Belem Mission to 1.5

E3G, ECCO AND GERMANWATCH SUBMISSION

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The climate action ecosystem of the future must evolve to support accelerated clean investment, strengthened resilience, the delivery of energy transition and practical support for vulnerable countries and communities. Importantly, it should also help bridge the gap between negotiated outcomes, political leadership, investment mobilisation and real-economy implementation.

The value of the Belém Mission to 1.5 (BM1.5) will depend on how it bolsters existing or emerging work underway within the existing UNFCCC system and outside it, including the Action Agenda and the various finance workstreams. It should effectively support Parties, delivery institutions, and finance actors in removing the barriers that prevent the implementation of nationally determined contributions (NDCs) and national adaptation plans (NAPs) at scale.

This submission is E3G, ECCO and Germanwatch's response to the call for input. It addresses the questions posed in the call and outlines a potential role for the Belem Mission to 1.5 within this wider implementation ecosystem.

The role of the Belem Mission to 1.5

The Belém Mission's ultimate purpose should be to ensure that implementation efforts remain anchored in the objectives of the Paris Agreement. It must help identify the political, financial and institutional changes required to deliver NDCs and NAPs at the pace and scale necessary to keep 1.5°C within reach and strengthen resilience in a rapidly changing climate.

Parties agreed at COP30 to establish the BM1.5 to identify high-impact opportunities and key barriers to accelerating the implementation of NDCs and NAPs. Its purpose is to inform how international cooperation and investment can better support the delivery of existing national plans. The COP31 Presidency of Negotiations has outlined a series of activities and engagements throughout 2026 around these objectives. It is mandated to culminate in a report ahead of COP31, which should outline actionable solutions, priority areas for cooperation and institutional recommendations to stay as close as possible to the 1.5°C limit and strengthen resilience. The report is intended to inform political decision-making at COP31, to provide input into the second Global Stocktake, and to inform the next round of NDCs.

The Belem Mission to 1.5 report

To fulfil this role, the Belém Mission to 1.5 report to COP31 could be a medium through which:

- the benefits of climate action can be communicated to help enhance public support for greater implementation of NAPs and NDCs, and
- recommendations on how to streamline and improve coherence within the ecosystem can be proposed for consideration. It should provide a strategic assessment of whether the wider implementation ecosystem is fit for purpose, where it is already delivering results, where it is failing to meet country needs, and what changes are required to improve implementation ahead of the next ambition cycle.

The report should be developed in alignment with the work of the Global Implementation Accelerator (GIA) and the Climate Implementation Bridge (CIB), providing an overarching assessment of how these initiatives fit together and how the wider implementation ecosystem can evolve to better support achievement of the Paris Agreement goals.

Practically, it can:

- Compile and communicate evidence on the state of NDC and NAP delivery, including good news stories as well as the principal barriers countries face in moving from plans to implementation.
- Make recommendations for ways to better mobilise and target implementation support via identifying high-impact mitigation, adaptation and resilience opportunities where international cooperation can accelerate delivery.
- Map the implementation support ecosystem/ governance structures, including Action Agenda activation groups, MDBs, climate funds, NDC and NAP support providers, sectoral initiatives and regional partnerships.

- Clarify the respective roles of the GIA, CIB, the Action Agenda and relevant UNFCCC workstreams to address these needs and strengthen coherence across the implementation ecosystem.
- Recommend practical measures to improve access to finance, project preparation, technical assistance, institutional coordination, expert advice and implementation capacity.
- Inform GST2 and future NDC cycles by identifying lessons from the first full ambition and implementation cycle under the Paris Agreement.

Engagement and Convening Functions

Ongoing consultations throughout the year with NDC and NAP delivery bodies, subnationals, businesses, civil society, and Parties, including line ministries, finance ministries, MDBs, climate funds, philanthropic organisations, and experts working on the Transition Away from Fossil Fuels and the Halting and Reversing Deforestation Roadmaps, should inform the work and evidence compiled under the Belem Mission to 1.5.

Working in tandem with the CIB, the BM1.5 should create spaces for engagement with investors to understand the barriers and identify solutions on finance provision and mobilisation.

At Climate Weeks throughout the year, as well as at COP31, the BM 1.5 process should also create spaces to discuss progress, barriers, and solutions for accelerating NDC and NAP delivery. Encouraging Talanoa-style dialogue with citizens and convening ministers across portfolios could help address barriers such as a lack of public support for implementation and a lack of cross-government coherence behind NDCs and NAPs.

