

INTERNATIONAL



10 Years of the Paris Agreement: Progress Toward Achieving Key Goals

November 2025

The Paris Agreement was adopted in 2015, and the last of the guidance to fully operationalize its provisions was completed last year at COP29. While much work remains to be done to achieve the agreement's goals, it is important to recognize and build on the many significant achievements under its framework over the last decade.

After years of negotiation that led to the adoption of the Paris Agreement and the guidance needed to implement it, the Agreement is now fully operational. Over the decade since adoption, the Paris Agreement has catalyzed significant global action toward a more resilient, low-emission future, delivering institutional achievements and progress towards its key goals that should be celebrated.

With near universal participation, the Agreement has set the stage for enhanced international cooperation for climate action. It has also sparked innovation, policy shifts, and an increased awareness of the urgency to limit global temperature increase and achieve climate resilience.

The world is still off track to avoid catastrophic climate change and protect lives, livelihoods, and ecosystems in line with the Paris Agreement's goals, and some negotiations since its adoption delivered outcomes that were less ambitious than many hoped for.

But without the Paris Agreement, the world would be experiencing worse impacts of climate change and would be less equipped to avoid catastrophic levels of warming by the end of the century. Since its adoption in 2015, projected global temperature increase by the end of the century has declined from 3.7 – 4.8 degrees Celsius¹ to 2.6 – 2.8 degrees Celsius.² Furthermore, the goals of limiting global temperature increase by the end of the century to 1.5 degrees C and aiming for net zero global emissions by 2050 have become globally normalized. While significant work remains to achieve those targets, the Paris Agreement has ushered several mechanisms and processes to further progress.

One such mechanism is the five-year ambition cycle of the Paris Agreement, designed to progressively increase ambition for global climate action. The tenth anniversary of the Paris Agreement, 2025 marks the completion of the first ambition cycle, which includes:

- the first global stocktake (**GST1**) to assess collective progress against achieving the goals of the Paris Agreement, and inform what more needs to be done
- the submission by Parties to the Paris Agreement of successively more ambitious NDCs, including most recently in 2025, informed by the outcome of GST1 which also set out collective sectoral targets
- the submission by Parties to the Paris Agreement of progress reports toward achieving their Paris climate pledges, or biennial transparency reports (**BTRs**).

The Paris Agreement should be celebrated for additional key advances that mark progress towards its goals in its first ten years that have set the Paris Agreement up for long term success. The paper highlights these in detail, such as:

- the adoption of the guidance to fully implement the Paris Agreement at COP29 (2024)
- the establishment of the Sharm el-Sheikh Mitigation Ambition and Implementation Work Programme (**MWP**) which explores ways to accelerate efforts to reduce greenhouse gas emissions
- reporting of activities under Reducing Emissions from Deforestation and Forest Degradation (**REDD+**) by 63 countries, resulting in a reduction of almost 14 billion tons of carbon dioxide reported by 23 countries
- the full operationalization of international carbon market mechanisms
- submission of national adaptation plans by 62 developing countries
- the adoption of the UAE Framework for Global Climate Resilience, a framework to guide the achievement of the Paris Agreement's Global Goal on Adaptation
- the establishment of the Santiago Network under the Warsaw International Mechanism to address loss & damage, as well as a new funding arrangements and the Fund for responding to Loss and Damage (**FRLD**) which was operationalized in 2023 and has received funding pledges of U.S. \$788.8 million
- the establishment of a goal to at least double international public finance for adaptation activities in developing countries by 2025, and the increase public adaptation finance for developing countries from U.S. \$18.8 billion in 2019 to U.S. \$28.9 billion in 2022
- the achievement by developed countries of the goal to mobilize at least U.S. \$100 billion in climate finance for developing countries in 2022, according to the OECD
- agreement in 2024 on a New Collective Quantified Goal on Climate Finance (**NCQG**), pledging to raise at least U.S. \$300 billion per year by 2035 for developing country climate action, with another target calling on all actors—public and private—to scale financing to developing countries at least US\$1.3 trillion annually. This represents the largest ever financial target to be set in a multilateral forum
- production of more detailed analysis on costed financial needs in developing countries, progress towards meeting climate finance goals, and reports on geographic and regional climate finance flows through the Standing Committee on Finance
- clear signals and requests to the multilateral development banks to align with the Paris Agreement
- the establishment of the Technology Framework, the Joint Work Programme of the Technology Mechanism, and the Technology Implementation Plan
- completion of technology needs assessments in 98 developing countries, with an addition 17 undertaking them, and provision of finance for more than 300 technical assistance projects in more than 100 developing countries through the Climate Technology Centre and Network
- establishment of initiatives such as the Paris Committee on Capacity-building, which has been joined by more than 220 entities, and the Capacity-building Initiative for Transparency, which secured funding for all developing countries for their first and second BTRs
- the establishment of the Glasgow work programme for Action for Climate Empowerment (**ACE**) at COP26, operationalized through an action plan at COP27
- reporting by developed and developing countries on progress against achieving their climate targets, for the first time under a unified enhanced transparency framework
- the operationalisation of the Paris Agreement Implementation and Compliance Committee (**PAICC**)
- the establishment and operationalisation of the Just Transition Work Programme
- the establishment of the Enhanced Lima Work Programme on Gender and its Gender Action Plan to contribute towards facilitating the gender-responsive implementation of the Paris Agreement and supporting coherence in gender representation under the Convention and the Paris Agreement
- the establishment of the Local Communities and Indigenous Peoples Platform (**LCIPP**)
- the growth and maturation of the action agenda, including through: the work of the Climate High Level Champions; regional climate weeks; the Marrakech Partnership for Global Climate Action; and the Non-State Actor Zone for Climate Action Portal. The COP30 Presidency is taking steps to align the action agenda with the outcomes of GST1.

