

出國報告（出國類別：開會）

聯合國氣候變遷綱要公約
第 30 次締約方會議（COP30）
出國報告

服務機關：台灣中油股份有限公司環境保護及生態保育處

姓名職稱：劉建民 環保師

派赴國家/地區：巴西

出國期間：114 年 11 月 13 日~114 年 11 月 23 日

報告日期：114 年 12 月



台灣中油股份有限公司

聯合國氣候變遷綱要公約第 30 次締約方會議 (COP30) 出國報告

目 錄

	頁 次
摘要	0
第一章 前言	1-1
1.1 計畫目的	1-1
1.2 前一年度會議談判重點	1-3
第二章 第 30 屆締約方大會辦理資訊	2-1
2.1 會議辦理資訊	2-1
2.2 周邊會議介紹	2-6
2.3 行程規劃	2-12
第三章 會議資訊彙整	3-1
3.1 大會決議草案	3-2
3.1.1 全球互助決議	3-3
3.1.2 氣候融資的新集體量化目標	3-4
3.2 碳定價與碳交易	3-6
3.2.1 雙邊與多邊合作機制的規範化	3-6
3.2.2 巴黎協定信用機制的啟動	3-7
3.2.3 碳定價與國際貿易的交匯：CBAM 與隱性碳價	3-8
3.2.4 循環經濟相關新方法學確立	3-9
3.3 氣候變遷減緩、能源與甲烷議題	3-11
3.3.1 化石燃料自願性路徑	3-11
3.3.2 石油與天然氣甲烷削減聲明	3-12
3.3.3 能源轉型目標	3-12



3.4	《貝倫綠色工業化宣言》	3-14
3.5	「生物經濟挑戰」	3-15
3.6	《永續化學品與材料宣言》	3-16
第四章	因應策略	4-1
4.1	技術及營運策略面	4-2
4.2	碳交易及綠色金融策略	4-2
4.3	甲烷排放掌握	4-2
4.4	循環經濟	4-3
4.4.1	有機廢棄物資源化循環	4-3
4.4.2	農業生態循環	4-4
4.4.3	二氧化碳循環與利用	4-4
第五章	心得與建議	5-1
附件一	「聯合國氣候變化綱要公約第 30 屆締約方大會」決議草案	



摘要

第 30 屆聯合國氣候變遷大會於巴西貝倫舉行，核心目標是將工作重點從談判轉向具體執行。會議以「全球互助」為核心概念，強調大規模且緊急地執行現有氣候承諾，並將全球盤點定位為「全球決定性貢獻」，試圖將非國家行為者納入減碳承諾中。

COP30 議程圍繞包括能源轉型等 6 大主題軸心。關鍵目標包括：將再生能源增加兩倍、能源效率提高一倍，並以公正、有序的方式逐步淘汰化石燃料。在氣候融資方面，目標是到 2035 年每年籌集 1.3 兆美元。

大會決議文重申將全球升溫控制在 1.5°C 內的目標，並要求全球溫室氣體排放量必須在 2030 年前減少 43%，2035 年前減少 60%。此外，新一輪的國家自主貢獻必須涵蓋整體經濟範疇及所有溫室氣體。

對於煉油及石化產業而言，面對國際碳邊境調整機制及國內碳費徵收的雙重衝擊，建議加速製程優化、提升能源效率，並積極導入 CCUS 及氫能等低碳技術。同時，應密切關注國際碳市場發展與碳定價機制，以應對日益嚴峻的國際氣候政策和目標收緊壓力。



第一章 前言

1.1 計畫目的

《聯合國氣候變化綱要公約》(United Nations Framework Convention on Climate Change, UNFCCC) (以下簡稱公約) 是歷史上最成功的多邊環境條約之一，自 1994 年生效至今，已有 197 個締約方批准。《公約》最終目標是將大氣中溫室氣體的濃度穩定在「防止氣候系統受到危險的人為干擾」水平以上，溫度的變化應控制在生態系統可以自然調適的時程內，以確保糧食生產不受威脅，經濟永續發展。《公約》締約方自 1995 年起每年召開締約方會議 (Conferences of the Parties, COP)。1997 年通過《京都議定書》，要求已開發國家需承擔較多的減量責任並協助開發中國家。2015 年通過《巴黎協定》，取代《京都議定書》，各國須依其法制提出自願承諾的減緩方式與成效。

《公約》根據國家經濟發展情況及溫室氣體歷史排放量，給予不同國家差別責任。工業化國家的減量責任最大，需定期提交報告公開氣候變遷政策、措施及溫室氣體排放的年度清單，並且報告須符合透明度及可量測、可報告、可查證 (Measurable、Reportable、Verifiable, MRV) 制度。此外，《公約》因關注氣候變遷的影響與脆弱度，協同「政府間氣候變化專門委員會」(Intergovernmental Panel on Climate Change, IPCC) 進行包括「物理科學基礎」、「衝擊、調適與脆弱度」、與「溫室氣體減緩」三大部分的科學研究彙整。提供氣候公約談判的科學基礎。

《巴黎協定》是繼《京都議定書》後根據 UNFCCC 所制定全球性公約；其目標是將本世紀末全球平均氣溫上升幅度控制在工業革命前水平 2°C 之內，並努力將升溫限制在工業化前水平 1.5°C 之內，並且提高氣候調適能力，加速並加強永續低碳未來所需的行動及投資。該協定於 2015 年通過，2016 年生效。在《巴黎協定》中，所有締約方皆有減量責任。而《巴黎協定》的實施尊重各個國家的不同能力和社會經濟情況，由締約方提交「國家自定貢獻」(Nationally Determined Contribution, NDCs)，同時提供氣候行動需要的基礎資源，有系統、透明地使各國能夠為因應氣候變遷挑戰貢獻。在 NDCs 的



基礎下，各國的產業結構也因應調整其相關目標。依據巴黎協定架構所作出的「格拉斯哥氣候協議」(Glasgow Climate Pact)，便有以下目標需進行全球的努力：因應氣候緊急科學報告的現實，各國重新確認巴黎協定必須達到本世紀末控制溫升在 2°C 以內，並且有提升目標到控制 1.5°C 的急迫性；提升目標到 1.5°C ，2050 必須達到淨零排放的水平，同時 2030 年二氧化碳的排放量也必須相對於 2010 年減少 45% 的排放量。各國嚴重關切地《巴黎協定》之下所有提交的國家自定貢獻針對溫室氣體總排放量，2030 年時相對於 2010 年不但無法下降且還有 13.7% 增量；因此，巴黎協定各締約方受到急切的要求，需要所有締約的國家於 2022 年底提交更新版本的國家自定貢獻（亦即 2030 的減量目標與承諾）。惟公約秘書處 2022 年綜整各國國家自定貢獻 (Nationally Determined Contributions, NDCs) 與長期低排放發展策略 (long-term low greenhouse gas emission development strategies, LT-LEDs) 表示當前路徑難以達成 1.5°C 目標，續於 2022 年 COP27 提出「夏姆錫克施行計畫」(Sharm El-Sheikh Implementation Plan)，以便在這未來關鍵十年中緊急擴大減緩目標和實施工作，以補充全球盤點。

這其中與能源、石化產業相關的討論中，更提出了化石燃料的退場機制。其決議認為需加快技術開發、部署和傳播，並通過政策過渡至低碳排放能源系統，包括迅速擴大清潔發電和部署能源效率設施；加快煤炭發電減量 (phasedown) 與淘汰 (phase-out) 無效率化石燃料補貼，同時考量公正轉型的需求 (Cover Decision 2f/CMA.3 AUV)。據此，巴黎協定關鍵 10 年 (first decade of the Paris Agreement, between the year of 2021 and 2030) 需面對的強化作為在於各產業皆應強化能源效率、提升產業製程的能源效率；去除化石燃料、減煤與化石燃料補貼退場；劃設 2030 年為目標年，進行非二氧化碳氣體減量之氣候行動，例如甲烷；盡可能地保護生物多樣性（包含種類與數量），保育森林，復育生態環境。

本計畫係進行聯合國 COP 大會及其周邊會議之現場資料收集，以分析國際管制發展情勢；綜合整理大會針對能源、煉油、石化產業之相關討論文本，彙整收集並提出給予溫室氣體減量管制符合國際發展趨勢之建議。



1.2 前一年度會議談判重點

根據 UNFCCC 官方網站資訊顯示，COP29 會議將於 2024 年 11 月 11 日至 11 月 22 日於亞塞拜然的首都—巴庫（Baku）體育場舉行，該場地介於巴庫市中心與國際機場之間。場地規劃分成「藍區」及「綠區」：「藍區」為公約官方活動，「綠區」提供青年領袖、企業、藝術家、在地決策者及民間 NGO 等單位進展展覽、展示及演講。

此次 COP29 主席團乃由政府官方代表及民間企業、NGO 代表所組成；官方代表以亞塞拜然現任生態暨自然資源部長 Mukhtar Babayev 擔任指定主席、現任能源部副部長 Elnur Soltanov 擔任執行長、外交部副部長 Yalchin Rafiyev 擔任大會首席談判員；民間企業及 NGO 代表則 COP29 亞塞拜然營運公司主席兼 COP29 營運長 Narmin Jarchalova、COP29 氣候變遷高級倡議領袖 Nigar Arpadarai、COP29 青年氣候倡議領袖 Leyla Hasanova 組成。

本次大會的倡議的反映了 COP29 希望透過更清晰的政策目標和具體的資金行動計畫，促進各界形成一致的行動方向。COP29 主席 H.E. Mukhtar Babayev 特別強調，這些宣言不僅僅是形式上的承諾，而是實現 1.5°C 目標和增強氣候韌性的具體步驟。此舉有助於引導各方資金和技術的投入，為實現巴黎協定目標鋪平道路。同時，COP29 的倡議也展現出在氣候行動上突破傳統限制的決心，期望激發更多的國家和非國家行為者參與，達成共同的永續發展目標。

然而，在巴庫氣候團結協議的背景下，清潔能源和能源效率的發展計畫因多方妥協而有所延宕，使得全球盤點和國家自定貢獻 3.0 的決策被推遲至 2026 年（UNFCCC, 2024a; WRI & UNFCCC, 2024）。再生能源目標的延遲帶來了更大的不確定性，這將加劇氣候變遷的風險，對於煉油和石化產業來說，這意味著必須加快制定清潔能源和能源效率提升的策略。在這樣的背景下，氫能宣言成為值得高度關注的焦點，尤其是預計在 2025 年五、六月的波昂會議中將提供更多具體的內容，因此產業需要追蹤相關進展。除了遵循新的國際協議，產業在技術投資上也應該超前部署，特別是在再生能源技術、能源效率提升和碳捕集與封存技術（CCS）方面，加大資金和研發力度，並積極參與各類



跨國合作平台，形成共享技術與資源的環境，避免在未來日益嚴峻的市場競爭中處於劣勢。

隨著巴黎協定下 ICTU 透明度架構的實施，對減碳承諾的清晰度和可追溯性要求日益提高，這無疑對煉油和石化產業提出了更為嚴格的標準。隨著全球各國在氣候政策上的透明度要求逐步增強，產業若未能及時應對，將可能面臨更加嚴苛的法律責任與市場風險。環保數據的準確性和公開程度將成為未來關鍵，若未能準時更新或保持透明，將會被排除在全球市場之外。碳足跡和減碳成效的報告不僅是合規的基本要求，更將成為能否維持競爭力的決勝因素。這不僅是滿足國際標準的必然之路，也是爭取投資者和合作夥伴信任的必要條件，若未能在這方面積極作為，可能將失去未來發展的關鍵機會。

在能源倡議與再生能源目標延遲之際，煉油和石化產業應視此為一個重塑產業模式的機遇。現階段，應將資金和研發重點集中在能源效率的提升上，並積極參與能源儲存技術的開發，以支援更廣泛的再生能源應用。提高工業流程的能源效率與供應鏈管理，有助於降低碳排放強度，同時減少對化石燃料的依賴。這些轉型措施不僅可以減少營運成本，也能在長期內增強產業的市場競爭力。

隨著全球盤點的延後，未來 3 年的氣候政策發展可能充滿不確定性，但這也意味著有更多的準備時間。煉油和石化產業應利用這段時間加強內部調適能力，增強氣候風險評估和應對策略。預測氣候變遷帶來的市場風險，並考量極端天氣對生產和供應鏈的潛在影響，將是至關重要的。這不僅關係到企業的短期財務表現，更決定了其在永續發展過程中的長期生存能力。在氣候變遷風險日益加劇的背景下，產業不應只是被動等待政策的明朗，而應積極投入創新與調適，以期在全球能源轉型中扮演更具前瞻性的角色。



第二章 計劃大綱

2.1 會議辦理資訊

第 30 屆聯合國氣候變遷綱要公約締約方會議（COP30）被定位為全球氣候行動的關鍵時刻，旨在將重點從談判轉向《巴黎協定》的具體執行，尤其是在首次全球盤點（Global Stocktake, GST）之後。

COP30 的議程圍繞 6 大主題軸心，強調能源轉型、自然生態管理、永續農業、城市韌性、人類發展，及金融和技術等關鍵促成因素。氣候融資，特別是野心勃勃的「巴庫至貝倫路線圖」（Baku to Belém Roadmap），目標是到 2035 年每年籌集 1.3 兆美元，這將是會議的中心議題，同時也將努力整合碳市場。有關本計畫掌握之會議辦理相關資訊說明如下：

一、辦理時間、地點：

（一）辦理時間：2025 年 11 月 10 日至 11 月 21 日

（二）辦理地點：巴西貝倫

二、會議重點

依大會公布訊息，此次會議旨在推動統一、以解決方案為導向的行動議程。其核心概念是「全球互助」（Global Mutirão），靈感來自巴西 2024 年南里奧格蘭德州洪災後社區主導的應對行動。這個框架鼓勵全球氣候行動，敦促《聯合國氣候變遷綱要公約》締約方和非國家行為者在一個單一、包容的架構下團結起來，大規模且緊急地執行現有的氣候承諾。

將全球盤點（GST）定位為「全球決定性貢獻」（Globally Determined Contribution, GDC），旨在將氣候行動從「雜亂無章的噪音轉變為一場精心編排的歌劇」，其中多邊談判設定樂譜，而國家自主貢獻（NDCs）和行動議程則提供樂器。GDC 概念提議擴大減碳承諾，將公司、州和城市納入其中，以加強氣候努力，尤其是在美國退出《巴黎協定》之後。

「全球互助」和「GDC」的概念代表了氣候治理策略上的重大演變。透過從社區主導的災害應對中汲取靈感，並明確提議將非國家行為者（公司、城



市、州)納入減碳目標，巴西正試圖將氣候行動去中心化。本計畫針對 COP30 之 6 大主題重點與關鍵目標彙整如表 2.1 - 1。

表 2.1 - 1 COP30 辦理 6 大核心重點與目標

主題軸心	核心焦點	說明性關鍵目標
能源、工業和交通轉型	轉向永續實踐	將再生能源增加兩倍；能源效率提高一倍；以公正、有序和公平的方式逐步淘汰化石燃料。
管理森林、海洋和生物多樣性	自然生態系統的保護和永續管理	投資以阻止和扭轉森林砍伐和森林退化；保護和恢復自然生態系統。
轉型農業和糧食系統	改革糧食生產和消費方式	土地復育和永續農業；更具韌性、適應性和永續的糧食系統。
建設城市、基礎設施和水的韌性	健全和適應性強的城市環境與水管理	多層次治理；永續和韌性建築；韌性城市發展。
促進人類和社會發展	氣候行動的人文要素與公平發展	促進韌性醫療系統；減少氣候變遷對消除飢餓和貧困的影響。
釋放促成因素和加速器	金融、技術和能力建設的關鍵作用	氣候和永續金融；將氣候主流化納入投資和保險；碳市場協調。

資料來源：United Nations Climate Change (<https://unfccc.int/>)；COP30 President Designate Outlines Vision for Action Agenda to Implement Paris Agreement

三、COP30 對國際碳市場之發展影響

主辦國巴西規劃在 COP30 上啟動倡議，將其國內碳市場與歐盟、中國和加州等成熟碳市場整合，以推進全球碳定價。然巴西國內碳市場法規進展緩慢，特別是缺乏國家 MRV 系統和獨立監督機構，為一潛在挑戰。若巴西無法建立健全的國內治理和透明度，其提出全球整合的領導地位可能會受到損害，引發對市場完整性和潛在漂綠行為的擔憂。

四、COP30 對煉油及石化產業潛在之影響

第 30 屆聯合國氣候變遷大會（COP30）將於 2025 年 11 月 10 日至 21 日在巴西貝倫舉行，作為《巴黎協定》首次全球盤點(Global Stocktake, GST)



後的關鍵會議，其核心目標是加速從化石燃料轉型、推動再生能源發展，並提升氣候融資規模，特別是針對新興市場和發展中經濟體（EMDEs）。會議將強調「全球共同努力」（Global Mutirão）的實施導向，呼籲各國政府、企業及非國家行為者共同加速減碳行動。

面臨國際碳邊境調整機制（CBAM）及國內碳費徵收（預計 2025 年啟動）的雙重衝擊，煉油及石化產業必須加速其製程優化、能源效率提升，並積極導入碳捕捉、利用與封存（CCUS）及氫能等低碳技術。同時，全球對石化產品需求的增長，也為中油公司提供了從傳統燃料生產轉向高值石化產品的戰略轉型機會。

由於 COP30 目前被視為繼 COP28「轉型脫離化石燃料」共識之後進一步之討論。以本公司之產業及角色出發，本計畫歸納此次會議資訊蒐研重點，如表 2.1 - 2。

表 2.1 - 2 COP30 關注重點

議題類別	應關注之重點資訊	建議說明
國際氣候政策與目標	全球碳排放路徑更新：各國提交的國家自主貢獻（NDCs）進度與目標是否有更高企圖心。	國際目標的收緊將對本公司的減碳壓力更大，需密切關注國際法規趨勢，確保自身減碳目標與國際接軌。
碳定價與碳市場機制	碳定價機制發展：全球碳稅、碳費、碳交易市場的最新進展與連結機制。碳邊境調整機制（CBAM）的擴大與影響。	國際碳價趨勢將直接影響本公司的營運成本與產品競爭力。 建議積極參與碳市場運作，評估碳權投資與交易機會。
負碳技術	碳捕捉、利用與封存（CCUS）技術發展：新技術突破、成本降低、大規模部署的可行性與國際合作案例。	應關注國際 CCUS 的政策支持、技術標準與商業模式，加速技術導入與規模化應用。
再生能源發展	氫能發展：綠氫生產、儲存、運輸技術的突破，氫能應用於工業、運輸、發電的最新案例與經濟效益評估。	需關注國際氫能供應鏈的發展、成本變化，並尋求國際合作機會。



議題類別	應關注之重點資訊	建議說明
	再生能源與儲能技術：太陽能、風能、地熱等再生能源的最新效率提升與部署規模，以及儲能系統的技術進步與應用。	建議關注最新的技術進展與市場趨勢，評估適合本公司的投資機會。
能源轉型	能源產業轉型案例：國際大型油氣公司如何調整其商業模式、投資組合，以應對淨零挑戰。	了解其他能源行業的轉型策略，可作為本公司調整自身發展方向的參考。關注高值化產品與綠色材料的發展。
	永續航空燃料（SAF）與生質燃料：生產技術、原料來源、政策支持與國際認證標準的發展。	SAF 和生質燃料是交通運輸部門減碳的重要方向。需關注國際 SAF 和生質燃料的供應鏈、成本和政策支持，確保在此領域的競爭力。
氣候調適與韌性	氣候風險評估與調適策略：極端天氣事件對能源基礎設施的影響，以及企業如何提升營運韌性。	氣候變遷的實質風險將日益嚴峻。應關注最新的氣候風險評估方法與調適策略，提升企業面對氣候變遷的韌性。
國際合作與綠色金融	國際氣候融資：氣候行動的資金流向、綠色債券、永續發展連結貸款等綠色金融工具的最新發展。	國際合作與綠色金融將為淨零轉型提供資金與技術支持，建議關注國際融資機會，拓展合作夥伴。

五、COP30 主題

依 COP30 官方網站公布之資訊，以 6 大核心行動議題之行動議程安排與重點內容如表 2.1 – 3。聚焦於本計畫之溫室氣體管理領域，議程參與之安排以能源、工業、運輸與碳市場之主題為主要關注標的，次要關注主題為調適及基礎設施。



表 2.1 - 3 COP30 主題與重點

日期	11/10-11	11/12-13	11/14-15	11/16	11/17-18	11/19-20	11/21
	週一/二	週三/四	週五/六	週日	週一/二	週三/四	週五
主題	<ul style="list-style-type: none"> 調適 城市 基礎設施 水資源 廢棄物處理 生物經濟 循環經濟 旅遊 	<ul style="list-style-type: none"> 健康 就業 教育 文化 人權正義 全球道德盤點 勞工 	<ul style="list-style-type: none"> 能源 工業 運輸 貿易 金融 碳市場 非二氧化碳溫室氣體 	<ul style="list-style-type: none"> 休息 	<ul style="list-style-type: none"> 森林 海洋 生物多樣性 中小企業 原住民 兒童及青年 當地社區 	<ul style="list-style-type: none"> 農業 糧食系統與安全 漁業 家庭農業 婦女 性別 非洲裔 科學技術 人工智慧 	閉幕
重點	為跨系統、跨部門、跨社區和跨地區的氣候準備和復原力奠定基礎。	推出全球道德盤點，強調氣候治理中的公平性和道德責任。	支持全球實現再生能源 3 倍增、能源效率倍增，以及公正有序地淘汰化石燃料的目標		聚焦於原住民、當地社區、青年和中小型企業家在保護自然方面的作用	涵蓋農業、糧食系統與安全、漁業、家庭農業、婦女、性別、非洲裔，並強調科學、技術與人工智慧在推動氣候解決方案中的關鍵作用	

