INFORMAL NOTE
on

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United Arab Emirates just transition work programme

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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 prejudge 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,

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 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. *Expresses gratitude* to the Governments of the Republic of Korea and Azerbaijan for hosting the fifth and sixth dialogues respectively under the work programme;

2. *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]

3. *Expresses appreciation* to the Chairs of the subsidiary bodies and the secretariat for preparing the informal summaries of the fifth[2] and sixth[3] dialogues under the work programme, as well as the annual summary report thereon,[4] and *appreciates* the views of Parties, and observers and other non-Party stakeholders reflected therein;

4. *Welcomes* that the fifth and sixth 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 topics of the dialogues;

5. *Reaffirms* the key messages from the first, second, third and fourth dialogues recognized in paragraph 12 of decision 2/CMA.7;

6. *Recognizes,* as additional key messages pertaining to the topic of the fifth dialogue, the following, on a non-exhaustive basis:

(a) That agriculture and ocean-based climate action are integral to nationally determined just transition pathways, while recognizing the importance of adaptation, resilience-building, food security, and poverty eradication, in a manner that does not threaten food production;

(b) The inherent connection between pursuing efforts to limit global temperature increase to 1.5 °C and pursuing just transition pathways in the context of sustainable development and efforts to eradicate poverty and of enhancing food security, including in relation to agriculture and ocean-based climate action, and its contribution to the protection of agricultural workers and food producers;

(c) The role and co-benefits of ocean-based climate action, including action related to protecting and restoring blue carbon ecosystems, in relation to designing and implementing just transition pathways that contribute to enhancing food security, in particular for coastal communities;

(d) The importance of taking into account the specific circumstances, needs and knowledge of smallholder farmers, family farmers, pastoralists, artisanal fishers, migrant workers, people of African descent, and rural and coastal communities across food value chains;

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[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").

[2] Available at: https://unfccc.int/documents/658279.

[3] Available at: https://unfccc.int/documents/663464.

[4] FCCC/SB/2026/7.

(e) The importance of ensuring the meaningful inclusion of workers in the informal economy and those working under informal employment arrangements in agriculture and [food systems][food production], including by extending access to social protection, labour rights and skills development opportunities;

(f) The important role of women in agriculture and [food systems][food production] and the need for gender-responsive approaches to addressing structural barriers faced by women;

(g) The important role of Indigenous Peoples' knowledge, local knowledge and traditional practices in supporting the implementation of resilient and sustainable just transition pathways that enhance food security;

(h) The importance of integrated, multisectoral approaches that address interconnections between climate action, food security, agriculture, fisheries and ecosystem health;

(i)

Option 1: The importance of taking into account the challenges, barriers and opportunities associated with the use of standards, certification, traceability requirements and other trade-related measures for producers, smallholder farmers and vulnerable communities in developing countries, and the importance of supporting such actors in meeting the requirements associated with those measures;

Option 2: The role of standards and requirements, including international standards, where appropriate, in advancing progress against objectives related to climate, the environment, human rights and labour rights across sustainable food system value chains, noting that support is available to producers in developing countries with regard to meeting related requirements;

Option 3: no text

(j) The potential for agroecological and agroforestry approaches, nature-based solutions and circular-economy principles, alongside other approaches reflecting national, regional and local circumstances, to support holistic, nationally determined just transition pathways that enhance food security and to deliver co-benefits;

(k) That transitions in [food systems][agriculture] that are aligned with the goals of the Paris Agreement present significant opportunities for advancing climate action while strengthening food security and resilience and reducing farmers' vulnerability to price volatility and supply chain disruptions, including with respect to fertilizers;

(l) The importance of reducing food loss and waste and strengthening post-harvest infrastructure and local value addition in the context of just transition pathways that enhance food security;

(m) The importance of urban and peri-urban [food systems][food production] and the role of subnational governments and local authorities in translating nationally determined just transition pathways into locally responsive implementation;

(n) The essential role of innovation, technology development and transfer, capacity-building and knowledge-sharing as key enablers of just transitions in [food systems][agriculture];

(o) The importance of ensuring that means of implementation reach those most affected in transitions in [food systems][agriculture], including through the use of direct access modalities and community-level financing;

