United Nations

Framework Convention on Climate Change

FCCC/PA/CMA/2025/L.14

Distr.: Limited
21 November 2025

Original: English

Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
Seventh session
Belém, 10–21 November 2025
Agenda item 5
United Arab Emirates just transition work programme

United Arab Emirates just transition work programme

Proposal by the President

Draft decision -/CMA.7

United Arab Emirates just transition work programme

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,

Recognizing the need for an effective and progressive response to the urgent threat of climate change, based on equity and the best available science,

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

Please recycle

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, including strengthening climate resilience and 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. *Emphasizes* the inherent connection between pursuing efforts to limit the global temperature increase to 1.5 °C and pursuing just transition pathways;

2. *Underlines* the importance of ensuring that just transition approaches are aligned with the goals of the Paris Agreement, 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;

3. *Emphasizes* that just transition pathways can enable accelerated climate action, in this critical decade and beyond, based on equity and the best available science;

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

5. *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;

6. *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;

7. *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;

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

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

10. *Expresses appreciation* to the Chairs of the subsidiary bodies and the secretariat for organizing the dialogues and *expresses gratitude* to Parties and observers and other non-Party stakeholders, including experts, that contributed to the discussions at the dialogues and submitted views;[1]

[1] 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”).

11. *Expresses appreciation* to the Chairs of the subsidiary bodies and the secretariat for preparing the informal summaries of the first,[2] second,[3] third[4] and fourth[5] dialogues under the work programme, as well as the annual summary reports thereon,[6] and *appreciates* the views of Parties and observers and other non-Party stakeholders reflected therein;

12. *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* the following, on a non-exhaustive basis:

(a) That nationally determined just transition pathways are implemented at the national level through national climate plans, policies and strategies, including nationally determined contributions, national adaptation plans and long-term low-emission development strategies, in the context of the objective and goals, as well as the principles, of the Convention and the Paris Agreement;

(b) That the principles of equity and common but differentiated responsibilities and respective capabilities should guide just transition efforts;

(c) That multi-stakeholder, people-centric, bottom-up, whole-of-society approaches are required to achieve just transitions;

(d) The importance of ensuring broad and meaningful participation involving all relevant stakeholders, including workers affected by transitions, informal workers, people in vulnerable situations, Indigenous Peoples, local communities, migrants and internally displaced persons, people of African descent, women, children, youth, elderly people and persons with disabilities, to enable effective, inclusive and participatory just transition pathways;

(e) The importance of meaningful and effective social dialogue with all social partners, respect for labour rights, and decent work and quality jobs for just transitions;

(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 rural economy actors, especially smallholder farmers, and that contribute to the creation of decent work and quality jobs and food production;

(g) The importance of education systems and skills development, including through upskilling and reskilling that respond to labour market needs, of labour rights and social protection systems, and of consideration of the informal sector, the care economy, unemployed people and future workers for ensuring just transitions;

(h) The importance of just transition pathways that respect, promote and fulfil all human rights and labour rights, the right to a clean, healthy and sustainable environment, the right to health, the rights of Indigenous Peoples, people of African descent, 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;

(i) The importance of the rights of Indigenous Peoples and of obtaining their free, prior and informed consent in accordance with the United Nations Declaration on the Rights of Indigenous Peoples, and the importance of ensuring that all just transition pathways respect and promote the internationally recognized collective and individual rights of Indigenous Peoples, including the rights to self-determination, and acknowledge the rights and protections for Indigenous Peoples in voluntary isolation and initial contact, in accordance with relevant international human rights instruments and principles;

[2] Available at https://unfccc.int/documents/640155.
[3] Available at https://unfccc.int/documents/642594.
[4] Available at https://unfccc.int/documents/650431.
[5] Available at https://unfccc.int/documents/652861.
[6] FCCC/SB/2024/7 and FCCC/SB/2025/10.

(j) That adaptation and climate resilience are integral to just transitions and should be inclusive and empower Indigenous Peoples, local communities, women and people in vulnerable situations;

(k) The importance of social protection and locally led adaptation in the context of enhancing adaptation and climate resilience as part of just transition pathways;

(l) The importance of participatory approaches and of involving affected communities in the development of adaptation measures, noting that affected communities must also be central to the design and implementation of adaptation and climate resilience measures in the context of just transition pathways and that one-size-fits-all solutions should be avoided;

(m) 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;

(n) That universal, affordable and reliable energy access can be central to nationally defined just transition pathways, particularly in addressing energy poverty;

(o) 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, while acknowledging that pathways to energy transitions will vary by country in accordance with national circumstances;

(p) The need for scaling up access to clean cooking, highlighting the many co-benefits of clean cooking in terms of, inter alia, health, gender equality, the environment and livelihoods;

(q) That energy transitions towards low-carbon economies may include socioeconomic risks and opportunities, noting the role of nationally determined just energy transition pathways in minimizing risks and maximizing opportunities associated with these transitions;

