

COP31 TÜRKİYE ANTALYA

TÜRKİYE'S COP31 EXPERIENCE AND IMPLEMENTATION PRESIDENCY

A New Presidency Model in Global Climate Governance




TURKISH PRESIDENCY
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FOREWORD

In recent years, our world has been passing through a difficult period marked by successive global challenges. Wars, conflicts, pandemics, energy supply disruptions and food crises, alongside the increasingly severe impacts of climate change, demonstrate that the challenges we face today have reached a scale that no country can overcome within its own borders. It is therefore of great importance that we seek common solutions to these issues affecting humanity with a sense of responsibility and remain open to international cooperation and solidarity.

In this regard, the world demonstrated significant resolve in combating climate change through the Paris Agreement. In the years that followed, targets were set, commitments were announced and numerous decisions were adopted. However, implementing these requires translating finance into investment, technology into production, targets into projects and decisions into tangible results. As Türkiye, we approach climate change from a perspective rooted in justice and our civilisational values, with an understanding that places development and people at its centre. We do not consider it equitable that the societies which have contributed the least to climate change should bear its heaviest burden. We maintain that every country's right to development, historical responsibilities, and economic and social circumstances must be taken into account.

Through our calls under the motto "The world is bigger than five", we have for years emphasised the need to strive for a world governed not by the law of the powerful, but by the power of the law. Türkiye will continue, as it has always done, to stand for peace, justice, solidarity and human dignity.

Climate change, which confronts all humanity, also clearly demonstrates the need for a fairer, inclusive and trust-based international order. In an environment where developing countries cannot access the finance they need, significant disparities persist in access to technology, and the loss and damage caused by climate change continue to increase, we believe it is imperative that global climate policies be shaped on the basis of justice. We advocate the fulfilment of commitments, the strengthening of climate finance and the acceleration of technology sharing.

Türkiye is a unique country situated at the crossroads of Asia and Europe, the Mediterranean and the Black Sea, with deep-rooted historical, cultural and human ties extending across a vast geography, from the Balkans to the Caucasus and from Central Asia to the Middle East and Africa. Drawing strength from our history, civilisation and the values of our nation, we remain firmly committed to fulfilling the responsibilities entrusted to us by our geography. Our COP31 Presidency and our hosting of this conference are a powerful manifestation of the responsibility

our country has undertaken. In this regard, we believe that the relationships we have established between different parts of the world, together with our diplomatic experience, will make positive contributions to climate diplomacy throughout the COP31 process.

As we conduct our Presidency with an approach centred on "dialogue, consensus and action", we are working towards a process in which every country can make its voice heard, differences can be openly discussed and common ground can be broadened. In Antalya, we aim to bring together developed and developing countries, the communities most affected by climate change, and actors with access to finance and technology, around shared objectives.

For this reason, we regard COP31 as an Implementation COP.

Türkiye's contribution to COP31 is underpinned by extensive experience in implementation. We are undertaking a significant transformation across numerous sectors, from energy and industry to transport and urban development, and from environmental protection to the circular economy. We are expanding our renewable energy capacity, improving energy efficiency, supporting the green transformation of our industry and continuing our efforts towards our 2053 Net Zero Emissions target.

The Zero Waste Movement, launched in our country under the leadership of my spouse, Emine Erdoğan, has now transcended our borders to become an international environmental movement. We are pleased to see the Zero Waste approach, which has gained recognition within the United Nations, being embraced in different parts of the world. We are also making Türkiye's experience in this field available for the benefit of humanity throughout the COP31 process.

We believe that efforts to combat climate change will be strengthened through the participation of societies. We wish Antalya to serve as a meeting point where people from different parts of the world listen to one another, countries share their experiences, and the search for solutions gives rise to new partnerships.

At the World Leaders Summit to be held as part of COP31, we will welcome heads of state and government to Antalya. We hope that the Summit will strengthen political will in the fight against climate change, enhance trust among countries and lay the groundwork for new steps towards implementation.

Türkiye views the COP31 Presidency as a significant responsibility and firmly believes that the trust built, the cooperation fostered and the decisions taken in Antalya will have a lasting impact in the years ahead.

I hope that this publication will contribute to this important process, and I congratulate all those who have contributed to its preparation.

PRESIDENT OF THE REPUBLIC OF TÜRKİYE
RECEP TAYYİP ERDOĞAN





Contents

Foreword 5
Introduction 13

Chapter 1

THE GLOBAL CLIMATE REGIME 19
1.1. Climate Change and the Need for Global Cooperation 22
1.2. The Emergence and Development of the Global Climate Regime 24
1.3. The Paris Climate Agreement and the Operating Logic of Today's Climate Regime 27
1.4. The UNFCCC System and COPs 29
1.5. Implementation in the Global Climate Regime 32

Chapter 2

THE EVOLVING ROLE AND FUNCTION OF COP PRESIDENCIES 35
2.1. Changing Priorities in Global Climate Policies 37
2.2. Cooperation among Institutions in Implementation 39
2.3. The Position of the COP Presidency 41
2.4. The Expansion of Success Criteria 44

Chapter 3

FROM MANAGING NEGOTIATIONS TO IMPLEMENTATION 47
3.1. Impartiality and Trust 49
3.2. The Growing Importance of Political Consensus 49
3.3. The Post-Paris Period 51
3.4. The Rise of the Action Agenda 52
3.5. Convergence of Negotiation and Implementation 54

THE IMPLEMENTATION PRESIDENCY 57

4.1. Prioritisation and Selectivity 60
4.2. Bringing Together Actors and Tools 61
4.3. Bringing Financing and Project Capacity Together 62
4.4. Mobilising Existing Institutional Capacity 63
4.5. Monitoring Results 64
4.6. Thinking Beyond the Presidency Term 65
4.7. Core Rationale of the Implementation Presidency 66

Chapter 4

TÜRKİYE ON THE PATH TO COP31: FROM POLICY DEVELOPMENT TO IMPLEMENTATION CAPACITY 69

5.1. Türkiye's Evolving Position in the COP Regime 71
5.2. Institutionalisation from Targets to Public Policy 72
5.3. The European Green Deal, Industry and Competitiveness 75
5.4. Energy Transformation 76
5.5. Zero Waste: From National Implementation to Global Environmental Diplomacy 77
5.6. Urbanisation, Post-Disaster Reconstruction and Resilience 79
5.7. Adaptation, Water, Agriculture, Land and Ecosystems 81
5.8. The International Value of Experience: Implementation Capacity and Diplomatic Learning 82

Chapter 5

BUILDING THE COP31 PRESIDENCY: THE ROAD TO ANTALYA 85

6.1. From Candidacy to the Belém Consensus: Two Years of Diplomacy 87
6.2. The Beginning of the Presidency: From İstanbul to Antalya 88
6.3. Presidency Letters as Policy Documents 90
6.4. The Türkiye–Australia Partnership Model and the Pacific Dimension 91
6.5. Multilayered Climate Diplomacy on the Road to Antalya 93
6.6. Domestic Ownership and Strategic Stakeholder Diplomacy 97
6.7. Communication Management 99
6.8. The Presidency's Executive and Leadership Architecture 99
6.9. Venue, Logistics and Operations Management 103
6.10. COP31 Presidency Success Framework: From Negotiation to Implementation 107

Chapter 6

Chapter 7

THE COP31 VISION, ACTION AGENDA AND IMPLEMENTATION GOALS: BALANCE AND JUSTICE ARCHITECTURE 109

7.1. An Agenda Shaped through Consultation 111

7.2. Continuity with Previous COPs 112

7.3. Ten Priority Themes: From a List of Issues to an Implementation Portfolio 113

7.3.1. Zero Waste and Methane Reduction 113

7.3.2. Oceans and Seas 114

7.3.3. Food Security 116

7.3.4. Climate-Resilient Cities 117

7.3.5. Climate Implementation Bridge 118

7.3.6. Youth and Education 119

7.3.7. Green Industrialisation 120

7.3.8. Clean Energy Transition 122

7.3.9. Rio Synergy 123

7.3.10. Dynamic and Resilient Health Systems 125

7.4. Balance and Justice among Priorities 125

7.5. Interlinkages Among Thematic Areas 127

7.6. Vertical Balance Across Global, National, and Sectoral Levels 129

7.7. From Themes to Measurable Outcomes: Global Implementation Targets 130

7.8. The Implementation Link Between the Vision, Agenda and Targets 132

7.9. Translating Balance into Implementation Logic 133

Chapter 8

THE IMPLEMENTATION ECOSYSTEM OF THE ACTION AGENDA 135

8.1. Activation Groups 137

8.2. COP31 Business Forum and the Business Summit 138

8.3. COP-SCIENCE: Science–Policy–Implementation 139

8.4. High-Level Champions, Youth and Volunteering 140

8.5. Stakeholder Partnerships, the Türkiye Pavilion and Side Events 141

8.6. International Partnerships: IEA, IRENA, Bloomberg and Other Actors 142

8.7. Participation Areas and Digital Access 143

8.8. The Meaning of the Implementation Ecosystem 144

THE GOVERNANCE MODEL FOR THE IMPLEMENTATION PRESIDENCY: POLITICAL LEADERSHIP, PRIORITISATION AND CONTINUITY 147

9.1. Political Leadership and Executive Capacity 149

9.2. The Appropriate Distance Between Negotiations and Action Agenda 150

9.3. Prioritisation 150

9.4. Political Leverage and Timing 151

9.5. Using Partnerships Strategically 151

9.6. Monitoring, Measurement and Decision Support 152

9.7. Credibility, Impartiality and Türkiye's Visibility 153

9.8. Post-Presidency Continuity and Institutional Memory 153

Chapter 9

A MATURING MODEL: FROM IMPLEMENTATION COP TO IMPLEMENTATION PRESIDENCY 157

10.1. Core Functions of the Implementation Presidency 160

10.2. The Limits of the Presidency 161

10.3. Financing, Technology, and Capacity 161

10.4. National and Local Implementation Working Together 163

10.5. Measuring Success 163

10.6. Sharing Türkiye's Experience 164

10.7. Transforming the Presidency from a One-Year Conference Role into Implementation Capacity 165

Chapter 10

COP31 Vision and Action Agenda 166

Glossary 169

References 175



INTRODUCTION

For over three decades, global climate policy has built up a substantial institutional and legal foundation. Countries have agreed on shared objectives, Nationally Determined Contribution mechanisms have been developed, and an international system for reporting and assessing progress has been put in place. While this body of experience is significant, it has not resolved one of the fundamental challenges facing global climate policy: how can agreed targets be translated into action?

A country's announcement of an emissions reduction target does not guarantee a spontaneous transformation of its energy system. Renewable energy investments must be made, electricity grids must be developed, new industrial technologies must be employed, buildings must be more efficient, and transportation systems must be transformed. It is equally important to prepare cities, agricultural systems, water resources, and health care services for the effects of climate change. All of these areas require collaboration among finance, technology, human resources, legislation, and institutional capacity.

A significant portion of the problems faced during implementation stem not from a lack of resources or institutions but rather from a failure to effectively link existing capacities with one another. Even if a city correctly assesses its climate risk, it may be unable to complete the project preparation required by international financial institutions. A development bank may have resources, but there may not be an adequate pipeline of projects. While the central administration establishes national goals, the private sector may be required to make investment decisions.



As a result, the success of implementation depends not only on the presence of institutions but also on the nature of their interactions. In this context, the changing role of the COP Presidency becomes increasingly important. The Presidency's main duty is to ensure the negotiating process is conducted impartially, credibly, and in an orderly manner. The Presidency can interact directly with a wide range of actors during its year in office, including ministers, heads of state and government, international organisations, development banks, cities, the private sector, and academia.

This political and diplomatic reach provides the COP Presidency with significant room to act during the implementation period. The Presidency can help bring certain issues to greater prominence on the international agenda, facilitate consensus among countries with opposing viewpoints, and bring together actors who can help overcome some implementation challenges.

The Implementation Presidency approach, as defined in this book, builds on this potential. The Implementation Presidency refers to an approach whereby the COP Presidency, while preserving its traditional diplomatic functions and neutrality in the negotiation process, makes more systematic use of its political reach and diplomatic capacity to facilitate the implementation of climate goals.

This is not a proposal for a new legal authority or international bureaucracy. Responsibility for national policies remains with states, responsibility for local implementation with the relevant authorities, and responsibility for investment and financing decisions with the institutions authorised to take such decisions. The COP Presidency's contribution lies in bringing greater visibility to the financing, technology, capacity and coordination challenges that hinder implementation and in bringing together actors that can contribute to addressing these challenges.

The Implementation Presidency should be regarded as part of the ongoing implementation-oriented trend that has gained traction in global climate policy in recent years. As the rules of the international climate regime have evolved since the Paris Agreement, the question of how targets will be met has become more prominent.

Türkiye's approach for its COP31 Presidency seeks to link the growing emphasis on implementation at previous COPs to a more systematic model for the Presidency's work. From this standpoint, Türkiye's COP31 Presidency provides an important avenue for implementation.





COP31 Türkiye Presidency Promotional Activities, Times Square, New York, USA. 22 September 2026.

Türkiye has recently developed the institutional framework for its climate policy by ratifying the Paris Agreement, announcing the 2053 Net Zero Emissions Target, updating its Nationally Determined Contributions, developing a long-term climate strategy, and enacting the Climate Law. Various areas of implementation for this transformation include energy, zero waste, urban planning, resilience, and local climate policies.

What makes Türkiye's experience valuable is that it provides concrete implementation experience on how the transition can be managed in a context of rising energy demand, ongoing industrialisation and urbanisation, intensifying climate risks, and a comprehensive recovery and reconstruction process following the February 6 earthquakes.



President Recep Tayyip Erdoğan planted a sapling as part of the "Green Homeland – My School, a Solution for the Future" project during the Opening Ceremony of the 2025–2026 Academic Year. Prof. Mümtaz Turhan Social Sciences High School, İstanbul, Türkiye. 8 September 2025.



The value of this experience does not stem from Türkiye having addressed all the challenges of the climate transition. On the contrary, Türkiye is undergoing a transformation process similar to that of many developing countries, facing challenges in development, energy supply security, finance, and technology. Therefore, the experience Türkiye brings to COP31 should be evaluated as a political and institutional experience that evolves through implementation rather than as a completed model.

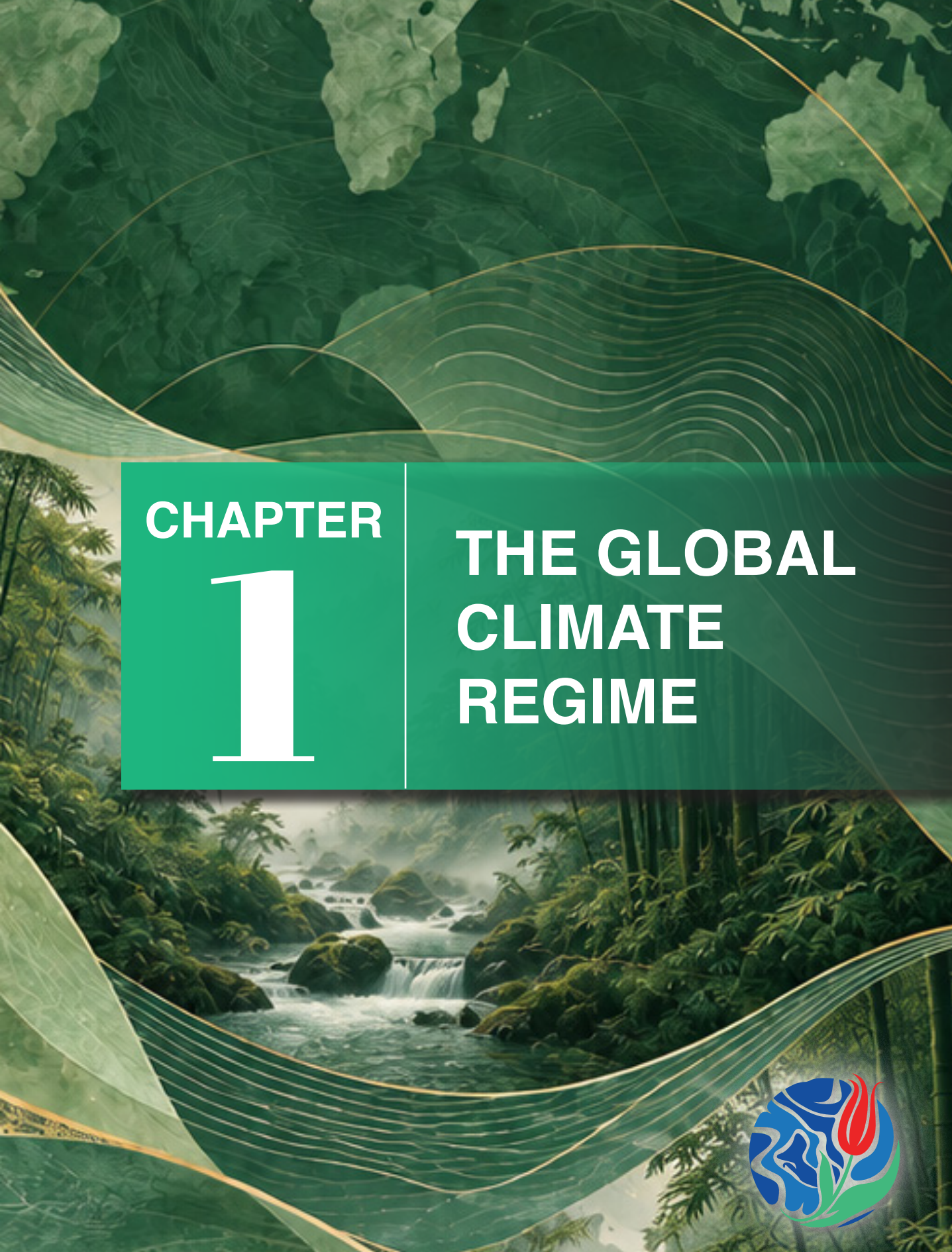
The COP31 Presidency's approach of Dialogue, Consensus, and Action serves as the political framework for its understanding. Dialogue entails taking into account the perspectives of countries with varying economic and social conditions, as well as ensuring that all parties have confidence in the process. Consensus allows common areas of action to be established despite these differences. Action prioritises translating the agreed-upon goals into policy, investment, and tangible results.

This work evaluates Türkiye's COP31 Presidency in light of the growing implementation-oriented trend in global climate diplomacy. The central argument here is that the COP Presidency can, while preserving its neutrality and credibility in the negotiation process, more systematically direct its political and diplomatic capacities towards reducing barriers to implementation. Türkiye's COP31 Presidency is a current example of this approach.

However, this discussion is important beyond a single COP period. The nature of the relationship established between negotiation and implementation, as well as the transformation of experience gained in this process into an institutional body of knowledge that can be used by future COP Presidencies, will be COP31's more lasting contribution.







CHAPTER 1

THE GLOBAL CLIMATE REGIME



Over the past half-century, climate change has given rise to one of the most extensive areas of international cooperation. Initially addressed primarily through environmental policy, the issue has evolved to be directly related to energy, industry, agriculture, trade, finance, urbanisation, health, and development policies. This expansion is driven not only by the environmental effects of climate change, but also by the spread of its causes and consequences throughout economic and social systems.

Another aspect of the problem is its transnational nature. The effects of greenhouse gases released into the atmosphere extend beyond the country where the emissions occur. Likewise, the consequences of climate change are not confined by national borders. Droughts, extreme temperatures, sea-level rise, water stress, and ecosystem changes occur at varying intensities across different geographies, but they are all part of a shared climate system.

"The duty for all of us is to take measures against this threat, with a fair burden-sharing, and to fulfil our obligations quickly"

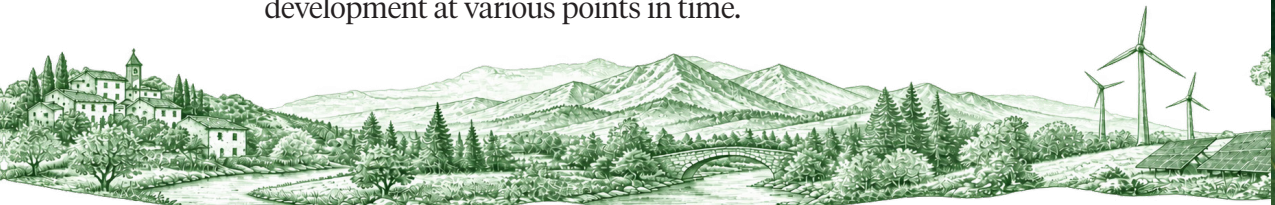
Recep Tayyip Erdoğan

76th Session of the UN General Assembly, 21 September 2021

On the other hand, a large portion of the change needed to combat climate change occurs at the local and national levels. Decisions about how to shape energy systems, plan cities, use industrial technologies, sustain agricultural production, and develop transport systems are largely made within countries' own economic, political, and institutional structures.

Climate change thus presents a unique governance challenge. The problem is global, but the solution necessitates a series of national and local decisions that all work towards the same overall goal.

The global climate regime refers to the entire set of principles, rules, agreements, institutions, and decision-making processes developed by the international community over time to provide a common response to this issue. The United Nations Framework Convention on Climate Change laid the groundwork for this structure, with the Kyoto Protocol and the Paris Agreement serving as the primary legal instruments shaping the regime's development at various points in time.



COP meetings are the most visible forum for decision-making and negotiation in this structure. To understand the role of COPs and the COP presidencies discussed in the following chapters, it is first necessary to define the fundamental characteristics of the international system in which they operate.

1.1. Climate Change and the Need for Global Cooperation

Particularly in the last few decades, scientific understanding of climate change has advanced dramatically. The Intergovernmental Panel on Climate Change's (IPCC) assessments clearly show that greenhouse gas emissions from human activities are the primary cause of global warming. Between 2011 and 2020, global surface temperatures increased by about 1.1°C above the 1850-1900 average.

The accumulation of greenhouse gases in the atmosphere is responsible for this change. Energy production and consumption, industry, transportation, buildings, agriculture, and land use changes all increase the atmospheric concentrations of greenhouse gases, particularly carbon dioxide.

Climate change does not simply imply an increase in average temperature. Changes in precipitation patterns, extreme temperatures, drought, sea level, glaciers, and ecosystems have an impact on the economy and society. The nature and magnitude of these effects vary depending on a country's geographical location, economic structure, and social vulnerabilities.



Zero Waste Forum Gala Dinner, Atatürk Airport, İstanbul, Türkiye. 7 June 2026.

Mitigation is one of the most fundamental concepts in climate policy. Mitigation strategies include limiting or reducing greenhouse gas emissions and enhancing carbon sinks. Energy efficiency, the development of low-carbon energy sources, the transformation of transportation and industry, and forest conservation are among the most prominent examples in this field.

The second fundamental concept is adaptation. Adaptation is the process of strengthening the resilience of societies, economies, cities, and natural systems in the face of past or anticipated climate impacts. Water management, preparing agricultural production for changing climate conditions, mitigating extreme heat and flood risks in cities, and planning infrastructure for long-term risks are all examples of adaptation in action.

Along with these two areas, loss and damage has evolved into one of the most important issues in international climate policy. The failure to prevent all climate impacts through mitigation and adaptation policies has sparked a new debate about justice and solidarity, particularly among countries that have contributed relatively little to climate change but are highly vulnerable to its impacts.

All of these concepts demonstrate the importance of international cooperation. No single state can stop the rise in global temperatures by implementing measures within its borders. However, it is unrealistic to expect all countries to have equal economic capacity, energy structure, historical responsibility, or level of development.

As a result, one of the most fundamental political questions in global climate policy emerges: How should responsibility be distributed among countries with different circumstances in the face of a common problem? The history of the global climate regime is largely shaped by the development of answers to this question.



1.2. The Emergence and Development of the Global Climate Regime

Environmental issues began gaining greater visibility in international politics from the 1970s onwards. One important turning point in the development of global environmental cooperation was the 1972 Stockholm Conference, which laid the groundwork for more systematic international discussions on the relationship between environment and development.

The establishment of the Intergovernmental Panel on Climate Change (IPCC) in 1988 was one of the major developments that strengthened the link between scientific knowledge on climate change and international decision-making processes. The IPCC is not an institution that directly sets out policy. Its main function is to evaluate the scientific literature on climate change, determine the current state of knowledge, and provide decision-makers with a common scientific basis for assessment. This relationship between scientific knowledge and international policy later became one of the defining characteristics of the climate regime.



