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Subsidiary Body for Implementation

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Bonn, 5–15 June 2023

Arrangements for intergovernmental meetings

Note by the secretariat*

Summary

This document provides information on the preliminary scenario for the organization of the November–December 2023 sessions of the governing bodies, including possible elements of the provisional agendas; planning for future sessions; increasing the efficiency of the UNFCCC process towards enhancing ambition and strengthening implementation; and engaging observer organizations in the intergovernmental process, including their admission to the UNFCCC process.

* This document was scheduled for publication after the standard publication date owing to circumstances beyond the submitter's control.

Abbreviations and acronyms

Annex B Party	Party included in Annex I with a commitment inscribed in the third column of Annex B in the Doha Amendment to the Kyoto Protocol
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
CMP	Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol
COP	Conference of the Parties
IGO	intergovernmental organization
NGO	non-governmental organization
SB	sessions of the subsidiary bodies
SBI	Subsidiary Body for Implementation
SBSTA	Subsidiary Body for Scientific and Technological Advice

I. Introduction

A. Mandate

1. Article 8, paragraph 2, of the Convention, Article 14, paragraph 2, of the Kyoto Protocol and Article 17, paragraph 2, of the Paris Agreement provide that a function of the secretariat shall be to make arrangements for the sessions of the governing and subsidiary bodies and to provide them with services as required. In order to make the necessary arrangements for intergovernmental meetings, the secretariat periodically seeks guidance from the SBI under this agenda item.

B. Possible action by the Subsidiary Body for Implementation

2. The SBI will be invited to:

(a) Provide guidance to the COP 27 and 28 Presidencies, the Bureau and the secretariat on the planning of the sessions of the governing and subsidiary bodies during the United Nations Climate Change Conference (November–December 2023) and the organization of work of the governing bodies, including the joint high-level segment, with a view to reaching successful outcomes;

(b) Consider and provide advice to the secretariat on possible elements of the provisional agendas for COP 28, CMP 18 and CMA 5 (see annexes I–III);

(c) Recommend the dates for the sessional periods in 2026 and 2027 for adoption at COP 28;

(d) Encourage the regional groups hosting COP 29, 30 and 31 to accelerate their consultations in order to facilitate early planning;

(e) Continue its consideration of the efficiency of the UNFCCC process towards increasing ambition and strengthening implementation;

(f) Provide further guidance on ways of enhancing the engagement of observer organizations in the UNFCCC process.

II. November–December 2023 sessions

A. Preparations

3. COP 26 accepted with appreciation the offer of the Government of the United Arab Emirates to host COP 28, CMP 18 and CMA 5 and requested the Executive Secretary to conclude and sign as soon as possible, and preferably before SB 58, a Host Country Agreement for convening the sessions so as to allow for its prompt implementation.¹

4. At its meeting on 9 March 2023, the Bureau acknowledged receipt of an update from the host country and the secretariat on the progress of preparations for the sessions. Further information on the preparations will be provided at SBI 58.

B. Organization

5. The United Nations Climate Change Conference in Dubai will encompass COP 28, CMP 18, CMA 5 and SB 59 and will include a joint high-level segment of the governing bodies. The Government of the United Arab Emirates will convene the World Climate Action Summit on 1 and 2 December 2023. Information on the engagement of leaders at the Conference will be provided by the secretariat and the Government of the United Arab

¹ Decision 21/CP.26, paras. 4–5.

Emirates in due course. Heads of State and Government would deliver national statements at the first part of the high-level segment during the World Climate Action Summit.

6. A preliminary overview of the proposed organization of the Conference is provided in paragraphs 7–12 below.

7. The Conference will open on Thursday, 30 November 2023.² The COP 27 President would open COP 28 and propose the election of the President of COP 28, who would also serve as the President of CMP 18 and CMA 5.³ COP 28, CMP 18 and CMA 5 would convene their opening plenaries in turn to take up the items on their agendas. SBSTA 59 and SBI 59 would then convene their opening plenaries in parallel.

8. A joint plenary meeting of the bodies would also be convened on 30 November to hear statements on behalf of groups of Parties.

