



Pathways for the Belém-Addis Vision (BAV) and the Belém Adaptation Roadmap (BAR) with the Leadership of Vulnerable Populations

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1. Introduction

The closing of COP30 in Belém marked the end of a cycle of global expectations, but for the territories of the Global South, the final outcome demands a rigorous analysis: did the adaptation agenda finally step out of the shadows, or did it remain a footnote in financial negotiations? Looking through the rearview mirror of an event that was meant to be the "COP of the Forest and the People," it becomes evident that the success of any climate agreement must be measured by its actual capacity to reduce historical inequalities that disproportionately affect afrodescendent, indigenous, quilombola, and traditional bodies and territories across the Global South.

Throughout the negotiations, Brazil sought to position adaptation as a top priority, but what we witnessed was the tension between the urgency of those living through the disaster and the sluggishness of funding mechanisms and the implementation of coherent adaptation indicators. For us, who frame the debate around confronting environmental racism, the assessment is clear: it is not enough to talk about resilience without talking about reparation. Climate adaptation cannot be an aseptic, technical concept; it is a political tool that only makes sense if it prioritizes the protection of Black and indigenous populations, quilombolas, and communities of African matrix, who continue to be the most impacted by the crisis.

COP30 left us with a fundamental lesson: the vision of reducing inequalities is not an "extra" in the climate debate, but its very foundation. The unprecedented recognition of people of African Descent and the confirmation of the territorial rights of indigenous peoples acknowledge what must be the priority for the climate regime. If post-Belém adaptation plans do not incorporate ancestral technologies and fail to guarantee that resources reach communities directly, we will continue to witness disaster management rather than a systemic transformation, which will only happen through transformational adaptation at all scales. The challenge now is to



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ensure that the commitments signed on paper turn into public policies capable of transforming the map of vulnerability worldwide, and SB64 alongside COP31 will need to address the path of coherence so that the acceleration of implementation becomes real.

Below, we deepen the specific analyses on the two main climate adaptation agendas that gained significant shape and decisions at COP30: the process within the GGA decision termed the Belém-Addis Vision (BAV) and the Belém Adaptation Roadmap, both originating from Decision 12/CMA.7. At the end, we provide a brief list of recommendations in defense of reducing vulnerabilities for people of African Descent, indigenous, and traditional populations, alongside the crucial fight against green colonialism and environmental racism. Our contributions here encompass the collective work developed within the numerous networks of civil society organizations in which Geledés actively participates, and seek to complement these discussions based on our contributions to the issue of racial justice.

2. Belém-Addis Vision (BAV): Balancing the Political and the Technical

The BAV (Belém-Addis Vision) was established by Decision 12/CMA.7 as a two-year political alignment process, sustained by technical work on improving metadata and methodologies for the Belém Adaptation Indicators (BAI) to measure progress toward the Global Goal on Adaptation (GGA), to be delivered by the technical task force by COP32. For this work to be operational in the second half of 2026, SB64 must be the space to make decisions regarding the mandate, composition, and modalities of this task force.

For Geledés, the work of the technical task force must balance technical and political representation, which together can create pathways for the internalization of indicators, respecting the situated conditions of States without breaking away from global political coherence to achieve the ambition established in the Paris Agreement. To this end, the guiding principles must be: (i) the reduction of inequalities and (ii) the prioritization of the most vulnerable populations.

[feedback loop reconciling national implementation with community-led implementation]



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The Belém Decision establishes two possible governance models for the BAV. The most robust of them, Model 2, provides for a technical task force with a plural composition, including not only Parties and experts, but also international organizations and observers. For Geledés, it is fundamental that this model be adopted, ensuring the active participation of civil society, especially organizations working with frontline communities.

This is not merely a matter of formal representation. The voluntary testing phase of the BAIs by the Parties, provided for in the Decision, will only produce useful data if accompanied by mechanisms that connect the national implementation experience with community monitoring systems. Community organizations are capable of identifying data gaps, capacity constraints, and coverage failures that national systems often miss, particularly in contexts of poverty, environmental racism, and historical inequalities. There are specific models already tested by community organizations in Brazil and across various parts of the Global South that deserve recognition, and here we would like to highlight one of them: the "Cocozap" tool, built by the organization Data_Labe in the Maré Complex of Favelas.