The global climate regime's legal and institutional foundation was established through the United Nations Framework Convention on Climate Change (UNFCCC), which was opened for signature at the 1992 Rio Earth Summit. The Convention entered into force in 1994.



COP31 Promotional Programme Held as Part of the 81st Session of the United Nations General Assembly, New York, USA, 29 September 2026

The UNFCCC's main objective is to establish a framework for international cooperation to stabilise greenhouse gas concentrations in the atmosphere at a level that prevents dangerous human interference with the climate system.

An important feature of the Convention is that, while recognising climate change as a common concern for all states, it also takes into account differences between countries. The principle of "common but differentiated responsibilities and respective capabilities" has been one of the fundamental elements of this approach.

Two basic realities underlie this principle. First, countries' historical contributions to global greenhouse gas accumulation vary depending on their industrialisation processes. Second, th eir economic, technological, and institutional capacities for implementing climate policies are different.

For this reason, the UNFCCC established a framework regime that could evolve over time, rather than a closed arrangement in which every detail was predetermined from the start.

The next important stage of this structure was the Kyoto Protocol. Adopted in 1997, the Protocol introduced more specific and quantified obligations to limit and reduce emissions, particularly for developed countries.

Additionally, the Kyoto system made it possible to create market-based tools like Joint Implementation, the Clean Development Mechanism, and international emissions trading. Therefore, considerable experience was gained in applying economic instruments to climate policy. Nonetheless, Kyoto's scope remained limited in light of the evolving structure of global emissions over time. The fact that binding mitigation obligations did not cover all countries, combined with the transformation of the global economy, emphasised the need to create a structure that was based on broader participation.

The most important outcome of this search was the Paris Climate Agreement, adopted in 2015. The Paris Climate Agreement developed a different architecture than the Kyoto Protocol. Rather than setting top-down quantified targets for individual countries, the international system established a more universal structure in which all Parties develop climate contributions according to their own national circumstances.

This transformation did not eliminate the fundamental problem of the regime. Differences in development, historical responsibility, access to finance, and technological capacity persisted even after Paris. However, a more inclusive framework has been established to address these disparities within the same international system.

From this perspective, the development of the global climate regime should not be viewed as a linear process. The UNFCCC, the Kyoto Protocol, and the Paris Climate Agreement are not mere continuations of one another. Each represents a distinct institutional response to issues that arose during the preceding period, as well as changing international conditions.

The UNFCCC established a common ground, the Kyoto Protocol introduced more specific obligations, and the Paris Agreement created an arrangement in which almost all countries participate within the same climate architecture. Today's global climate regime operates on the institutional and legal legacy created by these three stages.



1.3. The Paris Climate Agreement and the Operating Logic of Today's Climate Regime

The Paris Climate Agreement's long-term objective is to keep the rise in global average temperature well below 2°C above pre-industrial levels while pursuing efforts to limit the increase to 1.5°C.

However, the primary innovation introduced by Paris to the global climate regime is not simply the temperature target. The Agreement's distinguishing feature is that it creates an operational framework connecting the common global objective with countries' own national policies within a single system.



At the centre of this structure are the Nationally Determined Contributions (NDCs). Each country prepares and communicates to the international system the contribution it intends to make to combat climate change within the context of its national circumstances. Thus, the Paris system does not apply the same policy instrument or emission reduction rate to all states. This structure establishes a balance between the global goal and national decision-making authority.

The Paris Climate Agreement's second important feature is that it is not made up of one-off targets. National contributions are expected to be renewed on a regular basis and progress over time.

One of the crucial components of this process is the Global Stocktake. The assessment examines how far the world has come towards achieving the Paris Climate Agreement's long-term goals.

Furthermore, the Enhanced Transparency Framework seeks to ensure that countries provide more timely information on their policies, emissions, progress, and assistance provided or received. The Paris regime's operational logic can thus be described as a cycle: determination of the national contribution, implementation, reporting and transparency, global assessment, and a new national contribution. The goal of this cycle is for various national pathways to gradually strengthen in the direction of a shared global goal rather than for every nation to take the same route.

Thus, the Paris Climate Agreement simultaneously establishes the framework of the climate regime at two distinct levels. The first level consists of common international objectives, while the second level consists of country-specific decisions on how these objectives will be reflected in national policies.

This structure represents both the greatest strength of the global climate regime and one of its key implementation challenges. It enables countries with widely varying economic and political structures to participate in the same system. However, how global objectives are translated into real economic and social transformation must be determined by each country's unique circumstances.

For this reason, how to connect the common direction established at the international level with the transformation required at the national level has increasingly emerged as an important issue in climate policy after Paris.



1.4. The UNFCCC System and COPs

The global climate regime does not consist solely of agreements. The implementation, assessment, and development of these agreements over time are carried out through a broad institutional structure. At the centre of this structure is the UNFCCC. The system may appear complex at first glance due to the numerous abbreviations, bodies, and technical processes. Nevertheless, its basic structure can be understood through several main institutions.



The Conference of the Parties (COP) is the Convention's highest decision-making body. Within the COP, States Parties to the Convention convene to evaluate the Convention's implementation and make the required decisions. Two more governing bodies were created with the adoption of the Kyoto Protocol and the Paris Climate Agreement. The CMP is the meeting of the Parties to the Kyoto Protocol. The CMA is the meeting of the Parties to the Paris Climate Agreement. This distinction is important from a legal perspective. Although all United Nations climate conferences are commonly referred to as COPs, different governing bodies under the Convention, the Kyoto Protocol, and the Paris Climate Agreement convene during the same conference session. For example, a decision on the implementation of the Paris Climate Agreement may be legally adopted by the CMA rather than the COP.

Two permanent subsidiary bodies support the work of these governing bodies. The Subsidiary Body for Scientific and Technological Advice (SBSTA) assesses climate science, technology, and methodological matters and provides the governing bodies with relevant information. It serves as one of the principal institutional connections between scientific knowledge and international decision-making processes. The Subsidiary Body for Implementation (SBI), meanwhile, deals with various matters concerning the implementation of the Convention, the Kyoto Protocol, and the Paris Climate Agreement. SBSTA and SBI do not only conduct their work at the annual climate conferences. Inter-sessional meetings held in Bonn play a significant role in preparing technical and political reports prior to COPs.

The UNFCCC Secretariat is one of the structures in place to ensure the system's continuity. The Secretariat provides administrative and technical support for meeting preparations, oversees the various documents and reports submitted by the Parties, and helps preserve the institutional memory of the climate regime.



Furthermore, various boards, committees, expert groups, and mechanisms have been formed over time to work on specific areas. This institutional structure has become more diverse as the climate regime has grown in scope.



Negotiating groups also contribute significantly to understanding how the UNFCCC system works. States participate in negotiations legally in their capacity as Parties. However, in climate negotiations, many countries also participate in groups that act collectively with states sharing similar political, economic, or geographical characteristics.

These groups make it easier to develop common positions, divide up numerous negotiating issues, and use countries' political weight collaboratively. Climate negotiations are therefore not merely processes in which technical data are compared. Countries' positions are also shaped by their level of development, energy structure, economic interests, historical responsibility, financing needs, and views of justice. Consensus occupies a central place in the UNFCCC's decision-making culture. One of the most important aspects of climate diplomacy is the ability of states with very different circumstances and interests to agree on a common text. This situation can occasionally slow down decision-making processes. Nevertheless, consensus plays a significant role in ensuring the political legitimacy of decisions within a global regime with broad participation.

The final decisions reached at COPs are thus not solely the result of negotiations held in the final days of the conference. Throughout the year, numerous issues are addressed at technical meetings, subsidiary bodies, working groups, and diplomatic contacts. The annual COP meeting is the most visible and politically highest-level stage of this lengthy process.

This institutional framework also establishes the boundaries of the space in which the COP Presidency, as discussed in subsequent sections, operates. The Presidency functions within a multilateral legal and institutional framework that operates independently of it.



1.5. Implementation in the Global Climate Regime

The development of the global climate regime has greatly enhanced the international community's capacity to establish a common direction in addressing climate change. The UNFCCC established a shared institutional foundation, the Kyoto Protocol introduced more specific obligations, and the Paris Climate Agreement created an operational framework that brings almost all countries together around common long-term goals.

With the Paris Climate Agreement, implementation has become an integral part of the system's operation, rather than a separate stage outside the regime. The preparation of national contributions, progress reporting, the transparency framework, and the Global Stocktake reveal not only countries' commitments to specific targets but also the extent of their progress towards achieving them.

This structure makes the relationship between global objectives and national transformation more explicit. A common direction can be determined at the international level; however, how this direction is reflected in energy, industry, cities, agriculture, and other policy areas is shaped by countries' economic, social, and institutional conditions. As a result, the same global objective may necessitate distinct implementation pathways in different countries.

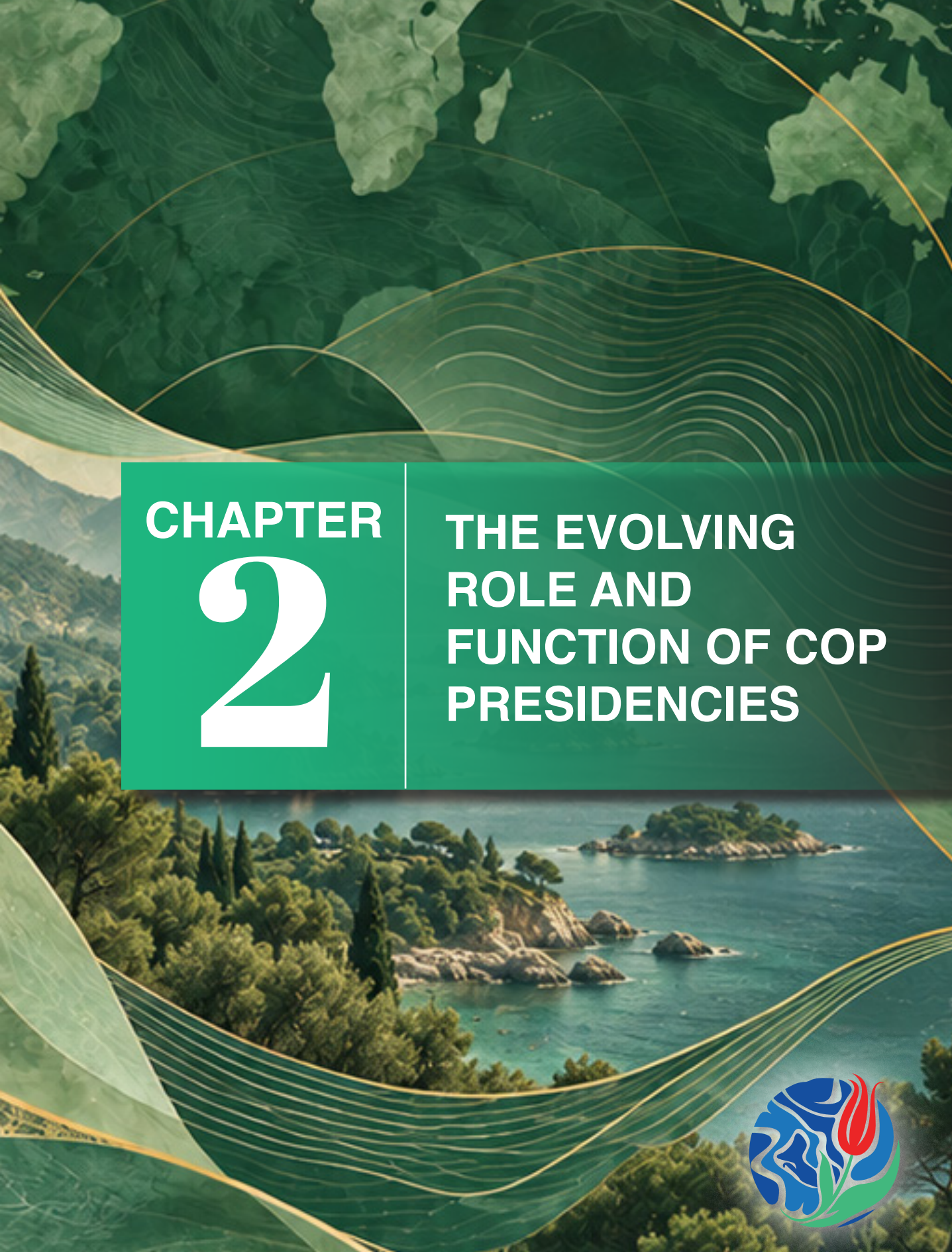
The question of implementation gains importance at this point. The issue is not that negotiations or new decisions have lost their importance. The key issue is that the conditions necessary for political will established at the international level to deliver results at the national and local levels are becoming increasingly prominent.

The current stage of the global climate regime therefore demands for a reassessment of the relationship between negotiation and implementation. This situation also raises new questions about the role of COPs and COP Presidencies in the evolving international climate agenda.









CHAPTER 2

THE EVOLVING ROLE AND FUNCTION OF COP PRESIDENCIES



2.1. Changing Priorities in Global Climate Policies

The path from the UNFCCC to the Paris Agreement led global climate policy towards an increasingly inclusive framework based on common rules and targets. Today, one of the key issues facing international climate policy is how these goals can be translated into economic and social life.

The barriers to implementation are not the same in every country. In some countries, access to finance may be the determining factor, while in others, limited technical capacity or gaps in legislation may be more significant. Coordination between central and local government, institutional capacity, access to technology and the investment environment can also affect the pace and quality of implementation. For this reason, although global goals are shared, the tools and solutions needed to achieve them vary according to each country's circumstances.

The past decade offers a valuable perspective for understanding the changing role of COP Presidencies. The key achievement in Paris was bringing almost all countries together within a common climate framework. In Glasgow, the main areas of focus were strengthening the 2030 targets, reducing coal use and finalising the implementation rules of the Paris Agreement. In Sharm el-Sheikh, implementation moved to the centre of the conference's political discourse, while an important step was taken on loss and damage. The first Global Stocktake, conducted in Dubai, set out collective progress towards the Paris goals while also making the transformation of energy systems an important element of the language of global decisions. In Baku, the scale of climate finance and access to finance for developing countries once again became central issues on the agenda.

These developments are not independent of one another. As the institutional and legal framework of the global climate regime has developed, the scope of the negotiations has also expanded. While setting targets has remained important, questions of how to secure the financing needed to achieve them, how to expand access to technology, how to strengthen institutional capacity and how to involve different actors in the process have become more prominent.

This shift is also reflected in the structure of the COPs. While COPs continue to serve as conferences where formal negotiations between states are conducted, they have also evolved into broad platforms for interaction where international organisations, development banks, the private sector,

cities, the scientific community and civil society come together around the climate agenda. Thus, the scope of climate diplomacy has expanded beyond decisions taken at the negotiating table to include the actors and instruments that can contribute to their implementation.

This expansion does not legally alter the scope of responsibility of COP Presidencies. The primary responsibility of the Presidency is to manage the negotiation process in an impartial, inclusive and credible manner and to contribute to building consensus among the Parties. At the same time, the diversification of the climate agenda and the growing need for implementation are increasing the importance of the Presidency's political and diplomatic capacity.

Throughout the COP year, the Presidency can engage with heads of state and government, ministries, international organisations, financial institutions, the private sector, local authorities and civil society. This broad reach provides an important opportunity to bring different actors together around the same issue, make the barriers to implementation more visible, and support efforts to find solutions.





Therefore, the changes in global climate policy do not diminish the importance of the COP Presidency's traditional role in managing negotiations. On the contrary, it highlights the need to perform this function within a broader political and institutional environment. Building trust and consensus in the negotiations and creating an environment that facilitates the implementation of the decisions taken are becoming increasingly complementary processes.

This development makes it important to consider not only what powers COP Presidencies possess, but also how they use their existing authority and diplomatic opportunities within the evolving climate agenda. Establishing the proper relationship between the Presidency's impartiality, political influence and capacity to facilitate implementation is one of the key issues of this new period.

2.2. Cooperation among Institutions in Implementation

Implementing climate targets requires a wide range of policy areas and institutions to act within the same transformation process. Although energy, industry, transport, urban development, agriculture, water management and finance fall within the responsibilities of different institutions, they are directly interconnected from the perspective of climate policy. Accordingly, successful implementation depends not only on each institution fulfilling its own responsibilities, but also on ensuring coherence among different policy and decision-making processes.

This relationship becomes particularly evident in areas of economic and sectoral transformation. The electrification of transport should be considered alongside electricity generation, grid capacity and charging infrastructure. The transition to low-carbon production in industry is linked to energy costs, access to technology, investment capacity and competitive conditions. Improving energy efficiency in buildings requires not only central government regulations, but also local implementation, financing instruments and technical capacity. Water management, meanwhile, needs to be considered together with agriculture, urbanisation, ecosystem protection and disaster risk reduction.

This interdependence shows that progress in implementation cannot be assessed solely on the basis of the capacities of individual institutions. A decision taken in one area may lead to an investment in another or constrain



implementation. The availability of a technological solution may not be sufficient if access to finance cannot be secured. The availability of finance, in turn, may not translate into investment if the necessary regulatory framework, project capacity or human resources are not present.



Therefore, one of the key issues in implementing climate policies is institutional coordination. In this context, coordination does not imply bringing all authority and responsibilities under a single central body. On the contrary, it means enabling different institutions to take one another's decision-making processes, needs and timelines into account while retaining their own duties and powers.

Nor is this need confined to the national level. A significant share of climate targets is implemented in cities, production facilities, energy infrastructure, agricultural areas and local services. The central governments establish the policy and regulatory framework, while local authorities, the private sector, financial institutions, academia and civil society participate in implementation at different stages. International organisations and multilateral development banks, meanwhile, form another dimension of this structure through financing, technical assistance and capacity building.

For this reason, climate implementation constitutes a multilevel and multi-actor sphere of governance. Functional connections must be established between international targets and national policies, national policies and local implementation, and public decisions and private-sector investments. Where these linkages are weak, implementation may not progress at the expected pace even when the necessary resources and policy instruments are available.

What is important here is to consider how existing institutions and instruments can work together more effectively before creating new institutions. In this regard, it is important to correctly identify the barriers to implementation, determine which problems require which actors to work together, and establish regular working relationships among the relevant institutions. The multilevel and multi-actor nature of climate policies increases the importance of mechanisms that can create linkages among different institutions and policy instruments. This need also requires reassessing the position of the COP Presidency within the global climate diplomacy.

2.3. The Position of the COP Presidency

The COP Presidency occupies a unique position within the global climate regime. The Presidency is not an international organisation, an executional agency or a national governing body. It has no decision-making authority over the Parties, nor does it have the power to determine countries' climate policies, direct their budgets or manage their investments.



United Nations Climate Change Conference (COP28), Expo City Dubai, Dubai, United Arab Emirates. 11 December 2023.



The Presidency's primary responsibility is to ensure that the COP process is conducted in an impartial, inclusive and credible manner and to contribute to building consensus among the Parties. This responsibility also forms the basis of the Presidency's legitimacy. In a framework where countries with different political and economic interests participate in the same negotiation process, it is critically important for the Presidency to retain the confidence of all Parties.



United Nations Secretary-General's Climate Event, United Nations Headquarters, New York, USA. 23 September 2026.

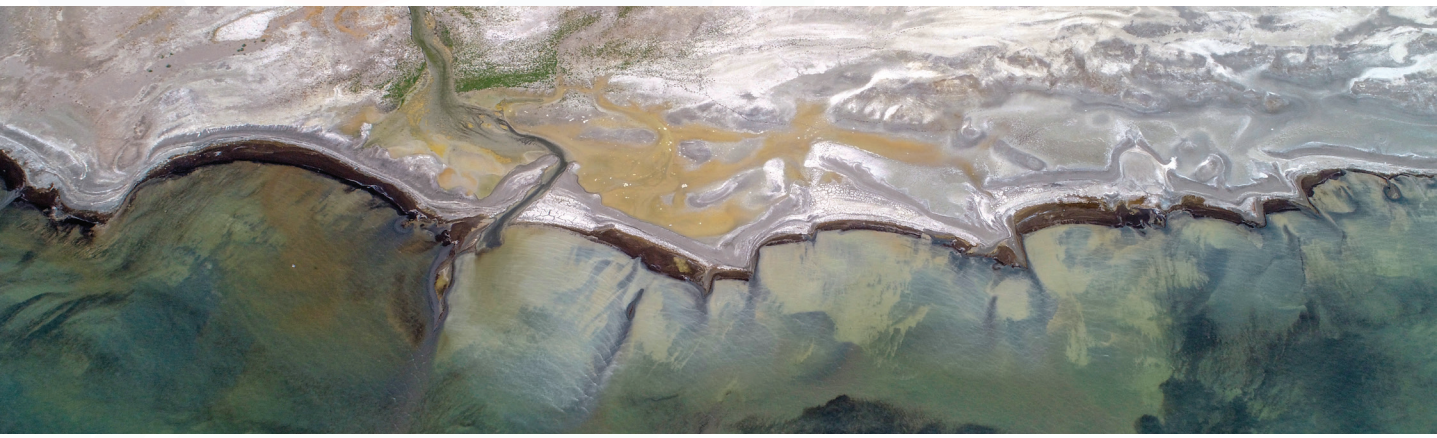
At the same time, the influence of the COP Presidency is not limited solely to the management of formal negotiations. Over the course of the Presidency, a dense network of diplomatic relations is established with heads of state and government, ministers, international organisations, financial institutions, the private sector, local governments, the scientific community and civil society. The global visibility of the COP also provides the Presidency with an important political opportunity to bring certain issues to the forefront of the international agenda.

This creates an important distinction between the COP Presidency's legal authority and its political and diplomatic influence. The Presidency has limited direct authority for implementation. By contrast, its capacity to bring different actors together, make problems more visible, focus political attention on specific areas and facilitate efforts to find solutions is considerably broader.

The use of this capacity is becoming particularly important at a time when the implementation agenda is gaining greater prominence. Implementing climate targets requires regular engagement and cooperation among different actors, as it depends on the effective interaction of multiple interconnected elements such as finance, technology, capacity, legislation and investment. Without taking the place of these actors, the COP Presidency is in a position to contribute to strengthening interaction among them.

However, this area has an important constraint. The Presidency's greater focus on implementation should not weaken its impartiality in the negotiation process. A perception that the Presidency represents the interests of particular countries, sectors or institutions could adversely affect trust among the Parties and, consequently, the negotiation process.

For this reason, the Presidency's political capacity and its responsibility for impartiality cannot be considered separately. The Presidency's influence arises from its ability to build connections among different actors while maintaining the confidence of the Parties, rather than the breadth of its formal authority.



What is important here is the distinction between managing implementation and facilitating implementation. Managing implementation requires decision-making, resource allocation and investment at the national or local level, as well as direct responsibility for the outcomes. These are not responsibilities of the COP Presidency. Facilitating implementation, on the other hand, involves contributing to making needs more visible, bringing the relevant actors together, using existing tools more effectively and developing possible solutions. The COP Presidency's political and diplomatic capacity is primarily relevant in this respect.





Pre-COP26 Ministerial Meeting, Milan, Italy. 30 September 2021.

The Presidency contributes to creating an environment in which these actors can work together more effectively within their respective powers and responsibilities. Accordingly, the changing role of the COP Presidency is concerned less with granting the Presidency new powers than with how its existing diplomatic and political capacity can be used to respond to the evolving needs of global climate policy. This question also raises the issue of how the relationship between the COP Presidency's traditional negotiating function and the increasingly important implementation agenda should be structured.

2.4. The Expansion of Success Criteria

For many years, the success of COP Presidencies has been assessed on the basis of completing negotiations, securing the adoption of decision texts and ensuring the smooth conduct of the conference, and these criteria remain important.

For a long time, assessments of COP success focused on the final night of the conference. Whether the final decision text was adopted, how critical topics were formulated, and whether the Parties were able to reach consensus were naturally the key criteria. In the implementation phase, however, success is measured over a longer timeframe. Greater importance is being attached to the investments prompted by a decision two or three years later, whether a partnership continues to operate, and how much of a financing commitment turns into concrete projects.

This change does not mean that COP Presidencies are expected to take responsibility for every outcome. The Presidency cannot control the ultimate outcome of an energy plant or an urban project. However, the initiatives established during its Presidency can be assessed in terms of how firmly they are grounded with regard to mandate, ownership and continuity. Thus, success comes to be assessed less by asking, "how many initiatives were announced?" and more by asking, "which initiatives became the starting point of a real process?"







CHAPTER 3

FROM MANAGING NEGOTIATIONS TO IMPLEMENTATION



3.1. Impartiality and Trust

The institutional foundation of the COP Presidency rests on impartiality. The country holding the Presidency has its own national policies and interests. However, carrying out the Presidency requires all Parties to have confidence in the process.

