

DRAFT CONCLUSIONS

on

SBSTA agenda item 8 / SBI 62 agenda item 8 United Arab Emirates just transition work programme

Version 25/6/2025 11:30

1. The Subsidiary Body for Scientific and Technological Advice (SBSTA) and the Subsidiary Body for Implementation (SBI) considered matters relating to the implementation of the United Arab Emirates just transition work programme.¹
2. The SBSTA and the SBI welcomed the third hybrid-format dialogue under the work programme,² held from 22 to 23 May 2025 on the topic “Approaches to enhancing adaptation and climate resilience in the context of just transitions”, which was decided upon and communicated in advance by the Chairs of the SBSTA and the SBI taking into consideration the relevant views submitted by Parties and observers and other non-Party stakeholders.³
3. The SBSTA and the SBI agreed to continue consideration of these matters at SB 63 (November 2025), taking note of the informal note prepared by the co-chairs for the relevant agenda items at these sessions under their own responsibility, considering that this does not reflect all the views shared and proposals made by Parties, with a view to recommending a draft decision thereon for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its seventh session (November 2025).

¹ See decision 3/CMA.5, paras. 3–4.

² As per decision 3/CMA.5, para. 5.

³ See decision 3/CMA.5, paras. 6–7. The submissions are available at <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx> (in the search field, type “just transition”).

This informal note has been prepared by the co-chairs under their own responsibility. The content of the paragraphs is preliminary, has not been agreed, is not exhaustive and has no formal status. It is intended to assist Parties in advancing discussions on this matter and does not prejudice further work or prevent Parties from expressing their views at any time.

[The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement,

Recalling the Paris Agreement,

Underscoring Article 2, paragraph 1, of the Paris Agreement, which provides that the Agreement, in enhancing the implementation of the Convention, including its objective, aims to strengthen the global response to the threat of climate change, in the context of sustainable development and efforts to eradicate poverty, including by holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5 °C above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change; increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emission development in a manner that does not threaten food production; and making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development,

Also underscoring Article 2, paragraph 2, of the Paris Agreement, which provides that the Agreement will be implemented to reflect equity and the principle of common but differentiated responsibilities and respective capabilities in the light of different national circumstances,

Recalling decisions 1/CMA.3, paragraph 85, 1/CMA.4, paragraphs 50–53, and 3/CMA.5,

Acknowledging that climate change is a common concern of humankind and that Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to a clean, healthy and sustainable environment, the right to health, the rights of Indigenous Peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity,

Recognizing that just transitions are for all countries,

Emphasizing the multisectoral, multidimensional and cross-cutting nature of just transitions, to which there is no one-size-fits-all approach and for which whole-of-society and whole-of-economy approaches are required,

Recognizing that just transition pathways are relevant in the context of mitigation, adaptation, strengthening climate resilience, increasing adaptive capacities and responding to loss and damage, which are all essential for ensuring that just transition pathways leave no one behind,

Highlighting the unique challenges and opportunities of each Party in pursuing just transitions that contribute to achieving the goals of the Paris Agreement,

Underscoring the importance of the urgent delivery of means of implementation (capacity-building, climate finance, and technology development and transfer) to facilitate just transition pathways and of enhancing international cooperation on, and support for, just transition pathways for developing country Parties, in particular small island developing states and the least developed countries,

Recognizing that the widening adaptation finance gap may hinder the implementation of just transition pathways in developing countries, especially those that are particularly vulnerable to the adverse effects of climate change,

1. *Underlines the importance of ensuring that just transition approaches are tailored to national circumstances and based on nationally defined development priorities and highlights*

the contribution of just transitions to more robust and equitable mitigation and adaptation outcomes;

2. *Emphasizes* the inherent connection between pursuing efforts to limit the global temperature increase to 1.5 °C, including through deep, rapid and sustained reductions in greenhouse gas emissions, and pursuing just transition pathways;

3. *Welcomes* the establishment of and progress of work under the United Arab Emirates just transition work programme;

4. *Affirms* that the work programme fosters a collective understanding of just transitions, is not policy-prescriptive and encourages a holistic and integrated approach to pursuing just transition pathways that reflect diverse national circumstances and capacities;

5. *Highlights* that the work programme contributes to efforts to strengthen the global response to the threat of climate change in the context of sustainable development and efforts to eradicate poverty;

6. *Emphasizes* the importance of comprehensively and systematically considering all elements of the work programme, as outlined in paragraph 2 of decision 3/CMA.5, without selective focus on any aspect.

