



# ANALYSIS OF DUBAI, UAE UNFCCC-COP28 DECISIONS





United Nations  
Climate Change

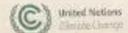
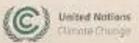


COP28 UAE

DUBAI 2023



SECRETARY OF THE  
GOVERNING BODIES



## 1.0 INTRODUCTION

The annual climate change summits, held in various regions of the world, have become the most important forum for global geopolitical interactions, making it a topical issue in the contemporary world.

The high-stakes global climate change conferences bring together world leaders, technical experts, activists, and people from all walks of life. These forums are an opportunity to reflect on the latest scientific developments, share ideas and challenges, and cultivate consensus to defeat the single most existential threat to the survival of humanity and the health of the planet - climate change. The conferences feature high-level convergences, dawn-to-dusk negotiations, side events on diverse themes and sectors, and protests. Everyone is welcome, regardless of their power, wealth, or nationality.

This analysis is premised on the COP28 final Decisions, drawing from two critical Positions that greatly rallied African people in the Countdown to Dubai; the *Africa Climate Summit (ACS)* viewed together with the African Group of Negotiators (AGN), and the PACJA Position that articulates the overall African civil society standpoints under the Non-State Actors (NSAs) Steering Committee, established during the ACS.

The analysis underscores the significance of COP28 as it marks a critical juncture in international dialogue on climate change, eight years since the adoption of the Paris Agreement, allowing the global community to assess the progress of the implementation of the Agreement under the first Global Stocktake (GST). The Global Stocktake, which has so far offered a comprehensive assessment of the global progress since adopting the Paris Agreement, highlights not only gaps across all frontiers for implementation of climate response actions but also proposes necessary measures to bridge gaps and realign efforts for effective climate action.

Africa had clear priorities at COP28, as articulated by the AGN and these can be summarised as follows:

- a. An ambitious decision under the work programme on just transition pathways that operationalise equity in the pathways for mitigation, adaptation and finance under the Paris Agreement and is cognizant of the continent's unique needs and circumstances. This should ensure a fair and equitable shift to a low-carbon and climate-resilient development.
- b. Enhanced mitigation ambition and implementation by Developed Countries. Developed countries should scale up their mitigation actions and provide necessary support to developing countries to contribute their fair share of climate action.
- c. Developed countries should update and implement their NDCs and long-term strategies in a credible, ambitious manner, in line with COP26 decisions and the scientific evidence provided by the IPCC Working Group III report, that aligns short- and long-term policy goals with a 1.5°C pathway.
- d. Enhanced support should be provided for developing countries to implement their ambitious NDCs in the context of sustainable development and poverty eradication.
- e. The call for climate finance and radical reform of global financial architecture was loud during the Africa climate summit. In addition to the 100B per year up to 2020 pledge by rich countries, this should be an important element not to be obscured
- f. Developed countries must provide finance and facilitate investments needed for Just Transitions pathways.

- g. The work programme on urgently scaling up mitigation ambition and implementation in this decade needs to accelerate real-world actions towards addressing the existing mitigation gap and related goals of the Paris Agreement.
- h. Recognition of Africa as a special needs and circumstances region

## 2.0 BACKGROUND

COP28 took place against a backdrop of worsening global indicators of climate change impacts, which are well corroborated by all analyses, including the Global Stocktake Report, the Adaptation Gap report, and the IPCC AR6 report. The reports have one thing in common - that climate change has had an increasingly negative impact on economic and social progress in Africa. With a projection that 90% of the world's poor will be living in Africa by 2030, achieving SDG 1 (eradication of poverty) will be a daunting task if urgent action is not taken to address the issue.

The reports point to the causes of Africa's challenges as structural in nature, particularly in global trade and financial system, perpetuating debt crisis. African economies have been structured by colonial legacies (exporters of raw materials and importers of value-added products) and trade imbalances and now with an increasing number of African countries in debt distress, - some linked to loans for addressing climate crisis - the risk of debt distress and defaulting is growing. These elements were well captured in the spirit and letter of the Global Stocktake.

More so complex global geopolitics continued to prevail, encompassing the Russia-Ukraine Crisis (energy, market disruptions,); the growing appeal of fossil fuels (African gas, reopening of coal plants) and the host country for COP28 with shifting conversations and protection of the oil-addicted economies. The propagation of false solutions by global cartels keen to perpetuate their emission status saw the inordinate dangling of carbon markets as a solution to Africa's climate finance in the build-up to the Africa Climate Summit.