It is therefore important to draw a clear distinction between the Presidency's national position and its responsibility in the multilateral process. Impartiality does not mean passivity. The Presidency seeks to understand different views, reduce disagreements and expand the areas in which common decisions can emerge. This political and diplomatic function has gained greater importance during periods when climate negotiations have become increasingly complex.

In multilateral climate diplomacy, trust is as decisive a factor as technical negotiations. Countries bring their own economic interests, development needs and energy security concerns to the same table. The COP Presidency's ability to recognise these differences as legitimate political realities makes it easier for the parties to remain engaged in the process. The perception of a Presidency that prioritises one group's expectations over those of another, particularly on issues such as finance and emissions reduction, can quickly narrow the scope for compromise.

The implementation agenda also rests on the same relationship of trust. An implementation approach that inadequately considers the challenges developing countries face in accessing finance and technology cannot garner broad support. Similarly, the involvement of the private sector or financial institutions may be subject to criticism when it is not balanced against the principles of public interest and transparency. Impartiality is therefore not only a principle of the negotiating room but also the foundation of all of the Presidency's engagement on implementation.

3.2. The Growing Importance of Political Consensus

Over the course of the period from the Kyoto Protocol to the Paris Agreement, the political role of COP Presidencies became increasingly pronounced. Issues such as emissions reduction, finance, the responsibilities of developed and developing countries, and economic transformation have given rise to political disagreements beyond the scope of technical negotiations.



The process leading up to the Paris Agreement clearly demonstrated the importance of the Presidency's long-term diplomatic preparation. In Paris, countries were not made to adopt the same policy. It became possible to reach agreement on a common goal despite differing national circumstances. This experience demonstrated that the COP Presidency plays a significant role not only in managing official meetings but also in preparing the ground for political consensus.



United Nations Climate Change Conference (COP21), Le Bourget Exhibition Centre, Paris, France. 30 November 2015.

The enduring strength of the Paris Agreement stems not from the assumption that countries share the same circumstances, but from their ability to manage differences within a common system. Nationally determined contributions are the clearest example of this approach. Each country sets targets according to its capacities and circumstances; however, these targets are assessed within a common temperature goal and transparency framework. This structure has succeeded in striking a balance between the global goal and national sovereignty.

A similar political balance is also required during the implementation period. Global goals such as electrification, green industrialisation and waste reduction will be achieved through different pathways depending on countries' starting points. The task of the Presidency is not to develop a one-size-fits-all policy but to allow for different pathways of implementation while maintaining a common direction. This approach is particularly reflected in the understanding of "Dialogue, Consensus and Action" underpinning COP31.



3.3. The Post-Paris Period

Following the Paris Agreement, the scope and working methods of the COP process have changed significantly. The growing prominence on the climate agenda of areas such as adaptation, finance, technology, loss and damage, energy, cities, industry, food systems, health and just transition has required COP Presidencies to engage with a broader range of actors and policy areas.

This change has also made it more difficult to view the COP as a process limited to the few weeks during which the conference is held. During the pre-conference period, Presidencies hold regional meetings, ministerial consultations, work with international organisations and engage with different stakeholders. Thus, in addition to organising the conference and managing the official negotiations, the COP Presidency also assumes responsibility for an intensive diplomatic process that continues throughout the year.

In this process, the nature of the Presidency's engagement with different actors is also changing. As the implementation of climate targets requires decisions to be taken across many areas, including energy, finance, industry, urban planning, agriculture and technology, institutions operating in these areas have become more visible stakeholders in the COP process. In addition to ministries and international organisations, development banks, financial institutions, the private sector, local authorities, the scientific community and civil society are also involved in different stages of the work carried out throughout the COP year.

This expansion has increased the importance of the relationship between the formal negotiation process and the implementation agenda that has developed around the COP. While negotiations continue to shape the political and legal aspects of the international climate regime, the more regular engagement of actors involved in implementing these decisions is making the conditions for implementation increasingly visible.

For the COP Presidency, this situation entails a more intensive need for diplomatic coordination. The Presidency needs to understand the political expectations of different countries, monitor divergences on negotiation issues, and at the same time engage with a broader range of actors on the challenges encountered in implementing climate policies. The Presidency period therefore becomes a period of work in which climate diplomacy conducted at different levels converges, going beyond being merely a process of preparing for the conference.



However, the expansion of actors and areas of work does not mean that the COP Presidency assumes responsibility for managing all these processes. The Presidency's primary responsibility is to maintain trust among the Parties and successfully conduct the negotiation process. The need that has emerged in the post-Paris period is to make relations with the actors involved in implementation more systematic while maintaining this core responsibility.

This development has also brought greater significance to the dimensions of the COP process beyond formal negotiations. The increasing visibility of the contributions of cities, companies, financial institutions, international organisations and civil society to climate targets has raised the question of how these efforts can be linked to the COP process. One of the clearest expressions of this effort has been that the Action Agenda has grown increasingly stronger.

3.4. The Rise of the Action Agenda

The Action Agenda is one of the key indicators of the changing nature of the COP process. Over time, the climate-related activities of cities, companies, financial institutions and other organisations have gained greater prominence at COP meetings. This development has contributed to the emergence of new partnerships and initiatives. However, over time, the need to monitor the outcomes of announced initiatives more regularly has emerged. For instance, the announcement of an initiative during the conference does not necessarily mean that it will be implemented. When the responsible institutions, financing, and long-term working arrangements are not clearly defined, political attention may diminish rapidly. For this reason, the nature of the Action Agenda is gradually shifting from the number of initiatives towards their outcomes.

The Action Agenda has become one of the main channels connecting actors outside the formal negotiation process to the climate process. While city networks, corporate coalitions, financial institutions, scientific organisations and civil society organisations announce their commitments during COP weeks, some initiatives have evolved into lasting programmes following the conference. This expansion has highlighted the diversity of actors actually implementing climate policy.





Petersberg Climate Dialogue, Berlin, Germany. 22 April 2026.

At the same time, the expansion of the Action Agenda has brought about a new challenge. The simultaneous announcement of a large number of commitments can make it difficult to determine which initiatives are delivering actual results. For this reason, transparency, progress reports and high-integrity standards have become increasingly important in recent years. For COP31, the value of the Action Agenda will be determined less by the number of new initiatives than by which implementation gaps existing efforts address and the extent to which their outcomes can be monitored.

3.5. Convergence of Negotiation and Implementation

In the post-Paris period, the overall direction of climate policy has largely been established. This does not diminish the importance of negotiations. New decisions, the updating of targets, and political consensus among countries remain fundamental to the functioning of the international system.

"Access to international financing and cooperation in technology are imperative to achieve these goals."

Recep Tayyip Erdoğan

UN Climate Summit, New York, 24 September 2025

However, the challenges encountered in implementation cannot be considered entirely separate from the negotiations. Financing, technology or capacity challenges faced in implementing a target can affect the preparation of subsequent international decisions. For this reason, strengthening the flow of information between negotiations and implementation contributes to the more effective functioning of the COP system.

The relationship between negotiations and implementation is not one-way. While international decisions influence national policies, the challenges encountered on the ground also change the nature of subsequent negotiations. The rapid expansion of renewable energy capacity has made grid investment and energy storage more prominent issues on the global agenda. Financing challenges in adaptation projects have intensified discussions over the nature and accessibility of climate finance. Similarly, the impact of industrial transformation on trade and competitiveness has expanded the discussion on a just transition.

This two-way relationship also highlights the COP Presidency's capacity to gather information. When the Presidency engages throughout the year not only with Parties' negotiating positions but also with the barriers they face in implementation, it is better placed to shape a more realistic political agenda. In this way, implementation challenges help negotiations establish stronger links with real economic and social conditions without replacing the negotiations themselves.

"It's no longer time for negotiations. It's time for implementation, implementation and implementation"

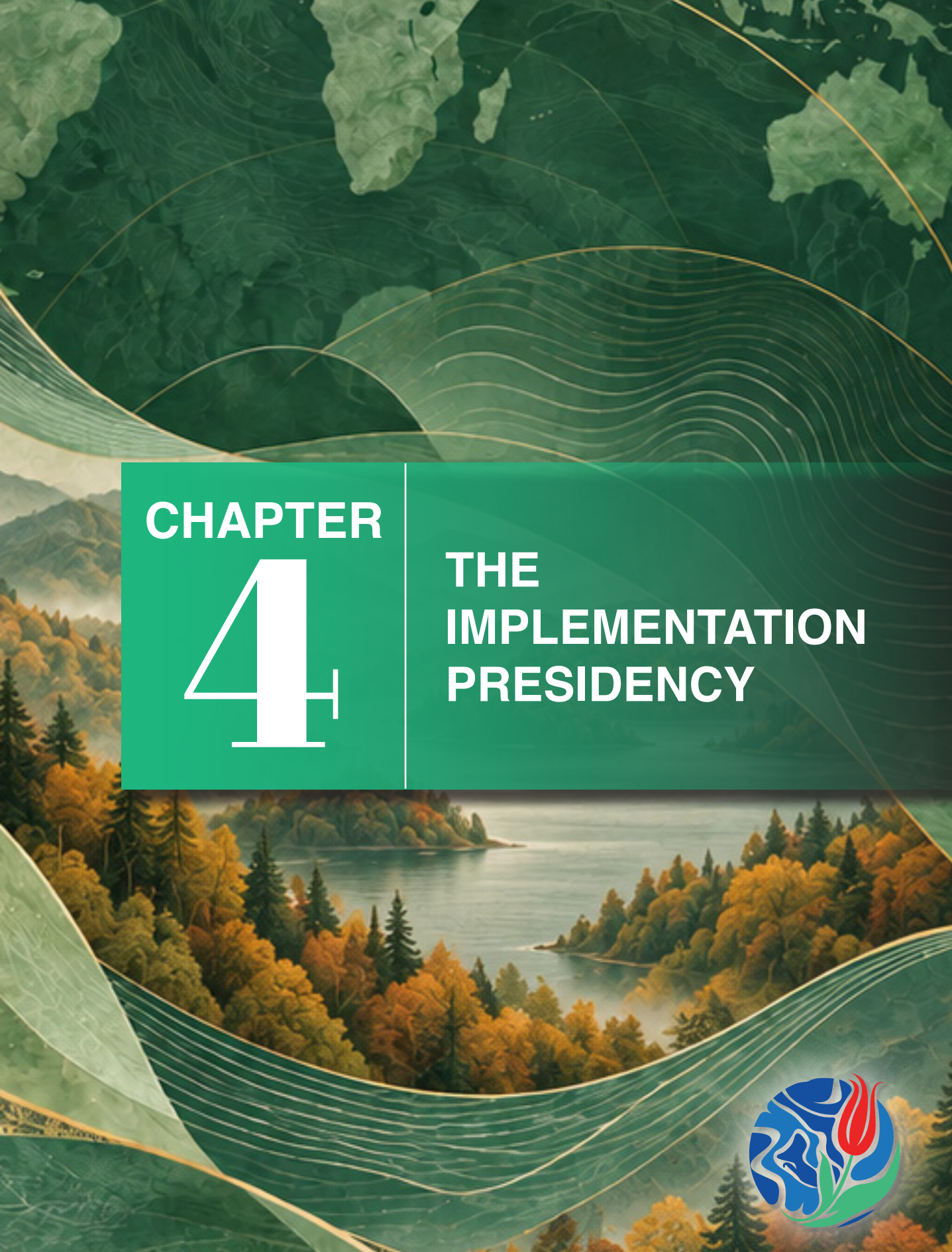
António Guterres

Belém Climate Summit, 6 November 2025









CHAPTER 4

THE IMPLEMENTATION PRESIDENCY



The developments discussed in the previous chapters demonstrate that the relationship between negotiation and implementation in global climate policy is becoming increasingly significant. As the scope of climate targets has expanded, finance, technology, institutional capacity, investment and cooperation among different actors have also become more prominent elements of the COP agenda.

> *"We are now entering a new phase of climate action: the era of implementation."*
>
> *Simon Stiell*
>
> *Bonn SB64, 17 June 2026*

This shift does not displace the COP Presidency's traditional roles in negotiation and facilitation. Rather, it raises the question of how the political and diplomatic capacity of the Presidency can contribute to the implementation process while preserving these core functions.

The Implementation Presidency refers to a more systematic use of the COP Presidency's political and diplomatic capacity to help address specific challenges to implementation. Central to this approach is not the direct management of implementation by the Presidency, but rather its role in enhancing the relationships among the actors, resources, and processes that facilitate implementation. This model is based on four fundamental questions:

- Which areas should the Presidency focus on?
- Which actors should it bring together?
- At what stage should it use its political and diplomatic support?
- How can initiatives launched during the Presidency be sustained beyond its term?



These questions distinguish the Implementation Presidency from a model of the Presidency that is simply centred on undertaking more activities. The aim here is not to broaden the Presidency's agenda but to identify areas where its political and diplomatic capacity can make a meaningful contribution and to use that capacity more effectively.

4.1. Prioritisation and Selectivity

The COP agenda is very broad. From energy and industry to cities and agriculture, and from adaptation and loss and damage to finance and technology, a wide range of issues are addressed within the same process. It is not possible for a COP Presidency to work with the same level of intensity across all these areas.



For this reason, prioritisation is one of the core principles of the Implementation Presidency. The Presidency needs to assess where it can provide additional value. This assessment should consider global needs, the need for political support, the maturity of existing efforts, the barriers to implementation, and the Presidency's contribution to overcoming these barriers.

Achieving strong results in a more limited number of areas may be more effective than providing superficial support to a large number of initiatives. Selectivity, therefore, does not mean attaching less importance to implementation. It enables the Presidency to focus its limited time and political capacity on areas with greater potential to deliver results.

"There is a large gap between the decisions made and their implementation"

Murat Kurum

COP31 Energy Agenda Press Conference, 12 March 2026

This approach also recognises that not every issue requires intervention from the COP Presidency. The Presidency is not required to establish a new line of work when existing institutions are capable of resolving an issue through their means. The Presidency's contribution is particularly valuable in areas where political support, international visibility or stronger connections among different actors can make a decisive difference to the outcome.

4.2. Bringing Together Actors and Tools

The capacity needed for climate action often does not reside within a single institution. Policy authority may lie with a public institution, financing with a development bank, technology with the private sector, and implementation capacity with a local authority or another institution.

The role of the Implementation Presidency is not to consolidate all of these capacities within the Presidency itself. More importantly, it is essential to accurately identify which actors and instruments need to be brought together around a specific implementation challenge.

"We cannot expect governments to do everything"

André Corrêa do Lago

New York Climate Week, 22 September 2025

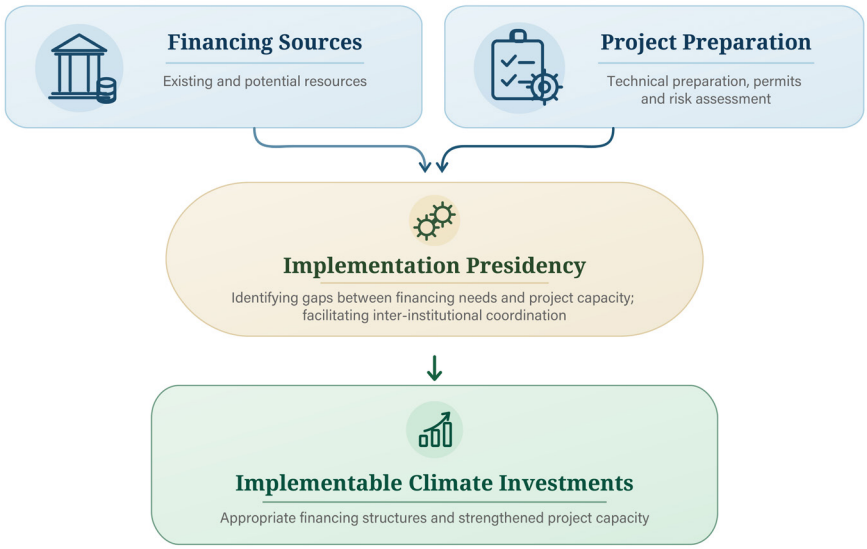


In this regard, the Presidency can use its diplomatic reach to help foster working relationships among public institutions, international organisations, development banks, the private sector, cities, academia and civil society. Success in this regard should not be measured by the number of meetings or partnerships. What matters is whether the relationship established addresses a specific need in implementation.

For this reason, a way of working that proceeds from the problem to the actor is important for the Implementation Presidency. First, the implementation gap is identified. Then, the institutions, resources, and instruments that can contribute to addressing this gap are identified. Political support from the Presidency is then brought in where needed.

4.3. Bringing Financing and Project Capacity Together

One of the key issues in climate action is financing. However, just as important as the scale of financing needs is the ability to match existing and potential sources of finance with viable projects. The availability of a source of financing does not, in itself, mean that an investment will be realised. The project needs to be technically prepared, the necessary permits obtained, institutional responsibilities defined, risks assessed, and an appropriate financing structure established. For this reason, the Implementation Presidency does not consider financing solely in terms of the amount of resources available. It considers the relationship between financing and project preparation to be one of the fundamental elements of implementation.



The Presidency is not expected to take the place of institutions that provide financing or develop projects. Its contribution lies in helping to bring to light the gaps between financing needs and project capacity and bringing the relevant institutions together to develop solutions.

This approach is particularly important for developing countries and cities. Increasing climate investment depends not only on creating additional sources of financing but also on developing the project capacity needed to make effective use of these resources.

4.4. Mobilising Existing Institutional Capacity

One of the core principles of the Implementation Presidency is to make the fullest possible use of the capacity of existing structures rather than creating a new institution or mechanism for every need. A wide range of international organisations, financial institutions, city networks, technical assistance programmes and sectoral initiatives are active in the global climate field. The problem is not always the absence of a new structure. In some cases, the inability of existing institutions to establish sufficient links with one another or to direct their existing capacity towards specific needs may be more decisive.

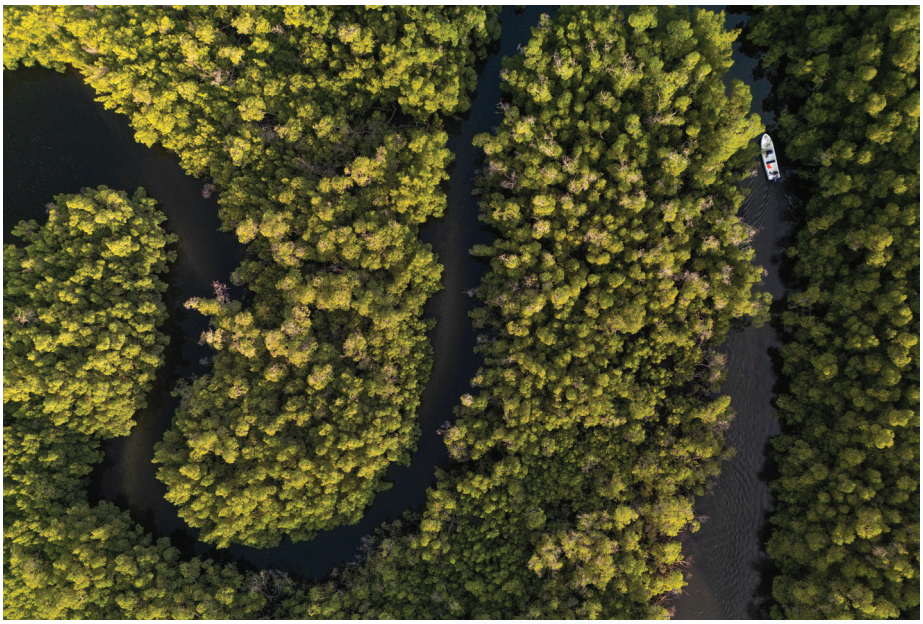
> *"Our laser-focus is turning commitments into projects on the ground"*
>
> *Simon Stiell*
>
> *UN June Climate Meetings, Bonn, Germany, 17 June 2026*

For this reason, the Presidency's success should not be measured by how many new activities it launches in its own name. The expansion of an existing development bank programme to new countries, the strengthening of a city network's technical assistance capacity, the more effective linking of an existing international initiative with financing institutions, or making a successful practice applicable in other countries can also produce significant results. In this way, the COP Presidency can contribute to making more effective use of existing institutional capacity rather than creating new international bureaucracy.



4.5. Monitoring Results

An implementation-focused Presidency approach requires monitoring not only the activities undertaken but also the results they produce. Announcing an initiative during the COP, establishing a partnership or announcing an intention to provide financing may be significant. However, how these translate into implementation becomes apparent over time. For this reason, to the extent possible, it is important to determine at the outset what is to be achieved, which institutions will assume responsibility, and how progress will be monitored.



The approach to measurement here does not mean evaluating every initiative using the same indicators. In one initiative, the volume of investment may be meaningful; in another, technical capacity; and in yet another, a policy change or the number of beneficiaries. What matters is establishing the link between the activity and the expected outcome. This approach can also help the Action Agenda move beyond being a platform for announcing numerous initiatives and make the results more visible.

4.6. Thinking Beyond the Presidency Term

There is a significant difference between the term of COP Presidencies and the time required for the climate transition. A Presidency term is limited. The transformation of energy systems, cities, industry or agriculture, however, takes many years. For this reason, continuity is one of the key elements of the Implementation Presidency. It should be considered as early as possible which institution will continue an initiative launched during the Presidency, how its financing will be sustained, how progress will be monitored, and how it will be linked to subsequent COP Presidencies.



United Nations Climate Change Conference (COP28), Dubai, United Arab Emirates. 1 December 2023.

This approach does not mean that the COP Presidency continues to take ownership of initiatives beyond its term. The primary aim is to contribute to the development of institutional relationships that enable initiatives to continue without depending on the Presidency's political support. It may take years for investments and policy outcomes to materialise. For this reason, the transfer of knowledge and experience between Presidencies is particularly valuable for implementation. Such continuity can also enable each COP to build on the experience accumulated during previous periods rather than restarting the same initiatives.

4.7. Core Rationale of the Implementation Presidency

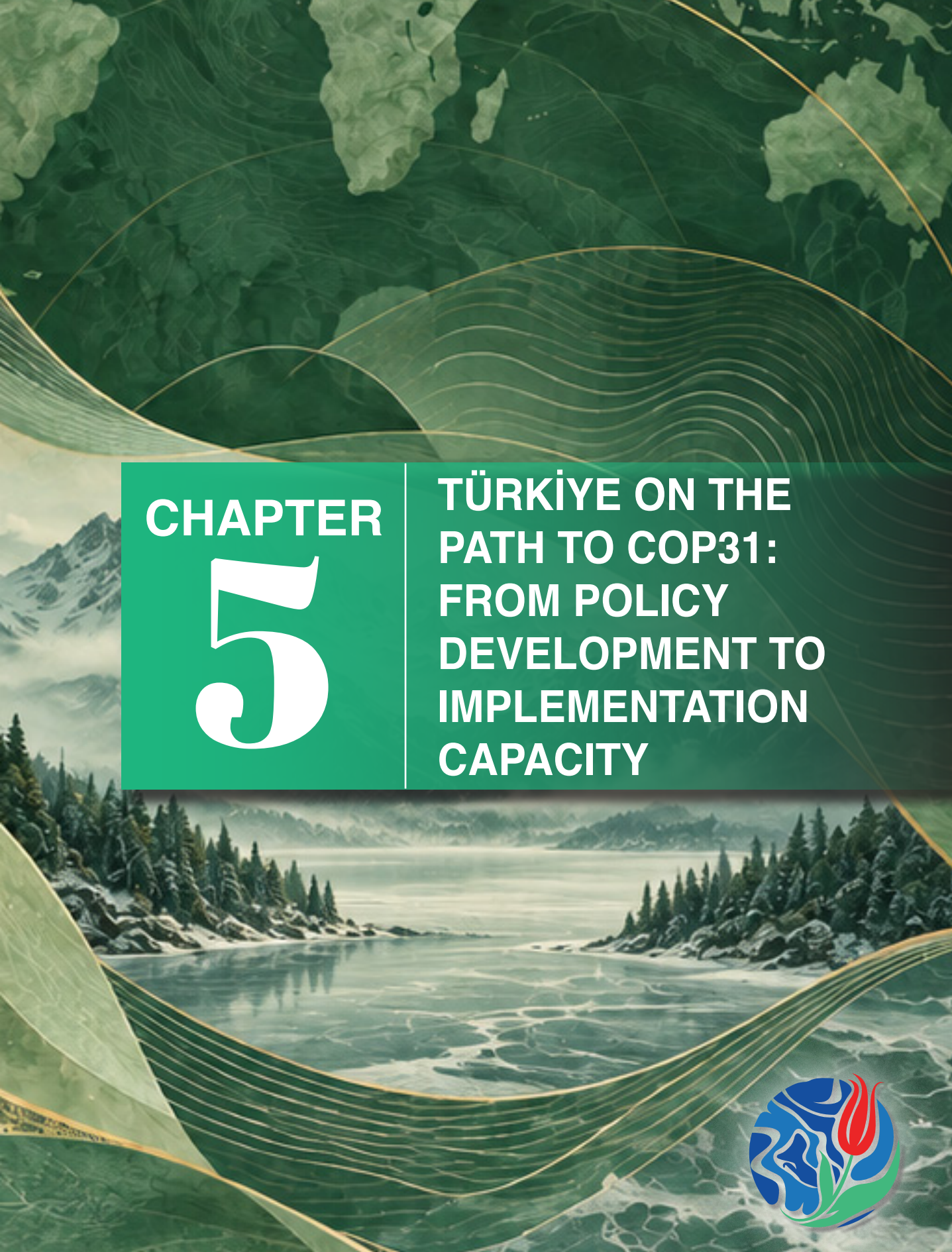
The Implementation Presidency is not an approach that expands the remit of the COP Presidency without limit. On the contrary, it is based on a more careful assessment of where the Presidency's political and diplomatic capacity can provide genuine additional value. For this reason, the model is based not on more activities, but on a stronger focus.

