



*This submission is made by Stand.earth on behalf of the Fossil Fuel Non-Proliferation Treaty Initiative.*

## **About Us**

The Fossil Fuel Non-Proliferation Treaty Initiative is a civil society initiative focussed on creating the multilateral governance that is currently missing to manage a global just transition away from fossil fuel production.

We support a directed network campaign made up of over 1,500 civil society organizations from every continent and almost every country including Indigenous Nations, trade unions, debt and trade justice advocates, development agencies, human rights campaigners, faith communities, health institutions, youth climate activists, and ordinary citizens.

Our initiative and proposals have been endorsed by 76 cities and sub-national governments including the Chair of C40 Cities Mayor Sadiq Khan of London; 250,000+ individuals including prominent scientists like Michael E. Mann and Katherine Hayhoe; Right Livelihood Laureates including Greta Thunberg and Vandana Shiva; senior faith institutions and individuals including the Vatican and His Holiness the 14th Dalai Lama; political leaders including Mary Robinson, Humberto de La Calle, José Ramos-Horta, the European Parliament, and 400 current parliamentarians from 70 countries. Tuvalu and Vanuatu have also called for a Treaty within the UN.

## Context

Fossil fuels are responsible for 86% of CO<sub>2</sub> emissions in the past decade.<sup>1</sup> Yet, according to the UNEP's Production Gap Report<sup>2</sup> countries plan to extract more than double the fossil fuels by 2030 than consistent with the Paris Agreement's 1.5°C temperature threshold.

The IPCC's Special Report on 1.5 found that, to have a chance of achieving 1.5°C, fossil fuels must be phased out by at least 6% per year, yet current plans will see production grow by 2% per year. The International Energy Agency's Net Zero 2050 Roadmap confirms that no investment in new oil and gas production is needed if the world aims to limit global warming to 1.5°C.

However, the question of fossil fuel production phase-out represents an existential challenge to many countries, with the Carbon Tracker Initiative identifying 19 countries with over 400 million people that are 'highly vulnerable' to the transition from oil and gas given the dependence of state revenues on fossil fuel production. In addition, a majority of countries continue to be reliant on fossil fuels for the majority of their energy needs, and their existing infrastructure is structured toward these fuels.

Finally, the global financial system is underpinned by projects and plans dependent on the current energy system – from the direct extraction projects themselves, to the adjacent infrastructure, to the downstream end-use facilities. A rapid switch in fuels at the center of our energy system will put pressure on the stability of these dependent countries and our financial systems as a whole.

The Mitigation Work Programme must therefore take a *holistic* view of how to enable countries to tackle by far the leading cause of climate change – fossil fuels – while enabling an equitable and just transition for workers, communities and economies.

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<sup>1</sup> M. Pathak, R. Slade, P.R. Shukla, J. Skea, R. Pichs-Madruga, D. Ürge-Vorsatz, 2022: Technical Summary. In: Climate Change 2022: Mitigation of Climate Change. Contribution of Working Group III to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change

<sup>2</sup> <https://productiongap.org/2021report/>

## Mitigation Work Programme – Topics for Discussion

We offer this submission in response to the invitation contained in decision CMA.4<sup>3</sup> “Matters relating to the work programme for urgently scaling up mitigation ambition and implementation referred to in paragraph 27 of decision 1/CMA.3”. In addition to making this submission we would also like to associate ourselves with and support the submission made by CAN International.

We propose that the Mitigation Work Programme included dedicated dialogues on the following three topics in line with the scope of the work programme:

1. Improving and sharing data and information about fossil fuel production plans and reserves;
2. Barriers and opportunities to ending expansion of fossil fuels and phasing out existing fossil fuel production in line with 1.5C and on the basis of equity;
3. International cooperation, on the basis of equity and common but differentiated responsibilities, to address fossil fuel production and enable a global just transition.

### **Improving and sharing data and information about fossil fuel production plans and reserves**

There is currently very limited publicly accessible, comprehensive, granular information on fossil fuel reserves and resources. However, historic efforts to tackle global threats, including the proliferation of nuclear weapons, demonstrate that government transparency and accountability is an important foundation and precursor for broader international cooperation.

The need for greater transparency was recognised in the 2021 Production Gap Report, which calls for verifiable and comparable information on fossil fuels and support. The Report states: “Another option – which would provide a more targeted

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<sup>3</sup> [https://unfccc.int/sites/default/files/resource/cma2022\\_L17E.pdf](https://unfccc.int/sites/default/files/resource/cma2022_L17E.pdf)

focus on fossil fuels and climate change – would be for governments to jointly create an independently-managed registry, through which they can report and review information on fossil fuel production plans and policies.” The report goes on to add: “International standardization of all such information could pave the way to a global registry of fossil fuel production sites and infrastructure, building on NGO-driven initiatives.”