In addition, the Presidencies should create a high-level space for leaders and ministers at COP31 to reflect on NDC and NAP delivery, address questions about NDC target ranges, barriers to finalising and delivering plans, and identify the actions needed to sustain momentum between ambition cycles.

Highest-impact action areas and solutions for NDC and NAP implementation

The BM1.5 should focus on implementation opportunities that deliver the greatest combined benefits for emissions reductions, resilience, sustainable development and energy security. It should identify the enabling conditions required to scale the implementation of NDCs and NAPs. In doing so, it should help inform the second Global Stocktake (GST2) and future NDC cycles.

The highest-impact opportunities fall into four broad areas.

1. Accelerating the Energy Transition

Science makes clear that there is no credible pathway to 1.5°C without rapid, deep and sustained emissions reductions across all sectors. The transition away from fossil fuels and towards rapidly scaling renewable energy and improving energy efficiency represents the defining mitigation challenge of this decade and beyond. Accelerating electrification, modernising grids, and supporting grid financing packages, deploying energy storage and increasing demand side flexibility are some measures to support this goal. These priorities are already reflected across many NDCs and offer significant co-benefits for economic development, competitiveness and energy security.

Such solutions must concretely displace fossil fuels for full mitigation potential to be fulfilled. National roadmaps on transitioning away from fossil fuels are key tools countries can develop in this space, and following the Santa Marta Conference on Transitioning Away from Fossil Fuels in April 2026, they are gaining legitimacy as a route to NDC implementation. Strong governance - for example, via official expert advisory **climate councils** - can help to design, build consensus and deliver these roadmaps. Countries are actively planning for the displacement of fossil fuels, with 80% of NDCs including plans to reduce the share of fossil fuels in their electricity mix[1]

2. Scaling Adaptation and Resilience

As climate impacts intensify, the implementation of National Adaptation Plans must accelerate alongside mitigation efforts. The greatest opportunities lie in strengthening the resilience of water, food, health and infrastructure systems through integrated planning rather than isolated projects. Embedding adaptation within national development strategies, fiscal planning, infrastructure investment and sectoral policies will improve impact and increase attractiveness of adaptation investments.

Scaling implementation will also require significantly greater public and concessional finance for adaptation, alongside stronger enabling environments that mobilise private investment where commercially viable. Public finance should be used strategically to reduce risk, develop pipelines of investable projects and leverage private capital for resilient infrastructure and productive sectors, while recognising that many adaptation measures will continue to depend primarily on grant-based and highly concessional finance. Adaptation can also be made more investable by linking NAP priorities to national development plans, budget processes, MDB country strategies, climate funds, disaster-risk systems and subnational delivery pipelines.

3. Protecting Natural Systems

Nature-based mitigation and resilience remain central to achieving the goals of the Paris Agreement. Accelerating implementation across forests, agriculture, food systems, oceans,

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[1] https://www.e3g.org/publications/ndc-3-0-energy-commitments-tracker/

and biodiversity, and aligning these with NDC and NAP priorities, can deliver substantial emissions reductions while strengthening livelihoods, food security and ecosystem resilience.

4. Cross-cutting enablers of implementation

The unleashing of enablers and accelerators, including finance, technology, capacity-building, institutional coordination, project preparation, skills and data, as well as eliminating harmful subsidies that delay the transition and integrating climate priorities into national planning and budgeting processes, all have a fundamental impact on the levels of ambition and implementation of NDCs and NAPs. New initiatives under BM 1.5 should therefore focus on addressing these barriers and supporting systems evolution and rapid roll-out and delivery of actions to enable NDCs and NAPs.

Protecting existing and creating new robust national climate framework legislation that puts climate targets into law (**only ~70 countries currently have climate framework laws**), and setting clear parameters for implementation that are monitored by a climate council, is a key cross-cutting enabler that can support implementation at the national level.

Across the spectrum of NDC and NAP support structures, elements outside of the negotiations, such as the COP30 Presidency Roadmaps on Transitioning Away From Fossil Fuels) and Deforestation, as well as the numerous multilateral and plurilateral initiatives outside of the UNFCCC and COP spaces, are important to study as sources of solutions to address the high impact barriers and take advantage of opportunities to accelerate progress, as well as to examine ways to improve the coherence of the implementation support architecture.