The role of the Presidency is not to manage all aspects of implementation. It is to bring specific problems to light, facilitate relationships among actors that can provide solutions, mobilise the political support needed, and contribute to creating an institutional basis on which initiatives that have been launched can continue. Within this approach, negotiation and implementation are not alternatives to one another. While maintaining the COP Presidency's impartiality and credibility in the negotiation process, the aim is to establish a stronger link between the political will generated through this process and implementation capacity. The value of the Implementation Presidency lies in contributing to the establishment of a more systematic link between global climate goals and their implementation in countries, cities and sectors.









CHAPTER 5

TÜRKİYE ON THE PATH TO COP31: FROM POLICY DEVELOPMENT TO IMPLEMENTATION CAPACITY



Türkiye's assumption of the COP31 Presidency is not merely the result of a hosting and Presidency decision concluded in 2025. The evolution to this point can be explained by the transformation of Türkiye's distinctive position within the United Nations climate regime, the institutionalisation of national climate policy, structural changes in the energy and industrial sectors, the development of implementation capacity in urban planning and disaster resilience, the growing international visibility of national policies such as Zero Waste, and the accumulation of experience in multilateral diplomacy.

The purpose of this chapter is not to provide a chronological inventory of Türkiye's climate policy. The main purpose is to demonstrate the historical, institutional and implementation capacity on which the COP31 Presidency is built. Making Türkiye's accumulated experience visible does not mean presenting the country as a completed model of climate transition. Türkiye is a country facing rising energy demand, seeking to expand its industrial production and exports, managing rapid urbanisation and disaster risks simultaneously, and experiencing increasingly pronounced water stress and climate impacts. For this reason, the international value of Türkiye's experience lies not in "having solved all problems", but in its effort to manage development and climate transition simultaneously.

5.1. Türkiye's Evolving Position in the COP Regime

Türkiye's experience within the global climate regime has been shaped from the outset by a distinctive debate over its status. Türkiye's inclusion in Annex I and, initially, Annex II of the United Nations Framework Convention on Climate Change (UNFCCC) due to its OECD membership, while its economic and development conditions did not fully correspond to the conventional category of developed countries, was a central issue in Türkiye's climate diplomacy for many years. The recognition of Türkiye's special circumstances through the 2001 Marrakesh decisions and its removal from Annex II constituted one of the critical milestones that paved the way for Türkiye to become a Party to the Convention in 2004.

Türkiye's accession to the Kyoto Protocol in 2009, the preparation of its first comprehensive climate strategies and action plans in 2010–2011, and the signing of the Paris Agreement in 2015 and its ratification in 2021 have made Türkiye's engagement with the international climate regime increasingly institutionalised and focused on domestic policy-making. During this process, COP decisions have not been treated merely as foreign policy documents; they have influenced different policy areas, from emissions inventories to energy efficiency, from adaptation to carbon markets, and from local climate plans to financing.





From Zero Waste to COP31: Türkiye's Climate Diplomacy Panel, Ankata, Türkiye. 27 October 2026.

Following 2021, the announcement of the 2053 Net Zero Emissions target by President Recep Tayyip Erdoğan; the transformation of the Zero Waste Project, launched in 2017 under the auspices of First Lady Emine Erdoğan, into a global initiative through its achievements and diplomatic successes; the convening of the Climate Council under the leadership of Minister of Environment, Urbanisation and Climate Change Murat Kurum; the updating of the Nationally Determined Contributions; the implementation of the 2024–2030 mitigation and adaptation strategies; the preparation of the Long-Term Climate Strategy; and the adoption of the Climate Law in 2025 mark a new phase. Thus, Türkiye has evolved from an actor that merely follows the international climate regime into one seeking to establish its own long-term transformation agenda and link this transformation to international cooperation.

5.2. Institutionalisation from Targets to Public Policy

The key change that has become increasingly evident in Türkiye's climate policy in recent years is the stronger integration of climate issues with development, energy, industry, trade, urban planning, agriculture, water, financing and foreign policy, extending beyond the boundaries of environmental policy. The ratification of the Paris Agreement in 2021 and the announcement of the 2053 Net Zero Emissions target have clarified the political framework of this transformation. The Climate Council, the updated Nationally Determined Contributions, the 2024–2030 Mitigation

and Adaptation Strategies and Action Plans, the Long-Term Climate Strategy and the Climate Law have given this direction a legal and institutional foundation.

The involvement of public institutions, the private sector, universities and civil society in the Climate Council and strategy preparation processes demonstrates that climate policy has evolved into a broad, multi-actor area of public policy that cannot be managed by a single institution. The value of this institutionalisation lies not only in the production of new documents but also in the beginning of a process of linking long-term targets with legislation, investment, financing, technology, human resources and inter-institutional coordination.

"Türkiye will undertake this process with a strategy that balances its developmental objectives with humanitarian considerations"

Recep Tayyip Erdoğan

Presidential High Advisory Board, 2 December 2021



Target 2053 Net Zero Emission "R&D and Innovation Move" Coordination Meeting, Ankara, Türkiye. 12 January 2023.



Türkiye's first Climate Council marked an important milestone in this institutionalisation. Following an extensive consultation process involving the public sector, private sector, universities, civil society and students, 217 recommendations were formulated, of which 76 were prioritised. The Council provided a common reference framework for the Climate Law, the Nationally Determined Contribution (NDC), the mitigation and adaptation action plans, and the preparation of the long-term strategy. The key point here is that climate policy has evolved beyond being merely a technical environmental policy to become a cross-cutting area of public policy that requires different institutions, sectors and societal actors to work together.

Structures such as the Directorate of Climate Change, the Climate Change and Adaptation Coordination Board, and the Türkiye Environment Agency (TÜÇA) also reflect this institutional transformation. For Türkiye's COP31 Presidency, the value of this experience lies in understanding the limits of managing a large and multi-actor agenda from a single centre, while having experienced at the national level the need for coordination, data, policy coherence and political ownership.



Climate Council "Who Changes First" Panel, Selçuklu Congress Centre, Konya, Türkiye. 23 February 2022.



5.3. The European Green Deal, Industry and Competitiveness

One of the key developments that has brought the economic dimension of Türkiye's climate policy into sharper focus has been the European Green Deal. The extensive trade and production relations with the European Union have made changes in the areas of carbon border adjustment, product standards, the circular economy, energy efficiency and sustainable finance directly a matter of Türkiye's industrial and trade policy. The Green Deal Action Plan is one of the institutional manifestations of this transformation.



From an industrial perspective, the issue is not merely about reducing emissions. The renewal of production technologies, the management of energy costs, maintaining the competitiveness of carbon-intensive sectors, access to finance, the development of new skills, and compliance with international trade standards are all part of the same transformation. With the Carbon Border Adjustment Mechanism entering its implementation phase, carbon costs, production technologies and emissions monitoring have also become part of the competitive conditions in foreign markets.

Türkiye's experience with the green transformation of industry therefore illustrates one of the common dilemmas faced by developing countries: how can the transition to a low-carbon and resource-efficient industrial structure be accelerated while preserving production capacity and employment? This is where the importance of the Green Industrialisation theme under the COP31 Action Agenda becomes evident. The Presidency's contribution is not to present Türkiye's industrial policy as a global standard but to facilitate discussion of the challenges related to development, competitiveness, technology, financing and a just transition within the same implementation framework.

5.4. Energy Transformation

Energy remains one of the most decisive areas in Türkiye's climate transformation, with installed electricity capacity reaching approximately 125.6 GW by the end of May 2026, and solar and wind together accounting for more than 33 per cent of installed capacity. Assessing hydropower, wind, solar, and geothermal energy collectively highlights the importance of renewable energy sources in the system. This development is an important indicator of the recent increase in renewable energy investment capacity.

"In line with our 2053 net zero emissions target, we will continue transforming our key sectors"

Recep Tayyip Erdoğan

Climate Summit in New York on the margins of the 80th Session of the United Nations General Assembly, 24 September 2025

However, the primary significance of Türkiye's energy experience goes beyond increased installed capacity. Continued growth in electricity demand simultaneously raises issues including energy supply security, grid investments, storage, system flexibility, energy efficiency, and electrification across industry and transport. The low-carbon transformation is being regulated amid rising energy demand, making the energy transition a matter of investment, technology, and financing at the same time.



This experience is directly linked to COP31's 35x35 electrification target for 2035. In this regard, Türkiye's contribution extends beyond announcing targets, demonstrating through its implementation experience that electrification must be considered alongside grids, financing, technology, system flexibility, and energy security.

5.5. Zero Waste: From National Implementation to Global Environmental Diplomacy

The Zero Waste Movement is one of the areas of Türkiye's environmental policy that most clearly combines national implementation with international visibility. The programme, launched in 2017 under Emine Erdoğan's patronage and coordinated by the Ministry of Environment, Urbanisation, and Climate Change, has broadened waste management policies to include resource efficiency, reuse, recycling, consumption habits, food waste, and public awareness.

"The Zero Waste movement means global conscience."

Emine Erdoğan

International Zero Waste Forum, 19 October 2025



Zero Waste Summit, Ankara, Türkiye. 1 November 2018.



Zero Waste Forum Gala Dinner, Atatürk Airport, İstanbul, Türkiye. 7 June 2026.

The scale of this policy is demonstrated by the recovery rate reaching 37.53 per cent by the end of 2025, approximately 90 million tonnes of recoverable waste being returned to the economy, the Zero Waste Management System being established in 217,000 buildings and sites, and millions of people receiving training. The programme's growth through both technical infrastructure and social participation is demonstrated by the involvement of public institutions, local governments, educational institutions, businesses, and citizens in the process.



Zero Waste's prominence at the United Nations level has shown that Türkiye is capable of bringing a domestic environmental policy into the sphere of international diplomacy. The COP31 Action Agenda's prioritisation of Zero Waste and methane reduction marks a new chapter in this ongoing continuity. The international value lies not in replicating Türkiye's implementation exactly, but in sharing waste prevention, circularity, resource efficiency, and social participation as an implementation agenda that can be adapted to different national circumstances.

5.6. Urbanisation, Post-Disaster Reconstruction and Resilience

One of the strongest areas of experience that Türkiye brings to COP31 is urbanisation. Rapid urbanisation, metropolitan-scale infrastructure investment, social housing, urban transformation, disaster risk and the management of climate impacts within the same spatial system have long been on Türkiye's public policy agenda. The earthquakes of 6 February 2023 subjected this accumulated experience to a much more severe and comprehensive implementation test.

> *"We have turned the largest urban reconstruction process in history into a new roadmap."*
>
> *Murat Kurum*
>
> *Hatay, Türkiye's Road to COP31: Resilient Cities, 9 May 2026*

The large-scale reconstruction process across eleven provinces following the earthquakes generated important experience not only in accelerating housing production but also in planning, infrastructure, inter-institutional coordination, and energy efficiency. The reconstruction of 455,000 homes within two years, together with the links established at the Hatay Resilient Cities Forum between this experience and the zero-energy building approach, energy consumption, and greenhouse gas reduction, is particularly significant.

Earthquake resilience and climate resilience are not the same concept. Nonetheless, the relationship established between building safety,





455,000th Disaster Housing Draw and Key Handover Ceremony, Hatay, Türkiye. 27 December 2025.

Producing results in cities depends not only on central government policies but also on local governments' capacity for planning, project development, and financing. The value of Türkiye's urbanisation experience for COP31 lies in demonstrating how national targets can be translated into local-level investment and implementation.

The field of urbanisation also holds a special place in communicating the meaning of COP31 to Türkiye's domestic public. For citizens, climate policy is often experienced not through international negotiation texts, but through housing safety, transport quality, access to water, energy bills, waste services, green spaces, and reduced disaster risk. Therefore, cities are the scale of implementation at which global goals are translated into everyday life.



5.7. Adaptation, Water, Agriculture, Land and Ecosystems

Due to Türkiye's location in the Mediterranean basin, climate risks such as droughts, extreme heat, forest fires, floods, and water stress are central to its adaptation policy. Water resources, agricultural production, the rural economy, urban water security, and ecosystem protection are inextricably linked. Therefore, Türkiye's adaptation policy increasingly requires a cross-sectoral approach.

The Climate Change Adaptation Strategy and Action Plan seeks to bring basin management, agriculture, urban planning, disaster risk reduction, and ecosystem protection together within a unified long-term framework. While pressure on water resources directly affects agricultural production, irrigation technologies, crop patterns, and food security, forests, wetlands, and coastal ecosystems are also vulnerable to climate impacts while serving as essential components of adaptation capacity.



Ziraat Bank 5th Agriculture Ecosystem Meeting, Haliç Congress Centre, İstanbul, Türkiye. 3 July 2026.

Türkiye's approach to improving implementation synergies among the Rio Conventions is also significant in this regard. The aim is not to institutionally merge the climate, biodiversity, and land agendas, but to ensure that policies implemented within the same geography reinforce and support one another. The inclusion of Food Security, Oceans and Seas, Rio Synergy, and Climate-Resilient Cities together in the COP31 Action Agenda makes this interdependence visible at the international level.

Türkiye's experience in drought and land management also aligns with the international agenda through its active engagement in the UNCCD COP17 process in 2026. From Türkiye's perspective, this makes the Rio

Synergy approach in the COP31 Action Agenda more than an abstract institutional proposal, turning it into a concrete response to the need to manage climate, land, biodiversity, water, and food security together within the same geography.

5.8. The International Value of Experience: Implementation Capacity and Diplomatic Learning

The international value of Türkiye's policy and implementation experience at COP31 does not stem from the fact that the country has solved all of its problems. Türkiye is undergoing a transformation similar to that of many developing countries, facing challenges in development, energy supply security, industrial competitiveness, finance, rapid urbanisation, disaster risk, and climate impacts. This may enable it to establish a more realistic language of implementation with countries facing different development conditions.

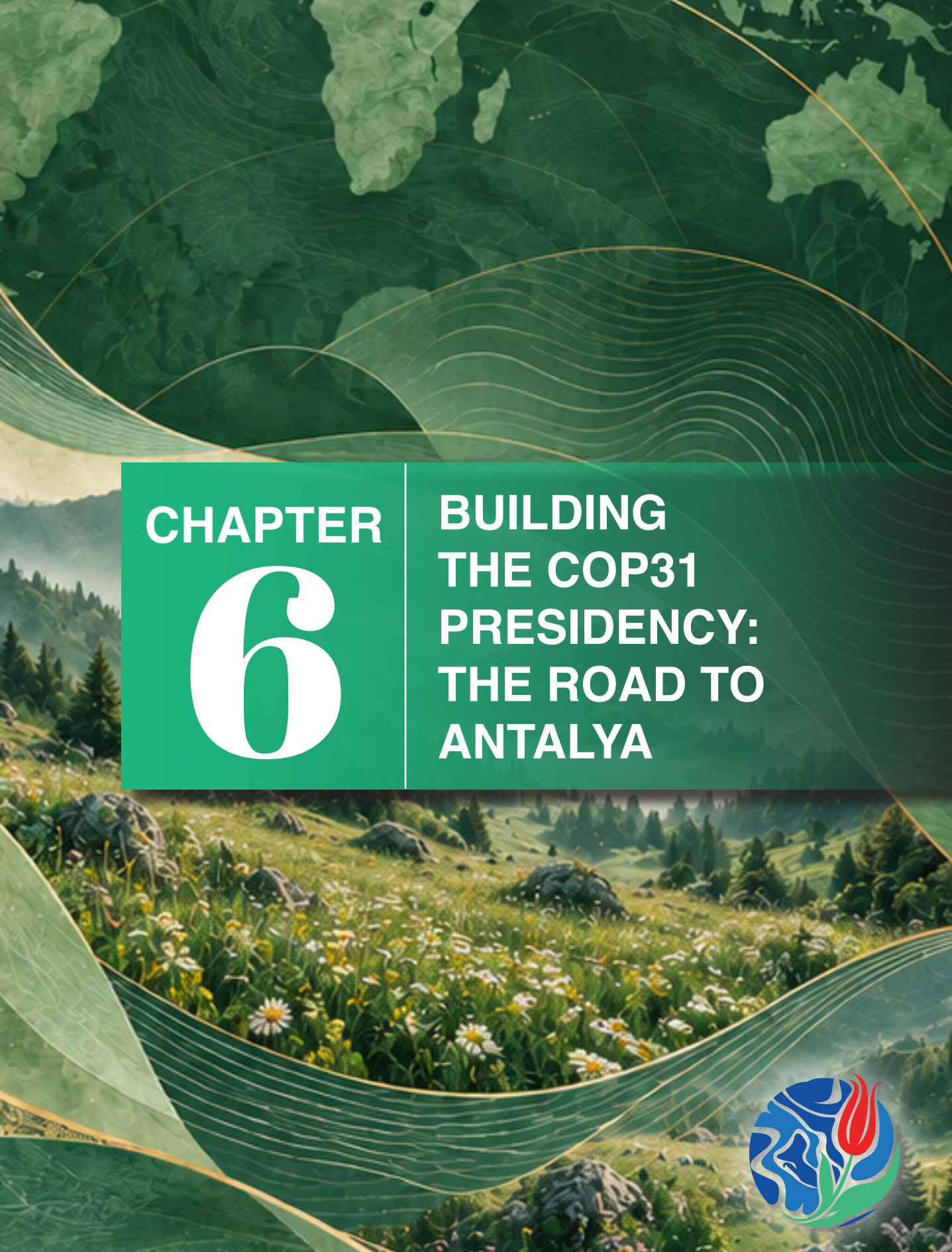


The framework that must be communicated to the domestic public is also greater than the sum of successes. Türkiye's core experience lies in its capacity to implement large-scale public policies, bring different institutions together around common objectives, rapidly build capacity during crises, and connect international partnerships with national implementation capacity. COP31 is the period in which this capacity will take on a new responsibility within global climate governance.

This figure also demonstrates that the COP31 Presidency should be viewed as more than simply a platform for showcasing national successes. While Türkiye's experience provides a basis for the Presidency's credibility, it also reinforces confidence that the COP Presidency remains accountable to all Parties. The value of national experience therefore lies in its ability to inform a diplomatic perspective that can account for different starting conditions and identify concrete barriers to implementation.







CHAPTER 6

BUILDING THE COP31 PRESIDENCY: THE ROAD TO ANTALYA



Securing COP31 and exercising the COP31 Presidency are two distinct stages. The first stage refers to the diplomatic process that turned Türkiye's candidacy into international support and consensus, while the second involves transforming the secured Presidency into political, institutional, and societal capacity.

6.1. From Candidacy to the Belém Consensus: Two Years of Diplomacy

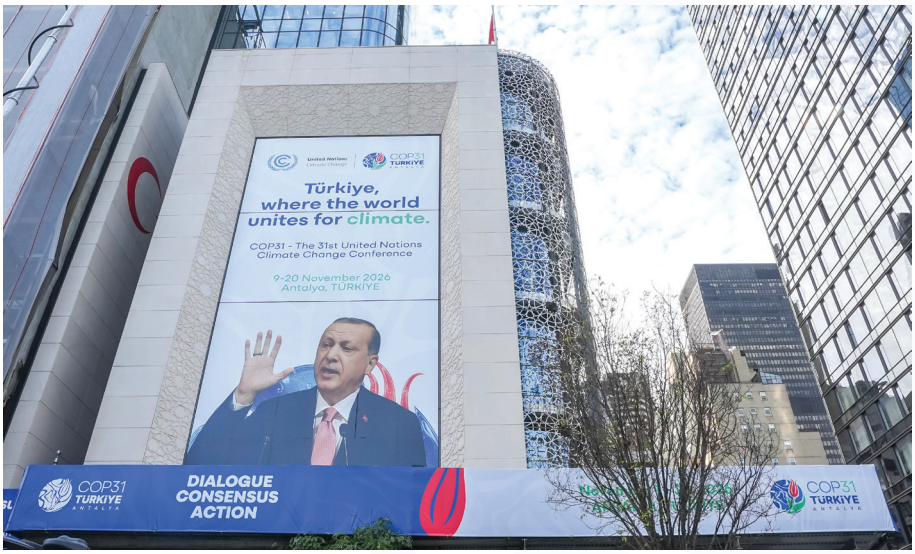
Türkiye's assumption of the COP31 Presidency and its role as host is the outcome of a long-running diplomatic process. Türkiye announced its candidacy for COP31 at COP27 in Sharm El Sheikh, and after Australia also entered the race within the same regional group, multilayered negotiations continued for approximately two years. During the process, contacts were maintained online, in person, and on the margins of international summits with various actors, notably Australian Minister for Climate Change and Energy Chris Bowen and COP29 President Mukhtar Babayev. The meeting held in New York during the United Nations General Assembly in September 2025 was another significant milestone in this diplomatic process.



United Nations Climate Change Conference (COP28), Dubai, United Arab Emirates. 1 December 2023

The process resulted in consensus following five days of intensive negotiations at COP30 in Belém. As a result of talks undertaken by the Turkish delegation with Brazil, Azerbaijan, and Australia, an agreement was reached for Türkiye to assume the COP31 Presidency and host the

conference in Antalya, host the World Leaders Summit, and lead the Action Agenda. Australia, in consultation with Türkiye, assumed the role of President of Negotiations, while it was agreed that the Pre-COP would be held in the Pacific.



Promotion of Türkiye's COP31 Presidency, Turkevi Centre (Turkish House), New York, USA. 21 September 2026.

This outcome is not merely an achievement in hosting. Transforming two competing candidatures into a new division of responsibilities and a model of collaborative work, rather than a zero-sum outcome, is a diplomatic success that demonstrates Türkiye's capacity to generate consensus. The culmination of nearly two years of diplomatic engagement in five days of intensive negotiations in Belém demonstrates that, even at this early stage, COP31 has been shaped by a capacity for dialogue and consensus-building.

6.2. The Beginning of the Presidency: From İstanbul to Antalya

Once the Presidency had been secured, the focus shifted from the question of "Where will COP31 be held?" to the question of "What kind of Presidency will COP31 be?" The kick-off meetings held in İstanbul in February 2026 were the first institutional milestone of this transition. With the participation of UNFCCC Executive Secretary Simon Stiell, COP30 President André Corrêa do Lago, and representatives of previous Presidencies, strategic,

legal, financial, and negotiation issues were addressed, laying the political and bureaucratic foundations for the preparatory process leading to Antalya.



COP31 Joint Press Conference, İstanbul, Türkiye. 12 February 2026.

The significance of the kick-off meetings in İstanbul lies in framing COP31 not merely as a logistical undertaking, but as an opportunity to realise the ambition of becoming the "COP of the Future and Implementation". Thus, from the outset, the Presidency's communication language was shaped around the concepts of negotiation, implementation, trust, and results delivery. This language was later institutionalised in Presidency letters under the principles of "Dialogue, Consensus, and Action".