Cocôzap is a citizen data generation project, started in 2019, and was therefore characterized as a primary data survey. In this case, the data was exclusively about irregularities in basic sanitation in the Maré favela complex, and the collection agents were the residents themselves. Data collection was done through a semi-structured conversation on the WhatsApp messaging app between the person who sent the complaint and a Cocôzap collaborator, who was also a resident of the region and was trained within the organization to interact with others. The activism and citizen data generation work has now enabled Cocôzap's databases to be considered in decisions on the Rio de Janeiro city master plan, so that they can be taken into account in the city's infrastructure and improvement projects. In addition, the Cocôzap team became part of the IBGE Advisory Board for favelas and urban communities and, finally, in 2022, they were finalists for the Banco do BBrasil replicable social technology award, enabling everyone to consult and replicate the methods used.

The second round of Biennial Transparency Reports (BTR2), scheduled for 2026, represents a strategic window for Parties to initiate the early implementation of the BAIs in coordination with their national monitoring systems. For this to happen inclusively, it is



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necessary for the BAV's methodological work to incorporate, from the outset, specific guidelines for data disaggregation by race, gender, age, and geographic zone—axes recognized in the cross-cutting considerations of Decision 12/CMA.7 themselves. We have numerous references and examples, such as "Cocozap," which can be directly integrated into official databases to organically improve and refine indicators, and consequently, enhance adaptation responses.

[technical task force: two pathways walking together]

The technical task force must not be a space restricted exclusively to technical experts from international organizations. Its composition must reflect a balance between developed and developing countries, between thematic sectors, and among the non-governmental constituencies of the UNFCCC. The proposal presented by the SUR/AILAC group in the submission process points in this direction: a balanced membership that guarantees the representation of the different vulnerability groups recognized by the UAE-FGCR, including people of African Descent, indigenous peoples, and local communities.

Additionally, the work of the task force must be fed by feedback mechanisms that connect territorial experiences in indicator testing, carried out by Parties and grassroots organizations, with the methodological refinement process. This is not a unidirectional, top-down flow: it is a multidirectional learning relationship, where practice informs theory and theory guides practice.

3. Belém Adaptation Roadmap (BAR): Strengthening a Coherent Architecture for Implementation

The BAR was conceived, by design, as a roadmap that creates coherence within the adaptation agenda items, not as an independent process, nor as a new negotiating architecture. Its role is to ensure coherence within the existing UNFCCC adaptation architecture, avoid duplication of mandates, and center itself on the implementation of the Global Goal on Adaptation (GGA), pursuant to paragraph 26 of Decision 12/CMA.7.

The first BAR workshop, which will take place during SB64, is a crucial opportunity to clarify how the BAR articulates with the BAV, with National Adaptation Plans (NAPs), with the



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second Global Stocktake (GST2), and with financial mechanisms, such as the Adaptation Fund and others. The fragmentation of mandates across different negotiating rooms has historically been an obstacle to the coherence of the adaptation architecture. The BAR can be the instrument that organizes this complexity, provided that Parties utilize it as such. As civil society organizations, we support the strengthening of the BAR as a tool that facilitates the understanding of instruments within the adaptation agenda, and strengthens the implementation pathway, not only for the indicators (BAI) themselves, but also for the implementation of institutional capacities, technology transfers, and priority finance for the most vulnerable territories.

In particular, we emphasize the need for joint monitoring between the adaptation and finance rooms regarding the mandates of multilateral funds (GCF, GEF, and AF) for the implementation of the UAE Framework and alignment with NAPs. These mandates frequently move from one room to another without finance negotiators having the necessary context, which can compromise the delivery of the funding commitments made in Belém.

