

Twenty-ninth meeting of the Council
Abu Dhabi, 11-12 September 2025

Preliminary Framework for the Work Programme and Budget for 2026-2027

I. Introduction

The present document outlines the preliminary programmatic framework for 2026-2027, in accordance with the IRENA Assembly's decision on the IRENA Programmatic and Budgetary Cycle, dated 14 January 2013 (A/3/DC/12).¹ This Decision sets out the process for adopting the biennial work programme and budget, which entails submitting a Preliminary Framework to the Council's spring meeting to obtain guidance for developing the draft Work Programme and Budget for the fall Council and ensuing Assembly session.

The Decision also requests the Director-General to "consult with Members to elicit their views on the IRENA work programming to be taken into consideration in the development of the biennium work programme and budget, within the overall Medium-term Strategic framework". Accordingly, the Director-General invited Members to provide input to the upcoming Work Programme on 28 February 2025. In response, 15 Members provided detailed and welcome contributions that supported the development of the Preliminary Framework. The informal Programme and Strategy Committee (PSC) meeting on 26 March 2025 provided an additional opportunity for Members to share their thoughts on the next Work Programme. In line with previous practice, the Secretariat sought input from IRENA's Coalition for Action members to ensure that inputs from the private sector and civil society institutions were also considered when elaborating on the preliminary Framework of the Work Programme.

The Preliminary Framework derives its strategic orientation from the Medium-term Strategy (MTS)², endorsed in January 2023 and in force until 2027. The Framework is structured to ensure close adherence to the MTS, thereby maintaining strategic consistency and optimising the Agency's programmatic and budgetary allocations for the upcoming biennium. Following the 29th meeting of the Council, this Framework will be elaborated into a draft Work Programme and Budget for 2026-2027 for the consideration of the 30th meeting of the IRENA Council.

II. Strategic Direction

The Medium-Term Strategy 2023-2027, which outlines a vision for IRENA's future and highlights the evolving global context in which the Agency operates, remains the primary strategic guidance for the Agency's programmatic work in the coming biennium. The mission statement outlines the current context and the expectations that Members have of the Agency. Accordingly, IRENA is expected to "*take the leading role in accelerating the global, renewables-based energy transition to fight climate change, enhance human welfare and drive an urgent and systemic shift for increased energy access, reduced inequalities, improved energy security, and prosperous and resilient economies and societies*".

¹ Available [here](#).

² Available [here](#).

This mission is reflected in five strategic objectives that provide orientation to programmatic cycles, guiding the Agency's action across its competence areas. These objectives call on IRENA to:

- Provide thought leadership and authoritative knowledge, data and analyses on all aspects of the energy transition and its impacts at global, regional, national and sectoral levels;
- Galvanise international collaboration and provide an inclusive platform for all stakeholders to foster targeted action, alignment of activities and knowledge sharing for impact on the ground;
- Pursue excellence in renewables innovation, development and deployment and promote practical application of knowledge for systemic change;
- Assist regional and country-level decision-making and support implementation strategies to reduce global emissions, adapt to climate change, and improve energy access, security and affordability for sustainable development; and
- Facilitate the development of project pipelines and channel investment toward renewables-based energy systems in developing countries.

The current MTS underlines that IRENA's work should build on the Agency's core comparative advantages, including the renewables-centric mandate and global membership. It stresses the urgency of accelerating just and inclusive transitions and tackling the increasingly complex impacts of systemic change, which are reverberating across all energy sectors and beyond. Additionally, it called on IRENA to influence and respond to the dynamism in the energy and related sectors, with the overriding purpose of being an effective instrument for international cooperation and support to countries and regions as they navigate complex and multifaceted transitions.

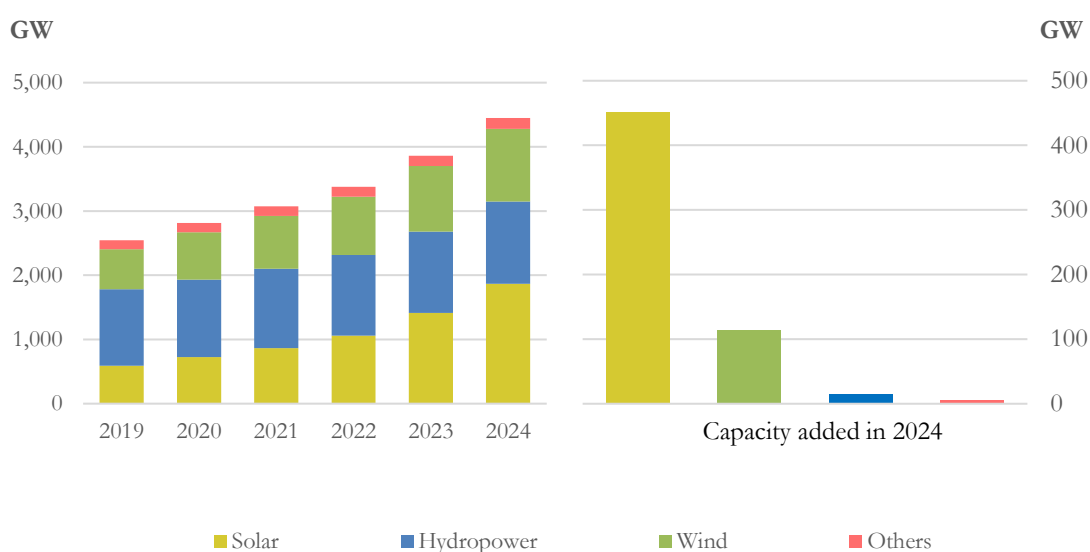
Member feedback received regarding priorities for the upcoming programmatic period has reinforced the strategic considerations and guidance already established in the MTS. While the MTS continues to provide a solid foundation, feedback from Members highlighted current distinct priorities and circumstances. These include development priorities, sustainable and equitable growth, energy security, increased investment in renewables deployment, holistic approaches to policy formulation, and strengthened international cooperation. Considering the ongoing geopolitical crises affecting economies and societies across the world, providing a platform for dialogue and fostering partnerships features high on the agenda of most Members. The input also highlighted emerging areas of work where IRENA should focus its analytical and convening activities to help Members better navigate the current landscape and achieve net-zero energy systems.

