IDDRI
SUSTAINABLE DEVELOPMENT & INTERNATIONAL RELATIONS

CEEW
THE COUNCIL

TEMPUS ANALITICA

C2ES CENTER FOR CLIMATE AND ENERGY SOLUTIONS

SFC

BC3 BASQUE CENTRE FOR CLIMATE CHANGE
Klima Aldaketa Ikergai

CEBRI
Rethink Tank

SciencesPo

POLICYBRIEF

N°04
OCTOBER
2024

Mission 1.5: Enhancing international cooperation, making the Paris Climate Agreement's goals possible

Xolisa Ngwadla (Independent Expert), Marta Torres Gunfaus, Alexandra Deprez (IDDRI)

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, Julia Paletta, Anna Perez Català, Cristián Retamal, Carlos Rittl, Ma José Sanz, Izabella Teixeira, Henri Waisman and Harald Winkler, along with authors Xolisa Ngwadla, Marta Torres Gunfaus and Alexandra Deprez.

This *Policy Brief* aims to propose specific focus and modalities for the *Roadmap to Mission 1.5* to enhance cooperation and accelerate action in tackling the global climate crisis, with a focus on keeping the 1.5°C goal of the Paris Agreement within reach. It underscores that addressing the current gaps in ambition and implementation requires not only national efforts but also a transformation of the global cooperation system to support climate action at scale. It also highlights the need to proactively address growing tensions between domestic transition policies and international goals, as well as the need to avoid a "race to the bottom" that undermines sustainable development objectives, particularly in developing countries. And it argues that the current UNFCCC process has focused heavily on signalling required actions but has lacked effective mechanisms to ensure the implementation of those commitments, including those arising from the Global Stocktake.

Mission 1.5 is presented as an opportunity to correct this, providing a political platform to build trust, connect with actors and international organizations outside the UNFCCC, and offer guidance on a 1.5-aligned needs-based approach to a well-defined international cooperation ecosystem. These recommendations are crucial to ensure that countries can begin discussions in Baku at COP29 on what mechanisms are needed by COP30 to help them implement, and where necessary exceed, their most recent national commitments, further aligning with the goals of the Paris Agreement.

KEY MESSAGES

Launched as part of COP28's Global Stocktake Decision, the Roadmap to Mission 1.5 presents a key political opportunity to support the most important missing enablers for achieving 1.5°C-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 it succeeds in helping countries to resolutely shift away from incremental short-sighted action to the collective whole-of-society systems transformation needed, particularly for mitigation and adaptation.

Mission 1.5 could make possible for COP30 to set up a guiding framework for international cooperation that can better connect actors and 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.

In order 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 Mission 1.5 can bring requires embracing innovation and recognizing that the approach and modalities may be seen as an innovation to strengthen the global response to the Paris Climate Agreement.

1. THE OPPORTUNITY

The UAE Consensus, in which the first Global Stocktake (GST) featured prominently, recommits the global community to meet the goals of the Paris Agreement and stay within the 1.5°C limit, in the context of sustainable development and efforts to eradicate poverty. The outcomes of the first GST affirm the significant gaps in ambition, action and support in the transition to low-greenhouse gas and climate-resilient economies and set out the solutions to address those gaps. 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 a common vision built on a mindset change, shared prosperity, solidarity, empathy, trust, and humility whilst recognizing independencies, interdependencies and synergies.

The TD-SYR further elucidates the concepts of '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 'implementation gap' (the difference between committed action and implemented action). The importance of this characterization suggests that the UNFCCC process to date has focused on how to progressively enhance commitments to action and support, and less attention has been given to the implementation of those commitments.[1]

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, and across timeframes, where 'enhanced international cooperation' provides a platform for building confidence in the system and contributing strategic insight. Useful questions in shaping Mission 1.5 therefore are: what is it that we have not done, but should? What could we do better? This paper posits that the UNFCCC process has been somewhat successful in sending signals of required action, more recent examples being Decision 1/CMA.5 on tripling renewables; mitigation of risks through enhanced planning, implementation, finance for adaptation; quantification of finance needs for developing and the enabling role finance plays in ambition and action. As necessary as the signals may be from the UNFCCC process, they seem insufficient to close the ambition and implementation gaps. The UNFCCC process needs to bring attention to the mechanisms that will speak to the implementation of commitments.