9. The SBSTA and the SBI are expected to finalize numerous issues, including those relating to ongoing work and mandates arising from the United Nations Climate Change Conference in Sharm el-Sheikh, and forward the results to COP 28, CMP 18 and CMA 5, as appropriate, for consideration and adoption. The work of the SBSTA and the SBI would be completed on Wednesday, 6 December.

10. Several events have been mandated to take place during the Conference, including, under the COP, the high-level event under the Marrakech Partnership for Global Climate Action,⁴ and under the CMA, the high-level events on the global stocktake,⁵ the high-level ministerial dialogue on climate finance,⁶ the high-level ministerial dialogue on the new collective quantified goal on climate finance,⁷ the high-level ministerial round table on pre-2030 ambition⁸ and the high-level ministerial round table on just transition.⁹

11. The secretariat, in collaboration with the presiding officers, will continue to make efforts to ensure efficient and effective use of time during the Conference.

12. In keeping with established practice, the Conference will be guided by the principles of openness, transparency and inclusiveness, reflected in the conduct of formal and informal plenary meetings; the timely availability of documentation and meeting announcements; and the broadcasting of information via close-circuit television and official UNFCCC online platforms, including the website, the digital platform, the Negotiator app and social media channels.

C. High-level segment

13. The joint high-level segment of COP 28, CMP 18 and CMA 5 will resume on Saturday, 9 December, with statements to be made by high-level dignitaries and on behalf of groups of Parties as appropriate.

14. The joint plenary meetings of the COP, the CMP and the CMA will then continue to hear national statements by ministers and other heads of delegation of Parties whose Head of State or Government did not deliver a national statement during the first part. There will be one speaker list for statements on behalf of Parties to the Convention, the Kyoto Protocol and the Paris Agreement. No decisions would be taken at the joint plenary meetings. To make best use of available time, the recommended time limit for each statement, as at previous

² Given that the official start date of the Conference is on a Thursday, and in keeping with the practice of including a rest day in the schedule of the Conference, the official rest day of the Conference will be Thursday, 7 December 2023.

³ The Government of the United Arab Emirates has nominated Sultan Ahmed Al Jaber, Minister of Industry and Advanced Technology and United Arab Emirates special envoy for climate change, to serve as President of COP 28, CMP 18 and CMA 5.

⁴ Decision 1/CP.25, para. 27.

⁵ Decision 19/CMA.1, para. 33.

⁶ Decision 12/CMA.1, para. 10.

⁷ Decision 9/CMA.3, para. 10.

⁸ Decision 1/CMA.3, para. 31.

⁹ Decision 1/CMA.4, para. 53.

sessions, will be three minutes (five minutes for statements on behalf of groups of Parties). The full text of the official statements will be posted on the UNFCCC website.

15. Statements by observer organizations will be heard following the delivery of national statements, with a recommended time limit of two minutes per statement.

D. Provisional agendas

16. Rule 9 of the draft rules of procedure being applied provides that “in agreement with the President, the secretariat shall draft the provisional agenda of each session”. Possible elements of the provisional agendas for COP 28, CMP 18 and CMA 5 have been prepared by the secretariat, following consultations with the COP 27 President and the Bureau, and are contained in annexes I, II and III respectively.

17. The possible elements are based on mandates arising from previous sessions and take into account the outcomes of COP 27, CMP 17 and CMA 4.

18. Taking the views of Parties thereon into account, the secretariat will finalize the provisional agendas in agreement with the COP 27 President and make them available in the official United Nations languages at least six weeks before the opening of the sessions, in accordance with rule 11 of the draft rules of procedure being applied.

III. Future sessions

A. Future sessional periods

19. COP 29, CMP 19 and CMA 6 will be held from 11 to 22 November 2024.¹⁰ In keeping with the principle of rotation among the United Nations regional groups, the President of those sessions would come from the Eastern European States. The Eastern European States should aim to finalize their consultations and submit an offer to host COP 29, CMP 19 and CMA 6 as soon as possible and no later than SBI 58, to be forwarded for consideration at COP 28 at the latest.