The Africa Climate Summit, whose main outcome was the *Nairobi Declaration* was also an important cog in shaping COP28. Billed as an investment opportunity and Africa having solutions for global climate change, and with a clamour for African countries to be treated as equal players, this framing has had implications on the core principle of the Paris Agreement – the *Common but differentiated responsibilities based on respective capabilities*.

A section of stakeholders, notably civil society, remained sceptical of the credibility of COP28, given the alarming ties between the COP President, Sultan Ahmed Al Jaber and the fossil fuel industry. There were widespread allegations of the President leveraging his Position to cut oil and gas deals around the world, thus casting doubt on his ability to preside over the crucial negotiations aimed at adversely affecting his businesses. The call to uphold the principles of transparency, accountability, and impartiality, ensuring that the outcome of COP28 truly reflects the global commitment to combat climate change remained a bold one.

### **Our Topline take on COP28:**

- ✦ Critical issues relevant to Africa and the collective desire to tackle the climate crisis, notably adaptation, adaptation finance and Global Goal on Adaptation remain marginal and contentious and slow in decisions, deferring the securing of GGA by an additional two years.
- ✦ The text regarding transitioning away from fossil fuels appears to be more incremental than

transformational, and it may even be misinterpreted by some as it does not specifically address the “phaseout of fossil” fuels. The next significant challenge will be to establish clear targets for transitioning away, which could prove to be a prolonged and challenging process. Securing binding commitments in this regard may also be difficult to achieve soon.

- ◆ We have emphasized the importance of developed countries fulfilling their climate finance commitments, unfortunately, COP28 has not yet taken any significant action towards this end.
- ◆ We welcome the litany of sectoral-thematic declarations covering critical issues such as health, water, food and agriculture and biodiversity with concrete transformative changes to be delivered by 2030, but warn that these cannot be implemented with voluntary funding. The Paris Agreement must pull its fair share of weight in the implementation of these declarations.
- ◆ Caution against the promotion of carbon markets both as a panacea for climate finance and mitigation action as captured under the pillar on ‘Delivering high-integrity carbon markets’ of the UAE Leaders’ Declaration on a Global Climate Finance Framework.
- ◆ Underscore the need for pragmatic actions in addressing climate change, poverty and sustainable development as interrelated issues while addressing the debt burden of developing countries and reforming international financial architecture.
- ◆ Call for UNFCCC to reclaim control of the processes from the global oil cartels and purveyors of delays for action as these cartels are causing harm to the world and their commitment to genuinely addressing climate change.

### 3.0 OUR TAKE ON DECISIONS PERTINENT TO AFRICA, ACROSS THEMATIC AREAS

#### A. Phasing out of fossil fuels

##### AGN and PACJA position

- ◆ Stronger language and commitment to phasing out fossil fuels in the context of Just Transition  
Phasing out fossil fuels is the single most significant action needed to limit the emissions of greenhouse gases and reverse global warming.

At COP28, parties agreed on transitioning away from fossil fuels, long after a review of texts that had shifted away from explicit mention of fossil fuels. “Whilst we didn’t turn the page on the fossil fuel era in Dubai, this outcome is the beginning of the end,” said UN Climate Change Executive Secretary Simon Stiell in his closing speech. “Now all governments and businesses need to turn these pledges into real-economy outcomes, without delay.”

Nevertheless, other problematic elements of false solutions in managing global carbon emissions exist, including the inclusion of carbon capture and storage for “hard to abate sectors”, gas as a transition fuel and limited progress on the elimination of fossil fuel subsidies.

##### *Our take:*

- ◆ The Agreement, adopted on 13 December 2023, marked a historic moment in the global fight against climate change by calling on countries to work towards “transitioning away from fossil fuels in energy systems”. This is the first time that fossil fuels, which are responsible for most of

the anthropogenic greenhouse gas emissions that cause global warming, have been explicitly mentioned in a UN climate Deal – a significant defeat to financially endowed fossil fuel-backed lobbies.