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.[2] A necessary outcome of COP29 would include setting a vision and parameters for Mission 1.5 that are politically salient inside and outside UNFCCC, and further political impetus for NDCs to be communicated in 2025, whereas COP30 would define an effective international cooperation framework that makes political signals actionable, hence promoting action on the ground based on a common vision and setting the conditions for overachieving actual commitments.

2. THE CHALLENGE

Conducting rapid, deep, and sustained greenhouse gas (GHG) emissions reductions (i.e., -43% by 2030; -65% by 2035 (relative to 2019) and reaching net zero CO_2 emissions by mid-century, noting the need to simultaneously tackle the intertwined biodiversity loss crisis and developing climate-resilient economies, is necessary to have any chance of keeping the 1.5°C (with no, to limited overshoot) goal within reach.[3] The Technical Dialogue SYR underscores the large ambition gap, e.g. the projected 3% rise of GHG emissions by 2030 (based on current NDCs), rather than a -43% decline, and an even larger implementation gap. 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, requiring a reimagined international cooperation that 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

1 See Box 1-3 for exemplars of political guidance on signals, which focus on implementation.

2 Article 14.3 of the Paris Agreement.

3 IPCC AR6 Synthesis Report, Summary for Policymakers.

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, especially because the tansition itself may generate frictions in international cooperation when it is seen as a race (to green technologies or critical minerals for instance). Given the independence and dispersion of the various fora that steer different elements of the international cooperation ecosystem, recognition of the challenges and stronger effectiveness and coordination across their efforts is essential, beyond their possible anchor to the Paris Agreement. Equipping Mission 1.5 to enable a significant alignment between the international cooperation ecosystem and the goals of the Paris Agreement, 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 a reflection of this vision, co-developed with a diverse set of stakeholders, including consultations during the subsidiary bodies meetings in Bonn 2024.

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 centralized or decentralized, by different stakeholders, which contribute to climate action and support, without prejudging how they are characterized, hereinafter referred to as the international cooperation ecosystem.

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 'international enabling environment' is central to clarity 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 *Policy Brief* is 'the process of policy coordination by which Parties 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. Similar propositions have been done to promote effective synergistic approaches in the context of SDG action.[4]

In relation to the climate action, a characterization of such an ecosystem would include: (i) the international 'economic architecture';[5] (ii) international cooperation by non-Party stakeholders;[6] (iii) bilateral cooperation between Parties; and (iv) cooperation through UNFCCC and other relevant UN processes.[7] 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

4 See the Synthesis Report and Thematic Reports by UNDESA-UNFCCC Secretariat Climate and SDG Synergy Secretariat: https://sdgs.un.org/sites/default/files/2024-07/UN%20Synergy%20Solutions%20for%20Climate%20and%20SDG%20Action-3.pdf

5 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.

6 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.

7 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.

structural transformations. The coordination framework should also engage the multilevel governance towards effective 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 coherent 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 necessarily aligned with the structural transformations required by science and not effectively valorized as an enabler of the implementation of the political signals emerging within UNFCCC. 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 targeted political guidance to its different elements and affected actors.

B. Needs-based regime to support the needed transitions

Secondly, the needs of countries in this context must be understood in relation to what these 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.[8] The outcome of the first GST Technical Dialogue in surfacing the 'implementation gap' suggests a disconnect between the desired environmental outcomes and what countries anticipate as their needs 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. The developed world challenge is primarily how to reduce emissions and foster economic transformation, which through a supportive 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 pursuit of development. 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 needs 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[9] emphasizes the role of financial institutions and tools beyond the ambit of the UNFCCC. Financial institutions are but one of the 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.

Over time, it is essential to address these three areas by ensuring that in-country climate action–whether outlined in the NDC or the the Adaptation Communication–is deeply integrated into a country's development and investment strategies and plans, while also 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. Furthermore, a domestically-driven development approach needs to be reconciled with a recognition of potential negative socio-economic consequences in third countries, hence, the need for strong role of international cooperation to avoid a race to the bottom. There may be friction across countries' economic development patterns that accelerate climate ambition that need to be internationally acknowledged, discussed and resolved.

