



Conference of the Parties

Twenty-eighth session

United Arab Emirates, 30 November to 12 December 2023

Agenda item 19(a)

Conclusion of the session

Adoption of the draft report on the session

Draft report of the Conference of the Parties on its twenty-eighth session

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(To be completed)

I. Opening of the session

(Agenda item 1)

1. The twenty-eighth session of the Conference of the Parties (COP), convened pursuant to Article 7, paragraph 4, of the Convention, was held at Expo City Dubai in Dubai, United Arab Emirates, from 30 November to 12 December 2023. Sameh Shoukry (Egypt), President of COP 27, convened the 1st meeting of COP 28¹ on Thursday, 30 November,² and made a statement.³

2. The opening included statements by Simon Stiell, Executive Secretary of the UNFCCC, and Jim Skea, Chair of the Intergovernmental Panel on Climate Change.⁴ Tribute was paid to the life and work of Pete Betts (United Kingdom of Great Britain and Northern Ireland) and Saleemul Huq (Bangladesh), who both passed away in October 2023.

II. Organizational matters

(Agenda item 2)

¹ Meetings of the COP referred to in this report are plenary meetings.

² COP 28 was held in conjunction with the eighteenth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP) and the fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA). The proceedings of the CMP and the CMA are contained in separate reports. The proceedings of the joint meetings of the COP, the CMP and the CMA convened at the sessions are contained in the report of the COP and cross-referenced in the reports of the CMP and the CMA.

³ Available at https://unfccc-events.azureedge.net/COP28_94190/agenda (starting at 3:41:39).

⁴ Available at https://unfccc-events.azureedge.net/COP28_94190/agenda (starting at 3:10:52).



A. Election of the President of the Conference of the Parties at its twenty-eighth session

(Agenda sub-item 2(a))

3. At the 1st meeting of the COP, the President of COP 27 recalled that, in accordance with rule 22, paragraph 1, of the draft rules of procedure being applied, the office of the President of the COP is subject to rotation among the five United Nations regional groups. He informed Parties that the cycle would be continued with a President from the Asia-Pacific States. On a proposal by the President of COP 27, the COP elected by acclamation Sultan Ahmed Al Jaber, Minister of Industry and Advanced Technology of the United Arab Emirates and United Arab Emirates special envoy for climate change, as President of COP 28, who made a statement.⁵

B. Adoption of the rules of procedure

(Agenda sub-item 2(b))

(To be completed)

C. Adoption of the agenda

(Agenda sub-item 2(c))

4. At its 1st meeting, the COP considered document FCCC/CP/2023/1/Add.2 containing the supplementary provisional agenda. The President recalled the understanding reached among Parties during the consultations with regard to the adoption of the agendas for the sessions of the governing and subsidiary bodies, as set out in paragraphs 5–8 below.

5. At the same meeting, the President proposed that the agendas as presented in the respective supplementary provisional agendas⁶ be adopted without the inclusion of the items proposed by Parties and without the inclusion of sub-item 10(h) of the supplementary provisional agenda for the fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA), “Sharm el-Sheikh dialogue on the scope of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement”.

6. The President proposed that consideration of the underlying issues and concerns related to the following items not to be included in the agendas could take place under other agenda items in line with existing mandates or in consultations to be undertaken by the Presidency as follows:

(a) Item 18 of the supplementary provisional agenda for COP 28, “Mountains and climate change: highlighting the need for the protection of vulnerable mountain ecosystems while building the resilience of mountain peoples and economies to reduce loss and damage”: these issues could be discussed under the 16th Focal Point Forum of the Nairobi work programme on impacts, vulnerability and adaptation to climate change, on understanding and closing adaptation knowledge gaps in mountains, high-latitude areas and the cryosphere as well as under future activities of the Nairobi work programme;

(b) Items 20, 15 and 21 of the supplementary provisional agendas for CMA 5, the fifty-ninth session of the Subsidiary Body for Scientific and Technological Advice (SBSTA) and the fifty-ninth session of the Subsidiary Body for Implementation (SBI) respectively, “Urgently scaling up financial support from developed country Parties in line with Article 4, paragraph 5, of the Paris Agreement to enable implementation for developing countries”: these issues could be discussed under item 10(a) of the supplementary provisional agenda for CMA 5, “Matters relating to the Standing Committee on Finance”;

⁵ Available at https://unfccc-events.azureedge.net/COP28_94190/agenda (starting at 3:31:20).