6.3. Presidency Letters as Policy Documents

The COP31 Presidency letters can be read not merely as diplomatic briefing texts for Parties, but as policy documents that openly outline the Presidency's political direction, working methods, and implementation architecture as it evolves over time. Without replacing legally binding COP decisions, these texts provide predictability and accountability by explaining what the Presidency prioritises, which partnership model it uses, and what outcomes it hopes to achieve in the lead-up to Antalya.

> *"Dialogue, Consensus and Action."*
>
> *Murat Kurum*
>
> *First COP31 Presidency Letter, 13 April 2026*

The First Presidency Letter, dated 13 April 2026, established the founding framework of this policy series. While confirming Türkiye's assumption of the COP31 Presidency, hosting responsibilities, and leadership of the Action Agenda, the letter also defined Australia's role as President of Negotiations, key appointments within the Presidency, and the participation of civil society, the private sector, financial institutions, academia, local authorities, and young people in the process. The "Dialogue, Consensus and Action" approach also became clear in this first text, as it was the political and administrative language of the Presidency.

The Second Presidency Letter, dated 20 May 2026, moved the Türkiye-Australia partnership beyond a mere division of responsibilities, establishing it instead as a framework for joint governance. The relationship between Türkiye's overall political leadership and responsibility for the Action Agenda and Australia's leadership of negotiations was defined around the principles of inclusiveness, transparency, consultation, and Party-centredness. While the emphasis on clean energy, electrification, resilient infrastructure, adaptation, and implementation was reinforced, the Pacific dimension and continuity with previous Presidencies also became integral elements of the joint model.

The Third Presidency Letter, dated 28 August 2026, further develops this approach into a mature implementation programme. The letter issued following the SB64 meetings in Bonn clearly sets out formal negotiations and the Action Agenda as two complementary tracks, while emphasising the mobilisation of voluntary initiatives, partnerships and coalitions to deliver concrete results. The ten priority Action Agenda areas, measurable 2035 implementation targets, Thematic Days and the roadmap to Antalya are brought together within the same policy framework, while scalable, country-owned solutions, the mobilisation of finance and investment, more



ambitious nationally determined contributions, and the implementation of effective National Adaptation Plans are addressed together.

When the three letters are considered together, a phased sequence of policy development emerges: the first letter sets out the Presidency's founding vision and institutional framework, the second establishes the architecture of shared leadership and negotiations, and the third translates the Action Agenda into a more concrete delivery framework through targets, a timetable and implementation tools. In this respect, the Presidency letters constitute the written political record of the relationship established between the COP31 vision, the ten priority areas in the Action Agenda and the 2035 targets. In this context, the Letters are primary documents demonstrating that the Presidency established a policy framework that gradually took shape through consultation, partnership, and measurable outcomes.

6.4. The Türkiye–Australia Partnership Model and the Pacific Dimension

The Türkiye-Australia cooperation model is the result of two competing bids being transformed into a diplomatic consensus. Türkiye's assumption of the Presidency and host-country role, and Australia's assumption of the Negotiations Presidency, require different responsibilities to be carried out within a common political framework. The success of the model depends not only on clear boundaries of authority, but also on regular information-sharing, mutual trust and, when necessary, rapid coordination at the political level.

The Second Presidency Letter defines this partnership as an inclusive and consultative working model, extending the process beyond the conference week in Antalya to make engagement in the Pacific region and post-conference continuity part of the partnership as well.



COP30 Belém Climate Summit, Belém, Brazil. 22 November 2025.



17th Petersberg Climate Dialogue Meeting, Berlin, Germany. 21 April 2026

An important dimension of the Türkiye-Australia partnership is the more visible inclusion of Pacific countries in the process. Holding the Pre-COP in Fiji, convening a Leaders' Meeting in Tuvalu, and establishing the Pacific Climate Envoys mechanism are intended to ensure that the climate vulnerabilities of small island states are brought more regularly into the Presidency process. Issues such as sea-level rise, coastal security, finance, and loss and damage are existential concerns for these countries.

The success of this model depends not only on a formal division of responsibilities on paper, but also on a regular flow of information between political leadership and the management of negotiations. The arrangement under which Türkiye leads the Action Agenda and hosting responsibilities, while Australia manages the negotiation process, has the potential to create a new institutional model for COP Presidencies.

6.5. Multilayered Climate Diplomacy on the Road to Antalya

"The path continues, and it takes our whole devotion."

André Corrêa do Lago & Ana Toni

Executive Report of the United Nations Climate Change Conference, Belém, Brasil, March 2026.

Preparations for the COP31 Presidency have not progressed solely through conference organisation or the negotiation timetable. The Presidency has systematically used its engagements at home and abroad to further develop the Action Agenda, broaden international support, listen to the expectations of the Parties, and build political momentum ahead of Antalya. For this reason, diplomacy and communication at COP31 are not promotional activities undertaken after results have been achieved, but part of the capacity to produce results.

The February 2026 launch meetings in İstanbul marked the first institutional milestone of this new phase. Meetings with UNFCCC Executive Secretary Simon Stiell, COP30 President André Corrêa do Lago, and representatives of Azerbaijan's COP29 negotiating team focused on continuity through presidencies, the alignment of processes, and a working approach centred on delivering concrete results. In the same period, the way Türkiye-Australia cooperation would operate was clearly explained to the international community.

"We will deliver our responsibilities in an inclusive, transparent and party-driven manner, focused on acceleration and implementation."

Chris Bowen

Second COP31 Presidency Letter, 20 May 2026





United Nations Secretary-General's Climate Event, United Nations Headquarters, New York, USA. 23 September 2026.

The civil society consultation held in Ankara on 26 February, meanwhile, helped institutionalise domestic public engagement and stakeholder participation at an early stage. At the meeting, attended by representatives from academia, the business community and civil society, COP31 President Murat Kurum's description of NGOs as "voluntary ambassadors of climate diplomacy" demonstrated that the Presidency has framed its communication approach not merely as the production of messages by central institutions, but as a participatory model in which stakeholders also act as carriers of climate diplomacy.



COP31 Consultation Meeting with Non-Governmental Organisations, Ankara, Türkiye. 26 February 2026.

In April, the Petersberg Climate Dialogue in Berlin was one of the platforms where Türkiye presented its "COP of the Future" and result-oriented implementation approach more visibly at the international level. In May, the Climate-Resilient Cities Programme in Hatay connected Türkiye's experience in post-disaster reconstruction with the global cities and resilience agenda, while the World Urban Forum in Baku placed cities, buildings and local implementation capacity on the international agenda of COP31.

The engagements in Copenhagen on 20–21 May marked an important stage in the expansion of the Presidency's diplomatic network. During his Copenhagen engagements, COP31 President Murat Kurum met with Lars

Aagaard, Minister for Climate, Energy and Utilities of Denmark; Stientje van Veldhoven, Minister of Climate and Green Growth of the Netherlands; Selwin Hart, Special Adviser to the UN Secretary-General on Climate Action and Just Transition; and European Environment Agency Executive Director Leena Ylä-Mononen. At meetings hosted by King Frederik X, Kurum assessed the shared climate and energy agenda together with Chris Bowen and COP30 President André Corrêa do Lago. During the same period, the Türkiye-Australia joint Presidency letter was issued, formalising the division of responsibilities and the Pacific dimension.



Bonn Climate Change Conference, Bonn, Germany. 9 June 2026.

The Bonn Climate Change Conference was one of the key points at which diplomatic activity intensified. While the ten priority themes of the Action Agenda and six global implementation targets were announced there, COP31 President Murat Kurum met with Chris Bowen, UN Assistant Secretary-General Marcos Neto, and representatives of various countries. On the second day and in the days that followed, separate consultations took place with the G77 and China, the Cartagena Dialogue, the Like-Minded Developing Countries Group, and BASIC, while meetings were also held with COP/CMP/CMA Bureau representatives and UNFCCC observer organisations. This intensive round of consultations shows that the Action Agenda was not merely announced, but also tested against the expectations of different negotiating groups.

London Climate Action Week at the end of June extended diplomatic mobilisation beyond governments. During the same week, the Climate Innovation Forum, the COP31 Business Forum, the COP31-IEA High-Level Dialogue, the Global Energy Transition and Electrification Summit, the Electrify Now initiative, and the partnership with Bloomberg Philanthropies strengthened the Action Agenda's links with the business community, finance, and energy institutions. The 35x35 electrification target also developed into an effort to build an international coalition during this process.

Social media also served as a complementary record for documenting these engagements on a day-to-day basis. This diplomatic track should not be viewed merely as a chronology of participation in meetings. Each stop helped further develop a different component of the Presidency: Petersberg represents the political direction and implementation-oriented discourse; Hatay, cities and local implementation; Baku, urban resilience and building efficiency; Copenhagen, electrification and the relationship with the co-Presidency; Bonn, the Action Agenda and global targets; London, the private sector, financing and innovation dimensions; and New York, a significant milestone at the global level. The process initiated with the Seas and Oceans Summit held in Trabzon, together with the Fiji Pre-COP and the Pacific dimension, has helped ensure that ocean and coastal issues feature on the Presidency's agenda not merely as thematic priorities but also as matters of political significance. In this way, the "Road to Antalya" became more than a communication slogan; it evolved into a method for gradually building the agenda.

6.6. Domestic Ownership and Strategic Stakeholder Diplomacy

Another dimension of the COP31 Presidency that is just as important as external diplomacy is engaging the domestic public and national stakeholders in the process. The participation of representatives from academia, the business community and civil society in the strategic stakeholder meeting in Ankara shows that the Presidency's "Dialogue, Consensus and Action" approach is also being applied domestically. Defining civil society as "voluntary ambassadors of climate diplomacy" indicates that COP31 is not regarded merely as a foreign policy undertaking led by the state bureaucracy.





Türkiye's Climate Change Agenda on the Road to COP31: Climate Change and Environment Programme, Ankara, Türkiye. 14 April 2026.

This approach subsequently took on more institutional forms through COP-SCIENCE, COP31 Business, the volunteer programme, Türkiye Pavilion side-event applications, and partnership calls. Thus, communication with the domestic public is transformed from a purely informational activity into a mobilisation strategy that channels stakeholders towards concrete forms of participation.



6.7. Communication Management

COP31's communication management is conducted through multiple layers, including Presidency letters, the official website, speeches, news coverage, social media and stakeholder calls. Posts on the official X account of Mr Murat Kurum provide day-to-day public updates on bilateral meetings, international engagements, the Türkiye-Australia partnership and messages relating to the Action Agenda. This digital flow helps ensure that diplomatic activities do not remain confined to closed-door meetings and that the Presidency's priorities can be followed by broader audiences.

The success of communication management is not limited to visibility metrics. The key measures are the consistency of the Presidency's messaging, the degree to which stakeholders have a clear sense of the process, and the ability to connect diplomatic engagements within a shared narrative. From this perspective, the "No surprises" approach can be understood not only as a negotiating method, but also as a communication principle: the Presidency communicates as clearly as possible what it intends to do, which agenda it is pursuing, and which partnerships it is developing.

6.8. The Presidency's Executive and Leadership Architecture

Within the formal Presidency structure, the separation of responsibilities for political leadership, diplomacy, content, infrastructure and operations is important, given the scale of COP31. In the First Presidency Letter, Deputy Minister Fatma Varank, as COP31 CEO, was charged with the overall strategic framework, the Action Agenda, preparations for international negotiations and inter-institutional coordination; Deputy Minister Ömer Bulut was assigned responsibilities for construction and infrastructure, while Deputy Minister Burak Demiralp was tasked with operational and logistical processes. Director of the Climate Change Directorate Prof. Halil Hasar was appointed Chief Climate Diplomacy Officer, while Mehmet Ali Kahraman was appointed Director of the COP31 Presidency Office.

To engage non-state actors in the process, Samed Ağırbaş, President of the Zero Waste Foundation, was appointed COP31 Climate High-Level Champion, while Sally Higgins was appointed Youth Climate Champion.





Press Meeting with International Media Representatives on the Margins of the İstanbul Climate Finance Summit, İstanbul Financial Centre, İstanbul, Türkiye. 4 September 2026.

Another element complementing this structure is the COP31 Envoys mechanism, established to strengthen the COP31 Presidency's engagement with different stakeholder communities. The Ambassadors were selected to help bring the knowledge, experience and implementation capacity of different social and institutional groups into the Presidency process.

In this context, the Union of Chambers and Commodity Exchanges of Türkiye (TOBB), as Private Sector Envoy, channels the business community's experience, expertise and implementation capacity into the COP31 process. The Banks Association of Türkiye, as Climate Finance Ambassador, contributes to strengthening the link between climate targets and the financial resources required to achieve them. The Confederation of Turkish Trade Unions (TÜRK-İŞ), as Trade Union Envoy, brings workers'

perspectives and the just transition approach into the process. . . Prof. Erol Özvar, President of the Council of Higher Education (YÖK), supports efforts to bring scientific knowledge, research and innovation capacity into the COP31 Presidency process in his role as Academia Envoy.

At the local level, Uğur İbrahim Altay, President of United Cities and Local Governments (UCLG) and Mayor of Konya, serves as Cities and Local Governments Envoy. This appointment reflects within the Presidency structure the importance of local governments in translating national climate commitments into concrete action at the city and local-government level. Nilhan Ayan, İstanbul MP and Head of the AK Party's Environment and Urbanisation Policies, contributes to bringing perspectives on environmental and climate policies into the Presidency process in her role as Environment and Climate Change Envoy.

Within this framework, the COP31 Envoys have not been positioned merely as representatives of specific sectors or institutions. The Envoys mechanism constitutes a stakeholder engagement model that connects the private sector's implementation capacity, the financial sector's ability to mobilise resources, the perspectives of workers and trade unions, academia's scientific expertise, the experience of environmental actors, and the on-the-ground capacity of local governments with the COP31 Presidency.

Thus, when the High-Level Climate Champion, the Youth Climate Champion and the COP31 Envoys are considered together, the aim goes beyond merely ensuring the participation of non-state actors in the COP31 process to incorporating their knowledge, resources, representative capacity and implementation capabilities into the Presidency process. This structure forms one of the institutional tools of the COP31 Presidency's approach to bringing together the private sector, financial institutions, workers, academia, youth, environmental actors and local governments around a common understanding of implementation.

In this respect, the COP31 Envoys mechanism can be regarded as one of the instruments through which the Implementation Presidency moves stakeholder engagement beyond representation towards implementation capacity. This structure illustrates that the Presidency establishes institutional channels of engagement not only for intergovernmental negotiations but also for business, finance, cities, regions, civil society, and youth.





The distinction between political leadership and executive capacity is significant in terms of the Presidency's scale. While the Presidency Office, diplomacy and international relations, infrastructure and operations, the Action Agenda, Champions, and stakeholder channels perform distinct functions, the COP31 President provides the overall political direction. This structure provides the institutional foundation for the governance rationale of the Implementation Presidency, which will be addressed in later sections.



6.9. Venue, Logistics and Operations Management

At COP31, Antalya is more than simply the city where the conference will be held. A United Nations conference with tens of thousands of participants in motion over the same period requires a temporary yet high-capacity organisational system to be established. Transport, accommodation, security, health, accreditation, communication, energy, technical infrastructure, waste management, accessibility, and logistics services must be coordinated within a single operational planning framework rather than functioning independently.



Antalya's tourism infrastructure, capacity to accommodate international visitors, and experience in hosting major events offer a significant advantage. However, given the scale of COP31 and the specific requirements of the United Nations conference system, existing capacity must be reorganised to meet the conference's needs. Therefore, venue management is not limited to preparing the conference venue. Transport from the airport to the conference venue, participant movements between accommodation areas, security and accreditation systems, health services, technical infrastructure, supply chains, delegation services, and uninterrupted conference operations must be coordinated together.



In organisations of this size, logistics and operations management form the invisible infrastructure that supports the Presidency's political and diplomatic capacity. The technical and physical systems utilised concurrently by thousands of people must function flawlessly for negotiations, high-level meetings, side events, and stakeholder programmes to go forward as planned. Therefore, the success of COP31 requires strong operational coordination capacity as much as diplomatic preparation.

The implementation-orientated approach will be tested in the organisation of the conference itself. Ensuring that decisions on sustainable transport, energy and resource efficiency, waste reduction and recovery, accessibility, sustainable procurement and local participation are aligned with the Presidency's overall approach will ensure credible consistency between the substance of COP31 and its hosting arrangements.



One of the core components of the COP31 conference venue is the Blue Zone. Operating under United Nations authority, this area serves as the central hub for official negotiations and COP decision-making processes. This diplomatic area includes party delegations, negotiation rooms, high-level meetings, country pavilions, and various side events. The Blue Zone is thus more than just a physical location for negotiations; it is also an international space of interaction in which, in addition to states and international organisations, numerous non-state actors participate in climate diplomacy.



The Green Zone will constitute the societal and implementation-orientated face of COP31. Coordinated by the host country, this area is intended to function as a platform for the private sector, entrepreneurs, academia, civil society organisations, youth, local governments, technology and innovation actors, and citizens to engage more directly with the climate agenda. The Green Zone will connect the negotiation agenda with society and the world of implementation through exhibitions, thematic events, solution and technology presentations, cultural programmes, and meetings among various stakeholders.

In this respect, the function of the Green Zone is not limited to ensuring broader participation in COP31. It also provides an important opportunity to make visible, through concrete experiences and solutions, the areas of energy, industry, cities, food, health, education, Zero Waste, and other implementation areas emphasised in the Presidency's Action Agenda. The Blue Zone and the Green Zone can be considered two distinct but complementary spaces, with the former focusing on decisions and diplomacy and the latter on participation, solutions, and practical experience.



The Türkiye Pavilion has a distinct diplomatic and communication function within this spatial structure. It will provide a platform for engaging international stakeholders, sharing Türkiye's climate policies and implementation experience across energy, urbanisation, Zero Waste, industry, transport, agriculture, water, ecosystems, and other areas, while also fostering international cooperation. The establishment of separate application channels for stakeholder participation and Türkiye Pavilion side events also shows that the conference programme has been opened to contributions from a wider range of actors.



Another dimension of venue management is the relationship between the conference and Antalya. COP31's impact on the host city will not be limited to the conference venue. Transport networks, accommodation facilities, public spaces, local services, and the relationship between city residents and the conference are all integral to the organisation as a whole. For this reason, coordination among local authorities, public institutions and the private sector is as important as operations at the conference venue.

This is where venue, logistics, and operations management's strategic significance for COP31 becomes clear. The Presidency's holistic structure can be fully realised only when the diplomatic process, the Action Agenda, and stakeholder participation are supported by strong physical and operational infrastructure that operates alongside them.

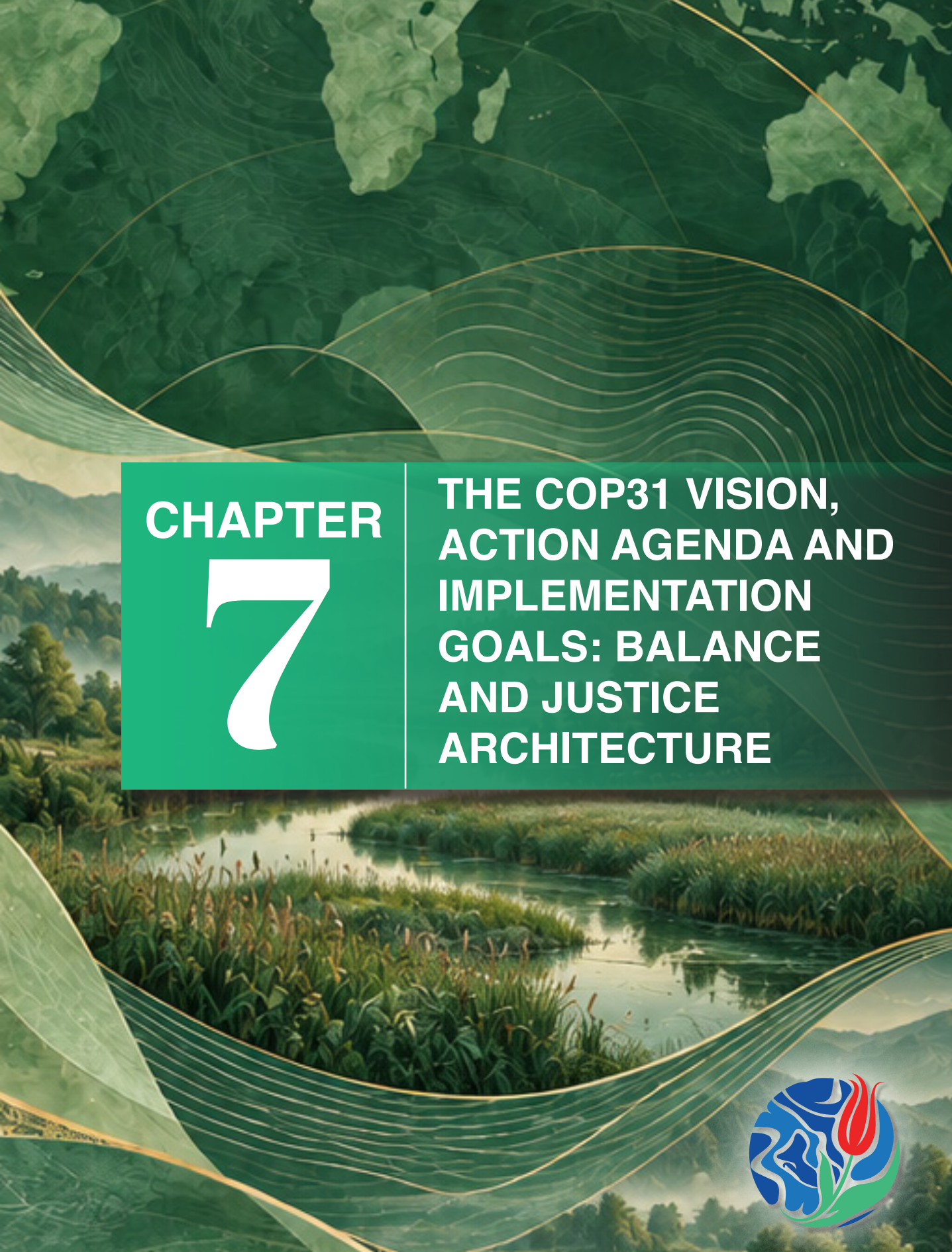
The success of hosting should not be measured solely by the smooth completion of the conference. It is critical that COP31's approach to implementation, sustainability, accessibility, and participation is reflected in its organisation, from conference transportation and energy consumption to procurement processes and waste management, and from volunteering to local participation. Thus, Antalya will not only host COP31 but will also serve as a testing ground for the Presidency's proposed implementation approach through its own organisation.

6.10. COP31 Presidency Success Framework: From Negotiation to Implementation

The COP31 experience demonstrates that the success of the Presidency should be assessed not only by the decisions adopted but also by the smooth organisation of the conference. Complementary dimensions include negotiation success, implementation capacity, diplomatic mobilisation, communication, public ownership, and institutional legacy. What matters is to demonstrate why this expanded understanding of success assigns a central role to the Action Agenda.







CHAPTER 7

THE COP31 VISION, ACTION AGENDA AND IMPLEMENTATION GOALS: BALANCE AND JUSTICE ARCHITECTURE



The most concrete manifestation of COP31's implementation ambition is the Action Agenda. The Agenda serves a broader purpose than simply listing side events during the conference week, bringing together political priorities, global implementation targets, existing international initiatives, and new partnerships around shared outcome areas. Therefore, the Action Agenda is the area in which the thesis of the Implementation Presidency is tested most strongly in empirical terms.

7.1. An Agenda Shaped through Consultation

The COP31 Presidency does not present the Action Agenda as a fixed package that is announced at the end of a closed preparation period. In its official address in Bonn, the Presidency emphasised its commitment to an open and predictable working approach with no room for surprises, noting that processes including the Japan-Brazil Dialogue, Petersberg Climate Dialogue, COP31-IEA High-Level Dialogue, Santa Marta, Baku World Urban Forum, and Copenhagen Climate Ministers' Meeting had helped shape the agenda.



The "Bonn Climate Change Conference," organized under the leadership of the Subsidiary Body for Implementation (SBI) and the Subsidiary Body for Scientific and Technological Advice (SBSTA) of the United Nations Framework Convention on Climate Change (UNFCCC), Bonn, Germany, 8 June 2026

The collection of stakeholder perspectives through face-to-face consultations, thematic working groups, international partnerships, and an open digital platform demonstrates a commitment to preventing the Action Agenda from becoming a one-way Presidency announcement. Intensive engagements in Bonn and London also served as stages for testing the agenda with various country groups, the business community, financial institutions, and technical actors.