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A. Introduction

The structure of the Paris Agreement

1. The Paris Agreement entered into force less than a year after Parties adopted it on November 4, 2016.³ It has near universal participation: 195 Parties out of 198 Parties to the UNFCCC are also Parties to the Paris Agreement.⁴
2. According to the Paris Agreement's text, it:
"[...] aims to strengthen the global response to the threat of climate change, in the context of sustainable development and efforts to eradicate poverty, including by:
(a) Holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5 °C above pre-industrial levels, recognizing that this would significantly reduce the risks and impacts of climate change;
(b) Increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production; and
(c) Making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development."⁵
3. To achieve these goals, Parties engage in an ambition cycle, which comprises:
 - nationally determined contributions (**NDCs**), submitted on a five year cycle, as well as the submission of national adaptation plans (**NAPs**) and adaptation communications
 - biennial transparency reports (**BTRs**), submitted every two years
 - a global stocktake (**GST**) every five years.
4. The implementing guidance, or the "Paris rulebook," for the Paris Agreement was largely adopted in Katowice in 2018. Parties adopted the last of the guidance to fully implement the Paris Agreement at COP29 (2024).

Completion of the first ambition cycle

5. COP30 will mark the culmination of the first ambition cycle under the Paris Agreement, which includes:



- the first global stocktake, which took place from 2021–2023
 - the submission of the first BTRs (which were due December 2024)
 - the adoption of the NCQG at COP29
- three rounds of NDCs.

B. Synthesis Reports and Gaps Reports

The UNFCCC and Paris Agreement periodically assess progress toward key targets and the needs of developing countries across mitigation, adaptation, loss & damage, and means of implementation (which includes finance, technology, and capacity-building). These reports are critical for determining gaps and informing future work.

6. NDC synthesis reports demonstrate whether Parties' ambition puts us on a pathway to stay within Paris temperature goal.
7. Climate finance trends and finance gap reports show progress on increasing climate finance. The Standing Committee on Finance (*SCF*), which serves the Paris Agreement in line with its functions and responsibilities under the COP, has produced reports annually.⁶
8. The annual reports of the Adaptation Committee show achievements and progress toward implementing its workplan on adaptation action.⁷
9. The Report of the Board of the Fund for responding to Loss and Damage for 2024,⁸ and the Reports of the Executive Committee for the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts in 2023⁹ and 2022¹⁰ synthesized progress on loss and damage and put forward recommendations.
10. Since the adoption of the Paris Agreement, the UNFCCC has prepared one Technology Needs Assessments Synthesis Report highlighting trends; barriers to technology enablers; and technology action plans and their estimated budgets.¹¹

C. Mitigation

Article 2.1(a) sets out the long term temperature goal of the Paris Agreement. The Paris Agreement sets a temperature goal based on the best available science that limits the most dangerous impacts of global warming and defines the urgency of climate action through additional goals for mitigation, adaptation, and finance.

11. The Paris Agreement's temperature goal is to limit "the increase in the global average temperature to well below 2 degrees C above pre-industrial levels" and pursue efforts "to limit the temperature increase to 1.5 degrees C above pre-industrial levels."
12. However, in recent years, world leaders have stressed the need to limit global warming to 1.5 degrees C. That's because, since 2015, the best available science from the UN's Intergovernmental Panel on Climate Change (*IPCC*) indicates that crossing the 1.5 degrees C threshold risks unleashing far more severe climate change impacts, including more frequent and severe droughts, heatwaves, and rainfall.¹²
13. In addition to the Assessment Reports, the IPCC's Special Reports have helped inform climate negotiations. Recent reports include:
 - Global Warming of 1.5°C¹³
 - Climate Change and Land¹⁴
 - The Ocean and Cryosphere in a Changing Climate.¹⁵

Article 4

As Article 2.1(a) of the Paris Agreement sets a long-term temperature goal, Article 4 of the Paris Agreement sets goals for the global peaking of greenhouse gas emissions as soon as possible and net greenhouse gas neutrality.¹⁶ It also sets requirements for countries to develop, submit, and report on successive NDCs and to pursue domestic mitigation measures to achieve them.¹⁷ Since the adoption of the Paris Agreement, Parties have submitted three rounds of increasingly ambitious commitments. They have also established and operationalized a work programme to scale up mitigation ambition and implementation, which aims to share best practice and mobilize investment for mitigation action in support of the Paris Agreement's 1.5 degrees C temperature limit. These efforts have contributed substantially toward limiting projected temperature rise, although much remains to be done collectively to stay within the 1.5 degrees C temperature limit.

Emissions Reductions

14. In 2015 when the Paris Agreement was first adopted, global temperatures were projected to rise by about 4 degrees C by the end of the century. Today, projections show 2.6 – 2.8 degrees C increase in global temperatures.¹⁸ If countries fully implement their most ambitious targets, including conditional NDCs and all net-zero pledges, temperature rise could be limited to 1.9 degrees C over the course of the century.¹⁹ While these projections still do not meet the targets set out in the Paris Agreement, they indicate useful progress toward limiting temperature rise.

Nationally Determined Contributions

15. COP19 and COP20 invited all Parties to communicate to the secretariat their intended nationally determined contributions (*INDCs*) well in advance of COP21 in a manner that facilitates the clarity, transparency, and understanding of the INDCs. A synthesis report on the aggregate effect of INDCs helped governments understand their collective effort on climate change to shape negotiations in Paris.²⁰

16. Parties to the Paris Agreement are required to submit successive NDCs that represent a progression beyond the Party's then current NDC and reflect its highest possible ambition, reflecting its common but differentiated responsibilities and respective capabilities, in the light of different national circumstances. They must prepare, communicate, and maintain successive NDCs and pursue domestic mitigation measures with the aim of achieving the objectives in their NDCs.²¹ Thus far, there have been three rounds of NDCs, and 64 countries have submitted their NDC 3.0 as of October 27, 2025.