[spaces for broad civil society participation]

There is convergence among Parties and negotiating groups around the need for inclusivity in the BAR workshops, with explicit mention of indigenous peoples, civil society, practitioners, youth, older adults, and people of African Descent. For Geledés, this convergence must translate into concrete formats of participation, not merely as a symbolic presence, but as a substantive contribution to the process.

The BAR workshops must be spaces for peer learning, exchange of best practices, and collaborative problem-solving, but they must also be intentionally designed to feed into formal negotiating processes, such as the GST2 and ongoing negotiations. A workshop that does not produce inputs for formal decisions is a space that fails to deliver on its promise.

The technical paper mandated by paragraph 29 of Decision 12/CMA.7 must be treated as a functional instrument for application, not as an academic product. It must offer specific guidelines for data disaggregation by vulnerable groups and demonstrate how indicators can be effectively integrated into national planning cycles. Cross-cutting considerations, human rights,



social justice, gender and racial equity, must be fundamentally integrated into the measurement of global progress on adaptation.

[input from technical task forces to ensure informational feedback loops - space for exchanges]

The BAR and the BAV need to function as communicating vessels. The BAR workshops and technical documents must complement the methodological work on improving metadata and methodologies for the BAIs conducted by the BAV technical task force, and vice versa. This feedback loop is what ensures that the adaptation architecture is not only coherent on paper, but fully operational on the ground.

4. Priority Climate Finance for Adaptation: Strengthening Political Messages Within the Belém Adaptation Roadmap (BAR)

The Belém Decision commits Parties to at least triple funding for adaptation by 2035. This commitment was inscribed within the context of the implementation of the New Collective Quantified Goal (NCQG), whose relevant reports are scheduled for 2028. The challenge for SB64 and COP31 is to build, starting now, a coherent pathway between these two time horizons.

This requires the BAR to operationalize paragraph 28(d) of Decision 12/CMA.7, explicitly connecting adaptation finance with the UAE-FGCR implementation mechanisms. Tripling funding cannot be a promise disconnected from the instruments that will make its delivery possible and verifiable. The BAR is the appropriate space to build this connection, articulating the SCF's mandate to incorporate the UAE Framework into its work plan with the means of implementation indicators of the BAIs.

The advisory opinion of the International Court of Justice of July 2025, which reaffirms the binding legal obligations of countries in climate matters, including financial ones, must be considered in this context. It strengthens the argument that adaptation finance is not a voluntary concession, but a legal obligation. Furthermore, the advisory opinion directly supports the recognition of climate justice and the importance of prioritizing people of African Descent,



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indigenous peoples, and local communities, who produce climate solutions but are far from being prioritized in accessing climate finance.

In order for the commitment to triple adaptation finance to be monitorable and accountable, it is necessary to design intermediate targets with clear timeframes between 2026 and 2035. The first phase of the BAR (2026-2028), coinciding with GST2, offers a strategic window to establish these targets.

The proposal for a scaled adaptation finance plan, with concrete contributions from developed countries channeled through multilateral climate funds (specifically the Adaptation Fund, the GCF, and the LDCF), must be advanced in the BAR workshops. The commitment to tripling must be accompanied by a predictable, accessible, publicly funded, and non-debt-generating finance delivery pathway, which are indispensable conditions for developing countries to implement the BAIs and achieve the UAE-FGCR targets by 2030.

5. Key Recommendations

- (i) Expansion of spaces for civil society contributions in a structured and officialized manner within the BAV - technical task force and BAR;
- (ii) Use of the best available science to ground adaptation measures without ignoring local knowledge, indigenous knowledge, and community-based data generation systems;
- (iii) Maintenance of strategies for prioritizing and disaggregating data by race, gender, geographic, and intergenerational conditions;
- (iv) Expansion of the intersection between climate adaptation and urban policy, ensuring that risk and disaster management is based on improving living conditions and housing security, rather than on displacement processes;
- (v) Fulfillment of financial funding targets with the creation of intermediate goals for direct transfer mechanisms to community organizations that foster nature-based adaptation solutions situated in the most vulnerable territories.