資料來源：COP30 網站(<https://cop30.br/en/news-about-cop30/cop30-announces-ambitious-thematic-days-invites-the-world-to-belem>)

2.2 周邊會議介紹

2025 年 11 月在巴西貝倫舉辦的 COP30，被譽為歷史上最具有象徵意義的「亞馬遜氣候峰會」，不僅是因為地理位置首次深入全球最大的熱帶雨林，更因為本次大會的空間配置與周邊會議議題，展現了與過往在中東或歐洲舉辦時截然不同的邏輯。本次大會的核心策略在於將「森林」從一個被討論的抽象名詞，轉化為與會者身處的實體背景，這種場域感強烈地塑造了藍區與綠區的互動模式，及周邊會議的討論深度。

在場館配置上，本次 COP30 採取了極具野心的空間整合策略，主要活動場域集中在經過大規模改造的「城市公園（Parque da Cidade）」。與過往幾屆大會常將官方談判區（藍區）與公眾展區（綠區）在地理上完全分割的做法不同，貝倫當局利用舊機場改建的廣大腹地，試圖在物理空間上拉近兩者的距離，本次大會配置規畫圖如圖 2.2 - 1 所示。



圖 2.2 - 1 COP30 大會配置圖

藍區作為聯合國管轄的官方談判核心，主要佔據了城市公園內新建的現代化會議設施以及相連的 Hangar 會展中心。這裡不僅是各國代表敲定新一輪國家自主貢獻（NDCs 3.0）的戰場，也是「熱帶森林永遠基金（Tropical Forests Forever Fund）」等重大融資機制談判的發生地。藍區的設計強調了功能性與雨林景觀的融合，許多臨時場館採用了當地可持



續木材搭建，試圖在空調冷卻的談判室外，保留亞馬遜濕熱與生機勃勃的感官體驗，時刻提醒談判代表保護對象的緊迫性。

與藍區一線之隔的綠區，則是本次 COP30 最具活力的亮點，被廣泛稱為「人民的領地」。綠區同樣位於城市公園區域內，但對公眾完全開放，無需聯合國認證即可進入。這種開放性設計是巴西政府「氣候民主化」政策的直接體現。綠區的配置不只是傳統的企業展位，更融入了大量的文化與原住民空間。在這裡，亞馬遜地區的社會組織、原住民領袖以及青年氣候行動者擁有前所未有的話語權。綠區的周邊會議不再僅是科技公司的展示場，而成為了「社會生物經濟」的實驗室。參觀者可以在這裡看到從阿薩伊果（Açaí）產業鏈到可可種植的低碳轉型案例，這些展示具體化了「森林站立（Standing Forest）」的經濟價值，將氣候行動從高大上的碳交易拉回了土地利用與社區生計的現實層面。

關於周邊會議的議題分析，本次 COP30 呈現出明顯的「去能源中心化」趨勢，轉而聚焦於「自然為本的解決方案（NbS）」與「氣候適應」。雖然能源轉型仍是關鍵，但在貝倫，關於生物多樣性與氣候變遷協同治理的討論佔據了周邊會議的主流。大量的邊會活動集中討論如何建立公平的碳市場，確保碳信用額度的收益能真正流向守護森林的原住民社區，而非僅停留在金融中介手中。特別值得注意的是，本次大會期間舉辦的「人民峰會（People's Summit）」與綠區活動高度重疊，原住民的傳統知識體系首次被如此系統性地納入周邊會議的正式議程中。例如，多場會議專門探討原住民土地權利作為氣候防禦手段的科學依據，這標誌著氣候科學與社會正義在話語體系上的深度交匯。

此外，金融議題在周邊會議中也呈現出新的面貌。不同於以往僅討論「1,000 億美元」的氣候融資承諾，本次貝倫會議的邊會更側重於「創新融資工具」的實務操作。從債務換自然（Debt-for-Nature Swaps）到生物多樣性信用（Biodiversity Credits），金融機構與環保組織在藍區與綠區的交界地帶舉行了密集的對話。這些會議試圖解決一個核心痛點：如何讓資金

快速、直接地抵達氣候脆弱的最前線。巴西作為主辦國，極力推動將全球南方（Global South）的債務問題與氣候行動掛鉤，這一點在多場由財政部長級官員參與的高級別邊會中得到了充分體現，展現了發展中國家在氣候談判桌上日益增強的議程設定能力。有關本次大會辦理期間，綠區與藍區倡議活動與會議辦理情形如圖 2.2 - 2 及圖 2.2 - 3 所示。



圖 2.2 - 2 綠區倡議活動辦理情形



圖 2.2 - 3 藍區會議辦理情形

一、綠區（Green Zone）



綠區作為 COP 大會向公眾全面開放的展覽及交流空間，其定位與僅供各國代表進行正式談判的藍區（Blue Zone）明顯不同。綠區旨在促進跨部門對話、展示氣候解決方案、分享地方經驗與文化脈絡，並提升民間及社會團體的參與度。

本屆綠區依議題規畫多個主題展區，範疇涵蓋生物多樣性、永續能源、創新技術、氣候金融、青年行動，以及原住民族與地方社群等。因主辦地處亞馬遜流域，綠區整體設計更著重於凸顯森林、生物多樣性與原住民族知識在全球氣候治理中的重要性。現場展示大量原住民族工藝、天然產品及社會生物多樣性市集，具體呈現森林經濟模式如何兼顧生計發展與生態保育。

在此架構下，來自各國的展館、國際組織與民間團體於綠區展示其政策成果與在地實踐。我國則由 STUF 世台聯合基金會（STUF United Fund）設置主題展館，並於會議期間邀集企業、政府機關及 NGO 共同參與，與國際行動者進行交流與互動。

二、公民社會參與情形：場內外多元形式的倡議活動

除官方談判外，本次大會在場外及會場走廊皆可見公民社會積極表達訴求。相關行動形式多樣，涵蓋文化展演、行動藝術及議題倡議，反映不同群體對氣候正義、生態保護及能源轉型的關注。

（一）場外示威：以文化符號與行動藝術呈現的公共訴求

貝倫街頭的集會活動呈現高度創意與象徵性，來自原住民族、社區團體及國際環境組織的參與者以行動藝術方式傳達對雨林保育與生態正義的訴求。其中，較具代表性的如「亞馬遜之蛇」遊行；COP30 場外最具規模的抗議活動之一，由原住民團體與環保人士共同發起的大型遊行，參與者手牽手排成象徵亞馬遜河流系統的長隊，在市區緩步前行，期間亦對周邊交通造成一定程度的壅塞。遊行以「蛇」為核心意象；在部分亞馬遜原住民族文化中，「蛇」具有神聖象徵，亦帶有「付費」之意，此象徵在本次行動中被用來傳達排放者應承擔氣候變遷責任的訴求。整體行動以文化符號與集體隊形呈現公民社會對氣候正義的關注，並藉由其規模與象徵性提升議題的公共能見度。



圖 2.2 - 4 COP 主場館外民間團體表達訴求

（一）場內倡議行動：經大會允許之有組織訴求表達

與場外較為動態的示威場景相比，藍區，即談判區，內的抗議行動皆經大會核准，呈現高度組織性與紀律性，形成每日固定出現的「常態化施壓」。來自青年（YOUNGO）、原住民族、婦女團體以及環境 NGO 的代表，分別在談判會議室外的主要走廊、中庭及其他關鍵動線以靜站、舉牌、人體排字或短講等方式表達訴求，使談判代表在進出會議場時必然接觸到民間社會的關注。其主題涵蓋淘汰化石燃料、氣候正義、人權納入談判文本等核心議題。

在眾多行動中，「讓污染者付費（Make Polluters Pay）」聯盟所發起的示威最具規模與辨識度。該聯盟由多個國際氣候正義組織組成，於部長級談判代表必經的主廊道發起戲劇化行動（theatrical action）。參與者手持標語並高喊口號，以象徵性撒出印有美元圖樣的紙張作為主要視覺呈現，意指主要排放國應負起相應的氣候財務與補償責任。此類表演式行動使議題能見度顯著提升，旨要求各國在「損失與損害基金（Loss and Damage Fund）」的資金投入上做出具體承諾，而不僅止於原則性聲明。

三、周邊活動：雨林深處的韌性與警訊



COP30 的意義不僅在於會場內的談判，也在於提供與會者機會在亞馬遜地區直接觀察氣候變遷與地方生計的實際情況。大會將鄰近會場的 Combu 島納入示範性參訪路線，作為展示亞馬遜生態、社區生計與永續旅遊模式的重要據點。Combu 島為當地知名的生態旅遊區，保留完整雨林景觀，並設有住宿與亞馬遜料理等觀光設施，其中以可可加工與手工巧克力最具產業代表性。

Combu 島距離貝倫市區約 30 分鐘船程，其社區發展呈現出在自然資源利用與生計模式間維持平衡的特色。島上由企業家 Dona Nena(Izete Costa) 創立的 Filha do Combu 協會經營小型巧克力工廠，採農林混農作業 (agroecological) 方式生產可可，在不砍伐原生林的前提下配置香蕉樹吸引蜜蜂授粉，使生產活動與森林環境得以並存。工廠主要由當地女性組成，反映社區在永續產業中推動性別參與的發展方向。

另，據相關報導與 UNFCCC 資訊，氣候變遷已對 Combu 島的農作與能源供應造成不利影響。近年雨季仍出現長時間無降雨的情況，使可可果實因缺水而變形，並加劇居民對飲用水來源的擔憂。能源部分雖已導入太陽能設備，但配電線路易受倒木破壞，導致停電時間延長，顯示偏遠雨林社區在能源基礎設施上的脆弱性。



2.3 行程規劃

本計畫安排自 114 年 11 月 13 日至 114 年 11 月 23 日，地點與主要工作內容如表 2.3 - 1。

表 2.3 - 1 聯合國氣候變遷綱要公約第 30 次締約方會議出訪行程表

日期	地點	主要工作內容
114 年 11 月 13 日 至 114 年 11 月 15 日	臺灣桃園市 德國法蘭克福 巴西聖保羅 巴西貝倫	自桃園機場啟程，經法蘭克福（轉機）、巴西聖保羅（轉機），至巴西貝倫瓦爾德坎斯機場。
114 年 11 月 16 日 至 114 年 11 月 19 日	巴西貝倫	第 30 屆聯合國氣候變遷綱要公約締約方會議（COP30）－ 報到、參與會議、展場資料蒐集、彙整。
114 年 11 月 20 日 至 114 年 11 月 23 日	巴西貝倫 巴西聖保羅 英國倫敦 台灣桃園市	自巴西貝倫瓦爾德坎斯機場啟程，經巴西聖保羅（轉機）、英國倫敦（轉機），返回桃園機場。



第三章 會議資訊彙整

自 1992 年在里約熱內盧地球高峰會（Earth Summit）通過《聯合國氣候變化綱要公約》（UNFCCC）以來，人類社會應對氣候變遷的集體行動已歷經了三十餘年的漫長征程。這段歷史不僅是科學與政治的博弈史，更是全球經濟發展模式的轉型史。從 1997 年《京都議定書》確立的「共同但有區別的責任」（CBDR）原則，到 2009 年哥本哈根會議的挫敗，再到 2015 年《巴黎協定》成功構建了以「國家自定貢獻」（Nationally Determined Contributions, NDCs）為核心、由下而上的全球氣候治理新架構，每一次的締約方會議（COP）都是這一進程中的關鍵節點。

COP30 辦理期間面臨地緣政治衝突引發的能源安全焦慮、全球經濟復甦乏力對財政空間的擠壓，及極端氣候事件頻發所造成的鉅額損失。其中，美國聯邦政府在談判桌上的缺席，打破了過往幾年美中氣候合作的脆弱平衡。此一變局不僅讓多邊主義面臨自《巴黎協定》簽署以來最嚴峻的考驗，也迫使以巴西為首的「全球南方」國家必須承擔起更吃重的氣候領導責任，成為驅動談判進程的關鍵力量。

在上述複雜的內外情勢交織下，本次大會的最終成果呈現出一種極具政治張力的「雙軌」特徵。其一，在正式的聯合國談判文本中，氣候融資與調適議題取得了關鍵性的量化突破，確立了到 2035 年每年至少 1.3 兆美元的「新集體量化目標」（NCQG），為全球氣候行動注入了實質的資金動能。

另外，在化石燃料議題上，儘管國際社會對於淘汰化石燃料有著高度期待，在面對產油國集團的頑強抵抗，強制性的淘汰時間表最終仍未能寫入核心決議。巴西作為主席國展現了靈活的外交手腕，並未執著於在文本中硬碰硬，而是透過推動「貝倫政治包裹」（Belém Political Package）及相關場外倡議，成功構建了「綠色工業化」與「公正轉型」的新論述框架。這項策略巧妙地將爭議焦點從單純的能源淘汰，轉化為發展中國家更易接受的產業升級與經濟轉型路徑，為未來的氣候談判保留了對話空間。



3.1 大會決議草案

本次會議其核心精神在於確認全球向低溫室氣體排放與氣候韌性發展的轉型已是不可逆轉的未來趨勢。在氣候變遷與能源轉型的總體目標上，決議文重申了將全球升溫控制在攝氏 1.5°C 內的決心，並明確指出為了達成此目標，全球溫室氣體排放量必須在 2030 年前減少 43%，並在 2035 年前減少 60%，最終於 2050 年實現淨零排放。為了響應此一急迫性，大會發起了「全球動員」（Global Mutirão），呼籲各國提出的新一輪國家自主貢獻（NDC）必須涵蓋整體經濟範疇，並包含所有的溫室氣體，即除了二氧化碳之外，如甲烷等非二氧化碳氣體的減量已成為強制性的國際承諾。

在碳定價、碳交易與國際貿易機制方面，本次會議取得了實質進展並確立了新的對話框架。關於《巴黎協定》第 6 條第 4 款的機制，決議文提及了關於收益分成（share of proceeds）的貨幣化進程，這標誌著國際碳市場機制正在加速運作，以支持調適基金的資金需求。與此同時，針對國際間日益關注的碳邊境調整機制等單邊貿易措施，決議重申氣候措施不應構成對國際貿易的任意歧視或變相限制，並要求附屬機構就貿易與氣候政策的合作機會與挑戰展開對話，甚至將世界貿易組織（WTO）納入討論範疇，以確保國際經濟體系能支持氣候目標而不造成不公平的貿易壁壘。此外，在資金議題上，大會啟動了「Veredas 對話」以落實《巴黎協定》第 2.1 條(c)項，確保全球資金流向與低碳發展路徑一致，並確立了到 2035 年每年動員至少 1.3 兆美元氣候資金的宏大目標。

基於上述決議內容，煉油業未來的經營模式與執行策略必須進行根本性的調整。首先，面對 NDC 要求覆蓋「所有溫室氣體」的規定，煉油業不能再僅關注燃燒製程中的二氧化碳排放，必須將甲烷逸散的管控納入核心營運指標，透過引進先進偵測技術來降低範疇 1 的絕對排放量。

其次，因應決議中關於「因應措施影響」與「經濟多樣化」的呼籲，煉油業者應積極轉型為綜合能源供應商，利用現有的技術基礎發展氫能或碳捕集與封存業務，這不僅符合公正轉型的要求，也能規避未來化石燃料需求下降的風險。

再者，煉油業的財務與風險管理策略需與全球氣候金融趨勢對接。隨著「Veredas 對話」推動資金流向低碳化，企業若不展現明確的轉型路徑，將



面臨融資成本上升的壓力；因此，業者應主動揭露氣候風險並將資本支出轉向低碳技術，以爭取國際綠色資金的支持。同時，為了應對潛在的貿易壁壘，企業內部應實施影子碳定價（Shadow Carbon Pricing），模擬高碳價情境下的出口成本，並評估參與國際碳市場購買抵換額度的可行性，以確保在未來的低碳貿易體系中保持競爭力。

3.1.1 全球互助決議（The Global Mutirão Decision）

本次 COP30 大會的核心成果「全球互助決議」(Global Mutirão Decision)，正式名稱為「全球互助：團結人類進行應對氣候變遷的全球動員」。這一概念源自巴西原住民圖皮-瓜拉尼語（Tupi-Guarani），意指社區成員為了共同目標而集體動員、協作勞動的精神；在氣候談判的語境下，它象徵著超越國家利益的集體行動與責任分擔。這份協議不僅是當前複雜地緣政治環境下的一種務實妥協，更標誌著全球氣候治理模式的深刻變革。與以往大會往往陷入「減排目標」數字遊戲的僵局不同，本次大會將焦點轉移到了「如何實施」這一更為具體且棘手的問題上。巴西作為主席國，極力推動將氣候行動與社會發展、消除貧困以及生物多樣性保護相結合，試圖在已開發國家與開發中國家之間架起一座新的信任橋樑。

為了將此精神轉化為具體行動，大會決定啟動「全球實施加速器」(Global Implementation Accelerator)與「貝倫 1.5 任務」(Belém Mission to 1.5)。前者是一個合作性、促進性的自願倡議，旨在協助各國實施其國家自主貢獻（NDCs）和國家調適計畫（NAPs）；後者則專注於提升氣候雄心與實施力度，促進國際合作與投資，以確保減緩與調適行動能夠並進，將升溫嚴格控制在攝氏 1.5°C 以內。

在支撐這些行動的關鍵資金議題上，決議確立了極具野心的財務路線圖。各方重申將致力於從所有公共和私人來源動員資金，並強調「從巴庫到貝倫的 1.3 兆路線圖」(Baku to Belem Roadmap to 1.3T) 的重要性，目標是到 2035 年每年達到至少 1.3 兆美元。決議特別指出，已開發國家應帶頭行動，確保到 2035 年每年為開發中國家提供至少 3,000 億美元的資金。值得注意的是，針對氣候脆弱國家最關切的生存議題，決議明確呼籲在 2035 年前將「調適資金」(Adaptation Finance) 至少增加至每年 1,200 億美元，即原本的 3 倍。



這筆資金將對於能源基礎設施的韌性建設產生深遠影響，隨著極端氣候事件頻發，煉油廠、化工園區及跨國運輸管網面臨前所未有的物理風險，新的資金機制將引導資本流向韌性技術，例如提高防洪標準或優化極端高溫下的電網穩定性。

最後，在實體經濟與國際貿易層面，「全球互助」協議雖然未如激進環保組織期待寫入「逐步淘汰化石燃料」的強制性條款，反映了產油國與能源消費大國間的博弈，但這絕不意味著化石能源的地位得到鞏固。相反地，協議通過強調「實施手段」和「多層級行動」，並鼓勵各國通過「行業路線圖」(Sectoral Roadmaps)來推動難減排部門的轉型，實際上將轉型壓力分散到了實體經濟的每一個環節。

這意味著能源和石化企業不再僅面對單一的國家減排指標，而是需要主動參與全球供應鏈的綠色重構。此外，為了避免氣候政策成為貿易壁壘，決議強調應建立支持性的國際經濟系統，明確反對如單邊碳關稅等任意歧視或變相貿易限制措施，並邀請世界貿易組織（WTO）參與對話，確保國際合作能在公平的基礎上推動全球氣候目標的實現。

3.1.2 氣候融資的新集體量化目標（NCQG）

氣候融資的新集體量化目標(New Collective Quantified Goal, NCQG)在本次大會中被視為驅動全球氣候行動的關鍵支柱，其核心架構承襲自前次會議（COP29 巴庫）的成果，並透過「全球互助決議」（The Global Mutirão Decision）進一步鞏固了未來的執行路徑與資金規模。會議特別關注並採納了「從巴庫到貝倫的 1.3 兆路線圖」，試圖透過強化多邊合作與金融體系改革，來填補當前巨大的資金缺口。在這 1.3 兆美元的總體框架下，已開發國家的責任被賦予了明確的量化指標與領導角色。決議文強調，已開發國家應帶頭行動，確保資金流動能夠維持在實現「2035 年起每年為發展中國家動員至少 3,000 億美元」的路徑上，旨在協助發展中國家應對日益嚴峻的氣候挑戰。

此外，針對資金的品質與分配，決議特別強調了提供公共資金、贈款資源以及高度優惠融資的急迫性，特別是用於支持發展中國家的調適行動，尤其是針對最不發達國家（LDCs）和小島嶼發展中國家（SIDS）等面對氣候變遷後果最為脆弱且能力受限的群體。