17. NDC synthesis reports demonstrate whether Parties' ambition puts us on pathways to stay within Paris temperature goal.

The Sharm el-Sheikh Mitigation Ambition and Implementation Work Programme (MWP)

18. The MWP was established in 2021 to scale up mitigation ambition and implementation this decade, complementing the global stocktake. Operationalized in 2023, the MWP holds global dialogues and investment-focused events at least twice annually and is the first formal space to discuss mitigation.

D. Carbon Sinks, Including Forests

Article 5

Forests are vitally important for achieving the goals of the Paris Agreement. According to Article 5 of the Paris Agreement, countries should conserve and enhance sinks and reservoirs of greenhouse gases, including forests.²² Article 5 recognizes the framework for reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries (REDD+).²³



19. The [Warsaw Framework for REDD+ \(WFR\)](#) was adopted at COP19 (2013). It provides the complete methodological and financing guidance for the implementation of REDD+ activities. The framework makes it possible for developing countries to receive results-based payments for emissions reductions when they reduce deforestation.²⁴
20. Sixty-three developing countries have reported activities under REDD+, resulting in a reduction of almost 14 billion tons of carbon dioxide reported by 23 countries.²⁵
21. In the first global stocktake at COP28, countries also agreed to enhance efforts, including enhanced support and investment, toward halting and reversing deforestation and forest degradation by 2030, and other terrestrial and marine ecosystems acting as sinks and reservoirs of greenhouse gases and by conserving biodiversity.²⁶

E. Carbon Markets

Article 6

Article 6 of the Paris Agreement establishes “cooperative approaches” to help countries achieve their NDCs, including carbon markets.²⁷ Carbon markets involve the transfer of carbon credits—that is, measurable and verified greenhouse gas emissions reductions or removals generated by mitigation projects. Credits are transferred from sellers to buyers that seek to fulfil either compliance (enforceable) or voluntary climate targets. Article 6 defines the rules for accounting and reporting of these trades between countries or between countries and non-state entities (such as corporations or project developers), as well as the requirements for issuing carbon credits under the Paris Agreement. Article 6 was fully operationalized at COP29.²⁸ It seeks to ensure that no double counting of mitigation impact occurs, and defines integrity criteria in relation to emissions’ quantification, additionality, permanence, and sustainable development outcomes of project activities, among others.

22. The Paris Agreement enables international cooperation to tackle climate change and to unlock financial support for developing countries. There are three components to Article 6.
 - a. Article 6.2 provides accounting and reporting guidance for Parties and non-Party stakeholders (**NPS**) to use internationally transferred mitigation outcomes (**ITMOs**) toward their NDCs or “other international mitigation purposes,” respectively. Guidance was finalized at COP29, detailing the elements of the statement of authorization (triggering a corresponding adjustment of emissions among transferring entities), among others.²⁹
 - b. Article 6.4 establishes the Paris Agreement Crediting Mechanism (**PACM**), a mechanism equivalent to the Clean Development Mechanism (**CDM**) under the Kyoto Protocol, which can be used to trade high-quality carbon credits.³⁰ The Supervisory Body for the PACM (**SBM**) was created to elaborate regulations around accreditation, as well the requirements for the development and assessment of methodologies and activities involving removals, which Parties approved at COP29. It is also responsible for issuing carbon credits through the Article 6.4 registry and accrediting third-party verifiers. The SBM is supported by an independent Methodological Expert Panel (**MEP**) and Accreditation Expert Panel (**AEP**).
 - c. Article 6.8 provides opportunities for non-market-based cooperation toward achieving NDCs through approaches that can holistically enhance mitigation, adaptation, and means of implementation.³¹ NPS are encouraged to support Parties’ efforts and ³²register as support providers onto the non-market approaches (**NMA**) Platform.
23. The last of the guidance to fully operationalize Article 6 was adopted at COP29.³³ Since then, the Subsidiary Body has drafted additional guidance to approved to standards (addressing non-permanence/ reversals, for example) and is reviewing and approving specific project methodologies, starting with those used by transitioning activities from the CDM.

24. More than 80 countries have started to develop authorizing and tracking systems to implement Article 6.³⁴

F. Adaptation

Article 7

The Paris Agreement elevates the political importance of adaptation action by recognizing that, alongside efforts to reduce emissions, countries must strengthen their ability to cope with the impacts of climate change. The Paris Agreement encourages countries to develop national adaptation plans (NAPs), share their progress, and integrate adaptation into broader development strategies. In the last ten years, 68 countries have submitted NAPs, and all developing countries have initiated the NAP process. In response to calls in the Paris Agreement for increased financial and technical support, particularly for developing and climate-vulnerable countries, developed country Parties have provided U.S. \$28.9 billion in international finance to developing countries in 2022. The agreement also establishes the Global Goal on Adaptation (GGA) to enhance resilience, reduce vulnerability, and support sustainable development. Since 2015, Parties developed and adopted the UAE Framework for Global Climate Resilience for achievement by 2030 and beyond.

25. Since the adoption of the Paris Agreement, adaptation has gained a higher political profile with increased resources and institutional support, although these efforts still fall short of meeting adaptation needs.

