



One CROP

COP28 SUMMARY REPORT

This COP28 Summary Report has been prepared by One CROP for Pacific SIDS



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SPREP's vision: *The Pacific environment, sustaining our livelihoods and natural heritage in harmony with our cultures.*

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1. Introduction

The United Nations Framework Convention on Climate Change (UNFCCC) 28th Conference of the Parties (COP28) took place from 30 November – 13 December in Dubai, the United Arab Emirates.

This report has been prepared for the Pacific Island Parties to the UNFCCC and is a summary report of the outcomes of COP28 and the work of Pacific states and regional organisations at the COP. It addresses the COP28 outcomes through the lens of Pacific countries priority thematic areas of the negotiations: global stocktake, mitigation, loss and damage, climate finance, adaptation, Article 6, oceans, transparency, science, gender, just transition, agriculture, capacity building and technology.

Furthermore, it details the work undertaken via One CROP support to enhance and amplify Pacific priorities, e.g. through regional training and support for negotiators (via virtual in-depth thematic sessions and an in person week-long COP28 preparatory meeting culminating in an agreed Pacific Strategy), as well as support for high level political champions, and assistance to PSIDS, led by the PSIDS Chair Palau, across all key thematic negotiating areas. It also notes the advocacy support provided by OneCROP, including the management of a Pacific Delegation Office and Pavilion space by SPREP and the communications and media campaign before, during and after COP28.



2. The Geopolitical Context Leading into COP28

The political dynamics heading into COP28 continued to be complex and volatile, with significant economic and other challenges still in play. Key geo-political relationships remained strained and there were heightened tensions over the Israel-Hamas war. The preceding months had seen an acute lack of political momentum on closing the ambition and implementation gaps. Trust on climate finance remained low. Vested interests seemed to be ever present in their efforts to influence governments and compromise outcomes inside and outside of the UNFCCC, particularly with respect to fossil fuels.

However, as COP28 approached, expectations for a strong ambition outcome still managed to build. Governments arrived in Dubai knowing that multilateralism was in the spotlight and credibility of the Paris Agreement was at stake. Against this backdrop, the UAE Presidency had continued to signal its plan for COP28 to be “guided by a single north star – and that is keeping 1.5°C within reach”. However, many remained sceptical about whether this would translate to robust outcomes in Dubai that adequately respond to the science and urgency of transformational change.



3. Pacific Preparations for COP28

2023 PSIDS Preparatory Events and Support Materials

COP28 was the culmination of a year’s worth of support and planning on behalf of all PSIDS, the supporting OneCROP agencies, led by SPREP, as well as Climate Analytics, through preparatory meetings and regional trainings across 2023. As well as facilitating a post-COP27 analysis meeting and a pre-Bonn intersessional preparation meeting, SPREP organised nine online “in-depth analysis” sessions to help prepare negotiators for COP28. Finally, an in-person preparatory meeting was held at the Pacific Climate Change Centre, with support from AOSIS, Climate Analytics and the One CROP team.

This work enabled further enhancement of coordinated PSIDS positions ahead of COP28, including a Pacific Strategy document, and assignments of delegates to thematic areas, supported by One CROP staff.

TABLE 1. OneCROP Preparatory Sessions for PSIDS Negotiators

MEETINGS / WORKSHOPS	VENUE	DATE
PSIDS Post-COP27 Analysis Workshop	Virtual	February 2023
Preparatory Meeting for June Bonn Intersessionals	Virtual	May 2023
Bonn SB60 Intersessionals, incl. PSIDS Strategy Day	Bonn, Germany	June 2023
Regional Loss and Damage Dialogue	Apia, Samoa	July 2023
Pacific High Level Climate Change Dialogue	Suva, Fiji	August 2023
Nine “In-depth Analysis” sessions on Priority Thematic Areas: <ul style="list-style-type: none"> ▪ Adaptation ▪ Article 6 ▪ Climate Finance ▪ Gender ▪ Loss and Damage ▪ Mitigation ▪ Oceans ▪ Just Transition ▪ Global Stocktake 	Virtual	September 2022
PSIDS Pre-COP28 Preparatory Meeting (including bilateral meetings with New Zealand and Australia delegations)	Apia, Samoa	October 2023

TABLE 2. OneCROP Support Materials for PSIDS Negotiators

The Preparatory Meetings culminated in the production of a number of OneCROP support materials, for the use of PSIDS negotiators at COP28:

DOCUMENT	PURPOSE
PSIDS COP28 Strategy	To ensure all Pacific stakeholders attending COP28 were aligned in working to advance agreed Pacific regional priorities
Thematic Priority Technical Briefs: <ul style="list-style-type: none">▪ Article 6▪ Adaptation▪ Agriculture▪ Capacity Building and Technology▪ Climate Finance▪ Gender▪ Global Stocktake▪ Just Transition▪ Loss and Damage▪ Mitigation▪ Oceans▪ Research and Systematic Observation▪ Transparency	To provide PSIDS negotiators with the background, expected outcomes and key agreed messages across each of PSIDS priority negotiating areas
PSIDS Compass	To provide PSIDS negotiators with a “one-stop shop” to help navigate through the logistics and UNFCCC negotiations process at COP28
Talking Points for Pacific Champions, Ministers and HODs	To provide Pacific Champions, Ministers and HODs with ad hoc talking points to inform speeches and communications

4. COP28 High-Level Political Climate Champions

The Political Climate Champions initiative is a joint effort between the One CROP team, led by PIFS, developed to strengthen the capacity of PSIDS to strategically engage at COP's through well-supported Political Climate Champions, and to influence strong outcomes from COP28 including Pacific's key priorities.

The role of the Champions is to: lead advocacy and visibility, provide high level guidance to delegates as well as back to host governments and to represent the Pacific on common issues of importance.

Eight Political Climate Champions were confirmed for COP28, leading on: global stocktake, climate finance, loss and damage, oceans, adaptation, gender, mitigation and just transition. Each Political Champion was supported by a national adviser and a One CROP support lead. The 8 Champions for COP28 were:

- 1. GST:** Hon. Mark Brown, Prime Minister and Minister for Climate Change, Cook Islands
- 2. Climate Finance:** Hon. Siaosi Sovaleni Prime Minister and Minister for Climate Change, Tonga
- 3. Just Transition:** Hon. Seve Paeniu, Minister of Finance and Climate Change, Tuvalu
- 4. Loss and Damage:** Hon. Ralph Regenvanu, Minister for Climate Change, Vanuatu
- 5. Adaptation:** Hon. John Silk, Minister of Natural Resources and Commerce, Republic of the Marshall Islands
- 6. Oceans:** Hon. Sitiveni Rabuka, Prime Minister and Minister for Climate Change, Republic of Fiji
- 7. Gender and Social Inclusion:** Hon. Mona Ainuu, Minister of Natural Resources, Niue
- 8. Mitigation:** Hon. Toeolesulusulu Cedric Schuster Minister of Natural Resources and Environment.

A briefing was held for the Champions at the onset of the COP and one pager high level summaries of their respective thematic priorities were provided. Support was also provided on communications and visibility, side events, bilateral meetings and the negotiations.

The Champions amplified the voice of PSIDS at the political level in Dubai and were actively engaged in pushing strongly for PSIDS priorities to be reflected, particularly in the last few days where the COP28 outcomes were finalised. Under the leadership of AOSIS Chair Samoa, they also worked closely with their AOSIS counterparts to ensure broader SIDS interests were advocated for.

5. One CROP Support at COP28

5.1. PSIDS Thematic Support

TABLE 3. PSIDS Thematic Priorities, Coordinators and OneCROP Support

PSIDS THEMATIC PRIORITIES	PSIDS COORDINATOR	ONE CROP LEAD	ONE CROP SUPPORT
Loss and Damage	Dan Lund (Fiji) and Linda Siegele (Cook Islands)	SPREP	SPREP
Mitigation	Toiata Uili (Samoa)	SPREP	SPC
Adaptation	Chanel Iroi (Solomon Islands)	SPREP	SPREP
Article 6	Ruel Yamuna (PNG)	SPREP	
Gender	Eunice Dus (PNG)	SPREP, PIFS	PIDP, SPC
Periodic Review, Research and Science	Bipen Prakash (Fiji)	SPREP	SPREP
Technology and Capacity Building	Zoe Ayong Mahe (Vanuatu)	SPREP	PIDP
Transparency	Leanna Williams (Vanuatu)	SPREP	SPREP
Global Stocktake	Florence Iautu (Vanuatu)	SPREP	SPC
Climate Finance	Wayne King (Cook Islands)	PIFS	SPREP, SPC
Oceans	Talei Cavu (Fiji)	SPC	SPREP
Agriculture	Dr Tekini Nakidakida (Fiji)	SPC	
Just Transition	Antony Garae (Vanuatu)	SPREP	SPC

5.2. PSIDS Coordination

To ensure the objectives of the Pacific strategy and key Pacific priorities were advanced, OneCROP provided coordinating support to Pacific Champions and PSIDS Ministers and negotiators throughout COP28. This coordination involved:

- 2 PSIDS Ministerial briefings
- 6 PSIDS coordination meetings (every second day) for lead negotiators to provide thematic updates to the wider group
- Thematic group coordination
- Policy and logistical support to 8 Pacific Champions
- Regular bilateral meetings
- Briefings and updates to inform interventions
- Assistance with coordination amongst PSIDS on the thematic priorities when they participated in coordination meetings and discussions as members of networks, partnerships, alliances and governance bodies under the UNFCCC, such as:
 - AOSIS
 - LDC
 - G77 & China
 - High Ambition Coalition

Under the leadership of SPREP as Chair, the One CROP provided additional support, including:

- Booking and confirming dates and other arrangements in consultation with the PSIDS Chair for the wider PSIDS coordination meetings
- Coordinating in collaboration with relevant PSIDS coordinators – WhatsApp contact groups for each PSIDS thematic priority
- Coordinating in consultation with PSIDS Chair – bilateral meetings between donor countries and development partners and PSIDS Heads of Delegation and high-level meetings with Pacific Leaders and Political Champions, including high level bilateral meetings with New Zealand and Australia and Ministerial meetings with the UN Secretary General.

6. COP28 Outcomes and Implications for PSIDS

6.1. Summary overview of COP28 outcomes and outlook to COP29

The UAE Consensus of COP28 was just ambitious enough to ensure continued buy-in for the multilateral process to address climate change. The combination of an early decision on operationalising the loss and damage fund, with over USD700 million in pledged financing, and a GST decision that broke new ground with the inclusion of specific sectors for mitigation action has provided an adequate basis for SIDS to continue the push for limiting warming to within 1.5°C. These achievements helped to balance the major procedural faux pas throughout the COP, the breakdown of the discussions on Article 6, and the lack of substantive and meaningful outcomes on climate finance.

The UAE Consensus is a necessary and 'good enough' outcome but certainly not the diplomatic success that the UAE messaging implies. Similar to the Glasgow Climate Pact, that broke new ground in many areas but that was followed by a stalling and in some cases reversal of ambition, the success of COP28 can only really be measured by the follow up and implementation that takes place over the next two years. In this instance, an additional hurdle also needs to be crossed to close the many loopholes that were built into the decisions, such as the global stocktake, in order to secure the buy-in of conflicting interests.

As attention turns to COP30 in Brazil in 2025 – a critical turning point in this decade for keeping the 1.5°C threshold within reach – the case for urgency in ambition and implementation is more imperative than ever. The outcome at COP29 will be crucial for ensuring that the financial resources to support accelerated implementation, and give confidence for the needed ambition, will be in place out to 2030.

The Presidency Troika that is now established between the UAE, Azerbaijan and Brazil provides some hope for the difficult road ahead. With Brazil also hosting the G20 in 2024, they are positioned to have an outsized influence over climate discussions both within and outside of the UN Climate Process over the next two years. Brazil's firm support for the 1.5°C threshold offers an opportunity to SIDS to build a close alliance with the current administration on the basis of ensuring that COP30 is a success.

COP29 will be convened in Baku, Azerbaijan from 11–22 November, 2024.

6.2. Global Stocktake (GST)

Pathway to COP28 on GST

Heading into COP28, PSIDS priorities on the GST focused on the following:

- Securing recognition of the special circumstances of SIDS
- Ensuring that the best available science was clearly referenced in the outcome including IPCC 1.5°C pathways for NDC alignment
- Securing a political declaration as an element of the GST outcome
- Ensuring that the technical assessment phase outputs would be referenced in the outcome including in the form of a technical annex
- Ensuring a follow up process for NDC development and capacity building for the design of NDCs
- Securing a commitment to peaking before 2025 as part of the GST outcome
- Securing agreement on a process for the development of metrics to report on NDCs and to facilitate access to the Loss and Damage fund for SIDS
- Aligning high ambition mitigation outcomes on renewable energy, energy efficiency and the phase out of fossil fuels
- Ensuring that there was a process in place for following up on the Glasgow commitment to double adaptation financing.

In addition to these priorities, SIDS also supported the G77 and China proposals for the establishment of a technology implementation programme and a capacity building fund.

The final decision on the GST represents a mixed bag of outcomes – some falling below the level of ambition set by PSIDS and others that are well-aligned. Ultimately the GST outcome reflects a delicate compromise and straddles starkly competing interests. Its success in keeping 1.5°C within reach will be determined by the extent to which it is faithfully implemented in a manner that secures adequate financing to support implementation and that closes the loopholes that exist in the context of the mitigation outcomes contained therein.

Key outcomes at COP28 on GST

Specific thematic outcomes from the GST pertaining to Mitigation, Adaptation, Finance and Loss and Damage are addressed in the sections that follow. This section will focus on GST outcomes in relation to NDCs and transparency as cross-cutting and related areas.

NDCs

The GST outcome on NDCs was extremely positive for PSIDS. The key outcomes are as follows:

- Parties are requested to revisit and strengthen 2030 targets **by the end of 2024** – this is in keeping with the calls made in Glasgow and reiterated in Sharm el-Sheikh.
- Parties are encouraged to come forward with **ambitious, economy-wide** emission reduction targets, covering **all greenhouse gases, sectors and categories** and **aligned with limiting global warming to 1.5C**, as informed by the **latest science**, in the light of different national circumstances.
- Parties are also encouraged to align their NDCs with long-term low GHG emission reduction strategies and to communicate or update such strategies by COP29 in November 2024.