This is of particular importance, considering that with less than five years remaining until the deadline for realising both the 2030 Agenda for Sustainable Development and the tripling renewables and doubling energy efficiency goal, the reality of their implementation remains complex. While some regions and sectors have witnessed positive transformations, others have lagged or even regressed, with the SDG7 target of universal energy access looking increasingly difficult to achieve. This unevenness highlights the persistent disparities and systemic barriers that impede universal progress. For example, SDG7 plays a pivotal role in the broader SDG framework. Energy access is not merely a goal in itself; it is an enabler of most other SDGs, including poverty eradication, health, education, and climate action. The challenge of achieving SDG7 by 2030 is not merely a technical or financial hurdle but a complex socio-economic and political undertaking.

At the 28th Conference of the Parties to the UNFCCC in Dubai, the Outcome of the First Global Stocktake explicitly called for universal efforts to triple renewable energy capacity globally and double the global average annual rate of energy efficiency improvements by 2030 (II.A.28[a]). In early 2024, IRENA was appointed by the COP28 Presidency as the custodian agency for tracking global progress toward achieving these critical milestones outlined in the "UAE Consensus." The intellectual framework behind these key targets was IRENA's 1.5°C Scenario drawn from the World Energy Transitions Outlook. IRENA's most recent capacity data shows that by the end of 2024, global installed renewable power capacity had reached

4 448 GW (Figure 1), having grown by 585 GW, representing a 15.1% rise from the previous year. Despite this positive trend, tripling renewable power capacity to 11.2 TW requires average annual additions of 1 044 GW between 2024 and 2030, or 16.4% compound annual growth, up from 16.1% in 2023–2030. Furthermore, the global distribution of renewable power capacity exhibits significant geographic disparities. As of year-end 2024, Asia, Europe, and North America collectively accounted for approximately 86% of worldwide installed capacity. In stark contrast, the African continent accounted for only 1.5%, underscoring the urgent need for targeted interventions to ensure equitable access to and deployment of renewable energy technologies across all regions.

Figure 1: Renewable power capacity growth, 2019-2024



Source: IRENA, *Renewable capacity statistics 2024* (2025).

IRENA analysis also suggests that meeting the UAE Consensus renewable energy and energy efficiency goals will require USD 31.5 trillion in cumulative investment in renewables, grids, flexibility measures, energy efficiency and conservation by 2030. Investments in renewable capacity reached a record high of USD 570 billion in 2023 but remained well short of the USD 1.5 trillion needed each year between 2024 and 2030.³ Only annual investments in solar PV are on track to meet the tripling goal, while other technologies such as wind, hydropower, bioenergy, CSP and geothermal remain under-funded annually. Moreover, renewable energy investments demonstrate a pronounced concentration, with 84% of capital flows directed towards China, the European Union and the United States. Concurrently, Brazil and India collectively attracted just over 6% of these investments in 2023. Notably, Africa experienced a particularly volatile investment climate, marked by a 47% decline in renewable power investments, decreasing from USD 8.98 billion in 2022 to USD 4.79 billion in 2023.

The stark reality of our current energy landscape compels immediate, pragmatic interventions to strengthen the resilience of energy systems that form the foundation of economies and societies. This reality is not merely a matter of supply and demand but a complex web of geopolitical vulnerabilities, socio-economic dependencies and environmental imperatives. The persistent reliance on fossil fuels, with its inherent price volatility and susceptibility to geopolitical manipulation, has exposed the fragility of our current energy

³ IRENA, COP28 Presidency, COP29 Presidency, Government of Brazil and Global Renewables Alliance, [Delivering on the UAE Consensus: Tracking progress toward tripling renewable energy capacity and doubling energy efficiency by 2030](#) (2024).

paradigms. Furthermore, the intensifying energy security concerns have spurred numerous countries to recalibrate their energy transition strategies, prioritising pressing, near-term challenges. This recalibration is not simply a matter of shifting energy sources but a fundamental reassessment of energy independence, supply chain diversification, and infrastructure resilience.