7. *Recognizes,* as additional key messages pertaining to the topic of the sixth dialogue, the following, on a non-exhaustive basis:

(a) That just transitions in the industry sector are closely linked to development and should reflect national circumstances and priorities, and that sustainable industrialization and economic diversification are integral to nationally determined just transition pathways, which contribute to low-emission and climate-resilient development,

sustainable development and poverty eradication, while recognizing the different levels of industrialization of Parties;

(b) That industrial decarbonization should constitute a pathway to sustainable industrialization and economic diversification, rather than an additional constraint on development, consistently with the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances;

(c) That transitions in the industry sector that are aligned with the goals of the Paris Agreement, including holding the increase in the global average temperature to well below 2 °C and pursuing efforts to limit the global temperature increase to 1.5 °C, present significant opportunities for advancing climate action while attracting new industries, creating decent work and quality jobs, including in regions dependent on emission-intensive industries, and improving health outcomes;

(d) The role of labour rights, social dialogue and social protection systems, covering workers in both the formal and the informal economy, including those in vulnerable forms of employment, in anticipating and managing industrial restructuring, including through the involvement of workers and workers' organizations in shaping industrial policies and transition measures from the planning stage onward;

(e) The importance of anticipating job creation, job losses and changes in occupations arising from industrial transformation, including through the use of labour force mapping, vocational training, lifelong learning, reskilling, upskilling and retooling according to local industrial capabilities, and the importance of ensuring that new and emerging industries offer decent work and quality jobs;

(f) The value of country-led needs assessments and participatory socioeconomic impact assessments that build on existing national processes with regard to identifying the sectors and workers affected by transitions in the industry sector;

(g) The role of the private sector, including microenterprises and small and medium-sized enterprises and cooperatives, in just transition pathways for the industry sector, including through workplace-based training, apprenticeships, local procurement and supplier development;

(h) The importance of taking into account the specific circumstances and needs of workers in the informal economy and in artisanal and small-scale industries, including through support for formalization and through access to training, finance, technology and markets;

(i) The importance of designing just transition pathways for the industry sector that include workers who may be more vulnerable to exclusion, including older workers and workers with disabilities, through accessible training, recognition of prior learning and, where appropriate, income security and redeployment;

(j) The important role of women and youth in just transitions in the industry sector, including in decision-making, and the opportunities for addressing the underrepresentation of women in industry and creating pathways for young people into emerging industries, including through vocational training, youth employment measures and programmes that take into account care responsibilities;

(k) The importance of embedding human rights, including labour rights, throughout the design, implementation and monitoring of just transition pathways for the industry sector and across industrial value chains, including critical mineral value chains, and of ensuring meaningful participation that enables affected groups to shape decision-making, with access to information and with effective grievance mechanisms in place, and alongside equitable access to the economic opportunities created by industrial transformation;

(l) The importance of integrating consideration of occupational safety and health and public and environmental health into just transition pathways for the industry sector across value chains and for surrounding communities, while avoiding the shifting of pollution and occupational hazards between communities or workforces;

(m) The importance of recognizing and protecting, with respect to the rights of Indigenous Peoples, Indigenous Peoples' knowledge, traditional knowledge and local knowledge systems and their role in informing just transition pathways for the industry sector, including through free, prior and informed consent, and the importance of addressing the impacts of industrial activities and related infrastructure on the lands, territories, resources and livelihoods of Indigenous Peoples, and local communities;

(n) The role of locally led and community-based approaches in ensuring that industrial transformation contributes to sustainable local development and the preservation of cultural heritage, and the importance of sharing the benefits and opportunities associated with those approaches equitably with Indigenous Peoples, people of African descent and local communities, including through arrangements designed in collaboration with them from the outset and through their participation as partners, entrepreneurs and owners;

(o) The importance of equitable value chains that promote local value addition and economic opportunities, help to build productive capacity and enable developing country Parties to move towards higher-value segments of regional and global value chains, including with respect to critical minerals and agricultural products, in line with nationally determined strategies;

(p)