7.2. Continuity with Previous COPs

The COP31 Action Agenda is not a structure built from scratch. The Presidency clearly states that its approach builds on the achievements of the COP29 process in Baku and the strengthened Global Climate Action Agenda in Belém. Taking over the work cycle established after COP30 through six thematic pillars and Activation Groups reflects an approach geared to ensuring continuity in the existing implementation ecosystem, rather than each Presidency launching a new set of initiatives.

Therefore, COP31's ten priorities and the six pillars of the Global Climate Action Agenda should not be regarded as competing structures. The ten themes represent the Presidency's political priorities, while the Activation Groups and existing global action structure represent the institutional and multi-actor implementation capacity to carry these priorities out.



World Leaders Climate Action Summit at COP 29, Baku, Azerbaijan. 12 November 2024.

This continuity points to a fundamental principle for the Implementation Presidency: visibility does not require every Presidency to establish new institutions and initiatives. More lasting value can be achieved by strengthening existing well-functioning mechanisms, addressing gaps between them, and building additional capacity where political support can make a meaningful difference.

7.3. Ten Priority Themes: From a List of Issues to an Implementation Portfolio

The COP31 Action Agenda comprises ten priority themes: Zero Waste, Oceans and Seas, Food Security, Climate-Resilient Cities, Climate Implementation Bridge, Youth and Education, Green Industrialisation, Clean Energy Transition, Rio Synergy, and Dynamic and Resilient Health Systems. The value of these themes lies not only in their significance for the climate agenda but also in their focus on areas where implementation gaps are evident and political and institutional mobilisation can generate added value.

> *"Currently, the world is not simply anticipating new resolutions. The world wants the decisions in action."*
>
> *Murat Kurum*
>
> *Bonn Climate Change Conference, 9 June 2026*

7.3.1. Zero Waste and Methane Reduction

> *"One of the greatest legacies we can leave for future generations is an awareness of a waste-free and sustainable way of living."*
>
> *Emine Erdoğan*
>
> *The International Day of Zero Waste, 30 March 2024*

Waste management, the circular economy, and methane reduction are among the areas where COP31 combines Türkiye's extensive national experience with global needs. One of the emission sources with a significant short-term climate impact is methane produced by the landfilling of organic waste. Therefore, key implementation areas that can deliver rapid gains in climate policy include waste prevention at the source, separate management of organic waste, reuse, recycling, and circular production models.





UN General Assembly "30 March International Day of Zero Waste" Special Event, New York, USA. 30 March 2025.

Türkiye's Zero Waste experience has brought public institutions, local governments, businesses, educational institutions, and citizens together within the common policy framework. For COP31, the value of this experience lies not in replicating the system identically in other countries but in demonstrating how resource use, consumption, production, and changes in social behaviour can be addressed collectively. The Presidency's targets, halving the growth in global waste generation by 2035 and accelerating reductions in methane emissions, aim to move waste management beyond conference discourse into measurable implementation.

Achieving these targets will depend on linking national and local programmes to measurable goals, as well as bringing financing and technical support together with municipalities and implementing institutions.

7.3.2. Oceans and Seas

Oceans and seas are areas where the impacts of climate change, adaptation needs, biodiversity loss, and economic vulnerability become simultaneously evident. Sea-level rise, coastal erosion, changes in sea-water temperatures, extreme weather events, and ecosystem degradation all pose direct development and security challenges, particularly for island states and coastal communities.

COP31's Türkiye-Australia partnership also carries particular value for this theme. The existential coastal risks faced by Pacific small island states differ from Türkiye's experience with coastal areas, tourism, ports, and marine ecosystems across the Mediterranean, Aegean, and Black Sea basins; however, they offer opportunities for mutual learning in areas such as coastal resilience, early warning, marine pollution, the blue economy, and ecosystem protection. The Fiji Pre-COP and Pacific dimension may bring ocean and coastal issues into the presidency agenda, not just thematically, but also with political weight.



From an implementation standpoint, coastal adaptation plans, blue carbon ecosystem protection, marine protected areas, early warning, port and tourism infrastructure resilience, and financing instruments must all be addressed together. The theme can only produce tangible results if a connection is established between scientific observation and local investment decisions.



7.3.3. Food Security

The food security theme tackles the effects of climate change on agricultural production, water resources, farmer incomes, rural livelihoods, and supply chains from an implementation standpoint. In addition to production volumes, food prices, rural employment, and the vulnerability of low-income households are all impacted by drought, rising temperatures, and extreme weather events.



Therefore, resilient food systems are not limited to new agricultural technologies. Water efficiency, irrigation infrastructure, climate-resilient crop patterns, early warning systems, soil health, reducing food losses, and farmers' access to finance and information are all part of the same implementation chain. Türkiye's experience with water stress and agricultural production provides a concrete basis for discussing the development and adaptation dimensions of this theme together.

Food security is also a theme with a strong climate justice dimension. Drought and production losses affect not only agricultural yields, but also food prices, rural employment and access to food for low-income households. For this reason, implementation solutions need to reach the farmers' level, be supported by financing and insurance mechanisms, and strike a balance between local knowledge and technology.

Türkiye's experience in water efficiency, irrigation modernisation, drought management and agricultural production provides a significant basis for learning under this theme. COP31's task is not to promote a single agricultural model, but to facilitate the scaling up of food system solutions that are socially resilient and applicable across different climate zones.

7.3.4. Climate-Resilient Cities

"Resilience should be valued as an asset"

António Guterres

London Climate Action Week, 24 June 2026

Cities are the primary setting in which national climate targets find practical expression in people's everyday lives. While buildings, transport, energy, water, waste, green spaces and essential infrastructure services converge at the local level, extreme heat, floods, drought and other disasters directly affect the physical and social systems of cities. Accordingly, urban resilience brings mitigation and adaptation together within the same policy area.

Türkiye's experience of rapid urbanisation and its reconstruction capacity following the 6 February earthquakes provide an important implementation perspective for this theme. Earthquake experience is not a substitute for climate policy itself; however, it requires that the relationship between structural safety, infrastructure, land use, energy efficiency, local capacity and risk reduction be managed in an integrated manner. The target of reducing energy consumption intensity in buildings by at least 25 per cent by 2035 also provides a measurable direction that requires central government, municipalities, the construction sector, technology providers and financial institutions to work together.



Urbanisation Summit on the Theme of "City and Space in Our Civilisation", Ankara, Türkiye. 11 November 2025.

The Declaration on Climate-Resilient and Sustainable Cities, adopted in Hatay, shows that, ahead of COP31, this theme has become a political and implementation-oriented line of work. The Declaration emphasises the links between policy and implementation, reconstruction and transformation, and global commitments and local action.

Financing is particularly critical in the context of cities. Municipalities' capacity to prepare projects, long-term infrastructure financing, building renovation mechanisms and private-sector investments determine how national targets are translated into action at the local level. The Sustainable Urban Resilience Financing Facility (SURFF), developed by İLBANK, has been put into operation as an effective financing mechanism.

7.3.5. Climate Implementation Bridge

The Climate Implementation Bridge is the mechanism that most directly represents COP31's approach to implementation and, unlike the other themes, serves a cross-cutting function. National climate plans and sectoral targets can indicate the direction of investment needs; however, projects must be technically, financially and institutionally prepared for financial institutions to make investment decisions. This gap between targets and investable projects is one of the main bottlenecks to implementation, particularly in developing countries.

The purpose of the Bridge is not to set up a new international fund. The underlying approach is based on identifying needs, enhancing project-preparation capacity, directing technical assistance to the proper actors, and connecting projects with suitable financing. The Presidency's role is not to evaluate projects or make investment decisions, but to use its political reach to facilitate more effective connections among countries, cities, technical organisations, development banks and private finance. In this respect, the Climate Implementation Bridge is one of the most concrete institutional instruments of the Implementation Presidency concept.

The importance of the Climate Implementation Bridge lies in its focus on the issue of "project readiness" before the amount of financing. Many countries have identified needs and political goals, but projects fail to progress to the investment stage due to deficiencies in technical feasibility, risk-sharing, financial structuring, implementation authority or procurement capacity. The Bridge aims to identify this gap at an early stage.

This mechanism also serves as a cross-cutting instrument linking COP31's other nine themes. Although targets differ across clean energy, cities, industry, health and food, project preparation, technical support, financing and institutional ownership recur as common challenges throughout the implementation chain.



7.3.6. Youth and Education

> *"In light of our obligation to future generations, we must implement tangible measures for sustainability."*
>
> *Emine Erdoğan*
>
> *Message on International Day of Zero Waste, 27 March 2024*

The Youth and Education theme views young people not merely as future victims of climate risks, but as actors who carry the knowledge and implementation capacity needed for the transition. Climate literacy, green skills, vocational education, meaningful youth participation in negotiation processes, and international youth co-operation are the key dimensions of this theme.

As the transformation of energy, industry, agriculture, urban development and finance creates demand for new occupations and skill sets, the ability of education systems to adapt to these changes will be critical for long-term implementation capacity. The target of integrating climate change into education curricula in more countries shows that the Action Agenda addresses implementation not only through technology and finance, but also through human capacity.



3rd International Zero Waste Summit and Award Ceremony, Haliç Congress Centre, İstanbul, Türkiye. 23 December 2022.



The 2035 target of integrating climate awareness more broadly into education systems moves the youth theme beyond symbolic representation. When education curricula, vocational training, university programmes, teacher capacity and workforce transformation are considered together, the youth theme becomes one of the key components of long-term implementation capacity.

The Youth Climate Champion and the volunteer programme serve as the institutional channels for this theme within the conference. However, true success should be evaluated by how far young people evolve from being mere participants in events to becoming co-creators in project development, innovation, research, and local implementation.

7.3.7. Green Industrialisation

Green industrialisation focuses on managing the relationship between emissions reduction and development, employment, competitiveness, technology and a just transition. The transformation of industry is not limited to changing energy sources; electrification, energy and resource efficiency, clean production technologies, circular use of materials, supply chains, and preparing workers with new skills must be addressed together.



For developing countries, one of the greatest challenges is the simultaneous pressure created by high investment costs and international trade standards. Türkiye's close economic integration with the EU enables it to experience directly the competitiveness and trade aspects of this transformation. The target of increasing the use of recycled/circular materials in production and manufacturing to at least 15 per cent by 2035 shows that COP31 addresses green industrialisation not only in terms of emissions intensity, but also through material efficiency and production models.

This approach requires industrial transformation to be considered within a broader framework than merely changing energy sources. When material efficiency, reuse, industrial symbiosis, low-carbon product standards and digital monitoring systems are considered together, green industrialisation becomes a more comprehensive competitiveness policy.





The COP31 Business Forum and international financial partnerships will be critical to this theme. Aligning the transition plans of companies with affordable financing, technology providers, and public regulations will serve as a key test for the implementation-oriented nature of the Action Agenda.

7.3.8. Clean Energy Transition

The Clean Energy Transition goes beyond expanding renewable energy capacity to address electrification, grids, storage, energy efficiency, system flexibility, and reliable and affordable access to energy as parts of the same transformation. The target of increasing electricity's share of final energy demand to 35 per cent by 2035 brings transport, buildings and industry together around a common electrification agenda.





The pathway for implementing this target will vary from country to another. Countries differ in terms of their energy systems, income levels, industrial structures, financing costs and existing infrastructure. COP31's working arrangements with the IEA, IRENA and other energy partners aim to connect technical analysis with political objectives. For Türkiye, this theme highlights the real transition conditions in an economy where renewable capacity is expanding while energy demand and the need for supply security are increasing.

The 35x35 target is one of the most visible global implementation targets under the COP31 Action Agenda. The call to increase electricity's share of final energy demand to 35 per cent by 2035 brings transport, buildings and industry together around a common electrification agenda. For this reason, the target is not limited solely to the energy generation sector.

Accelerating electrification also requires increased investment in grids, storage, flexibility and energy efficiency, as well as an expansion of clean electricity supply. Dialogues with the IEA, IRENA and other technical partners are part of the effort to transform the target from a political slogan into an investment and technology agenda.

7.3.9. Rio Synergy

The Rio Synergy aims to strengthen common areas of implementation across climate change, biodiversity loss and land degradation. While these three challenges are addressed at the international level through distinct conventions, they can impact the same basin, soil, water resources, coastline, and communities on the ground. As a result, fragmented policy and financing decisions can create significant implementation inefficiencies.





COP31 Presidency Delegation, New York Climate Week, New York, USA, 20–27 September 2026.

The aim is not to merge the conventions institutionally. Rather, the objective is to ensure that targets in areas such as ecosystem restoration, sustainable land and water management, resilient food systems, drought management and nature-based adaptation are mutually reinforcing. Türkiye's experience in basin management, forests, coastal areas, agriculture and combating desertification provides a strong basis for implementation under this theme. The Rio Synergy holds significant importance for the Implementation Presidency, as the issue is not so much the lack of a new institution, but rather the coordination gap that exists among the current institutions and conventions.

The Rio Synergy theme also has a strong diplomatic context for Türkiye. The growing international responsibilities and visibility across the climate, biodiversity, and desertification and land agendas over the same period provide an opportunity for more concrete consideration of the implementation linkages among the three conventions.

The success of the synergy depends less on the number of joint declarations than on climate adaptation, water management, land restoration and biodiversity investments reinforcing one another within the same basin or

region. This approach can also enable more coherent use of public resources and help local implementers avoid fragmented reporting requirements.

7.3.10. Dynamic and Resilient Health Systems

The impacts of climate change on health are becoming more apparent through extreme heat, air pollution, disasters, water and food security, vector-borne diseases, and access to healthcare for vulnerable groups. Preparing health systems for climate risks is therefore not only a matter of environmental policy, but also of continuity in public services and social resilience.

The dynamic and resilient health system approach has two dimensions. On the one hand, hospitals and health infrastructure need to be able to provide uninterrupted services during disasters and extreme weather events, while early warning and emergency response capacity must be strengthened. On the other hand, it is possible to make the use of energy and resources in healthcare facilities more efficient and less carbon intensive. As this theme directly overlaps with cities, energy, food security and education, it is one of the areas that demonstrates the holistic nature of the Action Agenda.

At the implementation level, the health theme places particular emphasis on early warning systems, heat action plans, energy security for healthcare facilities, climate-sensitive disease surveillance, and the design of services for vulnerable groups. A significant proportion of these areas require coordination with city administrations, energy institutions and disaster management units, alongside health ministries.

The health systems theme demonstrates that climate policy is concerned not only with emissions, but also with public service continuity and human security. In terms of COP31's inclusive implementation approach, health is one of the areas where the public can directly feel the concrete benefits of climate action.

7.4. Balance and Justice among Priorities

Assessing the distinctiveness of the COP31 Action Agenda solely by the scope of its ten priorities is insufficient. The central issue is how these priorities balance the different needs of climate policy within the same implementation architecture. In the context of action agendas, balance does not imply that each theme receives equal time, resources, or visibility. The impact of each



priority differs with regard to global emissions, climate vulnerability, economic transformation and social justice. Balance is therefore a matter of strategic alignment rather than mechanical equality.

In this regard, the Clean Energy Transition and Green Industrialisation focus on the structural reduction of emissions; urban areas, health, food, and marine ecosystems focus on resilience to climate impacts; youth and education focus on social capacity; the Rio Synergy focuses on ecological integrity; and the Climate Implementation Bridge (CIB) focuses on finance and implementation capacity. Zero Waste, meanwhile, establishes a horizontal link between mitigation, resource security, methane, consumption patterns, and public participation. Thus, the ten priority themes go beyond being ten separate agendas to form a mutually reinforcing portfolio of transformations.

"We can achieve a sustainable future through negotiation processes in which all countries participate equally and effectively, 'leaving no one behind'."

Emine Erdoğan

The International Day of Zero Waste, 30 March 2025

"Combating climate change must not result in new injustices or a new system of exploitation."

Recep Tayyip Erdoğan

Cabinet Meeting, 6 December 2023

The aim is to develop a balance-and-justice mechanism that connects the global, national, and sectoral levels across the COP31 Vision, the ten priority themes of the Action Agenda, and the 2035 implementation targets. The concept of justice does not refer solely to the equitable distribution of resources. The various dimensions of justice within this architecture encompass recognising differences in levels of development and capacity, ensuring access to finance and technology, protecting vulnerable communities, upholding intergenerational responsibility, safeguarding natural systems, and ensuring participation in decision-making processes.

"Adaptation is an economic necessity... and a matter of climate justice."

António Guterres

London Climate Action Week, 24 June 2026





Address by President Recep Tayyip Erdoğan at the 81st Session of the UN General Assembly, New York, USA. 22 September 2026.

7.5. Interlinkages Among Thematic Areas

To assess the coherence of the Action Agenda as a whole, each theme should be considered in relation to mitigation, adaptation and resilience, finance, technology, capacity building, public participation and natural systems.



International Energy Agency (IEA) High-Level Energy Transition Dialogue, United Nations Headquarters, New York, USA. 23 September 2026.



Table 1. Analytical interlinkage matrix of the COP31 Action Agenda themes

Priority	Mitigation	Adaptation and Resilience	Finance	Technology	Capacity	Public Participation	Nature and Ecosystem
Zero Waste	●●●	●	●●	●●	●●	●●●	●●
Oceans and Seas	●●	●●●	●●	●●	●●	●●	●●●
Food Security	●●	●●●	●●	●●	●●●	●●●	●●●
Climate-Resilient Cities	●●●	●●●	●●●	●●●	●●●	●●●	●●
Climate Implementation Bridge	●●	●●	●●●	●●	●●●	●●	●
Youth and Education	●	●●	●	●●	●●●	●●●	●●
Green Industrialisation	●●●	●	●●●	●●●	●●●	●●	●●
Clean Energy Transition	●●●	●●	●●●	●●●	●●	●●	●●
Rio Synergy	●●	●●●	●●	●●	●●●	●●●	●●●
Dynamic and Resilient Health Systems	●●	●●●	●●	●●●	●●●	●●●	●●

The matrix does not constitute an official COP31 ranking system. Developed on the basis of the official thematic descriptions and statements by the Presidency, the matrix is intended as an analytical tool for identifying the principal functional linkages among the themes. The notation "●●●" indicates a strong and direct relationship, "●●" a clear relationship, and "●" an indirect or supporting relationship.

The matrix highlights three strategic linkages. The first is systems transformation: the Clean Energy Transition, Green Industrialisation and Zero Waste seek to transform energy, production and material flows.

The second is the resilience of living systems: cities, food, oceans, and health respond to the impacts of climate change on people, ecosystems, and essential services.

The third is the enablers of transformation: the Climate Implementation Bridge (CIB) strengthens finance and institutional delivery capacity; Youth and Education strengthen knowledge and social ownership; and the Rio Synergy strengthens policy and ecosystem integrity.



This three-part analytical interpretation does not place the themes within a new official hierarchy. Rather, it explains why different policy areas need to be addressed together. True balance derives less from the strength of individual themes within their respective domains than from establishing linkages between mitigation and adaptation, economic transformation and social protection, technology and capacity, finance and project preparation, and human needs and ecological limits.

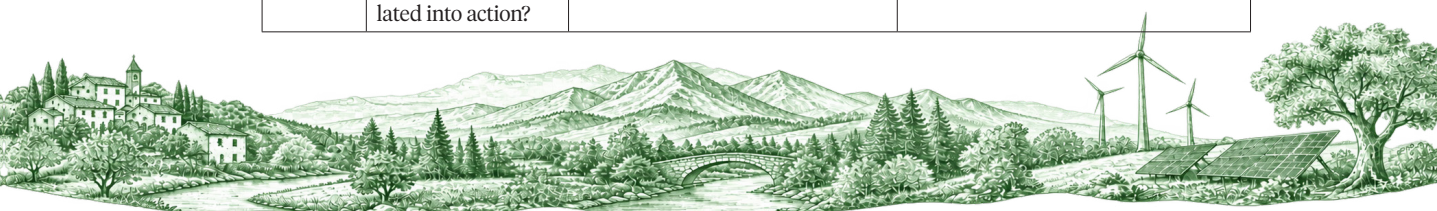
7.6. Vertical Balance Across Global, National, and Sectoral Levels

A second aspect of balance in the COP31 architecture concerns the relationship between different levels of action. In a system where global targets do not translate into national ownership, and national policies into sectoral and local implementation, the implementation gap persists. Each priority should therefore be considered across three levels.

At the global level, it defines common directions and areas for cooperation; at the national level, it connects the targets with countries' development plans, NDCs, legislation, institutional capacities, and finance needs; and at the sectoral and local levels, it translates them into concrete projects, investments and implementation across areas such as energy, industry, agriculture, health, education and urban development.

Table 2. Global–national–sectoral implementation matrix for the COP31 priority themes

Level	Key question	What it corresponds to in the COP31 architecture	Balance and justice function
Global	What is the common direction and objective?	Presidency vision, 10 priority themes, 2035 global implementation targets and international coalitions	In establishing a common direction, they render visible differences in levels of development and the need for common but differentiated capacities.
National	How will countries adapt the target to their national circumstances?	NDCs, development policies, legislation, finance and technology needs, institutional capacity	It ensures that national circumstances, differences in capacity and the needs of a just transition are taken into account rather than applying a one-size-fits-all approach.
Sectoral and local	Through which projects, investments and implementation measures will the target be translated into action?	Implementation portfolios across energy, industry, cities, food, health, education, waste and ecosystems	By translating the global target into the realities of people's lives, production systems and local needs, it highlights how outcomes are distributed.



This second matrix complements the first matrix's horizontal balance analysis with a vertical implementation chain. The first matrix addresses the question, "Which policy dimensions progress in tandem?" while the second asks, "How does the same target translate into implementation across different levels?" Taken together, the two matrices demonstrate that COP31's pursuit of balance extends beyond thematic diversity and is better understood through the interplay between policy dimensions and governance levels.

This is also where the justice dimension takes concrete form. By recognising that global targets do not assume the same implementation capacity across all countries, treating finance, technology, and capacity building as horizontal enablers, and tracking sectoral outcomes in areas that directly affect people's lives—such as cities, health, food, education, and livelihoods—it becomes possible to assess climate action not only in terms of tonnes of carbon reduced but also in terms of how the costs and benefits of transformation are distributed.

7.7. From Themes to Measurable Outcomes: Global Implementation Targets

The 2035 targets add a third dimension by translating these two dimensions of balance into measurable outcomes. The targets set for electrification, waste, buildings, circular material use, climate education, and the Climate Implementation Bridge (CIB) translate the relationship between the vision and the thematic priorities into concrete terms through a defined time horizon and outcome indicators. Thus, balance is not confined to agenda design but is grounded in a traceable logic of implementation.

"We need strategies that will simultaneously promote energy security, affordability, and sustainability."

Fatih Birol

COP31–IEA High-Level Dialogue, London, 23 June 2026

One of the distinctive features of COP31 is that it links selected Action Agenda themes to measurable medium-term targets. The official framework highlights six global implementation targets:

The 35×35 electrification target: halving the increase in waste and reducing methane emissions; reducing energy-use intensity in buildings by at least 25%; increasing the use of circular materials in production and manufacturing to at least 15%; expanding climate awareness and education; and implementing the Climate Implementation Bridge.



These targets should not be confused with binding COP decisions. These are political objectives through which the Presidency seeks to build international support, voluntary coalitions and implementation partnerships. The value of these targets will be measured not simply by their announcement but by the actors who take ownership of them, the programmes and investments established, and the extent to which progress can be monitored. The 2035 horizon links the approximately one-year Presidency period to the longer-term transformation of energy, building, and industrial and education systems.



What the six targets have in common is that they are intended not as a substitute for a single COP decision, but as a means of mobilising different actors towards specific outcomes. In this respect, the targets serve as instruments of political leverage for the Implementation Presidency. The Presidency may seek to assume ownership of the targets, establish partnerships and make progress visible; however, implementation will ultimately rest with national governments, local authorities, companies, financial institutions and other implementing actors.



7.8. The Implementation Link Between the Vision, Agenda and Targets

"Come, let us turn intention into actions. Come, let us turn commitments into results"

Murat Kurum

Bonn Climate Change Conference, 9 June 2026

The individual strength of the ten themes alone is not sufficient to ensure the success of the Action Agenda. Natural implementation linkages exist between clean energy and green industrialisation; cities and health; food security and water and land; and Zero Waste and circular material use. While the Climate Implementation Bridge provides cross-cutting support to most of these themes through finance and project preparation, Youth and Education strengthens long-term human capacity.

