

Breakthrough Agenda Secretariat's Response to the UNFCCC Consultation on the Five-Year Global Climate Action Agenda

Advancing Implementation, Inclusivity, and Coordination for Real Climate Impact

The Breakthrough Agenda Secretariat welcomes the opportunity to respond to the UNFCCC consultation on the five-year plan for the Global Climate Action Agenda (GCAA) – a critical opportunity to clarify ambition, strengthen delivery mechanisms, and build consistent momentum from COP to COP.

The following suggestions draw on the experience of the Breakthrough Agenda team over the last 4 years in coordinating and amplifying international collaborative action across 150 plus international initiatives and across seven sectors. The response below is relevant to several of the questions proposed in the consultation. We hope that the experience and the learnings from our work to date can help in designing an effective framework for the GCAA over the next 5 years.

1. Support for the Six Axes and the Global Stocktake Linkage

Connecting Negotiation Outcomes to Real-World Implementation

The six axes proposed by the COP30 Presidency, provide an important and useful framework for coordinated implementation of the Global Stocktake goals. The GCAA must deliver the implementation that the negotiations have called for. We'd encourage the international community and future COP Presidencies to use the six axes as an organisational structure for at least the remainder of the current GST period, doing so will help to ensure continuity and clarity of international action from COP to COP.

Strengthening COP-to-COP Continuity

There is a clear need to strengthen links between successive COPs, ensuring that each summit builds on previous achievements and lessons learned rather than starting anew. Within the GCAA, this requires robust tracking, transparent reporting, and structured handovers that preserve institutional memory and accelerate the implementation pathway. A continuous feedback loop between COPs will enable the action agenda to grow in impact and relevance, building ambition and creating accountability.

2. Leveraging Existing Structures and Initiatives

Avoiding Duplication, Amplifying Effectiveness

An effective Action Agenda framework must ensure it utilises existing structures and initiatives wherever possible, to ensure buy-in from stakeholders and to avoid unnecessary duplication and fragmentation of effort. The current landscape hosts a rich tapestry of platforms, coalitions, and sectoral initiatives that have proven their capacity to convene stakeholders, disseminate knowledge, and deliver impact. Adding new entities or initiatives must only occur when clear gaps are identified and when existing structures are demonstrably insufficient.

Rather than proliferate new mechanisms, the Breakthrough Agenda has adopted a strategy of supporting and amplifying the work of exiting initiatives. COP Presidencies are in a powerful position to do the same by raising the profile of and empowering the most effective and proven initiatives which will assist them in mobilising the resources, recognition, and convening power needed to scale their impact. This approach will preserve clarity, reduce administrative burdens, and concentrate collective efforts where they matter most.

3. Sustaining Coordination Mechanisms from COP to COP

A tiered coordination structure tailored to the specific objective/sector

Ensuring coordinated delivery in a complex landscape of many existing initiatives will require coordination structures at different levels, tailored to each objective/sector and sustained from COP to COP.

The 6 Axes with Objective driven Activation Groups (AGs) is a very helpful framing and provides a model that could be continued over the next 5 years – with some Activation Groups continuing from COP to COP. Sustaining 30 Activation Groups however may be logistically challenging for future Presidencies and some Groups may only be needed for one COP, but some Groups will need the consistency of a multiyear approach to have real impact.

