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**United Arab Emirates just transition work programme**

# United Arab Emirates just transition work programme

## Proposal by the President

## Draft decision -/CMA.8

# 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,

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

*Also emphasizing* the inherent connection between pursuing efforts to limit the global temperature increase to 1.5 °C and pursuing just transition pathways,

*Underlining* 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 *highlighting* the contribution of just transitions to more robust and equitable mitigation and adaptation outcomes,

*Recalling* decisions 1/CMA.3, paragraph 85, 1/CMA.4, paragraphs 50–53, 3/CMA.5 and 2/CMA.7,

*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,

*Also recognizing* that just transition pathways should take into account different starting points, capacities and national circumstances, with a view to leaving no one behind,

*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,

*Encouraging* 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,

*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,

*Recalling* 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,

1. *Expresses gratitude* to the Governments of the Republic of Korea and Azerbaijan for hosting the fifth and sixth dialogues respectively under the United Arab Emirates just transition work programme;

2. *Expresses appreciation* to the Chairs of the subsidiary bodies and the secretariat for organizing the fifth and sixth dialogues under the work programme 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”).

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[5] 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 people in rural and coastal communities, as well as the role of producer organizations and cooperatives;

(e) The importance of promoting decent work and ensuring the meaningful inclusion of workers in the informal economy and those working under informal employment arrangements in agriculture and 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 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 the interconnections between climate adaptation, food security, agriculture, fisheries and ecosystem health;

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

(j) That transitions in agriculture that are aligned with the Article 2, paragraph 1(b), of the Paris Agreement present significant opportunities for advancing climate action

[2] Available at https://unfccc.int/documents/658279.
[3] Available at https://unfccc.int/documents/663464.
[4] FCCC/SB/2026/7.
[5] The fifth dialogue under the United Arab Emirates just transition work programme focused on just transition pathways for holistic approaches to food security, including with a focus on agriculture and oceans in the context of element (c) of para. 2 of decision 3/CMA.5.

while strengthening food security and resilience and reducing farmers' vulnerability to price volatility and supply chain disruptions;

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

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

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

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

7. *Also recognizes*, as additional key messages pertaining to the topic[6] 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, consistent 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, including collective bargaining and established social dialogue structures, 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 trade unions 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;

[6] The sixth dialogue under the United Arab Emirates just transition work programme focused on holistic approaches to nationally determined just transition pathways for the industry sector: technology, innovation and equitable value chains.

(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 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 to enter emerging industries, including through vocational training, youth employment measures and programmes that take into account care responsibilities;

(k) The importance of taking into consideration occupational safety and health and public and environmental health in just transition pathways for the industry sector and industrial value chains and for surrounding communities;

(l) The importance of recognizing and protecting, with respect to the rights of Indigenous Peoples, Indigenous Peoples' knowledge systems in accordance with the United Nations Declaration on the Rights of Indigenous Peoples and their free, prior and informed consent, as well as recognizing and protecting traditional knowledge and local knowledge systems, and their respective roles in informing just transition pathways for the industry sector, and the importance of addressing the impacts of industrial activities and associated infrastructure on the lands, territories, resources and livelihoods of Indigenous Peoples, and local communities;

(m) 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, local communities and people of African descent, including through arrangements designed in collaboration with them from the outset and through their participation as partners, entrepreneurs and owners;

(n) 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;

(o) 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;

(p) 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;

(q) 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, for mobilizing investment in industrial transformation, including by increasing demand for low-emission products;

(r) 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;

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

(t) 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, with the support of sustained capacity-building for institutions and individuals;

(u) 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;

(v) The role of international cooperation and partnerships, including voluntary 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;

(w) 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;

(x) The importance of ensuring that support for just transition pathways in the industry sector addresses the 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* its invitation for Parties and non-Party stakeholders to consider the key messages in paragraph 12 of decision 2/CMA.7[7] and *invites* them to also consider the key messages in paragraphs 6–7 above in designing, implementing and supporting just transition pathways in line with national circumstances, priorities and capabilities, as appropriate;

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

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 and paragraphs 6–7 above constitute progress in fulfilling the mandates set out in decisions 1/CMA.4 and 3/CMA.5;

11. *Expresses appreciation* to the UNFCCC observer organizations, including non-governmental organization constituencies and United Nations system 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,[8] 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[9] 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;[10]

[7] Decision 2/CMA.7, para. 13.
[8] FCCC/SB/2026/6.
[9] FCCC/PA/CMA/2026/5.
[10] See decision 2/CMA.7, para. 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, as appropriate;

15. *Decides* to continue the work programme for a further three years, to review its effectiveness and efficiency at the eleventh session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (November 2029) and, on the basis of that review, at the same session, to consider either the continuation of the work programme or the integration of its modalities into the just transition mechanism referred to in paragraph 16 below, 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 the annual summary report on the dialogues in an analytical manner, including identification of opportunities, best practices, actionable solutions, challenges and barriers that reflects the views of Parties, in a balanced manner, as well as the views of observers and other non-Party stakeholders, as appropriate;

(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, balanced regional representation among invited experts, including greater participation of experts from developing countries, and enhanced meaningful engagement and participation by non-governmental organization constituencies and other non-Party stakeholders;

(d) Selecting the topics for the dialogues through a transparent and Party-driven process and 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 discussions at the subsequent round table and messages arising from the round tables guiding subsequent work under the work programme, as appropriate;

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

16. *Recalls* paragraph 25 of decision 2/CMA.7, in which it was decided 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;

17. *Decides* that the just transition 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;

18. *Reaffirms* that the just transition 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;

19. *Decides* to operationalize the just transition mechanism, developed pursuant to paragraph 25 of decision 2/CMA.7, through a phased approach and *requests* the subsidiary bodies, at their sixty-sixth sessions (June 2027), to develop its functions, modalities and operational arrangements with a view to recommending a draft decision thereon for consideration and adoption at the ninth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (November 2027);

20. *Invites* Parties and non-Party stakeholders to submit via the submission portal[11] by 15 March 2027 views on the functions, modalities and operational arrangements referred to paragraph 19 above;

21. *Also invites* the Chairs of the subsidiary bodies to consider informal intersessional work on the functions, modalities and operational arrangements of the just transition mechanism, prior to the sixty-sixth sessions of the subsidiary bodies, in appropriate formats, including the dialogues under the work programme, and subject to the availability of financial resources;

22. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraph 15 above;

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

[11] https://submissions.unfccc.int/.