- ◆ However, the agreement failed to use the stronger term “phase-out”, which would imply a more rapid and decisive end to the use of coal, oil and gas. The difference between “transitioning away” and “phase-out” is not only semantic but also political and economic, as it reflects the interests and pressures of different countries and sectors that depend on fossil fuels.
- ◆ The Agreement also leaves room for the use of “abated” fossil fuels, which means capturing and storing some of the carbon dioxide emissions from combustion. However, this technology is still costly and unproven on a large scale.
- ◆ The Agreement signals the “beginning of the end” of the fossil fuel era, but it also shows that there is still a long way to go to achieve a net-zero emissions world by 2050, as required by science to limit global warming to 1.5°C.
- ◆ Transitioning away from fossil fuels in the absence of clear country targets, bound by quantum that can be monitored in specified timelines, is but just another wish list. It opens the negotiations to another protracted battle on matrices of transitioning and means to the transition process.
- ◆ A major disappointment, and an affront to climate justice, is the failure of COP28 to secure new financial commitments for transitioning away from fossil fuels and adapting to climate impacts.

## **B. Securing Adaptation Agenda**

**Glasgow–Sharm el-Sheikh work programme on the Global Goal on Adaptation (GGA) referred to in decision 7/CMA.3**

### **AGN & PACJA Position:**

1. Enhanced support should be provided for developing countries to implement their ambitious NDCs in the context of sustainable development and poverty eradication.
2. At COP28, Governments must agree on a robust, ambitious, and solutions-oriented outcome on the operationalization of the GGA to help accelerate adaptation action globally. The GGA framework should be complete with metrics and indicators on measuring progress towards implementation of this goal
3. Adaptation must be premised high up as a global priority, with secure grant-based funding at the global level for accelerated adaptation action at scale, through new and additional finance, capacity and technology transfer across developing and less developed countries.
4. Our analysis of the progress made in securing the Global Goal on Adaptation (GGA) is tempered with the progress made by the negotiation team at the close of SB58, in Bonn, with not much tangible progress on this Goal. At the onset, it is important to state that the GGA was not secured and therefore our analysis on progress registered is based on the road ahead.

Progress registered	Gaps and losses
<ul style="list-style-type: none"> <li>◆ Adoption of the UAE Framework for Global Climate Resilience to guide the achievement of the global goal on adaptation and the review of overall progress in achieving it to reduce the increasing adverse impacts, risks and vulnerabilities associated with climate change, as well as to enhance adaptation action and support;</li> <li>◆ Urges Parties and invites non-party stakeholders to pursue the realization of the GGA and to increase ambition and enhance adaptation action and support, to accelerate swift action at scale and all levels, from local to global, in alignment with other global frameworks, towards the achievement of, inter alia, the following targets by 2030, and progressively beyond: <ul style="list-style-type: none"> <li>◆ Significantly reducing climate-induced water scarcity and enhancing climate resilience to water-related hazards towards a climate-resilient water supply, climate-resilient sanitation and towards access to safe and affordable potable water for all;</li> <li>◆ Attaining climate-resilient food and agricultural production and supply and distribution of food, as well as increasing sustainable and regenerative production and equitable access to adequate food and nutrition for all;</li> <li>◆ Attaining resilience against climate change related health impacts, promoting climate-resilient health services, and significantly reducing climate-related morbidity and mortality, particularly in the most vulnerable communities;</li> <li>◆ Reducing climate impacts on ecosystems and biodiversity, and accelerating the use of ecosystem-based adaptation and nature-based solutions, including through their management, enhancement, restoration and conservation and the protection of terrestrial, inland water, mountain, marine and coastal ecosystems;</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>◆ The Global Goal on Adaptation was not secured in Dubai as per the Glasgow-Sharma el-Sheik Work programme</li> <li>◆ Affirms that no additional reporting burden is placed on Parties through the implementation of the UAE Framework for Global Climate Resilience; invites Parties to voluntarily include in their adaptation communications, biennial transparency reports, national adaptation plans, national communications and nationally determined contributions quantitative and/or qualitative information related to the targets referred to in paragraphs 9–10 above and the cross-cutting considerations referred to in paragraphs 13–14 above; and encourages Parties to report on progress, good practices, experience and lessons learned in relation to implementing the framework in their communication and reporting under decisions 9/CMA.1, 18/CMA.1 and 19/CMA.1</li> <li>◆ Failure to secure targets in mobilizing funds: COP28 managed to secure new pledges amounting to USD 187.74 million from 15 contributors, as at 10 December 2023 towards the Adaptation Fund resource mobilization target for 2023 of USD 300 million. This falls short of the pledges made in Glasgow to double adaptation finance to \$40billion annually.</li> </ul>

