



4 August 2022

Minister of Climate Change

For approval by

11 August 2022

UNFCCC COP27: Objectives and priorities, and timeline for decision-making

BRIEFING Decision Submission

PURPOSE To seek your agreement to the proposed New Zealand objectives and priorities for COP27, and to provide an indicative timeline of the decisions we anticipate you will need to take ahead of the conference.

Tukunga tūtohua – Recommended referrals

Prime Minister	For information by	12 August 2022
Minister of Finance	For information by	12 August 2022
Minister of Energy and Resources	For information by	12 August 2022
Minister of Foreign Affairs	For information by	12 August 2022
Minister for Trade and Export Growth	For information by	12 August 2022
Minister of Agriculture	For information by	12 August 2022
Minister of Transport	For information by	12 August 2022
Associate Minister of Foreign Affairs	For information by	12 August 2022

Taipitopito whakapā – Contact details

NAME	ROLE	DIVISION	WORK PHONE
Kay Harrison	Ambassador	Climate Change Division	s9(2)(a)
Amelia Guy-Meakin	Senior Policy Adviser	Climate Change Division	s9(2)(a)

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Pito matua – Key points

- Egypt is hosting the 27th United Nations Framework Convention on Climate Change Conference of the Parties (COP27) from 6 – 18 November 2022 in Sharm El-Sheikh. We seek your agreement to proposed objectives and priorities for New Zealand for COP27 now, to inform preparation for the conference.
- We propose to align New Zealand's efforts during COP27 with the 2022-23 International Climate Change Engagement Plan (IEP), as applicable. We consider the overarching IEP objectives (global ambition; Pacific resilience; and our domestic transition) as appropriate high level objectives for the COP.
- Recognising all ten IEP priorities are "priorities" and broadly relevant to the COP, we recommend a continuum of engagement, identifying each as first, second and third order for the conference. This approach will enable the delegation to focus its resources on the IEP priorities where progress and delivery at the conference has the potential to be most fruitful. Specifically, we propose to focus our efforts at COP27 in the following ways:
 - First order:
 - *Contribute to, and foster effective global ambition;*
 - *Enhance the mobilisation of climate finance;*
 - *Lead and invest in a resilient and empowered Pacific transition (Pacific resilience);*
 - *Cooperate to reduce emissions in other countries to contribute to New Zealand's Nationally Determined Contribution (carbon market partnerships).*
 - Second order:
 - *Respond to the urgency of climate action in the context of the Sustainable Development Goals (equity);*
 - *Leverage New Zealand's investment in sustainable agriculture to drive faster global emissions reductions and enhance food security;*
 - *Influence ambitious climate action through trade policies, instruments and institutions;*
 - *Support New Zealand's plan for transitioning to low-emissions and climate-resilient future.*
 - Third order:
 - *Promote biodiversity and ecosystem resilience through nature-based solutions for mitigation and adaptation;*
 - *Support Pacific Partners to prepare for and respond to climate-driven events that threaten security (Pacific security).*

In making this assessment, we have taken into account: the negotiation agenda; the focus of the incoming Egypt COP27 Presidency; the likely modest size of the New Zealand delegation; and the opportunities we are aware of.

- We are conscious that COP27 initiatives and opportunities are continuing to emerge, but do not anticipate these would fundamentally change New Zealand's interests or priorities.

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- Annex I sets out the activities proposed to advance New Zealand's priorities at the COP. Annex 2 provides an indicative timeline of the decisions we anticipate you will need to make over the coming months in advance of COP27. Annex 3 sets out the Egyptian COP27 Presidency's schedule of thematic days for the Conference.
- An administrative priority is to secure flight bookings for you and your accompanying official. We seek your decision whether to attend the COP for only the High Level Segment in the second week (starting November 14), or to arrive earlier, for example to enable your participation in events on the finance thematic day (November 9) or decarbonisation day (November 11). Arriving earlier would enable addition of more implementation focused engagements, better preparation for any facilitation role you may take on, and greater opportunities to secure bilateral meetings with key interlocutors. But we recognise an extended trip may not align with your domestic work.
- We consider extending your presence at the COP offers greater value than making bilateral visits on your outward or return travel. We assess most people you will wish to meet will be attending COP. Accordingly, we recommend you do not add bilateral visits to your itinerary on this occasion.
- The next decision we will seek from you will be on the composition of the New Zealand delegation at COP27. This includes approving officials' attendance and confirming your comfort with attendance by any other ministers. Later this month, we will provide advice on whether updates or changes to the UNFCCC negotiation mandate are needed; and propose an approach to inviting non-officials to join the delegation.
- Egyptian President H.E. Mr. Abdel Fattah Al-Sisi has formally invited the Prime Minister to attend the World Leaders' Summit element of COP27, to be held from 7-8 November.
s6(a), s9(2)(g)(i)

