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# Mission 1.5: Enhancing international cooperation, enabling meeting the Paris Climate Agreement goals

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*Note: This paper is a collective effort from several experts who contributed in shaping its main ideas: Daniel Buira, Vaibhav Chaturvedi, Navroz K. Dubash, Kaveh Guilanpour, Céline Kauffmann, Cristián Retamal, Carlos Rittl, Ma José Sanz, Anna Perez Català, Henri Waisman and Harald Winkler, along with authors Xolisa Ngwadla, Marta Torres Gunfaus and Alexandra Deprez*

*This* Note *contains our preliminary ideas on Mission 1.5 and will be discussed and consulted with Parties and non-Parties during the 60th SBs session in Bonn. An updated version will be considered in order to integrate feedback where needed.*

NOTE

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The UAE Consensus and the first Global Stocktake (GST) reaffirm global commitments to the Paris Agreement, emphasizing the 1.5°C limit, sustainable development, and poverty eradication. The GST highlights significant gaps in action and support for transitioning to low-GHG and climate-resilient economies. The GST's Technical Dialogue Synthesis Report (TD-SYR) identifies ambition and implementation gaps, requiring systemic change, solidarity, empathy, trust, and recognition of interdependencies in all corners of the world.

COP Troika's Mission 1.5 can address these gaps through enhanced international cooperation, focusing on three areas: creating a coordinating framework for international cooperation; establishing a needs-based regime to support transitions; and guiding the international cooperation ecosystem to enable climate action, development, and economic transformation. This effort requires a paradigm shift beyond incremental change, embracing profound systemic transformation.

The approach involves a Technical Dialogue for experts to share insights and a High-Level Taskforce to reflect on findings and develop political declarations. Mission 1.5 should integrate climate action within socio-economic development strategies, aligning climate action commitments with global pathways and associated financial support, particularly in developing countries. Success includes delivering a guiding framework for international cooperation and ensuring continuity and credibility in the process, maintaining momentum across successive COP presidencies.

## KEY MESSAGES

Launched in the COP28 Global Stocktake Decision, Mission 1.5 presents a key opportunity to support the most important missing enablers for achieving 1.5ºC-aligned and resilient climate action by enhancing international cooperation and improving international enabling environment for countries' on-the-ground action in a 'needs-based' perspective in the lead up to COP30.

Mission 1.5 will be effective if–through necessary improvement of international cooperation and enabling environments–it succeeds in helping countries to resolutely shift away from incremental short-sighted action to the collective whole-of-society systems transformation needed, particularly in relation to short-term actions.

Mission 1.5 could make possible for COP30 to set up a coordination framework for international cooperation that can better guide and connect to the different processes occurring within and outside of the UNFCCC and across scales (optimizing UNFCCC orchestration role) and better connect country transformational needs with international efforts, whilst delivering the near-term ambition of commitments to action and support starting at COP29.

To do so, under the COP Troika's leadership, Mission 1.5 requires continuity on a clear, and understandable vision of what it needs to deliver, why, and how. The step change that Mission 1.5 can bring requires embracing innovation and recognizing that the approach and modalities may be seen as an experimentation to strengthen the global response to the Paris Agreement. UNFCCC's subsidiary bodies negotiations in Bonn (June 2024) are a unique opportunity to create space and start consultations among Parties and experts on the Mission 1.5 vision.

# 1. THE OPPORTUNITY

The UAE Consensus, in which the first Global Stocktake (GST) featured prominently, recommits the global community to meeting the goals of the Paris Agreement, and staying within the 1.5°C limit, in the context of sustainable development and of efforts to eradicate poverty. More specifically, the outcomes of the first GST affirm the significant gaps in action and support in the transition to low-greenhouse gas and climate-resilient economies. The Technical Dialogue Synthesis Report (TD-SYR) in its key findings suggests that *"to strengthen the global response to the threat of climate change in the context of sustainable development and efforts to eradicate poverty, governments need to support systems transformations that mainstream climate resilience and low GHG emissions development"*. Such a systemic change will require solidarity, empathy, trust, humility and recognition of independencies and interdependencies.

The Technical Dialogue SYR further elucidates the concepts of the ambition gap (the difference between what is needed between committed action with what is consistent with 1.5°C pathways, whether emission reductions, resilience, or finance); and the implementation gap (the difference between committed action and implemented action). The importance of this characterization of gaps suggests, the dominant paradigm in the interpretation of the Paris Ambition Cycle has to date focussed on how to progressively enhance commitments to action and support, and less attention to the implementation of those commitments.

In addressing mitigation, adaptation, and finance gaps, the Roadmap to Mission 1.5, hereinafter referred to as Mission 1.5, presents an opportunity to address both the ambition and the implementation gaps across the board, where 'enhanced international cooperation' provides a platform for building confidence in the system.

Mission 1.5 provides an opportunity for exploring ways that Parties to the Paris Agreement can commit to action and support, on the back of an enabling enhanced international cooperation environment to achieve the required transformations. By pursuing this opportunity, Mission 1.5 further advances the second objective of the GST as envisaged in the Paris Agreement, i.e. enhancing international cooperation, with the first being enhancing national action and support.[1] The most impactful outcome of COP30 would therefore be a more effective international cooperation framework to close both the ambition and implementation gaps.

### BOX 1. CONTEXTUALIZING INTERNATIONAL COOPERATION

'International cooperation' is not *per se* defined in the UNFCCC, Paris Agreement, or IPCC, and various actors may have different interpretations and understanding of what it comprises. For example, some actors define it in relation to Article 6 of the Paris Agreement and restrict it to voluntary cooperation and specifically emissions trading. For others, the term relates more broadly to international development cooperation and means resource sharing.

This paper starts from a comprehensive interpretation and scope of 'international cooperation', understood as policy and implementation coordination, which involves a number of stakeholders. From this perspective, international cooperation already exists in many forms and through different fora, which are not necessarily coordinated on climate action.

The UNFCCC is itself an example of intergovernmental cooperation focused on climate change, involving a number of legal and policy instruments and mechanisms - such as COPs that engage beyond governments and the climate community.

Our premise of international cooperation would therefore include all actions whether centralised or decentralised, by different stakeholders, who are contributing to climate action and support, without prejudging how they are characterized, hereinafter referred to as the international cooperation ecosystem.

# 2 THE CHALLENGE

The GST outcome acknowledges significant gaps in action and support and the need to significantly accelerate action in this critical decade. This is necessary to have any chance of keeping the 1.5°C (with no, to limited overshoot) goal within reach, by conducting rapid, deep, and sustained greenhouse gas (GHG) emission reductions (i.e., -43% by 2030; -65% by 2035(relative to 2019); and net zero $CO_2$ emissions by mid-century),[2] noting the need to simultaneously tackle the intertwined biodiversity loss crisis, and developing climate-resilient economies. To this end, the Technical Dialogue SYR underscores the large ambition and implementation gap, e.g., the projected 3% rise of GHG emissions by 2030 (based on current Nationally Determined Contributions [NDCs]), rather than a -43% decline. Against this backdrop, the urgency of recalibrating international cooperation on climate action and enhancing alignment and synergies becomes apparent.

Challenges to climate action are multifaceted for different countries, and their regions and communities: developed countries face economic transformation challenges such as lock-in of public infrastructure and services, economy and finance systems that may not be aligned to the necessary transformation, and a political economy that may restrict equitable and shared opportunities for the global transition; on the other hand, developing countries face a myriad of challenges to system transformation. Some of the challenges that require a reimagined international

1 Article 14.3 of the Paris Agreement.

2 IPCC AR6 Synthesis Report, Summary for Policymakers.

cooperation include: cost of capital which has a bearing on sovereign debt, integration of their economies in green technology value chains for a shared opportunity on jobs, market rules that undermine their competitiveness in new industries, which further impacts trade-balance and foreign exchange reserves, amongst others.

The difference between what is required *vis-a-vis* current effort is also evident in adaptation climate finance. In the case of finance, the 2023 CPI Global Landscape of Finance Flows report estimates that climate finance flows reached almost $1.3 trillion in 2021/22, whereas the required levels going to 2030 are in the order of $8-9 trillion, with a prognosis of a five-fold increase thereafter going to 2050. Whereas for adaptation, the IPCC 6AR WGII report indicates that approximately 3.3 to 3.6 billion people live in contexts that are highly vulnerable to climate change, and a high proportion of species is vulnerable to climate change.

