

Submission by the 2050 Pathways Platform to the Belém Mission to 1.5

The 2050 Pathways Platform is hereby responding to COP Presidencies' call for inputs to the Belém Mission to 1.5.

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About the 2050 Pathways Platform

The 2050 Pathways Platform (hereafter "the Platform") is a government-led, multi-stakeholder initiative launched at COP22. It brings together a diverse network of countries, bilateral and multilateral donors, international and national think tanks, and climate policy experts committed to advancing long-term climate planning and implementation.

The Platform currently supports 38 countries through financial and technical assistance to develop and implement long-term low-emissions development strategies (LT-LEDS), tailored to national priorities and grounded in country ownership. This submission draws directly on that body of experience: on direct engagement with national governments across a wide range of country contexts; on convening processes that have brought together governments, technical experts, and the international development finance community to exchange lessons and shape shared understanding; and on an extensive body of knowledge products capturing what works, what does not, and where gaps remain. It reflects not any single country's experience but the patterns and insights that emerge across many.

The Platform is currently finalising its LT-LEDS Impacts and Effectiveness Study — a flagship research effort assessing all 80 LT-LEDS submitted to the UNFCCC to date, combined with surveys across more than 40 countries, in-depth case studies and a wide expert group with over 20 organizations and experts. Initial findings from that study, which are currently in draft form, inform several of the points below.

1. High-impact action areas and solutions to support NDC ambition and implementation

a. Long-term strategies and NDCs: a basis for action, not an end in themselves

A central and consistent finding from the Platform's country work is that ambitious and implementable NDCs are greatly enhanced when in strong alignment with long-term strategies. As countries prepared their NDC 3.0 updates, LT-LEDS proved essential in informing the level and direction of near-term ambition across several countries, increasing consistency of short-term actions with long-term transformation pathways and reducing the

risk of lock-in to high-emissions investments. Country experiences across Mexico, Senegal, The Gambia, Colombia, and Jamaica confirm that alignment processes not only help improve coherence between sectoral targets and near-term measures, which sends a strong signal to economic actors, but also strengthen institutional coordination and build stakeholder ownership, particularly as many LT-LEDS-related processes integrate more actively broader social and economic objectives. The [NDC–LT-LEDS Alignment Guide](#) (2024), developed with IDDRI/DDP, provides a practical framework for structuring these cross-institutional processes in the context of aligning short-term plans with long-term strategy.

The key insight, however — one that the Platform's experience reinforces with some consistency — is that well-designed NDCs and LT-LEDS open the door to implementation; they do not themselves walk through it. Their most important function is as national orientation tools: they establish a shared direction, surface political and technical priorities, and identify areas where concrete work is already underway. They can and should be used to that end as countries move into this next phase of delivery.

What follows from them, and what partner support needs to focus on, is different: helping countries develop specific policy and regulatory frameworks suited to their governance context; strengthening the sectoral institutions that will ultimately deliver implementation; and, over time, developing the analytical tools and programmatic work that translate strategic intent into sectoral change. In the Platform's experience, demanding fully articulated investment plans or “investable NDC” as a precondition for engagement inverts this logic — investment readiness is the outcome of structured, iterative work with supporting partners, not the entry ticket to it.

b. Strengthening national institutional capacity as the foundation for delivery

A defining lesson from the Platform's country work — reinforced by initial findings from the LT-LEDS Impacts and Effectiveness Study — is that **building durable national capacity, across institutions inside and outside government and at both national and subnational levels, is the most important enabling condition for sustained implementation**. This is not a preparatory step that can be completed and then set aside. It is a continuous, essential feature of implementation itself that starts at the early planning stage.

The institutional picture that emerges from the study is instructive. Survey respondents across more than 40 countries identified strengthened inter-ministerial cooperation, enhanced stakeholder engagement, and increased national analytical capacity among the most significant positive outcomes of the LT-LEDS process. Yet the same respondents consistently rated LT-LEDS as least effective in anticipating global transition risks — precisely the dimension that requires the most sophisticated and adaptive institutional

capabilities. Subnational alignment of climate plans also emerged as a persistent implementation gap, with only 30% of LT-LEDS including any subnational commitments at all.