Victoria Hallum
for Secretary of Foreign Affairs and Trade

Tūtohu – Recommendations

It is recommended that you:

- | | | |
|---|--|-----------------|
| 1 | Agree that the objectives of the IEP are applicable to COP27. | Yes / No |
| 2 | Agree that the New Zealand delegation will pursue the ten IEP priorities at COP27 along a continuum of engagement (first, second and third order), as set out in Annex 1. | Yes / No |
| 3 | Agree you will attend the COP, either: | Yes / No |
| | 3.1 8 -18 November; or | Yes / No |
| | 3.2 10-18 November; or | Yes / No |
| | 3.3 13-18 November | Yes / No |

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|---|--|-----------------|
| 4 | Agree you will not make bilateral visits as part of this travel. | Yes / No |
| 5 | Note the indicative timeline for your decision-making contained in Annex 2. | Yes / No |
| 6 | Agree to proactively release this submission on MFAT's website. | Yes / No |
| 7 | Refer a copy of this submission to the Prime Minister, Minister of Finance, Minister of Energy and Resources, Minister of Foreign Affairs Minister for Trade and Export Growth, Minister of Agriculture, Minister of Transport and Associate Minister of Foreign Affairs. | Yes / No |

Hon James Shaw
Minister of Climate Change

Date: / /

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Pūrongo – Report

1. Egypt is hosting the United Nations Framework Convention on Climate Change 27th Conference of the Parties (COP27) 6 – 18 November 2022 in Sharm El-Sheikh.
2. We seek your agreement to New Zealand's overarching objectives and priorities for COP27, as set out below, and in Annex 1 in more detail. These need to be determined now to inform our preparation for the conference.
3. In Annex 2, we provide an indicative timeline of the decisions we anticipate you will need to make over the coming months in advance of COP27.
4. Annex 3 sets out the Egyptian COP27 Presidency's schedule of thematic days for the Conference.

Proposed objectives and priorities for COP27

5. We propose to align New Zealand's efforts during COP27 with the 2022-23 International Climate Change Engagement Plan (IEP), as applicable. We consider the overarching IEP objectives (global ambition; Pacific resilience; and our domestic transition) as appropriate high level objectives for the COP.
6. Underneath these objectives, the IEP contains ten priorities. Recognising all ten IEP priorities are broadly relevant to the COP, we recommend a continuum of engagement, identifying each as first, second or third order priorities for the conference. This approach will enable the delegation to focus its resources on the IEP priorities that are most ripe for progress and delivery at the conference. In making this assessment, we have taken into account: the negotiation agenda; the focus of the incoming Egypt COP27 Presidency; the likely modest size of the New Zealand delegation; and the opportunities we are aware of.
7. While we have a fair idea of the possible activities for New Zealand participation, we are conscious that some opportunities are still emerging. We expect a handful of new initiatives and negotiation issues to emerge between now and November. We do not anticipate these would fundamentally change New Zealand's interests, priorities or resourcing.
8. We therefore propose the following engagement at COP27 in relation to each IEP priority:

8.1. First order:

1. *Contribute to, and foster effective global ambition* – including participation in negotiations relating to ambition (such as the global goal on adaptation, the mitigation work programme, and transparency); and initiatives aimed at strengthening ambition, such as the ministerial forum of the High Ambition Coalition. We assess any facilitation role you may be asked to undertake is likely to contribute directly or indirectly to this priority (though potentially others too).
2. *Enhance the mobilisation of climate finance* – including contributing to deliberations on the next quantitative climate finance goal; sharing our experiences of Climate Risk Disclosure; and showcasing our new climate finance strategy.

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3. *Lead and invest in a resilient and empowered Pacific transition* – including supporting Pacific interests in negotiations (including on loss and damage and climate finance); by sharing office space with Pacific delegations; supporting the Pacific Pavilion, managed by the Secretariat of the Pacific Regional Environment Programme, to profile issues of regional importance; and the hosting the annual New Zealand – Pacific ministerial policy roundtable.
4. *Cooperate to reduce emissions in other countries to contribute to New Zealand's Nationally Determined Contribution* – taking opportunities to progress our international carbon markets strategy through: a series of bilateral meetings with potential partners (countries/jurisdictions, Multilateral Development Banks and Intergovernmental Organisations), s9(2)(f)(iv) taking part in initiatives or events; and being active in Article 6 technical negotiations and in our role on the supervisory body for Article 6.4 (the central mechanism).

