

UNCLASSIFIED

SBU



Action Office: ALDACS

MRN: [22 STATE 108220](#)
Date/DTG: Oct 01, 2022 / 012238Z OCT 22
From: SECSTATE WASHDC
Action: ALL DIPLOMATIC AND CONSULAR POSTS COLLECTIVE *ROUTINE*
E.O.: 13526
TAGS: EAID, ECON, PGOV, KGHG, UNFCCC
Captions: SENSITIVE
Reference: A) [22 STATE 40818](#)
B) [21 STATE 120362](#)
C) [22 STATE 77468](#)
D) [22 STATE 95536](#)
E) [22 STATE 78028](#)
F) [22 STATE 96992](#)
G) [22 STATE 5372](#)
H) [21 STATE 97546](#)
Subject: Action Request: Accelerating Implementation and Raising Ambition Ahead of COP27 in Sharm El-Sheikh, Egypt

1. (U) This is an action request. See paragraphs 15-16.

2. (SBU) **Summary:** The urgency of the climate crisis demands accelerating efforts to implement climate pledges and continuing to strengthen climate ambition if we are to avoid the worst climate consequences. We are now one month away from the 27th UN Climate Change Conference (COP27) in Sharm El-Sheikh, Egypt. To prepare for this "implementation COP," the United States is pursuing the "Implementation Plus" agenda (Ref A) and working with the Egyptian government on making COP27 responsive to the needs of the continent, where adaptation and finance are top priorities. This means scaling up action to build resilience to climate impacts, ensuring all financial flows are consistent with the Paris Agreement, and pushing for faster and deeper mitigation efforts, including by calling on Parties whose 2030 nationally determined contributions (NDCs) are not yet aligned with a 1.5 degree Celsius pathway – especially major emitters – to increase the

ambition of these targets. This cable also outlines major initiatives the U.S. government plans to highlight at COP27, key climate resources for Posts, and an updated contact list.

3. (SBU) To help raise climate ambition in your host country, advance adaptation efforts, and ensure success at COP27, the Department requests Posts and Missions continue to collaborate with the interagency to evaluate opportunities engage with host countries to enhance ambition and implementation of mitigation possibilities and adaptation priorities, including by revising and updating the climate strategy “[one-pagers](#)” and utilizing the [Climate Toolkit](#) on [Climate@State](#). **End Summary.**

(SBU) Major Initiatives and Expected Outcomes for COP27

4. (U) COP27 is in Sharm El-Sheikh, Egypt from November 6-18, 2022. The schedule and theme days are published on the conference website ([cop27.eg](#)). At COP27, the U.S. government will promote our “Implementation Plus” agenda for reducing greenhouse gas emissions, adapting to climate impacts, and mobilizing finance – calling on countries to demonstrate and accelerate progress on existing commitments and initiatives and creating new commitments and goals where needed. In particular, we advocate for urgent action in the 2020s to keep the goal of limiting global temperature rise to 1.5 degrees Celsius within reach, accelerating adaptation action to face climate impacts that are happening now, and aligning public and private financial flows with the goals of the Paris Agreement. As countries prepare for COP27, we want to ensure that Parties implement the Glasgow Climate Pact’s request for Parties to revisit and strengthen their 2030 NDC targets, as necessary, to align by the end of 2022 with the Paris Agreement temperature goal. Ideally, by COP27 most Parties, including and especially all of the major emitters, will have 2030 targets consistent with this goal – though currently the world is substantially short. We also seek major country announcements on action taken to implement climate pledges, taking policy steps to accelerate the transition and reduce greenhouse gas emissions. Adaptation and climate finance will be major themes in COP27 discussions. We support the Glasgow call for developed countries to collectively double their adaptation finance, and we are focusing on making what the Egyptian government calls an “Africa COP” responsive to the needs of African countries. COP27 is also dubbed the “Implementation COP,” as it is an action-forcing event to show proof of progress and implementation from the past year.