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| <ul style="list-style-type: none"> <li>◆ Increasing the resilience of infrastructure and human settlements to climate change impacts to ensure basic and continuous essential services for all, and minimizing climate-related impacts on infrastructure and human settlements;</li> <li>◆ Substantially reducing the adverse effects of Emphasizes that the UAE Framework for Global Climate Resilience should catalyze and strengthen regional and international cooperation on the scaling up of adaptation action and support among Parties, international organizations and non-governmental organizations;</li> <li>◆ Recognizes that means of implementation for adaptation, such as finance, technology transfer and capacity-building, are crucial to the implementation of the UAE Framework for Global Climate Reclimate change on poverty eradication and livelihoods, in particular by promoting the use of adaptive social protection measures for all;</li> <li>◆ Resilience and also recognizes that factors such as leadership, institutional arrangements, policies, data and knowledge, skills and education, public participation, and strengthened and inclusive governance are also crucial to enabling the implementation of adaptation action</li> <li>◆ Decides to launch a two-year UAE – Belém work programme on indicators for measuring progress achieved towards the targets referred to in paragraphs 9–10 above with a view to identifying and, as needed, developing indicators and potential quantified elements for those targets</li> </ul> | <ul style="list-style-type: none"> <li>◆ Decisions encourage continued and increased voluntary contributions of financial resources to the Adaptation Fund. Again another departure from Paris Agreement.</li> <li>◆ Furthermore, the decision to run a two-year program on the GGA, with yet another round of wasteful workshops, reveals a concerning lack of urgency in responding to communities that are in dire need of faster adaptation actions and resilience-building.</li> <li>◆ It has become evident that developed countries are using delaying tactics to avoid fulfilling their commitment to provide the necessary climate funds for effective adaptation action.</li> </ul> |
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#### **Our take on the progress made under Adaptation:**

- ◆ Lament the lack of a tangible outcome on the Global Goal on Adaptation
- ◆ COP28 ended without securing strong commitments to “more than double” adaptation finance flows to Africa, yet adaptation remains the single-most important priority for Africa owing to the disproportionate levels of vulnerabilities and adverse impacts on its populations and economies.
- ◆ Welcome progressive commitments under UAE Framework for Global Climate Resilience to secure some goals related to water, health, resilient food and agriculture by 2030
- ◆ The push for an aspirational Global Goal on Adaptation cannot be rationalized with a push for voluntary implementation of this goal, particularly with national-level leadership and without a strong commitment to global climate finance.

- ◆ Means of implementation is supposed to be a key element of the GGA, this was not clearly factored in the framework. The current text decision does not bring this out.

### Climate Change and Health

The COP28 Declaration on Climate and Health borrowed that heavily from Common Africa Position on Climate Change and Health has, as of Dec 13<sup>th</sup> been endorsed by 143 countries. The health declaration has maintained a common global goal on strengthening the development and implementation of climate change and Health policies aligned to mitigation and adaptation tracks. The declaration maintained the recommendation of addressing climate change and health issues through the *One Health Approach*, which is at the core of our common position on climate change and health. \$1 billion in climate-health finance pledges were secured from a dozen partners. However, there is a need for clarity on what percentage of this commitment is new and incremental. Priority areas for application of these funds and pathways for accessing these funds need to be discussed to ensure Africa is able to access it.

PACJA urges a cautious approach to climate change and health on basis of:

- ◆ Health, as has been the case with the mitigation-centric response to climate change in Africa, portents another platform for siphoning the much-needed climate finance back to profiteering, well-connected pharmaceutical multinationals in rich countries
- ◆ As an imperative of climate justice, response within the realm of climate change and health should seek to strengthen people-centered response and address the climate change impacts on primary drivers of health – the fundamentals related to access to water, sanitation, healthy and nutritious foods, among other primary elements

## C. Climate Finance

### AGN & PACJA position:

1. As a crucial means of implementation of climate ambition, developed nations should make substantial financial commitments and address the outstanding deficit in the delivery of the promised USD 100B per year since 2020, and recalibrate their efforts to meet the financial needs, now in USD trillions.
2. Call on developed countries to scale-up access to climate finance for adaptation, delivered to African countries through grants, and must be new and additional to Official Development Assistance (ODA), based on their needs and special circumstances.