Transparency

Parties first biennial transparency reports (BTRs) are due before the end of 2024. These reports will play a major role in informing the next global stocktake. This is acknowledged in the outcome of this first GST that also goes on to reference the importance of the provision of support in a timely, adequate and predictable manner to developing country Parties for implementing the enhanced transparency framework and urges parties to make the necessary preparations for the timely submission of the first BTRs.

Mandated work on GST

A substantial follow up process has been agreed to track implementation of the outcome of the first GST. Aside from the substantive obligations on Parties in the areas of Mitigation, Adaptation, Loss and Damage Finance, Parties must also respond to the call for submissions by **1 March 2024** on *experiences and lessons learnt from the conduct of the first GST* with a view to refining the relevant procedural and logistical elements of the GST process. Additionally, four modalities have been established for follow up on the GST outcome:

- An annual global stocktake dialogue to share knowledge on how outcomes of the GST are informing NDCs, starting in June 2024 – this creates important follow-up and links the GST outcome with delivery of new NDCs by early 2025.
- A UNSG special event to present NDCs.
- A “Road map to Mission 1.5” (Brazil proposal) to enhance international cooperation and stimulate ambition in the next round of NDCs. This has the potential to provide some accountability for the energy package in particular, but it remains unclear what this will look like.
- An annual dialogue to take place from 2024 to 2028 on implementing the global stocktake outcomes on climate finance.

Modalities were also agreed in areas identified for further work in the context of the GST outcome as follows:

- Calls to the IPCC to align its reporting cycles to be able to contribute to future global stocktakes.
- Calls to the scientific community to address knowledge gaps on adaptation, climate change impacts including for monitoring and progress and in order to inform the second global stocktake.
- The establishment of an expert dialogue on mountains and climate change at the 60th session of the subsidiary bodies in June 2024.
- The establishment of an expert dialogue on children and climate change to discuss the disproportionate impact of climate change on children and relevant policy solutions in this regard.

Implications for PSIDS on GST

National Level

Although the special circumstances and capacity constraints of SIDS and LDCs have been recognised in the context of the GST decision, as parties to the Paris Agreement there is still an expectation that SIDS and LDCs will respond to the GST outcome by updating 2030 targets and submitting new enhanced NDCs aligned with 1.5°C and long-term low greenhouse gas emission strategies.

For PSIDS this work will be heavily reliant on the availability of the relevant financial, technical and capacity building support in a timely manner in line with the timeframes that are referenced in the GST and previous decisions.

PSIDS should also be considering arrangements for preparing to engage in the second GST which will already be underway in 2026. The availability of data from SIDS regions for the first global stocktake was limited – also in part due to the lack of availability of information from the Biennial Transparency Reports and limited SIDS engagement with Biennial Update Reports. Preparation and capacity building to submit these reports should therefore be a high priority for PSIDS throughout 2024 as a means of addressing gaps for the second Global Stocktake.

International Level

PSIDS should consider how to:

- Ensure that there is appropriate follow up and implementation of GST outcomes. Building alliances across the various thematic issues will be key. Engagement with Brazil will be important to influence and shape the 'Mission 1.5' programme.
- Push for countries to close loopholes contained in the decision itself and focus national actions on initiatives that are 1.5°C aligned
- Push for improvements to the GST process in order to set up a more successful outcome for GST 2. Some recommendations in this line could include:
 - Better use of the technical assessment phase with an outcome that is actually considered during the political phase of discussions and translated into a technical annex
 - A more focused consideration of synthesis reports during the technical assessment phase
 - A strengthened mandate for the joint contact group with additional time for working intersessionally
 - More structured approach to regional meetings and other regional level opportunities to contribute to the GST
 - Clarification of the mandate to the high-level committee and improved structuring for the high-level consideration of outputs for the GST.

6.3. Mitigation

Pathway to COP28 on mitigation

Mitigation remained as a key priority in the negotiations during 2023 and at COP28. The IPCC's Sixth Assessment Cycle (AR6) Synthesis Report released in March gave added focus to the urgency of accelerating climate action in each remaining year of this decade if we are to limit warming to 1.5°C. This reinforced the strong recognition of science and urgency from COP26 (Glasgow Climate Pact) and COP27 (Sharm el-Sheikh Implementation Plan). Despite this, politically there was a muted response and lack of momentum during 2023, with very few G20 or other countries stepping up ambition of NDC 2030 targets and persistent divergences on how to frame an outcome at COP28 that progresses the phasing-out of fossil fuels.

Going into COP28, key asks from PSIDS centred around the **GST delivering a forward-looking outcome on mitigation** which outlines solutions to closing the ambition and implementation gaps to 1.5°C. This included calls for COP28 to deliver agreement on peaking of global emissions before 2025, and the commitment to align current and new NDCs with 1.5°C pathways. PSIDS, in particular, called for a strengthened commitment to phase out fossil fuels and end fossil fuel subsidies to be prominent elements of the GST outcome. PSIDS supported the commitments to tripling renewable energy capacity and doubling energy efficiency investment by 2030. They also emphasised the importance of an actionable and accessible support package including finance, technology transfer and capacity building support.

The sole mitigation-only agenda item at COP28 (on the SB59 and CMA agendas) was the **“Sharm el-Sheikh mitigation ambition and implementation work programme referred to in decision 4/CMA.4” (MWP)**. Decision 4/CMA.4 at COP27 laid out the design of the MWP with at least two global dialogues and investment-focused events annually, through to at least 2026 (CMA.8), with a decision then to be taken on its continuation.

Before the June SB59 session in Bonn, the SB Chairs appointed two co-chairs – Amr Osama Abdel-Aziz (Egypt) and Lola Vallejo (France) – to lead the MWP for 2023-2024. The co-chairs selected the topics for 2023 to focus on accelerating just energy transition. The first Global Dialogue on **accelerating the just energy transition** was held on 3-4 June, followed by the Investment Focused Event on 5 June. The Report on the first Global Dialogue was released on 21 September. The second Global Dialogue addressed the theme of accelerating just energy transition in **transport systems** and was held on 15-16 October, followed by the second Investment Focused Event on 17 October. The Report on the second Global Dialogue was released on 16 November. The Annual Report on the global dialogues under the MWP is available [here](#).

The MWP had a contentious and modest first year, with disagreement through the Bonn SB59 session on its inclusion in the agendas (it was ultimately not included). Parties expressed concerns about the modalities for the global dialogues and investment focused events (e.g. late release of agendas and reports, closer links needed between global dialogues and investment-focused events, broader participation of experts). Negotiating groups also expressed divergent views on the elements of the MWP decision text, with some groups (e.g. AOSIS, LDCs, EU, EIG, US) wanting the decision to detail actionable solutions and draw examples from the global dialogues report, and others (e.g. LMDCs, Arab Group) stressing the facilitative nature of the MWP, with the focus being on sharing experiences, and documenting process improvements. There were also divergent views on the decision referencing follow-up on mitigation aspects of the GST outcome, with AOSIS supportive of including such a link.

Key outcomes at COP28 on mitigation

Sharm el-Sheikh mitigation ambition and implementation work programme (MWP)

The MWP decision that emerged under the UAE Consensus package is largely procedural, doesn't contain any substance on actionable solutions and fails to include an explicit link to the GST outcome. The decision includes elements that:

- Welcomes the focused exchange of views, information and ideas among participants during the global dialogues and investment-focused events on the topic of accelerating the just energy transitions, including in transport systems
- Notes the key findings, opportunities, barriers and actionable solutions summarised in the annual report of the MWP, with the decision simply listing issues (renewable energy, grid and energy storage, carbon dioxide capture and use etc) rather than going into substance
- Sets out arrangements for submissions by Parties and the decision by the MWP Co-chairs on the topics to be discussed at global dialogues in 2024, and arrangements for providing inputs on the selected topics and the organisation of the global dialogues and investment-focused events
- Repeats that other in-person or hybrid dialogues may be held each year in conjunction with existing events, such as the regional climate weeks, and
- Agrees to include information on the investment focused events in the report on each of the global dialogues, and to include the MWP as an SB agenda item starting at SB60 in June.

Global Stocktake

The **continued feasibility of limiting warming to 1.5°C** is at the centre of the GST decision (1/CMA.5). There is explicit recognition that this requires deep, rapid and sustained reductions in global emissions of 43% by 2030 and 60% by 2035 from 2019 levels. This sets the stage and heightens expectations for strengthened 2030 NDCs, and for all new NDCs due by early 2025, to be 1.5°C aligned. The shift outlined in the agreement towards economy-wide NDCs, covering all gases and sectors, is also good progress.

Highlighted in paragraph 26 is the **2025 deadline to peak global emissions**, something that was clearly communicated by the IPCC in its latest cycle of reports. In analysis released just ahead of COP28, Climate Analytics found that global greenhouse gas emissions could peak this year if the acceleration in solar, wind and electric vehicle deployment continues. When combined with accelerated reductions in methane emissions, the likelihood of emissions beginning a structural decline in 2024 is even higher.

The Mitigation section of the GST decision (1/CMA.5, paragraphs 18-42) includes what was referred to in Dubai as the **“energy package”**. This centres around paragraph 28, which first recognises the need for “deep, rapid and sustained reductions in greenhouse gas emissions in line with 1.5°C pathways”. In doing so, it sets 1.5°C as the benchmark for action. It then calls on Parties to contribute to global efforts including:

- tripling renewable energy capacity globally and doubling the global average annual rate of energy efficiency improvements by 2030
- “transitioning away from fossil fuels in energy systems”...“accelerating action in this critical decade”
- accelerating action on non-CO₂ emissions, and methane in particular, but with no quantified targets (an earlier version of the text contained targets for a more than 30% reduction in methane by 2030, and 45% by 2035)
- phasing out inefficient fossil fuels subsidies that do not address energy poverty or just transitions, as soon as possible.

Having such a suite of measures focused on the energy sector, and the reference to all fossil fuels (not just coal) in the text, is unprecedented for a decision from a COP. However, the text is a **significantly compromised outcome** – it contains mixed messages and loopholes that if acted upon could take us backwards and risk seeing 1.5°C slip away. For example:

- the text’s endorsement of technologies such as carbon capture and storage which the IPCC and IEA tell us will have a negligible role to play particularly in this critical decade
- the focus on “energy systems” which excludes emissions intensive processes involving fossil fuels in industry sectors (e.g. chemicals, steel, fertiliser production)
- the recognition in paragraph 29 that transitional fuels can play a role in facilitating the energy transition – when we know from the International Energy Agency that there is no room for expansion of gas as a transition fuel – rather it is the opposite, and
- the qualified language that could risk delivery on a fossil fuel subsidy phase out.

Mandated work on mitigation

The **Sharm el-Sheikh mitigation ambition and implementation work programme (MWP)** will run for its second year in 2024, with the convening of two global dialogues (GDs) and adjoining investment-focused events (IFEs). The MWP will also be on the SB60 agenda in Bonn.

The topics, locations and dates for the GDs and IFEs have not yet been announced. Parties, observers and other non-Party stakeholders were encouraged to submit by 1 February 2024 suggested topics for the GDs in 2024. AOSIS made a submission on 31 January which suggests that the MWP in 2024 should help Parties to implement the mitigation elements of the GST outcome and continue to focus on the energy sector, as one of the sectors with the greatest mitigation potential in the short-term. The MWP Co-chairs will consider submissions in making their selection of topics, to be announced by 1 March.

Implications for PSIDS on mitigation

The response by Parties in 2024 to the **mitigation elements of the GST outcome** will be critical to keeping 1.5°C within reach. The interpretation and implementation of the GST “energy package” (1/CMA.5, paragraphs 28-29) will be particularly important in this regard. There is a high risk that some Parties will seize upon the mixed messages and loopholes in these paragraphs to justify further expansion of fossil fuels, and to push technologies (e.g. CCS) that science tells us will have a negligible role in this critical decade. Championing the importance of new NDCs containing targets that are 1.5°C aligned, backed up with updated 2030 targets that create a credible path to achieve the new NDCs will also be a key area of focus this year. The new NDCs are due 9-12 months before COP29, which means between November 2024-February 2025 (see 1/CMA.5, paragraph 166).

It will be important for PSIDS to be engaged, vocal and forward-leaning from early in the year to help set the narrative for ambition and implementation in these areas of the GST outcome. This will be relevant domestically, regionally and internationally. Climate Analytics provided its initial perspectives on these aspects of the GST outcome in a blog released shortly after COP28: “The only GST that matters for 1.5°C”: key takeaways from the first global stocktake at COP28.

On the **MWP**, there is also an opportunity for PSIDS to demonstrate strong engagement through 2024 in the GDs and IFEs. This will be important for the credibility, direction and contribution of the MWP, including in its role as a contributor to GST implementation.

6.4. Finance

Pathway to COP28 on finance

After COP27 in Sharm El Sheikh, several elements were piling-up and contributing to a challenging context for the COP28 finance discussions in Dubai:

- The US\$100 billion goal per year by 2020 remained only partially delivered. The UNEP reported a growing gap in finance for adaptation, and OECD figures for 2021 showed a decrease in adaptation finance.
- Work during 2023 under the Global Stock Take (GST) already reflected the finance gap between the amount of climate finance being provided and mobilised and the resources needed to implement Parties' climate plans and deliver the long-term goals of the Paris Agreement.
- Work during 2023 on the *New Collective Qualitative Goal (NCQG)* and the *Sharm El Sheikh Dialogue on Article 2.1.c* showed the diverging views between developed and developing countries regarding the role of public and private actors in delivering climate finance.
- Parties were expecting reports by the Standing Committee on Finance on key finance topics, including on the definition of climate finance, doubling adaptation finance by 2025 and the implementation of Article 2.1.c of the Paris Agreement.

Key priorities for COP28

- **New Collective Quantified Goal (NCQG):** Should capture technical progress made during 2023. The new goal must: (i) be significantly higher than the floor of US\$100 billion/year, considering evidence and the needs of developing countries; (ii) prioritise grants over loans; and (iii) cover mitigation, adaptation and loss and damage.
- **Article 2.1.c:** Topic needs further informal deliberations. Consider a possible mandate for further work under the Sharm el-Sheikh Dialogue.
- **Adaptation finance:** The target to double adaptation finance by 2025 from 2019 levels is not enough to address the needs and should be scaled-up. More clarity is needed regarding this target and how it will be delivered (e.g. baseline, scope, instruments).
- **Climate Finance definition:** There is a need to have in place a clear and common operational definition of climate finance. Work from the SCF should be linked to enhanced monitoring and reporting of the NCQG.