Implementing the urgent and massive acceleration of action needed in this critical decade to respond to the climate crisis, requires that Parties collectively embark on a paradigm shift that goes beyond incremental change, and embraces a profound systemic transformation. This in turn will only be possible by working actively and innovatively together to overcome current barriers to increased action and ambition, and accelerate enablers. Given the independence of the various fora that steer different elements of the international cooperation ecosystem, stronger coordination across their efforts is essential, beyond their possible anchor to the Paris Agreement, and some overlap in constituencies. Equipping Mission 1.5 to enable a significant increase and coordination of the international cooperation ecosystem, and truly live up to its name requires setting out a clear vision of what it needs to deliver, why, and how. This *Policy Brief* offers an initial, working reflection of this vision, to be further refined with a diverse set of stakeholders.

## 3. WHAT SHOULD MISSION 1.5 DELIVER AND WHY?

The outcomes of Mission 1.5 as cited in the decision launching the roadmap are strengthened action and implementation through a significant enhancement of 'international cooperation and the international enabling environment'. The unpacking of enhanced 'international cooperation' and the 'international enabling environment' are central to clarity on the roadmap.

Mission 1.5 should deliver complementarity in principles, rules, standards, and tools on needs for the transition of economies to low-greenhouse and climate-resilient development across the international cooperation ecosystem. A broad understanding of what international cooperation posited in this *Brief* is, 'the process of policy coordination by which States and other entities, such as multinational corporations, intergovernmental and non-governmental organizations adjust their actions towards a commonly desired outcome' as a starting point, including the notion of decentralized development co-operation. In relation to the climate action, a characterization of such an ecosystem would include: (i) the international 'economic architecture';[3] (ii) international cooperation by non-Party stakeholders;[4] (iii) bilateral cooperation between Parties; and (iv) cooperation through UNFCCC processes.[5] Building on scientific, technical, economic, social and political economy understanding of the required transformation, Mission 1.5 should map out how the international cooperation ecosystem can be reconfigured, with guidance to developed and developing countries, MDBs, technology vendors, capital markets, technical bodies, amongst others.

To enhance international cooperation, Mission 1.5 could seek practical outcomes, focusing on three areas:

**A. A coordination framework for international cooperation.** Mission 1.5 should deliver a coordination framework that characterizes and targets the full international cooperation ecosystem as a means of supporting the required systemic and structural transformations. The framework should also engage and define an effective multilevel governance of international cooperation. This ecosystem includes actors, governmental and non-governmental, from a wide range of policy areas including various sectors outside of the climate domain such as trade, investment, or finance. The UNFCCC process has made strides in engaging parts of the international cooperation ecosystem, even though there has not been a concerted characterization, with a clear path of engagement with non-UNFCCC stakeholders. As such, international cooperation is understood differently by different stakeholders, and their contribution to climate action is not effectively coordinated. An enhanced understanding of the nature of international cooperation at different levels of intervention and its potential to support climate action requires its characterization with a view of providing political guidance to its different elements.

**B. Needs-based regime to support the needed transitions**. The needs of countries in this context must be understood in relation to what countries determine they need to pursue development in relation to environmental outcomes towards the IPCC characterization of a 'sustainable development zone' including, but also going beyond, finance.6 The outcome of the first GST Technical Dialogue in surfacing the 'implementation

3 Multilateral institutions such as the World Bank, the International Monetary Fund, the World Trade Organization; Minilateral and regional coordination mechanisms such as the G7, BRICS, G20, APEC, amongst others; theme-specific institutions such as IRENA, IEA, Global Commission on Adaptation, amongst others.

4 Voluntary initiatives on various aspects of climate action, which includes subnationals, corporates, civil society, academia reflected in the Global Climate Action Portal of the UNFCCC, and coordinated by Climate Champions since COP21.

5 Mechanisms and processes under the UNFCCC, such as the Finance Mechanism, Technology Mechanism, Article 6 mechanisms, Response Measures Forum, and work programmes on mitigation, adaptation, just transition, amongst others.