This pattern points to a structural challenge that international cooperation must take seriously: many countries have made real progress in establishing long-term climate visions and sectoral priorities, but the institutional depth needed to navigate implementation in a volatile global context remains insufficient. Building that depth means working patiently across the full architecture of relevant institutions — including lead climate agencies, as well as sectoral ministries in planning, energy, transport, agriculture, housing, industry and finance that hold the technical, financial, and political knowledge needed to move things in their domains, and subnational governments that are often closer to both the impacts and the delivery challenges.

Specifically, capacity-building efforts need to be oriented around:

- **Adaptive planning and delivery systems:** the ability to revise strategies and delivery approaches in response to changing circumstances, including economic shocks, political transitions, and evolving climate impacts. The Platform's flagship brief, [Beyond Targets: Demystifying Long-Term Climate Strategies](#) (2025), traces how LT-LEDS have evolved over the past decade — from one-off analyses to iterative processes; from a focus on international commitments to enabling governance systems fit for transition — and highlights their role on using the strategies as ongoing decision making tools linking climate goals with economic opportunity, social progress, and practical implementation.
- **Institutional coordination mechanisms:** structured, permanent arrangements for horizontal coordination across ministries and vertical coordination with subnational levels. Where these are anchored in legal frameworks — as in Chile, where the 2022 Climate Change Framework Law enshrined the 2050 net-zero target and triggered new cross-ministerial and subnational governance structures — they prove far more durable than ad hoc arrangements.
- **Analytical capabilities for forward-looking planning:** particularly foresight tools and approaches to decision-making under uncertainty. Initial findings from the LT-LEDS study show that only 57% of submitted strategies include a vulnerability and risk assessment, and that scenario modelling often lacks transparency in assumptions and consideration of uncertainty. The Platform's [Practical Guide on Using Robust Decision-Making to Develop Long-Term Strategies](#) (2024) addresses this gap directly — and wider work across several institutions on foresight can be

expanded, but the methodological tools need to be accompanied by investment in the institutional capacity to deploy them.

c. The primacy of policy and regulatory frameworks

A consistent observation from the Platform's country work is that in contexts where governance capacity is still being strengthened, the **development of robust policy and regulatory frameworks is the primary lever available to governments** — and the one where well-targeted international support can have the most lasting effect, including on private sector mobilization. These frameworks are what give long-term strategies operational force: they translate strategic direction into market signals, define institutional responsibilities, create accountability structures, and establish the conditions in which public and private actors can plan and invest with confidence.

International support should be oriented first and foremost around this dimension. This means engaging across the full range of sectoral ministries and regulatory bodies — not only finance ministries, which also play a key role, particularly in broader engagement with DFIs. Line ministries in energy, transport, agriculture, and land use are the institutions that must ultimately design and enforce the regulatory frameworks that enable sectoral transformation. Their technical understanding, political relationships, and institutional authority are what determine whether policy frameworks and public investments hold.

2. Emerging evidence on LT-LEDS impact — and where gaps remain – to support action towards 1.5

The Platform's forthcoming LT-LEDS Impacts and Effectiveness Study — drawing on the analysis of all 80 LT-LEDS submitted to the UNFCCC, surveys across more than 40 countries, and in-depth case studies — provides the most systematic evidence base yet on what long-term strategies have achieved, and where they have fallen short.