Key outcomes at COP28 on finance

As expected, climate finance was a contentious cross-cutting issue during COP28 negotiations. A busy COP28 finance agenda meant a schedule with several items per day, stretching delegates' capacities to review in-session documents and reducing time available to engage in more detailed deliberations.

- **Outcome of first Global Stocktake (GST):** The decision of the first GST at COP28 was critical to assess progress and ratchet up climate ambition and action before the end of the decade. On climate finance, among other issues, it recognises and highlights the growing gaps between the needs of the developing countries, and the support provided and mobilised to implement NDCs and NAPs, and that such needs are estimated at USD 5.8-5.9 trillions for the pre-2030 period, adaptation finance needs at USD 215-387 billion annually up until 2030, and USD 4.3 trillion per year needs in clean energy up until 2030. While there is no clear decision to address these growing gaps, paragraph 94 recognises the scale and elements of the NCQG to take into account the needs of the developing countries. The NCQG discussion must take into account the needs of the developing countries to ratchet up climate ambition and action.
- **New Collective Quantified Goal (NCQG):** Deliberations on the NCQG did not include as much substance as expected, with Parties preferring to focus on setting an updated working modality for 2024 that should allow delegates to advance a draft negotiating text ahead of COP29.
- **USD 100 billion goal:** Under the Long-Term Finance agenda item, a key issue was the assessment of progress in the delivery of the \$100 billion goal, particularly if it would be appropriate to include projections to assess progress. Among other issues were climate finance definition, accounting methodology, and quality of finance. While developing countries sought to see language around issues on quality of finance, access and transparency, developed countries preferred to balance this with positive text where progress had been made. The COP decision on LTF was adopted, *noting with deep regret* that the USD 100 billion has not been met, and *welcoming* ongoing efforts of the developed country Parties to achieve it. Parties took note of the proposed outline for the second report of the SCF on progress towards the USD 100 billion goal, and look forward to deliberations on the report at COP29 (2024).
- **Definition of climate finance:** Parties considered the SCF report on clustering types of definitions of climate finance, however there was no decision taken on adopting an updated definition of climate finance at this stage.
- **Implementation of Article 2.1.c:** The issue of how to make finance flows consistent with the goals of the Paris Agreement was present across several agenda items, mainly in GST and SCF items. Developed countries continued to push for an agenda item or work programme on this matter. Eventually, Parties agreed to extend and continue work under the Sharm el-Sheikh Dialogue.
- **Adaptation finance:** references acknowledging the finance gap for adaptation and the need to scale up resources were included in several items, including the GST and work programme on the Global Goal on Adaptation. Parties considered the report prepared by the SCF on the doubling of the collective provision of climate finance for adaptation to developing country Parties from 2019 levels by 2025. However, the SCF outcome does not include new action on this topic. The GST outcome recognises that adaptation finance will have to be significantly scaled up beyond the doubling.

- **Reform to the financial architecture:** as part of the GST outcome, Parties underscored the importance of reforming the multilateral financial architecture, calling shareholders of multilateral development banks to continue to significantly scale up the provision of climate finance, in particular through grants and concessional instruments. The GST also emphasised the role of financial actors to ensuring or enhancing access to climate finance and the establishment of new and innovative sources of finance, including taxation.
- **Role of the CMA in considering work under the climate finance agenda:** There was no progress on mandated work on the *Second review of the functions of the SCF* and the *Seventh Review of the Financial Mechanism*. Some Parties believe that deliberations under these items should have a dedicated decision under the CMA and not only the COP.

Pledges and announcements

- Nineteen contributors pledged a total of US\$792 million as initial capital to the loss and damage fund.
- Pledges to the LDCF reached US\$ 144.4 million, and US\$34.9 to the SCCF.
- Six additional countries announced their pledges to the GCF, increasing the total amount of the second replenishment to US\$ 12.8 billion (including a US\$ 3 billion pledge by the USA).
- Pledges to the Adaptation Fund reached US\$ 187.74 million by the end of 2023 (below the mobilisation target of \$ 300 million).

Mandated work on finance

- **From Global Stocktake (GST):** paragraph 97, in the finance section of the GST decision text, establishes the “*XX dialogue on implementing the global stocktake outcomes*”, and requests the SBI to develop the modalities for the work programme at SBI60 (June 2024) for consideration by the CMA6. It is not clear whether this work pertains only to climate finance or include other elements of GST.
- **New Collective Quantified Goal (NCQG):** The resulting CMA decision on NCQG provides procedural guidance, *requesting* the continuation of the current Co-chairs and the development of a 2024 workplan that allows in-depth technical discussions on the elements of the new goal. Further, requested the co-chairs to conduct at least three meetings of the Ad Hoc Work Programme (AWP) back-to-back with the technical expert dialogues (TED) to enable Parties to engage in developing the “substantive framework” for a draft negotiating text in CMA6. Parties and non-Parties are invited to make submissions on the 2024 workplan and on each of the TEDs/AWP meetings.

Regarding political guidance, decides to convene the 2024 high-level ministerial dialogue on the NCQG on climate finance well before the CMA6. Also emphasises the need for effective, inclusive and meaningful political engagement during 2024, outside the Ministerial Dialogue.

- **USD 100 billion goal:** There were no new mandates under the Long-Term Finance (LTF) agenda item. Nevertheless, according to the LTF decision from COP27, the SCF should deliver by COP29 its next biennial report on progress towards achieving the \$100 billion goal. A High-Level Ministerial Dialogue on the delivery of the \$100 billion goal should take place in COP29.

- **Definition of climate finance:** The COP SCF decision requests the SCF *to prepare a report on common practices regarding climate finance definitions, reporting and accounting methods among Parties and climate finance providers*, for consideration by COP29. The decision also requests the SCF to consider updating, in the context of its sixth Biennial Assessment and Overview of Climate Finance Flows (2024), its operational definition of climate finance, building on the non-exhaustive list of potential options identified in the executive summary of its 2023 report on clustering definitions of climate finance.
- **Implementation of Article 2.1.c:** Parties agreed through the CMA decision to continue and strengthen the *Sharm el-Sheikh dialogue*, organising at least two workshops per year, and by CMA7 (2025) deciding on a way forward on this matter. Parties and Non-Parties will be invited to make submissions ahead of each workshop.
- **Adaptation finance:** the GST decision *urges* developed country Parties to prepare a report on the doubling. As part of the GST outcome, the CMA also decided to convene a *high-level ministerial dialogue at CMA6 on the urgent need to scale up adaptation finance*.
- **Green Climate Fund (GCF) and Global Environment Facility (GEF):** Parties are invited to make submissions on elements of guidance for GCF and GEF, for consideration by COP29.

Implications for PSIDS on finance

Finance negotiations in 2024 will be at the core of COP29 and CMA6. A busy agenda is being planned for 2024 that will demand dedication from delegations, including for further developing positions, preparing submissions and attending technical workshops.

A key deliverable for COP29 will be a decision on the NCQG. Work on this subject will be complex both at technical and political levels, with several elements linked to other items under negotiations, for example the Loss and Damage Fund and the implementation of the Global Goal on Adaptation work programme.

In this regard, PSIDS should seek to engage during 2024 to discuss and promote their priorities on finance, considering with attention the relevant linkages with the broader negotiation agenda.

PSIDS climate teams could further strengthen political engagement, working with their national authorities in advance of COP29, looking for opportunities to deliver their messages at relevant international fora.

6.5. Adaptation

Pathway to COP28 on adaptation

The **Global Goal on Adaptation (GGA)** emerged as a primary focus in the adaptation agenda leading up to COP28. Following the launch of the Glasgow Sharm-el-Sheikh (GlaSS) work programme at COP26/CMA3 in 2021, COP28 marked the culmination of a two-year effort aimed at comprehending, conceptualising, and working towards achieving the GGA. At COP27, SIDS advocated for and successfully secured agreement on the development of a framework for the GGA. This framework, shaped during the final year of the GlaSS work programme, was refined through the series of workshops held in 2023.

The key priority for SIDS on the GGA at COP28 was the agreement on a framework with high-level targets, organised around thematic areas such as water, food security, health, ecosystems, and infrastructure, within the iterative adaptation cycle, without adding additional burdens for SIDS. By basing the framework on thematic areas, it ensures it is universally applicable while also addressing the unique adaptation needs and priorities of all countries.

Additional priorities were the integration of Means of Implementation (MoI), including finance, technology transfer, and capacity-building, into the framework and its implementation, the integration of the GGA framework into future Global Stocktakes, and a clear process to develop or identify indicators for the agreed targets.

In the United Nations Environment Program's (UNEP) Adaptation Gap Report 2023, it was estimated that the adaptation finance needs of developing countries are up to 18 times higher than current flows of public finance from developed countries. This finance gap was a focus going into COP28, with a new finance agenda item attempted to be introduced on doubling adaptation finance.

Limited progress was made on **National Adaptation Plans (NAPs)** at COP27, with the decision failing to address the finance gap hindering the implementation of NAPs for capacity-constrained SIDS and LDCs. At SB58, some groups successfully advocated for NAPs to be included as an agenda item, however no draft text was developed for consideration at SB59/CMA5.

The annual report of the Adaptation Committee (AC) was published in October 2023 highlighting its contributions on the establishment and implementation of the two-year Glasgow–Sharm el-Sheikh Work Programme through a technical working group and on the identification of gaps and needs in the formulation and implementation of NAPs, including support for NAPs. The report and review of the AC was on the agenda at COP28.

Key outcomes at COP28 on adaptation

Matters related to the Glasgow-Sharm el-Sheikh work programme on the Global Goal on Adaptation – SBSTA Item 3(a) / SBI Item 12(a) / CMA Item 8(a)

The significant outcome of the COP28 decision on the GGA was the adoption of **the UAE Framework for Global Climate Resilience**. The Framework represents a major step forward for the GGA, establishing thematic/outcome and process-oriented targets, as well as laying out next steps for the work.

The road to reach agreement on the GGA framework was not smooth, however, with only a procedural conclusion at the end of the first week of negotiations meaning no text was forwarded from the SBI 59 and SBSTA 59 to the CMA5. A key sticking point from the technical-level negotiations was the scope of the targets, with little agreement on whether to include thematic areas such as food, water and ecosystems or only process targets relating to the Adaptation Policy Cycle such as development and implementation of NAPs. Additionally, there was no consensus on the level of ambition, with some groups pushing for ‘stretch targets’ of 100% or universal access to climate-secured food and water, and other groups pushing to avoid quantified goals. Additional areas of disagreement were whether to include reference to MoI in the framework, to close the adaptation gap; and how to reflect the principles of the Paris Agreement including the principle of common but differentiated responsibilities and respective capabilities (CBDR-RC), and the special circumstances of SIDS and LDCs.

The Presidency developed a text proposal based on consultations between the SB Chairs, GGA Ministerial pairs, Australia and Chile, and the groups of parties. The final text was adopted as part of the ‘UAE Consensus’ package. Crucially, the Framework establishes both outcome and process targets, responding to the needs expressed by SIDS to monitor on-the-ground experiences and progress of adaptation.

The key outcomes of the GGA Framework decision include:

- Seven outcome-oriented targets in key thematic areas of water/sanitation, food, health, ecosystems/biodiversity, infrastructure/human settlements, poverty and livelihoods, and cultural heritage
- Four process-oriented targets based on the adaptation policy cycle including impact, vulnerability and risk assessment; adaptation planning; implementation and Monitoring Evaluation and Learning (MEL)
- Means of Implementation was referenced in the decision, including recognition of special circumstances of SIDS and LDCs in sections on Finance and Technology Transfer and urgency for developed countries and other parties to mobilise support towards developing countries’ implementation of the GGA framework, and
- Established a 2-year work programme to develop indicators to start in 2024.

Report and review of the Adaptation Committee – SBSTA Item 3(b)/SBI Item 12(b)/CMA Item 8(b).

The negotiations on the report and review of the Adaptation Committee (AC) progressed slowly over the course of the two weeks. Initially, parties agreed on some elements including the limited engagement between the AC and the IPCC’s Working Group II (Vulnerability, Adaptation and Impacts). However, there was divergence between developed and developing country parties on whether the AC should report only to the COP or also to the CMA. In the end, no agreement was reached, and the unresolved agenda item will be forwarded to SB 60 for further negotiations.

National Adaptation Plans – SBI Item 12(c).

The co-facilitators developed a draft text including information on the progress, challenges, gaps and needs in relation to the formulation of, and implementation of, NAPs. Parties did not come to agreement on the NAPs text. For developing country parties, the swift scaling up of finance, technology, and capacity-building support for adaptation implementation was crucial. Developed country parties preferred to consider such discussion in the Means of Implementation negotiations. The agenda item was also pushed for consideration at SB 60.

Mandated work on adaptation

GGA – The GGA decision text directed the SBSTA and SBI to initiate discussions on a range of issues, commencing at the SB60 sessions in June 2024, with an expectation to provide recommendations on the above at COP30 in 2025. The areas for consideration include:

- a. Knowledge exchange to enable implementation of the GGA Framework, including the targets
- b. Identifying potential inputs to future GSTs, including information needed to measure progress toward the GGA
- c. Enhanced understanding of risks and impacts at various temperature thresholds in different regions
- d. Working with the IPCC to develop indicators, metrics and methodologies, and also identifying adaptation capacity gaps, challenges and the needs of developing countries, and
- e. Development of a terms of reference to review the Framework, including a timeframe for review.

The decision also launched the two-year **UAE – Belém work programme** to identify, and if necessary, develop indicators to measure the targets. Parties and observers are invited to submit views on the proposed work programme by **March 2024**, including the work programme modalities such as the organisation of work, timelines, inputs, outputs and involvement of stakeholders. The Secretariat will synthesise the submissions by May 2024.

Implications for PSIDS on adaptation

The outcomes of COP28 on adaptation, particularly the adoption of the **UAE Framework for Global Climate Resilience**, mark significant progress. The Framework does reflect key priorities of PSIDS, including outcome-based targets, process-related targets, means of implementation, and recognition of the special circumstances of LDCs and SIDS. This is the result of strong and sustained engagement from SIDS during the GlASS work programme, negotiation sessions and other intersessional work.

Continued close engagement in the new **UAE – Belem work programme** on indicator development will be critical to ensure the targets can be applied and measured appropriately in the wide variety of national contexts. Ensuring the targets and indicators do not disadvantage SIDS will be a continuing priority. Prioritising engagement with submissions, such as the March 2024 submission on the UAE-Belem work programme, will ensure PSIDS perspectives are included in the process.