為了確保這些目標不僅止於數字承諾，是能轉化為實質且有效的資金流



動，大會決定召開高級別部長級圓桌會議，專門反思與探討新集體量化目標的實施情況，討論範疇將同時涵蓋資金提供的數量與質量要素。同時，透過《巴黎協定》第 9 條第 5 款的透明度機制，已開發國家需在未來的 2 年期通報中提供相關資訊，詳細說明其計畫提供和動員的支持如何有助於執行關於 NCQG 的決議，以確保了國際社會能持續追蹤並檢視資金承諾的落實進度與成效



3.2 碳定價與碳交易

COP30 在《巴黎協定》第 6 條的談判上取得了突破性進展，標誌著全球碳市場從「規則制定」階段正式進入「實施與操作」階段。這為能源與石化產業提供了合規靈活性，同時也設定了更高的環境完整性門檻。

在第 6 條第 2 款（A6.2）方面，大會通過了關於解決報告審查中「不一致性」的指引，並敦促各國加速建立登記與追蹤系統。這確保了國家間碳權交易（ITMOs）的準確核算，移除了雙邊交易的最後程序障礙。對於跨國能源巨頭而言，這意味著其在不同國家的減排成果將更容易在國際間進行轉讓與抵扣。

關鍵的進展在於第 6 條第 4 款（A6.4）機制的正式啟動，大會正式批准了由管制機構制定的方法學開發標準，包括基線設定與額外性的嚴格原則，並認可首例方法學「廢棄物掩埋氣體的燃燒與利用」。此先例為後續針對油氣行業放空燃燒回收及甲烷利用的方法學開發奠定了基礎。另外，關於清潔發展機制（CDM）過渡至 A6.4 機制的安排，申請轉型的截止日期被最終確定延長至 2026 年 6 月 30 日，較原先預期的更寬裕，為持有舊碳資產的企業提供了寶貴的緩衝期。

新規則確立了碳移除活動（如 CCS）在市場中的合法地位，並要求建立「緩衝池」以管理逆轉風險，這對於推動 CCS 商業化至關重要。

3.2.1 雙邊與多邊合作機制的規範化

COP30 在《巴黎協定》第 6 條的談判上取得了突破性進展，標誌著全球碳市場從「規則制定」階段正式進入「實施與操作」階段。這對於企業的碳資產管理與跨境碳交易具有深遠的商業與合規意涵。

一、授權與追蹤

明確了 ITMOs 的授權程序，要求參與國必須建立數位化的註冊系統（Registries）並與聯合國的國際註冊簿連接，以即時追蹤碳權的移轉，防止重複計算。這意味著企業參與跨國碳交易（例如將在 A 國產生的減排量賣給 B 國企業）將面臨更嚴格的國家審批流程。

二、環境完整性

加強了對 ITMOs 品質的審查，要求減排必須是真實、額外且永久的；將



提高 A6.2 碳權的市場溢價，亦增加項目開發的合規成本。

三、CORSIA 連結

計到 2028 年初，A6.2 將有 2 億噸授權單位被用於國際航空碳抵換和減排計畫（CORSIA）的合規。這為石化業開發的 SAF 或低碳燃料項目提供了明確的變現渠道。

3.2.2 巴黎協定信用機制(PACM)的啟動

A6.4 旨在建立由聯合國管制的巴黎協定信用機制（Paris Agreement Crediting Mechanism, PACM），以取代舊有的清潔發展機制（CDM）；相關過度細節，在此次會議達成更完善之規劃

一、方法學

賦予巴黎協定信用機制（PACM）管制機構更大的權力，加速制定和審批新的減量方法學；首批方法學預計將集中在再生能源、清潔爐灶及碳移除技術上。

二、CDM 過渡

本次大會決議明確設定 CDM 項目過渡到巴黎協定信用機制（PACM）的截止日期延至 2026 年 6 月 30 日。所有舊的 CDM 項目若未在此日期前提交過渡申請，將失去進入新市場的資格。

此外，CDM 機制本身將於 2026 年底正式關閉；這對於持有大量舊 CDM 信用（CERs）的企業來說是一關鍵的資產處置窗口。

三、碳移除

大會為碳移除技術的發展確立了關鍵性的政策基石，決議正式確認了高品質的碳移除活動，如直接空氣捕集（DAC）與生物質能結合碳捕集與封存（BECCS）；在巴黎協定信用機制（PACM）中的核心地位。這一明確的規範不僅解決了長期以來關於「避免排放」與「移除排放」的定義爭議，更為石化產業長期投入的碳捕集、利用與封存（CCUS）技術提供了具備法律效力的碳信用激勵機制，正式宣告負排放技術的商業化大門已經開啟。

在新的 PACM 規則下，經過嚴格認證的碳移除信用將具備極高的市場價值。與一般的減排信用不同，碳移除信用具備物理上的「負排放」屬性，是企業與國家在抵消那些技術上難以避免的剩餘排放，以達成最終淨零目標時的必要手段。因此，隨著全球淨零期程逼近，這類高品質信用的需求將大幅攀升，



成為碳市場中的強勢資產。

對於煉油業而言，係商業模式的根本性轉變；另一方面，石化行業作為少數擁有大規模工程能力、且具備整合 CCUS 產業鏈潛力的部門，將從原本的減排壓力端轉變為解決方案的提供端。透過投資建設 BECCS 或 DAC 設施，煉油業將能建立起「雙重獲利」的新模式：一方面生產符合綠色採購標準的低碳燃料與化學品，鞏固本業競爭力；另一方面則能產出高價值的碳移除信用並在國際市場變現。這標誌著「碳管理」在企業戰略中的角色，將正式從單純的合規成本，升級為可創造營收的利潤中心，實現碳資產的實質變現。有關 PACM 機制下具減量潛力之項目彙整如表 3.2.2 - 1。

表 3.2.2 - 1 具減量潛力之項目

類別	技術類型	方法學狀態	發展潛力
能源替代	工業餘熱利用、生物質鍋爐替代燃煤	成熟，基於 CDM 轉化	中等，主要用於抵消自身排放
廢棄物管理	垃圾填埋氣（LFG）捕集利用	已批准（COP30 首批）	高，可產生高質量信用，技術門檻相對較低
循環經濟	廢塑料化學回收	發展中，需解決額外性證明	極高，與塑料公約聯動，解決白色污染
碳移除	生物能源結合 CCS（BECCS）	基礎標準已立，具體方法學制定中	極高，負排放信用是未來碳市場的硬通貨
工業脫碳	煉化裝置 CCS/CCU	發展中，需解決封存持久性監測	高，是難減排行業實現淨零的必要手段

3.2.3 碳定價與國際貿易的交匯：CBAM 與隱性碳價

此次大會的另一項焦點，在於巴黎協定 A6.4 機制與各國國內碳排放交易體系（ETS）的銜接問題。隨著歐盟碳邊境調整機制（CBAM）正式實施，加上中國、巴西等新興經濟體碳市場日趨完善，全球碳定價體系正逐漸交織成一張複雜的網絡。大會討論顯示，後續 A6.4 機制下產生的碳信用，有望在特定條件下被允許用於抵扣各國 ETS 的履約義務；這項突破將極大程度地增加碳信用的流動性與市場需求，也意味著「碳權」將不再只是單一市場的商品，而是具備跨境流通屬性的金融資產。



在貿易層面上，雖然大會的最終決議為了外交折衷，避免直接點名歐盟 CBAM 等具體措施，但各國同意啟動關於「貿易與氣候」的正式對話機制，以探討如何避免單邊氣候貿易措施對發展中國家造成不公平的經濟衝擊。這一政治訊號清晰地表明，碳定價已超越環保議題，正式成為衡量國際貿易競爭力的核心要素。對於出口導向型的煉油石化產業而言，這意味著競爭規則的改變：企業必須將「顯性碳價」，如碳稅、ETS 配額價格與「隱性碳價」一併納入全球供應鏈的成本模型中，才能精準評估產品的真實競爭力。

面對此一趨勢，跨國運營的能源石化企業面臨著轉型的迫切性。全球碳資產管理將變得更加複雜，但也更具戰略價值。企業不能再僅以單一廠區或單一國家為視角，而需建立「全球統一的碳管理平台」，實時監控各地碳價波動與法規差異。透過優化碳信用的產生、持有和交易策略，並善用國際碳市場機制進行套利或避險，企業才能有效降低整體的合規成本，在日益嚴格的綠色貿易壁壘中維持生存空間。

表 3.2.3 - 1 A6.2 機制與 A6.4 機制比較

特徵	A6.2 機制 (CDM)	A6.4 機制 (巴黎協定信用機制 PACM)
性質	去中心化，國與國之間的雙邊 / 多邊協議	中心化，由聯合國管制機構管理的全球市場
交易標的	國際轉讓減排成果 (ITMOs)	PACM 減碳量 (A6.4ERs)
管制主體	參與國自行負責，需符合 UNFCCC 指導原則	巴黎協定信用機制
COP30 關鍵決議	強化透明度與授權流程；與 CORSIA 連結明確化	完成方法學審批規則；確認碳移除地位；設定 CDM 過渡期線
對企業意涵	需獲得地主國授權函 (LoA) 方可交易；適合大型雙邊合作項目	需通過聯合國指定機構驗證；適合標準化減排項目（如 CCUS，再生能源）

3.2.4 循環經濟相關新方法學確立

本次大會批准的廢棄物填埋氣方法學具有示範意義，它引入了「向下調整」的概念，即隨著時間推移逐步降低項目的計入水平，以鼓勵持續的技術創



新並防止鎖定低效技術。例如，對於單純燃燒甲烷（火炬）的項目，其獲得碳信用的額度將下降得更快，而對於利用甲烷發電或生產熱能的項目，則能保留較高的計入水平。

這一邏輯同樣適用於未來可能批准的碳捕集與封存（CCS）及直接空氣捕集（DAC）方法學。對於煉油和石化業來說，代表未來的碳市場將不再獎勵簡單的末端治理，而是傾向於獎勵那些能夠實現資源循環利用和深度減排的技術。後續在規劃 CCS 項目時，應更多地考慮將捕集的二氧化碳進行利用（CCU），轉化為燃料或化學品，或確保封存的永久性和安全性，以符合巴黎協定信用機制（PACM）的高標準要求。



3.3 氣候變遷減緩、能源與甲烷議題

COP30 在化石燃料議題上經歷了最激烈的攻防。儘管 COP28 達成了「轉型脫離化石燃料」的共識，但在貝倫，以沙烏地阿拉伯、俄羅斯為首的產油國集團堅決反對在正式決議文中納入具體的「逐步淘汰」時間表或路線圖。

3.3.1 化石燃料自願性路徑

在備受矚目的能源轉型談判中，全球對於化石燃料的未來走向展開了激烈的攻防。儘管許多高企圖心國家強烈期望產出一份具法律約束力的「化石燃料淘汰路徑圖」，惟在沙烏地阿拉伯與俄羅斯等產油國集團的頑強反對下，最終決議文本僅重申了「轉型脫離化石燃料」的承諾，未能進一步寫入「逐步淘汰」的字眼。然而，這並不代表化石燃料的使用取得了無限期的寬限；雖然「全球互助」決議文中未直接出現淘汰字眼，但其重申了加速實施國家自主貢獻（NDCs）並強制要求與 1.5°C 路徑對齊，以顯現其對化石燃料的消費設下了「隱性的總量控制」天花板。

面對聯合國大會共識決的僵局，主辦國則宣布將聯合支持國自行制定並推動「擺脫化石燃料轉型路徑圖」及「森林與氣候路徑圖」，繞過反對國直接行動。與此同時，哥倫比亞與荷蘭宣布將於 2026 年舉辦首屆「公正轉型脫離化石燃料國際會議」。這一系列動作標誌著針對化石燃料供應端的國際壓力，正從單一的聯合國決議轉向「制度化的圍堵網」。對於跨國能源企業而言，未來面臨的實質約束將不再僅限於最低標準的國際公約，而是來自這些「自願聯盟」更為嚴格的市場准入與供應鏈要求。

除了二氧化碳的長程博弈，針對非二氧化碳溫室氣體，特別是甲烷的管制則展現了立即且顯著的收緊趨勢。會議引用《全球甲烷現狀報告》數據，強調 2030 年減少 30% 甲烷排放的目標技術上完全可行，這宣告了油氣行業管制環境的劇變。

針對洩漏檢測與修復（LDAR）及放空燃燒（Flaring）的規範將被強制收緊，主辦國更進一步推動將「消除常規燃燒」確立為行業標準。更為關鍵的是，隨著衛星監測技術的進步，國際甲烷排放觀測站（IMEO）已展示了強大的第三方監測能力，以示能源公司將無法隱匿排放數據，須大幅提高運營透明度，否則將在極短時間內面臨合規超標與聲譽受損的風險。



3.3.2 石油與天然氣甲烷削減聲明

由於短期內升溫突破 1.5°C 的風險極高，COP30 聚焦於削減甲烷，將其視為減緩近期升溫的「緊急煞車」

一、石油與天然氣甲烷削減聲明；

英國、巴西等國發起了一項針對化石燃料行業的甲烷削減聲明，提出了六大具體行動，包括「實施強有力的測量、報告與核查（MRV）體系，採用衛星監測等先進技術」、「在 2030 年前結束常規燃燒（Routine Flaring）與放空（Venting）」及「建立近零甲烷強度（Near-Zero Methane Intensity）的市場標準，並計劃在 2026 年建立相關市場機制」

二、IEO 與 UNEP 報告壓力；

COP30 期間發布的全球甲烷狀況報告指出，儘管有全球甲烷承諾（Global Methane Pledge），但實際排放仍在上升。這將迫使各國政府採取更強硬的管制措施，如歐盟已通過的甲烷法規，其對進口油氣實施甲烷強度限制。

3.3.3 能源轉型目標

COP30 發布的《貝倫全球綠色工業化宣言》標誌著氣候治理從單純的排放管控轉向了產業政策的深水區。該宣言旨在加速鋼鐵、水泥、化工等重工業的脫碳進程，強調綠色工業化必須結合可再生能源技術、能源效率及循環生產模式。這將導致「低碳」成為產品進入國際市場的硬性門檻。隨著碳邊境調整機制（CBAM）等貿易工具的擴散，若出口導向型的石化與煉油企業無法證明其產品隱含碳排放低於標準，將面臨高額碳關稅，直接削弱價格競爭力。

國際能源署（IEA）在會議期間發布的《2025 年世界能源展望》進一步具象化了產業風險。報告指出，若各國履行既定政策，化石燃料需求將在 2030 年前達到峰值。特別是 LNG 出口設施若缺乏碳捕捉技術配套，其產能利用率在 2035 年可能降至 50%，面臨巨大的「擱淺資產」風險。同時，電網現代化與儲能技術的滯後被視為瓶頸，這反過來為傳統能源公司提供了轉型機遇，即利用工程能力投資電網基礎設施，從單純的能源生產者轉型為能源系統服務商。

一、貝倫 4x 承諾（Belém 4x Pledge）

巴西聯合日本、義大利、印度等國發起，承諾到 2035 年將永續燃料



（Sustainable Fuels）的生產與使用量增加 4 倍。「貝倫 4x」承諾要求大幅提升永續航空燃料（SAF）與綠色船用燃料的產量，於煉油業領域，該承諾將迫使企業必須大規模投資於加氫處理植物油（HVO）等技術，並從根本上改變原料供應鏈，從採購原油轉向採購生物質與廢棄油脂。

在石化業領域，全球塑膠公約談判的不甚理想，大會強調減少全生命週期碳排放，若未來公約包含原生塑膠生產上限，石化業的產能擴張將受限。行業數據顯示，全球石化公司的資本回報率已顯著下降，在循環經濟背景下，企業若不轉向機械或化學回收技術，將難以維持其社會經營許可。

二、電網與儲能投資

會議啟動了針對電網擴建與現代化的融資倡議，目標是到 2030 年動員 1 兆美元投資，以解決再生能源併網的瓶頸；此倡議將加速交通部門的電氣化，進一步擠壓傳統燃油的市場空間。



3.4 《貝倫綠色工業化宣言》（Belém Declaration for Green Industrialization）

《貝倫綠色工業化宣言》（Belém Declaration for Green Industrialization）是 COP30 在循環經濟與工業轉型領域最具分量的成果之一。該宣言由巴西、英國、南非等國聯合發起，並得到了聯合國工業發展組織（UNIDO）以及眾多私營部門合作夥伴的支持。宣言的核心邏輯在於，應對氣候變化不應僅僅被視為成本負擔，而應被視為新一輪工業革命的驅動力。它試圖打破「環境保護」與「工業發展」之間的對立，提出通過綠色技術和循環經濟模式，讓發展中國家跨越傳統的高碳發展階段，直接進入綠色工業化時代。

宣言設定了具體的目標：到 2030 年，通過在難減排行業推廣綠色工業樞紐，顯著推進脫碳進程。這些樞紐將不再是傳統意義上的工業園區，而是集成了可再生能源發電、綠色氫能生產、碳捕集與利用（CCU）以及廢棄物循環利用設施的綜合生態系統。對於煉油和石化行業而言，這意味著未來的產能佈局將發生根本性的變化。企業在選址時，將不再僅僅考慮靠近市場或原料產地，而是會優先選擇那些擁有豐富可再生能源資源，如風電、光電、水力發電；具備碳封存地質條件以及擁有完善廢棄物回收網絡的地區。

此外，宣言明確將循環經濟方法列為實現工業脫碳的關鍵工具。這為化學回收、工業餘熱利用、副產品交換等技術提供了強有力的政策背書。在《貝倫宣言》的框架下，石化企業將被鼓勵與鋼鐵、水泥等其他高排放行業建立跨行業的合作關係。例如，煉油廠捕集的二氧化碳可以作為原料提供給化工廠生產甲醇或尿素，或者利用鋼鐵廠的廢氣生產乙醇。這種產業共生模式將成為未來綠色工業樞紐的標準配置，極大提升資源的利用效率並降低整體的碳足跡。



3.5 「生物經濟挑戰」(The Bioeconomy Challenge)

在 COP30 上，巴西主席國與 NatureFinance 等合作夥伴共同啟動了為期 3 年的「生物經濟挑戰」計畫。此倡議旨在落實 G20 通過的「生物經濟 10 大高級原則」(10 High-Level Principles on Bioeconomy)，解決目前生物經濟發展面臨的標準不一、市場碎片化以及融資困難等結構性障礙。

「生物經濟挑戰」的核心任務是建立一套全球公認的生物經濟衡量指標和市場框架。長期以來，石化行業在引入生物基原料，如生物乙醇、生物柴油、生物石腦油等原料時，面臨著碳足跡核算標準混亂、永續性認證複雜等問題，這限制了生物基化學品的規模化應用。該計畫試圖通過多邊合作，制定統一的定義和標準，明確什麼樣的生物質利用是「永續的」，什麼樣的生物基產品可以被認定為「綠色產品」。這將極大降低企業在採購和銷售環節的交易成本，促進生物基產品的國際貿易。

對於煉油及石化產業而言，這一挑戰計畫意味著原料供應鏈的根本性變革。傳統上依賴地下化石資源的煉油廠，必須開始建立與地上生物資源，如農業廢棄物、林業殘餘物、油脂作物的連接。不僅需要技術上的調整，更需要商業模式的創新，例如與農業合作社、林業公司建立長期的原料供應協議，甚至直接投資上游的生物質種植與收集環節。同時，企業還需密切關注該計畫在生物多樣性保護和利益分享方面的原則，確保其供應鏈符合 ESG 的高標準。



3.6 《永續化學品與材料宣言》（Declaration on Sustainable Chemicals and Materials）

在大會周邊會議上，生物未來平台（Biofuture Platform）發布了具有里程碑意義的《永續化學品與材料宣言》（Declaration on Sustainable Chemicals and Materials）。該文件由政府代表和行業領袖共同簽署，旨在加速全球化工行業從依賴化石碳原料向使用永續碳原料（Sustainable Carbon Feedstocks）的轉型。宣言的發布標誌著全球氣候政策的焦點開始從單純的能源替代擴展到了材料替代，這對於石化行業具有革命性的意義。

該宣言強調了 3 個核心行動領域：首先是創造永續供應鏈，確保生物質、再生碳以及二氧化碳捕集碳等新型原料的供應穩定且符合永續性標準；其次是促進技術開發，支持將各類廢棄物和生物質高效轉化為高價值化學品的技術創新，如生物發酵、熱化學轉化等；最後是提高透明度，在供應鏈中建立全生命週期的可追溯機制，防止「漂綠」行為，增強消費者和投資者的信心。

對於石化企業來說，這份宣言實際上是在重新定義行業的「許可證」。在未來，一家石化企業的競爭力將不再僅僅取決於其乙烯或丙烯的生產成本，而將取決於其產品中永續碳的含量比例。這要求企業必須加快佈局非化石原料的採購與加工能力，開發基於生物基或循環基的產品線。同時，這也為企業提供了新的品牌溢價機會，通過提供低碳、可循環的材料解決方案，滿足下游品牌商（如消費電子、汽車、包裝巨頭）日益增長的綠色採購需求。



第四章 因應策略

基於 COP30 的決議內容與全球氣候治理趨勢，煉油及石化產業正面臨的重要課題，其一為因電氣化與能效提升，致傳統燃料需求下降；另一則是由於碳定價與甲烷氣體管制營運成本的提升。