On the positive side, the evidence is encouraging. LT-LEDS have demonstrably strengthened national climate policy: survey respondents consistently rated them as effective in establishing a long-term climate vision, providing a rigorous scientific basis for target-setting, building cross-stakeholder consensus, and strengthening inter-ministerial coordination. In several countries, LT-LEDS have evolved from technical documents into core instruments of national governance. Costa Rica used its National Decarbonization Plan as a strategic signal that facilitated significant multilateral financing. Jamaica's LT-LEDS integrates a [rigorous cost-benefit analysis framework](#) directly linked to national development priorities. In the Dominican Republic, the strategy directly informed the

revision of the national power expansion plan and an emerging electrification roadmap for public transport. Ethiopia used quantitative modelling to show that its low-carbon scenario could generate over 865,000 green jobs annually and add up to 1.8% to annual GDP growth — reframing transition as a development opportunity and building cross-ministerial support. Nigeria and Morocco's LT-LEDS functions as a master framework actively used to screen new sectoral programmes for long-term alignment; Thailand has established a permanent cross-ministerial coordination body that convenes line ministries regularly around national climate targets. Across countries including South Africa, Georgia, and Rwanda, LT-LEDS have supported the development of climate budget tagging and expenditure tracking tools. These are real and significant achievements.

The gaps, however, are equally instructive. The dimension on which LT-LEDS have been rated consistently least effective — across regions and country types — is anticipating global transition risks. This is a significant finding. As the international context becomes more volatile — with geopolitical shifts, changing trade patterns, rapid technology change, and evolving climate impacts — the ability of national governments to anticipate and plan for multiple possible futures is becoming more, not less, important. Yet this is precisely where current strategies and support approaches are weakest. Only 57% of LT-LEDS include any vulnerability or risk assessment; analytical robustness in scenario modelling is often limited; and the institutional capacities needed for ongoing foresight and adaptive planning are frequently absent.

This points to a clear priority for the next generation of support: alongside helping countries update and implement their strategies, international cooperation needs to invest systematically in building the analytical and institutional capacities for **anticipating risks and making decisions under uncertainty** — not just planning for a single expected future. The Platform's work on Robust Decision-Making frameworks is one contribution to this, as it's the use of strategic foresight, but it needs to be matched by broader investment in national analytical institutions and in peer-learning processes that help governments share approaches to adaptive planning.

3. Key barriers that require sustained attention

a. Distributional impacts and the political economy of transitions

A critical and insufficiently addressed dimension of implementation is the **distributional impact of transitions**. The evidence that transitions to net-zero and climate-resilient economies generate significant net economic and social benefits is substantial — across Latin America and the Caribbean alone, [one study estimates a median of USD 1 trillion in](#)

[net benefits across scenarios](#). But those benefits are unevenly distributed across sectors, actors, and time — and that uneven distribution has direct consequences for the political feasibility of reform. Stakeholders who bear near-term costs without clear pathways to benefit can become effective sources of resistance to change.

Addressing this requires investment in disaggregated analysis of transition impacts at the sectoral and subnational level; in broad national dialogues that go well beyond national-level stakeholders and actively include communities, workers, and subnational governments; and in embedding just transition considerations into policy design from the outset. The Platform's flagship brief, [Beyond Targets: Demystifying Long-Term Climate Strategies](#) (2025), highlights this shift — from strategies that focus primarily on least-cost decarbonization to those that embed development priorities, socio-economic considerations, and the question of who bears the costs and who captures the benefits.

In addition, ensuring that transitions are just and inclusive is both an equity imperative and a practical condition for sustained political support. The countries making most progress — a finding reinforced by IDDRI's comparative work on just transitions — are those that treat it not as a separate track alongside climate policy, but as an organising principle embedded in strategy and institutional design from the outset. South Africa's Presidential Climate Commission, which brought together business, labour, civil society, and traditional leadership to build consensus on the pace and direction of transition, illustrates what meaningful inclusive governance looks like in practice. Tonga's LT-LEDS, developed through a culturally grounded, consensus-based process led by local facilitators, shows that inclusive engagement is a substantive design choice, not a procedural formality. International cooperation should actively resource these processes — supporting broad national dialogues, inclusive institutional arrangements, and the disaggregated analysis of transition impacts that gives those dialogues a credible evidence base.

b. Economic diversification in high-emitting economies

A related challenge, frequently under-weighted in international support frameworks, is the need for **economic diversification** in countries whose key economic activities are concentrated in high-emitting sectors. These countries face a structural dilemma that ambitious climate action sharpens rather than resolves: the very sectors that underpin government revenues, employment, and export earnings are the ones that must transform most radically. This creates complex political economy dynamics that standard climate planning tools are not designed to address.