26. The Paris Agreement sets out that each Party should, as appropriate, submit and periodically update an adaptation communication, which may include information on its priorities, implementation, and support needs, plans, and actions.³⁵ They shall be submitted, as appropriate, as a component of or in conjunction with other national communications or documents.³⁶ More than 70 countries have submitted adaptation communications, which are recorded in a public registry.³⁷

27. The Paris Agreement encourages Parties to develop and regularly update their NAPs. As of October 2025, 68 developing countries have submitted NAPs as of October 31, 2025.³⁸

28. Under the Convention and the Paris Agreement, the Adaptation Committee (**AC**) has played an important role in:

- considering approaches to reviewing the overall progress made in achieving the GGA
- developing methodologies for reviewing the adequacy and effectiveness of adaptation and support
- drafting supplementary guidance for adaptation communications
- developing methodologies for assessing adaptation needs
- recognizing the adaptation efforts of developing countries.³⁹

29. Since 2019, the Adaptation Fund (**AF**) has served the Conference of Parties serving as the meeting of Parties to the Paris Agreement (**CMA**) on all Paris Agreement matters, per decisions 13/CMA.1 and 1/CMP.14.⁴⁰ While the Fund was initially financed with certified emissions reductions (**CERs**), its resources are now increasingly comprise voluntary contributions. Cumulative receipts into the AF Trust Fund comprise U.S. \$215.83 million from the monetization of CERs, U.S. \$1,489.88 million from contributions, and U.S. \$121.43 million from investment income earned on the Trust Fund balance as of June 30, 2024.⁴¹

30. The COP26 (2021) Glasgow Climate Pact urges developed countries to at least double international public finance to adaptation activities from developed countries to developing countries by 2025.⁴² While it is still too early to know if this goal has been met, developed countries have increased the

amount of public adaptation finance, growing from U.S. \$18.8 billion in 2019 to U.S. \$28.9 billion in 2022.⁴³

31. The Paris Agreement establishes the GGA of enhancing adaptive capacity, strengthening resilience, and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring an adequate adaptation response in the context of the temperature goal referred to in Article 2.⁴⁴ Parties further developed and adopted the UAE Framework for Global Climate Resilience (UAE Framework), which guides the achievement of the GGA and reviews of overall progress in achieving it, with a view to reducing the increasing adverse impacts, risks, and vulnerabilities associated with climate change, as well as enhance adaptation action and support.⁴⁵ The UAE Framework includes a range of thematic and dimensional targets for climate adaptation and resilience. Together, these elements raise the profile of adaptation under the Paris Agreement and, with the indicators to be adopted at COP30, provide the means by which to measure progress on adaptation against the GGA.

G. Loss & Damage

Article 8

The Paris Agreement's Article 8 on loss and damage (*L&D*) recognizes the importance of averting, minimizing, and addressing loss and damage associated with the adverse effects of climate change, including extreme weather events and slow onset events, and the role of sustainable development in reducing the risk of loss and damage.⁴⁶ Since its adoption, countries have built out the institutional architecture to address L&D under the Paris Agreement for financial and technical assistance. This includes: the Fund for responding to Loss and Damage, to which U.S. \$788.80 million has been pledged and U.S. \$250 million has been approved for distribution to support vulnerable countries facing climate impacts;⁴⁷ and the Santiago Network, which provides technical assistance and knowledge-sharing to help countries address L&D on the ground.⁴⁸

The Warsaw International Mechanism for Loss and Damage

32. Article 8 places the Warsaw International Mechanism for Loss and Damage (*WIM*) under the authority and guidance of the Paris Agreement.⁴⁹ The mechanism, established as an interim body at COP19, is charged with developing approaches to help vulnerable countries cope with unavoidable impacts, including extreme weather events and slow-onset events such as sea-level rise.⁵⁰ The Executive Committee guides the implementation of the functions of the WIM and the Santiago Network (below).
33. The WIM has played a pivotal role in its first decade, driving the L&D agenda forward and putting in place complementary provisions for in-country support that focus on technical assistance and finance for responding to L&D.

The Santiago Network

34. The Santiago Network, established under the WIM in 2019 and operationalized in 2022, catalyzes technical assistance from various organizations, bodies, networks, and experts to support developing countries in averting, minimizing, and addressing loss and damage caused by climate change. Its mandate includes facilitating access to knowledge, resources, and technical assistance to address climate risks comprehensively.
35. In December 2023, the United Nations Office for Disaster Risk Reduction (*UNDRR*) and the United Nations Office for Project Services (*UNOPS*) were selected as the hosts of the Santiago Network secretariat. As of 2025, the Santiago Network is responding to the first requests for technical assistance.⁵¹

The Fund for Responding to L&D

36. Parties established new funding arrangements and a Fund for responding to Loss and Damage (*FRLD*) at COP27. The FRLD's mandate includes a focus on addressing L&D to assist developing countries that

are particularly vulnerable to the adverse effects of climate change in responding to economic and non-economic loss and damage associated with the adverse effects of climate change.

37. The FLRD was operationalized in 2023. As of June 30, 2025, U.S. \$788.80 million has been pledged to the FLRD.⁵² U.S. \$250 million has been approved to distribute as part of the initial phase of the FLRD under the Barbados Implementation Modalities (*BIM*).⁵³

H. Means of Implementation

Articles 9–11

Economic analysis continues to show that the benefits of accelerating climate action outweigh the costs. Since the adoption of the Paris Agreement, countries have agreed on how much finance will be needed for climate action in developing countries at around U.S. \$455–584 billion per year.⁵⁴ In 2022, the Organisation for Economic Co-operation and Development (*OECD*) assessed that developed countries met the goal to deliver U.S. \$100 billion to developing countries annually.⁵⁵ At COP29 in 2024, negotiators agreed on language to adopt a new climate finance goal by 2035, to raise at least U.S. \$300 billion for climate action in developing countries per year, and more broadly to scale up all financing (public and private) to at least U.S. \$1.3 trillion annually.

The Paris Agreement recognizes technology development and transfer as key enablers to contribute toward achieving its temperature goals. It establishes the Technology Framework to provide overarching guidance to the work of the UNFCCC's Technology Mechanism, which facilitates the development of low-emission and climate resilient technologies, as well as the transfer of those technologies to developing countries. Since its adoption, it has catalyzed the development of climate technology solutions and transfer of those solutions to developing countries, including funding more than 300 technical assistance projects in 112 developing countries. The Paris Agreement also recognized the increased needs and resources required for many developing countries to implement many of its new provisions, and therefore launched two capacity building initiatives, leading to the establishment of initiatives such as the Paris Committee on Capacity-building, which has been joined by more than 220 entities, and the Capacity-building Initiative for Transparency, which secured funding for all developing countries for their first and second BTRs.