In this context, IRENA is developing its next Work Programme, which is aligned with its strategic direction and focuses on its core mission, while also allowing for flexibility to explore emerging areas of work pertinent to its Members.

III. Priorities for the 2026-2027 Programmatic Cycle

A growing consensus identifies renewable energy sources as the strategic linchpin for achieving energy security and sustainable development, driven by a confluence of technological, economic, environmental and geopolitical factors. Crucially, IRENA remains the only intergovernmental organisation with near-universal membership and a clear mandate to promote the widespread and increased adoption and use of renewable energy. As the global energy landscape continues to evolve, IRENA will focus its efforts on strategically leveraging its unique strengths to maximise impact and deliver tangible benefits to its Members while fostering the most effective and coordinated use of resources.

IRENA's Work Programme will maintain its comprehensive scope, integrating analytical rigour, empirical evidence and direct Member support, all while leveraging the power of partnerships and collaborative arrangements. Analytical rigour will be upheld through the application of sound methodologies, data analysis and research, ensuring IRENA's outputs are credible and continue to make meaningful contributions to the global knowledge base on renewable energy. Empirical evidence will be central to the Work Programme, drawing upon real-world data and best practices to inform practical policy recommendations and targeted programmatic interventions. Direct country and regional support will remain a core function, with IRENA providing tailored assistance in the development and implementation of renewable energy policies, initiatives and projects while fostering partnerships and providing capacity building. This multifaceted approach is fundamental to ensuring that IRENA's activities are robust, evidence-based, and responsive to the diverse needs of its Membership. Furthermore, IRENA will focus on strategic collaboration with a wide range of stakeholders, including other international organisations, to enhance synergies and avoid duplication of effort, thereby maximising the collective impact. Additionally, IRENA will collaborate with the private sector to mobilise investment and facilitate the deployment of renewables at scale.

The next biennium will mark the full transition of IRENA to the Results-based Framework (RBF). Key activities and their deliverables will be developed, ensuring they align with IRENA's Theory of Change (ToC) and are mapped against the Intermediate Outcomes of the RBF. This will also assist in a greater alignment of voluntary resources with strategic priorities, especially as the duration of several contributions exceeds the biennial programmatic cycle. Critically, guided by the ToC, the Agency will also maintain a continuous feedback loop between its activities and their impact, allowing for adjustments and improvements to the work. This will ensure that IRENA enhances its effectiveness, drives meaningful progress, and strengthens its role as a leading force in accelerating the global energy transition. Additionally, monitoring and evaluating the impact of the Agency's work will be an ongoing process. As the Agency implements the new M&E system, it is expected that further adjustments may be needed to the process of collecting and analysing data, among other steps, to refine and improve the system, thereby ensuring that IRENA's impact is better reflected.

A systemic global energy transition is necessary to overcome the structural barriers hindering progress. Considering the current trajectory of the energy transition and the broader geo-economic and social context, IRENA positioned the following programmatic priorities in the *World Energy Transitions Outlook* and *Delivering*

on the UAE Consensus reports as key enablers of the accelerated transition for the biennium: ⁴

- policy and regulation;
- supply chains, skills and capacities;
- finance;
- international collaboration; and
- infrastructure and system operation.

Policy and regulations. The global shift toward sustainable energy requires not only technological advancements and financial investments but also robust policy and regulatory frameworks. IRENA has long advocated a holistic approach to policymaking, calling for the energy transition to be placed at the core of national economic and development strategies, and promoting necessary systemic shifts in energy policy and planning. IRENA's World Energy Transitions Outlook, which tracks COP28 outcomes, emphasised aligning sector and cross-sector policies to promote renewable deployment and other transition-related solutions. Well-designed policy frameworks and regulatory incentives can attract private investment, create green jobs, and stimulate industrial innovation, ensuring that energy transition efforts drive sustainable economic development. Renewables are now more cost-efficient than fossil fuels, and current frameworks need to be adjusted to focus on the economic benefits associated with renewables, rather than solely on driving down costs. In light of the next NDC update, IRENA's *Delivering on the UAE Consensus* report also underscores the pressing necessity of setting more measurable, specific, and actionable renewable energy targets and aligning them with national energy plans and legislation. The report also emphasises the critical role of the right market incentives, as well as demand-side management and demand-side response measures. Accelerating renewables deployment will require streamlining of permitting and other regulations to facilitate e project development, while ensuring these processes are aligned with broader environmental, social and development objectives and considerations. IRENA will further refine its research and analytical expertise in these areas, as well as develop targeted policy recommendations at all levels to promote the realisation of the UAE Consensus and broader energy transition goals.