Option 1: The importance of taking into account the challenges, barriers and opportunities associated with the cross-border implications of climate-related policies, standards and measures for the participation of developing country Parties in industrial value chains and markets, and the importance of support for developing country Parties in meeting related requirements;

Option 2: The importance of effective domestic carbon pricing instruments and of addressing carbon leakage in emissions-intensive industrial sectors, in a WTO compatible way, as well as the role of standards, including international standards, in promoting clean technologies and clean energy value chains for a just transition in the industry sector;

Option 3: no text

(q) The importance of cooperation in promoting a supportive and open international economic system and open and inclusive value chains that enable sustainable industrialization in all Parties, in particular developing country Parties;

(r) The importance of place-based approaches that support economic diversification in regions and communities affected by industrial restructuring, including those dependent on a single industry, through the use of, inter alia, just transition agreements and plans developed jointly with workers, employers, local authorities and communities;

(s) The importance of coherent, predictable and long-term policy, regulatory and governance frameworks, based on whole-of-government approaches, multilevel and inclusive governance and nationally determined priorities, in mobilizing investment in industrial transformation, including through measures that create demand for low-emission products, such as public procurement;

(t) The importance of enabling conditions, at both the domestic and the international level, including clean, reliable and affordable energy and infrastructure, such as grids and storage, for a global shift towards low-emission and resilient industry that delivers inclusive and sustainable outcomes;

(u) The potential of circular economy approaches and resource efficiency for reducing emissions, demand for materials, and waste while creating new economic opportunities;

(v) That technology development and transfer for the industry sector extends beyond equipment, incorporating know-how, skills, maintenance and local adaptation, and that it should help to strengthen domestic capabilities and endogenous innovation, building on priorities identified through technology needs assessments and other nationally

identified priorities and with the support of sustained institutional and human capacity-building;

(w) The importance of addressing barriers to the development, deployment and diffusion of environmentally sound technologies for sustainable industrialization through technology partnerships, licensing cooperation and joint research and development, while maintaining incentives for innovation;

(x) The role of international cooperation and partnerships, including North–South, South–South, triangular and regional cooperation, in supporting fair value creation and nationally determined just transition pathways for the industry sector, including through knowledge-sharing, peer learning, regional technology hubs and industrial clusters;

(y) The capital-intensive nature of industrial transformation and the importance of addressing the high cost of capital and structural challenges in the sharing of risks and benefits, and the critical importance of scaling up new and additional grant-based, highly concessional finance and non-debt instruments to support developing country Parties, particularly as they transition in a just and equitable manner

(z) The importance of ensuring that support for just transition pathways in the industry sector addresses social dimensions, including with regard to worker retraining, social protection and community support, and that finance is accessible, including through the use of simplified procedures and through support for project preparation, in particular for the least developed countries and small island developing States;

8. *Reiterates* the invitation to Parties and non-Party stakeholders to consider the key messages in paragraph 12 of decision 2/CMA.7[5] and *invites* them to also consider the key messages in paragraphs 6 and 7 above in designing, implementing and supporting just transition pathways in line with national circumstances, priorities and capabilities, as applicable;

9. *Recognizes* that the work programme has provided a valuable space for the exchange of experiences, good practices and challenges among Parties and non-Party stakeholders and has built a shared understanding of just transitions and their holistic, multidimensional and multisectoral nature;

10. *Welcomes* the outputs of the work programme and *recognizes* that the dialogues and annual high-level ministerial round tables on just transition held as part thereof, the relevant submissions received from Parties, and observers and other non-Party stakeholders, the informal summaries of and annual summary reports on the dialogues, and the key messages in paragraph 12 of decision 2/CMA.7 constitute progress in fulfilling the mandates set out in decisions 1/CMA.4 and 3/CMA.5;

11. *Expresses appreciation* to the NGO constituencies and to United Nations entities and other relevant organizations for their valuable contributions to the work programme;

12. *Notes* the synthesis report on the views submitted by Parties and non-Party stakeholders on the review of the effectiveness and efficiency of the work programme, including proposals for improving its modalities,[6] and the synthesis report on the mapping of relevant instruments, initiatives and processes under the Convention and the Paris Agreement and relevant entities in the United Nations system[7] and *expresses appreciation* to the secretariat for preparing them;

13. *Reaffirms* that the work programme is not policy-prescriptive and encourages a holistic and integrated approach to pursuing just transition pathways that reflect diverse national circumstances and capacities;[8]

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[5] Decision 2/CMA.7, para. 13.
[6] Available at: https://unfccc.int/documents/663510.
[7] Available at: https://unfccc.int/documents/663562.
[8] Decision 2/CMA.5, paragraph 5.