Access to finance remains one of the most significant cross cutting barriers to NDC and NAP implementation and should be a central focus of the Belem Mission to 1.5. Building on existing mechanisms and emerging initiatives such as the Climate Implementation Bridge, BM1.5 should help identify practical solutions to expand access to finance and strengthen implementation support. Priority finance-related functions include:

- Map the main finance barriers to NDC and NAP implementation, including high costs of capital, fiscal constraints, limited project preparation capacity, currency risk, debt vulnerabilities and fragmented access channels.
- Map solutions across the finance ecosystem by identifying where MDBs, climate funds, country platforms and philanthropic capital can most effectively support project preparation, guarantees, concessional finance, technical assistance and adaptation finance to scale.
- Strengthen the link between national priorities and finance providers by recommending how the Climate Implementation Bridge can help countries connect NDC and NAP

implementation needs with financiers, delivery partners and existing implementation initiatives.

- Identify opportunities to build investable pipelines by assessing where Action Agenda activation groups, country platforms and other implementation mechanisms can mobilise projects and where additional public or concessional finance is required.
- Inform political decision-making by using the COP31 report to demonstrate progress under the Baku to Belém Roadmap, identify remaining financing gaps and recommend priority actions to strengthen the international climate finance architecture.

Strengthening international cooperation for ambition and implementation

In this new era of implementation, the climate ecosystem must perform several complementary functions: supporting national implementation, accelerating collective action, connecting countries with finance and delivery partners, and ensuring no country is left behind. It must also overcome three persistent barriers to NDC and NAP implementation: building social and political support for ambitious transitions, including by managing distributional impacts and strengthening public confidence; strengthening whole-of-government implementation, ensuring climate objectives are integrated across finance ministries, sectoral ministries and wider public institutions; and mobilising and deploying finance at scale, including through improved access to affordable capital, project preparation support and stronger connections between national priorities, investors and delivery partners.

The emergence of BM1.5, the GIA and CIB provides an opportunity to strengthen these functions and address these barriers. However, their success will depend on clearly defined and mutually reinforcing roles.

While these initiatives have the potential to drive additional measurable progress in the real economy, they also add to a rapidly expanding ecosystem of initiatives supporting implementation, finance mobilisation, sectoral transformation and international cooperation. Their success will therefore depend on strengthening and consolidating existing efforts, rather than creating parallel structures.

The BM1.5 could play a key role assessing whether the implementation ecosystem is fit for purpose and recommending reforms that improve coherence, effectiveness and delivery. This should include identifying where gaps in support remain across these areas and clarifying how existing initiatives can work together more effectively. Annex 1 provides more detail on what should be taken into consideration when supporting this evolution process.

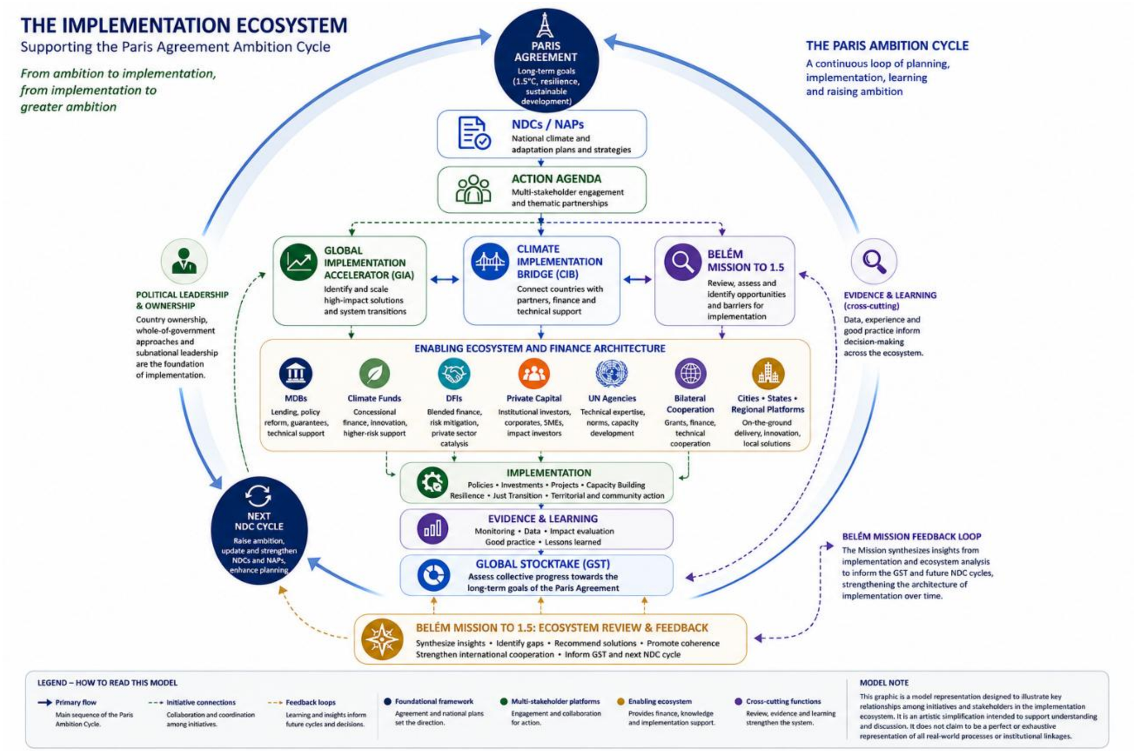
Annex 1: How the ecosystem should evolve and be structured

