progress of multilateral commitments made by Parties as well as commitments made by NPS, and transnational commitments beyond the multilateral process, including with a view to identifying and filling gaps and advancing further enhanced international cooperation
- issues of equity and common but differentiated responsibilities and respective capabilities in light of different national circumstances
- the latest science, including IPCC mitigation pathways
- recalls discussions to be captured in non-negotiated outputs (e.g., secretariat report)
- recalls that the GST NDC Dialogue will submit a report for consideration at COP295
- the duration of the GST NDC Dialogue
- the GST NDC Dialogue will input into the GST2 process

5. The GST NDC Dialogue will operate on an annual basis.
6. The Co-Chairs could receive guidance from Parties on the modalities for the June GST NDC Dialogue or after the publication of the secretariat's report of the dialogue for recommendations on further work.
7. The mandate for the GST NDC Dialogue at COP29 is essentially to organize a process. In doing so, past UNFCCC experience should be drawn upon.

B. Context

8. The COP28 outcome marked the conclusion of the Paris Agreement's first GST. The GST decision sets out important global targets and signals to Parties, provides some direction and guidance, and launches follow-up processes to guide Parties in 2024.
9. The GST is a key part of the Paris Agreement's "ambition cycle." Set out under Article 14, Parties to the Paris Agreement are required to undertake a GST every five years to assess collective progress to the agreement's long-term goals on mitigation, adaptation, and means of implementation.⁶ The outcome of the GST shall inform Parties in: (i) updating and enhancing, in a nationally determined manner, their actions and support as the basis for their NDCs; and (ii) enhancing international cooperation for climate action.⁷
10. Under Article 4, paragraph 9 of the Paris Agreement, Parties shall communicate NDCs every five years, in accordance with decision 1/CP.21 and any relevant decisions. The next round of NDCs is due in the first quarter of 2025.⁸ Informed by the signals from the GST, each Party is expected to communicate a new NDC representing a "progression" beyond its previous NDC and reflecting its "highest possible ambition."⁹
11. Therefore, 2024 is a crucial year to take forward the signals in the GST outcome, translating them into effective domestic policies and measures as well as enhancing international cooperation on climate action.

GST related processes coming out of COP28

12. The GST decision outlines three GST-related dialogues and a refinement process for the second GST (*GST2*):

- United Arab Emirates GST dialogue focusing on implementing the GST outcomes (the ***UAE GST Outcomes Dialogue***):

- Decides to establish the United Arab Emirates dialogue on implementing the global stocktake outcomes (Paragraph 97)
- Also decides that the dialogue will be operationalized starting from the sixth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement and conclude at its tenth session (2028) and requests the Subsidiary Body for Implementation to develop the modalities for the work programme at its sixtieth session (June 2024) for consideration by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its sixth session (Paragraph 98)

- GST dialogue to facilitate the sharing of lessons learned on how the GST outcomes are informing the preparation of Parties' next NDCs (the ***GST NDC Dialogue***):

- Requests the Chairs of the subsidiary bodies to organize an annual global stocktake dialogue starting at their sixtieth sessions (June 2024) to facilitate the sharing of knowledge and good practice on how the outcomes of the GST are informing the preparation of Parties' next NDCs in accordance with the relevant provisions of the Paris Agreement and also requests the secretariat to prepare a report for consideration at its subsequent session (Paragraph 187)

- A high-level ministerial dialogue *on scaling up adaptation finance*:

- Decides to convene a high-level ministerial dialogue at its sixth session on the urgent need to scale up adaptation finance, taking into account the adaptation-related outcomes of the global stocktake, and to ensure the mobilization by developed country Parties of the adaptation support pledged (Paragraph 99)

- A "refinement process" for GST2:

- Recalls paragraph 15 of decision 19/CMA.1, and decides that consideration of refining the procedural and logistical elements of the overall global stocktake process on the basis of experience gained from the first global stocktake shall commence at the sixtieth sessions of the subsidiary bodies and conclude at the sixth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (Paragraph 192)

- Invites Parties and non-Party stakeholders to submit via the submission portal by 1 March 2024 information on experience and lessons learned in relation to conducting the first global stocktake and requests the secretariat to prepare a synthesis report on the submissions in time to inform the refinement referred to in paragraph 192 above (Paragraph 193)