The hampered negotiations on the report and review of the Adaptation Committee and NAPs may signal an ongoing trend of adaptation agenda items being ‘held hostage’ to other agenda items by some parties and groups. PSIDS should continue their efforts to keep important agenda items on track.

Finally, the **relationship between the adaptation and finance agenda items** will be critically important in 2024 given that the discussions on the New Collective Quantified Goal expected to be finalised at COP29. Ensuring adequate financing for the development and implementation of NAPs, the implementation of the GGA Framework and closing the adaptation finance gap will all be important areas to consider for SIDS. In this context it is important to note the follow up work on adaptation finance designated in the GST outcome with the convening of a Ministerial Dialogue at COP29 to address the urgent need to scale up adaptation financing, taking into account the adaptation related outcomes of the GST.

A comprehensive understanding of costs and future adaptation needs in specific countries and regions will help advance these discussions and support the push from PSIDS to raise the profile of adaptation.



6.6. Loss and Damage

Pathway to COP28 on loss and damage

After the establishment of a loss and damage fund (LDF) at COP27, a Transitional Committee worked through 2023 to lay out the broad contours of the Fund, including on issues related to the institutional setup of the fund, and its eligibility, access and allocation, sources of financing, the mix of financial instruments under question, as well as defining the elements of the new funding arrangements. Due to the vast mandate of the work and politically complex nature of these discussions, overarching recommendations were set out by the Transitional Committee with the intention to pass down detailed discussions to the Loss and Damage Fund Board to work out after COP28. SIDS, with two seats in the transitional committee, coordinated and negotiated alongside other members of G77 and China, for a responsive fund that addressed the ongoing impacts from slow onset and ex-post impacts of extreme weather events, including recovery, reconstruction, and rehabilitation. The draft recommendations from the transitional committee were forwarded to the COP and CMA at Dubai for consideration and adoption.

At COP27, Parties had also agreed to operationalise the Santiago Network for Loss and Damage (SNLD). It was decided that the SNLD Secretariat would be hosted outside the UNFCCC and that Parties would agree on the host at SB58 with conclusion of the selection process at COP28. There was also agreement that an Advisory Board, which would ensure accountability of the SNLD Secretariat to the UNFCCC, would be nominated at COP28 to oversee the establishment and operations of the SNLD Secretariat. At SB58, Parties considered two options for hosting of the SNLD Secretariat: the Caribbean Development Bank (CDB) consortium and the joint proposal from United Nations Office for Disaster Risk Reduction (UNDRR) and United Nations Office for Project Services (UNOPS). At SB58, no consensus could be reached on either of these options, and considerations were postponed to SB59 in December 2023.

Key outcomes at COP28 on loss and damage

In a historic first, the Transitional Committee's recommendation was adopted by the COP and CMA at the opening plenary in Dubai. Around \$660 million USD of pledges were also tabled.

The adopted decision included elements of agreement on the Fund, the funding arrangements as well as the governing instrument of the Fund.

The **World Bank was selected as the interim trustee and host of the LDF Secretariat, but with safety nets built in** that would allow Parties to exit this agreement and establish the Fund as a standalone entity if deemed necessary. The decision invites the World Bank to respond to the invitation from the COP and CMA within six months after COP28 and to have all hosting documentation, including the hosting agreement between the LDF Board and the Bank, in place within eight months after COP28. Another condition requires the Fund to undergo independent evaluations every four years to evaluate if the conditions set out in the decision by Parties are being met. In case the World Bank does not accept the invitation, is unable to meet the conditions in its hosting documentation or is deemed to have not performed according to the conditions set out by Parties, the Fund would then be established as a standalone entity after amendments to its governing instrument.

It was decided that the LDF Board would be conferred a legal personality by a host country in order for the Fund to be able to negotiate and enter into contracts with the World Bank. In order to further strengthen the final decision-making authority of the COP and CMA, developing countries also negotiated successfully to establish the **Fund as an operating entity of the Financial Mechanism** under the UNFCCC and Paris Agreement.

The Board is mandated to develop an allocation system that ensures a minimum percentage allocation floor for LDCs and SIDS but with safeguards to ensure that there is no overconcentration of support provided by the Fund to any given country, group of countries or region. The Board is composed of twenty-six Board members with 12 seats for developed country parties and 14 seats for developing countries including **2 seats each for LDCs and SIDS**.

The decision **enables the LDF to receive funds from a wide range of sources**. The decision also “urge(d) developed country Parties to continue to provide support and encourage other Parties to provide, or continue to provide support, on a voluntary basis, for activities to address loss and damage.” The interpretation of this text remains contentious with G77 & China member countries interpreting this to mean that the support is only voluntary for developing countries while developed countries read this decision to mean that support is voluntary for both developing and developed countries.

SBI 59 and SBSTA 59 were invited to recommend a draft decision with one proposal to host the **Santiago Network secretariat** that best meets the criteria set out in Annex II to decisions 11/CP.27 and 12/CMA.4, as well as a draft host agreement, for consideration and adoption. From the two proposals (UNDRR/UNOPS and CDB), **Parties agreed to proceed with the UNDRR/UNOPS consortium as the host for the Santiago Network secretariat**. The decision text included SIDS key asks on a) regional presence and points of access to the network; b) the inclusion of the broad scope of loss and damage technical assistance; and c) access mechanisms that take into account capacity constraints of SIDS and LDCs. Furthermore, the appointment of members to the Advisory Board of the Santiago Network secretariat is expected to be completed in accordance with decisions 11/CP.27 and 12/CMA.4. An analysis of the cost-effectiveness, including a cost-benefit analysis will be undertaken to determine the location of the head office of the secretariat.

Mandated work on loss and damage

The work of the **Loss and Damage Fund Board** will start this year to build on the foundational agreements laid down by the Transitional Committee on the fund and funding arrangements. The Board will work to develop policies related to key issues such as access, allocation, sources of funding, financial instruments mix etc. They will also carry out other procedural work related to nominations of Fund co-chairs, role of board members and their alternates, rules on observer participation, and develop their workplan and rules of procedures.

The **Advisory Board of the Santiago Network** will oversee the work of the UNDRR/UNOPS consortium as they set up the SNLD Secretariat.

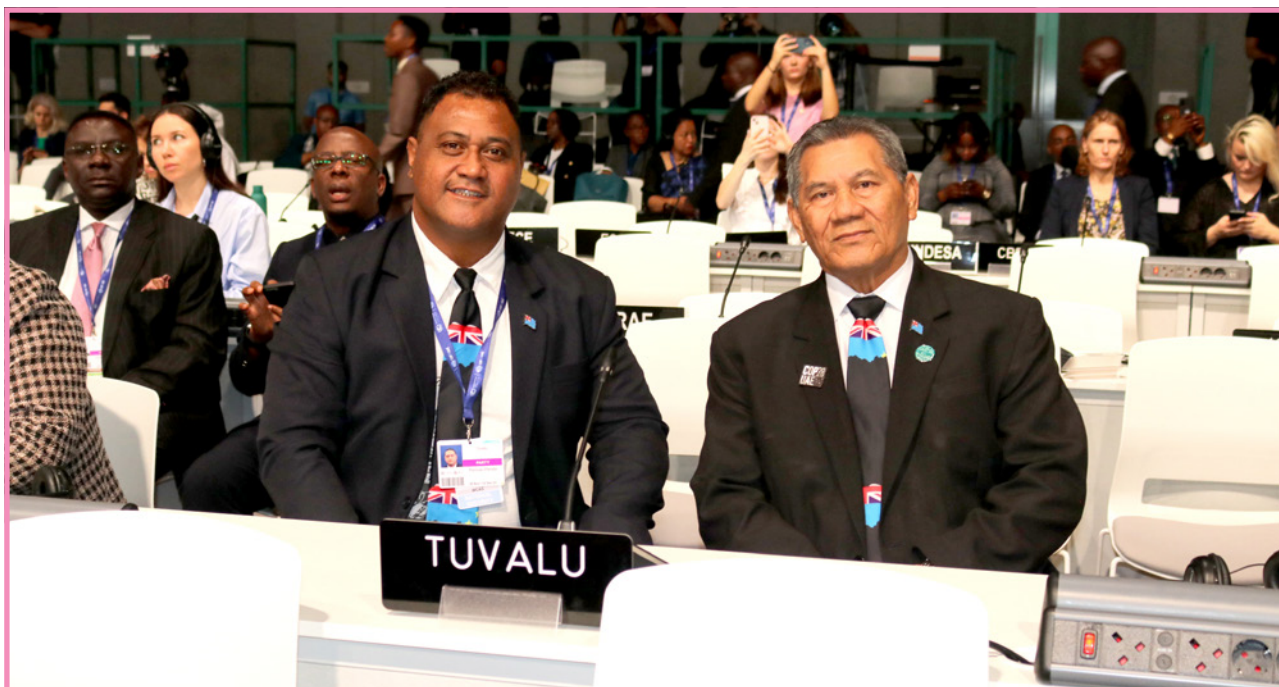


Implications for PSIDS on loss and damage

During negotiations within the Board, PSIDS will need to continue to work to secure strong outcomes on some priority issues. The Fund's policies on access and allocation, which will be crucial for PSIDS to benefit from the Fund, remains to be negotiated. Both groups have negotiated in the past to secure simplified and quick access and an allocation system that adequately reflects the unique circumstances of LDCs and SIDS.

Timely selection of a host country, that will provide the Loss and Damage Fund Board with a legal personality, will also be important to allow the Board to enter into contract with World Bank and effectively negotiate the institutional setup and operational modalities of the Fund. It is therefore key that Board members work together to ensure the host selection does not turn into a competitive process and is expediated as much as possible.

Policies that will come into place to decide on the mix of grants vs. other instruments need to take into account debt sustainability. With the Funding Arrangements coming into place alongside the Fund, where incoming loss and damage funding will be directed between the two will have implications on whether the funds are mobilised in a country-driven manner or not, so sustained and adequate financing for the Fund will be important to secure. The relationship between the Santiago Network and the LDF will need to be defined to enable timely and responsive access to L&D finance under the LDF.



6.7. Just Transition

Pathway to COP28 on just transition

At COP27, Parties established **the work programme on just transition pathways** and requested the SBSTA and SBI **to recommend a decision at CMA.5 on further details and implementation of the work programme**. SB 58 in June saw one mandated event where Parties and Non-Party Stakeholders shared lessons learned and best practices on just transition as well as nine contact group meetings to further discuss the objectives, scope, modalities, linkages, inputs, and outcomes/ outputs of the work programme resulting in a decision text achieved at COP28. Additionally, the first annual high-level ministerial round table on just transition also took place during COP28.

PSIDS Key Asks

For PSIDS, the just transition work programme provides a space for broad discussion on transition to net-zero emissions, in line with national priorities. As such, PSIDS called for the following in the lead up to and during COP28:

1. A clear objective that **frames the work programme in the context of achieving the long-term goals of the Paris Agreement**, as was stated in Decision 1/CMA.4 that established the work programme, and a **scope that provides space for discussion of priority topics for SIDS such as adaptation, resilience, technology transfer, capacity building and access to finance and loss and damage**,
2. The establishment of a **formal modality** for discussions under the work programme,
3. Complementary links to other workstreams under the Paris Agreement such as the **global stocktake**, and avoidance of duplication with other workstreams.

Key outcomes at COP28 on just transition

The final decision on the **UAE Just Transition Work Programme**, which was part of the UAE consensus package, details a **three-year work programme with a broad scope and various opportunities for input and engagement on the topic**. This decision was hard-fought due to clear divergence among developed and developing countries with regard to the overall purpose and scope of the just transition work programme. However, Parties were able to agree in the end with a strong push from the COP28 Presidency.

Decision xx/CMA.5 includes the following key outcomes:

- **Work programme timeline** – establishment of a three (3) year work programme. Parties agreed to immediately commence the work programme on just transition, with a review of the effectiveness and efficiency of the work programme and to consider its continuation at the CMA.8 in November 2026.
- **Objective** – to discuss pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2. This provides an important hook to ensure discussions remain focused on achieving the temperature goal of the Paris Agreement, which is key for PSIDS.
- **Scope** – A broad scope that covers, inter alia, pathways towards achieving the goals of the Paris Agreement, space for discussion of socioeconomic issues associated with a just transition, linkages to sustainable development and poverty eradication, approaches to enhancing adaptation and climate resilience at the national and international level, just transition of the workforce and the creation of decent work and quality jobs, and inclusive and participatory approaches to just transitions that leave no one behind.

- **Institutional arrangements and modalities** – establishment of a formal modality whereby the work programme on just transition pathways is to be convened under the guidance of the SBSTA and SBI through a joint contact group. Additionally, there will be at least two dialogues on just transition, held each year, starting June 2024, and one prior to COP29 (November 2024), both in hybrid format.
- **Inputs** – The COP decision invites Parties, observers and other non-Party stakeholders to submit views on work to be undertaken under, as well as possible topics for the dialogues, by 15 February each year beginning in 2024 as well as submissions on opportunities, best practices, actionable solutions, challenges and barriers relevant to the topics of the dialogues no later than four weeks before each dialogue.
- **Linkages to other workstreams and outputs** – a report summarising information on the activities of the work programme will inform the second global stocktake.

Mandated work on just transition

In line with the above outcomes, Parties will begin discussions this year on the elements included in the scope of the work programme on just transition pathways, with a view to recommending a draft decision at each COP, from 2024–2026.

Additionally, Parties will engage in two technical dialogues each year, in hybrid format.

The secretariat will produce an annual summary report on the dialogues and a report summarising information on the activities under the work programme, which will inform the second global stocktake and its technical dialogue.

Implications for PSIDS on just transition

The outcome on the just transition work programme is favourable for PSIDS given that it is set in the context of achieving the goals of the Paris Agreement outlined in Article 2.1, in the context of Article 2.2 and the recognition of the need to address areas of priority for PSIDS such as adaptation and climate resilience as well as the recognition of the ‘specific needs and special situations’ of SIDS and LDCs with regards to funding and transfer of technology.

However, it was clear that some developing country partners wished to use this conversation to slow progress in implementation of the Paris Agreement and were also not amenable to any linkages between just transition and loss and damage (a key issue for PSIDS). For PSIDS, continuing to follow the JTWP discussions will help to ensure that they remain constructive with regard to Paris Agreement implementation and effectively address linkages between the transition and areas of priority for PSIDS.