⁶ FCCC/CP/2023/1/Add.2, FCCC/KP/CMP/2023/1/Add.2, FCCC/PA/CMA/2023/1/Add.3, FCCC/SBSTA/2023/5/Add.2 and FCCC/SBI/2023/11/Add.2.

(c) Item 19 of the supplementary provisional agenda for CMA 5, “Doubling adaptation finance as part of the efforts towards the implementation of decisions 1/CP.26, paragraph 11, and 1/CMA.3 paragraph 18, on adaptation finance”: these issues could be discussed under item 10(a) of the supplementary provisional agenda for CMA 5, “Matters relating to the Standing Committee on Finance”;

(d) Items 19, 21, 16 and 22 of the supplementary provisional agendas for COP 28, CMA 5, SBSTA 59 and SBI 59 respectively, “Operationalization of the principles of equity and common but differentiated responsibilities and respective capabilities, in accordance with Article 2, paragraph 2, of the Paris Agreement”: these issues could be discussed under item 4 of the supplementary provisional agenda for CMA 5, “First global stocktake”, and items 5 and 8 of the supplementary provisional agendas for SBSTA 59 and SBI 59 respectively, “Matters relating to the global stocktake under the Paris Agreement”;

(e) Items 20, 22, 17 and 23 of the supplementary provisional agendas for COP 28, CMA 5, SBSTA 59 and SBI 59 respectively, “Mission 1.5: positive incentives for accelerating early actions and policies that are nationally determined”: these issues could be discussed under item 4 of the supplementary provisional agenda for CMA 5, “First global stocktake”, and items 5 and 8 of the supplementary provisional agendas for SBSTA 59 and SBI 59 respectively, “Matters relating to the global stocktake under the Paris Agreement”;

(f) Items 21, 15, 23, 18 and 24 of the supplementary provisional agendas for COP 28, the eighteenth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP), CMA 5, SBSTA 59 and SBI 59 respectively, “Concerns with unilateral trade measures related to climate change and their potential adverse impact on equitable and just transitions, in the context of sustainable development and efforts to eradicate poverty”: these issues could be discussed under item 4 of the supplementary provisional agenda for CMA 5, “First global stocktake”, and items 5 and 8 of the supplementary provisional agendas for SBSTA 59 and SBI 59 respectively, “Matters relating to the global stocktake under the Paris Agreement”;

(g) Sub-item 10(h) of the supplementary provisional agenda for CMA 5, “Sharm el-Sheikh dialogue on the scope of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement”: the report on the dialogue could be considered during discussions under item 10(a) of the supplementary provisional agenda for CMA 5, “Matters relating to the Standing Committee on Finance”.

7. The President also proposed to convene consultations on the way forward regarding the following matters not to be included in the agenda:

(a) Item 16 of the supplementary provisional agenda for CMA 5, “Special needs and special circumstances of Africa”: the outcomes of consultations on the way forward on this matter are to be reported under item 24 of the supplementary provisional agenda for CMA 5, “Other matters”;

(b) Sub-item 10(i) of the supplementary provisional agenda for CMA 5, “Seventh review of the Financial Mechanism”: the outcomes of consultations on the way forward on this matter are to be reported to CMA 5;

(c) Item 14 of the supplementary provisional agenda for CMP 18, “Issues related to Article 3, paragraph 9, and Article 21 of the Kyoto Protocol”: the outcomes of consultations on the way forward on this matter are to be reported to CMP 18.

8. The President informed Parties that the understanding set out in paragraphs 5–7 above would not exclude consideration of any associated issues and concerns raised by Parties during discussions under other agenda items. The President also informed Parties that the understanding applied to the agendas of the CMP and the CMA and that they also applied *mutatis mutandis* to the related issues on the supplementary provisional agendas of the subsidiary bodies. The President noted that each of the governing and subsidiary bodies would recall the understanding set out in paragraphs 5–7 above when adopting their respective agendas.