13. This paper focuses on the GST NDC Dialogue, which could play an important role in this critical year by providing the space for Parties to share with one another how the outcomes of the GST are being taken forward to inform the preparation of NDCs and enhance international cooperation.
14. As Parties consider how it will do so, it will be important to look to past experience and avoid reinventing the wheel. See, e.g., the **Error! Reference source not found.**

C. The GST dialogue facilitating the sharing of lessons learned on how the GST outcomes are informing the preparation of Parties' next NDCs

Context of the GST NDC Dialogue

15. It is important to recognize that at SB60 in Bonn (June 2024) the Subsidiary Body chairs (**SB Chairs**) will organize first annual GST NDC Dialogue.
16. The CMA5 mandate does not provide any guidance in relation to the GST dialogue, other than it is to “facilitate the sharing of knowledge and good practices on how the outcomes of the [GST] are informing the preparation of Parties' next [NDCs].” The decision requests the secretariat to prepare a report for consideration at SB61 at COP29 in Baku.
17. The GST NDC Dialogue can create space for discussion to fulfil its mandate, but could usefully do so in a meaningful way than is more than just a talk shop and contributes to an overall narrative of the effectiveness of the Paris ambition cycle.
18. Parties need to show how they have responded to the outcomes of the GST in their next NDCs, as required by the Katowice decision, and 2024 is a crucial year to take forward the signals from the GST and translate them into effective domestic policies and measures, as well as enhanced international cooperation on climate action.
19. To be practical, the GST NDC Dialogue should complement and not duplicate related work in other work programmes, such as the MWP and the newly launched UAE Just Transition Work Programme.

General design considerations for a GST NDC Dialogue

20. The GST NDC Dialogue should respect existing mandates under the Paris Agreement and avoid replicating other processes under the UNFCCC. The GST NDC Dialogue should also respect national sovereignty—including in relation to the updating of NDCs.
21. Moreover, the GST NDC Dialogue should be flexible and capable of adapting over time to address emerging priorities.

22. The GST NDC Dialogue could feature a series of thematic workshops or similar settings to highlight cutting-edge approaches (both policies and technologies) that are proven to work. A good starting point for themes to explore would be the key signals to Parties from the GST outcome. These could include:
- Tripling renewable energy capacity globally and doubling the global average annual rate of energy efficiency improvements by 2030¹⁰
 - Accelerating efforts globally towards net zero emission energy systems, utilizing zero- and low-carbon fuels well before or by around mid-century¹¹
 - Transitioning away from fossil fuels in energy systems, in a just, orderly and equitable manner, accelerating action in this critical decade, so as to achieve net zero by 2050 in keeping with the science¹²
 - Phasing out inefficient fossil fuel subsidies that do not address energy poverty or just transitions, as soon as possible¹³
 - ...by 2027 all Parties have established multi-hazard early warning systems, climate information services for risk reduction and systematic observation to support improved climate-related data, information and services¹⁴
 - Attaining climate-resilient food and agricultural production and supply and distribution of food, as well as increasing sustainable and regenerative production and equitable access to adequate food and nutrition for all.¹⁵
23. It would also be useful to consider how global resources could be pooled beyond national boundaries to facilitate, scale, and share the benefits of the most impactful and cost-effective action. At the same time, it will be important to be mindful of past assessments (e.g., the UN Environment Programme gap reports), and consider why—beyond issues related to means of implementation—countries have not taken up identified opportunities to implement these signals.¹⁶ Such a consideration should not be limited to issues of means of implementation but also, crucially, consider non-cost barriers to implementation of enhanced climate action.
24. One of the perennial challenges in UNFCCC processes is “how to get the right people around the table.” Despite the steady rise of the importance and prominence of the action agenda, delegations (particularly those of limited resources and capacity) understandably have prioritized bringing negotiators to UNFCCC sessions, including the SBs and COPs.
25. To effectively speak to domestic policymaking processes, to the extent that the GST NDC Dialogue generates outputs beyond the secretariat report, they should be useful and command the interest of relevant stakeholders, even if they do not participate directly in the GST Dialogue.
26. The trend as a result of the COVID19 pandemic to open UNFCCC sessions to virtual participation of Parties and NPS should continue and be further encouraged.
27. It will also be important for the GST NDC Dialogue to be action-oriented and be more than a talk shop. The challenge will be how to make the GST NDC Dialogue facilitative and operate outside the negotiations dynamic, and yet link to the formal UNFCCC process such that Parties invest in the process and it leads to enhanced NDCs.
28. Taking the example of the MWP, consideration could be given to hold an annual ministerial roundtable on the sharing of lessons learned on how the GST outcomes are informing the preparation

of Parties' next NDCs to elevate and amplify the importance of greater implementation and enhanced international cooperation.

