

Global Gas and Oil Network COP28 Policy Pack

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This is a one-stop issue brief for diplomatic policy priorities related to the just and equitable phase-out of fossil fuels and phase-in of clean, safe, renewable energy across UNFCCC workstreams at COP28. It is developed from discussions with GGON members. This document aligns with and, wherever applicable, incorporates messaging and priorities from GGON members and from Climate Action Network International, where GGON is a member. It should be viewed and used as a toolkit or guide to help inform GGON members directly engaging with governments, diplomatic and policy work, rather than as a definitive statement, or a mandatory set of positions.

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WHAT'S AT STAKE AT COP28?

COP28 presents our movement with our best chance yet of pushing the UN climate negotiations to name the need to phase-out all fossil fuels in formal decision text.

The 28th Conference of Parties (COP28) to the UN Framework Convention on Climate Change (UNFCCC) will take place in Dubai, UAE from 30 November until 12 December 2023. The annual UN climate talks are the highpoint for global attention - political and public - being paid to the issue of climate change.

2023 will be the [hottest year on record](#). Almost half (42%) of climate-change causing greenhouse gas (GHG) emissions over the last 125 years [have occurred since 1990](#), when climate negotiations at the UN began. 30 years of climate negotiations have shown us the results of talking about the climate crisis without talking about the cause of the climate crisis - the production and combustion of fossil fuels. COPs have been a hiding place for fossil fuel interests, and the fact that decisions under the UNFCCC are taken by consensus, rather than majority vote, has allowed single powerful countries and fossil fuel interests to block progress. The influence of the oil and gas industry and petrostates can be seen in the stalled progress that's come from talking about emissions without talking about their source, talking about building renewable energy without talking about winding down fossil fuels, talking about reducing demand for fossil fuels without talking about regulating their supply, and talking about investing in solutions without talking about divesting from the problem.

[Fossil fuels are finally in the global spotlight](#) as the cause of the climate crisis, thanks to the [concentrated efforts](#) in recent years of members of the Global Gas and Oil Network working alongside a diverse movement of civil society networks and organizations to bring [supply-side solutions](#) into the climate ambition equation.

COP26 and COP27 both ended in large plenary deliberations on the pace and scale of the global energy transition. COP26 resulted in the first ever mention of a fossil fuel - in this case coal - in a COP cover text. At COP27, 80+ countries supported the final text including a reference to the need to phase-out all fossil fuels, yet were defeated by a vocal minority and reluctant presidency.

Heading into COP28, there is an [unprecedented level of consensus](#) being expressed by global governments, and shouted from every corner of civil society, that an accelerated just transition away from fossil fuel production and use is essential to have any hope of delivering on the promises of the [Paris Agreement](#) to limit warming to 1.5°C.



Throughout this year of horrific climate impacts, almost every multilateral moment - from the G7 and G20 to the Pacific Island Forum and Three Basins Summit - has featured dialogue about the need to accelerate the shift away from coal, oil and gas, and rapidly scale-up the deployment of renewable energy. Many of these moments have resulted in a big focus on scaling renewable energy, and a more reluctant focus on phasing out fossil fuels. COP28 is being looked to to deliver concrete, formal agreements on the phase-out of fossil fuels, paired with the phase-in of renewables. [See this document](#) for a list of statements from governments and civil society in support of elements of a just energy transition package.

[Climate Action Network International](#) and [Demand Climate Justice](#), the two focal points for the environmental NGO constituency at the UNFCCC, have partnered to escalate the call to end fossil fuels in the lead-up to and at COP28. [Mobilizations in September 2023](#) took the fight against fossil fuels to the streets, with over 600,000 people participating in 700 actions across 65 countries. The [Beyond Oil and Gas Alliance](#), the first international alliance of governments working together to facilitate the managed phase out of oil and gas production, has added Colombia and the Republic of the Marshall Islands to its ranks, bringing BOGA membership up to 19 jurisdictions. The call for a [Fossil Fuel Non-Proliferation Treaty](#) has been endorsed by 8 national governments, 94 cities and subnational governments, and hundreds of elected officials.