對於煉油及石化產業而言，需逐步增加投資於碳捕捉、利用與封存（CCUS）技術，將排放的二氧化碳視為生產合成燃料或化學品的原料。同時，鑑於《巴黎協定》第 6 條的運作化及 CBAM 的擴散，企業應在內部投資決策中引入高標準的影子碳定價（Shadow Carbon Pricing），以利所有新項目在規劃階段就具備極高的碳效率。有關本次大會決議與倡議對於煉油及石化業之影響與因應策略彙整如表 4-1。

表 4-1 決議與倡議對產業之衝擊與因應

決議/倡議	內容	衝擊	因應策略
NDCs 3.0	2035 年全經濟範圍減排目標	<ul style="list-style-type: none"> 國內法規收緊，總量管制配額減少，合規成本上升 	制定 2035 脫碳路徑圖，提前佈局低碳資產
新集體量化目標（NCQG）	2035 年達每年 1.3 兆美元；適應資金翻 3 倍	<ul style="list-style-type: none"> 傳統項目融資難度增加 綠色項目獲資金支持。 	發行轉型債券，利用混合融資機制開發新項目。
巴黎協定信用機制（PACM）	方法學標準獲批；CDM 過渡至 2026 年 6 月；移除類規則確立	<ul style="list-style-type: none"> 創造碳信用營收機會（CCS/甲烷） 舊 CDM 資產獲活化窗口。 	建立碳資產管理團隊，開發符合 A6.4 標準項目。
貝倫全球綠色工業化宣言	聚焦重工業脫碳；推動綠色公共採購	<ul style="list-style-type: none"> 下游客戶要求低碳產品 製程需電氣化與原料替代。 	投資綠氫技術，建立產品碳足跡追蹤制度。
全球甲烷現狀報告	2030 年減排 30%；強化 LDAR 與燃燒禁令	<ul style="list-style-type: none"> 運營標準大幅提高 需投入監測設備與維修成本 	加入 OGMP 2.0，實施零燃燒政策。



4.1 技術及營運策略面

於煉油製程，可利用既有基礎設備，將傳統煉油廠逐步轉型為集生物精煉、綠氫生產、廢塑膠化學回收及碳捕捉於一體的綜合園區；並逐步淘汰單純的燃油生產裝置，改建為 HVO/SAF 生產線，響應「貝倫 4x」承諾。

對於石化製程，應積極探索裂解爐電氣化，並大幅提高生物基石腦油與化學回收油在原料中的占比。針對上游油氣開採，盡量貼合「甲烷零排放」管理目標，規劃建置監測，並要求上游供應鏈提出在 2030 年前之甲烷減量目標。

4.2 碳交易及綠色金融策略

隨著《巴黎協定》A6.4. 機制進入「收益分成貨幣化」的實質運作階段，國際碳市場將成為煉油業處理難減排部分的重要工具。建議盤點各單位的減量潛力項目，如甲烷回收、CCS 等；積極評估參與該機制，購買高品質的碳抵換額度以達成淨零目標。同時依 COP30 通過的巴黎協定信用機制 (PACM) 方法學標準，準備項目設計文件。利用該機制將減排成果轉化為高品質碳信用，創造新的營收來源。對於持有的舊 CDM 資產，應在 2026 年 6 月的截止日期前完成評估與過渡申請。

另外，決議文中強調「單邊貿易措施」，如碳邊境調整機制 CBAM，可能構成的任意歧視，並要求附屬機構就貿易與氣候政策展開對話。爰此，煉油業者在出口導向的經營上，必須建立內部的影子碳定價，預判國際貿易壁壘的成本，並透過參與國際合作或自願性合作機制來降低產品的碳強度，以規避潛在的貿易風險並保持國際競爭力。

4.3 甲烷排放掌握

本次大會明確要求新一輪的國家自主貢獻（NDC）必須涵蓋「整體經濟」並包含「所有溫室氣體」。這對煉油石化業發出了強烈訊號：過去可能被視為次要的逸散性氣體（特別是甲烷），現在必須納入強制性的減排範疇。建議建立符合「強化透明度架構」的監測系統，因為各國已開始提交「2 年期透明度報告」（BTR），這要求企業提供更精確、經得起檢驗的排放數據。策略上，企業應全面導入甲烷洩漏偵測與修復（LDAR）技術，將甲烷減量視為與二氧化

碳減量同等重要的關鍵績效指標，這不僅是為了合規，更是回應全球對於將升溫控制在 1.5°C 內、需大幅削減非二氧化碳氣體排放的科學要求。

4.4 循環經濟

循環經濟是一個永續發展的再生系統，目的是透過設計來消除廢棄物和污染，保持產品和物料的使用價值；本次計畫收集日本展區之循環經濟實行情況，可供我國參考仿效或進行技術交流：

4.4.1 有機廢棄物資源化循環



圖 4.4 - 1 廢棄物資源化循環流程

主要核心理念是將有機廢棄物視為寶貴資源，透過整合解決方案實現「廢棄物-能源-產品」的循環：

- 一、生物能源：透過厭氧消化，將有機廢棄物轉化為生質甲烷（Biomethane），可用於車輛燃料或城市燃氣，甚至進一步轉化為電子甲烷（e-methane）。
- 二、農業資源：轉化為堆肥（Compost）和液態肥料（Liquid fertilizer），回歸農田利用。
- 三、生物炭（Biochar）：透過熱解反應爐轉化，生物炭可用作土壤改良劑、肥料和環保建材，實現長期碳固存。

如此一來，有機廢棄物即轉化為肥料或燃料，且具有負碳或碳中和效果，也是一種高附加值的資源；系統運作所需的熱能來自於過程中產生的可燃氣體，達到零能源消耗的目標，形成系統內部的能源循環。

4.4.2 農業生態循環

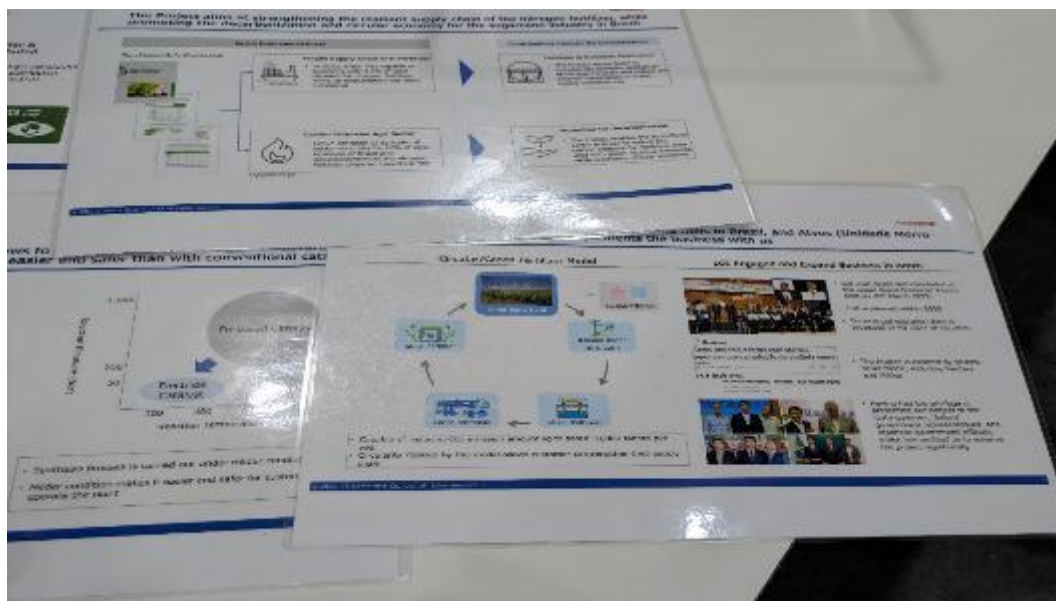


圖 4.4-2 農業生態循環流程

主旨在解決農業的碳排放問題，並強化氮肥供應鏈韌性，建立一個農業生態的循環模式：以甘蔗產業為例，農業副產品（如甘蔗渣）可用於生產沼氣發電，發電所產生的電力用於生產綠氨和綠氫，綠氨又可用於製造綠色肥料，取代傳統高碳排的化學肥料；最終，綠色肥料回到甘蔗田使用，形成一個從農業副產品、能源、到肥料的封閉循環，同時達成脫碳目標。

4.4.3 二氧化碳循環與利用

係採用專有的胺基酸溶劑，具有極高之二氧化碳捕捉效率與純度，再利用於其他工業製程或產品中，轉化為有價值的資源。



圖 4.4 - 3 碳捕捉技術圖說

第五章 心得與建議

當前全球暖化已成為全球面臨最嚴峻的挑戰之一，為將升溫控制在《巴黎協定》的目標內，國際社會普遍達成共識，並積極推動「淨零排放」目標；在這一波綠色浪潮中，石化產業作為高耗能、高碳排的代表，無疑是首當其衝，面臨空前的生存壓力與轉型挑戰。

本次參加聯合國氣候變遷綱要公約第 30 次締約方會議，可了解當前世界各國對於減碳議題的方向與共識，以及如何實踐永續發展目標，對於公司業務的執行以及未來轉型策略皆有莫大助益。



圖 5-1 芬蘭展場座談會

本次會議參訪除收集 COP30 相關議程以及會議決議外，同時參訪各國展區，了解各國為因應氣候變遷所執行各項措施；其中，與日本展場－kanadevia 公司商談甚多技術與經驗，除有助於擴展視野，也為未來跨國合作交流創造更多的機會，可謂獲益良多。

另本次亦參訪了周邊會議室的非政府組織（Non-Governmental Organization, NGO）展區，我國碳捕存再利用協會（TCCSUA）在此區設有展位，介紹我國在碳封存方面的研究發展與實際情形；本公司或可與該協會合



作，將目前碳封存執行進展於會場中展出，擴展公司於國際能見度，同時增進正面形象。

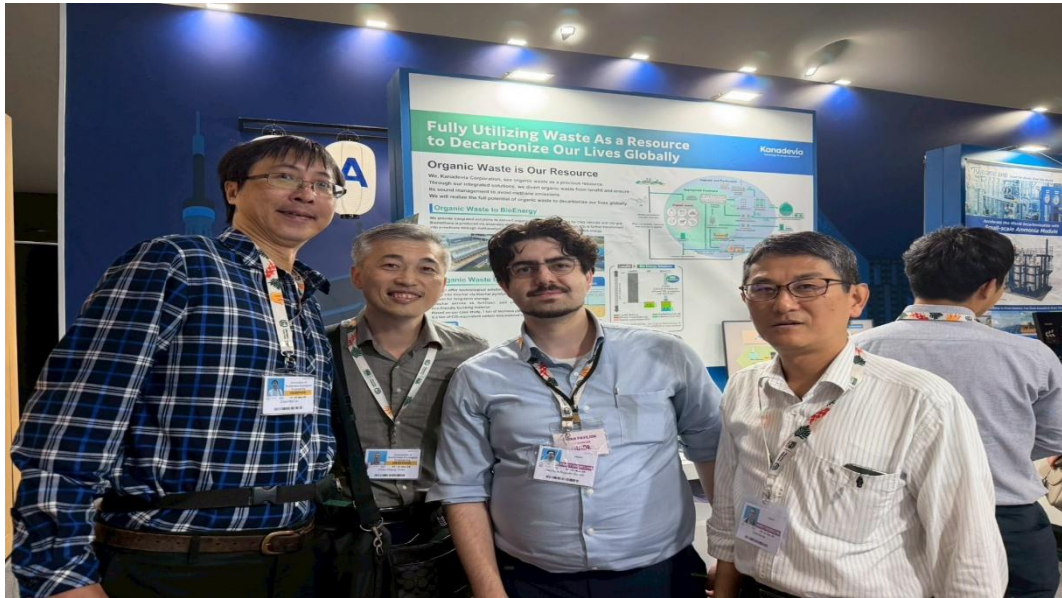


圖 5 - 2 日本展場與 kanadevia 公司工作人員合影



圖 5 - 3 與 TCCSUA 呂慶會秘書長合影

本公司業務以石化製程為主，無疑是面臨淨零排放的全球化浪潮、亟需思考轉型的主要角色之一，時刻掌握國際最新情勢、瞭解各國最新的共識與減



碳技術發展有其必要性，因此建議每年應有名額參加此類會議，以順應世界潮流；與會同仁亦應先行研究、準備會議相關資訊、議程，安排適當之會議排程，以發揮出國計畫之最大效益。

附件一 「聯合國氣候變化綱要公約第 30 屆締約方大會」決議草案



United Nations

ADVANCE VERSION

FCCC/CP/2025/L.5



Framework Convention on
Climate Change

Distr.: Limited
21 November 2025

Original: English

Conference of the Parties

Thirtieth session

Belém, 10–21 November 2025

Agenda item 20

Conclusion of the session

Draft report of the Conference of the Parties on its thirtieth session

Rapporteur: Ursula Fuentes-Hutfilter (Germany)

CONTENTS

(To be completed)

I. Opening of the session

(Agenda item 1)

1. The thirtieth session of the Conference of the Parties (COP), convened pursuant to Article 7, paragraph 4, of the Convention, was held at the Hangar Convention and Fair Centre of the Amazon in Belém, Brazil, from 10 to 21 November 2025. Mukhtar Babayev (Azerbaijan), President of COP 29, opened the session by convening the 1st meeting,¹ on 10 November,² and made a statement.³

II. Organizational matters

(Agenda item 2)

A. Election of the President of the Conference of the Parties at its thirtieth session

(Agenda sub-item 2(a))

2. At the 1st meeting of the COP, the President of COP 29 recalled that, in accordance with rule 22, paragraph 1, of the draft rules of procedure being applied, the office of the President of the COP is subject to rotation among the five United Nations regional groups. He informed Parties that the cycle would be continued with a President from the Latin American and Caribbean States. On a proposal by the President of COP 29, the COP elected

¹ Meetings of the COP referred to in this report are plenary meetings.

² COP 30 was held in conjunction with the twentieth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP) and the seventh session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA). The proceedings of the CMP and the CMA are contained in separate reports. The proceedings of the joint meetings of the COP, the CMP and the CMA convened at the sessions are contained in the report of the COP and cross-referenced in the reports of the CMP and the CMA.

³ The statement can be heard at https://unfccc-events.azureedge.net/COP30_108314 (starting at 00:00:51).

by acclamation André Aranha Corrêa do Lago as President of COP 30, who made a statement.⁴

3. A statement was also made by Simon Stiell, UNFCCC Executive Secretary.⁵

B. Adoption of the rules of procedure

(Agenda sub-item 2(b))

(To be completed)

C. Adoption of the agenda

(Agenda sub-item 2(c))

4. At its resumed 1st meeting, the COP considered document FCCC/CP/2025/1/Add.1, containing the supplementary provisional agenda. The President recalled the understanding reached among Parties during the consultations with regard to the adoption of the agendas for the sessions of the governing bodies, as set out in paragraphs 5–10 below.

5. At the same meeting, the President noted that item 21 of the supplementary provisional agenda for the seventh session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA), “Implementation of decision 1/CMA.5 on the outcome of the first global stocktake”, had been withdrawn by its proponents. The President then proposed that the agendas, as presented in the respective provisional and supplementary provisional agendas,⁶ be adopted without the inclusion of the items proposed by Parties.

6. The President proposed that consideration of the underlying issues and concerns related to the following items not to be included in the agendas could take place under other agenda items in line with existing mandates or in consultations to be undertaken by the Presidency. The President also proposed that consultations be undertaken by the Presidency on the way forward regarding the following items and sub-item not to be included in the agendas:

(a) Items 18, 12 and 18 of the supplementary provisional agendas for COP 30, CMP 20 and CMA 7 respectively, “Implementation of Article 9, paragraph 1, of the Paris Agreement”;

(b) Items 19, 13 and 19 of the supplementary provisional agenda for COP 30, the twentieth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol and CMA 7 respectively, “Promoting international cooperation and addressing the concerns with climate change related trade-restrictive unilateral measures”;

(c) Sub-item 7(b) of the supplementary provisional agenda for CMA 7, “Synthesis of biennial transparency reports”;

(d) Item 22 of the supplementary provisional agenda for CMA 7, “Responding to the synthesis report on nationally determined contributions and addressing the 1.5 °C ambition and implementation gap”.

7. The President further proposed that consultations be undertaken by the Presidency on item 20 of the supplementary provisional agenda for CMA 7, “Special needs and special circumstances of Africa”, during CMA 7, with the outcomes thereof to be reflected in the report on the session. In addition, the President proposed to organize a special event on this matter to be held during CMA 7 and that a summit under an action agenda on the special needs and special circumstances of Africa be convened in Africa in 2027.

⁴ The statement can be heard at https://unfccc-events.azureedge.net/COP30_108314 (starting at 00:21:00).

⁵ The statement can be heard at https://unfccc-events.azureedge.net/COP30_108314 (starting at 00:40:20).

⁶ FCCC/CP/2025/1/Add.1, FCCC/KP/CMP/2025/1 and FCCC/PA/CMA/2025/1/Add.3.

8. The President proposed that consultations be undertaken by the Presidency on item 21 of the supplementary provisional agenda for COP 30, “Annual expert dialogue on mountains and climate change”, with the outcomes thereof to be reflected in the report of the session.
9. For item 20 of the supplementary provisional agenda for COP 30, “Climate change and health”, the President proposed that this matter be considered under agenda items on adaptation.
10. The President proposed that the supplementary provisional agenda for COP 30 be amended to reflect this understanding, with sub-item 8(a) and item 13 deferred to COP 31, sub-items 15(a–b) and item 16 held in abeyance and items 18–21 deleted.
11. On the proposal by the President, the COP adopted the agenda as follows:
 1. Opening of the session.
 2. Organizational matters:
 - (a) Election of the President of the Conference of the Parties at its thirtieth session;
 - (b) Adoption of the rules of procedure;
 - (c) Adoption of the agenda;
 - (d) Election of officers other than the President;
 - (e) Admission of organizations as observers;
 - (f) Organization of work, including for the sessions of the subsidiary bodies;
 - (g) Dates and venues of future sessions;
 - (h) Adoption of the report on credentials.
 3. Reports of the subsidiary bodies:
 - (a) Report of the Subsidiary Body for Scientific and Technological Advice;
 - (b) Report of the Subsidiary Body for Implementation.
 4. Reporting from and review of Parties included in Annex I to the Convention.
 5. Reporting from Parties not included in Annex I to the Convention.
 6. Matters relating to adaptation:
 - (a) Report of the Adaptation Committee;
 - (b) Review of the progress, effectiveness and performance of the Adaptation Committee;
 - (c) National adaptation plans.
 7. Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts.⁷
 8. Matters relating to finance:
 - (a) Long-term climate finance (*deferred to COP 31*);
 - (b) Matters relating to the Standing Committee on Finance;
 - (c) Report of the Green Climate Fund to the Conference of the Parties and guidance to the Green Climate Fund;
 - (d) Report of the Global Environment Facility to the Conference of the Parties and guidance to the Global Environment Facility;

⁷ Neither the inclusion of this item in the agenda nor the annotations to it prejudice outcomes on matters related to the governance of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts.

- (e) Report of the Fund for responding to Loss and Damage and guidance to the Fund for responding to Loss and Damage;
 - (f) Compilation and synthesis of, and summary report on the in-session workshop on, biennial communications of information related to Article 9, paragraph 5, of the Paris Agreement;
 - (g) Seventh review of the Financial Mechanism.
- 9. Matters relating to technology development and transfer:
 - (a) Joint annual report of the Technology Executive Committee and the Climate Technology Centre and Network;
 - (b) Linkages between the Technology Mechanism and the Financial Mechanism;
 - (c) Review of the functions of the Climate Technology Centre.
- 10. Matters relating to capacity-building.
- 11. Matters relating to the least developed countries.
- 12. Report of the forum on the impact of the implementation of response measures.
- 13. Periodic review of the long-term global goal under the Convention and of overall progress towards achieving it (*deferred to COP 31*).
- 14. Gender and climate change.
- 15. Consideration of proposals from Parties for amendments to the Convention under Article 15:
 - (a) Proposal from the Russian Federation to amend Article 4, paragraph 2(f), of the Convention (*held in abeyance*);
 - (b) Proposal from Papua New Guinea and Mexico to amend Articles 7 and 18 of the Convention (*held in abeyance*).
- 16. Second review of the adequacy of Article 4, paragraph 2(a–b), of the Convention (*held in abeyance*).
- 17. Administrative, financial and institutional matters:
 - (a) Budgetary, financial and institutional matters;
 - (b) Decision-making in the UNFCCC process.
- 18. High-level segment:
 - (a) Statements by Parties;
 - (b) Statements by observer organizations.
- 19. Other matters.
- 20. Conclusion of the session.

D. Election of officers other than the President

(Agenda sub-item 2(d))

(To be completed)

E. Admission of organizations as observers

(Agenda sub-item 2(e))

(To be completed)

F. Organization of work, including for the sessions of the subsidiary bodies

(Agenda sub-item 2(f))

12. At the resumed 1st meeting, the President noted that the governing and subsidiary bodies would launch work on all agenda items on 10 November.

13. He also noted that the subsidiary bodies would conclude their work on 15 November and that he looked forward to hearing the outcomes of their sessions.