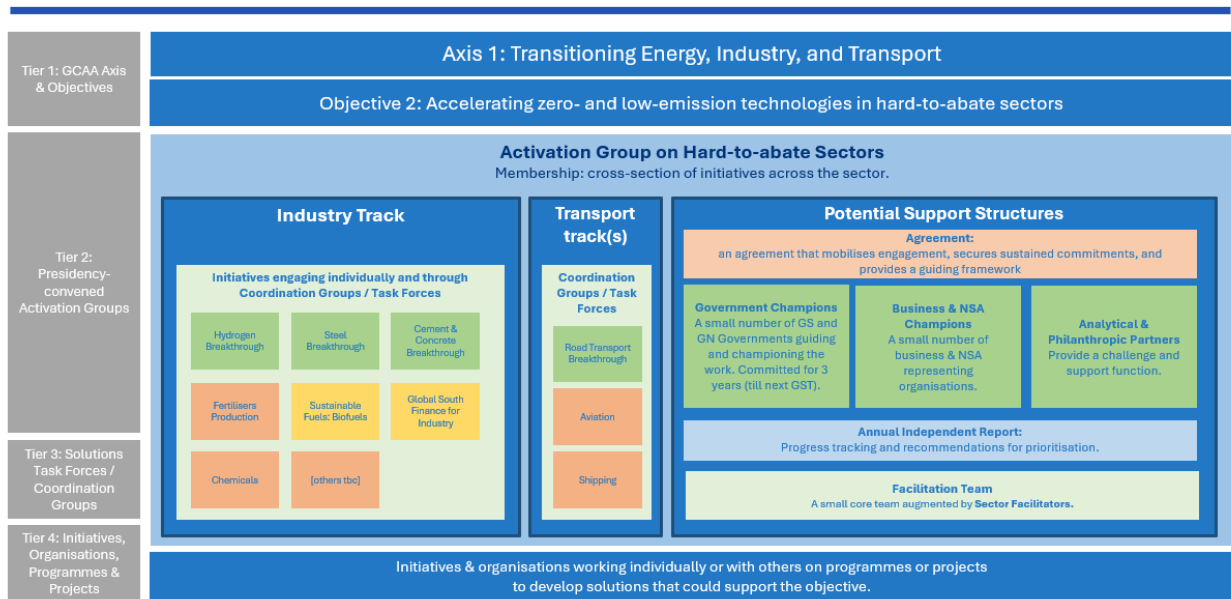
Incoming COP Presidencies could choose to focus on particular topics and put their weight behind specific Activation Groups but there should also be space for other Groups (perhaps with the Presidency's endorsement but without active Presidency engagement) to continue where there is sufficient demand and support from countries, initiatives and other organisations.

In some cases, a third tier of coordination will be needed within an Activation Group with sector or topic specific coordination groups/ taskforces focused on detailed coordination and associated tracking and reporting. Sector Breakthroughs under the

Breakthrough Agenda currently provide this detailed coordination for some sectors that cannot be fully addressed at the Activation Group level.

Activation Group 2 on hard-to-abate sectors is a good example of a Group that would be highly valuable to keep in place for several COPs. Below is a conceptual summary of how such a Group might be structured using Objective 2 as an example.

A proposal from the BA team for a possible 'Coordination Structure' for **GCAA Axis 1, Objective 2: Accelerating zero- and low-emission technologies in hard-to-abate sectors**. Offered as a starting point for discussion.



Coordination support structures

The experience of operating the Breakthrough Agenda over the last 4 years suggests that Activation Groups seeking to sustain delivery over several years will be most impactful if they have specific support structures in place including:

- **Government Champions:** A small number of Global South and Global North Governments guiding and championing the work. Committed for 3 years (till next GST). [see later]
- **Business & NSA Champions:** A small number of business & NSA representing organisations.
- **Analytical & Philanthropic Partners:** Provide a challenge and support function.
- **Annual Independent Report:** Critical independent analysis of progress and recommendations for prioritisation. [Noting this is distinct from but complementary to self-reporting tracking mechanisms such as through the Climate Action Portal, see below].

- **Facilitation Team:** A small core team augmented by Sector Facilitators whose role is to provide independent unbiased support to all initiatives in their sector. [see later]

4. Including Country Co-Leadership at all levels

Building Political Support and Driving Choices

It is essential that the GCAA includes both state and non-state activity, bring these elements closer together. A key strength of the Breakthrough Agenda has been the role of the Country Co-leads for each of the Breakthroughs who provide political weight, strategic vision, and national expertise to the process. Leadership from individual countries is essential in making critical choices, setting priorities, and mobilising the resources required for implementation. Country co-leads can convene partners, broker consensus, and build support among peers and can help ensure continuity over several years. Establishing a small group of co-leads for each Objective and/or sector and drawn from the Global South and Global North would ensure a range of perspectives shape the work.