The history of fossil fuel interests influencing the UNFCCC and COPs has come to a head with COP28 being held in a petrostate, and being [presided over](#) by the head of that country's national oil and gas company, Adnoc. We can expect COP28 to host the largest contingent of fossil fuel lobbyists yet, including the first ever [OPEC Pavilion](#) at a set of climate talks. This state of affairs is shocking, but not surprising given the lack of a conflict of interest policy at the UNFCCC (more on this below). The dissonance between the UN climate process and the harmful influence of fossil fuel interests is so in the spotlight in the lead up to COP28, that this COP presents a unique opportunity to highlight all the countries and forces that have blocked meaningful progress at the UNFCCC for decades and shed light on dangerous distraction tactics to ensure their efforts don't gain more traction.

The UAE Presidency is coming under scrutiny and pressure from civil society and from some governments. Under this pressure, they have articulated the first COP Presidency vision to ever include language on the phase out of fossil fuels, paired with the scaling of renewables and efficiency. Given the momentum we have seen this year, and the coordinated pressure civil society and some countries are bringing to the climate talks, COP28 presents our movement with our best chance yet of pushing all governments to work together to ensure that the UN climate negotiations name the need to tackle fossil fuel dependence in formal decision text. GGON members are looking for governments to agree on a just energy transition package that commits countries to: 1) phase-out all fossil fuels; 2) scale-up renewable energy and energy efficiency; 3) cut methane emissions, and; 4) provide resources to enable the transition, such as financing.



What is the COP28 just energy transition package GGON members are working for?

GGON and our partners and allies across the broader movement are working to land at COP28 global agreement on a series of goals to accelerate the global energy transition while centering justice and equity. These goals are a package, not a menu: Parties must pursue them all simultaneously in order to put energy systems onto a Paris-aligned pathway and resist attempts at trading one part of the package against another. No more delays, no more smokescreens. At COP28, GGON members want Parties to agree to:

- ⇒ No new expansion of fossil fuel production
- ⇒ A just and equitable phase-out of all fossil fuels that is full, fair, fast and funded.
- ⇒ Paired with fossil fuel phase-out, a tripling of renewable energy capacity by 2030, with at least 1.5 TW of renewable energy being deployed every year by 2030
- ⇒ At least a doubling of energy efficiency improvements from 2022 levels by 2030
- ⇒ A commitment to safe energy access for all
- ⇒ Elimination of methane emissions from the energy sector by 2030
- ⇒ Providing enabling resources to make it all happen, including:
 - Equitable finance
 - International cooperation to make energy transitions faster and cheaper
 - Technology transfer
 - Capacity building
- ⇒ No inclusion of dangerous distractions that prolong the life of fossil fuels and delay implementation of proven solutions

Why is it essential to push for the UN climate talks to deliver a global agreement on a just energy transition package?

- ⇒ The IPCC and IEA - basically every scientific body - is clear there's no room in the carbon budget for, and no need for additional energy from, new fossil fuel projects. Yet, governments are still planning to produce twice as much fossil fuels by 2030 as is compatible with limiting warming to 1.5°C (see the 2023 [Production Gap Report](#) from the UN Environment Program and other leading research institutions). There is a need for a global agreement to address this production gap.
- ⇒ The IEA is clear that the rise of renewable energy is keeping the window to 1.5 open, but also that in the absence of stronger policies, fossil fuel production and use will not decline fast enough to limit warming to 1.5°C.
- ⇒ [Analysis by the IEA](#) shows that demand for fossil fuels will peak and start decreasing in this decade. Intentional interventions by governments can accelerate this transition to the pace



required to keep warming within 1.5°C, and ensure a managed and equitable phase out of fossil fuels instead of a chaotic, competitive one.