Supply chains, skills and capacities. A successful energy transition depends significantly on the resilience, efficiency, and innovation of supply chains. Ensuring an adequate, reliable and sustainable supply of critical materials is essential for advancing key technologies. Investments in renewable energy supply chains are therefore crucial for achieving the tripling goal. IRENA analysis shows that annual investments in the solar PV supply chain reached a new record high of USD 58 billion in 2023. However, investments need to be balanced with concerns regarding the environmental impact of mining, the displacement of local communities, and the need for sustainable manufacturing and recycling practices. IRENA will continue to provide analysis and policy recommendations on governance, cost-effectiveness, resilience and environmental aspects, identifying risks and bottlenecks and proposing practical solutions. The energy transition must also deliver socioeconomic benefits and decent work in ways that are both inclusive and just. For over a decade, IRENA has been a key authority on global employment data in the renewable energy sector, highlighting comprehensive policy choices that shape job creation. IRENA's latest edition of the *Renewable Energy and Jobs* report finds that there are currently at least 16.2 million renewable energy jobs worldwide in 2023⁵. Following IRENA's 1.5°C pathway will lead to a significant increase in jobs, but focusing solely on the figures is insufficient. The availability of a diverse, skilled workforce capable of building, operating, and maintaining renewable energy technologies, however, is crucial for the energy transition. Accelerating the delivery of education and training programmes to provide the necessary expertise for the energy transition will be vital for addressing skills shortages and building talent pipelines. IRENA will continue its pioneering work on monitoring and reporting employment data, highlighting the role of renewables in generating socio-economic benefits.

⁴ IRENA, [Tracking COP28 outcomes: Tripling renewable power capacity by 2030](#) (2024).

⁵ IRENA, [Renewable Energy and Jobs - Annual Review 2024](#) (2024).

Finance. While renewable energy has become increasingly cost-competitive, its financial models still pose several challenges for developing countries, hindering the widespread transition of their energy systems. IRENA has been advocating for innovative financing mechanisms, enabling policies, and risk mitigation strategies to help countries access the necessary funding. IRENA will continue to support its Members in overcoming challenges to attracting investment in renewable energy projects through analytical work and project facilitation. IRENA will also continue the in-depth examination of worldwide investment patterns, assessing financial requirements and identifying obstacles that hinder capital flow into the renewable energy sector.

International collaboration. In the World Energy Transitions Outlook, IRENA highlighted the importance of scaling up access to low-cost finance for renewable energy deployment, particularly in developing economies where financial barriers remain high. It also underlines the need to implement structural changes, notably the reform of multilateral finance mechanisms, to effectively support energy transition efforts and local value creation in developing countries. Robust international collaboration is crucial to overcoming obstacles, mobilising finance and channeling it to the countries and regions most in need. It can also facilitate the development of transnational energy grids, interconnectors, and cross-border electricity markets, enabling optimal resource distribution. International collaboration is crucial in mitigating the socioeconomic impacts on workers and communities that rely on fossil fuel industries by promoting retraining programs, economic diversification strategies, and social safety nets, thereby ensuring that affected populations are not left behind. IRENA, with its convening power and long-standing experience in fostering partnerships, providing a platform for dialogue and harnessing and disseminating lessons learned, will continue to play a central role in this area.

Infrastructure and system operation. Traditional energy grids and systems were designed for centralised fossil fuel generation. The transition to a sustainable energy system hinges on the rapid modernisation of infrastructure to accommodate the increasing share of renewable energy sources. Without urgent infrastructure upgrades, the full potential of clean energy cannot be realised, slowing progress toward climate targets, energy security, and economic growth. The World Energy Transitions Outlook highlights that insufficient infrastructure expansion, inefficiencies within grid networks, and protracted permitting processes pose substantial obstacles in some markets. It also stresses that regulations promoting modern grid infrastructure and digitalisation are crucial, as they enable efficient energy transmission and distribution networks to accommodate variable renewable energy sources, enhance flexibility, and improve electricity storage capacities. The *Delivering on the UAE Consensus* report also highlighted the lag in grid investments as a growing challenge in several key markets, which hinders the integration of new renewable capacity and increases project risks due to uncertainties in grid connection timelines and potential curtailment. IRENA will continue to serve as a key catalyst in developing policies and frameworks that proactively address challenges associated with infrastructure modernisation and propose avenues to optimise system operation.

IV. Preliminary Framework for Work Programme 2026-2027

The Framework aims to rebalance the programmatic focus to address current and emerging priorities, while maintaining a solid knowledge base and analytical foundation, and ensuring the necessary agility to respond to change. An essential underpinning of the substantive priorities will be a continuous focus on maintaining institutional excellence. Efforts will be made to continue promoting cross-divisional cooperation and consolidating activities, leveraging internal expertise and focusing on more impactful outputs. Strong internal linkages, along with close consideration of external partnerships, are guiding the elaboration of the Work Programme and Budget for 2026-2027.

a. Centre of Excellence for Energy Transformation

Objective: Provide thought leadership and authoritative knowledge, data and analyses on all aspects of the energy transition and its impacts at global, regional, national and sectoral levels.

While the renewable energy sector has achieved significant milestones in recent years, it still faces several critical challenges that hinder its full-scale deployment and integration. Disparities in growth, significant concentration of capacity additions in certain regions, policy and regulatory uncertainties in some markets, supply chain disruptions, and geopolitical tensions, among other factors. IRENA was appointed the Custodian Agency for monitoring II.A.28(a) of the Outcome of the First Global Stocktake⁶ agreed at COP28, calling on all Parties to contribute to: “Tripling renewable energy capacity globally and doubling the global average annual rate of energy efficiency improvements by 2030...” Based on that mandate, IRENA will continue to publish the annual progress report for Pre-COP meetings to inform subsequent COP negotiations and decision-making. The report will continue to draw on data and expertise from across the Agency to assess global advances in renewables in the power sector and energy efficiency improvements and provide recommendations to policy-makers. It will also provide an analysis of global and regional investments and an examination of renewable energy ambitions in Nationally Determined Contributions and their alignment with national policies. Therefore, IRENA’s role as a Centre of Excellence for Energy Transformation will remain critical in identifying the gap between aspirations and reality and providing Members with knowledge and advice on policies and actions to boost the energy transition.