14. The President informed the COP that following the closure of the sessions of the subsidiary bodies he would convene a plenary meeting to propose a way forward for the second week of the Conference.

15. The President also informed the COP that the subsidiary bodies may recommend draft decisions or conclusions for consideration and adoption by the COP under the following items on matters already on their agendas:

Item 4	Reporting from and review of Parties included in Annex I to the Convention
Item 5	Reporting from Parties not included in Annex I to the Convention
Sub-item 6(a)	Report of the Adaptation Committee
Sub-item 6(b)	Review of the progress, effectiveness and performance of the Adaptation Committee
Sub-item 6(c)	National adaptation plans
Item 7	Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts
Sub-item 9(a)	Joint annual report of the Technology Executive Committee and the Climate Technology Centre and Network
Sub-item 9(b)	Linkages between the Technology Mechanism and the Financial Mechanism
Sub-item 9(c)	Review of the functions of the Climate Technology Centre
Item 10	Matters relating to capacity-building
Item 12	Report of the forum on the impact of the implementation of response measures
Item 14	Gender and climate change
Sub-item 17(a)	Budgetary, financial and institutional matters

16. The COP agreed to proceed on the basis of the organization of work outlined by the President.

III. Agenda items 2(g) to 19

(To be completed)

IV. Conclusion of the session

(Agenda item 20)

17. At its xx meeting, on 21 November, the COP considered the draft report on the session and, on a proposal by the President, authorized the Rapporteur to complete the report under the guidance of the President and with the assistance of the secretariat.

(To be completed)



United Nations

ADVANCE VERSION

FCCC/KP/CMP/2025/L.7



Framework Convention on
Climate Change

Distr.: Limited
21 November 2025

Original: English

Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol

Twentieth session

Belém, 10–21 November 2025

Agenda item 6

Matters relating to the Adaptation Fund

Matters relating to the Adaptation Fund

Proposal by the President

Draft decision -/CMP.20

Matters relating to the Adaptation Fund

The Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol,

Recalling decisions 1/CMP.3, 1/CMP.4, 2/CMP.10, 1/CMP.11, 2/CMP.12, 1/CMP.13, 1/CMP.14, 3/CMP.15, 3/CMP.16, 4/CMP.17, 3/CMP.18 and 2/CP.19,

Also recalling decision 13/CMA.1,

1. Welcomes the annual report of the Adaptation Fund Board for 2025, including its addendum, and the information therein¹ and commends the Adaptation Fund's performance over the reporting period;
2. Notes the following information, actions and decisions relating to the Adaptation Fund Board presented in the report referred to in paragraph 1 above:
 - (a) The approval between 1 July 2024 and 30 June 2025 of 16 single-country project proposals; 2 regional (multi-country) proposals; 1 fully developed large innovation grant; 1 small innovation grant; 1 large innovation project formulation grant; 1 Adaptation Fund Climate Innovation Accelerator grant; 13 project formulation grants; and, pertaining to locally led adaptation, 2 single-country project proposals and 2 project formulation grants;
 - (b) The endorsement between 1 July 2024 and 30 June 2025 of 11 single-country project concept notes; 1 regional concept note and 7 regional pre-concept notes; 1 large innovation concept note; and 2 single-country project concept notes on locally led adaptation;
 - (c) The launch of a funding window for regional locally led adaptation projects;
 - (d) The approval of a new resource mobilization target for 2025;
 - (e) The accreditation of seven national implementing entities and the reaccreditation of five implementing entities;

¹ FCCC/KP/CMP/2025/3–FCCC/PA/CMA/2025/15 and Add.1.

(f) The organization of eight readiness events aimed at building the capacity of national implementing entities and regional implementing entities to access Adaptation Fund resources and implement projects and programmes;

(g) The amendment of the project legal agreement between the Adaptation Fund Board and an implementing entity to support implementation by multilateral implementing entities of projects and programmes funded by the Fund;

(h) The undertaking of 32 communications and outreach activities in support of resourcing the Adaptation Fund;

3. *Welcomes* the financial pledges made towards the Adaptation Fund resource mobilization target for 2025 of USD 300 million by the Governments of Germany, Iceland, Ireland, Luxembourg, Portugal, the Republic of Korea, Spain, Sweden and Switzerland, and the government of the Walloon Region of Belgium, equivalent to USD 134.93 million and *acknowledges with appreciation* those contributors that have made multi-annual pledges to the Adaptation Fund;

4. *Notes with concern* that the annual resource mobilization target of the Adaptation Fund Board of USD 300 million from a larger number of contributors could not be met and *underscores* the urgency of scaling up financial resources, including the provision of voluntary support, that are additional to the share of proceeds levied on certified emission reductions in order to support the resource mobilization efforts of the Board with a view to strengthening the Adaptation Fund;

5. *Also underscores* the unique and important role of the Adaptation Fund in the multilateral climate finance architecture in delivering dedicated support for adaptation;

6. *Welcomes* the decision of the Adaptation Fund Board to increase the country cap from USD 20 million to USD 40 million, the maximum single-country project and programme size from USD 10 million to USD 25 million, and the maximum regional (multi-country) project and programme size from USD 14 million to USD 30 million and *invites* the Board to consider measures to further enhance support to regions and groups in a balanced manner;

7. *Welcomes* the work of the Adaptation Fund Board on complementarity and coherence with other multilateral climate funds, including its efforts to strengthen collaboration with the Fund for responding to Loss and Damage, the Global Environment Facility and the Green Climate Fund, and *encourages* the Board to further strengthen this work;

8. *Welcomes* the work of the Adaptation Fund Board on direct access and *invites* the Board to continue its work in this regard, including by continuing to pilot direct access modalities;

9. *Looks forward* to the Adaptation Fund Board completing its work on outstanding matters, including to:

(a) Consider the draft updated environmental and social policy at its next meeting with a view to concluding its mandate in line with paragraph 15 of decision 5/CMP.17;

(b) Adopt a policy on safeguarding against sexual exploitation and abuse and sexual harassment;

(c) Continue, with a view to concluding, its discussion on the draft Adaptation Fund vision and guidelines for enhanced civil society engagement, as well as the draft guidelines for participation of active civil society observers;

10. *Welcomes* the continued implementation of the gender policy and gender action plan of the Adaptation Fund, efforts undertaken related to gender mainstreaming through the project cycle and the continuation of gender scorecard implementation and *encourages* the Adaptation Fund Board to continue its efforts in this regard;

11. *Acknowledges* the continued consideration by the Adaptation Fund Board of arrangements for the transition of the Adaptation Fund to exclusively serving the Paris Agreement and *requests* the Board to complete, as a matter of priority, its consideration of this matter with a view to preparing for a smooth transition and prompt monetization of the share of proceeds under Article 6, paragraph 4, of the Paris Agreement;

12. *Highlights* the need for capacity-building for national accredited entities to improve access to Adaptation Fund funding windows and *invites* the Adaptation Fund Board to consider, as appropriate, developing a regional capacity-building programme focused on reducing access barriers, accrediting national entities and facilitating direct access with a view to shortening project initiation and approval times;

13. *Encourages* the Adaptation Fund Board to consider measures to improve and strengthen its work with the Green Climate Fund and the Global Environment Facility on their streamlined accreditation process, as appropriate, subject to the limitations of their accreditation and the relevant decisions of the Board of the Green Climate Fund and the Council of the Global Environment Facility, in order to ease access to the Fund.



Conference of the Parties

Thirtieth session

Belém, 10–21 November 2025

Agenda item 12

**Report of the forum on the impact of the
implementation of response measures**

Conference of the Parties serving as the

meeting of the Parties to the Paris Agreement

Seventh session

Belém, 10–21 November 2025

Agenda item 14

**Report of the forum on the impact of the
implementation of response measures**

**Report of the forum on the impact of the implementation of
response measures**

Proposal by the President

Draft decision -/CP.30 -/CMA.7

**Report of the forum on the impact of the implementation of
response measures**

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

Recalling Article 3, paragraph 5, and Article 4 of the Convention,

Also recalling Article 2 and Article 3, paragraph 14, of the Kyoto Protocol,

Further recalling Article 4, paragraph 15, of the Paris Agreement,

Recalling decisions 1/CP.21, 7/CP.24, 4/CP.25, 19/CP.26, 20/CP.27, 13/CP.28,
16/CP.29, 3/CMP.14, 4/CMP.15, 7/CMP.16, 7/CMP.17, 4/CMP.18, 3/CMP.19, 7/CMA.1,
4/CMA.2, 23/CMA.3, 23/CMA.4, 19/CMA.5 and 22/CMA.6,

Also recalling decisions 1/CMA.5, paragraphs 4, 136 and 154, and 19/CMA.5,
annex I, paragraph 1(f),

Reemphasizing the intrinsic relationship that climate change actions, responses and
impacts have with equitable access to sustainable development and eradication of poverty,

1. *Note with appreciation* the exchange of experience at the technical session held at
these sessions on implementing activity 4 of the workplan of the forum on the impact of the
implementation of response measures and its Katowice Committee of Experts on the Impacts
of the Implementation of Response Measures for the fifty-second to sixty-third sessions of
the subsidiary bodies,¹ namely enhancing the capacity and understanding of Parties, through
collaboration and input from stakeholders, pertaining to the assessment and analysis of the
impacts of the implementation of response measures to facilitate the undertaking of economic
diversification and transformation and just transition;

¹ Contained in annex II to decisions 4/CP.25, 4/CMP.15 and 4/CMA.2.

2. *Express gratitude* to the experts who contributed to the technical session referred to in paragraph 1 above;
3. *Welcome* the annual report of the KCI for 2025² and *note with appreciation* the progress of the KCI in developing rigorous science-based approaches to addressing the social, environmental and economic impacts of the implementation of response measures;
4. *Adopt* the recommendations forwarded by the forum on the impact of the implementation of response measures contained in sections I–IV below;
5. *Take note* of the timeline and modalities for implementation of each activity in the workplan of the forum on the impact of the implementation of response measures and its Katowice Committee of Experts on the Impacts of the Implementation of Response Measures for 2026–2030, as contained in the annual report of the KCI for 2025;
6. *Affirm* that the workplan of the forum and its KCI for 2026–2030 is to be implemented by the forum and its KCI;
7. *Decide* that the forum, at the second regular sessions of the subsidiary bodies each year, will identify the activities that it will undertake on the basis of the workplan of the forum and its KCI for 2026–2030 at each session of the subsidiary bodies in the subsequent year, including mandated events and activities, aligned with the outputs listed in the workplan of the forum and the KCI for 2026–2030;
8. *Also decide* that the forum, in identifying the activities referred to in paragraph 7 above, select activities in a manner such that the 17 activities included in the workplan of the forum and its KCI for 2026–2030 are spread evenly and covered holistically across the five-year time frame of the workplan;
9. *Request* the forum and its KCI to implement the workplan for 2026–2030 and make recommendations to the governing bodies consistent with the functions of the forum and its KCI³, in the light of the urgency of responding to climate change through accelerated action, support and international cooperation, guided by equity and the best available science;
10. *Decide* that the forum will conduct the following activities at SB 64 (June 2026):
 - (a) Consider the case studies contained in the annual report of the KCI for 2025;
 - (b) Determine the information to be provided for the technical assessment component of the second global stocktake (activity 2 of the workplan of the forum and its KCI for 2026–2030);
 - (c) Build awareness of and share information related to analysing, assessing and reporting on the impacts of measures taken to combat climate change, including cross-border impacts, recalling Article 3, paragraph 5, of the Convention (activity 6 of the workplan of the forum and its KCI for 2026–2030);
11. *Also decide* that the forum will conduct the following activities at SB 65 (November 2026):
 - (a) Build awareness of and share information related to assessing and analysing the impacts, including socioeconomic impacts, of response measures to be implemented in order to achieve all outcomes of the global stocktake and different net zero scenarios and pathways (activity 5 of the workplan of the forum and its KCI for 2026–2030);
 - (b) Convene an in-session workshop, with the support of the KCI, to facilitate the exchange and sharing of experience and best practices among Parties, the secretariat and other international organizations on conducting impact assessments (activity 8 of the workplan of the forum and its KCI for 2026–2030);
 - (c) Build awareness of and share information on the social and economic impacts of economy-wide nationally determined contributions, covering all greenhouse gases, sectors and categories (activity 12 of the workplan of the forum and its KCI for 2026–2030);

² FCCC/SB/2025/9.

³ As contained in annex I to decisions 13/CP.28, 4/CMP.18 and 19/CMA.5.

(d) Workshop on enhancing the capacity of Parties to carry out their own assessment and analysis of and produce reports on the impacts of the implementation of response measures (activity 15 of the workplan of the forum and its KCI for 2026–2030);

12. *Request* the KCI to present, at the second regular sessions of the subsidiary bodies each year, its annual report and key findings therefrom to the forum for consideration with a view to the forum making recommendations for consideration by the Conference of the Parties and the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;

13. *Take note* of the summary report prepared by the secretariat on the 2025 global dialogue on the impacts of the implementation of response measures, recognizing that it is not an exhaustive account thereof, *welcome* the conclusion of the 2024 and 2025 global dialogues⁴ and *note with appreciation* the active engagement of Parties and other stakeholders in discussions at those dialogues;

14. *Express appreciation* to the Governments of Ghana and Türkiye for hosting the 2024 and 2025 global dialogues respectively;

15. *Also express appreciation* to the United Nations Development Programme for supporting the organization of the global dialogues for 2024 and 2025; the Chairs of the subsidiary bodies and the secretariat for organizing the dialogues; the experts and facilitators who contributed to the dialogues; and the Parties, observers and other stakeholders who participated therein;

16. *Decide* that a two-day global dialogue on the impacts of the implementation of response measures shall be held each year from 2026 to 2029, to be organized in conjunction with an intersessional meeting of the KCI, noting that such dialogues should be conducted in hybrid format to allow for both in-person and virtual participation, and *request* the forum to consider, at the seventy-first sessions of the subsidiary bodies (November 2029), further dialogues, as appropriate;

17. *Also request* the secretariat to prepare a summary report capturing the discussions held at each of the global dialogues referred to in paragraph 16 above;

18. *Invite* Parties, observers and non-Party stakeholders to submit views on possible topics for the global dialogues referred to in paragraph 16 above via the submission portal⁵ by 15 March in each of those years;

19. *Request* that the Chairs of the subsidiary bodies, taking into consideration the submissions referred to in paragraph 18 above, decide on and communicate, no later than four weeks in advance of the global dialogues referred to in paragraph 16 above, the topics to be discussed at the dialogue to be held in each year;

20. *Take note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs 16 and 17 above;

21. *Request* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources;

I. Activity 7⁶ of the workplan of the forum and its Katowice Committee of Experts for 2020–2025

22. *Encourage* Parties to consider, as appropriate, tailored approaches to and relevant enabling policies for attracting sustainable investments in national plans, enhancing regional

⁴ Held pursuant to para. 16 of decisions 13/CP.28, 4/CMP.18 and 19/CMA.5. A summary of the discussions at the 2024 and 2025 dialogues can be found in documents FCCC/SB/2024/10 and FCCC/SB/2025/8 respectively.

⁵ <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

⁶ Facilitating the development and exchange of regional, country- and/or sector-specific case studies and approaches on (1) economic diversification and transformation and just transition of the workforce and creation of decent work and quality jobs, and (2) assessment and analysis of the

and international cooperation, strengthening capacities (such as workforce skills, technical knowledge and innovation potential) and reducing barriers to implementing climate plans, while ensuring that such approaches and policies contribute to just transitions and the Sustainable Development Goals;

II. Activity 9⁷ of the workplan of the forum and its Katowice Committee of Experts for 2020–2025

23. *Encourage* Parties, in line with their national circumstances, to:

(a) Mainstream the consideration of the impacts of the implementation of response measures in climate planning processes (e.g. nationally determined contributions, national adaptation plans, long-term low-emission development strategies and biennial transparency reports);

(b) Integrate comprehensive analyses of the impacts of the implementation of response measures into climate policy design;

(c) Enhance access to user-friendly tools, methodologies and guidelines for assessing the economic, social and environmental impacts of the implementation of response measures across regions;

(d) Strengthen collaboration with local research institutions to enhance systems for collecting disaggregated data that will enable assessment of the different impacts of response measures, in line with domestic needs and priorities;

(e) Design educational curricula, including for technical and vocational education and training, to improve competencies in designing national climate plans and conducting impact assessments of climate policies;

(f) Engage diverse stakeholders in defining, assessing and monitoring the co-benefits of climate change policies and actions and creating adaptive mechanisms for addressing trade-offs;

(g) Enhance effective stakeholder engagement, taking into account intergenerational equity, gender considerations and the needs of local communities, Indigenous Peoples, youth and other people in vulnerable situations, to minimize the negative and maximize the positive impacts of the implementation of response measures;

III. Activity (b)⁸ of the outcomes of the midterm review of the workplan of the forum and its Katowice Committee of Experts for 2020–2025⁹

24. *Encourage* Parties to:

(a) Enhance national institutional capacity and inter-agency coordination to implement tailored national climate policies, establish robust monitoring and evaluation systems, and deploy context-specific technologies;

(b) Use existing qualitative and quantitative assessment methodologies and tools to understand the social, economic and employment effects of proposed mitigation measures as a way to inform and guide climate policies and to maximize the positive and minimize the negative impacts of the implementation of response measures. More analysis of impacts,

impacts of the implementation of response measures with a view to understanding the positive and negative impacts.

⁷ Identifying and assessing the impacts of the implementation of response measures taking into account intergenerational equity, gender considerations and the needs of local communities, Indigenous Peoples, youth and other people in vulnerable situations.

⁸ Developing a case study in each of the five United Nations regions in accordance with activity 7 of the workplan of the forum and its Katowice Committee of Experts for 2020–2025.

⁹ Contained in annex II to decisions 13/CP.28, 4/CMP.18 and 19/CMA.5.

including, inter alia, sectoral, national, subnational, domestic and cross-border, would be useful for informing climate policies and understanding how to maximize the positive and minimize the negative effects of the implementation of response measures;

(c) Promote strengthening international, regional and South–South cooperation to enable knowledge exchange, peer learning and capacity-sharing, and thereby supporting Parties to implement more ambitious mitigation actions while maximizing positive and minimizing negative impacts of the implementation of response measures;

IV. Synthesis report on the impacts of the implementation of response measures reported in biennial transparency reports

25. *Request* the KCI and the Consultative Group of Experts to collaborate on exploring ways to enhance the capacity of Parties to report on the impacts of the implementation of response measures;

26. *Encourage* relevant stakeholders to:

(a) Support the capacity-building activities of Parties on reporting related to the assessment of the economic and social consequences of response measures;

(b) Provide capacity-building and technical support to Parties for conducting socioeconomic impact assessments.



