Submission to Belém Mission to 1.5

This submission was jointly developed by the following organizations: Observatório do Clima, Greenpeace Brasil, WWF-Brasil, Plataforma CIPÓ, Geledés - Black Women Institute, Climainfo, Conectas Direitos Humanos e LACLIMA

Introduction

We welcome the Global Mutirão Decision and the COP29, COP30 and COP31 call for Inputs for the Belém Mission to 1.5 which aims to examine ways to enable the ambition and implementation of Nationally Determined Contributions (NDCs) and National Adaptation Plans (NAPs) and to consider how international cooperation and investments can be enhanced to advance them.

The unique value of the Belém Mission should not be to restate existing climate priorities, which are already well established across the Paris Agreement, the Global Stocktake (GST), the Global Mutirão, the NCQG and numerous sectoral initiatives. Rather, it should provide practical guidance that helps countries translate ambition into implementation.The Mission's final report, which aims to synthesize key opportunities, barriers, and actionable solutions for keeping the 1.5°C goal within reach while strengthening adaptation and resilience, should be used by the Troika of Presidencies to inform their initiatives presented at the Leaders' Summit, the negotiations (including an eventual cover decision) and the Action Agenda, helping to close the identified gaps with urgent, rapid responses.

The following section provides our responses to the questions put forward by the Troika.

1.What action areas and solutions have the highest impact potential to support the submission, ambition and implementation of NDCs and NAPs. This could include consideration of:

a. **Priority solutions and innovations across policies, technologies, practices and investments**

To maximize the ambition, submission, and implementation of NDCs and NAPs, The Belém Mission to 1.5 should establish a common implementation framework to help countries align national policies with the 1.5°C scientific imperative by executing a proactive, managed and just transition away from coal, oil, and gas and protect people and nature. Failing to curb fossil fuel production and consumption, the main root cause of the climate crisis, fundamentally undermines all other mitigation and adaptation efforts. Rather than treating the energy transition as a mere technocratic exercise of swapping fuel sources, NDCs must design it as a process of socially just transformation. This goes hand in hand with efforts to fulfill the global commitment to halt and reverse deforestation and forest degradation by 2030.

Together, moving away from fossil fuels and protecting and restoring ecosystems are the core pathways to limiting global temperature rise to 1.5ºC. This requires shifting power from multi-billion-dollar corporations back to people and anchoring every strategy in social justice and human rights to avoid repeating the extractivism and colonialism of the fossil fuel and ecosystem destruction era, while also fighting inequality between and within countries.

To operationalize this ambition, the Belém Mission to 1.5 could recommend a common implementation framework to support the preparation and implementation of ambitious NDCs and NAPs, in accordance with the principles of equity and common but differentiated responsibilities and respective capabilities (CBDR-RC), in the light of different national circumstances. National TAFF and Forest Roadmaps could serve as complementary implementation tools to inform national planning processes by identifying priorities, financing needs and implementation pathways, thereby supporting the effective implementation of NDCs and NAPs. Consistent with the Paris Agreement, developed country Parties should continue to take the lead by undertaking economy-wide emission reduction efforts and by providing financial resources, technology development and transfer, and capacity-building to assist developing country Parties in implementing their climate actions.

Specifically on fossil fuels, the Belém Mission to 1.5 should define core implementation criteria for TAFF roadmaps, including a halt to all new fossil fuel expansion alongside binding phase-out timelines across all sectors, including transport, industry, buildings, and agriculture, starting by developed country Parties, through participatory domestic processes. Simultaneously, the Belém Mission should identify tax, fiscal and policy initiatives that governments can use to prioritize decentralized, community-led renewable energy initiatives to strengthen local energy sovereignty.

To safeguard environmental and financial integrity, the Belém Mission to 1.5 should provide guidance to ensure that implementation plans prioritize public policies aligned with the Sustainable Development Goals (SDGs), the objectives of the Paris Agreement and long-term climate resilience. Such plans should avoid directing scarce public and concessional resources towards high-risk, high-cost technologies that may delay or undermine the transition to sustainable development, including Carbon Capture and Storage (CCS) and nuclear energy, where these divert resources from proven, scalable and equitable climate solutions.