- ⇒ Existing policies are hamstringing the growth of renewable energy and energy efficiency because they are heavily biased toward fossil fuel interests. Fossil fuel subsidies - which the [IMF calculates](#) governments are handing out at the rate of \$13 million / minute - are a huge market distortion keeping the playing field rigged for fossil fuels.
- ⇒ Fossil fuel producers are adept at finding new markets for their products even when demand declines in certain sectors. Therefore, it is not enough to just focus on demand measures.
- ⇒ Building out renewable energy without policies in place to ensure new renewable capacity replaces existing capacity supplied by fossil fuels only grows the overall energy mix. Renewable build-out must be explicitly paired with fossil fuel phase-out. Countries that are growing their energy systems in order to provide energy access to their populations must be given the resources they need to build those systems on renewables, rather than fossil fuels.
- ⇒ Developed countries are the worst expanders of fossil fuels (see [Planet Wreckers: How Countries' Oil and Gas Extraction Plans Risk Locking in Climate Chaos](#)). We need to phase out all fossil fuels: coal, oil and gas. Focussing on one fossil fuel at a time not only falls too short but also threatens global solidarity. It is unfair for the UN process to acknowledge the need to phase out coal and not oil and gas. The agreement to phase down coal power at COP26 was supported by developed countries, which are less coal dependent, while a suggestion from India to include oil and gas in the agreement was rejected. If the developing world is being asked to meet growing energy demand while eliminating coal dependence, the developed world must be willing to accept the challenge of shifting away from oil and gas production and export as an economic growth activity.
- ⇒ Fossil fuel extraction and dependence carries impacts beyond climate, including human rights abuses, health impacts, ecological & biodiversity destruction, conflict & war - all along the entire lifecycle of fossil fuels. Ending fossil fuel production has benefits beyond mitigating GHG emissions.
- ⇒ Most renewable energy financing flows to the developed world & China. A global agreement to expand and redistribute financial flows, in particular to developing countries, is necessary to make the renewable energy transition a reality.

Why is 2023 the year to push for COP28 to deliver a just energy transition package?

- ⇒ The first [global stocktake](#) - the Paris Agreement's 5-year process to take stock of progress and inform the improvement of countries' climate plans - explicitly points to policy failure to drive the energy transition and ongoing expansion of fossil fuel production as key reasons for the gap between countries' stated ambition to hold warming to 1.5°C and the reality on the ground, where we are on track for 2.5°C of warming in this century.



- ⇒ Throughout this year of horrific climate impacts, almost every multilateral moment - from the G7 and G20 to the Pacific Island Forum and Three Basins Summit - has featured dialogue about the need to accelerate the shift away from coal, oil and gas, and rapidly scale-up the deployment of renewable energy. Many of these moments have resulted in a big focus on scaling renewable energy, and a more reluctant focus on phasing out fossil fuels. COP28 is being looked to to deliver concrete, formal agreements on the phase-out of fossil fuels, paired with the phase-in of renewables. [See this document](#) for a list of statements from governments and civil society in support of elements of the just energy transition package.
- ⇒ The credibility of the COP process and UNFCCC is at stake. After over 30 years of negotiations failing to deliver meaningful emissions reductions, and with fossil fuels lobbyists showing up to climate talks in droves, many have begun to question whether this process is working. Ensuring the UNFCCC remains relevant and becomes a space that can support countries' implementation of and accountability toward the Paris Agreement requires that the process push and enable countries to accelerate just and equitable energy transitions.
- ⇒ The symbolism and signal of this COP happening in UAE, and being presided over by the head of one of the world's largest oil and gas companies, puts the dissonance between the UN climate process and the harmful influence of fossil fuel interests in the spotlight. The UAE Presidency is coming under scrutiny and pressure from civil society and from some governments. Under this scrutiny, they have articulated the first COP Presidency vision to ever include language on the phase out of fossil fuels, paired with the scaling of renewables and efficiency. The risk to the credibility of the COP/UNFCCC process is considerable if, after this year of unprecedented global consensus and pressure into the COP28 Presidency, an agreement on energy transition isn't reached in the UAE.

What can a global agreement on the energy transition package at COP28 achieve?

- ⇒ A powerful signal to markets is already reverberating across the many calls for fossil fuel phase out and renewables phase in that we have heard from the Pacific to New York and on streets around the world. COP 28 must crystallize this momentum. But the market will not take care of this by itself. Existing energy systems do not exist as they are by accident but by design; that means we need to actively design our way out of them. Governments, at all levels, need to orchestrate the phase-out of fossil fuels and ensure that market forces do not derail the transition. A robust and science-aligned decision at COP28 will send a powerful policy signal back to countries and non-state actors to get to work developing just energy transition plans and preparing for the inevitable phase-out of fossil fuels.
- ⇒ As the global stocktake is meant to inform the next iteration of countries' Paris commitments (NDCs), due by 2025, a decision at COP28 - the global stocktake COP - will