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, both by Parties and non-Parties, where individual 2035 NDCs are aligned to national modelled pathways consistent with 1.5°C and denote a clear understanding of enablers to swiftly move into action; 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 and signify a reconciliation between country needs and action by international organizations and other Non-State Actors. On the other hand, COP30 should however present a blueprint for enhanced international cooperation and provide the political support and the long-term perspective of building the necessary environments, systems, and structures to support economic transformations.

8 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".

9 Paragraph 96 of Decision 1/CMA.5.

4. HOW CAN MISSION 1.5 ACHIEVE THESE OBJECTIVES?

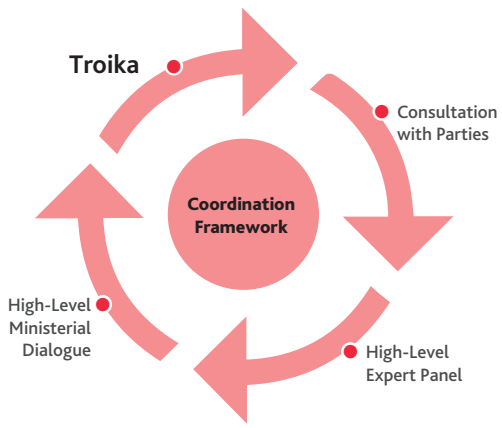
The Mission 1.5 platform should be a problem-solving space where participants can collectively build upon the technical understanding of both how countries can shift their development pathways, and how the international cooperation ecosystem can enable that shift at the required scale and speed. The 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 political support, 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.

With the Roadmap to Mission 1.5 being a political space rather than a negotiation, the Troika of three successive UNFCCC COP Presidencies is at the centre of the coordination framework. The role of the Troika being that of agenda setting for activities of Mission 1.5 in the next biennium, as well as coordinating political signals for the international cooperation ecosystem at each COP through a cover decision amongst others. Whilst the Troika has the full responsibility for agenda setting, consultations with Parties would be critical in providing a bottom-up, two-way feedback on what countries need from the international cooperation ecosystem.

As such, the engagement process would involve activities along three successive tracks: the **first** being a Consultation with Parties where they share general views on focus areas of the Roadmap to Mission 1.5 and their experiences in interacting with the international cooperation ecosystem, including how it can support their actions. The **second** track being the High-Level Expert Panel comprising of eminent experts from the various international cooperation ecosystem domains–that include low-emission and climate-resilient development, global economic and financial system–where they share technical insights on their potential contribution, with a view of addressing blocking points and challenges faced by Parties. The outcome of the work of the High-Level Expert Panel being key messages on how the ecosystem can support ambition and implementation. The **third** track is a High-Level Ministerial Dialogue reflecting on the findings of the High-Level Expert Panel, and holds annual roundtables tasked with developing political declarations and guidance to the different elements of the characterized international cooperation ecosystem.

The modalities for the coordination framework include: the Troika comprising of successive COP Presidencies being institutionalised in the UNFCCC process to ensure continuity, with the Troika having the responsibility of identifying members and convening both the High-Level Expert Panel and the Negotiator Consultations. The High-Level Expert Panel convening through panel discussions, workshops on various topics. Whereas Negotiator Consultations are through in-session engagements and interactions with the High-Level Expert Panel under the guidance of the Troika, on both the work of Mission 1.5, and substantive inputs on the different topics. The High-Level Ministerial Dialogue is convened by the Troika through roundtable discussions, considering key recommendations from the High-Level Expert Panel, and providing political guidance to the various elements of the international cooperation ecosystem (see Box 2 for illustrative examples of political guidance outcomes).

FIGURE 1. Schematic representation of the Coordination Framework



BOX 2. POLITICAL GUIDANCE OUTCOME EXEMPLARS. THE COP…

…Decides that the TROIKA format, successive COP Presidencies, shall guide the work of the Roadmap to Mission 1.5 on international cooperation, hold an annual Ministerial High-Level Dialogue for political guidance informed by inputs from Parties and the High-Level Expert Panel.

…Reaffirms that the Roadmap to Mission 1.5 is a political platform for providing guidance to the international cooperation ecosystem towards the achievement of the Paris Agreement goals, and a solution space to support implementation and ambition by Parties.

