

STEEL BREAKTHROUGH: PRIORITY INTERNATIONAL ACTIONS FOR 2025

1. This document outlines the Priority International Actions for 2025 under the Steel Breakthrough, in response to the recommendations in the [Breakthrough Agenda Report 2024](#) from the International Energy Agency (IEA) and the UN High Level Climate Champions (UN HLCs). These priority actions have been developed collaboratively by countries participating in the Steel Breakthrough and leading initiatives. They seek to build on the range of important wider work underway and planned across the international landscape, including outcomes of the 28th and 29th UN Climate Change Conferences (COP28 and COP29), to build on the processes to develop, communicate, and implement new Nationally Determined Contributions, and to take forward the outcomes of the first Global Stocktake under the Paris Agreement. These aims will be pursued by strengthening international collaboration in specific areas where in doing so we can accelerate progress towards our shared Steel Breakthrough goal to make:

‘Near-zero emission steel the preferred choice in global markets, with efficient use and near-zero emissions steel production established and growing in every region by 2030’.

2. Noting that each country will have its own national pathway to decarbonise key sectors and approach to competing for future clean technology market opportunities, and with full recognition of the many excellent wider international activities and partnerships already underway, we intend to prioritise our international efforts to advance specific priority international actions and projects as listed below.
3. Progress on these actions in 2025 will be tracked through the next Breakthrough Agenda Report from the IEA and UN HLCs, discussed through the Steel Breakthrough dialogues co-led by the UK and Germany and supported by the Steel Breakthrough Facilitator hosted by the UN Industrial Development Organisation (UNIDO), in collaboration with the Clean Energy Ministerial, Mission Innovation and World Business Council for Sustainable Development, and reported on at COP30 alongside an updated set of Priority International Actions for Steel in 2026.
4. In order to implement the Breakthrough Agenda launched by 45 World Leaders at COP26, and now backed by 61 governments, set out below are the Priority International Actions being taken forward by individual countries and governments as appropriate to their national priorities, noting the ambition to strengthen the assistance offer to Emerging Markets and Developing Economies (EMDEs) that is relevant to the delivery of all Priority Actions:

S1. Standards and Definitions

Breakthrough Agenda 2024 Report Recommendation:

Governments, industry, and other relevant stakeholders should work through existing collaborative forums and with international standards bodies to identify by end of 2024 and implement by end of 2025 priority revisions for interoperability and net zero compatibility of steel GHG emissions accounting methodologies. Governments should collectively provide clarity on principles for near-zero and low-emission steel definitions, commit to adopting definitions within national policies by the end of 2025, select methods for determining equivalency of different certification schemes, and provide guidelines on chain of custody models.

Priority International Action on Standards and Definitions:	How this will be taken forward:	Collaborating initiative(s):	Collaborating governments
<p><i>Principles for net-zero compatible standards and definitions to enable their equivalency and adoption within national policies by the end of 2025</i></p> <p>Accelerate the adoption of common standards and definitions for low emission and near-zero emission steel by:</p> <ul style="list-style-type: none"> - Identifying and implementing priority revisions for emissions measurement methodologies through 2024-25; - Providing clarity on principles for net-zero compatible definitions and equivalency of different definitions, to enable their adoption within national policies by the end of 2025; and - Sharing knowledge to accelerate the widespread adoption of emissions labelling and certification by the mid-2020s. 	<p>By working closely with ISO, CEN, and national standards bodies to identify and implement revisions of emissions measurement methodologies, in partnership with private sector associations and multi-stakeholder initiatives that lead on key methodologies, including ResponsibleSteel and the World Steel Association.</p> <p>By collaborating with the likes of the World Steel Association, ResponsibleSteel, and the World Trade Organisation, to deliver on next steps identified by a World Steel Association mapping exercise of existing emissions measurement methodologies to aid ongoing alignment, building on the Steel Standards Principles launched at COP28.</p> <p>As governments, by participating in relevant initiatives such as the Industrial Deep Decarbonisation Initiative, the IEA Working Party on Industrial Decarbonisation, and the Climate Club to:</p> <ul style="list-style-type: none"> - develop common principles for definitions that are net-zero compatible with a view to 	<p><i>Coordinated by:</i></p> <p>Clean Energy Ministerial Industrial Deep Decarbonisation Initiative (CEM IDDI)</p> <p>IEA Working Party on Industrial Decarbonisation (WPID)</p> <p>Climate Club (CC)</p> <p><i>With partners:</i></p> <p>ResponsibleSteel</p> <p>International Organisation for Standardisation (ISO)</p> <p>World Steel Association (WSA)</p>	<p>Australia Austria Canada European Commission Finland France Germany Guinea Bissau Ireland Morocco Spain Sweden Türkiye United Kingdom</p>