- give countries the mandate to include just energy transition policies in their NDCs, and provide global civil society with powerful hooks to push national governments to do so.
- ⇒ A decision to phase-out fossil fuels in a forum where every country in the world is represented sends a powerful signal to economic actors to end investment in, and to governments to end enabling policies toward, fossil fuel expansion.
 - ⇒ The most significant barrier to the build-out of renewable energy and the uptake of energy efficiency is a regulatory and investment landscape that is biased toward and captured by fossil fuel interests. A global decision on a series of energy transition goals would help tilt the policy and investment landscape toward the rapid scaling of renewables and efficiency.
 - ⇒ A decision to back the energy transition package with the financial support to make it happen could push financial actors to find ways to address cost of capital, lower investment risk on renewable energy and energy efficiency, particularly in the Global South.
 - ⇒ No one country can take on the energy transition alone. An outcome at COP28 would emphasize the need for international cooperation on the global energy transition to make it more equitable, faster and cheaper. A decision in this international forum could also give an indication of the path forward for international cooperation on just and equitable energy transitions. Are existing venues (eg. Clean Energy Ministerial, Just Energy Transition Partnerships) fit for purpose? Are new venues needed?
 - ⇒ A decision at COP28 would send strong signals to scale public finance in solutions, harvest private sources of revenue (eg. from polluters), engage in macroeconomic transformation (as called for in [Nairobi Declaration](#))
 - ⇒ Fossil fuel expansion is more often than not about export revenue, feeding debt repayment, and development revenue. Major macroeconomic transformations are required in the global financial system to address these dynamics, and only a global forum can send signals at the right scale to trigger these discussions.
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UNFCCC WORKSTREAMS

This section sets out priorities for specific parts of the negotiations at COP28 that the GGON Secretariat has heard from GGON members. These are not formally negotiated positions of the GGON membership, but should be seen as useful guidance. Wherever possible, the following points align with formal positions set out by Climate Action Network International, where GGON is a member.

Global Stocktake (GST)

At COP28, the first Global Stocktake of the Paris Agreement concludes. The Global Stocktake (GST) is core to the accountability and ambition-ratcheting mechanisms of the Paris Agreement. Every 5 years, Parties to the Paris Agreement take stock of their progress toward their commitments under the treaty, otherwise known as their nationally determined contributions (NDCs). The results of the GST are meant to inform updates of the NDCs - ie. indicate ambition-raising activities needed at the country-level to increase our chances of meeting the commitments of the Paris Agreement.

The [Synthesis Report](#) of the first GST was released on September 8, 2023. This report summarizes the findings of the technical phase of the stocktake - a big reality check on where the world is when it comes to delivering on the promises of the Paris Agreement. The publication of this report kicked off the second phase of the GST - the political phase where Parties are meant to take up the results of the technical phase and use them to inform the GST outcomes at COP28. The Synthesis Report is clear: a lagging energy transition is by far one of the most significant culprits of Parties' failure to deliver on climate commitments (see [this document](#) for a summary of energy-related findings of the Synthesis Report). The GST outputs should therefore include concrete goals for the equitable phase-out of fossil fuel use and production, and the phase-in of efficient, sustainable, renewable energy.

Parties should push for GST outputs to include:

- ⇒ An acknowledgement that the world is not on track to achieve the goal of the Paris Agreement of holding warming to 1.5°C
- ⇒ Language from recent findings of the Intergovernmental Panel on Climate Change (IPCC) and International Energy Agency (IEA) that point out: that emissions from current fossil fuel infrastructure will push the world past 1.5°C; that there is no room and no need for new fossil fuel production; that demand for fossil fuels will peak in this decade, even with no further policy development; that the expansion of renewable energy and phase-out of fossil fuel use and production are necessary to put the world on a 1.5°C aligned path, and; that there is a negligible role for CCS, as it is the highest cost option with least performance potential.
- ⇒ An indication that Parties should include sectoral plans in updated NDCs, which must be aligned with 1.5°C
- ⇒ Inclusion of the energy sector in any description of what sectors should be included



- ⇒ Deciding to immediately cease all new oil, gas, and coal exploration and development, with wealthy industrialized countries moving first and fastest, and justly and equitably phase out all fossil fuel production well before 2050 for developing and before 2040 for developed countries, with significant reductions to be achieved in line with the need to reduce GHG emissions at least 43% by 2030 and 60% by 2035 compared to 2019 to reach the 1.5°C limit.
- ⇒ Deciding to collectively reach yearly deployment of 1.5 Terawatts on average of renewable energy globally by 2030, particularly wind and solar energy, in ways that avoid negative impacts on communities or ecosystems, and pursue efforts to implement and reach this target on the national level with secured support; while also promoting equity, social justice, and climate justice through decentralized RE ownership that prioritize addressing energy poverty centering gender and human rights.
- ⇒ A call for Parties to end domestic and international public finance to fossil fuels
- ⇒ A reference to "best practices" for the energy transition, which could include references to the Beyond Oil and Gas Alliance (BOGA), the Powering Past Coal Alliance (PPCA), and Clean Energy Transition Partnership (CETP)

