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Montreal Protocol on Substances that Deplete the Ozone Layer

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Bureau of the Thirty-Seventh Meeting of the Parties to the Montreal Protocol on Substances that Deplete the Ozone Layer
First meeting
Kigali, 31 October 2026

Report of the first meeting of the Bureau of the Thirty-Seventh Meeting of the Parties to the Montreal Protocol on Substances that Deplete the Ozone Layer

I. Opening of the meeting

1. The first meeting of the Bureau of the Thirty-Seventh Meeting of the Parties to the Montreal Protocol on Substances that Deplete the Ozone Layer was held at the Kigali Convention Centre, Kigali, on Saturday, 31 October 2026.

2. The meeting was opened by the President of the Bureau, Paul Krajnik (Austria), at 4.10 p.m. Welcoming the Bureau members, he drew attention to the note by the Secretariat on issues for discussion by and information for the attention of the Bureau (UNEP/OzL.Pro.37/Bur.1/2) and the list of documents prepared for the Thirty-Eighth Meeting of the Parties (UNEP/OzL.Pro.38/INF/7).

3. The meeting was attended by the following Bureau members:

President: Paul Krajnik (Austria) (Western European and other States)

Vice-Presidents: Chen Haijun (China) (Asia-Pacific States)

Obed Meringo Baloyi (South Africa) (African States)

Rapporteur: Cristina Vaca (Panama) (Latin American and Caribbean States)

4. The full list of participants is set out in the annex to the present report.

II. Adoption of the agenda

5. The provisional agenda for the meeting, as set out in document UNEP/OzL.Pro.37/Bur.1/1, was adopted as follows:

1. Opening of the meeting.
2. Adoption of the agenda.
3. Work to date on the implementation of the decisions of the Thirty-Seventh Meeting of the Parties to the Montreal Protocol.
4. Review of the agenda of the Thirty-Eighth Meeting of the Parties to the Montreal Protocol, presentation of a road map for the conduct of the meeting, and overview of the working documents prepared for the meeting.
5. Other matters.
6. Adoption of the report of the meeting.
7. Closure of the meeting.

ADVANCE

III. Work to date on the implementation of the decisions of the Thirty-Seventh Meeting of the Parties to the Montreal Protocol

6. Introducing the item, the representative of the Secretariat drew attention to the annex to the note by the Secretariat on issues for discussion by and information for the attention of the Bureau of the Thirty-Seventh Meeting of the Parties to the Montreal Protocol (UNEP/OzL.Pro.37/Bur.1/2), which contained an overview of actions taken by the Secretariat in response to the 23 decisions adopted by the Thirty-Seventh Meeting of the Parties (see UNEP/OzL.Pro.37/9/Add.1). She highlighted the actions taken by the Secretariat in relation to four key decisions and provided an update on two other decisions, the consideration of which was not on the agenda of the Thirty-Eighth Meeting of the Parties.

7. Starting with the four key decisions, she recalled that, at the Thirty-Seventh Meeting of the Parties, the Advisory Committee of the General Trust Fund for Financing Activities on Research and Systematic Observations Relevant to the Vienna Convention for the Protection of the Ozone Layer had presented to the parties 10 potential regions and locations for sites for the monitoring of emissions of controlled substances, including 5 regions and locations that were deemed to be priorities. In decision XXXVII/1, on enhancing regional atmospheric monitoring of substances controlled by the Montreal Protocol, the Thirty-Seventh Meeting of the Parties had requested the Secretariat and the Advisory Committee to continue their work relating to the evaluation of the suitability of potential sites for monitoring emissions in those regions and locations and to report on progress in that regard to the Open-ended Working Group at its forty-eighth meeting and to the Thirty-Eighth Meeting of the Parties. It had also requested the Secretariat to prepare for possible next steps towards establishing monitoring activities at the sites identified. The Secretariat and the Advisory Committee had provided updates to the Open-ended Working Group at its forty-eighth meeting, including on the development of an online costing tool, which would be showcased in a demonstration corner at the conference centre in the margins of the upcoming Thirty-Eighth Meeting of the Parties. She thanked the parties that had provided comments on the prototype tool presented to the Open-ended Working Group. By the forty-eighth meeting of the Open-ended Working Group, three parties had expressed an interest in pursuing discussions with the Secretariat on the establishment of monitoring sites in their countries. At that meeting, there had also been an update on the establishment of a funding window under the Multilateral Fund for the Implementation of the Montreal Protocol, given the related decision taken by the Executive Committee of the Multilateral Fund at its ninety-eighth meeting in June 2026. The Chair of the Advisory Committee, A. R. Ravishankara, had shared some emerging considerations in the light of the aforementioned developments. A further update would be provided at the Thirty-Eighth Meeting of the Parties, including on the consultations with the parties that had expressed an interest in hosting sites and on the agreements reached during the most recent meeting of the Advisory Committee.

8. Following the reports of the Technology and Economic Assessment Panel and the Scientific Assessment Panel at the Thirty-Seventh Meeting of the Parties, the parties, in decision XXXVII/2, on emissions of HFC 23, had requested the two panels to update the information on HFC-23 in their reports. Their joint updated report had become available in September 2026, and an executive summary was set out in the annex to an addendum to the note by the Secretariat on issues for discussion by and information for the attention of the Thirty-Eighth Meeting of the Parties (UNEP/OzL.Pro.38/2/Add.1). The representative of the Secretariat said that the report showed that, despite the identification of additional sources of HFC-23 emissions, there remained a substantial discrepancy, of roughly 10,000 metric tons, between estimates of global HFC-23 emissions derived from atmospheric observations and reported emissions. The report therefore highlighted the need to better capture all HFC-23 emission sources and indicated that there might be a gap in the completeness of the reporting of Article 7 data. In decision XXXVII/2, parties were invited to provide, on a voluntary basis, their current methodologies for estimating and reporting HFC-23 emissions from HCFC-22 production. An overview of the information submitted was included in the report.

9. In decision XXXVII/6 on the terms of reference for the study on the 2027–2029 replenishment of the Multilateral Fund, the parties had requested the Technology and Economic Assessment Panel to prepare a report to assist parties in determining the appropriate level of the replenishment. The report, produced by the replenishment task force of the Panel, had been made available in May 2026 and had been discussed by the Open-ended Working Group at its forty-eighth meeting. On the basis of those discussions, a supplementary report, including additional issues identified by the parties, had been produced by the task force. A summary of the ranges for the replenishment provided in the two task force reports was set out in an addendum to the note the Secretariat on issues for discussion by and information for the attention of the Thirty-Eighth Meeting of the Parties (UNEP/OzL.Pro.38/2/Add.2).

ADVANCE

Differences in the figures in the two reports were the result of the task force addressing the issues highlighted by the parties in the decision.

10. In decision XXXVII/7, on ensuring the viability of Montreal Protocol operations, the parties had requested the Secretariat to develop a document on the options for making effective and efficient changes, with associated cost estimates, to the timing of, Secretariat support for and the length of the Meetings of the Parties and meetings of the Open-ended Working Group, the Implementation Committee under the Non-Compliance Procedure for the Montreal Protocol and the assessment panels, as well as the timing of replenishment decisions. The Secretariat had therefore produced two documents for consideration by the Open-ended Working Group at its forty-eighth meeting. As a result of the discussions held at that meeting, additional questions had been submitted by parties, up to August 2026, and a list of additional questions had been generated, with the Secretariat's responses being set out in a supplementary report, which had been made available to parties in early October.

11. In relation to the two decisions by the Thirty-Seventh Meeting of the Parties that were not on the meeting agenda for consideration by the Thirty-Eighth Meeting of the Parties, the representative of the Secretariat said that, pursuant to decision XXXVII/3, on the study on quantities of and options for used and unwanted controlled substances under the Montreal Protocol, parties had submitted, on a voluntary basis, information on existing reclamation and destruction facilities in their respective countries. The Secretariat had made those submissions available on its website.[1]

12. Pursuant to decision XXXVII/5, on national and regional initiatives to support the implementation of the Kigali Amendment to the Montreal Protocol, the Secretariat had also received a significant amount of information from parties and, in accordance with the decision, had summarized the information and made it available on its website.[2]

13. The Bureau took note of the information provided.

IV. Review of the agenda of the Thirty-Eighth Meeting of the Parties to the Montreal Protocol, presentation of a road map for the conduct of the meeting, and overview of the working documents prepared for the meeting

14. Introducing the item, the Executive Secretary drew attention to the provisional agenda of the Thirty-Eighth Meeting of the Parties (UNEP/OzL.Pro.38/1). She thanked the Bureau members for their advice on a number of issues, including the venue of the Thirty-Eighth Meeting of the Parties and the attendance of representatives of Afghanistan at the meeting. Noting that she considered the decision to hold the Thirty-Eighth Meeting of the Parties in Kigali to have been the correct one, she informed the Bureau that Afghanistan had now submitted the credentials of three representatives. The representatives were aware that they could attend the meeting provisionally until the Bureau had made a decision on their credentials and that, should the credentials not be accepted, they would be required to leave.

15. Outlining some of the key events associated with the Thirty-Eighth Meeting of the Parties, she said that the meeting of the Implementation Committee had been held the previous day. Although two days had been allocated to the meeting, the Committee had worked very efficiently and finished its business in a single day. Given that the Thirty-Eighth Meeting of the Parties would consider the efficiency, viability and cost of Montreal Protocol operations, the cost of meetings of the Implementation Committee, which had risen in recent years, would be examined. The first Committee meeting of the year, normally held just before the meeting of the Open-ended Working Group, was usually the most complex, as there were many issues to discuss prior to the meeting of the Open-ended Working Group. By the time of the Meeting of the Parties, many of the issues had been resolved, so the second meeting of the year was generally shorter. The important consideration, however, was to maintain the effectiveness and the impact of the Committee. Eight draft decisions had been forwarded to the Thirty-Eighth Meeting of the Parties for its consideration, including draft decisions on data reporting, as 11 parties had not reported their 2025 hydrofluorocarbon (HFC) data by the end of 30 October 2026; licensing systems; and five cases of non-compliance, although it was to be noted that, in four of the cases, the parties had already returned to compliance. The draft decisions would be included in a conference room paper, and the President of the Committee, Linda Kosgei (Kenya),

[1] https://ozone.unep.org/countries/additional-reported-information/decision-xxxvii3.

[2] https://ozone.unep.org/decision-xxxvii5-ka-intiatives?q=countries/additional-reported-information/national-and-regional-initiatives-support-implementation-kigali-amendment-decision-xxxvii5.

ADVANCE

would report to the Thirty-Eighth Meeting of the Parties on the outcome of the two meetings of the Implementation Committee in 2026.

16. On 1 November 2026, the Government of Rwanda would convene a workshop to mark the tenth anniversary of the adoption of the Kigali Amendment. The workshop would comprise five sessions that corresponded to the chapters of the Secretariat's briefing note outlining the progress made over the previous 10 years and the challenges and opportunities that lay ahead,[3] each with co-facilitators, a rapporteur and panellists.

17. Turning to the provisional agenda for the preparatory segment of the Thirty-Eighth Meeting of the Parties, to be held from 2 to 4 November 2026, the Executive Secretary said that the Minister for the Environment of Rwanda was expected to welcome participants to Kigali during the opening of the meeting. Thereafter, the parties would consider organizational matters, followed by administrative matters, including the budget and financial reports of the Trust Fund for the Montreal Protocol and the financial reports of the Trust Fund for the Vienna Convention. The early establishment of a budget committee was expected in order to ensure that it would have enough time to agree on a draft decision on the adoption of the budget for 2027 for consideration by the parties. In the same draft decision, it was likely that the parties would also take note of the indicative budget for 2028 of the Montreal Protocol. The Secretariat usually provided a zero nominal growth budget and a recommended budget, which was higher, but on this occasion the parties had requested three budget options from the Secretariat, the third being even lower than the zero nominal growth budget. Also for consideration under administrative matters was the agenda item on the consideration of the membership of the Montreal Protocol bodies for 2027. The Secretariat was encouraging regional groups to decide on their nominations by the evening of 4 November to enable decisions to be taken on 5 November 2026. The Executive Secretary asked the Bureau for its support in that endeavour. She also asked for an indication, by the same deadline, of which heads of delegation wished to make statements at the high-level segment. Other matters for discussion during the preparatory segment included the replenishment of the Multilateral Fund for the triennium 2027–2029; further strengthening of Montreal Protocol institutions; ensuring the viability of the Montreal Protocol institutions; and emissions of HFC-23. The plan was to open all those items on 2 November 2026. It was also foreseen that contact groups would be established and could begin their discussions on that day.

18. On 3 November 2026, the plan was to take up the issue of enhancing regional atmospheric monitoring, followed by the Technology and Economic Assessment Panel organizational issues, namely options for the organization of the Panel and changes in its membership. That would be followed by the report of the President of the Implementation Committee and consideration of the Committee's draft decisions. Thereafter, parties would consider the implementation of paragraphs 2 and 4 of Article 2J of the Montreal Protocol, in respect of Azerbaijan, and the party was expected to submit a new conference room paper on the matter. Also to be considered on 3 November 2026 were the participation of the Central Asian States in the Group of Eastern European States, which was a contentious issue, and the status of ratification of the Kigali Amendment. To date, there had been 176 ratifications of the Amendment, meaning that 22 more were required in order to achieve universal ratification. The difficulties with ratification experienced by Afghanistan and Myanmar persisted. Myanmar had sent the instrument of ratification to the Depositary but had not received a response.

19. It was to be hoped that the parties would conclude their initial consideration of all the issues on the provisional agenda of the preparatory segment by the end of the second day of the meeting, leaving the third day, 4 November 2026, available for the work of the contact groups. On the evening of 4 November 2026, a video would be screened marking the tenth anniversary of the adoption of the Kigali Amendment.