7. *Invites* the work programme to integrate outcomes of the first global stocktake relevant to just transition in line with the invitation contained in paragraph 186 of decision 1/CMA.5;

8. *Expresses gratitude* to the Governments of Germany, Egypt, Panama and xxx for hosting the first, second, third and fourth dialogues respectively under the work programme;

9. *Also expresses appreciation* to the Chairs of the subsidiary bodies and the secretariat for organizing the dialogues, and *expresses gratitude* to the Parties and observers and other non-Party stakeholders, including experts, that contributed to the discussions at the dialogues and submitted views;⁴

10. *Expresses appreciation* to the Chairs of the subsidiary bodies and the secretariat for preparing the informal summaries of the first,⁵ second,⁶ third⁷ and fourth⁸ dialogues under the work programme, as well as the annual summary reports thereon,^{9,10} and *notes* the views of Parties and observers and other non-Party stakeholders reflected therein;

11. *Welcomes* that the dialogues enabled Parties and observers and other non-Party stakeholders to share information on opportunities, best practices, actionable solutions, challenges and barriers related to the dialogue topics and *recognizes*:

- a) That just transition pathways are determined at the national level in a nationally determined manner through national climate plans, policies and strategies, including NDCs, NAPs and LT-LEDS;
- b) The importance of meaningful and effective social dialogue with all social partners, respect for labour rights and decent work for just transitions;
- c) The importance of ensuring broad and meaningful participation involving all stakeholders, including workers affected by just transitions, informal workers, people in vulnerable situations, Indigenous Peoples, local communities, migrants and internally displaced persons, people of African descent, children, youth, the elderly and persons with disabilities, to enable effective, inclusive and participatory just transition pathways;

⁴ In response to decision 3/CMA.5, paras. 6 and 8. The submissions are available at <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx> (in the search field, type “just transition”).

⁵ Available at <https://unfccc.int/documents/640155>.

⁶ Available at <https://unfccc.int/documents/642594>.

⁷ Available at xxx.

⁸ Available at xxx.

⁹ FCCC/SB/2024/7.

¹⁰ FCCC/SB/2024/x.

- d) That multi-stakeholder, people-centric, bottom-up, whole-of-society approaches are required to achieve just transitions;
- e) The importance of education systems and skills development, including through upskilling and reskilling, of labour rights and social protection systems, and of consideration of the informal sector, the care economy, unemployed people and future workers for ensuring a just transition of the workforce;
- f) The multisectoral and multidimensional nature of just transitions and the resultant need for whole-of-economy approaches to just transitions that engage the private sector, including micro, small and medium-sized enterprises, and that contribute to the creation of green and decent jobs;
- g) The importance of facilitating universal access to clean, reliable, affordable and sustainable energy for all, including through the scaled-up deployment of renewable energy and access to clean cooking, and that such efforts may promote energy security and present significant socioeconomic opportunities associated with transitioning away from fossil fuels in a just, orderly and equitable manner, while acknowledging that pathways to energy transitions will vary by country in accordance with national circumstances;
- h) The importance of gender- and human rights-based approaches to just transition pathways that respect, promote and fulfil all human rights, including, but not limited to, the right to health, the right to a clean, healthy and sustainable environment, and the rights of Indigenous Peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations, as well as gender equality, empowerment of women and intergenerational equity;
- i) The importance of adaptation and climate resilience in the context of just transitions of ensuring that efforts in these areas are aligned with just transition pathways and take into account diverse national circumstances and development priorities;
- j) The importance of locally led adaptation and social protection in the context of enhancing adaptation and climate resilience aligned with just transition pathways;
- k) The connection between just transition pathways and ensuring the integrity of all ecosystems and the protection of biodiversity, recognized by some cultures as Mother Earth, including through the use of ecosystem-based adaptation approaches and nature-based solutions;

l) *[Placeholder on additional key messages resulting from the third and fourth dialogues];*

12. *Invites* Parties and non-Party stakeholders to consider the key messages in paragraph 11 above in designing, implementing and supporting just transition pathways, as applicable;

13. *Emphasizes* the importance of continuing to ensure the inclusive and active participation of Parties and observers and other non-Party stakeholders in future dialogues under the work programme, including by introducing interactive formats that foster engagement of and constructive discussion among all participants, whether they are attending in person or online;

14. *Encourages* Parties to consider just transition pathways in developing and implementing national climate plans and strategies, including NDCs, NAPs and LT-LEDS, that are aligned with the outcomes of the first global stocktake and relevant provisions of the Paris Agreement;