**Conference of the Parties serving as the meeting
of the Parties to the Paris Agreement**

Seventh session

Belém, 10–21 November 2025

Agenda item 10(g)

Matters relating to finance**Sharm el-Sheikh dialogue on the scope of Article 2, paragraph
1(c), of the Paris Agreement and its complementarity with
Article 9 of the Paris Agreement****Matters relating to finance****Proposal by the President****Draft decision -/CMA.7****Sharm el-Sheikh dialogue on the scope of Article 2,
paragraph 1(c), of the Paris Agreement and its
complementarity with Article 9 of the Paris Agreement**

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

Recalling Articles 2, paragraphs 1(c) and 9, of the Paris Agreement,

Also recalling Article 2, paragraph 2, of the Paris Agreement,

Further recalling decisions 1/CMA.4, paragraph 68, 9/CMA.5, paragraphs 8–14, and 14/CMA 6,

1. *Recognizes* that the Paris 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 making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development, and *highlights* that it will be implemented to reflect equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances;
2. *Recognizes* that there is no common interpretation of the scope of Article 2, paragraph 1(c), of the Paris Agreement or the manner of its implementation;
3. *Acknowledges* various concerns and the need for safeguards raised by Parties in the context of the implementation of Article 2, paragraph 1(c), of the Paris Agreement, including:
 - (a) The need to pursue all three long-term goals of the Paris Agreement together, so that implementation of Article 2, paragraph 1(c), of the Paris Agreement will facilitate the collective achievement of the goals articulated in Article 2, paragraph 1(a–b);

(b) That Article 2, paragraph 1(c), of the Paris Agreement is complementary to and no substitute for the provision and mobilization of financial support to developing countries under Article 9 of the Paris Agreement;

(c) That efforts for making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development are nationally determined, taking into account country-driven strategies and the bottom-up nature of the Paris Agreement, respecting national sovereignty and taking into account different national circumstances, time frames and approaches of Parties, in particular developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change;

(d) The need to ensure that collective efforts for and deliberations on implementing Article 2, paragraph 1(c), are undertaken in a facilitative, enabling, non-punitive and non-prescriptive manner;

(e) The need to ensure transparency and to avoid creating an additional burden for Parties, including with regard to reporting and implementation;

4. *Expresses appreciation* to the co-chairs of the Sharm el-Sheikh dialogue for 2024–2025, Gabriela Blatter and Mohamed Ibrahim Nasr, and to Tosi Mpanu Mpanu for facilitating the Sharm el-Sheikh dialogue in 2023, and *also expresses appreciation* to the experts and facilitators for their contributions to the workshops;

5. *Notes* the 2025 report by the co-chairs on the Sharm el-Sheikh dialogue, including the synthesis of all work conducted under the dialogue, and *also notes* the recommendations contained therein;¹

6. *Further notes* the productive exchange of views under the Sharm el-Sheikh dialogue, which offered a valuable platform for interaction and exchange among Parties and stakeholders on the scope of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement, by making use of the convening power of the UNFCCC;

7. *Recognizes* the efforts already being made by Parties, in a nationally determined manner, for making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development;

8. *Expresses gratitude* to the Governments of Australia, Germany, Norway and Switzerland for their financial support for conducting activities under the dialogue in 2025;

9. *Also expresses gratitude* to the Government of Italy and the Food and Agriculture Organization of the United Nations for hosting the second workshop under the dialogue in 2025;

10. *Decides* to hold deliberations under the Veredas Dialogue on the implementation of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement, building on the Sharm el-Sheikh dialogue and taking into account the concerns and safeguards outlined in paragraph 2 above;

11. *Also decides* that the Veredas Dialogue will be organized in an open, transparent and inclusive manner, be open to all Parties, and engage all actors, including governments and financial and non-financial sector actors;

12. *Further decides* that at least one meeting per year under the Veredas Dialogue will be held in conjunction with the first regular sessions of the subsidiary bodies of the year;

13. *Requests* the Presidency of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement to convene the Xingu Finance Talks under the Veredas Dialogue and in consultation with the co-chairs thereof, as an annual high-level round table with a view to facilitating a cooperative exchange of views among all interested Parties and non-Party stakeholders, in particular academia, international financial institutions and the private sector, on practical solutions that address the challenges and opportunities in the

¹ FCCC/PA/CMA/2025/10.

implementation of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement;

14. *Also requests* the Presidency of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, at each of its sessions and in consultation with the respective constituencies, to appoint two co-chairs for the Veredas Dialogue, one from a developed country Party and one from a developing country Party, each for a period of one year;

15. *Further requests* the co-chairs referred to in paragraph 14 above to prepare an annual report on deliberations under the Veredas Dialogue, including the annual high-level round table referred to in paragraph 13 above, during the respective year, for consideration by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, as referred to in paragraph 20 below;

16. *Resolves* that the Veredas Dialogue and the considerations by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement referred to in paragraph 20 below should aim towards progressing support to Parties in their efforts to implement Article 2, paragraph 1(c), of the Paris Agreement in a nationally determined and facilitative manner and to contribute to other ongoing work and processes under the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, as appropriate;

17. *Decides* that the Veredas Dialogue will include consideration of challenges and opportunities in the implementation of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement, including as identified under the Sharm el-Sheikh dialogue in 2023–2025;²

18. *Requests* the co-chairs referred to in paragraph 14 above, in organizing the Veredas Dialogue, to build on the report referred to in paragraph 5 above and the submissions referred to in paragraph 19 below;

19. *Invites* Parties, the UNFCCC constituted bodies, the operating entities of the Financial Mechanism, international financial institutions, observers and other stakeholders, particularly from the private sector, to submit views on the organization of the Veredas Dialogue via the submission portal³ by 28 February, on an annual basis;

20. *Decides* to consider matters related to the implementation of Article 2, paragraph 1(c), of the Paris Agreement and its complementarity with Article 9 of the Paris Agreement;

21. *Also decides* to review the Veredas Dialogue at the tenth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (November 2028);

22. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs 10–19 above;

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

² See document FCCC/PA/CMA/2025/10.

³ Available at <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.



Conference of the Parties

Thirtieth session

Belém, 10–21 November 2025

Agenda item 8(c)

Matters relating to finance

Report of the Green Climate Fund to the Conference of the Parties and guidance to the Green Climate Fund

Matters relating to finance

Proposal by the President

Draft decision -/CP.30

Report of the Green Climate Fund to the Conference of the Parties and guidance to the Green Climate Fund

The Conference of the Parties,

Recalling decision 3/CP.17, annex,

1. *Notes* the report of the Green Climate Fund to the Conference of the Parties at its thirtieth session,¹ including the information therein on action taken by the Board of the Fund in response to guidance received from the Conference of the Parties, while noting that there is room for improvement;
2. *Welcomes:*
 - (a) The increase in the number of funding proposals approved, which brings the total amount approved by the Board to USD 19.3 billion to support the implementation of 336 adaptation and mitigation projects and programmes in 134 developing countries;
 - (b) The increase in the number of entities accredited by the Board, which brings the total number of accredited entities to 158, of which 106 are direct access entities;
 - (c) The increase in the approval of grants for readiness support for national adaptation plans and other adaptation planning processes, bringing the total number of grants approved for readiness support for national adaptation plans and other adaptation planning processes to 144;
 - (d) The number of approved projects focused on technology, representing 83 per cent of the project portfolio (261 projects in total), and that the Fund continues to progress in advancing efforts related to technology incubation and acceleration and in providing readiness support for technology and technology needs assessments;

¹ FCCC/CP/2025/7 and Add.1.

(e) The approval by the Board of the Fund's revised accreditation framework,² emphasizing that its implementation should enhance access to the Fund's resources and improve the speed, predictability, efficiency, flexibility and transparency of processes;

3. *Urges* the Board to ensure that implementation of the revised accreditation framework continues to contribute to achieving the Strategic Plan for the Green Climate Fund 2024–2027³ goal of doubling the number of direct access entities with approved funding proposals, and to further enhance the efficient and timely delivery of resources by simplifying access modalities so as to reduce procedural burdens and ensure more timely, effective and balanced access to resources for developing country Parties, including by exploring ways to enhance the efficiency of Board meetings in line with the Governing Instrument for the Fund⁴ and the rules of procedure of the Board therein;

4. *Encourages* the Board to continue to promote the use of direct access modalities, including by enhancing efforts to support capacity-building for direct access entities and improving non-governmental direct access, including for Indigenous Peoples, in accordance with relevant policies;

5. *Also encourages* the Fund to continue to strengthen its partnerships with the private sector, including with small and medium-sized enterprises, in a manner that complements public finance and supports the implementation of country-driven priorities;

6. *Further encourages* the Board to consider measures to improve and strengthen its work with the Adaptation Fund and the Global Environment Facility on their fast-track accreditation programme,⁵ including through the potential mutual acceptance of their respective accreditation systems, as appropriate, subject to the limitations of their accreditation and the relevant decisions of the Adaptation Fund Board and the Council of the Global Environment Facility, with a view to dramatically simplifying access to funding under the Green Climate Fund;

7. *Recommends* that the Board encourage the submission of funding proposals from direct access entities, without limiting the number that each entity may submit at a meeting of the Board or limiting the number of projects that the Board may approve for each entity at each of its meetings, notwithstanding considerations on Board capacity;

8. *Invites* the Board to consider areas for improvement in the project approval cycle, including on the basis of lessons learned from the consideration of funding proposals;

9. *Notes* the progress of the Green Climate Fund in reducing project review times to nine months or less and *urges* the Board to take action to expedite disbursement of funding and enhance implementation efficiency;

10. *Encourages* the Fund to continue to improve complementarity, coherence and coordination with other multilateral climate funds as envisaged in Strategic Plan for the Fund 2024–2027 in order to strive for greater impact in the delivery of climate finance;

11. *Reaffirms* that the Fund's country-driven approach should be upheld in all policies, procedures and operational modalities of the Fund, in line with nationally determined priorities, nationally led programming and the central role of national designated authorities as focal points;

12. *Acknowledges* the establishment of regional presence of the Fund and *looks forward* to the operationalization of regional presence in line with Board decisions GCF/B.41/10 and GCF/B.42/14 on the basis of a thorough and fair review process in line with Board procedures;

13. *Encourages* the Board to continue to promote technology development and transfer in line with the Governing Instrument for and relevant policies of the Fund, including by strengthening synergies between the Fund and the Climate Technology Centre and Network;

² Contained in annex III to Green Climate Fund decision B.42/13.

³ Contained in annex III to Green Climate Fund decision B.36/13.

⁴ Decision 3/CP.17, annex.

⁵ See annex III to Green Climate Fund decision B.42/13.

14. *Also encourages* the Board to thoroughly enhance the review process for the adoption of the policies and guidelines necessary for strengthening the Fund secretariat's financial management capabilities and available instruments, including through the adoption of a policy on foreign currency hedging and a policy on foreign exchange management and liquidity management;
15. *Highlights* the need to increase the commitment authority within the Fund and *requests* the Board to urgently consider ways to enhance the commitment authority of the Fund;
16. *Urges* the Board to adopt an updated gender action plan for the second replenishment of the Fund, noting the previous plan for 2020–2023,⁶ and to actively contribute to the implementation of activities under the Belém gender action plan for 2026–2034 adopted by decision -/CP.30;⁷
17. *Invites* Parties to submit views and recommendations on elements of guidance for the Fund via the submission portal⁸ no later than 12 weeks prior to the thirty-first session of the Conference of the Parties (November 2026);
18. *Requests* the Standing Committee on Finance to take into consideration the submissions referred to in paragraph 17 above in preparing its draft guidance for the Fund for consideration by the Conference of the Parties at its thirty-first session and the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its eighth session (November 2026);
19. *Also requests* the Board to include in its annual report to the Conference of the Parties information on the steps it has taken to implement the guidance provided in this decision;
20. *Takes note* of decision -/CMA.7⁹ and *decides* to transmit to the Fund the guidance from the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement contained in paragraphs 2–4 of that decision.¹⁰

⁶ Contained in annex XXIII to Green Climate Fund decision B.24/12.

⁷ Draft decision entitled “Belém gender action plan” proposed under agenda item 14 of the Conference of the Parties at its thirtieth session.

⁸ <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

⁹ Draft decision entitled “Guidance to the Green Climate Fund” proposed under agenda item 10(b) of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its seventh session.

¹⁰ In accordance with decision 1/CP.21, para. 61.



United Nations

ADVANCE VERSION

FCCC/PA/CMA/2025/L.18



Framework Convention on
Climate Change

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 11(c)

Matters relating to technology development and transfer

Technology implementation programme

Matters relating to technology development and transfer

Proposal by the President

Draft decision -/CMA.7

Belém Technology Implementation Programme

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

Recalling 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,

Also recalling decisions 15/CMA.1 and 18/CMA.6,

Noting decisions -/CP.30¹ and -/CMA.7,²

Also noting decisions -/CP.30³ and -/CMA.7,⁴

1. *Confirms* that, pursuant to paragraph 110 of decision 1/CMA.5, the objectives of the technology implementation programme, supported by, inter alia, the operating entities of the Financial Mechanism, are to strengthen support for the implementation of technology priorities identified by developing countries and to address the challenges identified in the first periodic assessment of the Technology Mechanism;

¹ Draft decision entitled “Report of the Global Environment Facility to the Conference of the Parties and guidance to the Global Environment Facility” proposed under agenda item 8(d) of the Conference of the Parties at its thirtieth session.

² Draft decision entitled “Guidance to the Global Environment Facility” proposed under agenda item 10(c) of the Conference of the Parties serving as meeting of the Parties to the Paris Agreement at its seventh session.

³ Draft decision entitled “Report of the Green Climate Fund to the Conference of the Parties and guidance to the Green Climate Fund” proposed under agenda item 8(c) of the Conference of the Parties at its thirtieth session.

⁴ Draft decision entitled “Guidance to the Green Climate Fund” proposed under agenda item 10(b) of the Conference of the Parties serving as meeting of the Parties to the Paris Agreement at its seventh session.

2. *Affirms* that the technology priorities referred to in paragraph 1 above include, but are not limited to, priorities identified as a result of technical assistance provided by the Climate Technology Centre and Network and technology priorities identified by developing countries in their technology needs assessments and technology action plans, biennial transparency reports, national adaptation plans, nationally determined contributions, long-term low-emission development strategies and long-term strategies;
3. *Decides* that work under the technology implementation programme shall contribute to the urgent action needed in pursuing efforts to limit the temperature increase to 1.5 °C above pre-industrial levels;
4. *Also decides* that the technology implementation programme shall be implemented on the basis of the principles of the technology framework and provisions of the Paris Agreement;
5. *Agrees* that the technology implementation programme shall support the implementation of Parties' nationally determined contributions, national adaptation plans and long-term low-emission development strategies, noting their importance for implementing the global stocktake outcomes;
6. *Decides* that the technology implementation programme shall:
 - (a) Be implemented in a coherent, inclusive and results-oriented manner;
 - (b) Be based on the technology priorities of developing countries in alignment with their national circumstances, including at the local level, and draw on Indigenous Peoples' knowledge and capacities, and endogenous technologies;
 - (c) Be gender-responsive, enhance gender equality, empower women and recognize the special needs and circumstances of children, youth, persons with disabilities and local communities;
 - (d) Contribute to the availability of and access to enhanced financial, technical and capacity-building support for developing countries, recognizing the special needs and circumstances of the least developed countries, small island developing States and other developing countries that are particularly vulnerable to the adverse effects of climate change;
 - (e) Take into account the report on the evaluation of the Poznan strategic programme on technology transfer⁵ and the findings of the independent reviews of the Climate Technology Centre and Network;
7. *Agrees* that the technology implementation programme should enhance the work under the Technology Mechanism, complement ongoing related work on climate technologies for both mitigation and adaptation under the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement and avoid duplication of efforts;
8. *Also agrees* that the technology implementation programme shall include the following elements:
 - (a) Addressing challenges to implementing the technology priorities of developing countries at different stages of the technology cycle and challenges identified in the first periodic assessment of the Technology Mechanism, including through the exchange of information on enablers, good practices, challenges and lessons learned;
 - (b) Strengthening national systems of innovation as well as enabling environments, such as policy and regulatory environments, for technology deployment and diffusion, while ensuring research, development and demonstration continue to inform effective technology implementation, including for Indigenous and endogenous technologies;
 - (c) Providing support to developing countries, including national designated entities, for integrating their climate technology priorities into national policies, programmes and projects;

⁵ See decision 9/CP.29, para. 2.

(d) Building capacity for the development of project concept notes and the preparation of fundable projects, and fostering matchmaking and partnership-building to enhance access to support for climate technology implementation by leveraging the resources and expertise of relevant bodies and entities;

(e) Mobilizing both financial and non-financial resources to enhance the support provided to the Technology Mechanism for supporting the implementation of the Paris Agreement;

9. *Requests* the Technology Executive Committee and the Climate Technology Centre and Network to incorporate, as appropriate, the elements referred to in paragraph 8 above into their workplans and programmes of work respectively, as well as into the joint work programmes of the Technology Mechanism, which should also inform the monitoring and evaluation of their activities;

10. *Also requests* the Technology Executive Committee and the Climate Technology Centre and Network to include information on actions taken to implement the technology implementation programme in their joint annual reports to the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;

11. *Further requests* the Technology Executive Committee and the Climate Technology Centre and Network, with the support of the secretariat and interested partners, in consultation with the Chair of the Subsidiary Body for Implementation, and with the participation of a broad range of stakeholders, to convene global in-session dialogues at the first session of the Subsidiary Body for Implementation each year, starting in 2027, to address the element referred to in paragraph 8(a) above;

12. *Invites* Parties, observers and other non-Party stakeholders to submit via the submission portal⁶ annually, by 1 July, starting in 2026, suggested topics in line with the technology implementation programme to be discussed under the global dialogues referred to in paragraph 11 above;

13. *Requests* the Technology Executive Committee to determine the topics of the global in-session dialogues referred to in paragraph 11 above at its second annual meeting of the preceding year, taking into account the submissions referred to in paragraph 12 above, the key messages and recommendations for the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement contained in the joint annual reports of the Technology Executive Committee and the Climate Technology Centre and Network, and the challenges identified in the most recent periodic assessment of the Technology Mechanism;

14. *Also requests* the Technology Executive Committee to prepare, for inclusion in its annual reports to the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, a summary report on each global in-session dialogue referred to in paragraph 11 above and *invites* the Technology Executive Committee to take into account the findings from the summary report when preparing its key messages and recommendations as part of its annual reports;

15. *Decides* to convene a high-level ministerial dialogue on technology development and transfer at the tenth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (November 2028);

16. *Requests* the Climate Technology Centre and Network, in collaboration with the Technology Executive Committee and with the support of interested partners, to convene regional dialogues in conjunction with its regional forums for national designated entities, starting in 2027, subject to the availability of resources;

17. *Also requests* the Climate Technology Centre and Network to thematically align the regional dialogues referred to in paragraph 16 above with the topic, for that year, of the global in-session dialogue referred to in paragraph 11 above, as appropriate, and to prepare summary reports on the regional dialogues for inclusion in its annual reports to the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;

⁶ <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

18. *Invites* the operating entities of the Financial Mechanism and the Adaptation Fund to support the implementation of the technology implementation programme, within their mandates;
19. *Requests* the Climate Technology Centre and Network, with the support of the operating entities of the Financial Mechanism and interested partners, where applicable, to undertake demand-driven programmatic capacity-building efforts in support of the implementation of the elements referred to in paragraph 8 above, and to report on such efforts as part of its annual reports to the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;
20. *Also requests* the Climate Technology Centre and Network, with the support of its consortium partners and Network members, to support matchmaking and partnership-building to advance climate technology implementation in developing countries;
21. *Further requests* the Technology Executive Committee and the Climate Technology Centre and Network to identify opportunities for collaboration with multilateral development banks, climate financing institutions, and international organizations that facilitate climate technology development and transfer in exploring synergistic ways to secure funding and other support for implementing the technology implementation programme;
22. *Invites* developed country Parties and *encourages* other Parties, on a voluntary basis, as well as multilateral development banks and other financial institutions, United Nations entities, private sector entities and philanthropic organizations, to provide support for work under the technology implementation programme;
23. *Also encourages* the secretariat and the host of the Climate Technology Centre to enhance their resource mobilization efforts in order to meet the costs associated with implementing the mandated activities of the Technology Executive Committee and the Climate Technology Centre and Network and supporting the implementation of the technology implementation programme;
24. *Decides* that the implementation of the technology implementation programme shall commence immediately after the seventh session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement and shall be reviewed at the sixteenth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (2034) with a view to deciding on its continuation taking into account the outcomes of the third global stocktake;
25. *Also decides* that the progress of implementation and the outcomes of the technology implementation programme shall be reported annually in the joint annual reports of the Technology Executive Committee and the Climate Technology Centre and Network, with this information serving as input to the periodic assessments of the Technology Mechanism and to the global stocktakes, and be assessed using transparent monitoring and evaluation methodologies;
26. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs 9, 10, 11, 14, 15, 16, 21 and 23 above;
27. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.
-



United Nations

ADVANCE VERSION

FCCC/PA/CMA/2025/L.25



Framework Convention on
Climate Change

Distr.: Limited
22 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 8(a)

Matters relating to adaptation

Global goal on adaptation

Matters relating to adaptation

Proposal by the President

Draft decision -/CMA.7

Global goal on adaptation

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

Recalling Article 2 of the Paris Agreement,

Also recalling decisions 2/CMA.5 and 3/CMA.6, in particular its paragraph 22,

Further recalling Article 7, paragraphs 1, 2, 4, 13 and 14, of the Paris Agreement,

Recalling Article 9 of the Paris Agreement,

Also recalling decision 1/CMA.3, paragraph 18,

Further recalling decision 19/CMA.1,

Recalling relevant provisions and principles of the Convention and the Paris Agreement, including the principle of equity and common but differentiated responsibilities and respective capabilities, in the light of different national circumstances,

1. *Reaffirms* that matters relating to the global goal on adaptation is a standing agenda item and will continue to be included in the agendas for the sixty-fourth (June 2026) and subsequent sessions of the subsidiary bodies and the eighth (November 2026) and subsequent sessions of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, unless otherwise specified by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;¹

2. *Calls upon* all Parties to ensure that adequate adaptation responses in the context of the temperature goal set out in Article 2, paragraph 1(a), of the Paris Agreement, are in line with different national circumstances, needs and priorities and in the context of sustainable development and poverty eradication;

¹ Decision 3/CMA.6, para. 28.