6 iGST researchers argue that, to make support concrete, "Need is not an abstraction. Centering concrete needs will help clarify specific capacities that are lacking, barriers that are present, and the scale and nature of the international finance, technology, and capacity support required to meet the resulting needs"

gap' suggests a disconnect between the desired environmental outcomes and what countries need to deliver the transitions considering their development priorities. Priorities will differ by region (and countries within regions). As an example, the transition logic for most African countries is to increase energy access and consumption and advance development in a manner that does not significantly increase their emissions. Whereas, for Latin American and Eastern Asia countries, where some progress has been made on the development front, their need is to progress in a less carbon intensive manner. Whereas, in the developed world, the challenge is to reduce emissions and foster economic transformation, which through a different political economy of international cooperation can yield shared benefits across developed and developing countries.

**C. International cooperation ecosystem that enables climate action, development and economic transformation**. Lastly, the international cooperation ecosystem should recognize the importance of positioning climate action within the country's socio-economic development strategies, as such international commitments on mitigation and adaptation must be part of a system-wide development trajectory. This is particularly important as development and economic transformations are central to increasing mitigative and adaptive capacities of countries. In addressing the implementation gap, the thesis would be that, if ambitious climate commitments compared to implemented actions imply political will, then the required global political economy need to support a convergence of climate action with economic development and transformation. This thesis is finding traction in the UNFCCC processes, where the UAE consensus decision[7] emphasizes the role of financial institutions and tools beyond the ambit of the UNFCCC. Financial institutions are but one of enabling institutions relevant to climate action at different levels of intervention, however important towards the recognition of the role of non-UNFCCC players. The same could be said for trade, and other enabling policies.

Addressing these three areas is necessary over time, where in-country climate action contained in the NDC, or the Adaptation Communication is deeply entrenched in a country's development and investment strategies and plans building on their subnational and local strengths and needs. A supportive international economic architecture, which is central to the international cooperation ecosystem, is however critical to building the confidence of Parties to commit to long-term economic strategies, which in turn provide confidence to States and other players, including the private sector as it sends long-term market signals to deploy most suitable solutions on the ground.

It is important to note that Mission 1.5 should present both a short-term and long-term perspective as the required transformations require deep shifts, which can take time. In the short term, it should canvas ambitious action and support in 2025, where the 2035 NDCs are aligned to global modelled pathways consistent with 1.5$^{oc,}$ with Adaptation Communications responding to the corresponding risks associated with global warming levels, and Art 9.5 indicative financial support that is aligned to needs of developing countries. COP29 therefore needs to make progress on the short-term aspects of commitments to action and support in 2025; COP30 should however present a blueprint for enhanced international cooperation and provide a long-term perspective of building the necessary environments, systems, and structures to support economic transformations.

## 3. HOW CAN MISSION 1.5 ACHIEVE THESE OBJECTIVES?

The Mission 1.5 platform should be a problem-solving space where participants can collectively build upon the technical understanding of both how countries can shift their development pathways, and how the international cooperation ecosystem can enable that shift at the required scale and speed. The outcome including how the international cooperation system can be reconfigured, rather than a negotiation space for obligations under the Paris Agreement. It will thus lay out the core functional elements and criteria, and potential roles of the international cooperation ecosystem to enable an international climate cooperation that supports transformative change at scale.

As such the modalities for engagement would involve activities along two tracks: a Technical Dialogue where experts share technical insights to characterize and propose the main elements of a renewed international climate cooperation system, and Parties share their experiences in their interactions with the international cooperation ecosystem with a view of identifying blocking points and challenges and proposals on how the ecosystem can support ambition and implementation. The second track being a High-level Taskforce to follow and reflect upon the findings of the Technical Dialogue and hold annual roundtables tasked with developing political declarations and guidance to the different elements of the international ecosystem characterised above.

With regard to the Technical Dialogue, it should invite researchers, experts, and practitioners in relevant technical fields including, low-emissions development pathways, climate resilient development, global financial system, and the political economy challenges of transitioning to low—carbon and climate—resilient development. The Technical Dialogue should be co-facilitated by two experts who will develop an agenda potentially including prior reading, presentations, discussions, and workshops seeking to co-create system-level recommendations for transformational change within international climate cooperation.

The High-level Task Force should leverage the new ideas and language emerging from the Technical Dialogue as much as possible, recalling they are not working towards a binding negotiated outcome but to a declaration of the change we collectively aspire to. Within their interventions at the annual roundtables, participants are encouraged to discuss not only the challenges they see for their own countries in shifting to low-emissions development pathways, but also the broader political economy challenges that are facing other countries and international

7 Paragraph 96 of Decision 1/CMA.5.

organizations as they try to align with global climate aims and proposing solutions.

## 4. WHAT SHOULD FRAME MISSION 1.5 ON INTERNATIONAL COOPERATION?

In the 6AR, the IPCC presents criteria which are equally applicable to mitigation, adaptation, and finance for assessing effectiveness of international cooperation, i.e. environmental outcomes, transformative potential, distributive outcomes, economic performance, institutional strength as shown in **Table 1**; and ways to overcome obstacles, resistance and inertia. Mission 1.5 can bring such ideas to the international ecosystem for climate action. The criteria therefore present a basis to provide guidance to the international cooperation ecosystem.

Mission 1.5 should therefore recognize that climate action is intertwined with the pursuit of sustainable development, as affirmed in the IPCC AR6 SPM, where it asserts that, accelerated and equitable action in mitigating and adapting to climate change impacts is critical to sustainable development. This inextricable link between climate action and sustainable development is reaffirmed in the UN Report on Synergy Solutions for a World in Crisis, which "*… underscores that the Paris goals and the SDGs are mutually re-enforcing, and one cannot be achieved without the other*". Guidance to the international cooperation ecosystem recognizes that development has synergies with environmental outcomes, where countries also enhance their mitigative and adaptive capacity.

The decision to launch the Roadmap to Mission 1.5 and the initial communication to Parties by the Troika (COP28, and incoming COP29 and COP30 Presidencies) provides elements of focus, such as parameters of the engagement, which include international dimension of cooperation, the enabling international environment for ambition and implementation, shared prosperity and sustainable development as the core of international cooperation, and the need to inform action and support going to 2025 and beyond.

**TABLE 1. Criteria for assessing effectiveness of international cooperation**

| Criterion | Description |
|---|---|
| Environmental outcomes | To what extent does international cooperation lead to identifiable environmental benefits, namely the reduction of economy-wide and sectoral emissions of greenhouse gases from pre-existing levels or 'business as usual' scenarios? |
| Transformative potential | To what extent does international cooperation contribute to the enabling conditions for transitioning to a zero-carbon economy and sustainable development pathways at the global, national, or sectoral levels? |
| Distributive outcomes | To what extent does international cooperation lead to greater equity with respect to the costs, benefits, and burdens of mitigation actions, taking into account current and historical contributions and circumstances? |
| Economic performance | To what extent does international cooperation lead to greater equity with respect to the costs, benefits, and burdens of mitigation actions, taking into account current and historical contributions and circumstances? |
| Institutional strength | To what extent does international cooperation create the institutional framework needed for the achievement of internationally agreed-upon goals, and contribute to national, sub-national, and sectoral institutions needed for decentralised and bottom-up mitigation governance? |

Source: Patt, A. *et al* (2022).

## 5. WHAT WOULD BE A SUCCESSFUL OUTCOME OF MISSION 1.5?

A successful Mission 1.5 can be understood in both the substantive outcomes and process, where the substantive outcome is a guiding framework for international cooperation for the transition to low-greenhouse and climate-resilient development, based upon the best technical understanding and political economy needs and the challenges of system change, to be adopted at COP30, whilst delivering on ambition on action and support at COP29. Such a framework would deliver political signals to the international cooperation ecosystem on an annual basis. In the short term, the substantive outcome would be enhanced undertakings to action and support at COP30 and beyond.

Process wise, Mission 1.5 should entrench continuity between successive Troikas to maintain momentum of linking the 'real world' processes to the UNFCCC process through an active engagement of the multilateral, minilateral, and non-State Parties in unblocking ambition and implementation. The platform being credible in that, the process is informed by challenges experienced by Parties, i.e. demand driven, rather than a focus on opportunities, i.e. supply driven.

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