(r) That an increasing number of zero- and low-carbon technologies, including renewable energy technologies, and energy efficiency measures are increasingly cost-effective, scalable and rapidly deployable, including in remote and underserved areas, thereby contributing to just energy transitions, with associated gains in energy security, as well as health and environmental benefits, including reduced air pollution, and that accelerated development in secure, flexible and resilient grid infrastructure and grid interconnections supports system security and increases energy access;

(s) The essential role of innovation and technology transfer as critical levers for enabling just transitions in a holistic, multisectoral manner and across sectors, and that access to affordable and context-appropriate technologies can accelerate progress on just transition pathways while maximizing the creation of jobs and opportunities and ensuring that no one is left behind;

(t) The need to address barriers, including limited institutional capacity, implementation gaps, and financial and technical constraints faced by developing country Parties in the context of just transitions;

(u) The importance of strengthening international cooperation on mobilizing finance, technology and capacity-building support for facilitating the implementation of nationally determined just transitions in a socially inclusive and equitable manner;

(v) The importance of continued efforts to support just transitions through measures that avoid exacerbating debt burdens and create fiscal space for countries to advance on pathways towards low emissions and climate-resilient development;

13. *Invites* Parties and non-Party stakeholders to consider the key messages in paragraph 12 above in designing, implementing and supporting just transition pathways in line with national circumstances, priorities and capabilities, as applicable;

14. *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 the engagement of and the constructive discussion among all participants, whether they are attending in person or online;

15. *Encourages* Parties to consider just transition pathways in developing and implementing national climate plans and strategies, including nationally determined contributions, national adaptation plans and long-term low-emission development strategies, that are informed by the outcomes of the first global stocktake and aligned with relevant provisions of the Paris Agreement;

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

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

18. *Underscores* that relevant instruments and initiatives may provide elements for consideration in designing and implementing nationally determined just transition pathways, including the International Labour Organization guidelines for a just transition towards environmentally sustainable economies and societies for all,[7] the United Nations Global Accelerator on Jobs and Social Protection for Just Transitions,[8] the United Nations Guiding Principles on Business and Human Rights[9] and the United Nations Declaration on the Rights of Indigenous Peoples,[10] and *calls upon* partners in relevant initiatives and organizations outside the UNFCCC process to take into account the key messages from the work programme in their implementation efforts;

19. *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 *underscores* the importance of enhancing the provision and mobilization of means of implementation and creating domestic enabling environments for preparing and implementing such plans;

20. *Recognizes* the need for enhanced support to be provided to developing country Parties for developing and implementing nationally determined contributions, national adaptation plans and long-term low-emission development strategies that incorporate consideration of just transition pathways and *recalls* the importance of continued efforts to support just transitions across all sectors and thematic areas, including cross-cutting efforts such as transparency, readiness, capacity-building and technology development and transfer, while acknowledging the support already available in this regard;

21. *Emphasizes* that means of implementation, including capacity-building, climate finance, and technology development and transfer, as well as enhanced international cooperation, are essential to facilitating the pursuit of just transition pathways that promote sustainable development and poverty eradication in developing country Parties, while noting that high debt burdens and limited fiscal space may hinder such efforts;

[7] International Labour Organization. 2015. *Guidelines for a just transition towards environmentally sustainable economies and societies for all*. Geneva: International Labour Organization. Available at https://www.ilo.org/global/topics/green-jobs/publications/WCMS_432859/lang--en/index.htm.

[8] See https://www.unglobalaccelerator.org.

[9] United Nations Human Rights Office of the High Commissioner. 2011. *Guiding Principles on Business and Human Rights: Implementing the United Nations "Protect, Respect and Remedy" Framework*. New York: United Nations. Available at https://www.ohchr.org/en/publications/reference-publications/guiding-principles-business-and-human-rights.

[10] United Nations General Assembly document A/RES/61/295.

22. *Recalls* 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;

23. *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 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;

24. *Requests* the secretariat to map relevant instruments, initiatives and processes under the Convention and the Paris Agreement and relevant entities in the United Nations system to support the implementation of the work programme and as input to the review referred to in paragraph 3 of decision 3/CMA.5 and *also requests* the secretariat to prepare a synthesis report thereon;

25. *Decides* to develop a just transition mechanism, the purpose of which will be to enhance international cooperation, technical assistance, capacity-building and knowledge-sharing, and enable equitable, inclusive just transitions, noting that the mechanism is to be implemented in a manner that builds on and complements relevant workstreams under the Convention and the Paris Agreement, including the work programme, and *requests* the subsidiary bodies at their sixty-fourth sessions (June 2026) to recommend a draft decision on the process for its operationalization for consideration by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its eighth session (November 2026);

26. *Invites*, in the spirit of *mutirão*, Parties and non-Party stakeholders to submit via the submission portal[11] views on the process referred to in paragraph 25 above by 15 March 2026;

27. *Recalls* paragraph 3 of decision 3/CMA.5, it 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), and *requests* the subsidiary bodies to develop terms of reference for the review at their sixty-fourth sessions;

28. *Also requests* the subsidiary bodies to consider, inter alia, ways to improve existing modalities in developing the terms of reference referred to in paragraph 27 above, without prejudice to the outcome of the consideration of the continuation of the work programme;

29. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs 24–25 above;

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

[11] https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx.