



Submission to the Belém Mission to 1.5

Strengthening the Enabling Conditions for the Implementation of Nationally Determined Contributions and National Adaptation Plans

Executive Summary

The Belém Mission to 1.5 offers an important opportunity to strengthen the political, financial and institutional conditions needed to deliver the next generation of nationally determined contributions (NDCs) and national adaptation plans (NAPs). As Parties move from ambition to implementation, the challenge is no longer identifying solutions, but creating the conditions that allow them to be implemented at the scale and speed required.

Based on more than forty years of experience working across peacebuilding, disaster risk reduction, sustainable development, ocean action and climate education, Peace Boat believes that the principal barriers to implementation are increasingly political and institutional rather than technological. Across the world, communities are already implementing many of the solutions needed to address the climate crisis. Scientific understanding, clean technologies and financial resources already exist. The challenge is creating the political, financial and institutional conditions that allow them to be implemented at the scale and speed required.

Drawing on Peace Boat's practical experience, this submission identifies four enabling conditions that would strengthen implementation.

First, improve transparency by ensuring that all significant sources of greenhouse gas emissions, including military emissions, are reflected in national climate planning and reporting.

Second, align public investment with climate objectives by increasing investment in mitigation, adaptation, disaster risk reduction and resilience while recognising the climate and sustainable development opportunity costs of rising military expenditure.

Third, invest in locally led resilience by strengthening community preparedness, disaster risk reduction, education, capacity building and youth leadership, particularly in Small Island Developing States (SIDS) and other climate-vulnerable communities.

Fourth, recognise peace as an enabling condition for effective climate action by strengthening the institutions, cooperation and long-term investment needed to build resilient societies.

Peace Boat also recommends strengthening international cooperation by promoting integrated approaches across climate action, disaster risk reduction, peacebuilding and sustainable development; expanding scientific cooperation and peer learning; investing in youth leadership and capacity building; and supporting inclusive multilateral processes that enable governments, scientists, civil society and communities to work together to accelerate implementation.

1. Introduction

The Belém Mission to 1.5 provides an important opportunity to identify the practical actions needed to accelerate implementation of the Paris Agreement and the outcomes of the first Global Stocktake. While considerable progress has been made in strengthening climate ambition, implementation continues to lag behind the pace and scale required. Delivering ambitious Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs) will depend not only on finance and technology, but also on governance, transparency, institutional capacity and international cooperation. Strengthening these enabling conditions will be essential to translating climate commitments into effective action.

For more than forty years, Peace Boat has advanced peacebuilding, nuclear disarmament, climate justice, ocean conservation, youth leadership and sustainable development through educational programmes, international exchange, advocacy and dialogue. Peace Boat is a Japan-based international non-governmental organisation and a founding member of the Global Partnership for the Prevention of Armed Conflict (GPPAC). Its climate work focuses on climate justice, ocean action, education, youth leadership and international cooperation, including through the Ocean and Climate Youth Ambassador Programme (OCYAP), collaborative initiatives such as Youth for the SDGs with Peace Boat US, and the development of Ecoship, an initiative that reflects Peace Boat's commitment to reducing the environmental impact of its own activities while exploring low-carbon innovation in the maritime sector. Following the Great East Japan Earthquake and Tsunami in 2011, Peace Boat established its sister organisation, Peace Boat Disaster Relief (PBV), to continue and expand its disaster relief and disaster risk reduction work.

Through its work with Small Island Developing States (SIDS) and other climate-vulnerable communities, Peace Boat has observed the interconnected impacts of climate change, environmental degradation, disasters and conflict. Our experience suggests that the principal barriers to implementation are rarely technical. More often, they are political and institutional, including inadequate finance, weak institutions, limited participation, armed conflict and political decisions that direct public resources away from sustainable development. As global military spending continues to rise, militarism is becoming an increasingly significant systemic barrier to the effective implementation of ambitious Nationally Determined Contributions and National Adaptation Plans because it drives greenhouse gas emissions, diverts resources from climate action and undermines international cooperation. This

experience is consistent with the integrated approaches promoted by the Sendai Framework for Disaster Risk Reduction and the 2030 Agenda for Sustainable Development.