### Our take as PACJA:

- ◆ We emphasise the importance of developed countries fulfilling their climate finance commitments; unfortunately, COP28 has not yet taken any significant action towards the Finance goal.
- ◆ We further assert that the current demands for climate finance are in trillions of dollars and that the previous projection of USD 100 billion annually should be recalibrated, upwards.
- ◆ While significant mobilization of public and private finance is crucial, the importance of addressing the indebtedness of (African) developing countries and reforming international financial architecture must be accorded pragmatic steps, beyond rhetoric

We welcome the pledges and commitments to climate finance to the Green Climate Fund, Adaptation Fund, Least Developed Countries Fund, and Special Climate Change Fund, noting with concern that these commitments fall far short of the expected scale of funds

Caution against the promotion of carbon markets both as a panacea for climate finance and mitigation action as captured under the pillar on ‘Delivering high-integrity carbon markets’ of the UAE Leaders’ Declaration on a Global Climate Finance Framework.

## **D. Loss and Damage**

*Operationalization of the new funding arrangements, including a Fund for responding to loss and damage referred to in paragraphs 2–3 of decisions 2/CP.27 and 2/CMA.4*

*AGN Position on Operationalization of the Loss and Damage Fund:*

COP 28 should operationalize the Fund; including with the adoption of governance instruments. COP 28 must launch the SNLD and agree on the host institution with the necessary capacity and mandate to provide technical support on loss and damage to developing countries. Based on the current bids, Africa supports the UNDRR office be based in Nairobi as the potential host of SNLD. This measure will support African nations in coping with the irreversible impacts of climate change and aid in the recovery of affected communities.

<b><i>Progress made</i></b>	<b><i>Gaps and losses</i></b>
<ul style="list-style-type: none"> <li>◆ Establishment of the Loss and Damage Fund</li> <li>◆ Approval of the Governing Instrument of the Fund, decision on the Fund to be serviced by a new, dedicated and independent secretariat; decision on the Fund to be governed and supervised by a Board; decision to designate the Fund as an entity entrusted with the operation of the Financial Mechanism of the Convention, also serving the Paris Agreement</li> <li>◆ Decide that the Board of the Fund will be conferred with legal personality and the legal capacity as necessary for discharging its roles and functions, in particular, the legal capacity to negotiate, conclude and enter into a hosting arrangement with the World Bank as interim trustee and host of the Fund’s secretariat</li> </ul>	<ul style="list-style-type: none"> <li>◆ World Bank as the interim host given its history of serving Africa with bad loan services</li> <li>◆ Contribution to the fund is voluntary - Developed country Parties urged 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;</li> <li>◆ Potential for the relevance and accessibility of this fund to be a challenge as has been the case with the Green Climate Fund (GCF) – need to pay attention to the processes leading to development of access modalities.</li> </ul>

<i>Progress made</i>	<i>Gaps and losses</i>
<ul style="list-style-type: none"> <li>◆ Spectrum of support for the fund - the Fund will provide support for responding to economic and non-economic loss and damage associated with the adverse effects of climate change. This support may include funding that is complementary to humanitarian actions taken immediately after an extreme weather event; funding for intermediate or long-term recovery, reconstruction or rehabilitation; and funding for actions that address slow onset events.</li> <li>◆ The Fund will possess international legal personality and appropriate legal capacity as is necessary for the exercise of its functions, the fulfilment of its objectives and the protection of its interests, in particular the capacity to enter into contracts, to acquire and dispose of movable and immovable property, and to institute legal proceedings in defence of its interests. The Fund will enjoy such privileges and immunities as are necessary for the independent fulfilment of its purpose.</li> <li>◆ The fund focuses on priorities and needs of both developing and vulnerable countries, while taking into consideration the needs of climate-vulnerable communities;</li> <li>◆ Inbuilt measures to expedite the operation of the fund - Request the UNFCCC secretariat to convene the first meeting of the Board of the Fund not later than 31 January 2024, and to convene subsequent meetings until the secretariat of the Fund is operational;</li> <li>◆ Pledges so far secured support the operationalized of the fund \$700 million pledged to it, way above the \$400 needed to make the fund operational</li> <li>◆ Progress made on the operationalization of the Santiago Network on Loss and Damage and its hosting through a consortium of UNDRR and UNOPS</li> </ul>	<ul style="list-style-type: none"> <li>◆ The scope of support to be secured from the L&amp;D fund may be obscured by other existing funding mechanism as the Fund will focus on priority gaps within the current landscape of institutions, including global, regional and national institutions, that are funding activities related to responding to loss and damage. The fund support is complementary and additional support to improve the speed and adequacy of response. The key question is whether the priority gaps are well understood</li> <li>◆ The board of the L&amp;D fund tilts power to developed countries at the onset - The Board will comprise 26 members, as follows: (a) 12 members from developed countries; (b) 3 members from Asia-Pacific States; (c) 3 members from African States; (d) 3 members from Latin American and Caribbean States; (e) 2 members from small island developing States; (f) 2 members from the least developed countries; (g) 1 member from a developing country not included in the regional groups and constituencies referred to in paragraph 17(b–f) above.</li> <li>◆ The Fund proposes to provide financing in the form of grants and highly concessional loans based on the Board's policy (VIII, 57)</li> <li>◆ Allocation of funds does not seem to consider the need to strengthen measures to avert disasters, especially in response to early warnings of extreme weather events</li> <li>◆ The pledges to this fund at \$700 million remain pathetic, too low to respond to the magnitude of needs</li> </ul>