Energy security is closely tied to deploying renewable energy and enabling technologies, developing critical minerals supply chains and investing in resilient energy infrastructure. IRENA’s focus on research, data, and analysis of renewable technologies and infrastructure in all aspects (grids, ports and hubs, transport) will further inform energy transition strategies and policies. IRENA’s statistical data regarding installed renewable electricity capacity and generation will continue to be collected, validated, analysed and become publicly available. Complementing the statistical data, IRENA will also deliver insights on technology status, performance, costs and the broader economics of renewable energy and enabling technologies (e.g., storage, BESS, smart electrification). The development of global, regional and national outlooks will also remain a cornerstone of IRENA’s work in providing targeted assistance to countries and regions to develop robust, evidence-based renewable energy policies and regulations. To maximise impact, IRENA will explore synergies between energy resilience issues, energy access and livelihoods to support a more holistic approach to address energy security.

The acceleration of the energy transition also hinges on the comprehensive mapping of the innovation landscape. To this end, IRENA will conduct a thorough analysis and survey of emerging systemic innovative solutions across novel technologies, business models, markets and system operation. Moreover, in recognition of the growing relevance and role of digitalisation and artificial intelligence, IRENA will explore their benefits and impacts on the energy transition, monitoring the enablers for the electrification of end-use sectors, as well as key trends such as recycling and circularity of critical components. IRENA will also expand its focus on analysing technology status, cost-effectiveness, innovative alternatives, and enabling frameworks for end-use sectors such as heating, cooling, mobility and industry, while considering the role of electrification and all sustainable energy vectors. Policies to promote the decarbonisation of industry sectors will be identified considering cost-competitive growth, as well as sustainability and energy security concerns.

In-depth analyses will be conducted in critical areas such as tracking progress toward achieving SDG7 on energy, in cooperation with co-custodian agencies – a joint product since 2016 – as well as clean cooking, green hydrogen and off-grid renewables for energy access. IRENA will also continue to provide authoritative knowledge, data and policy analyses on issues relating to socio-economic benefits, including employment, to continue advocating for a cross-cutting, systemic vision of a people- and planet-centric energy transition. Moreover, IRENA will continue to develop a comprehensive analysis of renewable energy

⁶ UNFCCC Decision 1/CMA.5, the ‘UAE consensus.’

investments, providing insights into current trends and renewable energy investment flows, including sources, intermediaries, instruments, recipients and uses. This work will expand coverage to other energy transition sectors, including battery storage, grids, electrified transport, charging infrastructure, green hydrogen and supply chains. It will also examine topics such as green bonds, carbon markets, philanthropic funding, cost of capital, and sustainable finance. Additionally, it will explore pathways to close the financing gap in developing economies by leveraging impact-driven capital, including concessional finance, grants and risk mitigation.

b. International Collaboration and Network Hub

Objective: Galvanise international collaboration and provide an inclusive platform for all stakeholders to foster targeted action, align activities, and share knowledge for impact on the ground.

IRENA's World Energy Transitions Outlook emphasises that in a rapidly evolving global energy landscape, coordinated actions among actors and robust international collaboration are fundamental elements for strengthening global finance flows, capacities, and technologies in an equitable manner to overcome the barriers in the energy transition process. IRENA has long served as a key facilitator of dialogue and cooperation among its Members and relevant stakeholders, and a vital network hub. IRENA will continue to enhance and maintain relevant multistakeholder partnership initiatives, striving for tangible outcomes, improved coordination, and harnessing synergies and complementarities across IRENA's partnerships. IRENA's long-standing partnerships, with a significant track record of accomplishments, will sharpen their programmatic focus on emerging issues. For example, the SIDS Lighthouses Initiative will elevate the focus on climate resilience-building and project pipeline development, advance targeted support for NDC 3.0, and strengthen the SIDS LHI Monitoring and Evaluation framework to ensure alignment with the Antigua and Barbuda Agenda for SIDS (ABAS) Framework. The Long-Term Energy Scenarios Network and the Entrepreneurship Support Facility will be carefully assessed to ensure they are responsive to new and emerging priorities. As the newly appointed Secretariat of the Global Coalition for Energy Planning (GCEP), IRENA will work to strengthen national ownership and inclusive planning as central pillars of the global energy transition. The Global Offshore Wind Alliance will delve deeper into knowledge sharing on offshore wind deployment and strengthen international cooperation. The Global Geothermal Alliance will focus on expanding the integration of geothermal energy across key sectors, with a particular emphasis on agri-food, district heating and cooling, and capacity building. Meanwhile, the industry-driven partnership platforms, the Alliance for Industry Decarbonization and the Utilities for Net Zero Alliance, will stimulate ambition and action by the industry to accelerate a renewables-based energy transition, scale up infrastructure investments and reduce GHG emissions, aligned with the national net-zero ambitions through coordinated action and peer-to-peer cooperation.