In 2022 a Global Registry of Fossil Fuels<sup>4</sup> was launched to serve as an international transparency and accountability mechanism for fossil fuel supply, to offer standardized, comprehensive, government-vetted, publicly available data on fossil fuels reserves and help to plan a transition. The Registry was developed by the think-tank Carbon Tracker Initiative and was launched in collaboration with the governments of Germany, Tuvalu, and with remarks by the UNEP Executive Director.

The Global Registry of Fossil Fuels aims to:

- Provide the first comprehensive source of publicly accessible information on current and planned fossil fuel extraction, to track progress towards achieving the Paris Agreement temperature goals;
- Promote government accountability for the fossil fuel reserves and production within their national territories;
- Encourage governments to compel corporate reporting on fossil fuels, bringing new fossil fuel data into the public sphere and empowering equitable just transition planning at the national level;
- Help to direct international support to those countries most dependent on fossil fuels but with limited economic capacity to transition, to ensure an equitable global phase down;
- Serve as a comprehensive, policy-neutral tool for policymakers, and investors to make informed planning decisions about fossil fuel production in the context of the Paris Agreement temperature goal of 1.5C, bringing together all available sources of data on fossil fuel reserves and production as a baseline, and over time will secure support from country governments to report their own data;

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<sup>4</sup> <https://fossilfuelregistry.org/>

- Elevate the need for government transparency and accountability on fossil fuel supply into the multilateral sphere, and provide a broad public service for all stakeholders.

*Some key guiding questions for discussions:*

- How can greater transparency on oil, gas and coal production and reserves – expressed in CO<sub>2</sub>-equivalent – contribute to a deeper understanding of international risk assessments of the global carbon budget?
- Should the Global Registry of Fossil Fuels be adopted by national governments and relevant multilateral bodies? Specifically, can the Global Registry be incorporated into the Global Stocktake process as a key public policy tool?

### **Barriers and opportunities to ending expansion of fossil fuels and phasing out existing fossil fuel production in line with 1.5C on the basis of equity**

Even if fossil fuel expansion were to stop immediately, the world would still massively overshoot the goal of limiting the average global temperature rise to 1.5C with just the fossil fuels to be extracted from existing projects alone.<sup>5</sup> Emissions under a “no expansion” scenario are already 22% too high in 2025 and 66% in 2030 compared to a 50% chance of achieving a 1.5C temperature target. So avoiding catastrophic climate change therefore requires both an end to exploration and expansion of fossil fuel production, and an active phase down of existing projects. This fact has not yet been widely recognised, and every year that the fossil fuel industry continues to expand, the gap between emissions embedded in existing projects and the remaining carbon budget grows. Many existing projects are already obsolete and risk becoming stranded assets as they simply are not needed to meet demand and cannot compete with renewable energy. Any expansion of fossil fuel extraction runs the risk of creating even more stranded assets.

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<sup>5</sup> Teske, S., Niklas, S. (2021), Fossil Fuel Exit Strategy: An orderly wind down of coal, oil and gas to meet the Paris Agreement, June 2021

More fossil fuels are already being produced than what is needed, as the world has more than enough renewable energy resources that can be scaled up rapidly enough to meet the energy demands of every person in the world without any shortfall in global energy generation.

Between 2019 and 2050 primary energy demand is projected to fall globally due to efficiency measures in industrialized countries and increased electrification, even with increased electricity access becoming available to citizens worldwide.

Even with conservative estimates that account for environmental safeguards, land constraints and technical feasibility, solar and wind energy could meet primary energy demand more than 50 times over, indicating no new fossil fuel development is needed to remain aligned with a 1.5°C trajectory, global fossil fuel production will need to decline by an average of 9.5% for coal, 8.5% for oil and 3.5% for gas per year between 2021 and 2030.

The world can phase down fossil fuel production in line with a 1.5 °C temperature goal without any risk to energy security or land constraints, and by relying solely on wind and solar technology. While overall global energy demand is projected to fall, access to energy and energy services will increase due to increased electrification and energy efficiency, resulting in less wastage and a 1.5 °C phase out strategy aligned with energy access for all.

All regions, including top fossil fuel producer countries across North America, the Middle East and Asia, have more than enough renewable energy to meet the needs of the individual countries within each region, thereby changing the nature of energy dependency and imports worldwide. The fossil fuel phase out need not leave behind anyone in the dark and without energy access.

While renewables have become cost competitive with fossil fuels, policy settings in many countries create an impediment to fully exploiting this opportunity. Providing subsidies for fossil fuel production is one example of such an impediment. Consequently, national and subnational governments have a vital role to play in facilitating the transition to a renewable energy-powered world.

*Some key guiding questions for discussions:*

- What are the barriers to ending expansion of fossil fuels and phasing out existing fossil fuel production in line with 1.5C? What kind of support and cooperation is required to overcome these barriers?
- What are the key opportunities that present themselves for ending fossil fuel production and expansion in ecologically sensitive areas?
- What pathways exist for a rapid and equitable phase out of fossil fuels, based on fair shares and common but differentiated responsibilities?