As the work program develops, PSIDS also have the opportunity to maintain enhanced engagement as well focus on capacity building to better understand and anticipate PSIDS specific needs for achieving just transition pathways. The upcoming dialogues and SB sessions will be a critical time to ensure that topics relevant to SIDS circumstances are included under the program. Upcoming submissions under the JTWP are also a useful opportunity to collect the group’s views.

Additionally, linkages between finance and just transition are likely to gain prominence this year. PSIDS can help to ensure that such discussions strike a delicate balance between the need for increased finance for Paris Agreement implementation, including adaptation and loss and damage, and raising ambition on climate action.

6.8. Technology

Pathway to COP28 on technology

The Joint Annual Report (JAR) of the Technology Executive Committee (TEC) and the Climate Technology Center and Network (CTCN) was the only technology agenda item to be considered at COP28. The JAR was considered under four agenda items, namely, SBI Agenda 15, SBSTA Agenda 11, COP Agenda 9 and CMA Agenda 11. COP28 also considered the SBI and SBSTA draft decisions and recommendations from SB58 held in June where the technology agenda item in the linkages between the Technology Mechanism (TM) and the Financial Mechanism (FM) was considered and agreement reached on draft recommendations for the consideration of COP28, including process and timelines to continue deliberations on the agenda item. Technology issues were also considered on other agenda items at COP28, including the agenda on the Global Stocktake. Further, at COP28 the TEC and CTCN organised three side events on cooperation and innovation, artificial intelligence and digital readiness.

Key outcomes at COP28 on technology

The key outcomes on technology include the following:

- The establishment of a Technology Implementation Programme as an element of the GST outcome.
- Welcomes the JAR and the progress in implementing the joint work programme of the Technology Mechanism.
- Welcomes the coordination and collaboration between the TEC and the CTCN and efforts to engage and capacitate the National Designated Entities of the TM.
- Notes the TM initiative on artificial intelligence as a tool to scale up transformative climate action while addressing the challenges and risks and welcome the launch of the AI Challenge to harness artificial intelligence for climate action.
- Notes the existing barriers, gaps and challenges to technology development and transfer with an urgent call to address same.
- Welcomes the enhanced collaboration between the TM and the FM and the funding made available for technology development and transfer.
- Welcomes the establishment of technology liaison office in Korea.
- Ratifies SB58 recommendations on the linkages between the TM and the FM including the process and timelines for further deliberations on the agenda item.

Mandated work on technology

COP28 has adopted a decision that invites Parties and relevant stakeholders to submit their views on maintaining and enhancing collaboration and cooperation between the Technology Mechanism and the Financial Mechanism, including the linkages between the mechanisms by February 1, 2024. Parties and stakeholders are also invited to consider seven guiding questions to inform the submissions. Based on the submissions received the Secretariat is requested to prepare a synthesis report which will be considered at an in-session workshop in June 2024. At SB60, discussions will be initiated on the submissions, the synthesis report and the workshop outcome with a view to recommending a draft decision for consideration and adoption at COP29.

Implications for PSIDS on technology

The COP28 outcome on technology has provided incremental progress on the articulated technology priorities for SIDS. SIDS have championed the need for enhanced linkages between the Technology Mechanism and the Financial Mechanism to address the barriers, challenges and gaps in technology development and transfer and have emphasised the importance of technology for enhanced climate action as indicated by the science. At the same time SIDS have also emphasised the need for facilitated access to climate finance for technology implementation and that the financial mechanism should support the adoption of SIDS appropriate climate resilient technologies aligned with the unique vulnerability and special circumstances of SIDS and LDCs. SIDS and LDCs have consistently called for specific capacity building, national and regional institutional strengthening and international cooperation to support SIDS and LDCs to benefit from appropriate existing technologies and new and evolving technologies while addressing challenges and risks. Existing repositories of information on available and adaptable technologies do not meet this requirement and is a major hindrance to climate change action in SIDS.

The issue of the linkages between the Technology Mechanism and the Financial Mechanism has been quite contentious in the past. In fact, Rule 16 has been applied when agreement was not possible. At SB58, Parties were finally able to agree on draft recommendations for consideration at COP28 which was adopted by Parties at SBI 58 as FCCC/SBI/2023/L4. At COP28 Parties adopted the SBI 58 recommendations.

Also at COP28, in the outcome document of the first Global Stocktake, agreement was reached to establish a technology implementation programme supported by, inter alia, the operating entities of the financial mechanism to strengthen support for the implementation of technology priorities identified by developing countries, and to address the challenges identified in the Joint Annual reports and First Periodic Assessment of the Technology Mechanism.

Further, agreement was reached on the importance of ensuring the availability of and access to enhanced financial and capacity-building support for developing countries, in particular, SIDS and LDCs, for implementing and scaling up prioritised technology measures, including those identified in technology needs assessments, technology action plans and long-term low greenhouse gas emission development strategies that align with national circumstances.

Based on the foregoing, the technology priorities for PSIDS in 2024 include the following:

- Full engagement in the process outlined on the linkages between the Technology Mechanism and the Financial Mechanism to maintain the agenda item and to facilitate access to resources for addressing SIDS technology priorities.
- Full engagement in the AI for climate action initiative and other initiatives involving new and emerging technologies to benefit from the opportunities provided and to address the challenges and risks.
- Enhanced capacity building, institutional strengthening endogenous technology development and research and development initiatives for technology development and transfer and enhanced vigilance on technology dumping and the role of abatement technologies as a substitute to decarbonisation technologies.
- Enhanced participation and leadership of SIDS in intersessional activities on technology and demonstrate SIDS technology best practices on the global stage including the Fourth SIDS Conference.
- Define the scope, modalities and operations of the Technology Implementation Programme that meet the needs of SIDS.

6.9. Capacity Building

Pathway to COP28 on capacity building

Matters relating to capacity building were considered at COP28 under four agenda items, namely, SBI Agenda 17, COP Agenda 10, CMP Agenda 8, and CMA Agenda 12. At SB58 agreement was reached on draft decisions on matters relating to capacity building under the Convention, the Kyoto Protocol and the Paris Agreement. Agreement was also reached on the terms of reference for the second review of the Paris Committee on Capacity Building (PCCB). SB58 recommendations were duly considered at COP28 on the various agenda items including the Annual Technical Progress Report of the PCCB. Capacity building issues were also considered on other agenda items at COP28 including the agenda on the Global Stocktake.

Key outcomes at COP28 on capacity building

The key outcomes on capacity building include the following:

- Reaffirms the decision to conduct the second review of the progress of, and the need for extension of, the PCCB.
- Adopts the terms of reference for the second review of the PCCB and invited parties and stakeholders to submit views on the second review of the PCCB.
- Welcomes the annual technical progress report of the PCCB for 2023 and invites parties to consider the recommendations and to take the necessary actions.
- Acknowledges the progress of the PCCB in implementing its 2021-2024 workplan and invites parties to provide support and resources for workplan implementation.
- Notes the existing capacity gaps and needs in developing countries.

Mandated work on capacity building

COP28 has adopted a decision that invites Parties and relevant stakeholders to submit their views on the second review of the PCCB by 29 February 2024 based on the agreed terms of reference for the consideration by SBI60 in June 2024. Based on the submissions received, the Secretariat is requested to prepare a synthesis report which will be considered at SBI60 and the SBI is requested to initiate the second review of the PCCB. Further, the SBI is requested to complete its work on the second review of the PCCB at SBI61 with the view to recommending a draft decision for consideration and adoption at COP29.

Implications for PSIDS on capacity building

COP28 outcome on capacity building has provided incremental progress on the articulated capacity building priorities for SIDS. SIDS have championed the need for enhanced and scaled up grant-based finance for capacity building and for scaled up resources to address the barriers, challenges and gaps for capacity building. The recommendations contained in the annual technical report of the PCCB are in line with the priorities of SIDS. The call to provide support and resources to the PCCB for implementing its workplan for 2021–2024 is also in line with the priorities of PSIDS.

6.10. ARTICLE 6 – Cooperative Approaches and the Kyoto Protocol’s CDM

ARTICLE 6.2

Pathway to COP28 on Article 6.2

Article 6.2 addresses decentralised approaches to the transfer of mitigation outcomes between Parties that can be used toward NDCs or for other international mitigation purposes. The bulk of the rule set needed for the implementation of Article 6.2 was agreed at COP26 and COP27, through decisions 2/CMA.3 and 6/CMA.4. However, ongoing differences of views among the Parties have prevented agreement on **reporting tables** for transactions of ITMOs (internationally transferred mitigation outcomes), in particular the “Agreed Electronic Format” (AEF) for reporting, and on aspects of the “**infrastructure**” needed (e.g., the international registry and the relationship between the international registry and national registries).

One major difference of views is that some Parties (EU) feel that Article 6.2 must involve the transfer of units representing emission reductions or removals, while others (US) feel that Article 6.2 should just reflect an accounting of transferred amounts that can take place largely outside Article 6.2 itself, with Article 6.2 infrastructure “pulling and viewing” information from other registries, for example, from national registries and the voluntary carbon market (assuming the host Party is willing to make corresponding adjustments for transfers that take place). These opposing perspectives have made it difficult to agree on a single AEF, and difficult to resolve the role and relationship of registries, as there is little middle ground.

Parties have also had difficulty reaching agreement on the sequencing of elements under 6.2, including the timing of the initial reports Parties are required to submit on the cooperative approaches in which they are engaged, and the timing of Party “authorisation” of cooperative approaches and ITMOs. Some Parties wish to see initial reports as early as possible (SIDS, LDCs, AILAC, EU); others want the flexibility to submit initial reports close in time to when ITMOs might be used toward targets, which offers far less transparency.

In the lead up to COP28, Parties participated in a sequence of workshops intended to move Parties toward convergence on political and technical issues. An informal note produced by the SBSTA Chair brought together key issues and options for consideration and was used to launch discussion.

Key outcomes at COP28 on Article 6.2

CMA5 was unable to reach an agreed decision on Article 6.2. The Parties were also unable to agree to use the final proposed draft text or any earlier draft text as a basis for further negotiations when the SBSTA next convenes. As a result, a number of mandated elements have not yet been finalised and some important clarifications needed for application of the rule set have not been agreed. One of the first issues faced at the June SB60 session will be deciding upon a textual basis for negotiations.

Mandated work on Article 6.2

Because a decision could not be reached in Dubai, no work has been mandated for 2024. Nevertheless, there are existing mandates from earlier decisions that need to be addressed, as well as other issues that have arisen that would also benefit from clarification.

Existing mandates include:

- Finalisation of the Agreed Electronic Format (AEF) for reporting quantitative and other information on ITMO transactions
- Finalisation of tables for the submission of annual information as part of “regular” information for biennial transparency reports
- Elaboration of further guidance in relation to corresponding adjustments for multi-year and single-year NDCs, in a manner that ensures the avoidance of double counting, on
 - Methods for establishing an indicative trajectory or trajectories or budget and for averaging, including with respect to relevant indicators, and for calculating cumulative emissions by sources and removals by sinks.
 - Methods for demonstrating the representativeness of averaging for corresponding adjustments by quantifying how much the yearly transaction volume differs from the average for the period
- Consideration of whether ITMOs could include emission avoidance
- The application of decision 2/CMA.3, paragraph 2, on authorised mitigation outcomes that are authorised for both NDC use and for use for other international mitigation purposes.

Implications for PSIDS on Article 6.2

In the absence of a decision on 6.2 out of COP28, Parties wishing to engage in cooperative approaches will have less guidance on how to do so, and those already engaging in Article 6.2 have no agreed electronic format to assist in reporting their transactions. The process as a whole lacks a consistent approach for collecting this information for transparency purposes. In addition, issues of particular importance to PSIDS also have not been resolved.

Particular priorities for PSIDS included: ensuring a distinction between emission reductions and removals in reporting; ensuring that the **process for voluntary contributions for SOP and OMGE** under Article 6.2 (decision 2/CMA.3, annex, paragraphs 37-40) is clear and double counting is avoided; and ensuring that **templates for authorisation** (of cooperative approaches and of ITMOs) are agreed to assist developing country Parties in meeting Article 6.2 requirements.

It will be important for PSIDS to express their views again strongly and early in the year, to ensure that these views are picked up in any new SBSTA Chair informal note that may be developed in advance of the June session. The SBSTA Chair’s informal note provided a starting point for initiating negotiations at COP28.

ARTICLE 6.4

Pathway to COP28 on Article 6.4

Article 6.4 establishes a centralised system for certifying emission reductions that can be transferred between Parties and used toward NDCs or for other purposes. The main rules for Article 6.4 were previously agreed through decision 3/CMA.3 and 7/CMA.4. Most of the work to be done in implementing Article 6.4 will be carried out through the work of the Article 6.4 Supervisory Body, though the SBSTA has been mandated to address a few specific issues requiring political guidance.

At COP28, SBSTA reviewed the recommendations presented to it by the 6.4 Supervisory Body related to removals and methodologies. It also sought to advance on the following mandated items:

- Recommendations on further responsibilities of the Article 6.4 Supervisory Body and host Parties, for host Parties to apply national arrangements for the 6.4 mechanism under the approval and supervision of the A6.4 SB.
- Consideration of whether Article 6.4 activities could include emission avoidance and conservation enhancement activities.
- Connection of the mechanism registry to the international registry as well as to other registries, including the nature and extent of interoperable features.
- Provision of a statement by the host Party to the Article 6.4 Supervisory body specifying the purpose for which it authorises A6.4ERs, i.e., for NDC use and / or for other international mitigation purposes.

Negotiations began using an informal document prepared by the SBSTA Chair, which was accepted at CMA5 (COP28) as a useful basis for negotiation.

Key outcomes at COP28 on Article 6.4

CMA5 was unable to reach agreement on a decision giving further guidance to the Supervisory Body and resolving mandated items. The Parties were also unable to agree to use the final proposed draft text or any earlier draft text as a basis for further negotiations when the SBSTA next convenes. As a result, one of the first issues faced at the June SBSTA60 session will be deciding upon a textual basis for negotiations.

Mandated work on Article 6.4

No further work was mandated at CMA5. As a result, no technical papers or submissions have been agreed. Existing mandates will stand.

The Article 6.4 Supervisory Body will continue its previously mandated work and the Secretariat will also continue its work in support of this body.

Implications for PSIDS on Article 6.4

Because a decision could not be agreed in Dubai, most work on Article 6.4 will continue under the Article 6.4 Supervisory Body. This body will meet for the first time post-CMA5 in February 2024, with additional meetings taking place prior to the June SB60 session. Existing mandates to the SBSTA on Article 6.4 will continue, in the absence of a new decision. In addition, the absence of a decision at COP28 will allow for further time to consider the implications of additional issues that arose at CMA5 or in the lead up to the session, prior to taking decisions on how best to approach these issues at the next COP. These issues include the following.