20. In keeping with the principle of rotation among the regional groups, the President of COP 30, CMP 20 and CMA 7 would come from the Latin American and Caribbean States. The Latin American and Caribbean States should aim to finalize their consultations and submit an offer to host COP 30 as soon as possible, to be forwarded for consideration at COP 28 or COP 29 at the latest.

21. In keeping with the principle of rotation among the regional groups, the President of COP 31, CMP 21 and CMA 8 would come from the Western European and other States. To allow for early planning, the Western European and other States are encouraged to finalize their consultations and submit as soon as possible an offer to host COP 31, which could be forwarded for consideration at COP 28.

B. Calendar of meetings of the Convention bodies

22. The following dates for the sessional periods in 2026 are proposed for consideration and adoption at COP 28:

- (a) First sessional period: Monday, 8 June, to Thursday, 18 June;
- (b) Second sessional period: Monday, 9 November, to Friday, 20 November.

23. The following dates for the sessional periods in 2027 are also proposed for consideration and adoption at COP 28:

- (a) First sessional period: Monday, 7 June, to Thursday, 17 June;

¹⁰ Decision 16/CP.25, para. 8(b).

- (b) Second sessional period: Monday, 8 November, to Friday, 19 November.

IV. Improving the efficiency of the UNFCCC process

24. SBI 56 took note of the rich exchange of views among Parties and observer organizations and the range of options proposed by them on increasing efficiency in the UNFCCC process, including:

- (a) Streamlining the agendas of the governing and subsidiary bodies;
- (b) Enforcing efficient time management in meetings;
- (c) Ensuring the timely availability of official documents while noting the importance of providing adequate time for groups to coordinate relevant input to the documents;
- (d) Encouraging the adoption of the rules of procedure by the COP.¹¹

25. SBI 56 invited Parties and observer organizations to submit further views on this matter by 28 February 2023 with a view to facilitating discussions thereon at SBI 58; and requested the secretariat to prepare a synthesis report on these submissions¹² for SBI 58 and an information paper on:

- (a) Information on past sessions, including number of agenda items, number of requests for new agenda items, number of facilitators required, number of participants, venue size and capacity, and size and number of meeting rooms;
- (b) Information on regional distribution of admitted and accredited observer organizations over time.¹³

26. Parties are invited to continue their consideration of the efficiency of the UNFCCC process towards increasing ambition and strengthening implementation at SBI 58 taking into account the submissions and the information paper referred to in paragraph 25 above.

V. Enhancing engagement of observer organizations in the intergovernmental process

27. SBI 44 noted that the number of admitted observer organizations had nearly doubled since 2008 and requested the secretariat to take the necessary administrative measures in order to facilitate more effective participation of such organizations in the intergovernmental process.¹⁴ SBI 56 acknowledged the significant increase in the number of organizations admitted to the UNFCCC as observers over time.¹⁵ As shown in figure 1, a total of 3,235 observer organizations had been admitted by the end of 2022, of which more than 3,000 are NGOs. The number of admitted observer organizations has in fact more than tripled since 2008, exacerbating issues relating to observer engagement.

¹¹ FCCC/SBI/2022/10, para. 165.