The Belém Mission to 1.5 should also establish implementation benchmark for forests and ecosystems protection, including land tenure and rights guarantees to Indigenous Peoples, People of African Descent and local communities, as well as modalities of direct access to finance; with the adequate means of implementation, advance in monitoring of deforestation and forest degradation beyond fire scars, with real concern for ecosystems integrity; phase out harmful subsidies that incentivize fossil fuels, deforestation and conversion-free value chains; and align NDCs and NAPs to National Biodiversity Strategies and Action Plans (NBSAPs) and the Kunming-Montreal Global Biodiversity Framework (KMGBF), also engaging constructively in synergies negotiations among the three Rio Conventions.

On the investment front, the highest-impact solution requires a total overhaul of the global financial architecture, shifting from debt-inducing loans to grant-based climate finance. The Belém Mission to 1.5 should set out a practical finance framework, identifying the types of means of implementation required for credible NDC and NAPs delivery. That includes finance mainly in the form of high-quality grants from developed countries to developing countries, direct access to funding to communities, capacity building and technology co-development and transfer. More funds could be raised by innovative sources such as universal and inclusive international tax cooperation; fair taxation of multinational enterprises, including but not limited to taxing fossil fuel corporations; combating tax evasion and tax avoidance; effective taxation of high-net-worth individuals; addressing tax-related illicit financial flows; and promoting domestic resource mobilization for sustainable development.

Finally, translating NDCs and NAPs into concrete action requires strong international accountability and effective multilateral cooperation. The Belém Mission to 1.5 should provide the foundation for COP31 to operationalize a just, orderly, and equitable transition by establishing the Belém-Antalya Mechanism (BAM), expected to streamline fragmented global efforts and facilitate international cooperation, technical assistance, capacity-building, and knowledge-sharing, thereby creating an opportunity to address structural barriers that prevent countries, particularly from the Global South, from implementing their NAPs and NDCs.

b. Finance, technology, capacity building, and institutional opportunities

Finance, technology development and transfer, capacity-building, institutional strengthening, and research and data systems are indispensable to enable developing countries to prepare, implement and progressively strengthen their NDCs and NAPs. According to the UNFCCC Standing Committee on Finance, developing countries have identified implementation needs exceeding USD 28 trillion, covering finance, technology, capacity-building and institutional support across mitigation, adaptation and related implementation priorities.

Adaptation remains the most critically underfunded pillar of climate action. The UNEP Adaptation Gap Report 2025 estimates that developing countries require USD 187–359 billion annually for adaptation alone. Yet international public adaptation finance reached only USD 28 billion in 2022, while total tracked global adaptation finance amounted to approximately USD 65 billion in 2023—a small fraction of overall climate finance.

Climate finance also remains unevenly distributed. Most investment is concentrated in advanced economies and China, while regions facing the greatest climate vulnerability—notably Africa, least developed countries,small island developing States and Latin America—continue to receive a disproportionately small share of global climate finance. At the same time, international public climate finance continues to rely heavily on loans rather than grants, exacerbating debt vulnerabilities and reducing fiscal space for long-term resilience and adaptation investments.

Addressing this gap requires scaling up both the provision and mobilization of climate finance while aligning public expenditure with climate objectives. According to the IMF (2025), explicit fossil fuel subsidies amounted to USD 725 billion (0.6 percent of global GDP) in 2024, while implicit subsidies, reflecting the failure to price environmental externalities such as climate change and air pollution, reached USD 6.7 trillion (5.8 percent of global GDP). Together, fossil fuel subsidies totalled USD 7.4 trillion, or 6.4 percent of global GDP. The IMF further estimates that removing explicit subsidies alone would reduce global CO_2 emissions by 6 percent below baseline levels by 2035 while generating additional public revenues, demonstrating the potential to create fiscal space for climate action.

The Report on the Baku to Belém Roadmap to 1.3T, prepared by the COP29 and COP30 Presidencies pursuant to the mandate established under the decision adopting the New Collective Quantified Goal on Climate Finance (NCQG), identifies strengthening public climate finance as a structural prerequisite for scaling up climate action in developing countries. It organizes its recommendations around complementary action fronts: expanding grants, concessional finance and low-cost capital; strengthening and replenishing multilateral climate funds; enhancing the financing capacity of multilateral development banks; creating fiscal space through debt relief instruments, including climate-resilient debt clauses; strengthening technical assistance to develop national climate investment portfolios; and reforming the international financial architecture to make capital flows more predictable, accessible, transparent and equitable. The report further emphasizes prioritizing concessional finance for adaptation and the most vulnerable countries and populations, while strengthening institutional capacity, coordination and transparency to improve the effectiveness of public finance in supporting the implementation of NDCs and NAPs.