8.2. Second order:

1. *Respond to the urgency of climate action in the context of the Sustainable Development Goals* – including participating in the Local Communities and Indigenous Peoples Platform Facilitative Working Group; providing for iwi/Māori representatives in the New Zealand delegation at COP27; and advancing considerations of equity, sustainable development, human rights, and indigenous rights in relevant negotiations.
2. *Leverage New Zealand's investment in sustainable agriculture to drive faster global emissions reductions and enhance food security* – including responding to concerns about adaptation and food security expected at COP27 and taking opportunities to: tell the New Zealand story on agriculture and climate change; advocate for both enhancing food security and reducing agriculture emissions; reflect the need to deliver adaptation and mitigation benefits concurrently in the agriculture sector; participate in negotiations to reach a pragmatic decision on how agricultural issues are considered in the UNFCCC in future.
3. *Influence ambitious climate action through trade policies, instruments and institutions* – while signals suggest we are unlikely to achieve substantive progress on trade-climate matters at COP27, there may be opportunities for ministerial engagement on: the Agreement on Climate Change, Trade and Sustainability; Fossil Fuel Subsidy Reform; and potentially the EU-initiated Trade Ministers for Climate Action.
4. *Support New Zealand's plan for transitioning to a low-emissions and climate-resilient future* – including taking opportunities to: raise New Zealand's transition needs in bilateral meetings; participate in relevant events and initiatives; and include business representatives in the delegation.

8.3. Third order, to be targeted where resources permit:

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1. *Promote biodiversity and ecosystem resilience through nature-based solutions for mitigation and adaptation* – including through consideration in negotiations as relevant, and attending side events.
2. *Support Pacific Partners to prepare for and respond to climate-driven events that threaten security* – including as a consideration in engagement with Pacific delegations and support for the Pacific pavilion programme of events.

Your attendance at the COP and potential other travel

9. An administrative priority is to secure flight bookings for you and your accompanying official. We seek your decision on how long you wish to attend the COP. For purposes of discussion, we've identified three options: to attend the COP for only the High Level Segment in the second week (starting November 14), or to arrive earlier, for example to enable your participation in events on the finance thematic day (November 9) or decarbonisation day (November 11). For each of these options you would need to arrive the day before, and depart Wellington the day before that. Arriving earlier than the High Level Segment would enable addition of more implementation focused engagements, better preparation for any facilitation role you may take on, and greater opportunities to secure bilateral meetings with key interlocutors. But we recognise a longer trip would extend your absence from New Zealand and may not align well with your domestic work.
10. We consider extending your presence at the COP offers greater value than making bilateral visits on your outward or return travel. The most direct flights transit Dubai. We assess most people you will wish to meet in this region will be attending COP. Accordingly, we recommend you do not add bilateral visits to your itinerary on this occasion.

Timeline of COP27 decision-making and next steps

11. You will need to take a number of decisions in the lead up to COP27, at times along with other responsible ministers. The next decision we will seek from you will be on the composition of the New Zealand delegation at COP27. This includes approving officials' attendance and a proposed approach to attendance by any other ministers s9(2)(g)(i). Later this month, we will provide advice on whether updates or changes to the UNFCCC negotiation mandate are needed; and propose an approach to non-officials' engagement with the COP including who might be invited to join the delegation.
12. Egyptian President H.E. Mr. Abdel Fattah Al-Sisi has formally invited the Prime Minister to attend the World Leaders' Summit, to be held from 7-8 November. MFAT has transmitted this invitation to DPMC/PMO, s6(a), s9(2)(g)(i). A decision has yet to be made. In the event the Prime Minister agrees to attend COP27 the submission on the COP delegation will address the implications of this.

Annex 1: table proposing COP27 objectives, priorities and activities

Key

Initiative

Event

Other

Ministerial

Negotiation

Domestic

IEP Objectives	IEP priorities	Proposed level of engagement at COP27	COP27 activity / measures of success
Global ambition	Contribute to, and foster effective global ambition	High	<p>Participate constructively in ambition-related negotiations (such as on the global goal on adaptation, the mitigation work programme, and transparency)</p> <p>Attend High Level Ministerial Roundtable on Mitigation</p> <p>Contribute, s9(2)(g)(i) to initiatives geared at influencing ambition (such as the High Ambition Coalition and the Global Methane Pledge)</p> <p>Include ambition messaging in NZ's National Statement</p> <p>Speak about review of NZ's NDC, NAP and completed ERP</p>
	Respond to the urgency of climate action in the context of the Sustainable Development Goals	Medium	<p>Advocate for consideration in negotiations of equity, human rights, rights of indigenous peoples, gender</p> <p>Provide opportunity for Iwi/Māori representation in the NZ delegation</p> <p>Play active role on the Local Communities and Indigenous Peoples Platform Facilitative Working Group</p> <p>(TBC) Share Iwi/Māori role in policy making/shaping in NZ in event, and include reflection of Te Ao Māori in Pacific Pavilion</p>
	Leverage New Zealand's investment in sustainable agriculture to drive faster	Medium	<p>Participate constructively in Koronivia Joint Work on Agriculture negotiations to reach a pragmatic decision on how agricultural issues are considered in the UNFCCC in future</p>