	<p>adopting low and near-zero emission thresholds within national policies by the end of 2025;</p> <ul style="list-style-type: none"> - develop and work to implement guidelines for the harmonisation of Product Category Rules (PCRs) and Environmental Product Declarations (EPDs); - progress alignment and adoption of emissions labelling and certification; - explore options for developing interoperability tools and determining equivalency between different certification schemes; and - provide clarity on innovative chain of custody models building on current developments such as the Chain of Custody Standard being developed by ResponsibleSteel which is based on physical segregation of steel products, and the mass balance guidelines developed by the World Steel Association for management of CO2 reduction certificates. <p>As companies, by committing to implementing emissions reporting and labelling/ certification for steel, using leading measurement methodologies such as via ResponsibleSteel, World Steel or ISO standards, or comparable approaches.</p>	<p>World Trade Organisation</p> <p>International Methane Emissions Observatory's Steel Methane Programme (IMEO)</p>	
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S2. Demand Creation			
Breakthrough Agenda 2024 Report Recommendation:			
Governments and companies should increase purchase commitments to cover a significant share of their future steel demand, joining relevant initiatives aggregating these commitments and ensuring high quality through appropriate legal and implementation frameworks, such as advance purchase commitments. Firm commitments for near zero emission steel in particular, not only low-emission steel, should be increased. Governments should also look into adopting other mechanisms to support lead market scale-up, such as low- and near-zero emission material mandates or performance standards, and including the possibility of cross-border demand creation mechanisms.			
<p>Priority International Action on Demand Creation:</p> <p><i>Grow demand for low and near-zero emission steel through appropriate implementation frameworks</i></p> <p>Rapidly grow demand commitments for low and near-zero emission steel by:</p> <ul style="list-style-type: none"> - Increasing public and private procurement commitments and purchase agreements; and - Committing to consult on market-based mechanisms such as product standards, product regulation, product labelling, product mandates or quotas, and carbon pricing. 	<p>How this will be taken forward:</p> <p>As governments, by joining and implementing the Industrial Deep Decarbonisation Initiative’s Green Public Procurement Pledge, with the intention to demonstrate aggregated demand for low and near-zero emission steel products for public infrastructure projects.</p> <p>As governments, by committing to adopt or consult on adopting additional demand-mechanisms to support the scale up of low and near-zero emission steel, reflecting the emerging consensus in the work on S1 on standards, including product standards, product labelling, mandates or quotas, carbon pricing, and other cross-border demand creation mechanisms with consistent verification systems.</p> <p>As companies, by joining and implementing low and near-zero emission steel procurement drives under the First Movers Coalition and SteelZero, with a particular focus on delivering private sector commitments in key end-user industries such as the construction, automotive and mechanical equipment sectors.</p> <p>As governments, by joining the Industrial Decarbonisation Enablement Alliance (IDEA,</p>	<p>Collaborating initiative(s):</p> <p><i>Coordinated by:</i></p> <p>Clean Energy Ministerial Industrial Deep Decarbonisation Initiative (CEM IDDI)</p> <p>First Movers Coalition (FMC)</p> <p>Steel Zero, Climate Group</p> <p>Industrial Transition Accelerator/ Mission Possible Partnership (ITA/ MPP)</p>	<p>Collaborating governments</p> <p>Australia Austria Canada European Commission Finland Germany Guinea Bissau Ireland Japan Morocco Spain Sweden Türkiye United Kingdom</p>