5. (SBU) There are broadly two sides to the COP – formal multilateral negotiations and decisions and the broader event where the climate “action agenda,” involving governments and a variety of stakeholders, is showcased. The United States seeks to advance its priorities in both sides of the COP. In contrast to COP26 in Glasgow, where Parties finalized many formal negotiations decisions to complete the “Paris Rulebook” (Ref B), the negotiations have largely moved past many years of negotiations around the establishment of rules for the multilateral climate regime. This means that at COP27, there will be a greater emphasis on outcomes outside of the formal negotiation process, such as national and multilateral announcements. In that context, private sector, subnational, and civil society action will, as usual, be a large contributor to the success of COP27 as many non-government stakeholders continue to be stalwarts of climate action in the face of changing political dynamics.

6. (SBU) In the formal negotiations, the United States seeks to secure robust outcomes and defend U.S. interests. The COP27 negotiations will build on the outcome of the intersessional negotiations held in Bonn, Germany in June (Ref C). These negotiations are complex and sensitive, and the U.S. delegation is engaging directly with most Parties to move the agenda forward on all of these in a way that promotes real world ambition and solutions.

7. (SBU) The negotiations agenda at COP27 includes:

- **Mitigation:** Launching a mitigation work program to urgently scale up ambition and implementation in this critical decade and prepare for a successful first ministerial meeting focused on climate mitigation;

- **Loss and damage:** Advancing three elements of a “loss and damage” – referring to the impacts of climate change that cannot be (or have not been) avoided through mitigation or adaptation and the associated responses – outcome: (1) further developing the institutional arrangements for the Santiago Network, which was established at COP25 to provide technical assistance for loss and damage-related activities; (2) recognizing the various loss and damage-related initiatives outside the formal process; and (3) establishing a consensus way forward on deliberations over the coming years related to financial arrangements for loss and damage, through the Glasgow Dialogue that was established at COP26;
- **Adaptation:** Advancing work under the Glasgow-Sharm El-Sheikh work program on the global goal on adaptation, which concludes at COP28 (scheduled to be held in the UAE in November 2023);
- **Finance:** Continuing discussions on setting a new collective quantified goal for post-2025 finance, mandated to conclude at COP29 in 2024; and
- **Carbon markets:** Elaborating further technical guidance related to carbon markets under Article 6 of the Paris Agreement.

8. (U) The United States will again host a pavilion, called the U.S. Center, which will be the location for learning more about U.S. climate action at COP 27. The space and programming will be designed and coordinated by the Office of the Special Presidential Envoy for Climate (SPEC) and OES/EGC, who will work with an interagency team. The U.S. Center will feature dozens of events throughout the two weeks of COP 27 and will showcase actions that the whole of society are taking to find solutions to the climate crisis. Events will be available for livestreaming and recorded. The events at the U.S. Center will reflect how the crisis involves many sectors and societal issues. Daily sessions will often follow the topics of COP27 thematic days. More information about the U.S. Center is available at: <https://www.state.gov/u-s-center-at-cop27/>.

9. (SBU) The United States will also launch new initiatives and highlight existing efforts at the U.S. Center. At COP27, including at the U.S. Center, we are planning to launch the Green Shipping Challenge (Ref D), hold a ministerial to review progress for the Global Methane Pledge, highlight countries who have joined the Ocean Conservation Pledge (Ref E) and Global Fertilizer Challenge, and host an event to launch new cement and financing sectors for the First Movers Coalition. We also expect South Africa will announce a Just Energy Transition Partnership (JETP) Investment Plan, a one-year milestone to the formal launch of JETP South Africa at Glasgow last year.

10. (SBU) Other key U.S. government initiatives, programs, and tools are listed, with descriptions and points of contact, in the [Climate Toolkit](#).