6.4SB recommendations on removals: Among the most contentious issues debated under Article 6.4 were the 6.4 SB's recommendations to the CMA on removals. These recommendations were considered by many Parties to be insufficiently detailed to be applied as proposed, while other Parties wished to see these recommendations adopted as proposed without changes. As a result, in Dubai the Parties were unable to either adopt these recommendations, amend them, or agree to send them back to the 6.4 Supervisory Body for review and/or revision. Key Parties in this debate (including the US and EU) also hold seats in the Article 6.4 Supervisory Body, so there will inevitably be discussions on whether and how to revisit the proposed recommendations when the SB resumes its work. It is inevitable that they will be reviewed, amended or evolve in some fashion, as they proved to be unacceptable in Dubai.

Late authorisation of “mitigation contribution” A6.4ERs: the African Group in Dubai sought language that would allow host Parties to enable A6.4ERs that have previously been issued as *unauthorised* units (“mitigation contribution A6.4ERs” that do not require a corresponding adjustment) to become *authorised* units. This proposal raises a number of policy and practical concerns, as allowing late authorisation might create perverse incentives, loopholes or undermine the practical value of SOP for raising adaptation funding, or OMGE for generating additional abatement. For example, currently, deductions for the 5% SOP and 2% OMGE are made at the time of *issuance* for all units, but corresponding adjustments for these deducted units are only triggered where units from the 6.4 activities are *authorised* units. Allowing Parties to delay authorisation may increase the share of *unauthorised* A6.4ERs that are issued at the outset, leaving the Adaptation Fund receiving unauthorised A6.4ERs in the 5% set aside. These units will be worth far less than units that are linked to corresponding adjustments. This value will be impossible to regain if authorisation comes late in the NDC cycle. SIDS will want to consider very carefully the incentives and implications created by this proposal. The fact that no decision was adopted at COP28 allows more time for careful consideration of ways to manage or avoid related risk from any changes in authorisation status, while preserving beneficial incentives.

Exemption from share of proceeds: the 6.4 Supervisory Body's set of recommendations included a suggestion that an exemption be created from the SOP for adaptation from activities hosted in LDC countries, in addition to the other exemptions granted to LDCs for 6.4 activity fees. At CMA5, when this recommendation was discussed, there was a difference of opinion between the LDCs and SIDS. The LDC group supported this exemption, taking the view that such an exemption might encourage 6.4 activities in LDCs; SIDS opposed the exemption, noting that creating such an exemption would undermine SIDS and LDC efforts to extend SOP uniformly across to 6.2 and would decrease the level of funding for the Adaptation Fund. SIDS noted that units that would otherwise have gone to the Adaptation Fund for monetisation would go to project developers instead. In the absence of a decision out of COP28, there is time to give further consideration to this issue and whether it should even be ripe for decision, given that the first review of SOP is scheduled for 2026 under decision 3/CMA.3.

CDM Afforestation and reforestation activities – the draft 6.4 decision under discussion in Dubai would have enabled a further category of CDM activities (promoted by Brazil) to transition to the Article 6.4 mechanism. In the absence of a decision at CMA5, this category of activities is not currently permitted to transition. This gives time for further discussion on whether broadening the number and type of activities that can transition at this late date is wise. Historically SIDS and LDCs have pressed to narrow the transition of activities and units from the CDM to Article 6.

Emission avoidance and conservation enhancement activities – Parties were close to agreement that emission avoidance is not acceptable as an activity category under Article 6.4 and conservation enhancement is also not acceptable as a new category of activity, though 6.4 activities in the forestry sector might result in conservation at the end of the day. In the absence of a decision that either resolves this issue or postpones consideration of this issue, the issue will continue to be mandated for consideration.

ARTICLE 6.8

Pathway to COP28 on Article 6.8

Article 6.8 has not been an issue of focused attention for SIDS. The agenda item has largely been used as a place-holder to ensure a degree of balance between the concerns of those interested in market-based approaches to mitigation on the one hand (Articles 6.2 and 6.4), and those that are sceptical of the value of such approaches. The establishment of a UNFCCC web-based platform for non-market approaches has been part of an effort to give profile to non-market based approaches. SIDS have generally been supportive of the Article 6.8 process.

Key outcomes at COP28 on Article 6.8

The Parties succeeded in adopting outcomes under Article 6.8, though these outcomes are largely procedural.

The CMA welcomed the report of the **Glasgow Committee on Non-Market Approaches (GCNMA)** and recalled that this report would serve as an input to the November 2025 review of the NMA work programme. The CMA also requested the GCNMA to continue implementing the first phase of the work programme, which focuses on identifying and framing all relevant elements of the work programme activities and operationalising the UNFCCC web-based platform for non-market approaches.

Regarding the **web-based platform**, the CMA took note that the platform is not yet complete. The CMA invited Parties to notify the Secretariat of their focal points for Article 6.8, and requested the Secretariat to notify these focal points when the web-based platform is fully operational. Interested Parties are encouraged to submit information on non-market approaches, in the initial focal areas for the work programme, for recording on the platform once it is up and running. Equally, Parties and a broad range of entities are invited to provide information on financial, technical and capacity building support available, or provided, for identifying, developing or implementing NMA for recording in the platform.

Parties are encouraged to undertake the identification, development and implementation of non-market approaches “once the UNFCCC web-based platform becomes fully operational.”

Mandated work on Article 6.8

Submissions have been invited from Parties and observers by 31 March on: 1) themes for spin-off groups; and 2) existing non-market approaches under the initial focal areas of the work programme activities. These initial focal areas are referenced at decision 4/CMA.3, para. 3 as including, but not limited to, the following: (a) Adaptation, resilience and sustainability; (b) Mitigation measures to address climate change and contribute to sustainable development; (c) Development of clean energy sources.

The Secretariat has been requested to

- complete the UNFCCC web-based platform
- develop a manual on the process for submitting and recording information on the platform
- prepare a synthesis report on these submissions to be considered by the GCNMA at its fifth meeting, which will take place in conjunction with the June SB session
- prepare a workshop report on the GCNMA's fourth session, which took place at CMA4 in Dubai, and
- organise an **in-session workshop** with roundtable discussions for the June session
- Include capacity building for Article 6.8 work programme elements as part of the broader capacity building programme related to Article 6 or the Paris Agreement.

The in-session workshop planned for June will likely follow the format of the event held in June 2023. For that session, the SBSTA Chair invited all or most UNFCCC constituted bodies to attend and present the financial, technological and capacity building support available or provided for identifying and developing non-market approaches within their remits. The collection of presentations given at that event indicated types of support available and options to support the achievement of NDCs.

Implications for PSIDS on Article 6.8

The Article 6.8 work programme to date has not offered tangible benefits to Parties or generated new information. However, if Parties wish to give profile to particular non-market approaches, the submissions process can be used for this purpose, to encourage a greater focus on these approaches at upcoming sessions of the GCNMA. The initial focal areas under Article 6.8 are sufficiently broad to enable almost any practical approach or initiative to be profiled.

KYOTO PROTOCOL'S CLEAN DEVELOPMENT MECHANISM (CDM)

Pathway to COP28 on CDM

With the winding down of the Clean Development Mechanism and the transition of some remaining CDM project activities to Article 6.4, Parties have increasingly focused on how to signal the closure of the CDM and what to do with the substantial amount of funding remaining in the CDM Trust Fund. SIDS have sought an orderly winding down of the CDM and a contribution of surplus funding to the Adaptation Fund.

Key outcomes at COP28 on CDM

In Dubai, Parties discussed, without success, whether there could be agreement on formal dates for the cessation of particular activities, based on the recommended dates proposed by the UNFCCC secretariat. Parties also considered where surplus funding remaining in the CDM Trust Fund might be directed, with three main options suggested: the Adaptation Fund; Article 6 capacity building; or Article 6.2 infrastructure.

China, India, Brazil and some members of the African Group resisted the setting of clear dates for the termination of certain CDM processes. AOSIS, AILAC, the EU and others sought the adoption of clear dates.

With respect to surplus funding, developed countries pressed for a share of these surplus funds to go to support Article 6.2 infrastructure (the international registry, the CARP etc). Developing countries pressed for a substantial share of left over funding to be directed to the Adaptation Fund. Many developing countries flatly rejected support for 6.2 coming from the CDM Trust Fund, likely because Article 6.2 is a decentralised approach (as contrasted to 6.4, which is the successor to the CDM) and because the US, a big player under 6.2, did not participate in the Kyoto Protocol. The result was an agreement to make a contribution of unspecified size to the Adaptation Fund in the future, and potentially to other areas in need of funding.

Mandated work on CDM

The Parties reached a decision which:

- will continue consideration of the functioning and operation of the processes and institutions under the CDM, including appropriate timeframes, at CMP 19 with a view to avoiding a gap before the operationalisation of the corresponding processes under the mechanism established by Article 6.4 of the Paris Agreement;
- requests the Secretariat to prepare a **technical paper** on the necessary operations of the CDM registry, covering the handling of certified emission reductions (CERs) that remain in the CDM registry, including CERs in the Adaptation Fund account, the length of time during which CDM project participants may process CDM registry transactions, the treatment of CERs held in the CDM registry for projects for which issuance was requested prior to 1 January 2018 and for which the share of proceeds for administration has not been paid, and the linkage between CDM registry operations and the CDM information system and the international transaction log, including an analysis of future options that takes into account the operation of the CDM registry once disconnected from the international transaction log and its implications;
- requests the Secretariat to prepare a **technical paper** on the necessary level of resources for the functioning and operation of the processes and institutions under the CDM; and
- decides to authorise a transfer from the CDM Trust Fund to the Adaptation Fund, and potentially to other areas in need of funding.

Implications for PSIDS on CDM

It was disappointing that fixed dates could not be agreed to signal the closure of the CDM process. Much funding and effort continues to be spent on maintaining Secretariat staff to support the CDM, CDM Board meetings and CDM activities. At this point, with Kyoto targets met, and the second commitment period fully over, this effort could be more beneficially used to support the initiation of Article 6 activities and surplus funding should be directed to where it can be most useful.

SIDS will wish to continue to press for an orderly winding down of the CDM, with surplus funding to go to the Adaptation Fund. The Adaptation Fund benefits all particularly vulnerable developing countries, while funding spent on Article 6.2 infrastructure would primarily benefit those Parties engaging in decentralised approaches of their own volition. A compromise will likely lie with distributing some portion of these funds also for Article 6 capacity building, which will benefit both Article 6.4 and 6.2.



6.11. Research and Systematic Observation (RSO)

Pathway to COP28 on RSO

For PSIDS, RSO is an important item to emphasise the critical roles that science, particularly as assessed by the IPCC, and information from observational networks play to inform the UNFCCC process. Key asks in 2023 were to reflect relevant science findings in the RSO conclusions and come to a meaningful COP Decision on IPCC AR6, given that the IPCC AR6 cycle ended in 2023 after the release of the Synthesis Report.

For SBSTA58 focussing on “research”, Samoa on behalf of AOSIS made a submission for the fifteenth meeting of the research dialogue. The research dialogue held at SBSTA58 provided opportunities for SIDS to highlight thematic priority areas, as did the SBSTA-IPCC special event on the synthesis report of IPCC AR6. At the sessions, conclusions and a draft Decision on IPCC AR6 for adoption at COP28 were prepared under RSO, after exceptionally long and difficult negotiations. There were continued efforts by LMDCs to weaken the science and the IPCC in the texts.

For SBSTA59 focussing on “systematic observation”, submissions were made by AOSIS on possible themes for Earth Information Day 2023.

Key outcomes at COP28 on RSO

During the second sessional period of each year, the SBSTA focuses its consideration on “systematic observation”.

The mandated Earth Information Day 2023 included a plenary session with three themes (updates on the state of the climate and the global climate observing system, observations for mitigation, observations for climate risks and resilience) and, for the first time, also a World Café session with 12 thematic tables. This allowed Parties and observers to engage with experts and each other in a more direct and interactive way. SIDS were actively engaged in the sessions to ask questions on priority areas and generated very useful responses from the panellists that will be captured in the UNFCCC reporting. The Earth Information Day fed into the RSO informal consultations.

At the informal consultations, substantive conclusions reflective of AOSIS priorities were reached. The conclusions speak to the recent greenhouse gas concentration and temperature records, the data gaps including in ocean, coastal regions, and mountain regions, the Global Greenhouse Gas Watch initiative which quantifies sources and sinks and complements emissions inventories, systematic observations for adaptation and the Early Warnings for All initiative, and to the support needs for addressing gaps through the Systematic Observations Financing Facility (SOFF).

Several countries, led by AILAC and supported by LMDCs, objected to a reference to the prioritisation of SIDS and LDCs in the SOFF, despite there being precedent from SBSTA57 RSO conclusions, and the fact that the SOFF has its own decision-making structures that prioritise SIDS and LDCs, independent of any RSO outcome. This disagreement led to the explicit reference to SIDS and LDCs in the context of the SOFF being dropped in the conclusions. This has no implications for the SOFF itself or its prioritisation of countries. It shows, however, that the attacks of the “special circumstances” of SIDS and LDCs that emerged in other agenda items also extended to RSO.

COP28 also saw the adoption of Decision 14/CP.28 and Decision 20/CMA.5 on the “Sixth Assessment Report of the Intergovernmental Panel on Climate Change” which had been prepared at SBSTA58 (see above).

Beyond RSO, several Decisions contain substantive references to science and the IPCC. This includes an invitation to the IPCC from Decision 1/CMA.5 paragraph 184 (Global Stocktake) “to consider how best to align its work with the second and subsequent global stocktakes” and “to provide relevant and timely information for the next global stocktake”. This has implications for the recently kicked-off IPCC seventh assessment (AR7) cycle (see below).

Mandated work on RSO

The RSO conclusions underscore the importance of systematic observations to inform policy making and the need to address gaps and encourage Parties and relevant organisations to further strengthen their provision of support to the systematic observation community.

Parties and relevant organisations were invited to submit by 15 March 2024 views on possible themes for the sixteenth research dialogue at SBSTA60, and to submit by 31 August 2024 views on possible themes for and ways to organise Earth Information Day 2024 at SBSTA61.

Implications for PSIDS on RSO

RSO continues to provide opportunities for PSIDS to engage, both in the negotiations to ensure that the best available science informs decision-making under the UNFCCC, and in the mandated events to ensure that priority thematic areas are reflected. Upcoming calls for submissions provide such opportunities.