Fostering knowledge exchange among IRENA Members to drive cooperation, share best practices, and identify synergies will remain a pillar of the Agency's work as well. Knowledge-sharing platforms, such as IRENA's Collaborative Frameworks, will provide peer-to-peer learning and the exchange of experiences and best practices in their respective areas of focus. They will sharpen their focus to maximise impact at the national and regional level. To advance socio-economic resilience and prosperity, IRENA will strengthen its results-oriented partnerships to advance energy goals. The Empowering Lives and Livelihoods: Renewables for Climate Action initiative will promote the transformation of the agri-food and health sectors (and other cross-sectors such as water, education, ICT etc.) through the integration of renewables, including communities need towards climate adaptation; while the Global Initiative on Transitioning Remote Communities to Renewables will promote decentralised renewable energy solutions that offer pathways to economic development and resilience for low-income and remote communities. Likewise, carrying forward the work on the Beyond Food - Clean Cooking initiative, IRENA will promote and support countries on deploying clean cooking energy and technologies by tracking investments, capacity building, policy dialogues and active partnerships. Entrepreneurship development and productive uses of energy/electricity will be essential components among all three initiatives.

IRENA has a long tradition of providing analysis, insights and policy recommendations to multilateral fora such as the Group of 7 and the Group of 20. IRENA will enhance its support to them by identifying common ground on ways forward for a renewables-driven energy transition. The importance of boosting the deployment of renewables through initiatives that focus on specific contexts and needs at the regional level has gained increased attention in recent years. IRENA is uniquely positioned in the energy landscape to support these efforts due to the Agency's convening power and analytical prowess. Indeed, in response to growing Members' requests, IRENA has established the Accelerated Partnership for Renewables in Africa (APRA) and the Accelerated Partnership for Renewables in Central Asia (APRECA), which will continue to facilitate the exchange of best practices and tailored-made action on the ground. The possibility of undertaking similar work in other regions, e.g. the Latin American and Caribbean, will also be explored. Multilateral initiatives such as the Clean Energy Ministerial and Mission Innovation workstreams will continue to benefit from IRENA's inputs and insights. In the meantime, engagement will be maintained with other intergovernmental and multilateral organisations, trade associations and non-governmental organisations in pursuit of shared aims. In this context, the Coalition for Action will continue to serve as a strategic arm for stakeholder participation in IRENA. Similarly, ongoing work with constituencies such as youth, educators and parliamentarians will continue given the importance of these voices. Furthermore, IRENA will continue to be an active participant in collaborative efforts such as UN-Energy, COP, and the UNFCCC Marrakesh Partnership for Global Climate Action.

c. Global Voice of Renewables

Objective: Pursue excellence in renewables innovation, development and deployment and promote practical application of knowledge for systemic change.

IRENA remains committed to providing authoritative knowledge, data, and analyses on key enablers of the energy transition, with a focus on the deployment of renewable energy sources in the power and end-use sectors, as well as the direct use of renewables in end-use applications, such as bioenergy, solar thermal, and geothermal. This work encompasses technology, infrastructure, finance, policy, governance, and markets, providing in-depth insights and practical guidance to accelerate the adoption of renewable energy, electrification (including indirect benefits through the deployment of green hydrogen), and the integration of distributed renewable energy technologies into the grid. A key priority remains the integration of renewable energy into power systems, emphasising the urgent need to scale up deployment while ensuring the necessary infrastructure is in place. The modernisation of infrastructure and its enhanced flexibility are key enablers for the transformation of the power sector. To increase flexibility, IRENA will undertake assessments and conduct analyses on solutions and performance, as well as enabling factors such as business models and regulatory frameworks. To assess the readiness of regional power system infrastructures for grid integration and resilience, IRENA will focus on technical evaluations and explore regional interconnection and the integration of off-grid solutions as complementary or intermediary steps in the energy transition. IRENA's flagship International Off-grid Renewable Energy Conference and Exhibition (IOREC) will continue to serve as the global platform for sharing experiences and best practices on various technology, policy, regulatory and finance aspects of off-grid renewable energy solutions including standalone and mini-grid systems, highlighting its crucial role in the achievement of the climate and sustainable development objectives.

IRENA recognises the need for a cross-cutting evaluation of the development, competitiveness and energy security benefits of renewable energies. To this end, carbon markets, risk mitigation mechanisms to lower financing costs for renewables and measures that facilitate green industrialisation will be explored. Due consideration will continue to be given to international standards, quality infrastructure and intellectual property protections. IRENA will further analyse the geopolitics of international markets, supply chains, and strategic manufacturing of critical equipment, as well as evaluate the supply chain status and scope for development at all levels of the value chain across relevant technologies.

