The Hague International Model United Nations

Forum: Environment Commission 1- Conference of the Parties of Climate Change

Issue: Developing climate action by non-Party stakeholders, and mobilising all levels of society

Student Officer: Teresita Perez de Solay

Position: Deputy President of EVC1

Introduction

Developing climate action by non-Party stakeholders and mobilising all levels of society is pivotal for complementing national efforts against climate change. Non-Party stakeholders—cities, businesses, civil society organisations, financial institutions, and local communities—play a key role in fostering innovative solutions, enhancing transparency, and expanding the impact of climate initiatives beyond state commitments. Inclusive engagement across society is essential to meet Paris Agreement targets and commitments from COP conferences.

Effective climate action requires coordination at local, national, and global levels across sectors. Non-Party stakeholders contribute knowledge, resources, and operational capacity, helping implement initiatives, ensure accountability, and fill gaps left by national policies. Voluntary commitments from these actors can also raise ambition and accelerate progress. The UNFCCC increasingly recognises their role through platforms like the Non-State Actor Zone for Climate Action (NAZCA) and partnerships such as the Marrakech Partnership for Global Climate Action, which support and scale stakeholder efforts. Engaging non-Party actors is therefore crucial for systemic, multi-level, and inclusive climate action that advances global mitigation and adaptation goals.

Definition of Key Terms

Non-Party Stakeholders

The United Nations Framework Convention on Climate Change (UNFCCC) defines non-Party

Stakeholders as organisations and individuals who are not officially recognised as Parties or Observer States to the Convention but actively participate in its activities. Their input is essential for shaping policies and promoting the progress of implementation.

Mobilisation

The act of organising or preparing a group of people for a specific purpose, in this case, activating and engaging all levels of society to collectively drive rapid, significant change to address the climate crisis through social, political, and economic means.

Accountability

The process of holding governments, businesses, and other institutions responsible for their impact on the climate and for meeting their climate commitments and encouraging transparency and credibility of climate action.

Mitigation

Climate change mitigation encompasses efforts by governments, companies, or individuals to limit or avoid greenhouse gas emissions, or to bolster natural carbon sinks that absorb and store these gases from the atmosphere.

Nationally Determined Contributions

These are the plans each country presents under the Paris Agreement to combat climate change. These contributions detail how each country will reduce its greenhouse gas emissions and adapt to climate impacts, such as droughts and sea-level rise. The NDCs establish targets, timelines, and actions in key sectors such as energy, transport, and agriculture.

High-Level Champions

Climate High-Level Champions primarily serve on behalf of the COP President to promote, via high-level advocacy, the expansion and reinforcement of voluntary climate initiatives, coalitions, and efforts. They also organise an annual high-level event alongside the UNFCCC Executive Secretary and the current and next COP Presidents.

Background Information

The recognition that state-led efforts alone cannot tackle climate change spurred non-Party

stakeholders' involvement and mobilisation across society. The UNFCCC, founded in 1992, initially focused on national governments' binding commitments, but early 2010s analyses exposed emissions gaps: even full compliance with pledges would exceed the Paris Agreement's 1.5°C limit, with CO2 emissions hitting record highs annually[1]. Non-party actors stepped in via voluntary innovations and local actions. The 2014 Lima-Paris Action Agenda (LPAA) at COP20 marked a pivot, inviting these stakeholders into global efforts, while the NAZCA platform tracked commitments for transparency, bolstered by the 2015 Paris Agreement.

Transparency and accountability

Transparency and accountability for non-Party stakeholders (NPS) in climate action focus on providing clear, credible information about commitments to foster trust and compliance under frameworks like the Paris Agreement. Article 13 primarily targets Parties, but capacity gaps among countries create opportunities for NPS to support through independent reporting on emissions, finance, and policies, including qualitative and quantitative disclosures for governing mechanisms and initiatives. Accountability involves monitoring and verifying progress on pledges; NPS enhance this via data sharing and platforms like NAZCA to track net-zero commitments, despite challenges like participation barriers and the need for standardised frameworks in UNFCCC reviews.

Sectoral and inclusive mobilisation

Coordinated efforts engage all economic sectors and society to cut greenhouse gas emissions and build climate resilience, targeting high-emission areas like energy, industry, transport, and agriculture with tailored net-zero strategies. The UNFCCC's Climate Action Pathways initiative outlines sectoral blueprints, milestones, and actions to meet Paris Agreement goals by 2050, promoting non-Party stakeholder collaboration for systemic change. Inclusive mobilisation unites diverse entities, prioritising social equity through examples like Climate Neutral Now industrial pledges and sector-wide adoption of circular economy, renewables, energy efficiency, and sustainable management.