	<p>Climate Group), and accelerating ambitious climate action within their regions in collaboration with industry to find solutions to turn steel from a climate challenge into a green opportunity.</p> <p>As governments, by utilising the Industrial Transition Accelerator’s forthcoming playbook for demand creation when considering best practices and policies to stimulate demand for low emission steel.</p>		
S3. Research, Development and Demonstration			
<p>Breakthrough Agenda Report Recommendation: Governments and companies should collaborate via existing initiatives to fast-track policy support, sharing of technology learning, business case development, practical technology collaboration partnerships, towards rapid commercialisation of a portfolio of technologies that can achieve near-zero emissions. These partnerships should support the delivery of pilot and commercial-scale demonstration projects in all major emerging and developing countries well in advance of 2030. Increased open conversations are needed on the role of intellectual property rights in accelerating knowledge-sharing and technology collaboration.</p>			
<p>Priority International Action on Research, Development, and Demonstration:</p> <p><i>Accelerate the development of pilot and commercial-scale demonstration projects with a focus on deep decarbonisation technologies</i></p> <p>Collaborate internationally on RD&D – recognising that technologies at the prototype and demonstration phase today account for about 60% of emissions reductions by 2050 in the IEA’s Net Zero Emissions by 2050 Scenario – in order to fast-track policy</p>	<p>How this will be taken forward:</p> <p>By working through Mission Innovation’s Net Zero Industries Mission (NIM) and the IEA TCP for Industrial and Energy Related Technologies and Systems, to accelerate knowledge sharing, including on technology learning, business case development, and practical technology collaboration partnerships on a voluntary basis such as the Net-Zero Industries Award Programme and Global Knowledge Exchange initiative.</p> <p>By working through cross-sectoral international initiatives including the Breakthrough Agenda, Mission Innovation, the Clean Energy Ministerial, and Mission Possible Partnership to share learnings</p>	<p>Collaborating initiative(s):</p> <p><i>Coordinated by:</i> Mission Innovation Net Zero Industries Mission (MI NIM)</p>	<p>Collaborating governments</p> <p>Australia Austria Canada European Commission Finland Germany Guinea Bissau Ireland Morocco Spain Türkiye United Kingdom</p>

<p>development and support, key learnings, business case development, and practical partnerships for deep decarbonisation technologies, with a view to:</p> <ul style="list-style-type: none"> - Scaling the number of pilot and commercial-scale demonstration projects for near-zero emission steel technologies and supporting their delivery well in advance of 2030; - Accelerating their delivery; and - Establishing mechanisms to accelerate knowledge sharing widely whilst protecting intellectual property rights. 	<p>across relevant sectors of the global energy system, such as the built environment, cement and concrete, hydrogen, and carbon capture and storage.</p>		
<p>S4. Trade Conditions</p>			
<p>Breakthrough Agenda Report Recommendation: Governments should deepen and expand strategic international dialogues on the role of trade in the steel sector’s transition, with the purpose of agreeing ways to ensure near-zero emission steel can compete in international markets, including conversations both on carbon leakage and on enablers of near-zero emission iron and steel trade. Governments of all major steel producing and consuming countries should actively engage in international dialogue and explore possibilities for collaboration in this area.</p>			
<p>Priority International Action on Trade Conditions:</p> <p><i>Expand strategic international dialogues on the nexus between steel decarbonisation and trade</i></p> <p>Deepen and expand strategic international dialogues on trade and the decarbonisation of the steel sector with a view to:</p>	<p>How this will be taken forward:</p> <p>As governments, by participating in relevant international dialogues such as in the World Trade Organisation, OECD Steel Committee, and Climate Club, to continue dialogue and strengthen collaboration on climate policies relating to carbon leakage, carbon pricing, and key enablers of near zero emission iron and steel trade, including reflecting the emerging consensus in the work on S1 on standards.</p>	<p>Collaborating initiative(s):</p> <p><i>Coordinated by:</i></p> <p>Climate Club (CC)</p> <p>World Trade Organisation (WTO)</p> <p>OECD Steel Committee</p>	<p>Collaborating governments</p> <p>Australia Austria Canada European Commission Finland Germany Guinea Bissau Ireland</p>

<ul style="list-style-type: none"> - Ensuring low and near-zero emission steel can compete in international markets; - Deepening understanding on causes and relevance of spillovers from mitigation policies and approaches for international coordination to address them constructively; - Deepening understanding of emerging opportunities in near-zero iron and steel trade; and Deepening understanding of long-term structural drivers of steel trade and their impact on the diffusion of near-zero steel in international markets. 			<p>Japan Morocco Spain Sweden Türkiye United Kingdom</p>
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S5. Finance and Investment

Breakthrough Agenda 2024 Report Recommendation:

Governments should increase support for, and engagement with, improved matchmaking functions focused on steel deep decarbonisation that can better respond to developing country requests for financial and technical assistance. This should include donor countries, recipient countries, international financial institutions, national development banks, philanthropic organisations, private financial institutions and companies, with regular meeting of ministers. Governments should share best practices to enhance enabling policy frameworks, as well as collectively set guardrails for finance in collaboration with financial institutions, so that new capacity additions and major retrofits of existing capacity are suitable for future conversion to near-zero emission technologies and do not become stranded assets.