This understanding has increasingly informed Peace Boat's engagement in international climate policy processes, including its work within the UNFCCC through the Peace and Demilitarisation for Climate Justice Working Group of the Women and Gender Constituency (WGC). Working alongside scientists, researchers and civil society organisations, Peace Boat has contributed to strengthening understanding of how militarism affects climate implementation through military greenhouse gas emissions, the diversion of public resources away from climate action, and the impacts of armed conflict on communities' resilience and adaptive capacity. This collaboration has reinforced the importance of improving transparency, aligning public investment with climate objectives, investing in locally led resilience and recognising peace as an enabling condition for sustainable development and effective climate action.

Drawing on these experiences, this submission examines practical ways to strengthen the enabling conditions for implementing ambitious Nationally Determined Contributions and National Adaptation Plans. The following sections explore how greater transparency, better alignment of public investment, stronger locally led resilience and enhanced international cooperation can help accelerate implementation of the Paris Agreement.

2. High-impact action areas and solutions to strengthen the implementation of NDCs and NAPs

The Belém Mission seeks to identify the actions with the greatest potential to accelerate implementation of the Paris Agreement. Peace Boat's experience suggests that the greatest opportunities lie not only in developing new technologies, but also in strengthening the enabling conditions that allow existing solutions to be implemented at scale. In particular, improving transparency, aligning public investment with climate objectives, investing in locally led resilience and strengthening international cooperation can help translate climate ambition into effective implementation.

2.1 Improve transparency and accountability

Effective implementation begins with accurate information. Countries cannot develop credible mitigation pathways if significant sources of greenhouse gas emissions remain outside national climate planning and reporting.

The Enhanced Transparency Framework established under the Paris Agreement has significantly strengthened climate reporting. However, an important gap remains. Research by the Conflict and Environment Observatory (CEOBS) and Scientists for Global Responsibility (SGR) estimates that military-related activities account for approximately 5.5% of global greenhouse gas emissions, more than the whole of the continent of Africa. Despite

this, emissions associated with military activities, including operations, procurement, supply chains, overseas deployments and military infrastructure, continue to be inconsistently reported and are often excluded from national greenhouse gas inventories.

Improving transparency in this area would strengthen implementation by enabling more comprehensive mitigation planning, supporting evidence-based policymaking and enhancing accountability under the Enhanced Transparency Framework. A credible pathway to 1.5°C requires transparency across all major sources of greenhouse gas emissions.

The Belém Mission should therefore encourage governments to:

- strengthen reporting of military greenhouse gas emissions under the Enhanced Transparency Framework;
- support the development of internationally consistent methodologies for estimating military emissions;
- promote scientific cooperation and data sharing on military emissions; and
- incorporate military emissions into national mitigation planning.

Improving transparency is one of the most immediate and practical steps governments can take to strengthen implementation. Better information leads to better policymaking, more credible mitigation pathways and greater accountability under the Paris Agreement.

2.2 Align public investment with climate objectives

One of the greatest barriers to implementing ambitious NDCs and NAPS is the gap between climate commitments and public investment. Many of the technologies, knowledge and solutions needed to address climate change already exist. The challenge is ensuring that public resources are directed towards their implementation at the scale and speed required.

Through its work with communities in Small Island Developing States (SIDS) and other climate-vulnerable regions, Peace Boat has observed that communities often understand the investments needed to strengthen resilience. They identify priorities such as ecosystem restoration, disaster preparedness, sustainable livelihoods and water security. Yet these locally identified priorities frequently remain unimplemented because finance is insufficient, inaccessible or unpredictable.

At the global level, this financing gap exists alongside unprecedented levels of military expenditure. According to the Stockholm International Peace Research Institute (SIPRI), global military expenditure reached a record US\$2.887 trillion in 2025, while the first Global Stocktake recognised the urgent need to significantly scale up finance to implement the goals of the Paris Agreement, particularly in developing countries.

Rising military expenditure has implications for both climate finance and climate mitigation. Increased spending can expand military infrastructure, procurement, operations, exercises and supply chains, all of which are associated with greenhouse gas emissions. Unless military emissions are transparently reported and progressively reduced, increases in military expenditure risk both diverting resources away from climate action and contributing to higher emissions.

The implementation gap is therefore not simply a finance gap. It is also a question of political prioritisation.