Major Countries and Organizations Involved

UNFCC

The UNFCCC enables non-Party stakeholders to participate through observer status under Article 7.6, allowing engagement by cities, businesses, civil society, and indigenous groups. Its policies emphasize equity, prioritizing developing countries and LDCs via the Partnership Committee, which reviews collaboration proposals and financial contributions while managing risks. To enhance transparency, the UNFCCC launched the Non-State Actor Zone for Climate Action (NAZCA) in 2014 at COP20 in Lima to track voluntary commitments. More recently, the 2023 Recognition and Accountability Framework

evaluates net-zero commitments by both Party and non-Party actors.

NAZCA

Launched by UNFCCC at COP20 in Lima (December 2014) and now the Global Climate Action Portal now serves as the central transparency hub for non-Party stakeholders. It registers and tracks voluntary climate commitments from non-Party Stakeholders. Its policies focus on data that is reported by actors, integration with private sector partners for data, and development for accessibility, syncing with UNFCCC's Climate Data Hub to encourage action by supplying transparent and accurate data to support climate action. It supports Paris Agreement goals by providing credible data for policymakers, inspiring coordination, and monitoring progress toward net-zero and resilience.

COP

The Conference of the Parties (COP) to the UNFCCC facilitates non-Party stakeholder involvement by recognizing their role in implementing Paris Agreement goals, including through observer status and dedicated platforms for input on climate action. COP decisions encourage Parties to collaborate with businesses, cities, civil society, and others to support Nationally Determined Contributions (NDCs) through unique approaches and knowledge sharing. This mobilizes all society levels by tracking voluntary commitments and enhancing transparency.

OECD

The OECD promotes non-Party stakeholder engagement through policy analysis to boost mitigation beyond NDCs. Its IPAC Climate Action Monitor 2025 covers 52 countries and identifies slowed policy momentum and an 8% emissions gap to meet 2030 targets[2]. Government at a Glance 2025 reports that 14 of 27 centres of government coordinate climate policy, with most members adopting net-zero strategies[3]. Current OECD priorities include integrating stakeholders in emission-reduction frameworks, preventing carbon leakage, scaling climate finance, linking climate and biodiversity, and improving policy sequencing for net-zero transitions.

Timeline of Events

December, 1st, 2014	COP20 (Lima, Peru) Launch of the Lima-Paris Action Agenda (LPAA) to mobilise non-state and subnational climate action.
November, 3rd, 2015	COP21 (Paris, France) Approval of High-Level Champions to mobilise voluntary climate action. This formalised the role of high-level figures in encouraging climate commitments from non-Party stakeholders.
November, 7th, 2014	COP22 (Marrakesh, Morocco) Launch of the Marrakech Partnership for Global Climate Action and creation of High-Level Champions.

November, 4th, 2016	The Paris Agreement formally entered into force.
November, 6th, 2022	COP27 (Sharm El-Sheikh, Egypt) Introduction of the Sharm El-Sheikh Adaptation Agenda.
November, 10th, 2025	COP30 (Belém, Brazil) Publication of the 2025 Marrakech Partnership Work Programme.

Previous Attempts to Solve the Issue

Non-Party stakeholder engagement under the UNFCCC has expanded steadily since 1992, beginning with Article 7.6, which allowed limited NGO participation. Early initiatives such as Momentum for Change (2013) and multi-stakeholder dialogues at COP18 (2012) promoted innovation and knowledge-sharing but lacked coordination. A major shift occurred with the Lima-Paris Action Agenda at COP20 (2014), which mobilised a major increase in voluntary pledges by 2020 across key sectors. This was formalised under the Paris Agreement (Decision 1/CP.21) through registration on the NAZCA platform and the appointment of High-Level Champions. Further structure was added by the Marrakech Partnership at COP22 (2016), including sectoral pathways and Regional Climate Weeks. Despite these developments, climate outcomes remain insufficient, with emissions at record highs and global temperatures projected to reach 1.5°C by 2030[4].

Possible Solutions

Financial Incentives

Encourage non-Party stakeholder climate action through state and international financial incentives, including dedicated UNFCCC funds for non-Party actors to support climate action and technology development. These mechanisms would strengthen accountability by requiring emissions and voluntary action reporting through the Non-State Actor Zone for Climate Action portal. National governments can further incentivise participation via tax credits, subsidies, grants, green bonds, low-carbon public procurement, and blended finance to mobilise private investment, particularly in developing countries.

Transparency and Accountability

Promote transparency from national governments and non-Party stakeholders, providing reliable reporting, review, and accessibility of data on emissions, policies, progress, and support to foster trust and accountability under existing frameworks such as the UNFCCC and NAZCA. Incentivise transparency through tangible financial benefits and growth opportunities.

Education and Awareness

Education campaigns are crucial for mobilising non-party stakeholders and all levels of society toward climate action. By raising awareness of collective efforts, they enhance public understanding of climate challenges, enabling broader participation and diverse approaches to mitigation and adaptation. This fosters inclusive engagement from communities, youth, NGOs, and businesses, amplifying NDC implementation and resilience-building.

Endnotes

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