(U) Inflation Reduction Act (IRA)

11. (U) The Inflation Reduction Act of 2022 (IRA) is the largest step forward ever taken on climate policy in the United States. Together with other actions the Administration is taking, the law positions the United States to achieve our own NDC (reducing emissions 50-52 percent below 2005 levels in 2030) President Biden’s goal of reaching net-zero emissions no later than 2050 – and thereby also our ability to convince other countries to increase their ambition and accelerate their implementation in line with the Glasgow Declaration. The Act will save families \$500 each year on energy costs, and creates good jobs across the country, while increasing our energy security and advancing environmental justice. The IRA is projected to reduce greenhouse gas emissions by about one gigaton (a billion metric tons) in 2030 – 10 times larger than those generated by any other U.S. legislation ever enacted – with emissions reductions coming from every sector of the U.S. economy. Further details about the IRA are available in Ref F. See also the attached internal USG fact sheet for more detailed information on IRA’s climate provisions.

(U) President’s Emergency Plan for Adaptation and Resilience (PREPARE)

12. (SBU) While we act to mitigate warming, we must also act to adapt to a hotter world, now and in the future. Adaptation must be at the core of our climate planning if we are to save lives and livelihoods from climate change impacts we can no longer avoid. For example, in Africa, with some of the world's fastest growing populations and economies – yet with some of the most vulnerable countries – adaptation means lives saved, jobs created, and common sense. At COP26, President Biden launched his President's Emergency Plan for Adaptation and Resilience (PREPARE) (Ref G) and committed to working with Congress to provide \$3 billion annually in adaptation finance for PREPARE by 2024, which would be a six-fold increase from the highest historical funding level. PREPARE is a whole-of-government effort, mobilizing 18 U.S. federal agencies to accelerate adaptation action and support in line with the PREPARE Action Plan (Ref G); the [PREPARE Action Plan](#) is now available online. PREPARE will help more than half a billion people in developing countries adapt to and manage the impacts of climate change this decade.

(SBU) Raising Ambition and Delivering on Glasgow

13. (SBU) Posts played a vital role in working with host governments to boost their ambition and commitments ahead of, during, and after COP26. Continued strong prioritization of climate issues will help ensure success at COP27 and beyond. SPEC and OES/EGC ask that Posts continue to prioritize advocacy for enhanced climate ambition and implementation with key governments, including as outlined in Secretary Blinken's policy guidance on exercising U.S. leadership to tackle the climate crisis (Ref H). Several useful process steps include:

- **Updating the climate strategy “1-Pagers”** to enable Mission and Department officials to utilize the latest information and up-to-date points in meetings with counterpart officials. These 1-Pagers should also suggest targets for climate ambition engagement (e.g., by COP27, Country A enhances its NDC to X% emissions reductions below base year; Country B reaches Y% renewable energy deployment by 2027; Country C eliminates illegal deforestation by 2028; and/or Country D lays the foundation for key sectors transitioning to a net-zero, climate-resilient economy by 2030).
- **Reinvigorating or creating a Post Climate Change Working Group**, including D.C. and Embassy interagency colleagues, to identify opportunities to establish or enhance bilateral engagement with the host country. The working group can focus on (i) strengthening ambition of national targets; (ii) strengthening and accelerating implementation of those targets; (iii) enhancing development and implementation of National Adaptation Plans or other national adaptation planning documents; and (iv) supporting development of the first National Inventory Reports and Biennial Transparency Reports (which are mandated by the Paris Agreement and due in December 2024).
- **Drawing from programs in the [Climate Toolkit](#) and working with SPEC, OES/EGC, relevant regional/functional bureaus, and USAID to develop a whole-of-government climate ambition strategy** to help host countries achieve their targets. Post Climate Change Working Groups, with D.C. and Embassy interagency colleagues, should identify resources and help establish a bilateral working group, or other dialogue, to advance climate ambition efforts with your host country. Consider utilizing diplomatic engagement, technical assistance programs, technical tools, and financing mechanisms, as well as mobilizing external partnerships, finance, and investments, to assist the host country in achieving its goals (listed in the [Climate Toolkit](#)) – and identifying interim targets that serve as milestones to indicate whether the host country is on track to achieve said goals. Missions should also consider convening like-minded embassies to coordinate joint engagement on Implementation Plus and our COP27 priorities.
- **Reviewing other resources on [Climate@State](#), including the “[Climate 101](#)” videos** on climate science, international climate negotiations, keeping a 1.5 degree Celsius future within reach, adaptation and resilience, climate finance, and climate diplomacy priorities.
- **Reporting on key climate change updates**, including policy developments, climate impacts and adaptation challenges and opportunities; progress on implementation, such as renewable /clean