The Action Agenda's real value, therefore, lies not merely in developing ten separate programmes but in making shared needs relating to investment, technology, capacity and policy more visible. Where the same investment or regulatory reform can contribute to more than one theme, the Presidency can promote such areas of convergence to increase the impact of limited political and financial resources.



7.9. Translating Balance into Implementation Logic

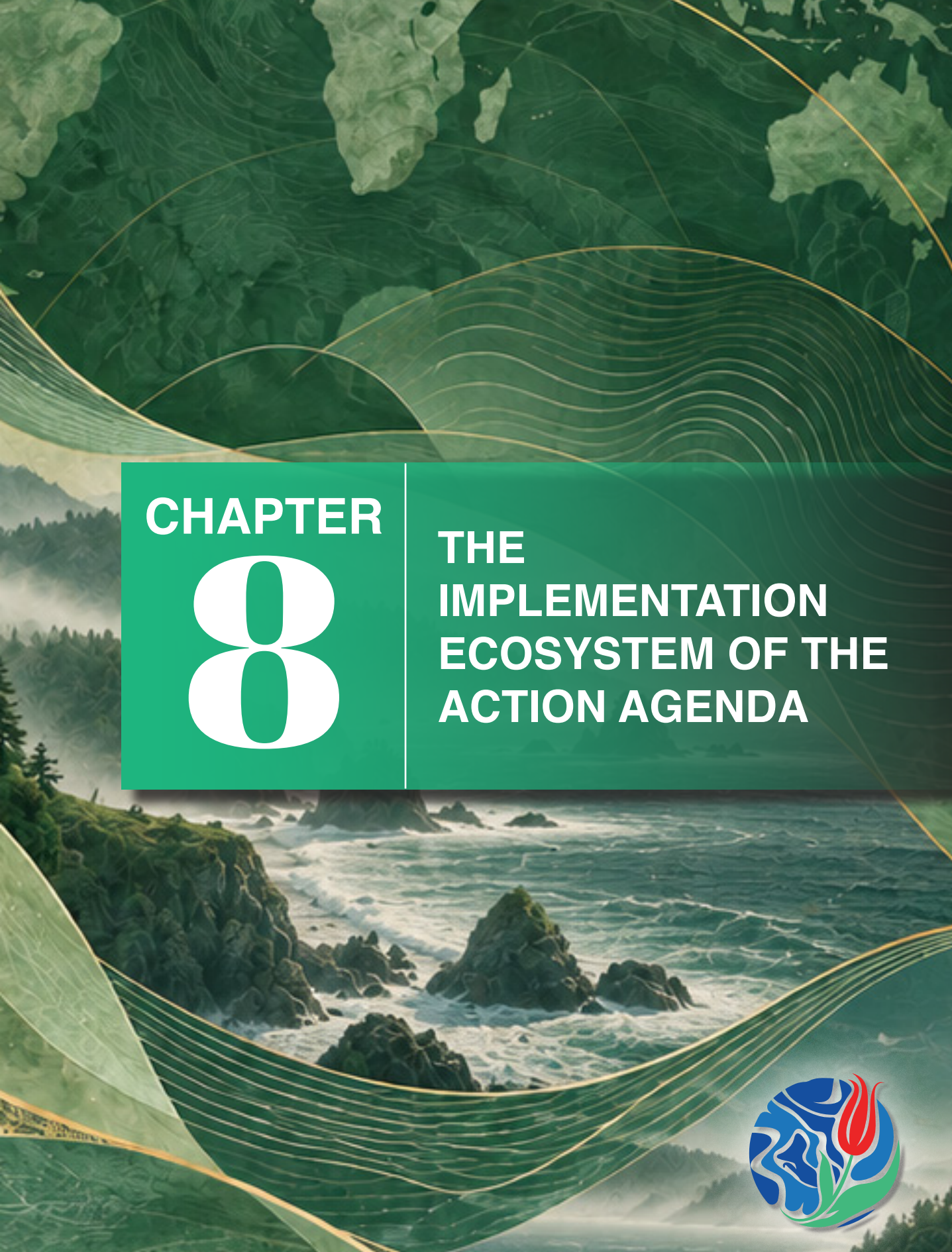
Considered together, the two matrices and the 2035 targets provide a clearer picture of what distinguishes the COP31 Action Agenda. The horizontal dimension establishes linkages among mitigation, adaptation, finance, technology, capacity, participation and nature, while the vertical dimension connects global direction with national adaptation and sectoral/local implementation. The 2035 targets translate these two dimensions of balance into a measurable timeframe.



The aim of COP31, therefore, is not merely to set out a large number of themes and targets. The key point is its effort to connect the political vision, thematic priorities, implementation tools and different levels of action within the same results chain.







CHAPTER 8

THE IMPLEMENTATION ECOSYSTEM OF THE ACTION AGENDA



"We need a new era beyond negotiating talks: we must help put into practice what we have agreed."

André Corrêa do Lago

First COP30 Presidency Letter, 10 March 2025

While the Action Agenda themes define the political direction of "what is to be done", the implementation ecosystem addresses "with whom and through which channels progress can be made". One of the distinguishing features of COP31 is its establishment of individual yet interconnected channels for the participation of the scientific community, business, young people, volunteers, international organisations, financial institutions and existing global initiatives.

8.1. Activation Groups

The COP31 Presidency envisages maintaining close cooperation with the Activation Groups to implement the Action Agenda. While delivering a presentation in Bonn, the Presidency announced that it would support joint initiatives by providing resources, visibility, and political influence and strengthen implementation momentum by raising the visibility of partners' and the Activation Groups' efforts.

The significance of the Activation Groups lies in ensuring that the Presidency does not bear sole responsibility for implementation. These groups serve as collaborative mechanisms that bring together international initiatives already operating across different sectors, implementing actors, expert networks and non-state actors. Thus, rather than establishing a new bureaucracy, COP31 supports the coordination, measurement, visibility and scaling up of existing capacity by making use of the functioning infrastructure of the Global Climate Action Agenda inherited from COP30.

Under this approach, the Presidency's added value lies not in doing everything itself, but in connecting existing implementation capacity to the right political objectives.

8.2. COP31 Business Forum and the Business Summit

The COP31 implementation architecture has established a dedicated channel for business engagement. The international launch of the COP31 Business Forum was held during London Climate Action Week in cooperation with the Union of Chambers and Commodity Exchanges of Türkiye (TOBB). The Forum has been established as a year-round platform aimed at mobilising private-sector participation in the Business Summit scheduled to take place in Antalya on 12–13 November.



COP31 Business Forum Turkish Business Community Consultation Meeting, Ankara, Türkiye. 3 June 2026.

This arrangement reflects an approach in which the private sector is not regarded merely as an actor announcing commitments during the conference week. The majority of actual investment decisions in areas such as energy, industry, buildings, technology and finance are made by companies and financial institutions. This is why engaging the business sector in the Action Agenda from the preparation stage onwards is important for narrowing the gap between targets and the investment environment.

The partnership with Bloomberg Philanthropies further reinforces this structure. It aims to mobilise finance, bring together business and finance leaders, and accelerate implementation in support of the Action Agenda.

Early engagement of the business community in the process is particularly important in energy, industry, buildings and infrastructure, where investment requirements are substantial. Public policy can set the targets; however, commercialising technologies, mobilising capital, transforming supply chains, and managing investment risks require active participation from the private sector and financial institutions. The Business Forum therefore constitutes one of the implementation mechanisms that carry COP31 beyond the conference week.

8.3. COP-SCIENCE: Science–Policy–Implementation

COP-SCIENCE is one of the new engagement channels established by COP31. The Council of Higher Education established the platform to increase the academic community's contribution to climate action. The value of COP-SCIENCE extends beyond the academic representation at the conference. Scientific knowledge is critical for an implementation-oriented presidency when it comes to accurately identifying risks, comparing policy options, assessing technologies, measuring impact, and monitoring implementation results. The platform should be viewed as an institutional effort to bridge the gap between science, policy, and implementation.



Science Diplomacy on the Road to COP31: Academy Launch, Ankara, Türkiye. 4 August 2026.

This structure may also enable Türkiye's universities, research centres, and early-career academics to participate in the COP31 process more systematically. Thus, COP31's legacy in the domestic public sphere could include not only diplomatic visibility but also increased scientific and institutional capacity.

8.4. High-Level Champions, Youth and Volunteering

"Our young people will, under the guidance of science, take the lead in building a habitable world"

Emine Erdoğan

Message on the Cooperation Protocol for Zero Waste Practices at Universities, 23 June 2025

The Climate High-Level Champion and the Youth Climate Champion are two critical roles that provide political visibility for non-state actors and young people seeking to establish an institutional link with the Presidency process. The volunteer programme, on the other hand, expands the social dimension of hosting by allowing young people and citizens to participate directly in the COP31 experience.

Only representation or participant numbers are insufficient criteria for evaluating the effectiveness of these mechanisms. More enduring criteria include Champions connecting different networks to common goals, young people contributing to policy and project development, and volunteering experiences that translate into climate awareness and societal capacity after the conference.



The Türkiye Pavilion, established by the Presidency's Directorate of Communications in the Green Zone of COP29 under the main theme of "Zero Waste", Baku, Azerbaijan. 17 November 2024



8.5. Stakeholder Partnerships, the Türkiye Pavilion and Side Events

The COP31 Presidency established separate channels for participation and collaboration among national and international public institutions, local governments, civil society organisations, academia, the private sector, and other stakeholders. The use of separate systems for Stakeholder Participation and Türkiye Pavilion Side Event applications aims to better manage the conference programme and implementation partnerships.



According to the Action Agenda, these channels are more than just instruments for planning events. When well designed, they can serve as matchmaking hubs for local implementations and international networks, project needs and financing providers, national policy experiences, and global solution partners.

The creation of separate application portals demonstrates that participation is being handled within a managed architecture rather than on an ad hoc basis. At the same time, however, a large number of side events and partnerships also risks fragmenting the Action Agenda. As a result, criteria such as theme relevance, implementation potential, inclusiveness, and post-conference continuity become increasingly important in the selection and programming processes.

8.6. International Partnerships: IEA, IRENA, Bloomberg and Other Actors

The COP31 Presidency's clean energy agenda is supported by partnerships with international energy organisations. During the London process, it was announced that the 35x35 target had received support from organisations including the International Energy Agency (IEA), the International Renewable Energy Agency (IRENA), and the Global Renewables Alliance. The COP31-IEA High-Level Energy Transition Dialogue is a separate political and technical channel that brings countries together to address common energy transition priorities.



COP31–IEA High-Level Energy Transition Dialogue held as part of London Climate Action Week, London, United Kingdom. 23 June 2026.

The IEA's assignment to conduct new analytical studies on electrification and waste management exemplifies the linkage of scientific and technical capacity with the Presidency's objectives. Voluntary coalitions like Electrify Now help to build implementation alliances between governments, international organisations, and sectoral actors around the 35x35 target.

The collaboration with Bloomberg Philanthropies is another example of mobilising the business and finance communities, increasing political visibility for the implementation agenda, and strengthening investment ties. These partnerships have one thing in common: they allow the Presidency to tap into existing capacities rather than establish new technical or financial institutions within its structure.

8.7. Participation Areas and Digital Access

The various functions of the Blue Zone and Green Zone were previously addressed from the perspective of the hosting architecture. From the perspective of the implementation ecosystem, what is important here is connecting these physical areas to a year-round system of interaction via digital application, information, and participation channels made available through digital platforms.



The stakeholder network formed before the conference week can continue to generate value after Antalya if information flows are established between the negotiation area, solution and partnership areas, and digital participation channels. As a result, digital access should be viewed not only as a communication tool but also as infrastructure that ensures the sustainability of the implementation ecosystem.



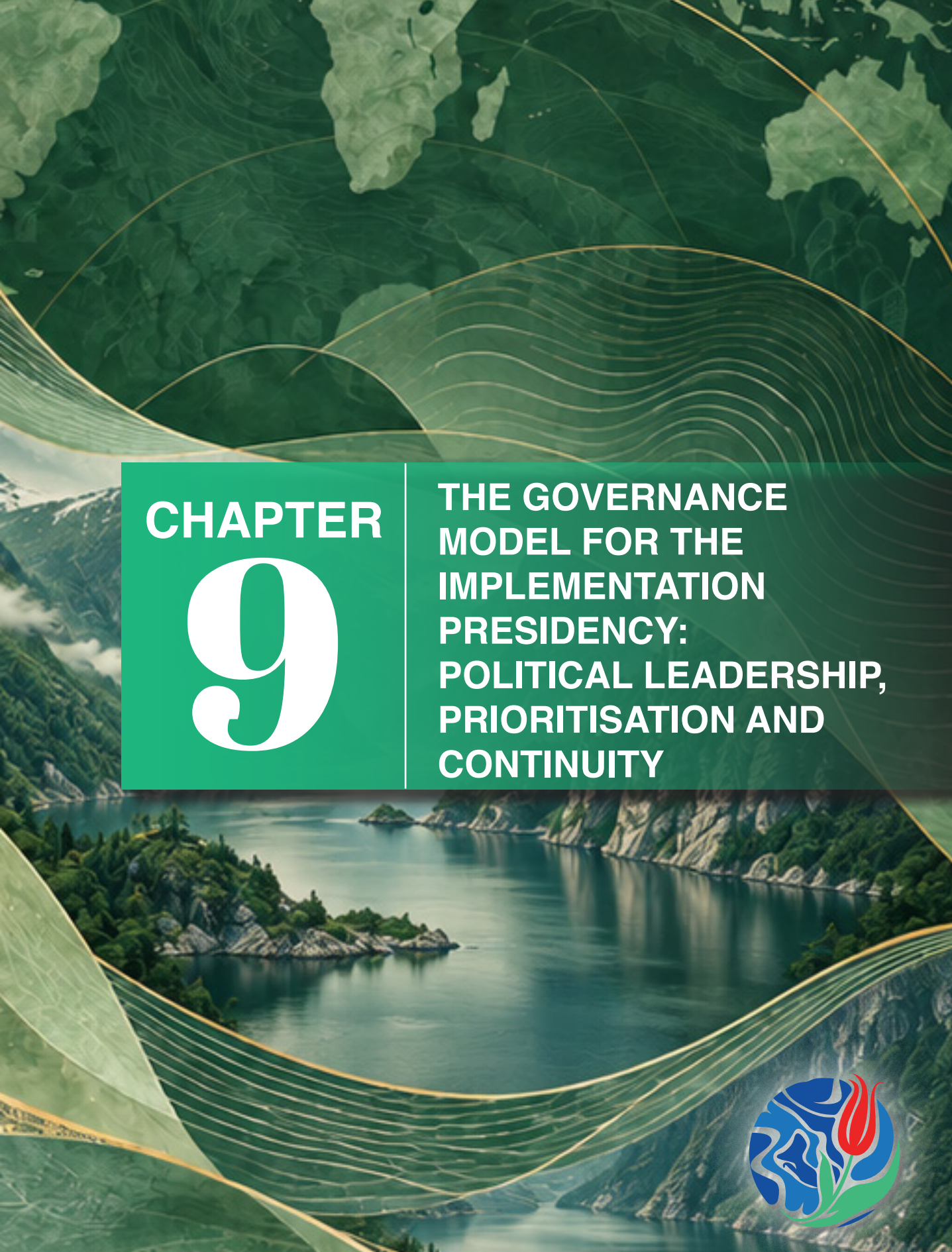
8.8. The Meaning of the Implementation Ecosystem

The COP31 implementation ecosystem demonstrates that the Implementation Presidency does not need to create a new international bureaucracy. The Presidency can more systematically link existing institutions, expert networks, financial actors, the business community, science, and channels of social participation around specific outcome areas. The success of this approach should be measured not by the number of actors but by the ability of their relationships to produce results.









CHAPTER 9

THE GOVERNANCE MODEL FOR THE IMPLEMENTATION PRESIDENCY: POLITICAL LEADERSHIP, PRIORITISATION AND CONTINUITY



As the Action Agenda and implementation ecosystem grow, the Presidency's primary challenge becomes managing capacity rather than producing content. It is not possible to respond to every request with the same zeal, take ownership of every initiative at the Presidency level, or attempt to solve every problem using a new mechanism. The Implementation Presidency thus relies on selectivity, right timing, and political leverage.

> *"Let's dispense with any idea that climate finance is charity."*
>
> *Simon Stiell*
>
> *UN Climate Change Conference (COP29), 11 November 2024*

9.1. Political Leadership and Executive Capacity

While the COP31 President represents the Presidency's political direction, international engagement, and overall credibility, the CEO, Presidency Office, and diplomacy, infrastructure, and operations teams are responsible for various aspects of day-to-day management. The primary benefit of this division of responsibilities is that it prevents every issue from being escalated to the President, while also ensuring that matters requiring political intervention are brought to the highest level in a timely manner.

> *"We desire a COP in which the decisions made are implemented."*
>
> *Murat Kurum*
>
> *WUF13, Baku, 20 May 2026*

While technical issues with an initiative can be resolved among specialised institutions, engagement at the Presidency level may be required when countries disagree politically. A lack of project preparation in financing and a risk-sharing issue necessitating political support cannot be addressed in the same way. As a result, the Implementation Presidency's management capacity is less dependent on centralising all processes and more on accurately determining which issues should be addressed at which levels.

9.2. The Appropriate Distance Between Negotiations and Action Agenda

The Türkiye-Australia model makes the institutional distinction between negotiation management and the Action Agenda visible. This distinction should not mean that the two areas operate in isolation. Financing, technology, and capacity challenges encountered during implementation can help to understand the actual conditions of the negotiation agenda; decisions made during negotiations can also have an impact on the Action Agenda's priorities. What is required is not a conflation of mandates, but rather a consistent and reliable flow of information.



The governance principle of this relationship can be summarised as "separate mandates and shared information." The impartiality and legal order of the negotiation process must be maintained; in the meantime, the Action Agenda should function more flexibly as a platform for voluntary collaboration and implementation. However, the information and needs arising in both areas must be integrated into the political leadership's decision-making process.

9.3. Prioritisation

An issue's climate importance alone does not suffice for the Presidency to focus on it. Five criteria may be assessed together: global need, a clear implementation gap, the need for political leverage, the availability of existing international capacity and the likelihood of continuity after the Presidency. Rather than establishing a permanent hierarchy of importance among themes, these criteria assist in identifying areas where the Presidency can make a significant difference.

9.4. Political Leverage and Timing

High-level political access is one of the COP Presidency's most scarce resources. There is no reason to elevate a problem that technical working groups can solve to the level of heads of state or ministers. In contrast, a political impediment to large-scale investment, a disagreement between countries, or a decision requiring senior management of a financial institution may necessitate political leverage. Success depends not only on who one interacts with, but also on which issues are elevated to the political level and when.

9.5. Using Partnerships Strategically

There are already many funds, development banks, city networks, sectoral initiatives, and technical assistance programmes operating in the global climate area. The Presidency's response to each problem by establishing a new structure may exacerbate institutional fragmentation and make continuity more difficult. The more effective approach is to identify which implementation gaps existing institutions can close and, if necessary, enable this capacity to scale up with political backing.



Organisation for Economic Co-operation and Development (OECD) Council Meeting, Paris, France, 17 September 2026.



As a result, the success of partnerships should be measured not by their quantity but by their function. Structures like Bloomberg Philanthropies, the IEA, IRENA, COP31 Business, and Activation Groups become strategic tools for the Presidency only if they help solve a specific implementation problem.

Strategic partnership management also necessitates avoiding duplication. Setting up multiple initiatives for the same goal without knowing each other can fragment implementation capacity. The Presidency can achieve better results by consolidating partnerships, delegating responsibilities, and strengthening existing mechanisms.

9.6. Monitoring, Measurement and Decision Support

The 2035 targets and numerous implementation partnerships necessitate the monitoring of outcomes. Existing UNFCCC data systems, Global Climate Action Agenda monitoring tools, international organisation indicators, and partner reporting capacities should be used as much as possible in tandem.



What the Presidency needs is not to produce all the data itself, but to ensure that the information flow is sufficiently clear to support political decision-making. Which goal is being achieved, which partnership is stalled, is the problem technical, financial, or political, and which actor needs to intervene? A system that can consistently respond to these questions will improve the Implementation Presidency's selectivity and timing capabilities.



9.7. Credibility, Impartiality and Türkiye's Visibility

A clear distinction is maintained between Türkiye sharing its own policy and implementation experience and the Presidency office approaching each country's unique circumstances with equal distance. The Presidency process must reflect the diverse expectations of developing countries in terms of financing and technology needs, as well as those of small island states, least developed countries, and advanced economies. Credibility does not imply that all countries hold the same views; rather, it entails creating a political environment in which differences can be openly expressed and common areas of action can be developed.

It is natural and necessary for the domestic public to be aware of Türkiye's policy experience, diplomatic success, and hosting capacity. While showcasing its experience, the Presidency's ability to maintain an equal distance from the priorities of all parties and to create a multilateral working environment capable of generating solutions to the implementation challenges of various countries is the strongest indication of Türkiye's success.

9.8. Post-Presidency Continuity and Institutional Memory

One of the key challenges for COP Presidencies is continuity. Many initiatives that gain visibility during the conference may lose political traction once the Presidency year is over. As a result, an initiative's post-conference institutional owner, financing, monitoring method, and knowledge transfer should all be considered during the design phase.



Beştepe Nation's Exhibition Hall, Ankara, Türkiye. 12 March 2026

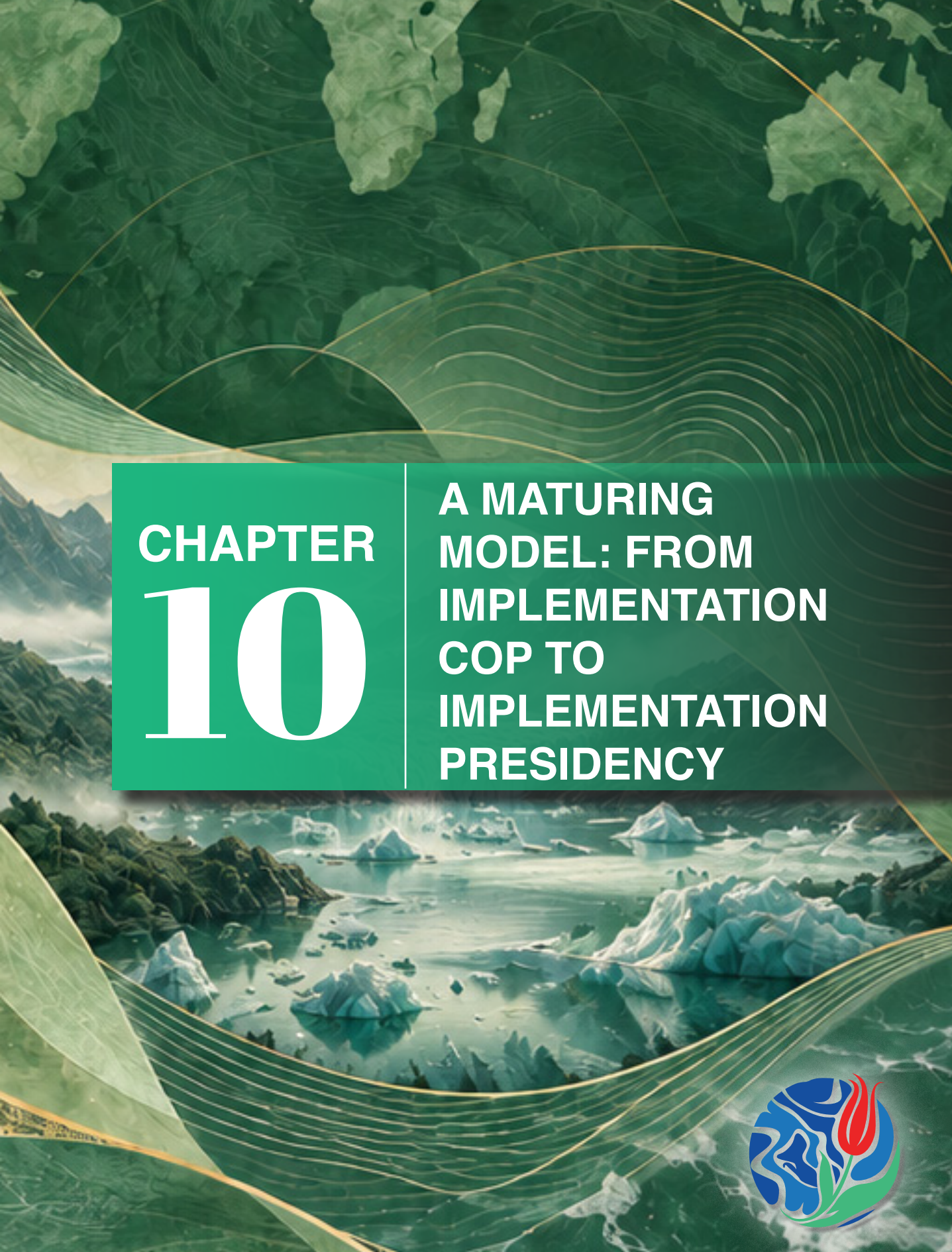
The 2035 targets have a longer time horizon than the Presidency term. As a result, COP31's long-term contribution is not to keep all initiatives in Türkiye but to ensure that work can be transferred to appropriate international organisations, financing mechanisms, Activation Groups, or partnerships, and that future COP presidencies can benefit from this experience. The Implementation Presidency's transferable value is not a specific organisational scheme, but rather an institutional learning about how political and diplomatic capacity can be used to facilitate implementation.