**Our take as PACJA:**

- ◆ The success of this Fund will largely depend on operational modalities, access modalities, financial instruments and funding structures that are to be developed and approved by the Board. To ensure progressive operational modalities, we call for greater participation (particularly by civil society), to the greatest extent possible, in developing these access modalities
- ◆ We urge developed countries to be transparent and accountable in demonstrating their contributions to the loss and Damage Fund, in line with the principle of Common but differentiated Responsibility and respective capabilities.
- ◆ Warn against repackaging existing climate financing and/or ODA in the loss and damage pledges by developed countries
- ◆ Object to the application of concessional loans as a mechanism of funding losses and damages, more so for developing and vulnerable countries
- ◆ Call for the application of the principle of *common but differentiated responsibilities and respective capabilities* to secure sustainable replenishment for the Fund and responsive access mechanisms for communities at the frontline of the crisis
- ◆ Call for greater accountability by Board Members of the Fund, particularly those in the North in their exercise of collective governance for the Fund to ensure it delivers to those in the frontline of climate crisis.

**E. Global Stocktake:****AGN's Expected Outcome under Global Stock Take**

1. **Guiding Principle:** All climate action post-cop28 should be guided by Fairness/Equity
  - a. Determine how we can collectively align with just and equitable pathways towards achieving 1.5C without overshooting the Purpose of the Paris Agreement in Article 2.1 to “..strengthen the global response to the threat of climate change in the context of sustainable development and the eradication of poverty”
2. Recognition of sustainable development and poverty eradication imperatives of those recording the lowest progress towards the SDGs and ensuring that those countries have the support and policy space they need to effectively implement the Paris Agreement
3. Climate change is a developmental issue for Africa and Africa's Needs and developmental challenges must be recognized
4. Africa has made the lowest regional progress towards SDGs and is the most underdeveloped region in the world - No African country scores green for 13 of 17 SDGs

We were very clear in our call for action based on the evidence presented by the GST, which demonstrates that global temperatures are reaching alarming levels and the gap in adaptation measures is widening. The negotiations under GST yielded the following outcomes:

- ◆ A Call for urgent, incremental, transformational and country-driven adaptation action based on different national circumstances;

- ◆ Decision to continue and strengthen the Sharm el-Sheikh dialogue between Parties, relevant organizations and stakeholders to exchange views on and enhance understanding of the scope of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement referred to in decision 1/CMA.4 until 2025 and takes note of decision -/CMA.5;18
- ◆ Decision to establish an unspecified number of dialogues on implementing the global stocktake outcomes;
- ◆ Decision to convene an unspecified number of high-level ministerial dialogues at its sixth session on the urgent need to scale up adaptation finance, taking into account the adaptation-related outcomes of the global stocktake, and to ensure the mobilization by developed country Parties of the adaptation support pledged;
- ◆ Decision 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 first periodic assessment of the Technology Mechanism

## F. Just Transition: The UAE Just Transition work programme - Decision -/CMA.5

**AGN Position:** Africa calls for the adoption of an ambitious decision under the work programme on just transition pathways that operationalise equity in the pathways for mitigation, adaptation and finance under the Paris Agreement and is cognizant of the continent's unique needs and circumstances. This should ensure a fair and equitable shift to a low-carbon and climate resilient development.