Closing the implementation gap therefore requires a stronger international financing architecture combining three complementary instruments: (i) substantially scaled-up grant-based public climate finance from developed countries; (ii) innovative domestic and international sources of finance—including progressive taxation, taxation of fossil fuel windfall profits and high-net-worth individuals, solidarity levies, as well as the emerging United Nations Framework Convention on International Tax Cooperation to strengthen domestic resource mobilization and international tax cooperation; and (iii) barrier-free technology development and transfer, accompanied by sustained capacity-building and institutional support to enable locally led mitigation, adaptation and responses to loss and damage.

c. Most Significant Barriers

A critical roadblock to global climate action is the profound deficit in political leadership and binding regulation, particularly within wealthy, developed nations. Current national targets remain dangerously misaligned with the scientific necessity of capping global warming at 1.5°C. Instead of enacting mandatory reductions in fossil fuel production and consumption ahead of 2030, many governments continue to issue new extraction licenses and provide heavy subsidies.

In addition to the lack of ambition regarding mitigation efforts by those more responsible for the climate crisis, another reason for the lack of trust is the failure of developed countries to deliver on their financial commitments. Ambition is needed on both fronts.

This political inertia is compounded by a severely broken global climate finance architecture that favors debt-inducing loans over direct grants. This creates an immense funding bottleneck, leaving developing nations with an astronomical adaptation finance gap. At the same time, governments worldwide continue to artificially prop up environmental destruction by funneling 7 trillion dollars into fossil fuel subsidies, as noted above (IMF, 2025). Without scaling up public grant-based finance, tripling adaptation funding to at least 120 billion dollars annually ahead of the 2035 commitment, and implementing progressive taxes on fossil fuel corporations and ultra-wealthy individuals, many developing regions will remain financially locked out of transitioning to renewable energy and vulnerable to climate change.

Furthermore, the absence of comprehensive just transition frameworks threatens to perpetuate historical inequities. Current climate policies frequently lack the robust financing and inclusive design necessary to support vulnerable workers and communities. For a transition to succeed, it must be co-created alongside workers, indigenous populations, people of African descent, women and other frontline communities, ensuring social safety nets and free, prior, and informed consent. Instead, progress is routinely choked by systemic barriers such as state dependence on fossil fuel revenues, institutional capacity gaps, a refusal to transfer green technologies, and the persistent dangers of predatory, extractive economic models.

Finally, fragmented international cooperation prevents the global community from mounting a unified response to these intersecting crises. Overcoming these entrenched barriers requires unprecedented multilateral alignment and accountability. Meaningful progress depends on nations moving beyond voluntary pledges to secure and implement legally binding agreements under the UNFCCC framework.

2.What is required to further strengthen international cooperation to enhance ambition and enable the effective implementation of NDCs and NAPs?

To strengthen and enable the implementation of NDCs and NAPs, The Belém Mission to 1.5 should recommend that Parties provide clear pathways and public plans outlining how they will fulfill the USD 300 billion goal under the NCQG and effectively deliver the funds. This includes the provision of high-quality public finance from developed country Parties to support the implementation of NAPs and NDCs in developing countries, in a manner that does not exacerbate debt burdens and promotes synergies between mitigation and adaptation action, including through the protection of nature. Particular attention should be given to achieving the commitment to at least tripling adaptation finance to a minimum of U$ 120 billion per year, as well as the tripling of the multilateral funds outflows. The broader 1.3 trillion goal of the NCQG should also be delivered, especially considering the Mutirão decision in which countries agreed to pursue this goal.

Another key element would be to develop new criteria and/or sources of finance to guarantee that climate finance is aligned to justice criteria and promotes just transitions. The new Just Transition mechanism could deliver guidelines and support developing country Parties in securing finance and accessing technology support and capacity building to develop and implement strong and just NDCs and NAPs.

By pairing the strong and legally binding developments in the UNFCCC process with parallel, high-ambition diplomatic initiatives, such as the TAFF and Forest Roadmaps, the Fossil Fuel Non-Proliferation Treaty, the Santa Marta process, regional coalitions and national action, governments can collectively secure the rapid, systemic cooperation necessary to protect our shared future. The Belém Mission should call all countries to elaborate TAFF and Forest National Roadmaps by 2027, using a common implementation framework that enables comparability, accountability and support.

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