As for the science and review agenda item of the periodic review of the long-term global goal, Decision 21/CP.27 paragraph 22 on the second periodic review decided that the continuation of periodic reviews is considered at COP29 in 2024. If past practice is followed, this would mean that this is already prepared at SB60 in June 2024.

Beyond the UNFCCC, a closely related crucial area for engagement is the recently kicked-off IPCC AR7 cycle. With the explicit invitation from Decision 1/CMA.5 to the IPCC to consider how best to align its work with the Global Stocktake, which was picked up at the recent IPCC-60 Plenary, it is essential that SIDS and AOSIS continue to engage in future IPCC Plenaries to work towards the timely provision of policy-relevant information, in particular for the second Global Stocktake, and other AOSIS priorities including increased regional representation and relevant scientific information in the IPCC.

6.12. Oceans

COP28 outcomes and implications for PSIDS

The oceans and climate change dialogue was scheduled to take place in a one day meeting to receive the report from the co-chairs from the June session in Bonn. There was little information on how the event was going to be progressed up until quite late. PSIDS had been coordinating on oceans in several sessions since June and had certain specific asks that had been discussed and agreed. However, these were not endorsed at the level of AOSIS.

Those Key Oceans Messages were:

- We need to find a landing ground for the Oceans and Climate Change Dialogue to ensure this critical issue is discussed.
- Climate Finance for Oceans is critically needed for: research and systematic observation; decarbonising transportation, fisheries and ports; ocean energy; adaptation options; and capacity building.
- The Pacific Ocean is our region's largest resource. Our member states manage over 10% of the world's ocean in their EEZ's.
- Oceans absorb more than 90% of the heat from global warming as well as approximately 31% of CO₂ emissions.
- Increased emissions of CO₂ leading to ocean acidification and coral bleaching is a major threat to our oceans.

It was agreed that Fiji would continue to coordinate for PSIDS, and AOSIS also extended an invitation to coordinate on behalf of the group. Several attempts were made to do so, but competing agenda items limited interaction at the level of AOSIS. A new Pacific Champion had also been appointed in the Prime Minister of Fiji, who had a very busy schedule.

The Co-Chairs convened an informal meeting at which they presented a powerpoint synopsis of the summary report, then opened the floor for comments.

In the end it was Fiji who took the lead in delivering first the AOSIS statement, followed by a more detailed PSIDS statement. These were in turn supported by Singapore, New Zealand, Chile and Spain. Generally there was support for having a landing zone for the oceans and climate change issues, but it was unclear how this would be reflected in a COP decision. There was also some reticence about new agenda items given the tense negotiations just before COP on the agenda item requests.

Oceans were given brief mention in the Dubai Consensus, but it was weaker than what had been seen at COP27.

In the Preamble section – the decision “*Noting* the importance of ensuring the integrity of all ecosystems, including in forests, the ocean, mountains and the cryosphere, and the protection of biodiversity, recognised by some cultures as Mother Earth, and *also noting* the importance of ‘climate justice’, when taking action to address climate change,”

In the mitigation section – “35. Invites Parties to preserve and restore oceans and coastal ecosystems and scale up, as appropriate, ocean-based mitigation action;”

In the adaptation section – “56. Notes that ecosystem-based approaches, including ocean-based adaptation and resilience measures, as well as in mountain regions, can reduce a range of climate change risks and provide multiple co-benefits;”

In the way forward section – “180. Welcomes the outcomes of and the informal summary report on the 2023 ocean and climate change dialogue and encourages further strengthening of ocean-based action, as appropriate.”

It will now be up to the co-chairs of the dialogue to engage with the Parties and stakeholders to finalise topics for the 2024 dialogue. It has been recommended that PSIDS and AOSIS make more than one submission on topics, as the 2023 dialogue appears to have been weighted against the number of submissions calling for those specific topics chosen.



6.13. Transparency

The lead up to COP28

The PSIDS priority outcomes for transparency were to ensure that the developed countries increase their financial support for developing countries, particularly SIDS and LDCs and that the support should focus on providing technical assistance, training, and knowledge-sharing platforms. The developing countries including PSIDS must build their technical and institutional capacities to meet the ETF requirements and ensure that adequate and predictable funding be made available for BTR 2024. The finance for transparency will be channelled through the GEF in GEF cycle 8 and 9, so it's important for PSIDS finance negotiators to note allocations for the GEF cycle 8 and 9 and to look to include financing for Transparency reporting.

COP28 outcomes and implications for PSIDS

There was a lack of consensus in some areas, even after multiple informals. Rule 16 was applied to SBSTA 14(a), SBTA 14(b) and SBTA 14(c). One of the main priority negotiations for transparency was protecting the text for inclusion of the LDC and SIDS recognising the special circumstances of SIDS (as per Article 13 of the Paris agreement). The Transparency PSIDS position was not to delete the language referring to “in particular for LDC and SIDS” and this was raised by the AOSIS chair at the conclusion of SBSTA.

CMA7 “Reporting and review pursuant to Article 13 of the Paris Agreement: Provision of financial and technical support to developing country Parties for reporting and capacity-building” is now known as the “2024-2028 Dubai Transparency Capacity Workplan”. This document outlines the support provided to countries to complete the required reporting under the Paris Agreement. Given that the first BTR is due at the end of 2024, it was critical for a work plan to be approved and funded at COP28. PSIDS supported the workplan as it will assist with technical needs and capacity for the transparency reporting requirements. The President proposed a draft that was adopted by the Parties at the closing plenary. The CMA decision remains part of the “UAE Consensus” with elements to organise in-person and in-session workshops to understand the challenges and experiences in preparing BTRs.

At COP28 there were multiple training opportunities offered for reporting tools (GHG inventory, NDC progress and FTC support) that parties will need to use to complete their Biennial Transparency Report (BTR). It is important for PSIDS to finalise the process for conducting voluntary reviews and the training courses needed to facilitate the reviews. PSIDS must ensure that our PSIDS technical experts are trained and part of the roster team of experts, so we have the PSIDS technical expertise in our region to review BTR and National Communications (NC) and associated reporting. Given there was a call to be part of the roster of experts, PSIDS focal points need to nominate experts from countries and strongly advise for countries to be part of the roster especially with the upcoming 2024 ETF.

SBSTA item 12(a). Greenhouse gas data interface: The SBSTA agreed to continue consideration of this matter at SBSTA 60 (June 2024) subject to the availability of the tools for reporting under the enhanced transparency framework under the Paris Agreement. A draft text was adopted and is available on the UNFCCC website.

SBSTA item 14 (a). Technical review of information reported under the Convention by Parties included in Annex I to the Convention in their biennial reports and national communications; SBTA item 14(b). Technical review of greenhouse gas inventories of Parties included in Annex I to the Convention; and SBSTA item 14(c). Technical review of greenhouse gas inventories and other information reported by Parties included in Annex I. The Secretariat produced a pre-session report on these three agenda items. This was followed by an in-session presentation by the Secretariat on the main findings in the 2023 reports on the technical reviews of information from Annex I Parties upon the request of developing country Parties present during the informal consultation on the agenda item with the aim of getting a clear understanding and a possible draft text. However, consensus was never reached on a possible text and so the three sub-items had rule 16 applied and will be included in the provisional agenda for the next SB session.

SBI Item 2(e). Facilitative sharing of views under the international consultation and analysis process: The fifteenth facilitative sharing of views under the international consultation and analysis process of BURs was convened at SBI 59 for up to 14 developing country Parties that submitted a BUR and for which a summary report was finalised by 15 September 2023. It took the form of a workshop open to all Parties. Interested Parties were invited to submit written questions in advance. Under this agenda item the SBI took note of the presentation made by the SBI Chair.

SBI Item 3(a). Status of submission and review of Parties included in Annex I to the Convention: The document prepared for this session covered the submission and review of the latest National Communications (NCs) and Biennial Reports (BRs) from Annex I Parties received by the secretariat by the time of preparation of that document. The item will be included in the provisional agenda for the next session, in accordance with the draft rules of procedure.

SBI Item 3(b). Complications and syntheses of BRs included in Annex I to the Convention: The secretariat prepared a compilation and synthesis report on the information reported by Annex I Parties in their BR5s. The item will be included in the provisional agenda for the next session, in accordance with the draft rules of procedure. 16

SBI Item 3(c). Report on national greenhouse gas inventory data of Parties included in Annex I to the Convention: The secretariat prepared an annual report containing the latest information on greenhouse gas inventory data submitted by Annex I Parties for consideration by the COP and its subsidiary bodies. The 2023 report, covering 1990–2021, was prepared for consideration by the SBI. The item will be included in the provisional agenda for the next session, in accordance with the draft rules of procedure.

SBI Item 4(a). Information contained in NCs of the non-Annex I Parties to the Convention: At SBI 24 some Parties proposed that, in accordance with Article 10, paragraph 2, of the Convention, the SBI consider the information communicated by non-Annex I Parties in all their NCs. There was no agreement among Parties at that session, and this agenda sub-item was held in abeyance until SBI 58. At SBI 58 the Chair of the SBI held consultations on the way forward, on the basis of which the SBI noted the status of NCs and BURs from non-Annex I Parties and agreed to include this matter in the provisional agenda for SBI 59. The item will be included in the provisional agenda for the next session, in accordance with the draft rules of procedure.

SBI Item 4(b). Provision of financial and technical support to non-Annex I Parties to the Convention: Financial and technical support provided to developing countries to implement the existing measurement, reporting and verification arrangements under the Convention includes funding from the Global Environment Facility, the Capacity-building Initiative for Transparency and the joint programme of the Capacity-building Initiative for Transparency and the Global Support Programme for Preparation of National Communications and Biennial Update Reports by non-Annex I Parties, and technical support provided by the secretariat. Parties engaged in the discussion related to the provision of technical support, but there were divergences on the accessibility of resources to non-Annex I countries, thus this agenda item was forwarded by a conclusion to SB 60 (June 2024).

SBI Item 4(c). Report of the Consultative Group of Experts: COP26 adopted the revised terms of reference of the CGE, on the basis of which, inter alia, the CGE developed a work programme for 2022–2026. At its 9th meeting, held from 9 to 10 February 2023 in Bonn, the CGE updated its work programme for 2022–2026 and developed its 2023 workplan. In addition, the CGE updated its vision, mission and metrics to measure the progress of its work as well as its strategic priorities for 2022–2026. Parties engaged in discussions related to this matter, including on guidance on their 2024 work which would facilitate developing countries in preparing reporting under the convention and PA, with conclusions to SB 60 (June 2024). Guidance was provided to the CGE with further report back at SB 61.

SBI Item 4(d). Summary reports on the technical analysis of biennial update reports of Parties not included in Annex I to the Convention: Twenty-eight rounds of technical analysis covering 159 BURs had been conducted as of 15 September 2023. Rounds 29–31 were conducted in October and November 2023. Under this agenda item, the SBI took note of the information and prepared draft conclusions. Additional countries will be presenting their BURs at SB 60.

CMA Item 7. Reporting and review pursuant to Article 13 of the Paris Agreement: provision of financial and technical support to developing country Parties for reporting and capacity-building: CMA3 decided that this matter would be considered at CMA4 and at each session thereafter, including consideration of the support provided to developing country Parties for reporting and related capacity-building under Article 13 of the Paris Agreement. CMA4 referred consideration of this matter to the SBI and took note of its conclusions.

6.14. Gender

The lead up to COP28

COP27 was the first the time that PSIDS would collectively negotiate on Gender in UNFCCC. Under the theme of Gender and Social Inclusion the mandate was supported by leaders at PIF2022 – after the recommendations of the Climate Political Champions meeting. Hon Mona Ainuu, Minister of Natural Resources of Niue was supported as the Gender and Social Inclusion Champion.

From Sharm el Sheikh, Parties adopted the intermediate review of the implementation of the five-year gender action plan (GAP), including amendments to its activities, (see Decision 24/CP.27, para. 20). The COP27 cover decision included key elements on gender such as advancing implementation of the Lima Work Program on Gender (LWPD) and GAP and encouraging parties and public and private entities to strengthen gender responsiveness of climate finance.

A key rallying point for PSIDS Gender negotiators led by PNG's Eunice Das and Vanuatu's Rothina Noka was ensuring climate finance language that allowed for simplified access to climate finance for grassroots communities and women's organisations. Moreover, PSIDS were firm on the position that there was adequate support for developing countries to implement their gender action plans, strengthen the use of sex-disaggregated data and gender analysis in implementing climate policies, capacity building and to support National Focal Points on Gender and Climate Change.

The 2023 Bonn intersessional (SB58) focussed on four activities of the GAP: the Dialogue on UN Women contribution to the achievement of the objectives of the gender action plan (GAP activity A2); Dialogue between the Chairs of Constituted Bodies on progress in integrating a gender perspective into constituted body processes (GAP activity C2); and an expert meeting on enhancing gender equality within climate finance, including through gender budgeting (GAP activity D1). PSIDS representation was vital with case studies from Fiji and Tonga part of the dialogue on finance. SB58 also allowed for the meeting of National Focal Points on Climate Change and Gender – where members continued to seek engagement from the Secretariat for participation support and capacity building.

The One CROP Gender Support Group supports the Gender negotiators and Gender political Champion and consists of PIFS, SPREP, SPC, PIDP and UN Women. Throughout the year the group convened five meetings and trainings for gender negotiators, and fundraised funds to support participation of women negotiators and women from indigenous and local communities to attend COP28.

COP28 outcomes and implications for PSIDS

At SBI59, the work of PSIDS focussed on three GAP activities: Global Conference on Gender and Environment Statistics, Workshop on Gender, Finance and Just Transition, and Gender Global stocktake. They aimed to ensure key representation in these events and Pacific voices were heard. Various case studies from the Pacific were articulated notably Micronesia, Fiji and including a presentation by Tonga Finance Minister Hon Tiofilusi Tiueti on gender-budgeting and climate change. Moreover, Hon Mona Ainuu of Niue and Hon Senator Merlynn Abello Alfonso of Federated States of Micronesia presented national and regional experiences on high level panels on gender climate finance and gender climate stocktake respectively.

PSIDS in collaboration with coalitions inside G-77 and China group attempted to negotiate stronger language in the lead up to the final review of GAP for greater resources and capacity for the decision text. However, the heated and long negotiations ended in a deadlock, with a return to original language with the exception of the submission date.