3. *Expresses appreciation* to the Chairs of the subsidiary bodies for their guidance and to the secretariat for its support for the work conducted under the United Arab Emirates–Belém work programme on indicators for measuring progress achieved towards the targets referred to in paragraphs 9–10 of decision 2/CMA.5;
4. *Expresses deep appreciation* to the experts convened to support the technical work under the United Arab Emirates–Belém work programme² for their efforts and dedication to the process and considers their final list of potential indicators³ as a knowledge product;
5. *Decides* to conclude the United Arab Emirates–Belém work programme;
6. *Adopts* the Belém Adaptation Indicators, as contained in the annex;
7. *Emphasizes* that the Belém Adaptation Indicators are voluntary, non-prescriptive, non-punitive, facilitative, global in nature, respectful of national sovereignty and national circumstances and country-driven, and that the indicators should not create additional reporting burdens, particularly for developing country Parties, are not intended to serve as a basis for comparison among Parties, shall not become a barrier and shall not be used under any circumstances as a condition for developing country Parties to access funding under the Convention and the Paris Agreement;
8. *Also emphasizes* that the Belém Adaptation Indicators do not create new financial obligations or commitments, nor liability or compensation;
9. *Affirms* that the Belém Adaptation Indicators are intended to inform national approaches to tracking adaptation action and progress and shall not create new obligations for developing country Parties, benchmarks or evaluation criteria, nor establish global standardized methodologies or data-collection processes, nor establish any compliance frameworks, nor prejudice any Party's position or imply acceptance of elements inconsistent with national circumstances or with the principles and provisions of the Convention and the Paris Agreement;
10. *Recalls* paragraph 10(c) of decision 3/CMA.4, paragraph 13 of decision 2/CMA.5 and paragraph 21 of decision 3/CMA.6 and *emphasizes* the importance of cross-cutting considerations, including by acknowledging the contributions of children, youth, people with disabilities, Indigenous Peoples and local communities, people of African descent and migrants to adaptation, and the importance of consideration of gender, human rights, intergenerational equity and social justice, and participatory and fully transparent approaches;
11. *Encourages* Parties, as appropriate and at their discretion, to test the Belém Adaptation Indicators, including in consultation with relevant practitioners and other stakeholders;
12. *Invites* Parties to integrate the targets outlined in paragraphs 9–10 of decision 2/CMA.5 and the Belém Adaptation Indicators into, and to make use of these indicators as appropriate and as relevant in, their reporting and planning processes, including with regard to their biennial transparency reports, adaptation communications, national adaptation plans, nationally determined contributions and national communications;
13. *Recalls* paragraph 22 of decision 3/CMA.6 and *emphasizes* that the Belém Adaptation Indicators will constitute a source of input, including through reporting by Parties, to the global stocktake;
14. *Recalls* paragraphs 44–45 of decision 2/CMA.5 and *requests* the Adaptation Committee, the Consultative Group of Experts and the Least Developed Countries Expert Group to provide technical guidance and support to Parties for implementing the United Arab Emirates Framework for Global Climate Resilience and reporting thereon, including by developing tabular formats in accordance with paragraph 109(a) of the modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement,⁴ and for integrating the United Arab Emirates

² As per documents FCCC/SBSTA/2024/7, para. 43, and FCCC/SBI/2024/13, para. 81.

³ Available at <https://unfccc.int/documents/649629>.

⁴ Decision 18/CMA.1, annex.

Framework for Global Climate Resilience into national adaptation plans, and local and regional plans and action for monitoring, evaluation and learning, including through the NAP Technical Guidelines;⁵

15. *Invites* the Adaptation Committee to analyse the information on the thematic and dimensional targets referred to in paragraphs 9 and 10 respectively of decision 2/CMA.5, including on means of implementation, contained in biennial transparency reports, adaptation communications, national adaptation plans, nationally determined contributions and national communications through the lens of the thematic and dimensional targets of the United Arab Emirates Framework for Global Climate Resilience with a view to assessing progress under the global goal on adaptation and future global stocktakes;

16. *Requests* the secretariat to prepare a technical paper, for consideration by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at the latest at its eighth session, on the targets outlined in paragraphs 9–10 of decision 2/CMA.5, and the Belém Adaptation Indicators, by 30 September 2026, which will (1) consider the use of the Indicators; (2) include a mapping of existing synthesis report processes on adaptation information relevant to the global goal on adaptation; (3) identify synergies as well as gaps and potential ways to fill those gaps; and (4) analyse guidelines, tools and methodologies for aggregating the Belém Adaptation Indicators under the United Arab Emirates Framework for Global Climate Resilience;

17. *Invites* the Global Environment Facility to support developing countries in implementing the United Arab Emirates Framework for Global Climate Resilience, including through the Capacity-building Initiative for Transparency;

18. *Also invites* the Green Climate Fund to support developing countries in implementing the United Arab Emirates Framework for Global Climate Resilience and in ensuring alignment of the Framework with national adaptation plans and monitoring, evaluation and learning systems as part of its Readiness and Preparatory Support Programme;

19. *Further invites* the Adaptation Fund to support developing countries in implementing the United Arab Emirates Framework for Global Climate Resilience and in ensuring alignment of the Framework with national adaptation plans and monitoring, evaluation and learning systems as a way of scaling up the implementation of adaptation projects identified as priorities within national adaptation plans;

20. *Recognizes* the role of work under the Nairobi work programme on impacts, vulnerability and adaptation to climate change in supporting the process of responding to the knowledge needs identified by Parties arising from the implementation of the United Arab Emirates Framework for Global Climate Resilience;

21. *Decides* to establish the Belém–Addis vision on adaptation, which comprises a two-year policy alignment process by Parties, based on the experience referred to in paragraphs 11–12 above, and the technical work referred to in paragraph 23 below, aimed at developing guidance for operationalizing the Belém Adaptation Indicators under the Belém–Addis vision on adaptation;

22. *Agrees* that the work under the Belém–Addis vision on adaptation will be carried out jointly by the subsidiary bodies;

23. *Requests* the subsidiary bodies to undertake technical work on improving metadata and methodologies for the Belém Adaptation Indicators, to be considered by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its ninth session (November 2027), including by establishing a technical taskforce to contribute to that work;

24. *Invites* the Adaptation Committee, the Least Developed Countries Expert Group and other relevant UNFCCC constituted bodies and representatives of relevant processes to participate in the technical work referred to in paragraph 23 above;

⁵ Least Developed Countries Expert Group. 2025. *The NAP Technical Guidelines: Updated technical guidelines for the process to formulate and implement national adaptation plans*. Bonn: UNFCCC. Available at <https://napcentral.org/nap-guidelines>.

25. *Calls upon* international organizations and agencies to support the technical work referred to in paragraph 23 above, if needed, and to enhance the operationalization of the Belém Adaptation Indicators, including through methodologies, data standards and metadata;

26. *Emphasizes* that work under the Baku Adaptation Road Map referred to in paragraph 29 of decision 3/CMA.6 should bring coherence to the UNFCCC adaptation architecture and avoid duplication of work by leveraging the mandates of and outputs of work under constituted bodies and work programmes, including the Adaptation Committee, the Least Developed Countries Expert Group and the Nairobi work programme, and *also emphasizes* the need for cooperation with regional adaptation networks, the private sector and research institutions in recognition of the important roles played by diverse actors in implementing the United Arab Emirates Framework for Global Climate Resilience;

27. *Agrees* that work under the Baku Adaptation Road Map should include consideration of the elements outlined in paragraph 38 of decision 2/CMA.5, focus on implementation of the global goal on adaptation in line with Article 7, paragraph 1, of the Paris Agreement and be responsive to the impacts of the temperature goal referred to in Article 2, paragraph 1(a), of the Paris Agreement;

28. *Recalls* paragraph 29 of decision 3/CMA.6 and *decides* that the work under the Baku Adaptation Road Map shall be guided by the following:

(a) Aligning adaptation action with adequate adaptation responses in the context of the temperature goal of the Paris Agreement, ensuring that national and global adaptation strategies and actions reflect the risks and needs arising from different warming increments within the temperature goal;

(b) Strengthening implementation of the targets outlined in paragraphs 9–10 of decision 2/CMA.5;

(c) Enhancing knowledge-sharing;

(d) Ensuring access to means of implementation for adaptation, for adequate, predictable and accessible financial, technology transfer and capacity-building support, including from developed country Parties to developing country Parties, in accordance with Article 9, paragraph 1, and Articles 10–11, of the Paris Agreement;

29. *Decides* that the first phase of the Baku Adaptation Road Map, covering 2026–2028, shall focus on initial implementation of activities under the Road Map, consisting of two workshops per year organized by the Chairs of the subsidiary bodies with the support of the secretariat, one to be held in session and one intersessionally, and the preparation of a technical paper by the secretariat, aimed at enhancing adaptive capacity, strengthening cooperation and facilitating adaptation planning and implementation in line with different national circumstances and in the context of Article 2, paragraph 1(a), of the Paris Agreement;

30. *Invites* Parties to submit via the submission portal⁶ by 28 February 2026 views on the focus of the workshops and the technical paper referred to in paragraph 29 above;

31. *Emphasizes* that no single adaptation approach shall be presented as the default, superior or universally applicable pathway, recognizing the essential role of diverse, nationally led, context-specific adaptation approaches that reflect national circumstances, priorities and needs in achieving the global goal on adaptation and strengthening global climate resilience;

32. *Decides* to undertake a review of the Belém Adaptation Indicators as part of the review of the United Arab Emirates Framework for Global Climate Resilience, after the second global stocktake in 2029;

33. *Also decides* that the terms of reference for the review of the United Arab Emirates Framework for Global Climate Resilience shall be developed and agreed by the subsidiary bodies in 2026–2027;

⁶ <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

34. *Takes note* of paragraph 53 of decision -/CMA.7,⁷ in which it reaffirms the doubling by 2025 in paragraph 18 of decision 1/CMA.3, calls for efforts to at least triple adaptation finance by 2035 in the context of decision 1/CMA.6, including paragraph 16 thereof, and urges developed country Parties to increase the trajectory of their collective provision of climate finance for adaptation to developing country Parties;
35. *Requests* the secretariat to implement relevant provisions in this decision;
36. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs 15, 16 and 29 above;
37. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.

⁷ Draft decision entitled “Global Mutirão: Uniting humanity in a global mobilization against climate change” proposed under agenda item 2(c) of the Conference of the Parties at its thirtieth session.

Annex

Belém Adaptation Indicators for measuring progress achieved towards the targets referred to in paragraphs 9–10 of decision 2/CMA.5

1. Adaptation is context-specific, and capturing progress in adaptation in a comprehensive manner requires contextual information, which may be reflected through the disaggregation of indicators, as appropriate. Parties may determine the categories for and extent of such disaggregation in accordance with their national circumstances and contexts. Indicators may be disaggregated, as appropriate, by:

(a) Social categories, which may include demographic and socioeconomic characteristics such as vulnerability, gender, age, disability, race, socioeconomic status, status as Indigenous Peoples, status as migrants, as well as children and young people, as noted in paragraph 21(d) of decision 3/CMA.6, paragraph 41(i) of document FCCC/SBSTA/2024/7 and paragraph 79(i) of document FCCC/SBI/2024/13;

(b) Climate-related hazards (with this category remaining flexible to reflect the different hazards faced by countries), which may include floods, droughts, increased temperatures, storms, cyclones, landslides and other extreme climate events, and Parties may take into account all climate hazards currently faced or anticipated in the future;

(c) Geographical characteristics, accounting for different physical and regional contexts, including coastal areas, islands, mountains, arid and semi-arid regions, deltas, river basins, and cryosphere regions;

(d) Ecosystems, which may include terrestrial, inland water, mountain, marine and coastal ecosystems and other relevant ecosystems, as applicable and as referenced in paragraph 9(d) of decision 2/CMA.5;

(e) Administrative and settlement levels, which may include national, subnational and local levels, as well as urban and rural areas;

(f) Type of adaptation measures, such as building resilience and retrofitting;

(g) Thematic sectors referred to in paragraph 9 of decision 2/CMA.5, and for which Parties are encouraged (1) to disaggregate the dimensional target indicators referred to in paragraph 10 of decision 2/CMA.5, as appropriate, in order to reflect the full adaptation cycle characteristics of each thematic sector and (2) to consider, where relevant, disaggregation by thematic sector under the thematic target indicators to capture interlinkages between different thematic targets;

(h) Subcomponents of the targets referred to in paragraph 9 of decision 2/CMA.5, which may include, for 9(b) food and agriculture target indicators, disaggregation by type of agriculture, including crops, livestock, fisheries and agroforestry; for 9(c) health target indicators, disaggregation by diseases, as applicable; for 9(d) ecosystem target indicators, disaggregation by ecosystem services, where appropriate; for 9(e) infrastructure and human settlements target indicators, disaggregation by type of infrastructure and type of settlement; and for 9(f) poverty eradication and livelihoods target indicators, disaggregation by poverty levels, income groups and social protection measures, as applicable.

2. The indicators listed in paragraphs 3–13 below contain both quantitative and qualitative indicators as per paragraph 21(c) of decision 3/CMA.6, where applicable, so as to ensure a comprehensive assessment of progress achieved towards the targets referred to in paragraphs 9–10 of decision 2/CMA.5.

3. The indicators for assessing progress under target 9(a), significantly reducing climate-induced water scarcity and enhancing climate resilience to water-related hazards towards a climate-resilient water supply, climate-resilient sanitation and access to safe and affordable potable water for all, are as follows:

- (a) Level of water stress, including as an outcome of adaptation actions where applicable, accounting for relevant climate hazard intensity and/or frequency;
- (b) Level of water use efficiency, including as an outcome of adaptation actions where applicable;
- (c) Proportion of critical water and sanitation infrastructure systems that are resilient to climate-related hazards under different warming scenarios, as appropriate for regions and contexts, including as an outcome of adaptation actions where applicable;
- (d) Proportion of the total area of basins and cryosphere for which a climate adaptation plan has been developed and implemented on the basis of different warming scenarios, as appropriate for regions and contexts where applicable;
- (e) Proportion of the population using safe and affordable potable water services that are climate-resilient, including as an outcome of adaptation actions where applicable;
- (f) Proportion of the population using sanitation services that are safely managed and climate-resilient, including as an outcome of adaptation actions where applicable;
- (g) Extent of measures taken to improve and extend water, sanitation and hygiene services to populations disproportionately affected by climate change and to vulnerable groups relative to needs;
- (h) Proportion of bodies of water with good ambient water quality for drinking water supply, including as an outcome of adaptation actions where applicable;
- (i) Number of people per 100,000 supported in planned relocation processes in response to water-related hazards, where adaptation measures were taken to ensure safety of populations.

4. The indicators for assessing progress under target 9(b), attaining climate-resilient food and agricultural production and supply and distribution of food, as well as increasing sustainable and regenerative production and equitable access to adequate food and nutrition for all, are as follows:

- (a) Proportion of area under management for food and agricultural production utilizing practices and technologies relevant to climate change adaptation;
- (b) Extent of implementation of institutional frameworks for knowledge transfer, research and development, and extension services supporting climate change adaptation in the areas of food and agriculture relative to needs;
- (c) Level of degraded areas that are under management for food and agricultural production, including as an outcome of adaptation actions where applicable;
- (d) Level of food and agricultural yield in areas that are under management for food and agricultural production, including as an outcome of adaptation actions where applicable;
- (e) Proportion of the population with equitable access to adequate food and nutrition, including as an outcome of adaptation actions where applicable.

5. The indicators for assessing progress under target 9(c), attaining resilience against climate change related health impacts, promoting climate-resilient health services and significantly reducing climate-related morbidity and mortality, particularly in the most vulnerable communities, are as follows:

- (a) Rate of mortality associated with climate impacts compared with counterfactual rates, including as an outcome of adaptation actions or coverage of early warning systems where applicable;
- (b) Level of incidence of climate-sensitive infectious diseases, including as an outcome of adaptation actions where applicable;
- (c) Rate of morbidity associated with climate impacts compared with counterfactual rates, including as an outcome of adaptation actions where applicable;

(d) Proportion of the population vulnerable to climate change with access to mental health and psychosocial support;

(e) Extent to which climate health services have remained at full capacity during and following climate-related events relative to pre-event service capacity;

(f) Percentage of health facilities that are resilient to climate-related hazards under different warming scenarios, as appropriate for regions and contexts, including as an outcome of adaptation actions where applicable;

(g) Coverage of essential health services that are supported by adaptation measures to ensure continuity during and following climate-related events;

(h) Proportion of health practitioners who have received capacity-building support pertaining to climate change adaptation and health.

6. The indicators for assessing progress under target 9(d), reducing climate impacts on ecosystems and biodiversity, and accelerating the use of ecosystem-based adaptation and nature-based solutions, including through their management, enhancement, restoration and conservation and the protection of terrestrial, inland water, mountain, marine and coastal ecosystems, are as follows:

(a) Proportion of climate-resilient ecosystems that are providing services to populations that depend on them;

(b) Proportion of ecosystem areas with adaptation actions implemented towards enhanced resilience and services;

(c) Level of resilience of ecosystems, including as an outcome of adaptation actions where applicable;

(d) Level of threat status of ecosystems, including as an outcome of adaptation actions where applicable;

(e) Level of threat status of species, including as an outcome of adaptation actions where applicable;

(f) Level of adaptive capacity, resilience and vulnerability to climate impacts resulting from the implementation of ecosystem-based adaptation actions and nature-based solutions according to information reported by Parties, as appropriate.

7. The indicators for assessing progress under target 9(e), increasing the resilience of infrastructure and human settlements to climate change impacts to ensure basic and continuous essential services for all, and minimizing climate-related impacts on infrastructure and human settlements, are as follows:

(a) Proportion of settlement upgrading programmes implemented that include climate change adaptation measures and maintain sustained engagement at the local level;

(b) Proportion of infrastructure and human settlements vulnerable to climate-related hazards and other extreme events relocated to a safer location.

8. The indicators for assessing progress under target 9(f), substantially reducing the adverse effects of climate change on poverty eradication and livelihoods, in particular by promoting the use of adaptive social protection measures for all, are as follows:

(a) Level of population living in poverty, including as an outcome of adaptation actions where applicable;

(b) Proportion of the population in climate-vulnerable areas with access to social protection services;

(c) Level of social protection systems that consider climate risk management aspects and can respond to climate change impacts.

9. The indicators for assessing progress under target 9(g), protecting cultural heritage from the impacts of climate-related risks by developing adaptive strategies for preserving cultural practices and heritage sites and by designing climate-resilient infrastructure, guided

by traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems, are as follows:

- (a) Percentage of at-risk cultural and natural heritage sites and elements with adaptation measures implemented to enhance resilience to climate-related hazards under different warming scenarios, as appropriate for regions and contexts, guided by traditional, local or Indigenous Peoples' knowledge and practices, disaggregated, as appropriate, by tangible and intangible cultural elements;
- (b) Proportion of cultural heritage protected from climate impacts through digitization measures for preservation and recovery and by storing movable heritage in climate-resilient facilities;
- (c) Percentage of cultural heritage and sites with adaptation measures and emergency preparedness plans in place for climate change related hazards under different warming scenarios, as appropriate for regions and contexts;
- (d) Level of establishment of institutional arrangements for the provision of regular training on climate change adaptation that incorporates guidance from traditional, local and Indigenous Peoples' knowledge where applicable;
- (e) Percentage of climate adaptation measures focused on cultural heritage that maintain sustained engagement with Indigenous Peoples and/or local communities.

10. The indicators for assessing progress under target 10(a), impact, vulnerability and risk assessment, towards achieving the outcome specified thereunder – by 2030 all Parties have conducted up-to-date assessments of climate hazards, climate change impacts and exposure to risks and vulnerabilities and have used the outcomes of these assessments to inform their formulation of national adaptation plans, policy instruments, and planning processes and/or strategies, and by 2027 all Parties have established multi-hazard early warning systems, climate information services for risk reduction and systematic observation to support improved climate-related data, information and services – are as follows:

- (a) Level of establishment of multi-hazard early warning systems;
- (b) Level of conduct of assessments of climate hazards, climate change impacts, and exposure to risks and vulnerabilities based on different global warming scenarios, as appropriate for regions and contexts;
- (c) Level of establishment of multi-hazard monitoring and impact-based forecasting systems, including monitoring stations;
- (d) Number of people per 100,000 that are covered by early warning information through local governments or through national dissemination mechanisms;
- (e) Percentage of the population in a country exposed to or at risk from climate-related disasters protected through pre-emptive evacuation measures following early warning;
- (f) Level of establishment of climate information services for risk reduction and systematic observation to support improved climate-related data, information and services;
- (g) Extent of usage of climate risk information and comprehensive risk assessment based on different global warming scenarios, as appropriate for regions and contexts, to inform formulation of national adaptation plans, policy instruments, and planning processes and/or strategies.

11. The indicators for assessing progress under target 10(b), planning, towards achieving the outcome thereunder – by 2030 all Parties have in place country-driven, gender-responsive, participatory and fully transparent national adaptation plans, policy instruments, and planning processes and/or strategies, covering, as appropriate, ecosystems, sectors, people and vulnerable communities, and have mainstreamed adaptation in all relevant strategies and plans – are as follows:

- (a) Status of having national adaptation plans, policy instruments, and planning processes and/or strategies in place;

(b) Status of having gender-responsive adaptation plans, policy instruments, and planning processes and/or strategies in place;

(c) Existence of national adaptation plans, policy instruments, planning processes and strategies that have been informed by traditional knowledge, knowledge of Indigenous Peoples and local knowledge systems.