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	global emissions reductions and enhance food security		<p>Participate in initiatives, including considering the incoming Egypt COP27 Presidency's Food and Agriculture Sustainable Transformation initiative</p> <p>(TBC) Take up opportunities to tell the NZ story on agriculture and climate change</p> <p>In all of above, advocate for both enhancing food security and reducing agriculture emissions, and reflect the need to deliver adaptation and mitigation benefits concurrently in the agriculture sector</p>
	Promote biodiversity and ecosystem resilience through nature-based solutions for mitigation and adaptation	Low	<p>(TBC) Participate in ministerial meeting related to tackling deforestation</p> <p>Consider in negotiations as relevant and attend side events.</p>
	Influence ambitious climate action through trade policies, instruments and institutions	Medium	<p>Pursue ACCTS ministerial engagement s9(2)(j) and the value of the NZ-led trade response to climate change</p> <p>(TBC) Participate in FFFSR ministerial engagement to progress the Glasgow Climate Pact call to phase out inefficient fossil fuel subsidies</p> <p>(TBC) Participate in any meeting of the EU-initiated Coalition of Trade Ministers on Climate (to be launched in 2023)</p>
	Lead and invest in a resilient and empowered Pacific transition	High	<p>Provide opportunity for Tokelau's inclusion in the NZ delegation</p> <p>Support Pacific interests, to the extent possible, in negotiations on climate finance and loss and damage</p> <p>Support the Pacific Pavilion, managed by the Secretariat of the Pacific Regional Environment Programme (SPREP), to hold a series of events that profile regional issues and solutions</p> <p>Share office space with Pacific delegations</p> <p>Reflect Pacific priorities/objectives as appropriate in NZ's National Statement</p>
Pacific resilience	Enhance the mobilisation of climate finance	High	<p>Participate constructively in negotiations on climate finance, including deliberations on the new collective quantified goal, and deliver informed positions on a loss and damage finance facility.</p>

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			<p>Share NZ's experiences of TCFD in bilateral meetings and side events</p> <p>Showcase NZ's new climate finance strategy and partner-driven approach</p> <p>Engage as opportunities arise to encourage multilateral development banks and international financial institutions to align their activity with the Paris Agreement</p> <p>Encourage other donors and MDB/IFIs to contribute greater quantum of climate finance to the Pacific.</p>
	Support Pacific Partners to prepare for and respond to climate-driven events that threaten security	Low	Consider in engagement with Pacific delegations and the Pacific pavilion programme of events.
Domestic transition	Support New Zealand's plan for transitioning to a low-emissions and climate-resilient future	Medium	<p>Raise transition needs, issues and opportunities in Ministerial bilateral programme. Also in officials' bilateral programme</p> <p>Include select businesses as non-officials on the NZ delegation toward building links to support access to low-emissions technology, R&D and innovations</p> <p>(TBC) Participate in initiatives and events that support our transition</p>
	Cooperate to reduce emissions in other countries to contribute to New Zealand's Nationally Determined Contribution	High	<p>Progress discussions with other countries on ETS linking, projects, and "country packages" in Ministerial bilateral programme and in officials' bilateral programme, toward NZ's international carbon market strategy</p> <p>Meet with Multilateral Development Banks and Intergovernmental Organisations as part of Ministerial programme and officials' programme</p> <p>(TBC) Participate in events or initiatives related to international cooperation</p> <p>Participate actively in negotiations on Article 6, and in role on the supervisory body for Article 6.4 (i.e. the central mechanism)</p> <p>In all of above, progress: institutional arrangements; leveraging private finance; and best practices, including to operationalise environmental integrity, human rights, indigenous rights, and sustainable development, in international cooperation</p>

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Annex 2: Indicative timeline of decisions required for COP27

s9(2)(g)(i)

Proactively released by the Ministry of Foreign Affairs and Trade

s9(2)(g)(i)

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s9(2)(g)(i)

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Annex 3: COP27 Thematic Days

Key thematic dates for the summit include:

- 6 November: Opening Day
- 7-8 November: Heads of State / Heads of Government Day
- 9 November: Finance Day
- 10 November: Science Day
- 11 November: Decarbonisation Day
- 12 November: Adaption and Agriculture
- 14 November: Water Day
- 15 November: Energy Day
- 16 November: Biodiversity Day

Thematic dates for Gender; Youth and Future Generations; and Civil Society are yet to be determined.