This understanding is increasingly reflected across the United Nations system. In *The Security We Need: Rebalancing Military Spending for a Sustainable and Peaceful Future*, the United Nations Secretary-General highlights the opportunity costs of rising military expenditure and argues that sustainable development, prevention and human security are essential foundations for lasting peace. Similarly, SIPRI's policy report *Rebalancing Military Spending Towards Achieving Sustainable Development* explores how public expenditure can better support long-term resilience, sustainable development and human security. As governments consider significant increases in defence spending, including new spending commitments within NATO, analysis by Transform Defence highlights the potential implications for public finances and investment in climate action and other public priorities.

Complementing these analyses, *The Double Dividend: How Reducing Military Spending Can Finance a Just Transition* by Katrin Geyer and Genevieve Riccoboni demonstrates how even modest shifts in public investment priorities could make a significant contribution to financing mitigation, adaptation and a just transition while strengthening long-term resilience and human security. Together, these reports reinforce the importance of considering how public investment decisions can better support climate ambition, resilience and sustainable development.

Peace Boat's experience in disaster risk reduction, sustainable development and peacebuilding is consistent with these findings. Investment in resilient infrastructure, healthy ecosystems, education, local leadership and community preparedness strengthens resilience before disasters occur and supports long-term climate action.

The Belém Mission provides an opportunity to encourage governments to better align public investment with climate objectives and recognise that decisions about national budgets are also decisions about climate ambition.

The Belém Mission should therefore encourage governments to:

- increase grant-based finance for mitigation, adaptation and Loss and Damage, particularly for developing countries and climate-vulnerable communities;
- improve direct access to climate finance for local governments, Indigenous Peoples, women-led organisations, youth and community-based organisations;
- integrate climate resilience, ecosystem restoration and disaster risk reduction into national public investment strategies;
- assess the climate, emissions and sustainable development implications of rising military expenditure; and
- identify opportunities to progressively align public investment with mitigation, adaptation, resilience and a just transition.

Ultimately, implementing ambitious NDCs and National Adaptation Plans is not only a question of mobilising additional resources, but also of ensuring that public investment supports a low-emissions, climate-resilient future.

2.3 Invest in locally led resilience, capacity building and participation

Effective implementation depends not only on finance and technology, but also on strong communities, local institutions and meaningful participation. Peace Boat's experience suggests that climate action is most effective when it builds on local knowledge, strengthens existing capacities and enables communities to lead their own responses.

Peace Boat Disaster Relief (PBV) has worked alongside communities before, during and after earthquakes, tsunamis, floods and other disasters. This experience has highlighted the importance of preparedness, trusted local institutions, community participation and long-term recovery in building resilience. As climate change increases the frequency and intensity of extreme weather events, integrating disaster risk reduction into National Adaptation Plans offers an important opportunity to strengthen resilience while reducing future losses. This approach is consistent with the Sendai Framework for Disaster Risk Reduction, which emphasises preparedness, risk reduction and resilient institutions.

Through initiatives such as the Ocean and Climate Youth Ambassador Programme (OCYAP) and Youth for the SDGs, Peace Boat has also worked with young people from Small Island Developing States (SIDS) and other climate-vulnerable countries through programmes focused on climate education, ocean literacy, dialogue and international exchange. This experience is consistent with the objectives of the UNFCCC's Action for Climate Empowerment (ACE), which recognises the importance of education, training, public awareness, public participation, access to information and international cooperation in supporting effective climate action.

Peace Boat's experience also reflects the integrated vision of the 2030 Agenda for Sustainable Development, where progress on education, gender equality, healthy oceans, resilient communities and strong institutions creates the conditions for effective climate action. Communities are not simply beneficiaries of climate policy. They are essential partners in its design, implementation and long-term success.

The Belém Mission should therefore encourage governments to:

- integrate disaster risk reduction more fully into National Adaptation Plans;
- increase investment in preparedness, early warning systems and community resilience;
- strengthen capacity building, climate education and public participation, consistent with the objectives of Action for Climate Empowerment (ACE);
- support youth engagement, knowledge exchange and international cooperation, particularly in climate-vulnerable countries and Small Island Developing States;
- support locally led adaptation and ecosystem-based approaches;
- improve direct access to climate finance for community-led implementation; and
- ensure the meaningful participation of Indigenous Peoples, women, youth, persons with disabilities and frontline communities in climate decision-making and implementation.

Strengthening local capacity, participation and resilience will help ensure that ambitious climate commitments translate into durable and equitable implementation.