12. The indicators for assessing progress under target 10(c), implementation, towards achieving the outcome thereunder – by 2030 all Parties have progressed in implementing their national adaptation plans, policies and strategies and, as a result, have reduced the social and economic impacts of the key climate hazards identified in the assessments referred to under target 10(a) – are as follows:

(a) Extent of implementation of national adaptation plans, policies and strategies relative to planned implementation thereof;

(b) Number of deaths and missing persons associated with climate-related hazards, per 100,000 people, including as an outcome of adaptation actions where applicable;

(c) Net savings as a percentage of gross domestic product from avoided losses, including as an outcome of adaptation actions where applicable;

(d) Amount of finance for climate adaptation reported in line with chapters IV, V and VI, as relevant and as appropriate, of the annex to decision 18/CMA.1, disaggregated by the parameters listed in paragraphs 123, 125, 133 and 134, as applicable, of the same decision, which includes the amount of international public finance for climate adaptation provided by developed countries and received by developing countries for the implementation of national adaptation plans, policy instruments, and planning processes and/or strategies;

(e) Technology development and transfer for climate adaptation reported in line with chapters IV, V and VI, as relevant and as appropriate, of the annex to decision 18/CMA.1, disaggregated by the parameters listed in paragraphs 127, 136 and 138, as applicable, of the same decision, which includes technology development and transfer support for climate adaptation provided by developed countries and needed and received by developing countries for the implementation of national adaptation plans, policy instruments, and planning processes and/or strategies;

(f) Capacity-building for climate adaptation reported in line with chapters IV, V and VI, as relevant and as appropriate, of the annex to decision 18/CMA.1, disaggregated by the parameters listed in paragraphs 129, 140 and 142, as applicable, of the same decision, which includes capacity-building support for climate adaptation provided by developed countries and needed and received by developing countries for the implementation of national adaptation plans, policy instruments, and planning processes and/or strategies.

13. The indicators for assessing progress under target 10(d), monitoring, evaluation and learning, towards achieving the outcome thereunder – by 2030 all Parties have designed, established and operationalized a system for monitoring, evaluation and learning for their national adaptation efforts and have built the required institutional capacity to fully implement the system – are as follows:

(a) Extent of design of a system for monitoring, evaluation and learning for national adaptation efforts relative to needs;

(b) Level of operationalization of a system for monitoring, evaluation and learning for national adaptation efforts;

(c) Level of periodic publication of monitoring, evaluation and learning findings regarding the implementation of national adaptation efforts;

(d) Level of integration of monitoring, evaluation and learning system findings into national adaptation efforts;

(e) Level of institutional capacity to fully operate systems for monitoring, evaluation and learning for national adaptation efforts.



United Nations

ADVANCE VERSION

FCCC/PA/CMA/2025/L.24



Framework Convention on
Climate Change

Distr.: Limited
22 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 2(c)

Organizational matters

**Organization of work, including for the sessions of
the subsidiary bodies**

Global Mutirão: Uniting humanity in a global mobilization against climate change

Proposal by the President

Draft decision -/CMA.7

Global Mutirão: Uniting humanity in a global mobilization against climate change

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

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, as well as their land rights and traditional knowledge, and of 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,

Mindful of being in the heart of the Amazon and *emphasizing* the importance of conserving, protecting and restoring nature and ecosystems towards achieving the Paris Agreement temperature goal, including through enhanced efforts towards halting and reversing deforestation and forest degradation by 2030 in accordance with Article 5 of the Paris Agreement, and other terrestrial and marine ecosystems acting as sinks and reservoirs of greenhouse gases and conserving biodiversity, while ensuring robust social and environmental safeguards,

Recalling 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,

Also recalling 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,

Further recalling Article 14, paragraph 1, of the Paris Agreement, which provides that the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement shall periodically take stock of the implementation of the Agreement to assess the collective progress towards achieving its purpose and long-term goals, and that it shall do so in a comprehensive and facilitative manner, considering mitigation, adaptation and means of implementation and support, and in the light of equity and the best available science,

Recalling Article 14, paragraph 3, of the Paris Agreement, which provides that the outcome of the global stocktake shall inform Parties in updating and enhancing, in a nationally determined manner, their actions and support in accordance with the relevant provisions of the Agreement, as well as in enhancing international cooperation for climate action,

Also recalling decision 1/CMA.5, on the outcome of the first global stocktake,

Underlining the critical role of multilateralism based on United Nations values and principles, including in the context of the implementation of the Convention and the Paris Agreement, and the importance of international cooperation for addressing global issues, including climate change, in the context of sustainable development and efforts to eradicate poverty,

Also underlining the urgent need to address, in a comprehensive and synergetic manner, the interlinked global crises of climate change, biodiversity loss, and land and ocean degradation in the broader context of achieving sustainable development, as well as the vital importance of protecting, conserving, restoring and sustainably using and managing nature and terrestrial, marine and mountainous ecosystems for effective and sustainable climate action,

Stressing the important role and active engagement of non-Party stakeholders, particularly civil society, business, financial institutions, cities and subnational authorities at multiple levels, Indigenous Peoples, local communities, people of African descent, women, youth and children, and research institutions, in supporting Parties and contributing to the significant collective progress towards the long-term goals of the Paris Agreement and in addressing and responding to climate change and enhancing ambition and implementation, including progress through other relevant intergovernmental processes,

Recalling with concern the pre-2020 gaps in both the mitigation ambition and implementation of developed country Parties and that the Intergovernmental Panel on Climate Change had previously indicated that developed countries must reduce emissions by 25–40 per cent below the 1990 level by 2020, which was not achieved,

Also recalling with concern that the carbon budget consistent with achieving the Paris Agreement temperature goal is now small and being rapidly depleted and *acknowledging* that historical cumulative net carbon dioxide emissions account for at least four fifths of the total carbon budget for a 50 per cent probability of limiting global warming to 1.5 °C,

Recalling that, despite progress, global greenhouse gas emissions trajectories are not yet in line with the Paris Agreement temperature goal, and that there is a rapidly narrowing window for raising ambition and implementing existing commitments in order to achieve it,

Recognizing that limiting global warming to 1.5 °C with no or limited overshoot requires deep, rapid and sustained reductions in global greenhouse gas emissions of 43 per cent by 2030 and 60 per cent by 2035 relative to the 2019 level and reaching net zero carbon dioxide emissions by 2050,

Welcoming the United Nations Climate Change Conference in Belém as the “COP of Truth”, restoring trust and hope in the fight against climate change by bringing science, equity and political determination together, promoting information integrity and strengthening multilateralism, connecting the process with people on the ground and accelerating the implementation of the Paris Agreement,

I. United in celebration of the 10-year anniversary of the Paris Agreement

1. *Celebrates* the achievements under the multilateral climate regime since the adoption of the Convention in 1992, the Kyoto Protocol in 1997 and the Paris Agreement in 2015 and *acknowledges* that challenges, gaps and barriers remain with regard to implementing climate action, as illustrated in the 2025 synthesis reports on nationally determined contributions and biennial transparency reports and report on progress in the process to formulate and implement national adaptation plans;¹
2. *Strongly reaffirms* its commitment to multilateralism and the principles and provisions of the Paris Agreement and *resolves* to remain united in the pursuit of efforts to achieve the purpose and long-term goals of the Agreement with a view to delivering climate action and support for people and the planet;
3. *Confirms* its determination to protect the climate system for present and future generations taking into account the importance of intergenerational equity for children and youth;
4. *Recalls* the rapid entry into force of the Paris Agreement on 4 November 2016 and *expresses hope* that the Agreement will once again enjoy near universality;
5. *Recognizes* the centrality of equity and the best available science for effective climate action and policymaking, as provided by the Intergovernmental Panel on Climate Change;
6. *Reaffirms* the Paris Agreement temperature goal of 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 achieving this would significantly reduce the risks and impacts of climate change;
7. *Underscores* that the risks and impacts of climate change will be much lower at the temperature increase of 1.5 °C compared with 2 °C and *reiterates* its resolve to pursue efforts to limit the temperature increase to 1.5 °C, to limit both the magnitude and the duration of any temperature overshoot, and to close adaptation gaps;
8. *Acknowledges* that significant collective progress towards the Paris Agreement temperature goal has been made, from an expected global temperature increase of more than 4 °C according to some projections prior to the adoption of the Agreement to an increase in the range of 2.3–2.5 °C and a bending of the emission curve based on the full implementation of the latest nationally determined contributions, while noting that this is not sufficient to achieve the temperature goal;
9. *Also acknowledges* that significant global progress has been made over the last decade, including rapid advancements in and declining costs of technologies and record levels of global renewable energy capacity and clean energy investments and *highlights* the economic and social benefits and opportunities of climate action, including economic growth, job creation, improved energy access and security, and improved public health;
10. *Acknowledges* that the global transition towards low greenhouse gas emissions and climate-resilient development is irreversible and the trend of the future;
11. *Also acknowledges* that the Paris Agreement is working and *resolves* to go further and faster;
12. *Recognizes* the centrality of international cooperation to making progress towards achieving the purpose and long-term goals of the Paris Agreement, as well as to overcoming development challenges in and enabling opportunities for responding to the urgent need to address climate change;
13. *Also recognizes* the critical role of United Nations organizations, specialized agencies, the secretariat, regional and international support programmes, bilateral and multilateral

¹ FCCC/PA/CMA/2025/8, FCCC/PA/CMA/2025/16 and FCCC/SBI/2025/17.

agencies, multilateral development banks and other financial institutions in fostering cooperation on and supporting the implementation of the Paris Agreement;

II. From negotiation to implementation: Paris Agreement policy cycle fully in motion

14. *Recognizes* that the conclusion of the first global stocktake, together with the latest nationally determined contributions and national adaptation plans and the first round of biennial transparency reports, marks the implementation of the Paris Agreement policy cycle;

15. *Resolves* to decisively transition to a focus on the implementation of the Paris Agreement and decisions adopted since its first session and *expresses deep appreciation and gratitude* to the Presidencies of:

(a) The twenty-first session of the Conference of the Parties, for guiding the process resulting in the adoption of the Paris Agreement under the United Nations Framework Convention on Climate Change;

(b) The first session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, for the completion of the work programme under the Paris Agreement and other decisions;

(c) The second session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, for the Chile Madrid Time for Action and other decisions;

(d) The third session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, for the Glasgow Climate Pact and other decisions;

(e) The fourth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, for the Sharm el-Sheikh Implementation Plan and other decisions;

(f) The fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, for the United Arab Emirates Consensus and other decisions;

(g) The sixth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, for the Baku Climate Unity Pact and other decisions;

16. *Commends* the 122 Parties that have communicated their new nationally determined contributions for the next policy cycle of the Paris Agreement and *urges* Parties that have not yet communicated a new nationally determined contribution to do so as soon as possible;

17. *Notes* that nationally determined contributions have been improving over time, including economy-wide emission reduction targets, covering all greenhouse gases, and going beyond mitigation to voluntarily incorporate elements on, inter alia, adaptation, finance, technology, capacity-building, voluntary cooperation, stakeholder engagement, response measures, just transition and addressing loss and damage, and informed by the outcome of the global stocktake;

18. *Commends* the 80 Parties that have communicated long-term low greenhouse gas emission development strategies and *urges* Parties that have not yet done so to communicate such strategies as soon as possible;

19. *Commends* the 71 Parties that have submitted national adaptation plans, policies and planning processes, which includes 60 developing country Parties that have submitted a national adaptation plan, and *calls upon* Parties that have not yet done so to do so by the end of 2025 and *also calls upon* all Parties to progress in implementing them by 2030;

20. *Recognizes* the continued efforts of developing country Parties in formulating and implementing national adaptation plans and the significant challenges they face in accessing finance for implementing them;

21. *Commends* the 119 Parties that have submitted their first biennial transparency reports, which demonstrate steps taken and progress made by Parties towards and gaps remaining in implementing the Paris Agreement;

22. *Acknowledges* the initiation of the technical expert review of biennial transparency reports for an expected 50 Parties by the end of December 2025 and the facilitative, multilateral consideration of progress for 12 Parties;
23. *Also acknowledges* that the full implementation of the enhanced transparency framework under the Paris Agreement is facilitating a clear understanding of efforts by Parties to implement the Paris Agreement, thus promoting trust and confidence;
24. *Recognizes* the importance of the provision of increased support, in a timely, adequate and predictable manner, to developing countries for implementing the enhanced transparency framework;
25. *Also recognizes* the need for a manyfold increase in financial support provided to and mobilized for developing countries for ambitious adaptation and mitigation action aimed at achieving Article 2 of the Paris Agreement, noting that the cost of inaction would significantly outweigh the cost of timely and effective climate action;
26. *Welcomes* the decision of the Board of the Fund for responding to Loss and Damage to establish a replenishment cycle for the resource mobilization of the Fund and *looks forward* to successful replenishments of the Fund for responding to Loss and Damage, the Global Environment Facility and the Green Climate Fund;

III. Responding to urgency: Accelerating implementation, solidarity and international cooperation

27. *Recognizes* the need for urgent action and support for achieving deep, rapid and sustained reductions of greenhouse gas emissions in line with 1.5 °C pathways, noting that finance, capacity-building and technology transfer are critical enablers of climate action;
28. *Affirms* its commitment to accelerating implementation of, support for and cooperation in, achieving nationally determined contributions in this critical decade and beyond, including by aligning them with the long-term global temperature goal of the Paris Agreement, as informed by the best available science, reflecting equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances, and in the context of sustainable development and efforts to eradicate poverty;
29. *Resolves* to unite efforts in a global *mutirão* against climate change, calling on all actors to work together to significantly accelerate and scale up climate action worldwide, as part of a global mobilization towards significantly enhancing international cooperation and implementation during this critical decade, with a view to keeping 1.5 °C within reach, building resilience and mobilizing finance, technology and capacity-building, in accordance with the principles and provisions of the Paris Agreement;
30. *Welcomes* the efforts of all non-Party stakeholders in addressing and responding to climate change, including those of civil society, the private sector, financial institutions, cities and other subnational authorities in multilevel climate action, and *calls on* all actors to continue working together to accelerate and scale up climate action worldwide to keep 1.5 °C within reach, build resilience and mobilize means of implementation;
31. *Welcomes with appreciation* the work and efforts of the Presidencies of its fifth, sixth and seventh sessions (the “Road map to Mission 1.5 Troika”) towards significantly enhancing international cooperation and the international enabling environment to stimulate ambition with a view to enhancing action and implementation in this critical decade and keeping 1.5 °C within reach;
32. *Calls on* Parties to enhance their enabling environments, in a nationally determined manner, with a view to increasing climate financing;
33. *Also calls on* Parties to enhance cooperation towards establishing international enabling environments for, and reducing barriers to, climate action with a view to accelerating the full implementation of nationally determined contributions while striving to do better collectively and cooperatively, in accordance with the principles and provisions of

the Convention and the Paris Agreement, taking into account national circumstances and development priorities;

34. *Emphasizes* the need for accelerated implementation of domestic mitigation measures in accordance with Article 4, paragraph 2, of the Paris Agreement as well as the use of voluntary cooperation, as referred to in Article 6, paragraph 1, of the Paris Agreement;

35. *Notes* the importance of aligning nationally determined contributions with long-term low greenhouse gas emission development strategies and *encourages* Parties to align their nationally determined contributions towards global net zero by or around mid-century with a view to keeping 1.5 °C within reach;

36. *Invites* Parties to develop implementation and investment plans for their nationally determined contributions and to align their nationally determined contributions with their broader economic development strategies and plans;

37. *Recalls* its request to the Paris Committee on Capacity-building² to identify, in coordination with Parties, other UNFCCC constituted bodies and programmes, and other stakeholders, current activities for enhancing the capacity of developing country Parties to prepare and implement nationally determined contributions;

38. *Requests* the secretariat to conduct peer exchange workshops, including at climate weeks, to facilitate the sharing of knowledge and good practices in relation to the preparation and implementation of nationally determined contributions, drawing on the reports on the annual global stocktake dialogue;

39. *Welcomes* the offer of technical assistance for the preparation and implementation of nationally determined contributions and *invites* relevant United Nations organizations, specialized agencies, the secretariat, including through its regional collaboration centres, regional and international support programmes, and bilateral and multilateral agencies to enhance the provision of technical assistance and support to developing country Parties to facilitate their preparation and implementation of nationally determined contributions;

40. *Recognizes* the efforts of the Presidency of the thirtieth session of the Conference of the Parties in launching voluntary initiatives, the efforts of the high-level champions in providing continuity and the work of non-Party stakeholders in supporting Parties in implementing their nationally determined contributions taking into account the principles and provisions of the Paris Agreement;

41. *Decides*, in responding to urgency, gaps and challenges, accelerating implementation, solidarity and international cooperation, to launch the Global Implementation Accelerator, as a cooperative, facilitative and voluntary initiative under the guidance of the Presidencies of the seventh and eighth sessions (November 2026) of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement to accelerate implementation across all actors to keep 1.5 °C within reach and supporting countries in implementing their nationally determined contributions and national adaptation plans taking into account the decisions referred to in paragraph 15 above, such as the United Arab Emirates Consensus, *requests* the Presidencies to present a report summarizing their work in this regard to the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its eighth session, *invites* the Presidencies to conduct open and inclusive information sessions held in conjunction with the sixty-fourth (June 2026) and sixty-fifth (November 2026) sessions of the subsidiary bodies, and *decides* to exchange experiences and views on related matters at a high-level event in 2026;

42. *Also decides* to launch, under the guidance of the Presidencies of the sixth, seventh and eighth sessions of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, the “Belém Mission to 1.5”, aimed at enabling ambition and implementation of nationally determined contributions and national adaptation plans, to reflect on accelerating implementation, international cooperation and investment in nationally determined contributions and national adaptation plans across mitigation and adaptation, and *requests* those Presidencies to produce a report summarizing the work as they

² Decision 1/CMA.5, para. 117.

conclude the work by the eighth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;

43. *Recalls* Article 4, paragraph 11, of the Paris Agreement and *encourages* Parties to strengthen their existing nationally determined contribution at any time with a view to enhancing its level of ambition, in accordance with guidance adopted by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;

44. *Welcomes* efforts to reform the international financial architecture, *calls* for continued efforts in this regard and *notes* the need to rapidly reduce existing constraints, challenges, systemic inequities and barriers in relation to access to climate finance;

45. *Reaffirms* that developed country Parties shall provide financial resources to assist developing country Parties with respect to both mitigation and adaptation in continuation of their existing obligations under the Convention and that other Parties are encouraged to provide or continue to provide such support voluntarily;

46. *Also reaffirms* the long-term goal of making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development;

47. *Further reaffirms* the call³ on all actors to work together to enable the scaling up of financing to developing country Parties for climate action from all public and private sources to at least USD 1.3 trillion per year by 2035, *takes note* of the “Baku to Belem Roadmap to 1.3T” and *welcomes* the efforts undertaken by the Presidencies of the twenty-ninth and thirtieth sessions of the Conference of the Parties in fulfilling their mandate;

48. *Decides* to urgently advance actions to enable the scaling up of financing for developing country Parties for climate action from all public and private sources to at least USD 1.3 trillion per year by 2035 and *emphasizes* the urgent need to remain on a pathway towards the goal of mobilizing at least USD 300 billion for developing country Parties per year by 2035 for climate action, with developed country Parties taking the lead;

49. *Also emphasizes* the urgent need for the provision and mobilization of public and grant-based resources and highly concessional finance, particularly for adaptation in developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as the least developed countries and small island developing States;

50. *Recognizes* the need for urgent and enhanced action and support for averting, minimizing and addressing loss and damage associated with climate change impacts;

51. *Recalls* its decision⁴ to pursue efforts to at least triple annual outflows from the operating entities of the Financial Mechanism, the Adaptation Fund, the Least Developed Countries Fund and the Special Climate Change Fund from the 2022 level by 2030 at the latest with a view to significantly scaling up the share of finance delivered through them in delivering on the goal referred to in paragraph 8 of decision 1/CMA.6 and *calls* for enhanced efforts in this regard;

52. *Decides* to convene a high-level ministerial round table to reflect on the implementation of the new collective quantified goal on climate finance, including on the quantitative and qualitative elements related to the provision of finance;

53. *Reaffirms* the doubling by 2025 in paragraph 18 of decision 1/CMA.3, *calls for* efforts to at least triple adaptation finance by 2035 in the context of decision 1/CMA.6, including paragraph 16 thereof, and *urges* developed country Parties to increase the trajectory of their collective provision of climate finance for adaptation to developing country Parties;

³ Decision 1/CMA.6, para. 7.

⁴ Decision 1/CMA.6, para. 16.

54. *Decides* to establish a two-year work programme on climate finance, including on Article 9, paragraph 1, of the Paris Agreement in the context of Article 9 of the Paris Agreement as a whole;⁵

55. *Also decides* that the work programme referred to in paragraph 54 above will be facilitated by co-chairs, one from a developed country and one from a developing country, appointed, in consultation with the respective constituencies, by the President of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its seventh session;

56. *Reaffirms* that Parties should cooperate to promote a supportive and open international economic system that would lead to sustainable economic growth and development in all Parties, particularly developing country Parties, thus enabling them better to address the problems of climate change and *also reaffirms* that measures taken to combat climate change, including unilateral ones, should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade;

57. *Requests* the subsidiary bodies to hold a dialogue at their sixty-fourth, sixty-sixth (June 2027) and sixty-eighth sessions (June 2028), with the participation of Parties and other stakeholders, including the International Trade Centre, the United Nations Conference on Trade and Development and the World Trade Organization, to consider opportunities, challenges and barriers in relation to enhancing international cooperation related to the role of trade, taking into account paragraph 56 above, *decides* to exchange experiences and views on related matters at a high-level event in 2028 and *requests* the subsidiary bodies to present a report summarizing the discussions at the high-level event;

58. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in this decision;

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

⁵ Without prejudging the process for the implementation of the new collective quantified goal on climate finance.