The climate action ecosystem consists of a multitude of initiatives operating under different mandates, governance structures and reporting frameworks, leading to fragmentation and a lack of coherence and alignment. As a result, there is potential for progress where the right conditions and actors are present, but it is difficult to coordinate, communicate, track and scale.

Finding the balance between encouraging and enabling frontrunner alliances and innovative initiatives, and the closer connection and integration of the different elements of the climate ecosystem is critical to ensuring coherence, increasing impact, and reducing overlapping or conflicting goals and activities within the system.

The graphic below provides an illustrative model of how this future implementation ecosystem could be structured.

Figure 1: The Implementation Ecosystem



Source: E3G

In this emerging framework, the Action Agenda must continue to convene and showcase the pipeline of solutions, making it visible to business and political leaders, and bridging it with investors and the broader global financial ecosystem. Properly designed, the GIA, Belem Mission to 1.5 and Climate Implementation Bridge should build on the Action Agenda's networks and activation groups and support achievement of plans to accelerate solutions being developed for each of the Action Agenda's 30 objectives.

How new and existing initiatives in the wider implementation ecosystem fit into and interact with the UNFCCC architecture

The wider implementation ecosystem needs to operate in coherence with the existing UNFCCC architecture and Paris objectives. This includes the Action Agenda, the Just Transition Work Programme and its new Belem to Antalya Mechanism, the Global Goal on Adaptation, and the various finance workstreams, including the NCQG and Veredas Dialogue.

Analytical work, policy reflection, and the showcasing of solutions can substantially enrich the UNFCCC programs and bodies, while the new implementation mechanisms can focus on removing barriers and delivering real-world change in a complementary way. The consensus decision of the first Global Stocktake provides the direction of travel and the benchmark to assess progress based on evidence of implementation, while the second Global Stocktake, culminating at COP33 in 2028, provides a framework to evaluate the effectiveness of the various efforts to achieve the Paris Agreement goals and build support for the reforms needed to increase their coherence and impact. The lessons from the first full ambition cycle should substantially inform the design and execution of the second global stocktake, to maximise its impact on informing the fourth generation NDCs.

How the GIA, BM1.5 and CIB should fit together

It is critical that the Brazilian COP30 and incoming Turkish COP31 presidencies collaborate closely on the design of the top-down Global Implementation Accelerator (GIA) and bottom-up Climate Implementation Bridge. Even if not institutionally integrated from the outset, it is critical that the two are designed in tandem and with full transparency about the clear linkages and complementarity, so the overall ecosystem can unlock systemic change.

- The GIA should identify global sectoral acceleration opportunities with high mitigation, resilience and investment potential, and build political and public momentum around using these solutions.
- The CIB should align nationally grounded priorities with high mitigation, resilience, and investment potential in collaboration with delivery partners, finance providers and existing initiatives. It should be a tool to support rather than duplicate already existing initiatives such as the NDC Partnership.
- The BM1.5 should assess whether the overall ecosystem is sufficient to support NDC and NAP delivery, identify gaps and overlaps, recommend reforms that strengthen

coherence and impact, and use strategic engagements and convenings to bring together the actors needed to address implementation barriers of public social license, financing, and cross-government coordination.

Table 1: A functional division of labour

Function	**Belém Mission to 1.5**	**Global Implementation Accelerator**	**Climate Implementation Bridge**
Primary role	Assess the implementation ecosystem and identify barriers, opportunities and cooperation priorities for NDC and NAP delivery.	Identify high-impact global and sectoral opportunities where acceleration can shift emissions, resilience and investment trajectories.	Connect country priorities with delivery partners, finance providers and existing initiatives.
Value to COP31	Provide a politically usable report and strategic convenings on how to address implementation gaps, solutions and institutional coherence.	Create momentum around selected systems and sectors where acceleration is possible.	Translate national priorities into operational partnerships and pipelines.
Success measure	Clear recommendations adopted by Presidencies, delivery institutions and finance actors; stronger input into GST2 and future NDC cycles, catalysing greater cross-government and public engagement in NDC and NAP delivery.	Scaled action in priority sectors and systems, with visible progress against agreed acceleration objectives.	Increased number of countries with structured, bankable pipelines and mobilise finance for NDC and NAP implementation.