20. The high-level segment would begin on 5 November 2026, with the Prime Minister and the Minister for the Environment of Rwanda in attendance, as well as some 20 other ministers and deputy ministers. The President of the Bureau of the Thirty-Seventh Meeting of the Parties would preside over the meeting pending the election of the new Bureau. Following the agenda item on organizational matters, a round table would be held under the agenda item on statements by heads of delegation and discussion of key topics. To date, six high-level officials, from Czechia, Georgia, Kenya, Maldives, Peru and Rwanda, had confirmed their participation in the round table, which would be moderated by the Deputy Executive Director of UNEP, Elizabeth Mrema. The confirmation of the participation of a seventh high-level official was pending. The round-table discussions would focus on the Kigali Amendment, the achievements over the previous ten years and the opportunities and challenges that lay ahead.

[3] https://ozone.unep.org/sites/default/files/Meeting_Documents/mop/38mop/activities/KA%4010%20briefing.pdf

ADVANCE

21. Following the round table, the high-level segment would continue with presentations by the assessment panels and by the Chair of the Executive Committee. Statements by heads of delegations would be heard in the afternoon of 4 November, possibly continuing in the morning of 5 November 2026.

22. The contact groups were unlikely to finish their work, especially in relation to the replenishment of the Multilateral Fund, during the preparatory segment and would therefore need to meet in parallel with the high-level segment. Regular changes would be made in the composition of the officers and members of the Secretariat on the podium to reflect whether the preparatory or the high-level segment was in process and in order that the preparatory segment could take stock or adopt decisions. It was also expected that the final plenary session on 6 November 2026 would end late, as the replenishment negotiations would likely take some time to complete. During the closure of the meeting, an opportunity would be provided to bid farewell to a number of people who would be retiring in the coming months or had already done so, many of whom had been involved in work under the Montreal Protocol for a very long time, including Annie Gabriel (Australia), Jim Curlin (Head of OzonAction), Yaqoub Al-Matouq (Kuwait), and the Executive Secretary herself.

23. In response to questions from Bureau members, the Executive Secretary said that the State of Palestine had written to the Ozone Secretariat requesting the deferral, to the Thirty-Ninth Meeting of the Parties to the Protocol, of the item on the classification of the State of Palestine as a party operating under paragraph 1 of Article 5 of the Montreal Protocol and access to support from the Multilateral Fund. At the time of adoption of the agenda of the Thirty-Eighth Meeting of the Parties, the representative of the State of Palestine would deliver a brief statement on the action undertaken by the party, including towards the ratification of the amendments to the Protocol, and request deferral of the consideration of the item to, and its inclusion in the agenda of, the Thirty-Ninth Meeting of the Parties.

24. In relation to issues that had already been considered by the Open-ended Working Group, it was to be hoped that the discussions that had taken place at the forty-eighth meeting would facilitate progress at the current meeting and enable the early establishment of contact groups with the same co-facilitators that had overseen the contact group discussions at the forty-eighth meeting of the Working Group.

25. No further discussions were expected on the topic of destruction technology, given that the Open-ended Working Group at its forty-eighth meeting had agreed to forward the draft decision directly to the Thirty-Eighth Meeting of the Parties for consideration and possible adoption. Similarly, the draft decisions of the Implementation Committee, as set out in a conference room paper, were usually considered only during the high-level segment of a Meeting of the Parties, although parties could raise issues related to those draft decisions if they so desired. The representative of the Secretariat explained that the cases of non-compliance in the draft decisions related to Cabo Verde, Guinea, Israel and Tajikistan, which had been in non-compliance in 2025 but had returned to compliance in 2026, and to Saint Vincent and the Grenadines, which had submitted a plan of action to return to compliance.

26. Regarding the budget, the Executive Secretary confirmed that the third scenario, relating to a budget that was lower than the zero nominal growth budget, had been posted on the Secretariat website about three weeks prior to the current meeting (UNEP/OzL.Pro.38/4/Add.1).

27. Finally, the Executive Secretary stressed the crucial importance of the adoption of a decision on the 2027–2029 replenishment of the Multilateral Fund by the Thirty-Eighth Meeting of the Parties before the closure of the meeting and while interpretation was available, namely before midnight on Friday, 6 November 2026.

V. Other matters

28. No other matters were raised.

VI. Adoption of the report of the meeting

29. The Bureau agreed to entrust the Secretariat with the preparation of a draft report for circulation to the Bureau members for their comments. The report would then be finalized and presented to the Bureau members for their approval.

VII. Closure of the meeting

30. The President declared the meeting closed at 5.05 p.m. on Saturday, 31 October 2026.

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Annex*

List of participants

Members of the Bureau of the Thirty-Seventh Meeting of the Parties to the Montreal Protocol

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* The annex is presented without formal editing.