…Requests the Global Commission of Adaptation to make an assessment and recommendations on the budgetary support modality for the support of developing countries and present to the High-Level Ministerial Dialogue at COP n°xxx.

…Invites the World bank to make recommendations of debt relief approaches for developing countries in support of the Paris Agreement goals, and donor countries on grant component of their finance by COP n°xxx.

…Requests the IEA and the WTO to investigate the opportunities for inclusive value chains towards share prosperity and sustainable development for all

5. WHAT SHOULD FRAME MISSION 1.5 ON INTERNATIONAL COOPERATION?

In order to meet the abovementioned objectives, the framing of Mission 1.5 should be guided by the identification and pursuit of solutions to the political economy challenges of transitioning to low-carbon and climate-resilient development within a shared objective of achieving sustainable development. As the outcome is supporting in-country transformational change, the focus should therefore be on system-level recommendations for the necessary changes within the international cooperation ecosystem. . It is important that the engagements discuss challenges as they relate to the broader political economy and social acceptability challenges that are facing countries and international organizations as they try to align with global climate aims; and anticipate those to come. Tensions have clearly emerged between country development patterns and aspirations for international cooperation pursuing either global climate or development goals, for instance, in relation to recent industrial policies. We need to proactive tackle these tensions in the interface between domestic and international relations to meet the Paris Agreement goals.

IPCC AR6 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 and the COP29 Letter 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 and 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 promote the achievement of economically efficient and cost-effective mitigation action?
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.

6. 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. COP29 provides a golden opportunity to capture the vision of what Mission 1.5 will deliver, how it will achieve its intended outcomes, and how it will be framed. This would be accompanied by some early insights on how to raise ambition and on means for implementation and for NDCs to be communicated by 10 February 2025.

Cognisant of the fact that by COP30 new NDCs will have been communicated, there is a major opportunity to then adopt the Mission 1.5 coordination framework of the UNFCCC processes with the international cooperation ecosystem, and modalities of how the framework delivers political signals to the international cooperation ecosystem on an annual basis, and the biennium work plan. Hence, Mission 1.5 will succeed if it becomes instrumental in strengthening cooperation that supports the implementation of NDCs and leads to accelerated climate action. This could provide assurance that Parties can be able to achieve, or even overachieve, their NDC ambition targets, hence aligning implementation with 1.5 limit.

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. This is what has not previously been done, and in cases where it has been done, needs some improvement.

ANNEX. EXAMPLES FOR THE FRAMING OF MISSION 1.5 DELIBERATIONS ON SPECIFIC TOPICS

BOX 2. LEADERSHIP ON MITIGATION: RENEWABLE ENERGY EXEMPLAR

Paragraph 28 of Decision 1/CMA.5 of the GST sets out a package of critical mitigation signals and targets, the collective achievement of which will result in the deep, rapid, and sustained reductions in greenhouse gas emissions in line with 1.5°C pathways. The GST decision called on Parties to contribute to, in a nationally determined manner, the **tripling of renewable energy capacity globally by 2030.** Despite repeated observations that the shift to renewable energy is "rational," the "right economic choice," "easy," or "obvious," Parties have nevertheless not yet accelerated the energy transition to the global pace and scale necessary to achieve the goals of the Paris Agreement.

To help overcome key obstacles, over the course of 2024, the International Energy Agency and the International Renewable Energy Agency have been empowered by the Troika and the G7 to lead on tracking progress towards the tripling of renewable energy capacity globally by 2030 and other mitigation signals and to convene Parties to share knowledge and experience in increasing renewable energy. The work has great potential to track progress and encourage Parties to work towards more ambitious targets, but does not address the core 'enabling' function for Parties, as it is not focused on understanding systemic barriers and identifying solutions.

Some barriers that could be impacting Parties could include the following, albeit not comprehensive:
– Transition signals, such as targets, policy frameworks, incentives for investment, fiscal instruments directed at national policy makers.
– Technology access to grid infrastructure and digitalization, energy storage, inclusion in technology value chains to RE vendors.
– Finance and investment dimensions, such as cost of capital, upfront capital investment, financing instruments that have an implication on a country's debt burden to the global financial architecture.