Finance

38. The U.S. \$100 billion goal, originally set in 2011 and intended to increase climate finance for developing countries to at least \$100 billion annually, was taken up and continued by countries during the Paris Agreement. According to the OECD, the \$100 billion goal was achieved by developed countries in 2022.⁵⁶
39. At COP29, countries agreed on the NCQG, setting a target of at least U.S. \$300 billion for developing country climate action by 2035, and a broader goal of at least U.S. \$1.3 trillion from all sources—including the private sector—by 2035, representing the largest financial target ever set within a multilateral forum.⁵⁷
40. These climate finance goals were based on a greater understanding of the climate finance needs. Through the Standing Committee on Finance, the climate regime has produced more detailed analysis on costed financial needs in developing countries, progress toward meeting climate finance goals, and reports on geographic and regional climate finance flows.⁵⁸
41. Countries had advanced discussions on the scope of the third goal of the Paris Agreement, Article 2.1(c), namely to “mak[e] finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development,”⁵⁹ through the Sharm el-Sheikh Dialogue.
42. The climate regime has sent clear signals and requests to the multilateral development banks (*MDBs*), including through decisions taken at COP24, COP26, COP27, COP28, and COP29. The MDBs have taken up these calls and created a joint framework for all MDBs to align their activities with the goals of the Paris Agreement.⁶⁰

Technology

43. Article 10 of the Paris Agreement establishes the Technology Framework to provide overarching guidance to the Technology Mechanism in support of the Paris Agreement. It also establishes that the Technology Mechanism under the Convention, including its Technology Executive Committee (**TEC**) and Climate Technology Centre and Network (**CTCN**), shall serve the Paris Agreement.⁶¹
44. Parties launched the Joint Work Programme of the Technology Mechanism (2023–27) to lay out a five-year strategy for the Technology Mechanism, bringing together strategic visions of the TEC and the CTCN.⁶²
45. The TEC has produced policy recommendations, knowledge products, events, and initiatives toward accelerating the development and transfer of low-emission and climate resilient technologies.⁶³ From its adoption through 2024, the CTCN funded more than 300 technical assistance projects in 112 developing countries.⁶⁴
46. In the outcome of GST1, Parties also established the Technology Implementation Plan to support the implementation of technology priorities identified by developing countries.⁶⁵
47. Technology Needs Assessments (**TNAs**), which identify and prioritize technologies needed for adaptation and mitigation in developing countries, add to the useful array of reports that provide a picture of country needs. Ninety-eight developing countries have completed TNAs, and 17 more are undertaking them. Twenty-six developing countries that completed TNAs referenced them in their NDCs.⁶⁶

Capacity Building

48. The Paris Agreement recognizes the increased needs and resources for many developing countries to implement many of the new provisions of the Paris Agreement, both broadly and specifically, such as to shift to the new transparency arrangements. As such, it set out two new capacity-building initiatives to support developing country Parties.⁶⁷
49. The Paris decision establishes the Paris Committee on Capacity-building (**PCCB**), which aims to address gaps and needs, both current and emerging, in implementing capacity-building in developing country Parties and further enhancing capacity-building efforts. With contributions and support from capacity building actions, the PCCB enhances coherence and coordination of capacity-building; addresses capacity-building gaps and needs; and raises awareness, shares knowledge, and engages stakeholders.⁶⁸ The PCCB Network, which was launched in 2020 and has been joined by over 220 entities and initiatives, aims to engage actors involved in climate-related capacity-building and strengthen its ties with relevant bodies under and outside the Convention.⁶⁹
50. The Paris Agreement also establishes the Capacity-building Initiative for Transparency (**CBIT**). The CBIT aims to strengthen the institutional and technical capacities of developing countries to meet the enhanced transparency requirements of the Paris Agreement.⁷⁰ Funded through the Global Environment Facility, the CBIT secured funding for all developing countries for their first and second biennial transparency reports (see Transparency and Reporting, below).

I. Education

Article 12

Article 12 of the Paris Agreement requires countries to enhance climate education, training, public awareness, public participation, and public access to information.⁷¹ In support of Article 12, countries adopted a four-year action plan under a work programme on Action for Climate Empowerment to improve climate education, which has engaged more than 30,000 participants; mobilized more than 200 organizations; and produced knowledge products, communication tools, and outreach materials.

51. Parties adopted a four-year action plan under the Glasgow work programme on Action for Climate Empowerment (**ACE**) to denote work under Article 12 of the Paris Agreement, as well as Article 6 of the Convention.⁷² The six elements of ACE—climate change education and public awareness, training, public participation, public access to information, and international cooperation—link directly to Article 12, whereby “Parties shall cooperate in taking measures, as appropriate, to enhance climate change education, training, public awareness, public participation and public access to information.”⁷³
52. Between 2022 and 2024, the ACE Hub organized 62 events, engaged more than 30,000 participants, mobilized more than 200 organizations, and produced 25 knowledge products, communication tools, and outreach materials in order to increase public support for and engagement in climate action activities that can help accelerate the implementation of the Paris Agreement across all sectors of society. COP29 launched the ACE Hub 2.0, which aims to build on the success of the ACE Hub and extend its reach.⁷⁴

J. Transparency and Reporting

Article 13

In the ten years since the Paris Agreement was adopted, countries have successfully negotiated and adopted the reporting guidelines to allow progress toward meeting the goals of the agreement to be measured. All countries, with appropriate flexibilities for developing countries, are now required to regularly submit transparency reports on emissions reductions, adaptation activities, finance and capacity-building, technology transfer, and use of carbon markets. Over 100 countries have submitted their first BTRs, which were due in December 2024.