energy deployment and climate resilience efforts; opportunities for U.S. businesses; and related issues. SPEC and OES/EGC appreciate the truly outstanding engagement and reporting on the climate crisis by Posts. Please also include points on climate in briefing papers for meetings with senior host government officials.

14. (SBU) Below are distribution lists you can use to reach specific teams within SPEC and OES/EGC:

- ClimateIntegration@state.gov – For the team that works on climate integration within the building, including the monthly "climate leads" calls and bringing on the cohorts of new climate officers. Please email us if you need the invitation to the climate leads call.
- ClimateAdapt@state.gov – For the adaptation team, that leads planning, coordination, and implementation for the President's Emergency Plan for Adaptation and Resilience (PREPARE).
- ClimateCleanEnergy@state.gov – For the team that covers the clean energy transition, innovation, clean energy dialogues, and the First Movers Coalition (FMC).
- MethaneAction@state.gov – For the team that focuses on the Global Methane Pledge, fast mitigation strategies, and other short-lived climate pollutants.
- ClimateFinance@state.gov – For the team that covers public and private finance, MDBs, and the U.S. international climate budget.
- ClimatePrivateSector@state.gov – For the team that leads on engagement with the private sector.
- ClimateScience@state.gov – For the team of climate science experts, including those that negotiate at the Intergovernmental Panel on Climate Change (IPCC).
- ClimateSubnational@state.gov – For the team that works on subnational climate engagement and strategy, including U.S. and international cities, states, and other subnational governments.
- ClimateNature@state.gov – For the team that works on nature-based solutions, forests, agriculture, and other ecosystems.
- ClimateComms@state.gov – For journalists who have press questions for the SPEC and OES/EGC climate team; if you receive a question from the press, you can redirect the journalist to this distribution list.
- ClimateCommsInternal@state.gov – For internal coordination on climate communications; use this distribution list to reach the State climate communications team.
- GreenShipping@state.gov – For the team that works on shipping, including the Green Shipping Challenge.
- ClimateCleanTransportation@state.gov – For the team working on transportation, including electric vehicles (EVs) and the Public-Private Partnership for Zero Emission Vehicles Campaign.

(SBU) Action Request

15. (SBU) All Posts are requested to deliver points in Paragraph 16 to relevant host government officials as soon as possible, in-person or by phone as COVID-19 conditions allow. Septel reporting is not required unless the host government provides substantive feedback. Posts are asked to include information about composition of host country delegations to COP (including who will lead and a key point of contact) in responses back to Washington. For additional points on the IRA please see Ref F. Posts can direct any question to the SPEC and OES/EGC Climate Integration Team at ClimateIntegration@state.gov and/or to the SPEC and OES/EGC lead ([Climate POCs list](#)). Posts should copy their Regional Climate Coordinator and the relevant desk in any responses. Translations in French, Portuguese, and Spanish are forthcoming and will be available at Climate@State in the [climate ALDACs](#) page.