The GST will call on Parties to submit enhanced, more ambitious NDCs. A key way Parties can and should escalate the ambition of their NDCs is by including:

- ⇒ measures to immediately stop the expansion of fossil fuel production;
- ⇒ plans for a just wind-down of existing production;
- ⇒ plans to significantly reduce demand for and use of fossil fuels across all sectors;
- ⇒ plans to help finance the transition away from fossil fuel production and consumption in developing countries (for donors), or international support needs (for recipients);
- ⇒ policies and investments to dramatically scale up energy efficiency and conservation;
- ⇒ policies and investments to rapidly build-out renewable energy generation and modernize energy grids;
- ⇒ policies and fiscal measures to eliminate domestic and international public financing for fossil fuels and increase support for efficient, sustainable, renewable energy..
- ⇒ No reliance on speculative and unproven carbon removal technologies that delay implementation of proven mitigation options
- ⇒ No reliance on offsets/carbon credits that delay fossil fuel phaseout.

Parties that have already implemented some of these measures, such as BOGA members, should model NDC enhancement by inserting their energy transition measures into their NDCs.

Cover Decision

Many COPs have ended with final outcomes being captured in cover decisions - a record of agreements reached between Parties over the course of the negotiations and across workstreams. Negotiations to develop these cover decisions are led by the COP Presidency with Heads of Delegation. However, the Presidency of COP28 has articulated its intention to capture the bulk of



final outcomes at COP28 via the decision text related to GST, rather than negotiate a stand-alone cover decision.

If the GST decisions act as the formal outcome for COP28, that means that the just energy transition package will have had to land in the negotiated outcomes of the GST in order to appear in the final decisions emerging from Dubai. There is a significant risk that opposing Parties will use procedural technicalities to block the GST decisions from including any reference to the need for energy transition. Indeed, Saudi Arabia and Russia have been clear in their intention to do so.

Parties in favour of COP28 including outcomes related to just energy transitions will have to work hard and persistently for these outcomes to land in the GST. If it is looking unlikely that the agreements on energy transition will make it through in the final GST decisions, Parties may choose to pressure the Presidency to work on a cover decision that can include such agreements.

Parties should:

- ⇒ Make it clear to the UAE Presidency that a large part of how the success of COP28 will be judged is by its ability to secure an agreement on a just and equitable phase-out of fossil fuels and phase-in of renewable energy.
- ⇒ Lay out the expectation that the Presidency will drive toward a formal, negotiated outcome at COP28 that names the need to phase-out all fossil fuels, triple renewable energy, double energy efficiency, and provide the financing to make it happen.
- ⇒ If it is unlikely that the GST will include energy transition -related outcomes, consider pressuring the Presidency to negotiate a cover decision outcome at COP28 and carry-out good faith, transparent consultations on that text in a timely manner.
- ⇒ Lay out the expectation that the Presidency will faithfully include in draft texts elements offered by Parties that are related to accelerating just and equitable energy transitions, contrary to the actions of the COP27 presidency.
- ⇒ Priority elements for eventual draft cover decision on just and equitable energy transitions:
 - a package that clearly names the required phase-out of all fossil fuels and sets goals for the rapid scale-up of efficient, sustainable, renewable energy - this is a package, not a menu, and fossil fuel phase-out must go hand-in-hand with the build-out of efficiency and renewables;
 - clear acknowledgement that equity and justice are central to delivering effective energy transitions, and commitment to providing the enabling resources, in particular finance and international cooperation, that are required to make these transitions happen;
 - a focus on addressing the root cause of the climate crisis - fossil fuel production and combustion, rather than the symptom - emissions;
 - no weasel words in the text; refuse the "unabated" qualifier which opens the door to the oil and gas industry's dangerous distractions that prolong the life of fossil fuels.



Just Transition Work Programme (JTWP)

At COP27, Parties established the *Work Programme on Just Transition for discussion of pathways to achieving the goals of the Paris Agreement*. The Decision to establish a JTWP was celebrated by Labour groups for its emphasis on the importance of meaningful and effective social dialogue and participation of all stakeholders. The Decision refers to “a Just Transition including energy, socioeconomic, workforce and other dimensions (...) including social protection and other social solidarity instruments.” In order to add value, the JTWP must be designed with stakeholders so as to support Parties in their efforts to move away from fossil fuel dependence that puts people and communities first.