14. *Agrees* that, pursuant to the review of the effectiveness and efficiency of the work programme, there is scope to strengthen its practical relevance and the translation of the shared understanding of just transitions built thereunder into implementation-relevant outputs;

15.

Decides to

Option 1: continue the work programme for a further three years and review the effectiveness and efficiency and consider the continuation thereof at its eleventh session (November 2029);

Option 2: continue the work programme for a defined period of three years and conduct a review thereof at its eleventh session (November 2029) with a view to the functions and modalities of and lessons learned from the work programme being integrated into the just transition mechanism;

Option 3: integrate the work programme, including its modalities, into the just transition mechanism;

with the same scope and modalities, subject to the following improvements being made under the work programme to enhance its effectiveness and efficiency, without creating new reporting requirements or obligations for Parties:

(a) Ensuring timely availability of relevant documents, with the concept note and guiding questions for each dialogue being made available no later than two weeks before the dialogue, and the informal summary of each dialogue being made available no later than two weeks before the subsequent regular sessions of the subsidiary bodies;

(b) Preparing a more analytical and implementation-oriented annual summary report, including identification of recurring gaps and corresponding actionable solutions for voluntary use by Parties, that reflects the views of all Parties in a balanced manner;

(c) Enhancing the inclusiveness of the dialogues, with strengthened participation of developing country Parties, in particular the least developed countries and small island developing States, and balanced regional representation among invited experts, including greater participation of experts from developing countries, and meaningful engagement by observer constituencies and other non-Party stakeholders;

(d) Selecting the topics for the dialogues through a transparent and Party-driven process on the basis of an indicative multi-year plan, with each dialogue organized around a limited number of clearly defined topics and guiding questions, using interactive formats;

(e) Ensuring comprehensive and systematic consideration of all elements of the work programme, set out in paragraph 2 of decision 3/CMA.5 in a balanced manner;

(f) Establishing a closer connection between the annual high-level ministerial round table on just transition and the dialogues, with dialogue outcomes informing ministerial discussions and high-level messages guiding subsequent work;

(g) Requesting the Chairs of the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation to appoint in consultation with respective groups and constituencies, two co-chairs, one from a developed country Party and one from a developing country Party;

16.

Option 1: *Decides* to operationalize the just transition mechanism, developed pursuant to paragraph 25 of decision 2/CMA.7;

Option 2: *Decides* to operationalize the just transition mechanism, developed pursuant to paragraph 25 of decision 2/CMA.7, via a phased approach;

17. *Also decides* that the mechanism shall operate under the authority and guidance of, and be accountable to, the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, and shall report to it annually;

18. *Decides* that the mechanism shall be Party-driven, nationally determined, demand-driven, facilitative and non-prescriptive, consistently with paragraph 5 of decision 2/CMA.7,

and that the work thereunder shall not create additional reporting requirements or conditionalities for Parties;

19. *Also decides* that the mechanism shall support just transition pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2, in a just, inclusive and equitable manner, guided by paragraphs 1–3 and taking into account the elements set out in paragraph 2 of decision 3/CMA.5 across all sectors of the economy and society, and taking into account the key messages recognized in paragraph 12 of decision 2/CMA.7 and paragraphs 6 and 7 above;

20. *Further decides* that the mechanism shall comprise two [tiers][dimensions]: a Party-driven policy [tier][dimension], in the form of a [joint contact group][steering committee with equitable geographical representation], and an implementation-oriented [tier][dimension] with meaningful engagement of non-Party stakeholder in both [tiers][dimensions] as appropriate [including through inclusive implementation-focused groups];

21.