16. (U) Posts should draw on the below talking points:

Begin Talking Points

- We are now less than two months away from the 27th UN Climate Change Conference (COP27) in Sharm El-Sheikh, Egypt. We made enormous progress toward our climate goals at COP26, which succeeded in eliciting commitments that the International Energy Agency (IEA) projects, if fully implemented, will hold the Earth's temperature increase to 1.8 degrees Celsius.
- The United States is committed to working with all countries toward a successful COP27 in Sharm El-Sheikh.
- Both because of the mandates flowing from COP26 and because of the 1.5 degrees Celsius imperative, COP27 needs to have a strong focus on mitigation in order to be considered a success.
- A key outcome of COP26 in Glasgow was the call to Parties to strengthen their 2030 NDC targets this year if they were not yet aligned with the Paris temperature goal. Key countries, including some of the world's largest emitters, have not yet submitted such NDCs. We simply can't keep the 1.5 degree Celsius goal alive without them.
- The United States is focused on making this COP responsive to the priorities and needs of the African continent, where climate adaptation and clean energy finance are top priorities.
- We all have an important role this year in leveraging the announcements made and momentum built last year to hold countries accountable in implementing their pledges.
- However, we must still dramatically accelerate our efforts, in both ambition and implementation, across mitigation, adaptation, and finance priorities, if we are to avoid the worst consequences of the climate crisis and equip vulnerable countries and communities to manage and adapt to climate impacts.
- The latest Intergovernmental Panel on Climate Change (IPCC) and Nationally Determined Contribution (NDC) Synthesis Report findings demonstrate the substantial gap between our goals and actions. The IPCC makes clear that, unless we slash net greenhouse gas emissions at least 43 percent by 2030, we cannot meet the global 1.5 degree Celsius temperature target.
- The United States is leading this effort. Continuing to give unprecedented resources and attention to fighting the climate crisis, President Biden recently signed into law the Inflation Reduction Act (IRA), the most significant climate legislation ever in the United States.
- The IRA, along with the additional subnational and regulatory actions underway, positions the United States on a pathway to meet both President Biden's goal of reaching net-zero emissions no later than 2050 and the U.S. NDC target of reducing emissions 50-52 percent by 2030. The IRA will reduce greenhouse gas emissions from every sector of the U.S. economy by about one gigaton (a billion metric tons) in 2030 – these emissions are 10 times larger than any other U.S. legislation ever enacted.
- We are working with a broad range of countries to support efforts to implement NDCs, through efforts such as the NDC Partnership, Low Emissions Development Strategies Global Partnership, and bilateral engagements.
- And, in line with the Glasgow Climate Pact, we need others – especially the major economies – to step up and align their NDCs with the Paris temperature goal by COP27. Without that, and without further efforts to decarbonize key sectors, there is simply no path to keeping 1.5 degrees Celsius alive.
- While we work to limit warming, we must also help people and communities adapt to diverse climate impacts. The IPCC highlights that the impacts of climate change are already here at 1.1 degrees Celsius of warming, and, that while adaptation works, adaptation measures are still too fragmented and small scale.
- We are working to increase our support for developing countries in a myriad of ways. The President's budget reflects a quadrupling of climate finance, keeping us on a track to a sixfold increase in adaptation finance, from previous peak climate finance levels, by 2024 and to meet the \$100 billion mobilization goal and the Glasgow Climate Pact's call to double overall adaptation climate finance.