Asks to Parties:

- ⇒ Ensure workers and communities are given a seat at the table to co-create Parties’ inputs into the design and modalities of the JTWP.
- ⇒ Ensure a focus on true, just energy transitions away from fossil fuels and toward efficient, renewable energy.
- ⇒ Ensure the JTWP focuses beyond the energy sector to address just transitions in other sectors such as agriculture, transport, forestry, and adaptation.
- ⇒ Articulate the expectation that the JTWP complement, rather than duplicate, work of existing UNFCCC Bodies and Work Programmes. To accomplish this, the JTWP could serve as a streamliner of progress achieved on just transition and gaps to be addressed by Parties, institutions, and UNFCCC entities.
- ⇒ Address the need for reporting on progress made in voluntary just transition initiatives, such as just energy transition partnerships (JET-PS).
- ⇒ Request the JTWP:
 - provide recommendations for developing future partnerships to access support for just transitions;
 - identify areas where enhanced international cooperation on just energy transitions is necessary;
 - provide Observer Constituencies and other Non-Party stakeholders a possibility to meaningfully input by inviting their inputs to the Work Programme and inviting the participation of groups inside and outside the UNFCCC into discussions at the expert level.

For more detail on the JTWP, see Climate Action Network International’s September 2023

[Submission: Views on different elements of the work programme on just transition pathways](#)



Mitigation Work Programme (MWP)

The *Sharm el-Sheikh mitigation ambition and implementation work programme* was established by Parties at COP27 to urgently scale up climate mitigation ambition and implementation of climate goals in this critical decade, “in a manner that complements the global stocktake”. Based on initial submissions from Parties, the theme of this year’s dialogues under the MWP is “Accelerating the Just Energy Transition”.

Asks to Parties:

- ⇒ Push for the MWP to focus on the “how” of just and equitable energy transitions, indicating that the “what” - the agreement to phase-out fossil fuels and phase-up renewables and efficiency - should be agreed upon in the GST and/or cover decision. This means the MWP should:
 - support actionable solutions, such as clear goals for reducing the production and use of fossil fuels and increasing the penetration of efficiency and renewables;
 - address barriers, such as cost of capital and barriers to financial flows to support energy transitions;
 - ensure trade-offs are minimal for ecosystems;
 - Discuss and provide guidance on appropriate applications for, and limitations of, carbon removal technologies.
- ⇒ Use the MWP dialogues to discuss gaps and identify actionable solutions to improve international cooperation on just and equitable energy transitions, including on provision of support.
- ⇒ Make linkages between the MWP, which should offer practical solutions for scaling ambition and implementation of energy transitions, and the JTWP, which should offer practical solutions to address the social, governance, and equity aspects of energy transitions.
- ⇒ Make use of dialogues held under the MWP to identify critical messages and practical actions to advance just and equitable transitions away from fossil fuels toward efficient, sustainable, renewable energy, and work to ensure these messages and actions are included in COP28 outcomes.

Conflict of Interest (COI)

The COP28 president is also the CEO of one of the largest oil and gas companies in the world and has repeatedly stated that the industry should be an integral part of COP28. For years, fossil fuel industry representatives and representatives of other polluting industries have been attending UN climate conferences in alarmingly large and growing numbers.

To protect against undue influence of polluting interests, five of the nine [UNFCCC constituencies](#) are calling for the introduction of a [UNFCCC Accountability Framework](#) (*Accountability Framework*) to manage Conflicts of Interest with representatives of non-governmental



organizations. A step toward this was announced at the mid-year UN climate talks in June, 2023 - all Parties registering for COP28 have been required to disclose their affiliation

Asks to Parties:

- ⇒ Verbally and actively support the call for - and encourage the UNFCCC Secretariat to begin work on developing - an Accountability Framework.
- ⇒ As the Accountability Framework is being developed, implement these transitional measures:
 - Statements submitted by those entities approved to participate after the affiliation screening process must be made publicly accessible for COP28 and for at least 5 years after.
 - All individuals or representatives of non-governmental organizations that declare or are determined to have a potential or perceived COI should not be allowed to present or participate in, or, at an absolute minimum, should be required to publicly disclose verbally and in writing their COI before participating in any activity.