15. *Invites* the UNFCCC constituted bodies to integrate just transition elements and outcomes of the United Arab Emirates just transition work programme into their existing workplans to promote synergies and include in their regular reports information on progress in implementing related activities;

16. *Recognizes* the benefit of building on relevant work on designing and implementing just transition pathways under and outside the Convention and the Paris Agreement for maximizing synergies in the context of the work programme;

17. *Recognizes* the potential for synergies with the Rio Conventions and the Sustainable Development Goals;

18. *Notes* the relevant instruments and initiatives that might provide guidance for designing and implementing just transition pathways, including the International Labour Organization guidelines for a just transition towards environmentally sustainable economies and societies for all,¹¹ the United Nations Global Accelerator on Jobs and Social Protection for Just Transitions,¹² the United Nations Guiding Principles on Business and Human Rights¹³ and the and the United Nations Declaration on the Rights of Indigenous Peoples;¹⁴

19. *Requests* the secretariat to map relevant instruments, initiatives and processes under and outside the Convention and Paris Agreement to support the implementation of the work programme and as input to the review referred to in para. 3 of decision 3/CMA.5;

20. *Acknowledges* the challenges and barriers faced by many developing country Parties, in particular the least developed countries and small island developing States, in preparing and implementing national climate change plans and *notes* the importance of enhancing the provision of means of implementation and creating domestic enabling environments for preparing and implementing such plans;

21. *Highlights* developing country Parties' need for enhanced support for developing and implementing NDCs, NAPs and LT-LEDS that incorporate consideration of just transition pathways and *acknowledges* the support already available in this regard;

22. *Recalls* paragraph 20 of decision 1/CMA.6, in which it recognized the importance of continued efforts to support just transitions across all sectors and thematic areas, and cross-cutting efforts, including transparency, readiness, capacity-building and technology development and transfer, in developing country Parties;

23. *Notes* the summary of the 2023 Forum of the Standing Committee on Finance on financing just transitions¹⁵ and the information therein on integrating consideration of just transitions into national policymaking and policy frameworks as well as into creating enabling environments, and mobilizing and enhancing access in relation to financing for undertaking socially and economically feasible just transitions, including for those developing country Parties with limited fiscal space and high levels of debt;

24. *Recognizes* the importance of means of implementation, including capacity-building, climate finance and technology development and transfer, as well as international cooperation, for facilitating developing country Parties in pursuing just transition pathways that promote sustainable development and the eradication of poverty, and that high debt burdens can hinder those Parties in pursuing just transition pathways;

25. *Recalls* paragraph 69 of decision 1/CMA.5 which notes that scaling up new and additional grant-based, highly concessional finance and non-debt instruments remains critical to supporting developing countries, particularly as they transition in a just and equitable manner;

[Option 1: Placeholder on promoting international cooperation and addressing the concerns with climate change related trade-restrictive unilateral measures]

Option 2: Placeholder on cross-border impacts of climate measures, including trade impacts

Option 3: {no text}

¹¹ ILO. Guidelines for a just transition towards environmentally sustainable economies and societies for all. Geneva, 2015.

¹² More information available at <https://www.unglobalaccelerator.org/>.

¹³ United Nations. Guiding Principles on Business and Human Rights: Implementing the United Nations "Protect, Respect and Remedy" Framework. Geneva, 2011.

¹⁴ A/RES/61/295, "United Nations Declaration on the Rights of Indigenous Peoples", September 13, 2007.

¹⁵ FCCC/CP/2023/2/Add.4–FCCC/PA/CMA/2023/8/Add.4.

26. *Acknowledges* that developing country Parties may lack the institutional and financial capacity to achieve just transitions on their own and that global partnerships and capacity-building initiatives can provide valuable contributions in this context and *recognizes* that the United Arab Emirates just transition work programme has the potential to promote and enhance the role of international cooperation and partnerships in relation to the provision of capacity-building and technical and financial assistance;

27. *Recognizes* the role of non-market approaches under Article 6, paragraph 8, of the Paris Agreement in supporting Parties in implementing just transitions, in particular through coordination across instruments and relevant institutional arrangements, including the Glasgow Committee on Non-market Approaches;

28. Options for further implementation of the United Arab Emirates just transition work programme

Option 1: Improving existing modalities

Option 2: New institutional arrangements [toolbox, guidance framework, global platform, technical assistance network, mechanism]

Option 3: Defer decision to 2026

29. *Recalls* paragraph 3 of decision 3/CMA.5, in which it was agreed to review the effectiveness and efficiency of the work programme and consider its continuation at the eighth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (November 2026);

30. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in **paragraphs xxx** above;

31. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.]