Progress made	Gaps
<ul style="list-style-type: none"> <li>◆ UAE Just Transition Work Programme instituted</li> <li>◆ Recognize that just transitions are for all countries, and further recognize the specific needs and special circumstances of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change, as provided for in the Convention,</li> </ul>	<ul style="list-style-type: none"> <li>◆ Whereas the elements to be considered are sufficiently broad and reinforce the realization of Agenda 2030 and the Paris Agreement, they present potential loopholes that can be exploited by developed countries to drag the much-expected transition</li> <li>◆ Funding for just transition – this is not explicit in the text and it is not too clear what international cooperation as an enabler of just transition pathways towards achieving the goals of the Paris Agreement means as used in the text</li> </ul>

Progress made	Gaps
<ul style="list-style-type: none"> <li data-bbox="193 208 834 1473"> <p>✦ Decides that the work programme shall include the following elements: A. Just transition pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2; B. Just and equitable transition, which encompasses pathways that include energy, socioeconomic, workforce and other dimensions, all of which must be based on nationally defined development priorities and include social protection so as to mitigate potential impacts associated with the transition; C. Opportunities, challenges and barriers relating to sustainable development and poverty eradication as part of transitions globally to low emissions and climate resilience, taking into account nationally defined development priorities; D. Approaches to enhancing adaptation and climate resilience at the national and international level; E. Just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities, including through social dialogue, social protection and the recognition of labour rights; F. Inclusive and participatory approaches to just transitions that leave no one behind; G. International cooperation as an enabler of just transition pathways towards achieving the goals of the Paris Agreement;</p> </li> <li data-bbox="193 1496 834 1955"> <p>✦ Decides that the implementation of the work programme shall start immediately after the fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement with a view to the work programme informing the second global stocktake and other relevant processes, including the annual high-level ministerial round table on just transition, and agrees to review the effectiveness and efficiency of the work programme and consider its continuation</p> </li> </ul>	

**Our take:**

- ◆ We welcome the Just Transition Work Programme on *just transition pathway* that paves way for the design of a comprehensive programme and insist on a funding approach, beyond international cooperation
- ◆ For clarity we insist on a transition that is sector-wide, graceful, fair, gender responsive and equitable and that takes into account social-economic and political realities of different regions and nations, as well as the imperatives of climate justice.
- ◆ As a denominator, transitions must be fair, just and anchored on climate justice principles and should not be pathways for developed countries to unreasonably perpetuate and entrench their unfair economic and investments interests that have resulted into poverty, unemployment, mineral/resource-conflicts, and worse, bloodshed in Africa.

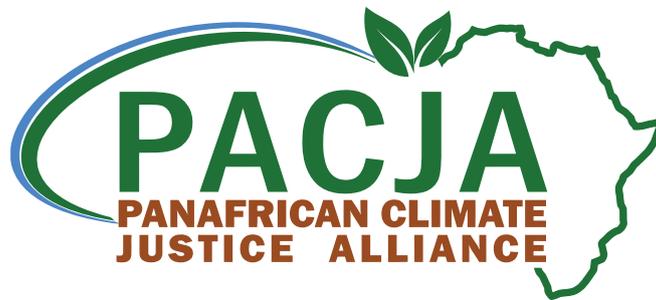
**The Special Needs and Circumstances for Africa**

The process for the inclusion of agenda item on Special needs and circumstances of Africa started during the final stages of the negotiations in Paris at COP 21, when the African Ministers requested the French Presidency to “undertake consultations on the issue of vulnerability of Africa” in the aftermath of the COP.

The COP21 President responded by convening *informal* consultations with a view to reporting at the following COP22. Successive COP Presidents have convened informal consultations on the agenda without it making it to the official COP agenda.

The AGN put yet another fight to have these issues included as official agenda item at COP28 in consultations under the COP28 Presidency keen to have this reflected as a principal element.

A review of a number of decision text shows the reference to special needs and circumstance. However, this reference is not a preserve for Africa in most of the texts.



## GET IN TOUCH

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