Political guidance could emerge from Mission 1.5 to address these specific barriers to accelerating renewable energy deployment as part of the transformations required for energy system to feed socio-economic development, over and above tracking progress.

BOX 3. LEADERSHIP ON ADAPTATION: EARLY WARNING SYSTEMS EXEMPLAR

Through Early Warnings for All (EW4All), the United Nations Secretary-General in 2022 called for every person on Earth to be covered by **early warning systems (EWS) by 2027**. EWS are vital for protecting livelihoods, reducing poverty, economic losses, saving lives and reducing the impact of disasters and extreme weather events. Recognizing the potential of the EW4All initiative to reduce vulnerability and that a third of the world does not have access to EWS, the GST decision acknowledged that Parties can strengthen adaptation action by building accessible, user-driven climate services systems including EWS.

To drive implementation and to track progress against this target, the Troika, G7, and G20 have the opportunity of tracking progress, identify barriers and challenges to implementation with a view of sending signals to the international cooperation ecosystem on solutions to effect implementation, whilst encouraging Parties to outline in their NDCs, national adaptation plans, long-term strategies and national development plans they are implementing and integrating EWS.

Some of the barriers that may be faced by countries in implementation could include:
– Ability to generate or access the risk information necessary to train the early warning systems for various reasons which may include human resources, and costs of generating the information.
– Access to software and hardware necessary for developing forecasting and monitoring systems for a variety of reasons which can include licensed software and capital investment for infrastructure.
– Information communication technology infrastructure where challenges could be ICT infrastructure, and conversion of such information to a useful format for users.

The political guidance from Mission 1.5 in addressing challenges and barriers various countries could inform the international cooperation ecosystem on the required solutions, which may include type of projects that can be funded by the finance mechanism to options of funding of creative commons license amongst others.

BOX 4. FINANCE LEADERSHIP: MDBS REFORM EXEMPLAR

The GST decision notes that developing countries need an estimated US $5.8-5.9 trillion for their efforts to implement their current NDCs for the pre-2030 period in a context where new and more ambitious ones due in Q1 2025. Climate finance pledged and provided is nowhere near that scale. In this context, the adoption of a new collective quantified goal (NCQG) on climate finance at COP29 will be vital for setting out a way forward on the scale and type of finance needed to sustain and augment the climate action needed to achieve the goals of the Paris Agreement and net zero by 2050. During the Spring Meetings, the COP29 Presidency called on the World Bank, IMF, and MDBs to deliver a step change on climate action and promised that COP29 will provide a platform for investment partnerships with MDBs that cover all economic sectors, not just energy, as part of the thematic day agenda on finance, investment and trade. The leadership of the Troika will be critical to agreeing a robust NCQG as well as effecting MDBs reform that can transform the international financial system to align more closely with the goals of the Paris Agreement, meet the urgency of the climate crisis as well as the needs of developing countries. Guidance to MDBs on areas that need transformation to be consistent with the 1.5oC goals of the Paris Agreement for both mitigation and adaptation efforts where political guidance could include:

– Quantum of finance that is commensurate with needs of developing countries based on risk.

– Quality of finance that take into account development stage of a country, affordability, level of indebtedness and opportunities for relief.

– Available instruments ranging from grant, concessional finance, credit ratings for borrowing, and cost of capital.

Ngwadla, X., Torres Gunfaus, M., Deprez, A. (2024). Mission 1.5: Enhancing international cooperation, making the Paris Climate Agreement's goals possible. IDDRI, *Policy Brief* N°04/24.

This report has received financial support from the International Climate Initiative (IKI) of the of the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) through the "2050 is now: Aligning climate action with long-term climate and development goals" project. It has also received financial support from the French government in the framework of the programme "Investissements d'avenir" managed by ANR (French national agency for research) under the reference ANR-10-LABX-14-01.

CONTACT
marta.torres-gunfaus@iddri.org

Institut du développement durable
et des relations internationales
41, rue du Four – 75006 Paris – France

WWW.IDDRI.ORG
@IDDRI_THINKTANK

Supported by:
Federal Ministry for Economic Affairs and Climate Action
Federal Foreign Office
IKI INTERNATIONAL CLIMATE INITIATIVE
on the basis of a decision by the German Bundestag