9. The President proposed that the supplementary provisional agenda for COP 28 be amended to reflect this understanding, with sub-items 14(a-b) and item 15 held in abeyance and items 18, 19, 20 and 21 deleted.
10. On the proposal by the President, the COP adopted the agenda as follows:
1. Opening of the session.
 2. Organizational matters:
 - (a) Election of the President of the Conference of the Parties at its twenty-eighth session;
 - (b) Adoption of the rules of procedure;
 - (c) Adoption of the agenda;
 - (d) Election of officers other than the President;
 - (e) Admission of organizations as observers;
 - (f) Organization of work, including for the sessions of the subsidiary bodies;
 - (g) Dates and venues of future sessions;
 - (h) Adoption of the report on credentials.
 3. Reports of the subsidiary bodies:
 - (a) Report of the Subsidiary Body for Scientific and Technological Advice;
 - (b) Report of the Subsidiary Body for Implementation.
 4. Reporting from and review of Parties included in Annex I to the Convention.
 5. Reporting from Parties not included in Annex I to the Convention.
 6. Report of the Adaptation Committee and review of the progress, effectiveness and performance of the Adaptation Committee.
 7. Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts.⁷
 8. Matters relating to finance:
 - (a) Long-term climate finance;
 - (b) Matters relating to the Standing Committee on Finance;
 - (c) Report of the Green Climate Fund to the Conference of the Parties and guidance to the Green Climate Fund;
 - (d) Report of the Global Environment Facility to the Conference of the Parties and guidance to the Global Environment Facility;
 - (e) Seventh review of the Financial Mechanism;
 - (f) Compilation and synthesis of, and summary report on the in-session workshop on, biennial communications of information related to Article 9, paragraph 5, of the Paris Agreement;
 - (g) Operationalization of the funding arrangements for responding to loss and damage referred to in paragraph 2, including the fund referred to in paragraph 3, of decisions 2/CP.27 and 2/CMA.4.
 9. Development and transfer of technologies and implementation of the Technology Mechanism: joint annual report of the Technology Executive Committee and the Climate Technology Centre and Network.

⁷ Neither the inclusion of this item in the agenda nor the annotations to it prejudice outcomes on matters related to the governance of the Warsaw International Mechanism.

10. Capacity-building under the Convention.
11. Matters relating to the least developed countries.
12. Report of the forum on the impact of the implementation of response measures.
13. Gender and climate change.
14. Consideration of proposals from Parties for amendments to the Convention under Article 15:
 - (a) Proposal from the Russian Federation to amend Article 4, paragraph 2(f), of the Convention (*held in abeyance*);
 - (b) Proposal from Papua New Guinea and Mexico to amend Articles 7 and 18 of the Convention (*held in abeyance*).
15. Second review of the adequacy of Article 4, paragraph 2(a–b), of the Convention (*held in abeyance*).
16. Administrative, financial and institutional matters:
 - (a) Budgetary, financial and institutional matters;
 - (b) Decision-making in the UNFCCC process.
17. High-level segment:
 - (a) Statements by Parties;
 - (b) Statements by observer organizations.
18. Other matters.
19. Conclusion of the session:
 - (a) Adoption of the draft report on the session;
 - (b) Closure of the session.

D. Election of officers other than the President

(Agenda sub-item 2(d))

(To be completed)

E. Admission of organizations as observers

(Agenda sub-item 2(e))

11. At its 1st meeting, the COP considered a note by the secretariat on the admission of organizations as observers,⁸ which lists the 20 intergovernmental organizations and 595 non-governmental organizations that had been provisionally admitted as observers. In accordance with the recommendation of the Bureau and on a proposal by the President, the COP admitted the above-mentioned organizations.

12. Statements were made by representatives of two Parties.^{9, 10}

⁸ FCCC/CP/2023/3.

⁹ The representative of the Russian Federation requested that their statement (available at https://unfccc-events.azureedge.net/COP28_94190/agenda (starting at 2:24:20)) be reflected in the report on the session.

¹⁰ The representative of the United States of America requested that their statement (available at https://unfccc-events.azureedge.net/COP28_94190/agenda (starting at 2:21:49)) be reflected in the report on the session.

F. Organization of work, including for the sessions of the subsidiary bodies

(Agenda sub-item 2(f))

13. At the 1st meeting, the President noted that the governing and subsidiary bodies would launch work on all agenda items on Thursday, 30 November, and that all bodies would reconvene later that day in a joint plenary to hear opening statements from Parties and observers.