Post-presidency continuity is also an important factor in determining success. The long-term impact is demonstrated not by an initiative announced in Antalya, but by the continued operation of an institutional owner, financing, data system, and partners one or several years later. As a result, "legacy" is a governance criterion that must be considered during the design stage, rather than an outcome report written following the conference.







CHAPTER 10

A MATURING MODEL: FROM IMPLEMENTATION COP TO IMPLEMENTATION PRESIDENCY



Türkiye's COP31 experience provides an opportunity to assess more concretely the concept of an Implementation Presidency set out at the outset. When Türkiye's policy and implementation experience, the diplomatic process that secured the Presidency, the Türkiye-Australia partnership model, the consultation track leading to Antalya, the Action Agenda, the 2035 targets, and the implementation ecosystem are all taken into account, the resulting structure indicates a broader Presidency practice than that of a traditional conference organisation.

"Türkiye is honoured to host COP31 in Antalya at a pivotal moment for moving from negotiation to implementation."

Recep Tayyip Erdoğan

COP31 Türkiye's official message, 2026

The key empirical finding underpinning the concept of an Implementation Presidency in this study is not simply that COP31 places particular emphasis on implementation. More decisive is the effort to establish, within the same architecture, a horizontal policy balance and linkages across the global, national, and sectoral levels among the Presidency vision, the ten priority areas of the Action Agenda, and the 2035 targets. The Implementation Presidency represents a model for managing this balance and equity architecture through political leadership, partnerships, financing, technology, capacity, and monitoring tools.

"Let us reaffirm the tremendous promise made in Paris by kicking off a new decade of implementation and acceleration."

António Guterres

Belém Climate Summit, 7 November 2025

However, the "Implementation COP" and the "Implementation Presidency" are not the same concepts. The Implementation COP expresses COP31's official political orientation and its determination to translate commitments into tangible progress. The Implementation Presidency, by contrast, is the broader analytical framework developed here: the systematic use of the political and diplomatic capacity of the COP Presidency to facilitate the removal of barriers to implementation, without expanding its legal authority.

10.1. Core Functions of the Implementation Presidency



The COP31 experience highlights five core functions of the Implementation Presidency.

First is prioritisation: rather than working with the same level of intensity in every area, the Presidency selects those areas where it can provide additional political value.

Second is mobilisation: it mobilises governments, international organisations, financial institutions, the private sector, the scientific community and societal actors around a common goal.

Third is matching: it seeks to reduce the gaps between needs, projects, technology, technical capacity and financing.

Fourth is the political escalation: it brings critical barriers that cannot be resolved through technical processes to the political level at the right time.

Fifth is continuity: it encourages initiatives to have an institutional owner and a monitoring mechanism after the Presidency year.

10.2. The Limits of the Presidency

Clearly defining the boundaries of the Implementation Presidency is essential to the credibility of the concept. The COP Presidency does not implement policies on behalf of national governments, make financing decisions on behalf of development banks, invest on behalf of companies, develop technologies on behalf of scientific institutions, or implement projects on behalf of local authorities. The added value of the Presidency lies in facilitating the political and institutional connections that enable these actors to work more effectively within their respective mandates and responsibilities.



This boundary also helps preserve impartiality. The Presidency's engagement with implementation should not mean advocating for particular countries or initiatives in the negotiations. The Implementation Presidency can be a legitimate model only to the extent that it upholds the principles of trust, inclusiveness and equal distance within the multilateral system.

10.3. Financing, Technology, and Capacity

One of the most visible needs of the climate transition is financing, but the amount of funding alone does not generate investment. If a project's technical feasibility, financial structure, environmental and social assessments, permits, the capacity of the implementing institution and risk-sharing arrangements have not reached a certain level of maturity, investment may be delayed even when financing is available. Particularly for developing countries and local authorities, project preparation capacity and access to finance are two sides of the same coin.

This is where the value of the Climate Implementation Bridge becomes evident. Rather than being a new fund, the Bridge seeks to create a systematic match between needs, project preparation, technical assistance and existing financing. The role of the COP Presidency is not to make investment decisions but to bring the relevant actors together around the same table in processes that have stalled by a lack of coordination.



Although the climate transition involves multiple actors, the role of the state does not diminish. National targets, market regulations, infrastructure planning, building standards, land use, social protection and the investment environment are shaped by public decisions. The Implementation Presidency does not replace these responsibilities. It contributes to making the channels for financing, technology, knowledge and cooperation that facilitate national and local actors in fulfilling their respective responsibilities more visible and accessible.

"Finance is a critical tool for turning ambition into action"

Mukhtar Babayev

Petersberg Climate Dialogue, 25 April 2024

While financing, technology, and institutional capacity may seem like distinct areas, they are interdependent in practice. Even if financing is available, investment will not materialise without project development capacity. Even if the technology is available, it cannot be scaled up if legislation and human resources are inadequate. Even with robust public policy in place, the transition will slow down if long-term financing cannot be secured. The role of the Implementation Presidency is to bring these interdependencies to light and to bring together the actors capable of providing solutions around the same problem.

10.4. National and Local Implementation Working Together

A significant share of climate targets is implemented in cities, but municipalities vary considerably in their capacity in terms of technical staff, budgets, project preparation and access to international finance. The real value of local climate plans depends on their ability to translate targets into investment programmes and implementable projects. For this reason, implementation gaps in cities often stem not from a lack of targets but from differences in institutional and financial capacity.



While the Paris system is based on national commitments, a significant part of implementation takes place in cities, industrial facilities, energy infrastructure, agricultural land and households. Therefore, for national climate plans to produce real results, a functioning architecture of responsibilities and financing is required between the central government, local governments, the private sector and implementing institutions. The emphasis that COP31 places on cities, the business community, and stakeholder engagement is consistent with this multi-layered implementation reality.

10.5. Measuring Success

The success criteria for the Implementation Presidency should complement the conventional assessment of COPs. Negotiation outcomes and adopted decisions remain the key criteria. In addition, the assessment should consider the extent to which the targets of the Action Agenda have been taken up by relevant actors, whether links to investment and projects have been established, whether international partnerships are functioning



effectively, the participation of national and local actors in the process, continuity beyond the Presidency's term, and public trust.

These criteria make a clear distinction between "more activities" and "greater impact" visible. A large number of events, declarations, or partnerships does not, by itself, constitute implementation success. The key question is the extent to which the identified implementation gap has been narrowed and how much the Presidency's political intervention has contributed to this outcome.

10.6. Sharing Türkiye's Experience

The transferable aspects of the COP31 experience do not lie in replicating Türkiye-specific institutions or themes exactly. What can be transferred is the practice of systematising consultation throughout the Presidency year, linking the Action Agenda to measurable targets, mobilising existing international capacity, identifying barriers that require political leverage, establishing institutional channels for the participation of the scientific and business communities, and planning for post-conference continuity from the design stage.



The Türkiye–Australia partnership model likewise need not serve as a blueprint to be replicated exactly. Its value lies in demonstrating that new forms of dividing responsibilities among the political Presidency, negotiation management, regional inclusiveness, and the implementation agenda are possible. Each COP can develop a different model according to its own political circumstances.

10.7. Transforming the Presidency from a One-Year Conference Role into Implementation Capacity

The historical significance of COP31 for Türkiye extends beyond the fact that, for the first time, Türkiye will assume the Presidency of and host a United Nations Climate Change Conference of the Parties. Türkiye's long-standing experience in climate and environmental policy, two years of candidacy diplomacy, the consensus reached in Belém, intensive international and national consultations conducted throughout 2026, the Action Agenda and the implementation ecosystem established provide concrete experience of how the Presidency can evolve into a broader political capacity.



The ultimate value of this experience will be measured not by the number of initiatives announced in Antalya, but by its capacity to build trust in the negotiations, achieve progress in implementation and ensure continuity after the conference. If COP31 can bring political will together with finance, technology, institutions and implementing actors in a more systematic manner and sustain some of these relationships beyond the Presidency year, Türkiye's COP31 experience will move beyond the framing of COP31 as an "Implementation COP" and give concrete substance to the concept of the Implementation Presidency.

Therefore, the Implementation Presidency is not a proposal for a new legal status but a working model for how the Presidency's capacity can be used more effectively during the implementation phase of the multilateral climate system. COP31 is not the definitive proof of this model; it is the most comprehensive implementation setting, still maturing, with results to be tested in Antalya and thereafter.

COP31 Vision and Action Agenda

Core Pillars of COP31 Vision

Rebuilding Trust Through Dialogue

By amplifying the voices of vulnerable communities, developing nations, local authorities, civil society, and the youth within the negotiation rooms, COP31 will foster a fair and inclusive climate diplomacy framework where no one is left behind.

Shared Responsibility Through Consensus

Energy security and climate goals will not be treated as alternatives, but as complementary elements. Global consensus mechanisms will be strengthened on the basis of a just green transition that respects the development rights of all nations.

Turning Commitments into Action on the Ground

From the "35% by 2035" global electrification target to the Zero Waste movement, and from reducing methane emissions to building resilient, energy-efficient cities, all commitments will be backed by concrete projects. Through the establishment of the "Climate Implementation Bridge," a rational, rapid, and effective distribution of climate finance will be ensured.

> **The collective will arising from Antalya is not merely a goal for a successful summit; it is a profound promise to leave a clean, just, livable, and prosperous world for generations to come.**

Global Implementation Targets

35%

Electrification

Increase the global electrification rate to 35% by 2035.

50%

Zero Waste and Methane Reduction

Reduce the increase in waste generation by 50% by 2035.

25%

Resilient Cities and Buildings

Reduce energy intensity in the building sector by at least 25% by 2035.

15%

Green Industrialization

Increase the use of circular materials in the manufacturing and production sectors to at least 15% by 2035.

Awareness Across All Areas

Ensure that climate-resilient agricultural practices and climate change education are completed across all segments of society by 2035.

Climate Implementation Bridge

Expand the Climate Implementation Bridge Mechanism by 2035 to accelerate the implementation of Nationally Determined Contributions (NDCs) and support investable project portfolios.

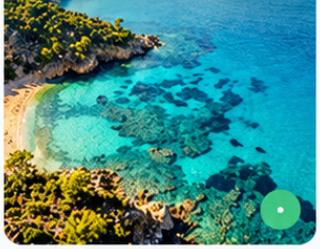
Zero Waste

Unlocking the climate action potential of waste management through scalable circular economy solutions.



Oceans and Seas

Protecting marine ecosystems and unlocking blue carbon for climate resilience.



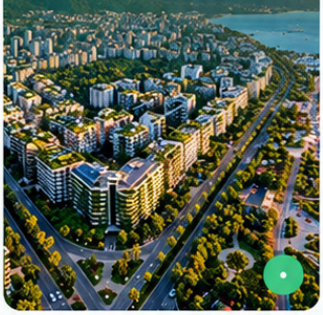
Food Security

Advancing the global transition toward sustainable and resilient food systems.



Climate-Resilient Cities

Climate-resilient cities to ensure livable places for everyone.



Climate Implementation Bridge (BRIDGE)

From commitments to implementation — bridging priorities, investment and delivery.



Youth and Education

Young people as architects of climate solutions, not just inheritors of climate risks.



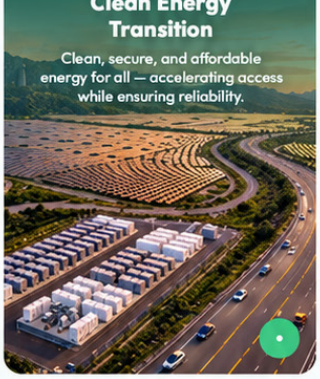
Green Industrialization

Low-carbon industrial pathways that support development, competitiveness, and just transition.



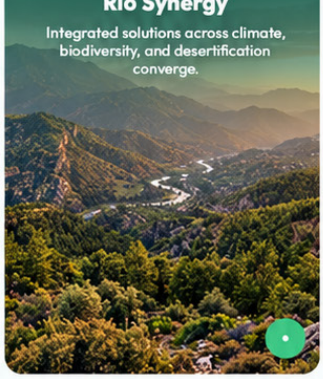
Clean Energy Transition

Clean, secure, and affordable energy for all — accelerating access while ensuring reliability.



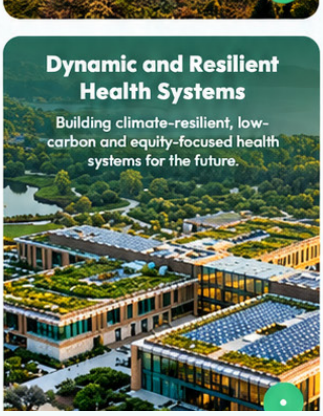
Rio Synergy

Integrated solutions across climate, biodiversity, and desertification converge.



Dynamic and Resilient Health Systems

Building climate-resilient, low-carbon and equity-focused health systems for the future.





GLOSSARY

This glossary briefly explains the key UNFCCC/COP terms used in the book, as well as the analytical concepts developed herein.

35x35 Electrification Target: An implementation target through which the COP31 Presidency seeks to build international support and a coalition to increase the share of electricity in final energy demand to 35 per cent by 2035. It is not a binding COP decision but a political and voluntary steering instrument aimed at accelerating the clean energy transition.

Activation Groups: Working mechanisms that bring together existing initiatives, implementers, expert networks and non-state actors across different sectors under the Global Climate Action Agenda. They are important in terms of strengthening existing capacity and aligning it with the priorities of the Presidency under the COP31 approach.

Just Transition: An approach that seeks to ensure that the costs and benefits of the transition to a low-carbon and climate-resilient economy are shared equitably across different segments of society, while safeguarding workers, vulnerable groups and different regions throughout the transition process and ensuring their access to new opportunities.

Mitigation: A climate policy area that includes limiting or reducing greenhouse gas emissions and enhancing carbon sinks. Energy efficiency, clean energy, industrial transformation, sustainable transport and forest conservation are among the main mitigation measures.

Presidency Letters: Official policy documents that progressively set out the COP31 Presidency's political direction for the Parties, working methods, institutional arrangements and implementation priorities.

Post-Presidency Continuity: Refers to the ability of initiatives launched during a COP term to continue operating after the Presidency year ends, with an institutional owner, financing, data systems and partners.

CMA (Conference of the Parties serving as the meeting of the Parties to the Paris Agreement): The meeting of the Parties to the Paris Agreement. This body adopts decisions concerning the implementation of the Paris Agreement and meets concurrently with the COP during the annual UN climate conference.

CMP (Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol): The meeting of the Parties to the Kyoto Protocol. It considers decisions concerning the implementation of the Kyoto Protocol and meets concurrently with the COP during the annual UN climate conference.

COP (Conference of the Parties): The supreme decision-making body of the States Parties to the United Nations Framework Convention on Climate Change. Although the UN climate conferences as a whole are commonly referred to as COPs, the COP, CMP and CMA meet as distinct legal bodies during the same conference session.

COP Presidency: The leadership function responsible for steering the political and diplomatic process of the Conference of the Parties and contributing to the conduct of negotiations in an impartial, inclusive and credible manner. Its influence derives largely from trust, diplomatic reach and its capacity to facilitate.

COP-SCIENCE: A platform for engagement and cooperation established under COP31 to strengthen the links between science, policy and implementation. It is one of the institutional channels through which research, projects, academic activities and scientific contributions can be linked to the Action Agenda.

COP31 Business: A business platform that supports the early and systematic engagement of the private sector and the financial community in the Action Agenda throughout the COP31 process. The COP31 Business Forum and the Business Summit in Antalya aim to bring together actors involved in investment, technology, financing and sectoral transformation with implementation targets.

Balance and Equity Architecture: An analytical framework that connects the COP31 Presidency vision, the ten priorities of the Action Agenda and the 2035 implementation targets through the dimensions of mitigation, adaptation, financing, technology, capacity, participation and nature, while also linking the global, national and sectoral/local levels.



Dialogue, Consensus and Action: The three-part framework expressing the political approach of the COP31 Presidency. Dialogue refers to listening to different circumstances and views, consensus to establishing common ground for joint action, and action to translating political agreement into policy, investment, partnerships and results on the ground.

Action Agenda: A framework that complements the formal negotiations and connects implementation actors beyond governments to climate action. At COP31, the ten priority themes, the 2035 implementation targets, existing international initiatives and new partnerships are being aligned around a common direction for implementation.

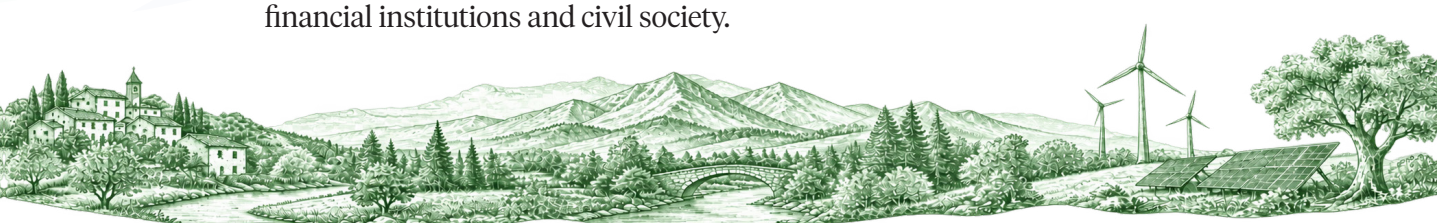
Enhanced Transparency Framework: A reporting and review framework under the Paris Agreement aimed at ensuring that countries produce more regular and comparable information on greenhouse gas emissions, climate policies, progress towards their nationally determined contributions, and support provided or received.

Youth Climate Champion: A leadership role that supports the more meaningful engagement of young people in climate policy, implementation, education and international cooperation throughout the COP31 process. It serves as one of the institutional focal points for the Youth and Education priority and the volunteer programme.

Climate Finance: Refers to the full range of public, private and blended sources of finance and financial instruments that support the implementation of mitigation, adaptation, resilience and other climate objectives. Finance should be considered not only in terms of the volume of resources available but also in conjunction with project preparation, access to finance, risk-sharing and implementation capacity.

Climate Implementation Bridge: A COP31 priority aimed at strengthening the link between NDCs and other climate targets, on the one hand, and economic policies, bankable project pipelines, technical assistance and appropriate financing solutions, on the other. It focuses on reducing the implementation gap between project preparation and access to finance, rather than on establishing a new fund.

High-Level Climate Champion: A high-level leadership role that, working alongside COP Presidencies, supports the engagement of non-state actors in climate action and the Global Climate Action Agenda. It serves as one of the key channels connecting the Presidency with cities, regions, businesses, financial institutions and civil society.



Loss and Damage: An area of international climate policy addressing the economic and non-economic losses caused by climate impacts that cannot be fully avoided through mitigation and adaptation measures. It is central to discussions on justice and solidarity, particularly for countries that have contributed relatively little to climate change but are highly vulnerable to its impacts.

Global Stocktake: A process that periodically assesses collective progress towards achieving the long-term goals of the Paris Agreement. Its findings provide a common reference point for strengthening nationally determined contributions and international climate action in subsequent cycles.

Global Climate Action Agenda: A multi-stakeholder framework aimed at showcasing and accelerating climate action by a wide range of actors—including governments, cities, regions, businesses, financial institutions and civil society—and aligning these efforts with shared goals. The High-Level Climate Champions and COP Presidencies play a key role in advancing this agenda.

Global–National–Sectoral Balance: An analytical framework for linking global goals with national development plans, NDCs, legislation and capacities, while connecting national policies with action in areas such as energy, industry, agriculture, health, education, urban development and local implementation.

Institutional Legacy: The lasting body of working arrangements, data, methodologies, partnerships, capacity and institutional learning left by a COP Presidency after the conference. Legacy is not merely a final report; it is a governance criterion that should be planned for from the design stage onwards.

Blue Zone: The official area for negotiations, decision-making and diplomacy conducted under the authority of the United Nations. Party delegations, observer organisations, country pavilions, high-level meetings and official side events are among the key components of this zone.

NDC (Nationally Determined Contribution): The climate contribution that each country prepares in accordance with its national circumstances and submits under the Paris Agreement. The NDC system provides the fundamental link between shared global goals and national policy choices.

The "No Surprises" Approach: A working principle whereby the Presidency maintains open, predictable and regular consultations with



Parties and stakeholders, with a view to ensuring that significant shifts in direction or political initiatives do not emerge unexpectedly. At COP31, it serves as a trust-building approach in both diplomacy and communications management.

Paris Agreement: An international climate agreement adopted in 2015 that aims to hold the increase in the global average temperature to well below 2°C and to pursue efforts to limit the temperature increase to 1.5°C. At the heart of the system are countries' NDCs, the transparency framework and the five-year ambition cycle.

Rio Synergy: A COP31 priority aimed at strengthening linkages between the policy and implementation processes of the UN conventions on climate change, biological diversity and combating desertification in addressing interconnected environmental challenges such as climate change, biodiversity loss and land degradation.

SBI (Subsidiary Body for Implementation): A permanent subsidiary body that addresses a range of matters related to the implementation of the UNFCCC, the Kyoto Protocol and the Paris Agreement. It plays an important role in advancing technical and institutional implementation issues ahead of the COP.

SBSTA (Subsidiary Body for Scientific and Technological Advice): A permanent subsidiary body that considers matters related to climate science, technology and methodology, and provides scientific and technical input to the COP, CMA and other governing bodies.

Political Leverage: The influence exercised by the Presidency in situations where a technical or institutional obstacle can only be overcome through high-level political attention, diplomatic intervention, visibility or decision-making support.

Strategic Prioritisation: The concentration of the COP Presidency's limited time, political attention and institutional capacity on areas where it can add value and achieve implementable and scalable outcomes, rather than distributing these resources equally across all issues.

Zero Waste: Launched in 2017 under the auspices of Her Excellency Emine Erdoğan, First Lady of the Republic of Türkiye, it is an environmental policy approach that integrates waste prevention, reuse, separation at source, recovery and circular resource use. At COP31, it is one of the priority areas for action linked to methane reduction and the circular economy.



Implementation Gap: A situation in which, despite the existence of targets and political will at the international or national level, expected results cannot be achieved on the ground due to gaps in financing, technology, project preparation, institutional capacity, legislation, coordination or ownership.

Implementation Presidency: An approach to the COP Presidency whereby, while preserving its neutrality and credibility in the negotiation process, it systematically directs its political and diplomatic capacity towards reducing financial, technological, capacity-related and coordination barriers to the implementation of climate goals. It is not a new legal status but rather an analytical and governance model.

Implementation Ecosystem: The interconnected network of actors and mechanisms involved in delivering the Action Agenda, including international organisations, Activation Groups, businesses, financial institutions, scientific bodies, cities, youth, volunteers and other stakeholders.

Implementation Chain: A results-based logic that links political vision to priorities; priorities to finance, technology, capacity and partnerships; these to measurable targets; and ultimately to sectoral and local outcomes.

Adaptation: The set of policies and actions aimed at strengthening the resilience of societies, economies, cities, infrastructure and natural systems to observed or expected climate impacts. Water management, agriculture, disaster risk reduction and urban resilience are among the key areas of adaptation.

UNFCCC (United Nations Framework Convention on Climate Change): The Convention, adopted in 1992 and entered into force in 1994, provides the fundamental legal and institutional framework for the global climate regime. Within this framework, the COP serves as the Convention's supreme decision-making body.

Green Zone: A conference space coordinated by the host country that provides broader opportunities for participation and the sharing of solutions among the private sector, academia, civil society, youth and innovative actors. From the perspective of the Implementation Presidency, its value lies in strengthening the flow of knowledge and partnerships between the Blue Zone and implementation actors.



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