

**INFORMAL NOTE**  
**on**  
**CMA 7 agenda item 5**  
**United Arab Emirates just transition work programme**  
**Version 18/11/2025 6:07**

---

*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,*

*Recognizing the need for an effective and progressive response to the urgent threat of climate change on the basis of 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,*

---

\* [For the purpose of this document, and the references to gender under other UNFCCC work streams and constituted bodies, Argentina understands the term gender as defined in article 7.3 of the Rome Statute of the International Criminal Court.]

\*\* [For the purpose of this document and for all references to gender in other documents under the UNFCCC and its instruments, the Republic of Paraguay understands the term gender as framed exclusively within the provision of article 48 of its national constitution and interprets it as referring to the female and male sexes.]

---

*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.

**Option 1:** *Emphasizes* the need for increased ambition and the inherent connection between pursuing efforts to limit the temperature increase to 1.5 °C, including through deep, rapid and sustained reductions in greenhouse gas emissions, and pursuing just transition pathways;

**Option 2:** *Emphasizes* the inherent connection between pursuing efforts to limit the global temperature increase 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, scaled-up adaptation action, and the fulfilment of means of implementation obligations by developed country Parties to enable developing country Parties to respond to climate change in the context of sustainable development and poverty eradication, and recognizes that such outcomes are pursued through nationally determined 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 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.

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

---

**Option 2:** no text

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;<sup>1</sup>

11. *Expresses appreciation* to the Chairs of the subsidiary bodies and the secretariat for preparing the informal summaries of the first,<sup>2</sup> second,<sup>3</sup> third<sup>4</sup> and fourth<sup>5</sup> dialogues under the work programme, as well as the annual summary reports thereon,<sup>6,7</sup> 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*:

(a) That nationally determined just transition pathways are implemented at the national level through national climate plans, policies and strategies, including NDCs, NAPs and LT-LEDS, in the context of the objective and goals, as well as the principles, of the Convention and 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;

---

<sup>1</sup> 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”).

<sup>2</sup> Available at <https://unfccc.int/documents/640155>.

<sup>3</sup> Available at <https://unfccc.int/documents/642594>.

<sup>4</sup> Available at <https://unfccc.int/documents/650431>.

<sup>5</sup> Available at <https://unfccc.int/documents/652861>.

<sup>6</sup> FCCC/SB/2024/7 and FCCC/SB/2025/10.

---

(h) The importance of [gender- and human rights-based approaches to] just transition pathways that respect, promote and fulfil all human rights, including labour rights, and not limited to the right to health, the right to a clean, healthy and sustainable environment, the right to development, and the rights of Indigenous Peoples, people of African descent, 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 the rights of Indigenous Peoples, including their right to free, prior and informed consent, and the importance of ensuring that all just transition pathways respect and promote the distinct, collective and internationally recognized rights of Indigenous Peoples, including the rights to self-determination, and acknowledge the specific rights and protections for Indigenous Peoples in voluntary isolation and initial contact, in accordance with relevant international human rights instruments and principles;

(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 that are aligned with just transitions 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 should be central to nationally defined just transition pathways;

(o)

**Option 1:** 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;

**Option 2:** The importance of facilitating universal access to clean, reliable, affordable and sustainable energy for all, including access to clean cooking, and that such efforts may promote energy security;

**Option 3:** no text

(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)

**Option 1:** That nationally determined approaches to transitioning away from fossil fuels and phasing out inefficient fossil fuel subsidies that do not address energy poverty or just transitions can have positive repercussions for affordability, fiscal space and investment signals;

---

**Option 2:** That nationally determined approaches to phasing out inefficient fossil fuel subsidies that do not address energy poverty or just transitions can have positive repercussions for affordability, fiscal space and investment signals;

**Option 3:** no text

(r)

**Option 1:** The role of transitional fuels in achieving just transitions that align with different national priorities and circumstances;

**Option 2:** no text

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

(t) 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;

(u)

**Option 1:** The social and environmental risks associated with scaling up supply chains for clean energy technologies, including risks arising from the unsustainable extraction and processing of critical minerals, and the potential of international cooperation as a means of enabling fair access to opportunities and fair distribution of benefits of value addition, recalling the principles and recommendations outlined in the report of the United Nations Secretary-General's Panel on Critical Energy Transition Minerals;<sup>8</sup>

**Option 2:** no text

(v) The importance of developing reliable, diversified, sustainable, transparent and responsible supply chains for clean energy technologies, including through environmentally and socially responsible extraction and processing of critical minerals, and of stakeholder engagement and consultation, including through inclusive community engagement across entire value chains with representatives of industries, businesses, workers and local communities;

(w) 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, including through voluntary licensing, patent pools and open standards, can accelerate progress on just transition pathways while maximizing the creation of jobs and opportunities and ensuring that no one is left behind;

(x) 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;

---

<sup>8</sup> United Nations. (2024). Resourcing the energy transition: Principles to guide critical energy transition minerals towards equity and justice.