The presidencies must set out how nationally grounded pipelines and implementation plans can help operationalise achievement of the globally identified priorities of the GIA.

What is the role of other bottom-up delivery architecture?

Given the rules- and norm-setting role of UN conventions and their related treaties (the Paris Agreement in this case), as well as consensus-based decision making's structural restraints in a fragmented world – within the UNFCCC and in consensus-oriented club formats, such as the G7 and G20 – the bottom-up delivery architecture of climate cooperation should be advanced and strengthened. It should be one that enables faster, more flexible, and more targeted implementation. This type of delivery does not replace the UNFCCC and the Paris Agreement; rather, it operationalises it and is part of its implementation. In doing so, it should remain firmly anchored in the principles, norms, and standards agreed within the UNFCCC, including a human rights-based approach, the principle of CBDR-RC, transparency, inclusiveness, and meaningful access and participation of civil society and affected stakeholders.

Other bottom-up delivery architecture formats and initiatives can serve as incubators for higher ambition by testing innovative approaches, generating political momentum, and demonstrating feasibility. In this way, they can help prepare the ground for subsequent decisions and formal adoption within the UNFCCC process. A strengthened Global Climate Action Agenda, thematic frontrunner alliances, and bilateral and multilateral climate cooperation are core components of other bottom-up delivery architecture.

How does it connect to the finance ecosystem?

Many existing initiatives already play critical roles in accelerating climate finance delivery. The NDC Partnership provides tailored, country-driven implementation support through coordination, technical assistance, and financing support. The World Bank and regional MDBs support developing countries in designing and implementing mitigation and adaptation strategies. The United Nations Development Programme provides financial and technical support to help developing countries deliver their NDC priorities and Paris Agreement goals.

The COP31 Presidency must consider where there are gaps and potential within the system to better support and align such mechanisms, as well as to leverage and strengthen the existing support ecosystem while reducing duplication and overlap. It should also consider how to accelerate existing work on investable NDCs, such as that being done by the NDC Partnership, as well as mechanisms working on adaptation and NAPs.

A key underlying question is how emerging implementation initiatives and the Action Agenda connect to existing and future climate finance architectures, including MDBs, the NCQG, and climate funds. To remain impactful, it also must be closely aligned with the Baku to Belém Roadmap.

The Roadmap's vision for scaling climate finance flowing into developing countries to at least $1.3 trillion per year by 2035 must remain a central part of finance action at COP31 and beyond because of its unique position as a comprehensive framework for the action that needs to occur across public and private sector actors to catalyse sustainable investment in developing countries.

The COP31 Presidency should work with Azerbaijan, Brazil and Australia to elevate the five action areas laid out in the Roadmap, creating linkages with the relevant Action Agenda activation groups as well as other relevant institutions and processes such as the MDBs, IMF, the Country Platform Hub, and Coalition of Finance Ministers. The Troika of Presidencies should take action to ensure there will be demonstrable progress in areas such as boosting MDB finance for adaptation in particular, easing fiscal space constraints in developing countries, advancing investment treaty reform, and demonstrating the ability of country platforms to create investable pipelines.

These efforts should build confidence in the NCQG by demonstrating that finance discussions are being translated into practical actions that improve access, affordability and delivery. This is a central political issue for COP31 and future COPs: if finance pledges and implementation mechanisms remain disconnected, trust in the wider regime may weaken.

ABOUT E3G

E3G is an independent think tank working to deliver a safe climate for all.

We drive systemic action on climate by identifying barriers and constructing coalitions to advance the solutions needed. We create spaces for honest dialogue, and help guide governments, businesses and the public on how to deliver change at the pace the planet demands.

More information is available at **www.e3g.org**

ABOUT GERMANWATCH

Germanwatch is an independent development, environmental, and human rights organisation.

We advocate sustainable global development based on social equity, respect for nature, and economic stability. We operate and advocate where decisions are made, engaging in constructive dialogue with politics and businesses, taking legal action when necessary.

More information is available at **www.germanwatch.org**

ABOUT ECCO

ECCO think tank is a non-profit organisation, independent of private interests and funded exclusively through philanthropic or public resources. Established to support climate action in Italy, across Europe and globally, ECCO works in line with the timelines and targets set by science and the Paris Agreement.

More information is available at **https://eccoclimate.org/en**