3. Strengthening international cooperation to enhance ambition and implementation

The first Global Stocktake recognises that enhanced international cooperation is essential to accelerating implementation of the Paris Agreement. While responsibility for implementing Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs) rests primarily with national governments, many of the barriers to implementation, including finance, technology, capacity, data and institutional coordination, require cooperation across borders.

Peace Boat's experience in peacebuilding suggests that effective climate action depends on relationships of trust, dialogue and cooperation between countries and communities. As geopolitical tensions, armed conflict and military spending continue to rise, these conditions are increasingly undermined. Peace is therefore not only a humanitarian imperative, but also an enabling condition for effective climate implementation.

Demilitarisation can help create the conditions for stronger international cooperation by reducing tensions and the risk of armed conflict, creating greater space for dialogue, building trust between countries, and redirecting public resources towards sustainable development and climate action. Together with peacebuilding and inclusive dialogue, it can strengthen the political environment needed to implement ambitious Nationally Determined Contributions and National Adaptation Plans.

Through partnerships with Small Island Developing States (SIDS), youth, scientists, civil society organisations and United Nations agencies, Peace Boat has seen how dialogue, knowledge exchange and international cooperation strengthen locally led climate action and build resilience across regions. These partnerships demonstrate that cooperation across borders is essential for addressing shared climate risks.

International cooperation can also strengthen transparency and shared learning. Developing internationally consistent approaches to estimating and reporting military greenhouse gas emissions would improve the evidence base available to governments, support more comprehensive mitigation planning and strengthen accountability under the Enhanced Transparency Framework.

Cooperation is equally important in ensuring that climate finance reaches the communities that need it most. It also enables countries to share knowledge, strengthen institutional capacity, invest in disaster risk reduction and support locally led adaptation. Greater collaboration between countries, and between the climate, disaster risk reduction, peacebuilding and sustainable development communities, would help maximise the

effectiveness of public investment while delivering multiple social, environmental and economic benefits.

Inclusive participation is another essential element of effective international cooperation. Indigenous Peoples, women, youth, persons with disabilities, local communities and civil society organisations contribute knowledge and practical experience that strengthen both the design and implementation of climate policies.

The Belém Mission should therefore encourage governments to:

- strengthen international cooperation as a foundation for effective implementation of the Paris Agreement;
- recognise peacebuilding, dialogue and demilitarisation as important means of strengthening international cooperation and creating the conditions for effective implementation of the Paris Agreement;
- enhance cooperation on climate finance, capacity building and technology transfer;
- strengthen scientific collaboration to improve methodologies and transparency for all major sources of greenhouse gas emissions, including military emissions;
- increase support for locally led adaptation, disaster risk reduction and community resilience;
- strengthen partnerships between countries and between the climate, sustainable development, disaster risk reduction and peacebuilding communities;
- expand opportunities for youth leadership, knowledge exchange, and South-South and triangular cooperation; and
- ensure the inclusive participation of civil society and affected communities in the design, implementation and review of climate action.

Climate change is a shared global challenge that cannot be addressed by countries acting alone. Strengthening peace, trust, international cooperation and demilitarisation can help create the political, financial and institutional conditions needed for more ambitious implementation of Nationally Determined Contributions and National Adaptation Plans, while advancing sustainable development, resilience and long-term human security.

4. Conclusion

The Belém Mission to 1.5 provides an important opportunity to strengthen the enabling conditions needed to implement ambitious Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs). Peace Boat's experience suggests that many of the solutions needed to address the climate crisis already exist. The challenge is creating the political, financial and institutional conditions that enable these solutions to be implemented at the scale and speed required.

This submission has identified four practical priorities for strengthening implementation: improving transparency by accounting for all major sources of greenhouse gas emissions, including military emissions; aligning public investment with climate objectives; investing in locally led resilience through disaster risk reduction, capacity building and meaningful

participation; and strengthening international cooperation through peacebuilding, dialogue and demilitarisation.

Together, these actions can strengthen climate governance, improve accountability and support more effective implementation of the Paris Agreement. They also demonstrate that implementation is not solely a technical or financial challenge. It is equally a question of political choices, public priorities and international cooperation.

As governments prepare the next generation of Nationally Determined Contributions and National Adaptation Plans, the Belém Mission provides an opportunity to recognise that transparency, resilient communities, well-targeted public investment, peace and international cooperation are not peripheral to climate action. They are among the essential conditions for its success.

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