IRENA's 1.5°C scenario analysis stresses that measures are needed to ensure that the socio-economic benefits of the global energy transition are felt equally across all regions and societies. To help close gaps, IRENA will conduct socio-economic impact assessments at the country level using macroeconomic models, providing comprehensive quantitative insights and recommendations to help maximise socio-economic benefits and support tailored national energy transition strategies. In addition, IRENA will examine how the local environmental co-benefits (e.g. on biodiversity) of renewables deployment can be maximized, providing policy recommendations and sharing best practices. This will involve working with stakeholders experienced in the field of nature-based solutions.

IRENA will produce analyses that emphasise the benefits of renewables-based clean cooking and decentralised renewable energy (DRE), including in-depth analyses of investment gaps and opportunities. IRENA will also continue to highlight the challenges posed by institutional and regulatory frameworks that hinder the deployment of renewables in the power sector and end-use sectors. IRENA has led pioneering work on gender and ensuring no one is left behind, providing leadership on local value creation and workforce diversity – a role it will continue to play. Building on existing work, IRENA will also advocate holistic policies and best practices that enhance the lives of vulnerable and underrepresented groups through the adoption of renewable energy. In addition, IRENA will continue to provide analytical and practical leadership on critical bioenergy-building issues with its work on jobs in the renewable energy sector, and workforce development and diversity.

Proactive communication and outreach represent a cornerstone of IRENA's role as the Global Voice of Renewables. Members have requested that IRENA enhance communication beyond the renewable energy sector to reach a broader audience, raise awareness about the energy transition, and help address concerns and misconceptions by the public. In response, IRENA will refine its communication strategy, leveraging its solid research and analysis, and strengthening collaboration with communications and social media actors to reinforce further the Agency's position as the leading global voice for renewables. The Agency will continue to attach importance to multilingualism as a tool for disseminating knowledge and enabling greater participation in programmatic activities.

d. Support for regions and countries

Objective: Assist regional and country-level decision-making and support implementation strategies to reduce global emissions, adapt to climate change, and improve energy access, security and affordability for sustainable development

While the overarching goal of decarbonisation is universal, tailoring strategies to specific regional geographic, economic, and socio-political contexts enhances the relevance, impact, and feasibility of energy policies and investment decisions. Likewise, well-designed national strategies can enhance the effectiveness of renewable energy deployment, strengthen energy security, and ensure that the transition supports socio-economic growth. To this end, IRENA will continue to deliver targeted advice and support to regions and countries, leveraging its distinctive strengths, sustained analytical rigour and expertise. Specifically, IRENA will strengthen the provision of institutional capacity building in integrated energy sector planning, helping countries and regions develop and take ownership of their energy transition master plans while creating enabling conditions for investment and financing. The upskilling of in-country statisticians in aspects of data collection and analysis of renewable energy, emissions inventories through traditional training, capacity building, and knowledge exchange will remain one of IRENA's priority focuses. Building on previous and ongoing analysis, IRENA will continue to support its Members in developing strategies and policies that promote the sustainable deployment of green hydrogen and its derivatives, sustainable fuels, as well as policies for renewable energy and electrification in end-use applications as well as efficiency and circularity.

IRENA will provide capacity-building support to countries in designing auctions and other policy frameworks for renewable energy deployment, promoting economic value creation and other policy objectives. IRENA will also aim to provide analysis, capacity-building and technical assistance on industrial policies linked to renewable energy, focusing on green industrialisation and the localisation of value chains and promoting regional and South-South collaboration. Risk assessments and the development of risk

mitigation frameworks will be a new area of focus. IRENA will continue country-level consultations, action plan development, derisking support and funding mobilisation, as well as the implementation and coordination of activities in countries that have joined IRENA's accelerated regional partnerships. This will also entail country- and region-level engagement with public and private sector energy project developers for pipeline development through IRENA's project finance platforms, as well as dialogues and fora. IRENA will also deepen engagement in multiple regional efforts, including with the Association of South-East Asian Nations (ASEAN), African Union, European Union and Latin American Energy Organization (OLADE), among others.

NDC updates must be aligned with national energy and climate strategies to be most effective. To bridge this coordination gap, the World Energy Transitions Outlook provides an overarching long-term framework that should be reflected in climate strategies, NDC updates, Biennial Transparency Reports (BTRs) and long-term low-emission development strategies (LT-LEDS). In light of the 2025 update of NDCs, IRENA will continue to provide targeted analysis and support on NDC review, enhancement and implementation through renewable energy technologies, ensuring alignment with national energy planning, while supporting climate change mitigation and resilience efforts through strategic partnerships, such as the NDC Partnership. Moreover, effective mitigation and adaptation strategies will be proposed to align with and address real and perceived risks, while reducing the cost of financing. Engagement in working groups with regional and national authorities, organisations and initiatives will facilitate the dissemination of IRENA's regional technical assessments and studies on regional energy market integration, supporting countries in shaping their regional NDCs, energy plans programmes and targets.

e. Facilitating Projects and Mobilising Capital

Objective: Facilitate the development of project pipelines and channel investment toward renewables-based energy systems in developing countries.