Link to the UAE GST Outcomes Dialogue

29. The UAE GST dialogue focusing on implementing the GST outcomes will be operationalized from CMA6 (2024) and conclude at CMA10 (2028). The Subsidiary Body for Implementation will develop modalities for the work programme at SB60 (June 2024) for consideration by CMA6.
30. The report from the GST NDC Dialogue could inform the UAE GST Outcomes Dialogue.

Link to the "refinement process" for the second global stocktake

31. The GST decision sets out a separate process to consider refining the procedural and logistical elements of the overall GST process on the basis of experience gained from the first GST. This process will start at SB60 and conclude at CMA6. Parties and NPS were invited to make submissions on their experience and lessons learned by 1 March 2024, for preparation of a synthesis report to inform the refinement process.
32. The decision also states that the information collection and preparation component of GST2 shall start at CMA8 in 2026.
33. The insights and conclusions drawn from the GST NDC Dialogue should be an essential component of the latter stages of the refinement process. The secretariat's report from the GST NDC Dialogue could be included in the final synthesis report for the refinement process to inform GST2 or be included as part of the information collected for the GST2 starting in 2026.
34. These two processes – the GST NDC Dialogue and the process considering lessons learned from the hosting of the GST – should be closely considered in preparations to begin the GST cycle again starting in 2026.

Annex: Past UNFCCC Experience

1. In the context of considering and adopting processes or process decisions, Parties should consider past experience. One of the most recent examples is the Sharm el-Sheikh Mitigation Ambition and Implementation Work Programme (*MWP*). Parties at COP26 established a work programme to urgently scale up mitigation ambition and implementation in this critical decade in a manner that complements the GST.¹⁷ At COP27, Parties agreed that the MWP will operate through 2027 before a review and decision on its extension.¹⁸ The MWP will host at least two global dialogues per year, with “investment-focused events” on the margins of those dialogues. The MWP highlights the importance of effective participation of NPS and the role of the HLCs, who enhance ambition and strengthen the engagement of NPS in supporting Parties to deliver the goals of the Paris Agreement. The MWP is also hosts an annual ministerial roundtable on mitigation ambition and implementation.
2. The co-chairs of the MWP decide the topics of each dialogue by 1 March based on submissions by Parties, observers, and other NPS. Each dialogue featured discussion on opportunities, actionable solutions, challenges and barriers to these topics, which was captured, along with the substance of the investment-focused events, in a final year-end report.
3. Another example: at COP23, Parties decided that the COP24 stocktake on pre-2020 implementation and ambition would use a format similar to the 2018 Talanoa Dialogue. The stocktake was structured in two parts: a technical meeting in the first week of COP24 and a high-level meeting in the second week of COP24. Furthermore, Parties decided that the COP24 stocktake, would consider, inter alia:
 - the inputs of the COP, the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (*CMF*), the SBI, the SBSTA, the constituted bodies under the Convention and the Kyoto Protocol, and the operating entities of the Financial Mechanism
 - the mitigation efforts of Parties in the pre-2020 period
 - the provision of support in the pre-2020 period
 - the work of the Marrakech Partnership for Global Climate Action, which includes the summaries for policymakers of the technical examination processes and the yearbooks on climate action prepared by the HLCs.
4. Additional stocktakes on pre-2020 implementation and ambition were held at COP24 and COP25.
5. In 2020, the UN Climate Dialogues hosted a virtual roundtable on pre-2020 implementation and ambition.¹⁹ The roundtable was set up to start with short ice-breaker presentations.²⁰ Participants provided updates on the status of pre-2020 implementation and ambition, considering aspects relating to mitigation, adaptation, and means of implementation. Following these presentations, participants engaged in focused discussions that, based on pre-2020 experiences, addressed good practices and lessons learned for accelerating greenhouse gas emission reduction, strengthening resilience, and mobilizing support, including climate finance and shifting financial flows toward low greenhouse gas emissions and climate-resilient development. A representative mix of Parties and NPS were invited to participate in the ministerial discussion and the roundtable was livestreamed.
6. Additionally, other past processes could provide inspiration for how to organize the GST dialogue, such as:
 - The technical process and political segment of the Talanoa Dialogue at COP22, which was organized around the guiding questions of: “Where are we? Where do we want to go? How do we get there?”²¹