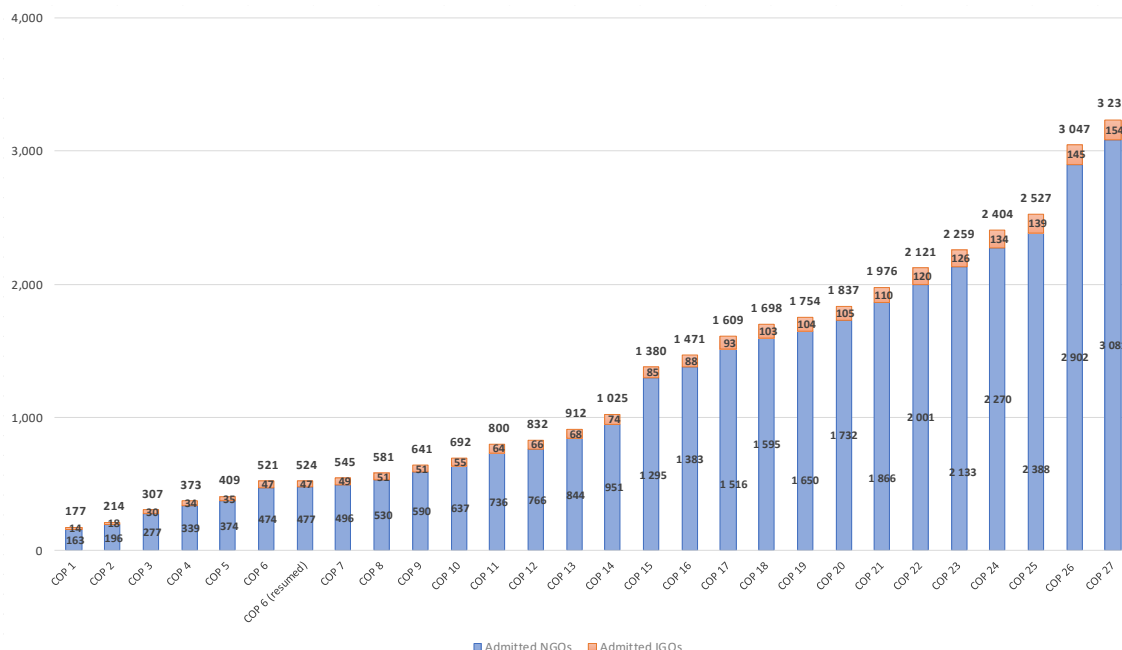
¹² At the time of publication of this document, no submission had been received.

¹³ FCCC/SBI/2022/10, paras. 161–163.

¹⁴ FCCC/SBI/2016/8, para. 167.

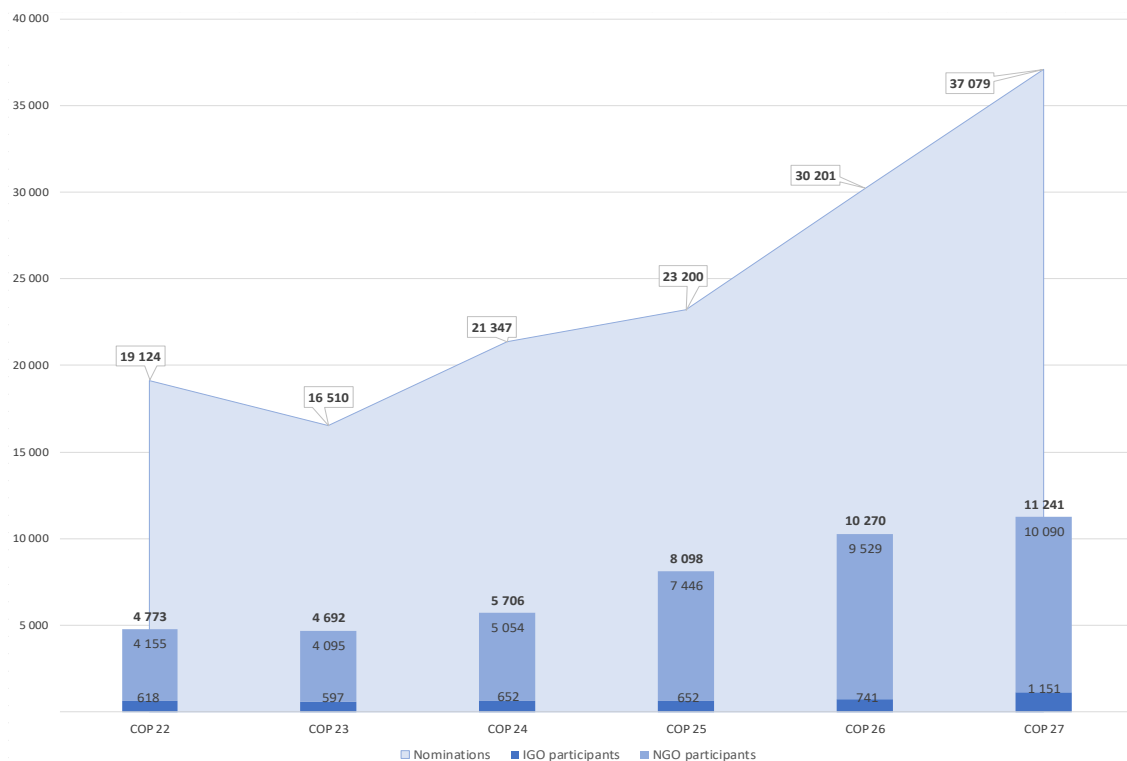
¹⁵ FCCC/SBI/2022/10, para. 169.