As developing countries transition to renewable energy, they face complex issues such as improving energy efficiency, optimising the energy mix, and ensuring a financially viable pipeline of projects to drive sustainable development. The *Delivering on the UAE Consensus* report highlights that current investment levels fall short of the ambitions necessary to meet the tripling goal. Public and private financing, as well as policy, must strategically shift the focus from narrow financial 'bankability' criteria to an inclusive approach that values all potential positive impacts, even where projects may not be considered 'bankable'. IRENA will develop a risk assessment and mitigation framework to support selected countries in identifying and evaluating risks associated with key energy transition sectors and propose risk mitigation and allocation strategies that address risks and lower the cost of project financing. IRENA will also strengthen countries' ability to develop policies and frameworks that foster renewable energy investment by providing capacity-building support on policy design for renewable energy projects. Furthermore, IRENA will provide tailored analyses to assess countries' renewable energy potential, facilitating informed decision-making for strategic planning and early-stage project development at various scales. Key support will include mapping investment opportunities, identifying financially viable sites, mapping solar potential and conducting capacity development workshops. IRENA will also focus on providing tailored technical assistance to help countries explore and evaluate different technologies and energy solutions, including hybrid systems, battery storage, off-grid systems and other innovative approaches.

IRENA's project facilitation work, undertaken under the Climate Investment Platform (CIP) and the Energy Transition Accelerator Financing (ETAF) Platform, is already yielding results. ETAF has attracted more than USD 4 billion in pledged resources to support the energy transition and is increasing its ambition, planning to provide financing for 5 GW of projects by 2030. In the coming biennium, IRENA will expand the breadth of partnerships that provide de-risking support and financing solutions under the umbrella of CIP and ETAF and build on its project facilitation work to further facilitate a pipeline of bankable projects. Emphasis will continue to be placed on facilitating projects in countries and communities most in need. IRENA will also aim to establish an energy transitions project development support facility. Based on the

current portfolio of CIP and ETAF, the Agency notes that many promising projects need additional support to complete their development phases. To address this need and improve the readiness of the projects for the funding partners.

The criteria and process for choosing projects will be further refined to maximise transparency and alignment with international regulations. In addition, emphasis will be placed on delivering events that enhance local capacities and connect projects to potential funding through capacity-building, awareness-raising, and project matching.

V. Budgetary and Management Considerations

The core budget remains the foundation of the Agency's financial stability and operational credibility. Its development for the 2026–2027 biennium will reflect Members' guidance and align closely with the priorities set out in the Medium-Term Strategy 2023–2027. A stable, predictable, and adequately resourced core budget is essential for the effective delivery of IRENA's expanding mandates. To this end, the Secretariat will continue to diversify its resource base, working to secure multi-year voluntary contributions to enhance predictability and flexibility.

Looking ahead, the implementation of staff tenure policies will continue to shape human resources planning and overall institutional capacity. Succession planning and business continuity measures are being actively managed to address the departure of experienced personnel and ensure smooth transitions. However, the experience of the 2024–2025 biennium demonstrated that limited budgetary flexibility significantly hampered the Secretariat's ability to implement an effective and proactive succession strategy. Positions were left vacant for extended periods to manage funding constraints, impacting service continuity and institutional delivery. Unless this issue is addressed through adequate financial planning and Member support in the next biennium, the Secretariat risks being unable to sustain current levels of delivery, particularly as an additional 21 staff members are expected to reach the maximum tenure limit.

The Secretariat is also committed to strengthening the Agency's administration of a justice framework, as mandated by the Assembly. Ensuring institutional fairness, transparency and accountability are essential elements of sound governance and organisational integrity. This includes delivering conflict resolution and mediation training to staff and managers, as well as the continuous review of policies and procedures. However, these important efforts currently lack dedicated financial or human resources. Continued work in this area will require sustained funding to ensure these governance pillars are adequately supported and responsive to institutional needs.

Additionally, the Secretariat operates in an environment where core budget levels have remained effectively frozen over successive biennia, despite significant statutory staff cost increases and rising prices in key service areas, such as ICT, procurement, travel and facilities management. This structural imbalance is placing growing pressure across the organisation and threatens to undermine the Secretariat's ability to deliver programmatic activities and respond to Member demands with the expected level of quality and timeliness. Without targeted adjustments to address these constraints, maintaining the current level of institutional support and operational effectiveness will become increasingly challenging. Furthermore, recently published data from the Organisation for Economic Co-operation and Development (OECD) shows that international aid from official donors fell in 2024 by 7.1% in real terms compared to 2023, the first drop after five years of consecutive growth.⁷ If this trend persists in the future, IRENA and all international organisations will be confronted with a potential shrinking of public resources allocated to international cooperation activities.

⁷ OECD, [International aid falls in 2024 for first time in five years, says OECD](#), 16 April 2025.

While the Secretariat remains committed to identifying efficiencies and exercising prudent financial management, there are limits to what can be achieved without jeopardising service delivery. Cost-containment measures will continue to be pursued, but they must be accompanied by realistic resource allocation that recognises the scale and complexity of IRENA's evolving mandates. Ultimately, ensuring that enabling services remain fit for purpose — robust, responsive, and sufficiently resourced — is critical to the delivery of IRENA's strategic objectives. The Secretariat will continue to work closely with Members to ensure that resource allocations are aligned with institutional needs and that both programmatic and enabling functions are equipped to support IRENA's growing role in the global energy transition.