Option 1: *Decides* that the implementation-oriented [tier][dimension] shall be operated, with the support of [the UNFCCC secretariat][a host], through a network of organizations, bodies and experts under and outside the UNFCCC, including United Nations system entities, and *invites* such organizations, bodies and experts to contribute to the work under the mechanism in accordance with their respective mandates and expertise;

Option 2: *Decides* that the implementation-oriented [tier][dimension] shall operate with the support of the UNFCCC secretariat [through a dedicated support unit];

Option 3: *Decides* that the implementation-oriented [tier][dimension] shall be operated through the existing constituted bodies, expert groups and work programmes under the UNFCCC, which shall be mandated by the CMA, on a recommendation of the joint contact group, to integrate the just transition mechanism within respective mandates;

22. *Affirms* 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 just transition work programme] making effective use of existing institutions and expertise and avoiding duplication of work;

23. *Decides* that the Party-driven policy [tier][dimension] shall:

(a) Develop a five-year workplan for endorsement by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement and oversee its implementation;

(b) Promote the integration of just transition elements into the work of constituted bodies and under work programmes and other processes under the Convention and Paris Agreement, within respective mandates, building on the invitation in paragraph 16 of decision 2/CMA.7;

(c) Provide relevant recommendations for consideration by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement taking into account the work under the implementation-oriented [tier][dimension];

(d) Consider the outcomes of the dialogues and the high-level ministerial round tables on just transition held under the work programme in setting priorities for the implementation-oriented [tier][dimension];

(e) Identify needs, gaps and barriers faced by developing country Parties in pursuing just transition pathways;

24. *Also decides* that the implementation-oriented [tier][dimension] shall:

(a) Facilitate access to means of implementation and demand-driven technical assistance, including at the national, subnational and community level, from relevant organizations, bodies and experts for planning, designing and implementing nationally determined just transition pathways and integrating them into nationally determined contributions, national adaptation plans, long-term low greenhouse gas emission development strategies and national development plans;

(b) Track and report on support delivered to the Party-driven policy [tier][dimension], without creating new reporting obligations for developing country Parties;

(c) Strengthen coherence, coordination and structured collaboration among relevant workstreams, bodies, processes, institutions and initiatives within and, as appropriate, outside the UNFCCC, while enhancing complementarity and avoiding duplication of work;

(d) Collaborate with and facilitate inclusive and participatory processes involving non-Party stakeholders and other relevant actors, including those referred to in paragraph 12(d) of decision 2/CMA.7, and regional cooperation and partnerships, as appropriate;

(e) Generate and share knowledge, including through peer learning, South–South and triangular cooperation, and the exchange and dissemination of knowledge, experience, lessons learned, good practices and relevant tools and methodologies, drawing on the expertise of relevant institutions, organizations and experts, including from developing countries, Indigenous Peoples, and local communities;

(f) Promote the development and use of tools, methodologies and approaches, including a flexible and non-prescriptive toolbox for voluntary use by Parties;

25. *Decides* that the mechanism will implement paragraph 23 and 24 above by:

(a) Maintaining a knowledge hub that provides access to information on existing instruments, initiatives, tools and sources of support relevant to just transitions;

(b) Facilitating matchmaking of requests with existing support and follow-up on each request until implementation is finalized;

(c) Inviting Parties to designate, as appropriate, a national focal point for the mechanism to facilitate coordination at the national level and engagement in the work under the mechanism;

(d) Convening an annual in-session meeting of Parties, relevant bodies and organizations, experts, practitioners and non-Party stakeholders to exchange experience and identify opportunities for cooperation;

(e) Compiling information on relevant instruments, initiatives and processes under the Convention and Paris Agreement;

(f) Inviting the Standing Committee on Finance to consider, when preparing draft guidance for the operating entities of the Financial Mechanism for consideration by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement to take into account, in line with their respective mandates and governing instruments, just transition considerations;

(g) Encouraging multilateral development banks and other financial institutions and other providers of means of implementation to developing country Parties to take into account just transition considerations, as appropriate;

26.

Option 1*: Decides* that the mechanism shall have an initial term of five years, renewable for a further five years subject to review, with the first review to be conducted at CMA 13 (November 2031);

Option 2: *Decides* to review the just transition mechanism at its eleventh session (November 2029);

27. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs 21–26 above;

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