Figure 1
Number of admitted observer organizations



28. The delegation size of observer organizations at UNFCCC sessions has been capped through a quota system since COP 16. Although the total number of observer participants is rising, the quota for many organizations is decreasing because of the increase in the number of admitted observer organizations. This is creating the perception that the UNFCCC is restricting space for observer participation, when in fact the total number of observer participants is increasing. Shown in figure 2 but not in the official list of participants is the demand for conference badges from observer organizations (number of nominated participants), which for COP 27 was over 37,000.

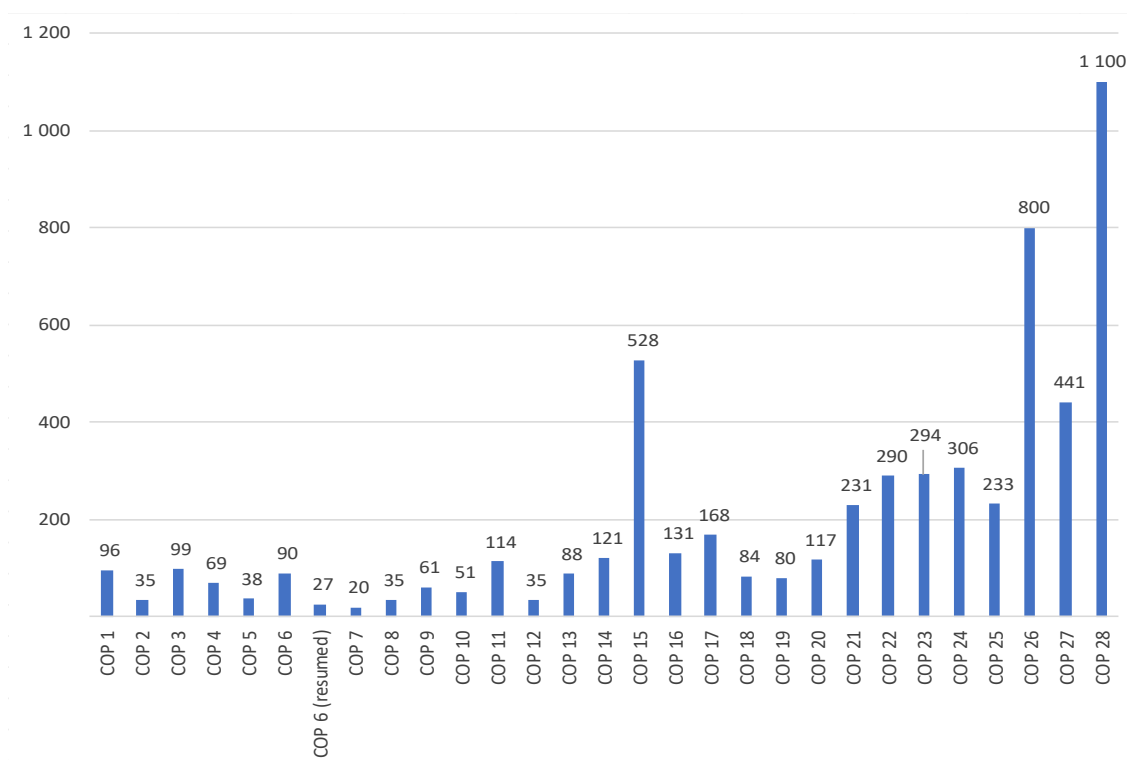
Figure 2
Number of nominated versus actual observer organization participants at recent sessions of the Conference of the Parties



29. The increase in the number of applications for admission as observer organization shown in figure 3 – for COP 28 it has more than doubled compared with COP 27 – is significantly burdening the secretariat’s resources and possibly affecting the quality of assessment of applications. Applications for admission are received through an online system on an ongoing basis. Owing to budget constraints the secretariat will no longer set a deadline for applications tied to a particular session of the COP and will assess the eligibility of applications in accordance with available resources.