53. The Paris Agreement ambition cycle relies not only on strong country climate commitments, but also an understanding of how country actions measure up against their pledges.⁷⁵ Through the Enhanced Transparency Framework (**ETF**), countries agreed to align reporting requirements for developed and developing countries to allow for better consistency and comparability in reporting between countries.
54. The last guidance to operationalize the ETF was adopted at COP24.⁷⁶ As a result, for the first time, all Parties will submit transparency reports subject to the same requirements and at the same frequency, with appropriate flexibilities for developing countries. BTRs include information on national inventory reports; progress made towards meeting NDCs, policies, and measures; climate change impacts and adaptation; levels of financial, technology development and transfer, and capacity-building support; capacity-building needs; and areas of improvement.
55. The first BTRs were due in December 2024. Since that time over 100 countries have submitted their them.⁷⁷
56. In order to link BTRs back to the wider climate regime, country reports go through two separate review processes. For the first time, all countries regardless of development status are subject to the same reviews, though consideration and additional flexibility can be exercised by developing countries in light of their capacity. As part of the review, all countries will undergo a Facilitative, Multilateral Consideration of Progress (**FMCP**), to present their progress on NDC achievement and climate finance efforts in a group setting. The first FMCP took place in 2025.⁷⁸

K. The Global Stocktake

Article 14

The global stocktake—unique among multilateral regimes—is central to the Paris Agreement’s “ambition cycle,” focusing on collective action and achievement. As well as noting collective progress and highlighting what more needs to be done to achieve the goals of the Paris Agreement, the first global stocktake (which concluded in 2023) set out key sectoral targets and signals, many with an end date in 2030, to inform and guide new NDCs and domestic policies, and to enhance international cooperation on climate action.



57. Parties are required to undertake a GST every five years to assess collective progress toward the agreement's long-term goals on mitigation, adaptation, and means of implementation.
58. In 2018 Parties chose to jumpstart the five-year cycle with a "facilitative dialogue," renamed the "Talanoa Dialogue," a year-long, assessment of collective progress toward the Paris Agreement's long-term goals. It was also meant to inform Parties as they prepared for their second round of new NDCs.⁷⁹
59. The first global stocktake took place from 2021–23. The global stocktake shall inform Parties in: (i) updating and enhancing, in a nationally determined manner, their actions and support as the basis for their NDCs; and (ii) enhancing international cooperation for climate action.⁸⁰ The latest NDCs demonstrate that Parties have begun to consider these outcomes.

Outcomes from the first global stocktake

60. The first global stocktake produced a detailed synthesis report of the technical dialogue of the first global stocktake.⁸¹ The global stocktake decision adopted at COP28 set out a number of targets and signals, including:

- tripling renewable energy capacity globally and doubling the global average annual rate of energy efficiency improvements by 2030⁸²
- accelerating efforts toward the phase-down of unabated coal power⁸³
- accelerating efforts globally toward net zero emission energy systems, utilizing zero- and low-carbon fuels, well before or by around mid-century⁸⁴
- transitioning away from fossil fuels in energy systems, in a just, orderly, and equitable manner, accelerating action in this critical decade, so as to achieve net zero by 2050 in keeping with the science⁸⁵
- accelerating zero- and low-emission technologies, including, inter alia, renewables, nuclear, abatement and removal technologies such as carbon capture, utilization, and storage, particularly in hard-to-abate sectors, and low-carbon hydrogen production⁸⁶
- accelerating the substantial reduction of non-carbon-dioxide emissions globally, in particular methane emissions by 2030⁸⁷
- accelerating the reduction of emissions from road transport on a range of pathways, including through development of infrastructure and rapid deployment of zero- and low-emission vehicles⁸⁸
- phasing out inefficient fossil fuel subsidies that do not address energy poverty or just transitions, as soon as possible⁸⁹
- enhancing efforts, including enhanced support and investment, toward halting and reversing deforestation and forest degradation by 2030, and other terrestrial and marine ecosystems acting as sinks and reservoirs of greenhouse gases and by conserving biodiversity⁹⁰
- establishing by 2027 multi-hazard early warning systems, climate information services for risk reduction and systematic observation to support improved climate-related data, information, and services⁹¹
- implementing integrated, multi-sectoral solutions, such as: land-use management; sustainable agriculture; resilient food systems; supply and distribution of food; nature-based solutions; ecosystem-based approaches; and protecting, conserving and restoring nature and ecosystems (including forests, mountains and other terrestrial and marine and coastal ecosystems)⁹²
- reducing climate impacts on ecosystems and biodiversity and implementation of integrated, multi-sectoral solutions, such as land use management, sustainable agriculture, resilient food systems, nature-based solutions and ecosystem-based approaches, and protecting, conserving

and restoring nature and ecosystems, including ocean-based adaptation and resilience measures, as well as in mountain regions⁹³

- preserving and restoring the ocean and coastal ecosystems; protecting, conserving and restoring nature and ecosystems, including forests, mountains, and other terrestrial and marine and coastal ecosystems; restoring and conserving and the protection of terrestrial, inland water, mountain, marine, and coastal ecosystems⁹⁴
- significantly reducing climate-induced water scarcity and enhancing climate resilience to water-related hazards toward a climate-resilient water supply, climate-resilient sanitation and access to safe and affordable potable water for all⁹⁵
- attaining resilience against climate change related health impacts, promoting climate-resilient health services and significantly reducing climate-related morbidity and mortality, particularly in the most vulnerable communities⁹⁶
- increasing the resilience of infrastructure and human settlements to climate change impacts to ensure basic and continuous essential services for all, and minimizing climate-related impacts on infrastructure and human settlements⁹⁷
- substantially reducing the adverse effects of climate change on poverty eradication and livelihoods, in particular by promoting the use of adaptive social protection measures for all⁹⁸
- protecting cultural heritage from the impacts of climate-related risks by developing adaptive strategies for preserving cultural practices and heritage sites and by designing climate-resilient infrastructure, guided by traditional knowledge, Indigenous Peoples' knowledge, and local knowledge systems⁹⁹
- putting in place country-driven, gender-responsive, participatory and fully transparent national adaptation plans, policy instruments, and planning process and/or strategies by 2030¹⁰⁰
- progressing in implementing national adaptation plans, policies, and strategies and, as a result, reducing the social and economic impacts of key climate hazards by 2030¹⁰¹
- designing, establishing, and operationalizing by 2030 a system for monitoring, evaluating and learning for their national adaptation efforts and have built the required institutional capacity to fully implement the system.¹⁰²