### **International cooperation to equitably address fossil fuel production and enable a global just transition**

Careful planning and international coordination are essential to meet the twin challenges of phasing out rapidly enough to avoid catastrophic climate change, while ensuring equity and a global just transition.

International cooperation on fossil fuel production can ensure a more equitable transition away from coal, oil and gas globally and complement the Paris Agreement by helping explicitly address the primary source of carbon dioxide emissions.

Enabling countries to manage – and to benefit from – the transition away from fossil fuels requires clear paths and proactive plans to enable economic diversification, implement renewable energy and other reliable, cost-effective low-carbon solutions, and to co-create solutions that benefit every worker, community and country. We can either intentionally develop new ways to meet our needs or lose the window of opportunity to ensure a safe climate, healthy economy and sustainable future.

Many measures for promoting economic diversification away from fossil fuel dependence will need to take place domestically. The international community and a Fossil Fuel Non-Proliferation Treaty would need to ensure there is both financial and political support for such actions. Examples of domestic measures include: redirecting fossil fuel subsidies, redirecting state-owned fossil fuel companies,

enabling production of renewable energy technologies, reducing export dependence and achieving tax justice, reducing export dependence and achieving tax justice, prioritizing energy and food sovereignty.

However, collective and internationally supported actions are also necessary. Some examples include:

- **International financing mechanisms.** Funding would need to be mobilized at scale to resource the transition and economic diversification for less wealthy producers. New instruments would be needed to scale up transfers from wealthy countries, and could include use of funding sources such as IMF “Special Drawing Rights”, which were drawn on during the Covid pandemic crisis to provide significant public funds on short notice. The provision of funds should be supportive and on a needs- and country-driven basis, toward efforts to undertake sustainable and equitable energy and economic just transitions. There are indeed increasingly loud calls from developing countries, including statements by the Presidents of both Timor-Leste and Colombia, for reparations to enable them to make the right forward-looking choices as well as dealing with immediate catastrophes.
- **Ensuring access and ability to manufacture relevant technologies.** Provision should be made to ensure broad-based access to technologies that would be key for countries to diversify their economies. International trade rules should facilitate, and not undermine through intellectual property rules, the establishment of domestic manufacturing capacity of both renewable energy and other technologies.
- **Establishment of price stability measures.** Turbulence and price volatility of oil, gas and coal makes it difficult to plan for an orderly phase-out, leads to social unrest and makes economic diversification more difficult. Multilateral arrangements aimed at stabilizing price and avoiding turmoil will be central to a successful transition.
- **Response measures.** The framework to limit the adverse impacts of climate response measures under the UNFCCC provides another multilateral space with mandates to tackle economic diversification and sustainable



development, including overcoming export dependencies through diversification of economies.

- **Enabling and funding of social protection measures**, including considerations of the call for a global social protection fund as championed by many trade unions and social movements.

*Some key guiding questions for discussions:*

- What are the opportunities and challenges for economic diversification away from fossil fuel as a source of government income?
- What are the mechanisms by which to rapidly scale up renewable energy to meet global energy needs on a pathway aligned with 1.5C?
- What kind of finance, technology and capacity building support is required to support developing countries with the transition from fossil fuels?
- What are the intersections with other UNFCCC work programmes, including the Katowice Committee of Experts on the Impacts of the Implementation of Response Measures, and the Just Transition Work Programme?
- What kind of coordination is possible with aligned initiatives, including the Fossil Fuel Non-Proliferation Treaty and Beyond Oil and Gas Alliance?

## **A Fossil Fuel Non-Proliferation Treaty**

The Fossil Fuel Non-Proliferation Treaty Initiative recognizes that the climate crisis poses an existential threat as serious as the threat of weapons of mass destruction.

Addressing this threat requires comprehensive responses, like the way the world negotiated nuclear disarmament treaties, and a clear focus on phasing out the production of fossil fuels in line with the 1.5°C global climate goal.

Drawing on the analogy of the Nuclear Non-Proliferation Treaty, the treaty's three Pillars would prevent the proliferation of fossil fuels by ending all new exploration and production; phase-out existing production in line with equity and 1.5°C; and fast track real solutions and a just transition.

The goal would be to enable the rapid, equitable and comprehensive transformation needed to ensure a safe climate, healthy economy, and sustainable future for all people.

Our proposal is that governments should be convened to begin to negotiate a Fossil Fuel Non-Proliferation Treaty that would:

- I. cement the norm of no new extraction;
- II. establish commitments and oversee the delivery of finance, technology, and capacity-building in order to see that countries and communities with high dependency on fossil fuels are able to ensure access for all to renewable energy; diversify their economies; and ensure a just transition for all workers and communities;
- III. and develop a global plan to phase out fossil fuel production, on the basis of equity, taking into account each country's capacity to transition, level of dependence on fossil fuel production, and historical responsibility for climate change and ecological crises.

Furthermore, the Treaty would urgently commit to an immediate ban on fossil fuel production in ecologically sensitive areas, including transfers for developing countries to pursue alternative economic opportunities in exchange for not exploiting their fossil fuel resources in these areas.