14. He also noted that the subsidiary bodies would conclude their work on Wednesday, 6 December, and that he looked forward to hearing the outcomes of the sessions of the SBSTA and the SBI.

15. The President informed the COP that following the closure of the sessions of the subsidiary bodies he would convene a plenary meeting to propose a way forward for the second week of the Conference.

16. The President informed the COP that the SBSTA and the SBI could recommend draft decisions or conclusions for consideration and adoption by the COP under the following items on matters already on their agendas:

Item 4	Reporting from and review of Parties included in Annex I to the Convention
Item 5	Reporting from Parties not included in Annex I to the Convention
Item 6	Report of the Adaptation Committee and review of the progress, effectiveness and performance of the Adaptation Committee
Item 7	Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts, as it relates to the report of the Executive Committee of the Warsaw International Mechanism
Sub-item 8(b)	Matters relating to the Standing Committee on Finance, as it relates to the second review of the functions of the Committee
Item 9	Development and transfer of technologies and implementation of the Technology Mechanism: joint annual report of the Technology Executive Committee and the Climate Technology Centre and Network
Item 10	Capacity-building under the Convention
Item 11	Matters relating to the least developed countries
Item 12	Report of the forum on the impact of the implementation of response measures
Item 13	Gender and climate change, including the report on gender composition and the synthesis report on progress in integrating a gender perspective into constituted body processes
Sub-item 16(a)	Budgetary, financial and institutional matters

17. The COP agreed to proceed on the basis of the organization of work outlined by the President.

18. At the joint 2nd meeting of the governing and subsidiary bodies, held on Thursday, 30 November, statements were made by representatives of Cuba (on behalf of the Group of 77 and China), Spain (on behalf of the European Union and its member States), Switzerland (on behalf of the Environmental Integrity Group), Australia (on behalf of the Umbrella Group), Samoa (on behalf of the Alliance of Small Island States), Zambia (on behalf of the African Group), the Plurinational State of Bolivia (on behalf of the Like-minded Developing Countries), Saudi Arabia (on behalf of the Arab Group), Uruguay (on behalf of Argentina, Brazil and Uruguay), Brazil (on behalf of Brazil, South Africa, India and China), Honduras (on behalf of the Coalition for Rainforest Nations) and Senegal (on behalf of the least developed countries). Statements were also made by representatives of seven Parties.

19. At the same meeting, statements were made by representatives of business and industry, environmental, farmers, research and independent, trade union, and children and youth non-governmental organizations, Indigenous Peoples organizations, local government and municipal authorities, and the women and gender constituency.

(To be completed)

III. Agenda items 2(g) to 8(f)

(To be completed)

Operationalization of the funding arrangements for responding to loss and damage referred to in paragraph 2, including the fund referred to in paragraph 3, of decision 2/CP.27 and 2/CMA.4

(Agenda sub-item 8(g))

(To be completed)

20. At its resumed 1st meeting, on 30 November, the COP adopted the decision entitled “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”, contained in document FCCC/CP/2023/L.1–FCCC/PA/CMA/2023/L.1.

21. The President requested the secretariat to update paragraph 14 of the decision referred to in paragraph 20 above to reflect any offers made during the Conference to contribute to the fund referred to in that decision. The President also requested the secretariat to make available on the UNFCCC website all offers to contribute as they are made.

22. The President encouraged Parties to nominate members and alternate members of the Board of the Fund during the Conference so that the Board could immediately be operational and serve the developing country Parties that are particularly vulnerable to the adverse effects of climate change.

23. The President recommended that, once operational, the Board take up the matter of naming the fund referred to in the above-mentioned decision.

24. Statements were made by representatives of seven Parties.¹¹

IV. Agenda items 9 to 18

(To be completed)

V. Conclusion of the session

(Agenda item 19)

A. Adoption of the draft report on the session

(Agenda sub-item 19(a))

25. At its xx meeting, on xx December, the COP considered the draft report on the session and, on a proposal by the President, authorized the Rapporteur to complete the report on the session under the guidance of the President and with the assistance of the secretariat.

¹¹ The representative of Türkiye requested that their statement (available at https://unfccc-events.azureedge.net/COP28_94190/agenda (starting at 1:03:49)) be reflected in the report on the session.

B. Closure of the session

(Agenda sub-item 19(b))

(To be completed)