61. The global stocktake decision also set out additional dialogues that can help Parties reflect on and learn from other Parties who have considered the global stocktake outcomes in developing their NDCs and domestic policies.¹⁰³

L. Compliance (The Paris Agreement Implementation and Compliance Committee)

Article 15

Effective implementation of international treaties is a common challenge. The Paris Agreement's approach to compliance is transparent, non-adversarial, non-punitive, and facilitative. Since the adoption of the Paris Agreement, countries operationalized the Paris Agreement Implementation and Compliance Committee.

62. Article 15 of the Paris Agreement establishes the Paris Agreement Implementation and Compliance Committee (**PAICC**) to facilitate the implementation of and compliance with the provisions of the Paris Agreement.¹⁰⁴ The PAICC is a non-adversarial, non-punitive, and transparent expert-based committee that will not settle disputes nor impose penalties.¹⁰⁵ The PAICC helps Parties by identifying appropriate measures, findings, or recommendations to facilitate Party's implementation and compliance with the Paris Agreement, with particular attention to the Parties' respective national capabilities and circumstances.¹⁰⁶

63. The PAICC's modalities and procedures were adopted in Katowice in 2018. The PAICC's rules of procedure were adopted in Sharm el-Sheikh in 2022. The PAICC became operational in 2023 when it, for the first time, notified two Parties of the initiation of consideration of issues regarding Articles 4(2) and 9(5) of the Paris Agreement.¹⁰⁷
64. The PAICC has, for example, identified the legal deadline for NDCs and sent notification letters to Parties to remind them of their obligation to submit a new NDC.

M. Just Transition

The preamble to the Paris Agreement recognizes "just transition" as key to implementation of climate action. Parties adopted a just transition work programme (JTWP) in 2022, which provides an international forum to discuss just transition to identifying pathways for achieving the goals of the Paris Agreement.

65. A well-managed just transition can enable and accelerate economic diversification by providing sustainable development benefits beyond mitigation, such as energy cost savings, job creation, improved air quality and health, climate resilience of infrastructure and supply chains, and enhanced energy security.
66. The adoption of the JTWP at COP27¹⁰⁸ and its inclusion on the CMA agenda reflect Parties' growing awareness and engagement on just transition in the context of addressing the challenges and opportunities of shifting to net-zero and climate-resilient economies.
67. Operationalized in 2023,¹⁰⁹ the JTWP has set out the elements of its work toward identifying just transition pathways to achieving the goals of the Paris Agreement. The UNFCCC Secretariat is tasked with preparing a summary report on the activities under the JTWP that will inform the GST2 (which starts in 2026 and ends in 2028), including its technical dialogue.¹¹⁰ Stakeholders have been able to discuss whole-of-economy and all-of-society approaches to just transition through mandated global dialogues and high-level ministerial roundtables.
68. Just transition is a cross-cutting element of the climate action agenda established for COP30 while Parties still need to agree on what will be delivered to effectively implement the work programme.

N. Actions to Respect, Promote, and Consider Humankind

The Paris Agreement establishes that "Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity." To contribute toward this, the Local Communities and Indigenous Peoples Platform under the Paris Agreement provides an important forum for Indigenous voices to be heard in the climate negotiations. Additionally the Enhanced Lima Work Programme on Gender and its Gender Action Plan have facilitated the gender-responsive implementation of and coherence under the Convention and the Paris Agreement.

Indigenous peoples and local communities

69. Indigenous peoples are custodians of unique knowledge and practices that emphasize the balance between humans and the natural world. However, they are frequently excluded from decision-making processes, and their rights to lands and resources are not always respected. The Paris Agreement recognizes the need to strengthen the knowledge, technologies, practices, and efforts of local communities and Indigenous peoples.
70. The Paris decision establishes the Local Communities and Indigenous Peoples Platform (**LCIPP**) for the exchange of experiences and sharing of best practices on mitigation and adaptation in a holistic and

integrated manner.¹¹¹ Operationalized in 2018,¹¹² the LCIPP then established the Facilitative Working Group to further operationalize the LCIPP and facilitate its implementation.¹¹³

71. In 2021, the LCIPP web portal was launched, marking the first time Indigenous knowledge holders have worked with Parties to design an online space.¹¹⁴ The web portal brings together Indigenous peoples and local knowledge systems, events, and dedicated information on Indigenous peoples and local communities under the scope of the UNFCCC. At COP26, leaders acknowledged the vital role of Indigenous peoples in climate action and inclusive and sustainable development,¹¹⁵ as well as the importance of securing their land and resource rights. Governments and private philanthropies pledged U.S. \$1.7 billion to fund Indigenous peoples' efforts to protect the planet's lands and forests.^{116, 117}