- The groundbreaking 2019 UN Climate Action Summit, which invited Parties and NPS to explore solutions to advance climate ambition across mitigation, adaptation & resilience, and finance.²² The adaptation work was co-led by the United Kingdom and Egypt, former COP26 Presidency and COP27 Presidency, respectively, both of whom have valuable experience to share.

¹ UN Framework Convention on Climate Change [hereinafter UNFCCC], “Paris Agreement,” Art. 14, conclusion date: December 12, 2015, United Nations Treaty Series Online, registration no. I-54113, https://treaties.un.org/doc/Treaties/2016/02/20160215%2006-03%20PM/Ch_XXVII-7-d.pdf.

² UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 187 (March 15, 2023), https://unfccc.int/sites/default/files/resource/cma2023_16a01_adv.pdf.

³ UNFCCC, Further guidance in relation to the mitigation section of decision 1/CP.21, Decision 4/CMA.1, Annex I, ¶4(c) (19 March 2019), https://unfccc.int/sites/default/files/resource/cma2018_3_add1_advance.pdf.

⁴ UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 187.

⁵ UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 187.

⁶ UNFCCC, “Paris Agreement,” Arts. 14.1, 14.2.

⁷ UNFCCC, “Paris Agreement,” Art. 14.3.

⁸ UNFCCC, “Paris Agreement,” Art. 4.9. UNFCCC, Adoption of the Paris Agreement, 1/CP.21, ¶¶ 22-25 (29 January 2016), <https://unfccc.int/resource/docs/2015/cop21/eng/10a01.pdf#page=2>. Parties were requested to submit their last nationally determined contributions in 2020.

⁹ Paris Agreement, Arts. 3, 4.3. UNFCCC, Further guidance in relation to the mitigation section of decision 1/CP.21, Decision 4/CMA.1, Annex I, ¶4(c) (19 March 2019), https://unfccc.int/sites/default/files/resource/cma2018_3_add1_advance.pdf.

¹⁰ UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 28(a).

¹¹ UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 28(c).

¹² UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 28(d).

¹³ UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 28(h).

¹⁴ UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 64(a).

¹⁵ UNFCCC, Matters relating to the global stocktake under the Paris Agreement, Decision 1/CMA.5, ¶ 63(b).

¹⁶ See Guilanpour et al., *A Solutions-oriented Approach to the Paris Agreement’s Global Stocktake* (Center for Climate and Energy Solutions, November 2023), <https://www.c2es.org/document/a-solutions-oriented-approach-to-the-paris-agreements-global-stocktake/>.

¹⁷ UNFCCC, Glasgow Climate Pact, Decision 1/CMA3, ¶ 27, https://unfccc.int/sites/default/files/resource/cma2021_10_add1_adv.pdf.

¹⁸ UNFCCC, Sharm el-Sheikh mitigation ambition and implementation work programme, Decision 4/CMA.4, https://unfccc.int/sites/default/files/resource/cma2022_10_a01E.pdf.

¹⁹ “Pre-2020 Ambition and Implementation,” UNFCCC, accessed March 13, 2024, <https://unfccc.int/topics/pre-2020>.

²⁰ *Climate Dialogues Roundtable on pre-2020 implementation and ambition external concept note* (UNFCCC, November 2020), https://unfccc.int/sites/default/files/resource/External%20concept%20note_pre2020RT.pdf.

²¹ “2018 Talanoa Dialogue Platform,” UNFCCC, accessed March 13, 2024, <https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement/2018-talanoa-dialogue-platform>; Jennifer Huang, “Talanoa Dialogue: Building Trust and Informing Climate Action,” Center for Climate and Energy Solutions, February 8, 2018, <https://www.c2es.org/2018/02/talanoa-dialogue-building-trust-and-informing-climate-action/>.

²² “2019 Climate Action Summit,” United Nations, accessed March 13, 2024, <https://www.un.org/en/climatechange/2019-climate-action-summit>.