International cooperation frameworks have generally not developed effective responses to this challenge. Doing so will require moving beyond climate planning support alone and engaging with trade, investment, and development cooperation in a more integrated way —

helping countries identify and develop new economic foundations, sequence transitions to avoid disruption, and access the international economic relationships that can support diversification.

c. Institutional capacity gaps and governance

Many countries continue to experience a strategy-implementation gap — where LT-LEDS and NDCs remain aspirational documents rather than functional roadmaps — rooted in insufficient institutional capacity, limited data availability, weak MRV systems, and fragile governance structures. Initial findings from the LT-LEDS study confirm that the most successful strategies share a common profile: strong legal foundations that anchor climate goals in durable statutory frameworks; high-level political leadership that engages beyond environment ministries; cross-ministerial coordination structures; and iterative, adequately resourced update processes. Countries that lack these enabling conditions can develop technically sound strategies and still see limited real-world impact. That said, the imperfection of existing plans should not become a reason to delay action. Implementation can and should advance in parallel with efforts to strengthen governance and institutional capacity — acting on the priorities that are already clear, building the institutional habits of climate-informed decision-making through doing, and refining strategies iteratively as that experience accumulates. Waiting for perfect conditions is itself a choice with real costs.

4. Strengthening international cooperation to enhance ambition and implementation

a. Focus on enabling conditions and durable national systems

International cooperation should decisively shift focus from upstream planning support toward the enabling conditions for delivery — and toward building the national systems, institutions, and capacities that countries will use long after any specific support programme ends. This means working across the full range of government institutions rather than primarily through a small number of central agencies; prioritising support for the policy and regulatory frameworks that give strategies operational force; and investing in the analytical capabilities — including foresight and risk anticipation — that allow governments to adapt plans over time.

b. Adaptive cooperation frameworks

International cooperation frameworks themselves need to become more adaptive. Locking countries into fixed deliverables or planning assumptions at the outset of engagement does not reflect the dynamic context in which implementation must occur. Partners should design support programmes that allow strategies and priorities to be revised as conditions change

— modelling the adaptive approach they are also trying to help build in partner governments; this requires, for example, multi-year support programmes, capacity strengthening across country institutions, prioritizing work through local institutions – even if that might take longer - etc.

c. Just and inclusive transitions as a condition for success

Ensuring that transitions are just and inclusive is both an equity imperative and a practical condition for sustained political support. International cooperation should actively resource broad national dialogues, inclusive institutional processes, and disaggregated analysis of transition impacts — and should help countries develop the institutional arrangements needed to oversee and manage just transition processes over time.

Key references from the 2050 Pathways Platform Knowledge Hub

All available at 2050pathways.org/knowledge-hub:

- NDC–LT-LEDS Alignment Guide: Aligning Short-term Plans with Long-term Ambitions (2050 Pathways Platform & IDDRI/DDP, November 2024)
- Using Robust Decision-Making to Develop Long-Term Strategies: A Practical Guide (2050 Pathways Platform, September 2024)
- From Commitments to Action: Bridging Climate, Development, and Finance — Insights from the 2025 LT-LEDS Global Convening, Berlin (2050 Pathways Platform, October 2025)
- Beyond Targets: Demystifying Long-Term Climate Strategies (2050 Pathways Platform, November 2025)
- Assessing Costs and Benefits of Jamaica's 2050 Long-term Emission Reduction and Climate Resilient Strategy (2050 Pathways Platform & partners, 2026)
- The Benefits and Costs of Reaching Net Zero Emissions in Latin America and the Caribbean (available via the Platform Knowledge Hub)
- LT-LEDS Impacts and Effectiveness Study — forthcoming (2050 Pathways Platform, 2026); initial findings inform this submission