30. This increase may also affect organizations that have already been admitted, be it through more restricted quotas, less access to side event slots, exhibit slots, contact group meetings, informal consultations and limited-access events, or reduced opportunities to engage with negotiators and contribute to plenary statements. Furthermore, there is no procedure in place for reviewing the admission status of an organization that has been admitted.

Figure 3
Number of applications for admission as observer organization



31. Issues pertaining to observer engagement arise not only from the sheer volume of observer organizations participating in the UNFCCC process, but also from the diversification of the type of observer organization and the purpose of participation, which requires closer review and new solutions. In order to address the challenges faced by observer organizations as reported last year,¹⁶ the secretariat launched an informal initiative for identifying ways to strengthen observer engagement in the UNFCCC process and collectively address challenges faced by the secretariat, observer organizations and presiding officers in ensuring meaningful, inclusive, fair and transparent observer engagement. All Parties and observer organizations were invited to join this initiative.

32. The topics were determined in consultation with admitted NGOs and IGOs and limited to those within the purview of observer organizations, the secretariat and the presiding officers. Any issues that required consideration by Parties were recorded as being outside the scope of this initiative. These topics were about NGO constituency coordination and engagement of informal groups; fair representation and equitable access; admission and

¹⁶ FCCC/SBI/2022/5, para. 30.

registration; current modes of observer engagement; engagement in constituted bodies; and administrative and operational arrangements and financial support.

33. The consultations generated more than 300 proposed solutions in the following four broad areas: quality of in-session and intersessional engagement; access and representation with a view to increasing transparency and inclusion; financial and logistical constraints to be taken into account in timelines and other operational aspects; and observers' understanding of the UNFCCC process for more effective engagement. Recurring themes in the proposed solutions were enhancing virtual participation; conference venue design that accommodates the diversification of the purpose of participation; and undertaking capacity-building activities and pooling information materials pertaining to the UNFCCC process and engagement opportunities. Feasible action in these areas will be undertaken by the secretariat and observer organizations subject to the availability of resources. Full information on the initiative is available on the UNFCCC website.¹⁷

34. The SBI may wish to provide further guidance on enhancing the engagement of observer organizations in the UNFCCC process.

¹⁷ <https://unfccc.int/process-and-meetings/parties-non-party-stakeholders/non-party-stakeholders/overview/process-to-strengthen-observer-engagement-in-the-unfccc-0>.

Annex I

Possible elements of the provisional agenda for the twenty-eighth session of the Conference of the Parties

- Opening of the session.
- Organizational matters:
 - Election of the President of COP 28;
 - Adoption of the rules of procedure;
 - Adoption of the agenda;
 - Election of officers other than the President;
 - Admission of organizations as observers;
 - Organization of work, including for the sessions of the subsidiary bodies;
 - Dates and venues of future sessions;
 - Adoption of the report on credentials.
- Reports of the subsidiary bodies.
- Reporting from and review of Parties included in Annex I to the Convention.
- Reporting from Parties not included in Annex I to the Convention.
- Matters relating to adaptation:
 - Report of the Adaptation Committee;
 - Review of the progress, effectiveness and performance of the Adaptation Committee.
- Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts.¹
- Matters relating to finance:
 - Long-term climate finance;
 - Matters relating to the Standing Committee on Finance;
 - Report of the Green Climate Fund to the COP and guidance to the Green Climate Fund;
 - Report of the Global Environment Facility to the COP and guidance to the Global Environment Facility;
 - Seventh review of the Financial Mechanism;
 - 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;
 - Matters relating to funding arrangements responding to loss and damage associated with the adverse effects of climate change, including a focus on addressing loss and damage.
- 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;
 - Linkages between the Technology Mechanism and the Financial Mechanism of the Convention.
- Capacity-building under the Convention.
- Matters relating to the least developed countries.