---

(y) 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;

(z) 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;

(aa)

**Option 1:**

- *Recognizes* the negative impacts of climate change related trade-restrictive unilateral measures on efforts to eradicate poverty, achieve sustainable development, and implement nationally determined contributions as set out in decisions 1/CP.20 and 1/CP.21 as well as Article 3 of the Paris Agreement, and calls on parties to reject and cease such measures;
- *Calls upon* all Parties to prioritize the development and prosperity of developing country Parties, and to avoid policies and approaches that interfere with developing country Parties' right to development, and contradict with the core principles of equity and CBDR-RC;
- *Notes* with concern that the Carbon Border Adjustment Mechanism is set to increase the income of Annex II Parties by USD 2.5 billion while decreasing the income in developing country Parties by USD 5.9 billion assuming a carbon price of USD 44 per tonne while only impacting global CO<sub>2</sub> emissions by 0.1%;

**Option 2:**

- *Recognizes* the importance of effective domestic carbon pricing instruments and of addressing carbon leakage in emissions-intensive industrial sectors, in a WTO compatible way, to the just transition;
- *Recognizes* that trade policy at the national, regional and international levels can help accelerate the just energy transition and contribute to improving market access conditions, phasing out inefficient fossil fuel subsidies that do not address energy poverty or just transitions, as soon as possible, and ensuring the dissemination of environmental goods and services, to boost domestic and clean production capacity;
- *Recognizes* that standards, including international standards, can promote clean technologies and clean energy value chains;

**Option 3:** no text

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 NDCs, NAPs and LT-LEDS, that are aligned [with the outcomes of the first global stocktake] and relevant provisions of the Paris Agreement;

16. *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;

---

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.

**Option 1:** *Also recognizes* the potential for synergies with the Rio Conventions and the Sustainable Development Goals, while underscoring that Parties will continue to follow different transition pathways depending on their circumstances, development pathways and priorities;

**Option 2:** no text

19.

**Option 1:** *Underscores* the relevant instruments and initiatives that may 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,<sup>9</sup> the United Nations Global Accelerator on Jobs and Social Protection for Just Transitions,<sup>10</sup> the United Nations Guiding Principles on Business and Human Rights<sup>11</sup> and the United Nations Declaration on the Rights of Indigenous Peoples,<sup>12</sup> and *calls upon* partners in relevant initiatives and organizations outside the UNFCCC process to take into account the key messages from the just transition work programme in their implementation efforts;

**Option 2:** no text

20. *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 paragraph 3 of decision 3/CMA.5;

21. *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;

22. *Recognizes* the need for enhanced support to be provided to developing country Parties for developing and implementing NDCs, NAPs and LT-LEDS 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;

23. *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;

24. *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;

---

<sup>9</sup> International Labour Organization. 2016. *Guidelines for a just transition towards environmentally sustainable economies and societies for all*. Available at [https://www.ilo.org/global/topics/green-jobs/publications/WCMS\\_432859/lang--en/index.htm](https://www.ilo.org/global/topics/green-jobs/publications/WCMS_432859/lang--en/index.htm).

<sup>10</sup> See <https://www.unglobalaccelerator.org>.

<sup>11</sup> United Nations. Guiding Principles on Business and Human Rights: Implementing the United Nations “Protect, Respect and Remedy” Framework. Geneva, 2011.

<sup>12</sup> United Nations General Assembly document A/RES/61/295.

---

25. *Promoting international cooperation and addressing the concerns with climate change related trade-restrictive unilateral measures/cross-border impacts of climate measures, including trade impacts*

**Option 1:** *Recognizes* the negative impacts of climate change related trade-restrictive unilateral measures, including cross-border adjustment mechanisms, on efforts to eradicate poverty, achieve sustainable development and implement nationally determined climate action and *calls upon* Parties to reject such measures;

**Option 2:** *Recognizes* that impact arising from the implementation of domestic climatechange measures can in some cases have cross-border effects, both positive and negative, and encourages the sharing of experience and examples of good practice with a view to maximizing positive and minimizing negative impacts of such measures through multilateral cooperation;

**Option 3:** no text

*[Possible follow up: creating a space/working group/structured dialogue for discussing these issues under the JTWP]*

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.

**Option 1:** *Decides* to establish a just transition mechanism, the purpose of which will be to enhance international cooperation on 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 this matter for consideration and adoption at CMA 8 (November 2026);

**Option 2:** *Requests* the subsidiary bodies to develop a just transition action plan, the purpose of which will be to enhance cooperation, capacities and action on and foster just transition pathways, noting that the action plan is to be implemented under the just transition work programme in a manner that builds on and complements the work carried out under relevant workstreams under the Paris Agreement, with a view to recommending a draft decision on this matter at their sixty-fourth sessions (June 2026) for consideration and adoption at CMA 8 (November 2026);

**Option 3:** Developing a policy toolbox to support countries in advancing on their just transition pathways, comprising a flexible, non-prescriptive set of tools for translating just transition principles into actionable national strategies and for integrating multisectoral planning into coherent national climate policies;

**Option 4:** Developing guidance for UNFCCC constituted bodies on how to implement just transition in their work;

28. *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), and *requests* the subsidiary bodies to develop terms of reference for the review at their sixty-fourth session;

29. *Also requests* the subsidiary bodies to consider, inter alia, ways to improve existing modalities in developing the terms of reference referred to in paragraph 29 above, without prejudice to the outcome of the consideration of the continuation of the work programme;

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.]