Gender equality and women's empowerment

72. Climate change and gender inequality are interlinking and reinforcing. Persistent gender inequalities leave vulnerable individuals and communities to bear the brunt of climate impacts with fewer tools for adaptation at their disposal.
73. Parties established the Gender Action Plan at COP23 (2017)¹¹⁸ (**GAP**) and later the Enhanced Lima Work Programme on Gender and its Gender Action Plan at COP25 (2019)¹¹⁹ to support to support gender mainstreaming through all relevant targets and goals in activities under the Convention.
74. The GAP invited Parties to strengthen coordination between work on gender considerations of the subsidiary bodies under the Convention, the Paris Agreement, and other UN entities and processes. To achieve this, an in session dialogue was hosted on Gender Day at each COP through COP20 on thematic areas relevant to the Convention and the Paris Agreement to promote coherence reflecting multidimensional factors.¹²⁰
75. The GAP also invited Parties to ensure the respect, promotion, and consideration of gender equality and empowerment of women in the implementation of the Convention and the Paris Agreement. A synthesis report of activities under the GAP showed that seven activities were conducted towards achieving this with 14 outputs.¹²¹

O. Oceans and Climate Change Dialogue

Parties have explicitly recognized the crucial role the ocean and its ecosystems play in regulating Earth's climate in both the Convention and the Paris Agreement. The Paris Agreement's preamble notes the importance of ensuring the integrity of all ecosystems, including oceans, and the protection of biodiversity. The Oceans and Climate Change Dialogues have become crucial platforms for exchanging knowledge, highlighting efforts, and enhancing collective ocean-based climate action.

76. Significant emphasis was placed on the link between ocean health and climate change at COP25, the "Blue COP," which mandated the first Ocean and Climate Change Dialogue.¹²² It was held in December 2020.¹²³
77. The Glasgow Climate Pact (2021) called for hosting an annual Ocean and Climate Change Dialogue to strengthen ocean-based action, to be held at the Subsidiary Body meetings. Parties also invited the relevant work programmes and constituted bodies under the UNFCCC to consider how to integrate and strengthen ocean-based action in their existing mandates and workplans and to report on these activities within the existing reporting processes. At COP27 (2022), Parties were encouraged to integrate ocean-based actions into their national climate goals, including NDCs.¹²⁴

P. Non-Party Stakeholders and the Action Agenda

Non-Party stakeholders, such as businesses, subnational governments, and other civil society organizations are key economic actors in the implementation of climate commitments under the Paris Agreement. Through the Paris Agreement, the Global Climate Action Agenda (GCAA) has grown significantly through the efforts of non-state entities and (public-private) cooperative initiatives supporting collective climate goals and countries' ambition. The Climate High-Level Champions (CHLC) have fostered collaboration between the UNFCCC and the wider climate ecosystem, rallying voluntary efforts and sending key signals. Climate Weeks, which gather key stakeholders ahead of COPs, enables inclusive civil society engagement on climate. Successive COP Presidencies have refined the action agenda to be more effective, culminating in the potentially transformative plan of the incoming COP30 Presidency to align the action agenda with the outcomes of the global stocktake.

78. The participation of NPS has grown exponentially since the early days of negotiating the Paris Agreement. In addition to the great numbers of participation by observers and civil society, the Paris Agreement has generated new leaders, agendas, and fora for engagement that complement the negotiations agenda.
79. The Paris Agreement created the **CHLC** role. Appointed by COP Presidencies, CHLCs provide leadership and insight into key sectors, business leaders, and subnational governments toward strengthening the collaboration between Parties and NPS. They help organize the GCAA with the support of the Marrakech Partnership for Global Climate Action (**MPGCA**), the Climate Champions Team (**CCT**), and the UNFCCC Secretariat.
80. Launched ahead of COP21, the **GCAA** mobilizes voluntary climate action from civil society, businesses, investors, cities, states, and countries to intensify emission reductions, climate adaptation, and the transition to sustainable economies.
81. Launched by the CHLC at COP22 in 2016, the MPGCA supports the implementation of the Paris Agreement by enabling collaboration between governments and NPS, such as cities, regions, businesses, investors, and civil society including youth, Indigenous peoples, and local communities to act on climate change. The MPGCA produces annual climate action reports (**Yearbook of Global Climate Action**) highlighting progress and achievements,¹²⁵ including: the Race to Zero and Race to Resilience campaigns;¹²⁶ the Breakthrough Agenda and the Sharm el-Sheik Adaptation Agenda; and the 2030 Climate Solutions.¹²⁷
82. The Non-state Actor Zone for Climate Action (**NAZCA**) portal was launched by the UNFCCC, Peru, and France in 2014 to track the voluntary initiatives of countries, regions, cities, companies, investors, and other non-state actors. In 2021, the NAZCA Portal was relaunched as the **Global Climate Action Portal (GCAP)**. The portal features 43,559 actors and 210 cooperative initiatives engaging in climate action. A focus on cooperative initiatives has been added in 2024, and the COP30 Presidency has doubled down on supporting their visibility through the COP30 Action Agenda, requesting registration onto NAZCA. The "progress against target" indicator provides information regarding the progress that an actor or initiative has made towards a tracked commitment registered on the portal. Metrics have been developed and are regularly refined with the support of various organizations as well as the CCT.
83. **UNFCCC Climate Weeks** provide a space for dialogue, capacity-building, and showcasing innovative solutions to advance the intergovernmental process and urgent, inclusive, and coordinated climate action. They have provided opportunities for those who would not be able to access COP to discuss climate issues important to their region, as well as provide other fora where mandated events can be held. From 2021-2023, these had a defined regional focus, and since 2025, their focus has changed to global.
84. The 4th COP30 Presidency letter presents a unified approach to the action agenda for COP30 Presidency, the MPGCA, and the CHLC. By effectively **aligning the action agenda with the outcomes of the first GST**, tracking progress toward the GST's targets and signals, and informing the second GST, it

can help Parties and NPS deliver on the GST's mandates to: (i) inform Parties' preparation and implementation of ambitious NDCs; and (ii) enhance international cooperation. The incoming COP30 Presidency vision for aligning the action agenda with the GST across multiple COP Presidencies is potentially transformational. The CHLC five-year plan, to be released ahead of COP30, will be critical to stabilize this vision and call for Parties to support such a vision through to 2030.

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