Carbon Markets

Asks to Parties:

- ⇒ Remind Parties that Article 6 must not be used to offset emissions.
- ⇒ Ensure rules associated with Article 6 diligently exclude loopholes that can be used to justify ongoing business-as-usual fossil fuel extraction.
- ⇒ Ensure sound reporting, accountability and transparency under Article 6.2.
- ⇒ Exclude emission avoidance activities from being eligible under Article 6.4: crediting of “avoidance” towards NDCs and other uses would risk backsliding ambition and supporting perverse incentives that fail to discourage fossil fuel expansion and deforestation.
- ⇒ Remind Parties that removal activities whether land or engineering based carry considerable risks for human rights and ecosystems and allowing such activities to generate emissions reduction credits risks undermining the integrity of the Paris Agreement and hindering ability to keep temperature rise below 1.5C. These removal activities should be excluded from Article 6 activities.
- ⇒ Parties should reject the recommendations on removals from the Article 6.4 Supervisory Body as they do not adequately address the risks such activities pose.

Loss and Damage

After the historic Decision at COP27 to develop a Loss and Damage Fund, COP28 must finalize the operationalization of the new Fund and clarify support from the existing funding arrangements. Parties must support and work toward prompt operationalization of the Fund and commit to investing in it. There remains a need for an active dialogue on how to transfer wealth from the fossil fuel industry coffers into efforts to address loss and damage.



For more information on loss and damage negotiations, see [this submission](#) from Climate Action Network International, Global Campaign to Demand Climate Justice, and Women and Gender Constituency.

Finance

The main negotiating item related to finance up for discussion at COP28 is the New Collective Quantified Goal for climate finance. Other issues Parties will be discussing in the hallways include reports on provision of the existing \$100 billion goal 2020-2025 and doubling of adaptation finance. The Green Climate Fund is the largest multilateral climate fund and 2023 is the GCF replenishment year. The pledging conference in October amounted to a woefully inadequate \$9.33 billion. GGON Members are looking for countries who have already pledged to scale up their GCF pledges, and for countries who haven't yet pledged (including the US, Switzerland, Sweden, Australia, and Italy) to do so immediately and to significantly scale up previous pledges.

Changes to global economic systems, as well as dramatically improved flows of finance, will be essential to underpinning just and equitable energy transitions. Trust building between donor and recipient countries to affirm support will be made available and structural changes to economic systems will be thought through are necessary to ensure the accelerated energy transitions needed. It is critical that Parties follow-through with commitments to end public financing for fossil fuels, domestically and internationally. Signatories to the Glasgow Statement on ending international public financing for fossil fuels and shifting support to renewable energy must remain accountable to their commitments.

GGON members will be asking governments at COP28 to do a number of things outside of the formal finance negotiations:

- ⇒ If they are not members of the COP26 Glasgow Statement / Clean Energy Transition Partnership, then they should join and commit to end their international public finance for fossil fuels.
- ⇒ If they are signatories to the Statement, then they must immediately bring forward policies to end their public finance for fossil fuels
- ⇒ Glasgow signatories should commit to announcing increased investment in renewable energy at COP28, which was the other half of the Glasgow commitment (phase out fossil fuels, scale up renewables).

Avoiding the inclusion of Dangerous Distractions that prolong the life of fossil fuels

This is not a separate COP28 workstream, but a category of ways in which the energy package might be watered down in any or all of them. Vigilance is required to guard against the



encroachment of such dangerous distractions coming from the fossil fuel industry to justify and create loopholes to facilitate business as usual extraction and emissions. Tactics to delay and distract from effective climate action are being deployed across all of the thematic streams mentioned above.

Parties must:

- ⇒ not promote offsetting mechanisms;
- ⇒ not give credit for avoided emissions;
- ⇒ not target emissions rather than the source of those emissions;
- ⇒ not target intensity rather than overall emissions reductions;
- ⇒ not paint some fossil fuels as “clean” or “transition” fuels;
- ⇒ not promote dubious technological fixes like CCS and CDR as they delay real and immediate emissions reductions;
- ⇒ not co-opt nature to justify ongoing production expansion;
- ⇒ not rely on weasel words like “unabated” to conceal Parties’ true intentions and performance record;
- ⇒ not undermine meaningful work on just and equitable energy transitions with divide and conquer tactics.

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