At COP28 Parties agreed that the final review of the implementation of the enhanced Lima work programme and its GAP will initiate at SB60 in June 2024, identifying challenges, gaps and priorities and further work to be undertaken – and conclude at its SBI61 in November 2024 (Decision 15/CP.28).

All Parties, United Nations entities, UNFCCC constituted bodies and relevant organisations are all invited to provide inputs that will inform the review process. They will reflect on progress, challenges, gaps and priorities in implementing the GAP and on future work to be undertaken. Submissions must be uploaded to the submission portal by 31 March 2024 (Decision 15/CP.28).

In preparation for the deadline of submissions for the end of March, the One CROP Gender and Social Inclusion Support Group will conduct an information session and workshop at the Gender Equality Engagements February 27-March 1. Moreover it will continue to follow progress, and support countries in the lead of negotiations at Bonn 2024. This year is an important year for gender negotiations.

The Gender and Social Inclusion negotiators and One CROP Gender Support team supported individual countries negotiation priorities in Youth, Indigenous and Local Communities, and Climate Empowerment.

6.15. Agriculture

The lead up to COP28

The key elements of the COP27 decision to be negotiated were: establishment of a coordination mechanism to support implementation; establishment of an information portal; topics of workshops; and an annual synthesis report.

These topics were discussed in the 2023 Bonn session and no agreement was reached on draft text, so the co-chairs were requested to prepare a draft for discussion during COP which was the basis of informals in Dubai.

The G77 took a position that all elements of the COP27 decision were to be agreed to once, and would not agree to one element without the others also being agreed.

COP28 outcomes and implications for PSIDS

At Dubai, negotiations stalled on the issue of a coordination group:

- G77 sought a new entity/governance process to undertake coordination to drive implementation which they feel is lacking under the current arrangements. There was not a clear proposal from the G77 on what the coordination mechanism would look like and statements from G77 parties on this were inconsistent.
- Developed countries and some other Parties would not accept this, seeing it as: establishing a parallel governance process, citing duplication of secretariat services and the role of the SBSTA and SBI; placing an additional burden on parties; and being unable to add value. They sought improved coordination through informal consultation times to be scheduled during the SBSTA and SBI as an alternative.

The Co-chairs offered to identify a workshop topic for the SBI in Bonn from the list of suggested topics submitted after COP27 in order for there to be some action on implementing the COP27 decision. This was rejected by G77 on the basis of the position that all elements of the COP27 decision must be negotiated before agreeing to anything.

This resulted in a procedural conclusion with the web text produced by the co-chairs as a footnote. The web text provides multiple options on the topics of contention. This means the discussion is deferred back to the SB60 Bonn 2024 session.

In light of the increasing recognition of the importance of food production and food systems in the climate discussions including Adaptation and GST, and the Emirates Declaration on Food Systems signed by over 150 Parties which states “that any path to fully achieving the long-term goals of the Paris Agreement must include agriculture and *food system*” it is extremely disappointing that no decision could be reached on implementing the Sharm el-Sheikh joint work on implementation of climate action on agriculture and food security.

To date PSIDS have always aligned with G77 in the Agriculture workstream. Given the divergence of the G77 from positions that align with PSIDS priorities, negotiators need guidance on maintaining this alignment going forward.

The PSIDS Agriculture coordinator was not available for the negotiations and there was not a clear delegation to the negotiators present. This hindered PSIDS ability to engage in the negotiations and coordination with G77.

7. Pacific Spaces

At COP28 the two spaces managed by SPREP specifically designed for Pacific use consisted of:

- **Pacific Delegation Office**
- **Moana Blue Pacific Pavilion**

The Pacific Delegation Office was funded by the New Zealand Ministry of Foreign Affairs and Trade.

The Moana Blue Pacific Pavilion was funded by the New Zealand Ministry of Foreign Affairs and Trade and the Department of Foreign Affairs and Trade of Australia. These spaces were coordinated by SPREP as an initiative under the Pacific Voyage Campaign.

7.1. Pacific Delegation Office

The Pacific Delegation Office was open a few days before the start of COP28 from 28 November to 12 December 2024. There were 107 meetings held in the Office – totaling over 1,000 users. The Pacific Delegation Office had three rooms which were available to PSIDS for meetings – the main Pacific Office Space, a shared meeting room with Aotearoa New Zealand and Tokelau Office and the Moana room.

The Pacific Delegation Office was the meeting space for the PSIDS coordination meetings, thematic coordination meetings, virtual and hybrid meeting discussions and PSIDS ministerial meetings/political champions meetings. In addition to these regularly scheduled meetings, PSIDS delegations also booked the spaces for their internal coordination meetings, bilateral meetings, and high-level signing events. Heads of Governments frequented the space for coordination meetings as well as other high-level engagements. These High level guests included the Prime Minister of Cook Islands, Hon. Mark Brown, Prime Minister of Fiji, Hon. Sitiveni Rabuka, President of Kiribati, Hon. Taneti Maamau, Premier of Niue, Hon. Dalton Talagi, President of Palau, Hon. Surangel Whipps Jr and the Prime Minister of Tuvalu, Hon. Kausea Natano.

In addition to PSIDS using the Pacific Delegation Office, other key partners and donors utilised the space such as CROP agencies, Pacific media teams and Pacific youth.

The Office was also used as a quiet space of work for Pacific Islands delegates when it was not in operation for meetings.

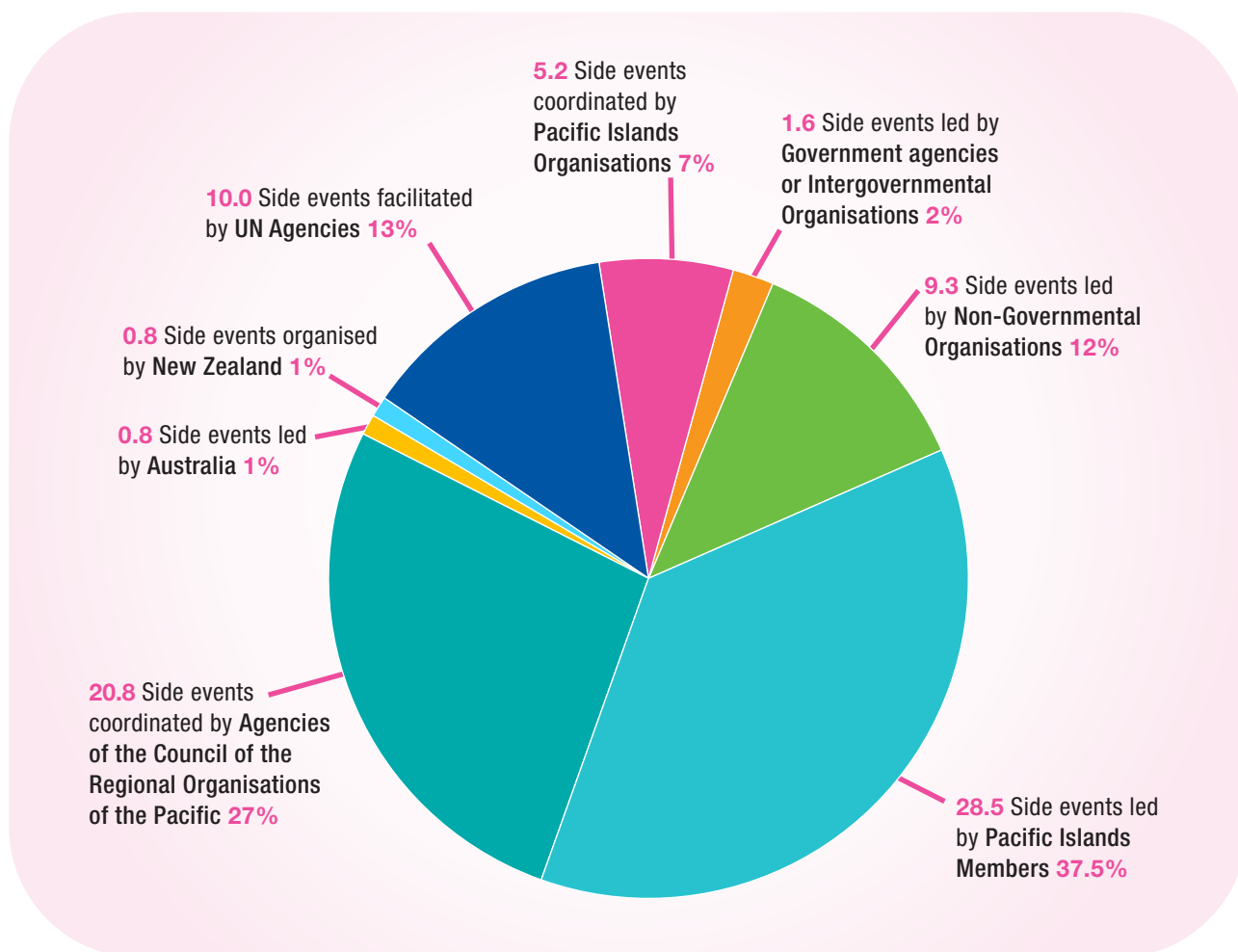
7.2. Moana Blue Pacific Pavilion and Meeting Space

The Moana Blue Pacific Pavilion was the vaka for our Pacific Islands to navigate their way through COP28 in Dubai. It was the vessel that allowed Pacific Islands climate change stories to be told through Pacific Islands voices, cementing authenticity and ownership by our Pacific Islands community at COP28.

While there were side events hosted to amplify our One Pacific Voice, the Pacific Islands calling card of “1.5 to stay alive” was echoed throughout the COP28 venue from the Moana Blue Pacific Pavilion.

The Moana Blue Pacific Pavilion at COP28 was host to more than 75 side events for which more than 35 were high level events across an 11 day period from 30 November to 11 December with the pavilion closed on 7 December.

At any given time, on average, there was a minimum of 100 people within the Moana Blue Pacific Pavilion with numbers of over 400 during the fullest times resulting in audience members spilling over outside into the courtyard.

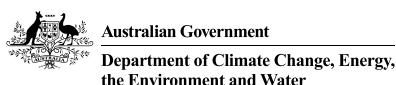


All side events organised featured the voices and stories of one, or more, Pacific Islands to amplify our One Pacific Voice at COP28.

In total there were over 430 panelists/speakers that utilised the Moana Blue Pacific Pavilion at COP28 as a platform to elevate our Pacific Islands stories and voices. Of these over 310 were Pacific Islands speakers. Through the Moana Blue Pacific Pavilion, the “1.5 to stay alive” message was echoed throughout the COP28 venue in different ways.

3,000 1.5 pins were distributed, often worn and seen on screens during interventions being made from the floor and during the delivery of statements by our Pacific high-level members. Five hundred phone holders and over 1,000 stickers placed on the underside of the accreditation badges were distributed – displaying the “1.5 to stay alive” messaging.

This did not include the distribution of reusable bags, cups, and sei's (flowers) adorning the ear – amplifying our visibility and giving our Pacific Islands profile a space on the global stage.



Moana Blue Pacific at COP28 is a Pacific partnership with Aotearoa New Zealand and Australia managed by the Secretariat of the Pacific Regional Environment Programme (SPREP)

8. Media Campaigns and Advocacy

8.1. Pasifika TV partnership

SPREP worked in partnership with Pacific Cooperation Broadcasting Limited funded by NZ MFAT, home of Pasifika TV which has 14 Pacific Islands and 21 Pacific Islands TV Channels as Members. The station shares content which member stations can access and broadcast.

The COP28 partnership saw SPREP support Pasifika TV in an initiative resulting in a broadcast team of seven attending COP28 and developing over 105 pieces of content shared through the feed. This included a 30 minute-special of the opening of the Moana Blue Pacific Pavilion.

The support provided by SPREP included building capacity through an online training programme. The standard of content, commitment to completion of work, engagement and participation in the training led to the selection of the seven (three reporters, three camera people and one producer) to attend COP28 to develop content.

SPREP also provided support on the ground in Dubai through introductions, helping the Pasifika TV team build relations and learn more about issues to ensure factual content was being distributed.

This content was broadcast across the Pacific Islands with feedback received from people across the Pacific who were watching what was happening in Dubai being broadcast into their homes.

Further to this, a partnership between Pasifika TV and the Asia-Pacific Broadcasting Union also saw the content from Pasifika TV being broadcast through their feed as well – engaging audiences beyond the Pacific Islands.

8.2. Media and social media

All media and social media work undertaken by OneCROP focused on providing our Pacific Islands with a platform to amplify their voice. SPREP itself developed over 100 news items and social media content for distribution throughout the duration of COP28. These included news items, short videos and reels shared on the SPREP website, SPREP social media accounts (Facebook, X and YouTube) that focused on both the Moana Blue Pacific Pavilion itself as well as news from other spaces within COP28.

On SPREP Facebook alone, just under one million people were reached through the climate change posts shared across COP28.

From the SPREP News items, there were five Pacific Islands digests developed and distributed with every Pacific Islands leader having made a statement in the high-level plenary having a news item develop and distributed.

8.3. Mana Moana Pasifika Voices III

Funded by the New Zealand Ministry of Foreign Affairs and Trade, [Mana Moana Pasifika Voices](#) was an activity facilitated by SPREP to be included as part of the COP28 communications campaign.

This was a two phased activity which included:

1. Three poems from Pacific Island poets were shared on film and across COP28. These were featured at side events within the Moana Blue Pacific Pavilion and showcased consistently on screens at the Pavilion as well as shared on social media.

These resulted in over 53,000 social media impressions both on the SPREP, and other, social media accounts and pages spanning YouTube, LinkedIn, Instagram, Facebook and Twitter. These were promoted and re-shared by others across social media.

Extensive planning is now underway to continue the promotion and featuring of these poems across 2024 along with previous campaigns.

2. A Legacy poem at COP28 was formed through a social media wall promoted at the Moana Blue Pacific Pavilion. Poet Audrey Brown-Pereira wrote an introductory verse for the poem “Breathe 1.5” for which Pacific Islands delegates at COP28 were then involved to share their voice to continue the poem. This was done through a social media wall which saw Pacific Islanders share a line to contribute to a “Legacy Poem” to be developed to film and shared after COP28.

The poem was completed by Audrey Brown-Pereira, based upon input into the social media wall and this was filmed by Pasifika TV at COP28. Different Pacific Islands people were provided with a line to read to camera.

Production is now in process to complete the poem and share this across 2024 as part of the continuing the promotion and featuring of all Mana Moana Pasifika Voice collections completed.



PASIFIKA VOICES