¹ The inclusion of this element does not prejudice outcomes on matters related to the governance of the Warsaw International Mechanism.

- Report of the forum on the impact of the implementation of response measures.
- Gender and climate change.
- Consideration of proposals by Parties for amendments to the Convention under Article 15:
 - Proposal from the Russian Federation to amend Article 4, paragraph 2(f), of the Convention;
 - Proposal from Papua New Guinea and Mexico to amend Articles 7 and 18 of the Convention.
- Second review of the adequacy of Article 4, paragraph 2(a–b), of the Convention.
- 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.²
- Administrative, financial and institutional matters.
- High-level segment.
- Other matters.
- Conclusion of the session.

² On 23 March 2023, the secretariat received a request from Andorra to include the item in the provisional agenda for COP 28.

Annex II

Possible elements of the provisional agenda for the eighteenth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol

- Opening of the session.
- Organizational matters:
 - Adoption of the agenda;
 - Election of additional officers;
 - Organization of work, including for the sessions of the subsidiary bodies;
 - Approval of the report on credentials.
- Reports of the subsidiary bodies.
- Reporting from and review of Parties included in Annex I:¹
 - National communications;
 - Annual compilation and accounting report for the second commitment period for Annex B Parties under the Kyoto Protocol;
 - Date of completion of the expert review process under Article 8 of the Kyoto Protocol for the second commitment period.
- Matters relating to the clean development mechanism.
- Matters relating to joint implementation.
- Matters relating to the Adaptation Fund.
- Capacity-building under the Kyoto Protocol.
- Report of the forum on the impact of the implementation of response measures.
- Report of the Compliance Committee.
- Report on the high-level ministerial round table on increased ambition of Kyoto Protocol commitments.
- Administrative, financial and institutional matters.
- High-level segment.
- Other matters.
- Conclusion of the session.

¹ As defined in Article 1, para. 7, of the Kyoto Protocol.

Annex III

Possible elements of the provisional agenda for the fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement

- Opening of the session.
- Organizational matters:
 - Adoption of the agenda;
 - Election of additional officers;
 - Organization of work, including for the sessions of the subsidiary bodies;
 - Approval of the report on credentials.
- Reports of the subsidiary bodies.
- Conclusion of the first global stocktake.
- Sharm el-Sheikh mitigation ambition and implementation work programme.
- Work programme on just transition.
- 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.
- Matters relating to adaptation:
 - Report of the Adaptation Committee;
 - Review of the progress, effectiveness and performance of the Adaptation Committee;
 - Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3.
- Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts.¹
- Matters relating to finance:
 - Matters relating to the Standing Committee on Finance;
 - Guidance to the Green Climate Fund;
 - Guidance to the Global Environment Facility;
 - Matters relating to the Adaptation Fund;
 - New collective quantified goal on climate finance;
 - 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.
 - Matters relating to Article 2, paragraph 1(c), of the Paris Agreement.
 - Matters relating to funding arrangements for responding to loss and damage associated with the adverse effects of climate change, including a focus on addressing loss and damage.
- 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.
- Capacity-building under the Paris Agreement.
- Report of the forum on the impact of the implementation of response measures.

¹ The inclusion of this element does not prejudice outcomes on matters related to the governance of the Warsaw International Mechanism.

- Matters relating to cooperative approaches referred to in Article 6, paragraph 2, of the Paris Agreement.
 - Mechanism established by Article 6, paragraph 4, of the Paris Agreement.
 - Work programme under the framework for non-market approaches referred to in Article 6, paragraph 8, of the Paris Agreement.
 - Report of the committee to facilitate implementation and promote compliance referred to in Article 15, paragraph 2, of the Paris Agreement.
 - Special needs and special circumstances of Africa.²
 - Administrative, financial and institutional matters.
 - High-level segment.
 - Other matters.
 - Conclusion of the session.
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² On 3 April 2023, the secretariat received a request from Zambia on behalf of the African Group to include this item in the provisional agenda for CMA 5.