5. Balancing Inclusivity and Ambition

Enabling Broad Participation while also incentivising ambition

Inclusivity is fundamental to the legitimacy and success of the action agenda. The BA Secretariat recognises the potential of platforms like NAZCA to allow for broad stakeholder involvement, pulling in non-state actors, subnational governments, and civil society. However, self-reporting mechanisms can only go so far in driving ambition, there also needs to be pro-active coordination and regular independent assessment of progress with recommendations for improving effectiveness, closing gaps and reducing duplication. The experience of the Breakthrough Agenda is particularly relevant here where mechanisms have been developed and proven effective in ensuring:

- **Active Coordination:** Each Breakthrough Agenda sector has an independent facilitator who is part of the Secretariat and hosted by an organisation that is already actively contributing to international action in that sector. The Breakthrough Agenda facilitators actively coordinate the existing international initiatives and stakeholders including identifying and supporting the delivery of Priority Actions for that sector. This distributed approach to coordination with facilitators working together but operating out of different host organisations provides an effective balance between on the one hand the benefits of consistency of approach and sharing of experience and on the other hand the benefits flexibility and involvement of a range of organisations.

- **Independent Assessment:** Regular, independent assessments conducted by a trusted organisation—such as those provided by the Breakthrough Agenda Report—are vital. Such assessments offer impartial recommendations to address gaps, avoid overlaps, and direct support to areas with the greatest potential for accelerating the transition to clean energy and sustainable practices.
- **Funding and Sustainability:** Both the facilitators and the independent report mechanisms must be sustainably and fully funded. Reliable funding ensures continuity, quality, and the strategic capacity to respond to evolving priorities and challenges.

By adopting these or similar measures, the GCAA can be both inclusive and drive ambitious implementation.

6. Recommendations for the Five-Year Action Agenda

Drawing on the points above, the Breakthrough Agenda Secretariat recommends the following for the five-year action agenda:

- a. Root the agenda in the six axes, ensuring each is clearly mapped to negotiation outcomes and Global Stocktake priorities.
- b. Establish coordination mechanisms that can sustain COP-to-COP continuity, including sustaining some Activation Groups, ensuring clearer handovers, transparent reporting, and ongoing progress monitoring.
- c. Provide a clear role for country co-leads at both sub-sector and activation group levels, providing clear mandates and recognition to help drive ambition and secure resources for delivery.
- d. Focus on leveraging and strengthen existing structures and initiatives, creating new mechanisms only where very clear gaps exists.
- e. Actively coordinate the landscape, going beyond self-reporting, with active coordination and regular independent assessment.
- f. Prioritise pooled resources for facilitators and reporting mechanisms to maintain quality, continuity, and strategic adaptability.

About the Breakthrough Agenda

The Breakthrough Agenda is an international framework launched at COP26 and now endorsed by over 60 countries, designed to accelerate the global clean energy transition through enhanced collaboration in high-emitting sectors including power, road transport, hydrogen, steel, cement and buildings. It works with existing international initiatives to deliver sectoral goals to 2030, coordinating priority actions, and supporting COP presidencies and implementation of climate action.

Breakthrough Agenda aims to simplifying the international landscape, reducing duplication, and convening coalitions ambitious countries and initiatives to address shared challenges and elevate the most effect mechanisms for implementation.

The Breakthrough Agenda and partner initiatives will play a critical role in delivering the Global Stocktake, with growing partnerships across governments, philanthropy, initiatives and international organisations including WBCSD, Mission Innovation, Clean Energy Ministerial and the Climate Champions Team.

The Breakthrough Agenda Secretariat consists of facilitators in each Breakthrough Agenda sector and a cross-cutting team. It is overseen by the Breakthrough Agenda Oversight Group and the co-lead countries of each of the sector Breakthroughs.

7. Conclusions

The Breakthrough Agenda Secretariat stands ready to work in partnership with the UNFCCC and the broader climate community to realise the vision of the five-year action agenda. By reinforcing implementation, harnessing existing implementation activity, bringing together state and non-state activity we can ensure that the action agenda delivers on what has been agreed in negotiations and support further ambitious negotiated outcomes at COP. The next five years are critical: together, let us build an agenda that delivers for people, planet, and prosperity.