- In addition, the Administration and the Special Presidential Envoy for Climate John Kerry have been working to drive climate finance so that it aligns with the Paris Agreement goals and harnesses significantly larger investments to this end.
- On adaptation, at COP26, President Biden launched his Emergency Plan for Adaptation and Resilience, PREPARE, which aims to help more than half a billion people in developing countries adapt to and manage the impacts of climate this decade. PREPARE is a whole-of-government effort, mobilizing 18 U.S. federal agencies to accelerate adaptation action. President Biden committed to working with Congress to provide \$3 billion annually in adaptation finance for PREPARE by 2024, which would be a six-fold increase from the highest historical funded level.
- Through PREPARE, we are working with the UN Secretary General and other partners to bring climate information and early warning systems to the one-third of the global population, including 60 percent of people in Africa, who do not currently have access to these services to inform their decisions about how to address climate risks.
- We are helping people, communities and countries anticipate, prepare for, and adapt to climate impacts through inclusive, gender-responsive approaches. This work strengthens adaptive capacity and harnesses the robust evidence that adaptation can save lives, reduce food and water insecurity, safeguard ecosystem services and livelihoods, and improve health, education, and well-being outcomes.
- We are helping integrate and mainstream climate adaptation into broader decision making and supporting countries and communities in efforts to “climate-proof” their infrastructure and water, health, and food systems, including through the Partnership for Global Infrastructure and Investment.
- And we are helping to mobilize resources by enhancing our engagement with multilateral funds, strengthening capacity of partner countries to access finance for adaptation, developing sustainable investments, supporting the development of disaster risk finance strategies, and mobilizing private capital.
- We want to work with you to identify ways we can support the implementation of your clean energy and climate targets, and even greater climate ambition over time.
- We welcome your participation in key initiatives to move this agenda forward, including, but not limited to:
 - The Green Shipping Challenge, to spur the transition to zero-emissions shipping (we welcome your participation in the challenge and will be in touch soon on details about a COP27 side event);
 - The Global Methane Pledge, as the most effective strategy to limit warming this decade (if you have not yet joined the GMP we are eager to highlight new endorsements at a COP27 GMP ministerial);
 - The Glasgow Leaders’ Declaration on Forests and Land Use, aiming to halt and reverse forest loss and land degradation by 2030 by 2030; efforts to advance it could include, e.g., ensuring its goals are fully reflected in your NDC, in new and enhanced domestic implementation strategies, and investment plans; and
 - The First Movers Coalition, as a public-private partnership through which leading global companies valued at more than \$8 trillion make commitments to purchase innovative technologies this decade across heavy industry and long-distance transportation to make it possible to reach net-zero emissions by 2050.
- We also would like to work with you to prepare to submit a high-quality Paris Agreement National Inventory Report and Biennial Transparency Report by December 31, 2024. We have projects like the Transparency Accelerator that can provide technical support if you are interested.
- The climate crisis requires all of us to join together in an urgent, ambitious, and collective response.
- We look forward to partnering with you to make COP27 a success.

- Who will lead your COP27 delegation?
- What are your main priorities for COP27?
- Do you have a delegation point of contact that the United States can be in contact with about side event requests and any potential bilateral meetings?

End Talking Points

Signature: Blinken

Drafted By: OES_EGC and SPEC:Bermel, Lily L and Lurie, Mike D

Cleared By: stephanie.c.epner@nsc.eop.gov
 randy.j.caruso@nsc.eop.gov
 julie.cerqueira@hq.doe.gov
 DDI/EEI:Corner-Dolloff, Caitlin (DDI/EEI)
 RFS:Ashley, Laurie (RFS)
 DDI/EEI:Lawson, Sarah (DDI/EEI)
 DDI/PSE:Haidara, Malick (DDI/PSE)
 Caruso, Randy
 OES/E:Thompson, John E
 OES/EGC:Talley, Trigg
 OES/EGC:Maroney, Hagen D
 SPEC:Schuler, Reed
 Chan, Christina
 OES/EGC:McCarty, Amanda
 OES/EGC:Rakestraw, Andrew R
 SPEC:Smith, Whitney
 AF/ERA:Arriola, Monica L
 AF/ERA:Allman-Gulino, James T
 NEA/RMA:Davis, Brian R
 EUR/ERA:Ballow, Ryan D
 SCA/RA:Connorton, Ellen
 SCA/STA:VanderLaan, Amelia
 ENR/ETR/EEE:Howe, Adrian J
 EAP/EP:Simons, Craig W
 WHA/EPSC:Hall, Tim O
 D:Tran, Thao Anh N
 E:King, Victoria C
 L/OES:Neustaetter, Andrew C
 S/P:Mesfin, Mahlet N
 P:Jacobs-Nhan, Vi L
 AF/EX:Newton, Christopher M
 NEA-SCA/EX:Dar, Erfana S
 WHA/EX:Borderies, Virgile G
 EUR-IO/EX/PMO:Tarapacki, Daniel J
 EAP/EX:Everitt, Ann Marie
 SES\HetrickC
Approved By: SPEC:Biniaz, Susan