<p>Priority International Action on Finance and Investment:</p> <p><i>Continue to enhance international assistance tailored to the efforts of emerging markets and developing economies to support steel deep decarbonisation, including through</i></p>	<p>How this will be taken forward:</p> <p>By collaborating with governments, IFIs, MDBs, philanthropies, private financial institutions, and relevant international initiatives to enhance coordination and complementarity to support industrial decarbonisation, with a view to:</p> <ul style="list-style-type: none"> - Analysing the volume of finance required to be mobilised this decade and underpinning 	<p>Collaborating initiative(s):</p> <p><i>Coordinated by:</i> Climate Club (CC)</p> <p>LeadIT</p>	<p>Collaborating governments</p> <p>Australia Austria Canada European Commission Finland</p>
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<p><i>access to technical and financial assistance</i></p> <p>Continue to enhance international assistance which contributes to deep decarbonisation of the steel sector, with the aim of mobilising private investment at scale in emerging markets and developing economies, by:</p> <ul style="list-style-type: none"> - Improve coherence and complementarity in efforts to support industrial decarbonisation; - Working to increase the private financing mobilisation for steel decarbonisation projects; - Bolstering international coordination through improved matchmaking functions and country partnership models; and - Enhancing global policy frameworks to help ensure new and existing capacities are compatible with net zero pathways and do not become stranded assets. 	<p>metrics for regional distribution to emerging markets and developing economies;</p> <ul style="list-style-type: none"> - Strengthening matchmaking functions such as the Climate Club’s Global Matchmaking Platform and country partnerships facilitated by LeadIT and UNIDO to support emerging markets and developing economies in accessing appropriate technical and financial assistance; - Enhancing coordination between donor and recipient governments; - Enhancing policy frameworks, exchanging best practices, and supporting project preparation to ensure a global pipeline of deep decarbonisation projects, building on the work of the ITA, UNIDO Partnership for Net Zero Industry, World Bank ESMAP Programme, and OECD Framework for Industry’s Net Zero Transition; - Scaling up finance from all sources, including concessional finance, other leading climate finance programmes, and testing new innovations, such as through the CIF Industry Decarbonisation Programme, and developing new financing instruments to unlock and mobilise private capital at scale; and - Working to generate collective efforts to help ensure future investments in new and existing capacities and major retrofits of existing capacity are suitable for future conversion to near-zero emission technologies and do not become stranded assets. 	<p>CIF Industrial Decarbonisation Programme</p> <p>UNIDO (incl. the CC Global Matchmaking Platform)</p> <p>Industrial Transition Accelerator/ Mission Possible Partnership (ITA/ MPP)</p> <p>OECD Framework for Industry’s Net Zero Transition</p> <p>World Bank</p>	<p>Germany</p> <p>Guinea Bissau</p> <p>Ireland</p> <p>Morocco</p> <p>Spain</p> <p>Sweden</p> <p>Türkiye</p> <p>United Kingdom</p>
<p>S6. Landscape Coordination</p>			

<p>Priority International Action on Landscape Coordination:</p> <p><i>Enhance the coordination and transparency of international collaboration on near-zero emission steel.</i></p>	<p>How this will be taken forward:</p> <p>By utilising the Breakthrough Agenda framework to embed an annual process for regularly reviewing and updating a detailed map of the landscape of international activities, using key steel and industry fora to:</p> <ul style="list-style-type: none"> - Identify gaps and overlaps; - Explore solutions to increase coordination and avoid duplication; and - Inform recommendations on new priority actions for strengthened collaboration. 	<p>Collaborating initiative(s):</p> <p><i>Coordinated by:</i></p> <p>Breakthrough Agenda Secretariat</p> <p>Steel Breakthrough co-leads</p> <p>UNIDO as hosts of the Steel Breakthrough Facilitator</p> <p><i>Partners:</i></p> <p>All leading international steel initiatives</p>	<p>Collaborating governments</p> <p>Australia Austria Azerbaijan Canada European Commission Finland Germany Guinea Bissau Ireland Morocco Spain Sweden Türkiye United Kingdom</p>
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