



Global Policy Dialogue

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GLOBAL POLICY DIALOGUE 2025

Promoting Climate Finance and Just Transitions in the Lead-Up to COP30



PLATAFORMA
CIPÓ



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EXECUTIVE SUMMARY

The Global Policy Dialogue 2025 took place at a critical juncture for international climate cooperation. With COP30 approaching in Belém, Brazil, the urgency of moving from commitments to implementation has never been greater. Despite milestones such as the Paris Agreement, the gap between global pledges and practical delivery remains wide—particularly for climate adaptation and finance. At the same time, economic and geopolitical tensions and the accelerating impacts of climate change are testing the capacity of the multilateral system to deliver real transformational change.

In this context, the Global Policy Dialogue 2025: *Promoting Climate Finance and Just Transitions in the Lead-Up to COP30* was convened on 17-18 July at the Anchieta Palace, the official seat of the Governor of Espírito Santo, Brazil. The Dialogue brought together over 100 high-level participants, including government officials, representatives of the COP30 Presidency, members of the scientific and academic communities, multilateral institutions, think tanks, civil society organizations, and parliamentarians from both developed and developing countries.¹

The Dialogue was organized by Plataforma CIPÓ and the Government of the State of Espírito Santo, with the

support of the Embassy of France in Brazil, the Institute for Climate and Society (iCS), the Global Challenges Foundation, the Heinrich Böll Foundation, and the Global Governance Innovation Network (GGIN). It featured as an official T20 South Africa side-event. The Dialogue was included in the global commemoration of the 10th anniversary of the Paris Agreement, highlighting efforts to advance its implementation in the lead-up to COP30. By convening in Espírito Santo, a state recognized as a frontrunner in implementing climate solutions, the event also underscored the centrality of subnational leadership in bridging global ambitions with local realities.

Against this backdrop, the Dialogue underscored that adequate climate finance and effective climate governance are inseparable pillars for advancing equitable climate action and just transitions on the road to COP30 and beyond. Subnational leadership, traditional knowledge, and the means of implementation emerged as cross-cutting enablers to ensure transitions are legitimate, fair, grounded in local realities, and supported by global governance and international cooperation.

The discussions yielded strategic recommendations across several key areas:

1. Annex 1, "Participant List."

PROMOTE JUST TRANSITIONS BY:

- Embedding equity, human rights, social protection, food security, and poverty eradication considerations at the core of transition policies to prevent “sacrifice zones.”
- Expanding the scope of just transition beyond energy to include biodiversity protection, forest conservation, food systems, and urban resilience.
- Positioning just transition as an alternative economic model that operationalizes the links between climate action and the economic, social, and environmental dimensions of sustainable development, rooted in participative governance and structural transformations

ADVANCE THE ROLE OF SUBNATIONAL GOVERNMENTS BY:

- Strengthening subnational institutional development and governance frameworks to connect global climate commitments with local realities, ensuring that local knowledge and priorities shape international and national policies.
- Guaranteeing states and municipalities direct access to climate finance, technical, and capacity-building support, enabling them to design and implement context-specific climate projects, especially for adaptation and resilience.
- Deploying subnational sovereign wealth funds strategically to finance and accelerate decarbonization projects and strategies

SCALE CLIMATE FINANCE BY:

- Aligning NDCs with investment plans and predictable resource flows to bridge the ambition–finance gap.
- Reforming MDBs and global financial standards to prioritize resilience, adaptation, and equity alongside mitigation.
- Expanding access to concessional finance and streamlining and simplifying access to climate finance, making funds more transparent and accessible to local actors.

- Mobilizing innovative mechanisms, such as progressive taxation, country platforms, and initiatives such as the Tropical Forest Forever Facility, to scale up climate finance.
- Aligning regulatory frameworks with climate goals to attract investments, enabling the issuance of green bonds, and supporting the development of well-designed blended finance and risk-sharing instruments.

REFORM CLIMATE GOVERNANCE BY:

- Rebuilding trust and legitimacy through structured participation of civil society, local communities, and subnational actors.
- Breaking institutional silos by holistically addressing climate action and biodiversity alongside economic, trade, and social development agendas.
- Reframing COPs as milestones within continuous cycles of implementation, learning, and accountability.
- Simplifying climate communication to reach broader publics with narratives of agency and ownership.

BACKGROUND

Since the adoption of the UNFCCC in 1992, the multilateral climate regime has made important progress in fostering global cooperation on climate action. The Paris Agreement of 2015 marked a turning point by committing the international community to limit global warming to well below 2°C, while pursuing efforts to restrict the increase to 1.5°C. This ambition was reinforced at [COP28 in Dubai](#), where governments pledged to triple renewable energy capacity, double the rate of energy efficiency improvements, and begin a just and equitable transition away from fossil fuels.

Despite these advances, the central challenge now lies in operationalizing just transitions to low-emission, climate-resilient economic models that can simultaneously support sustainable development and poverty eradication. Achieving this requires more than negotiated texts: it demands collective action, innovative partnerships, and inclusive governance that bridges local realities with global frameworks. As emphasized in [the first letter of the COP30 President](#) to UNFCCC Parties, a “global mutirão”—a collective mobilization of all sectors and levels of government—will be indispensable to move from commitment to implementation.

At the core of climate action lies the challenge of finance, and recent

negotiations have exposed the scale of the gap. The New Collective Quantified Goal on Climate Finance (NCQG), set at USD 300 billion at COP29 in Baku, fell short of developing countries’ estimated needs. By contrast, the [Baku to Belém Roadmap to 1.3T](#) acknowledged the magnitude of resources required to support adequate climate policies, particularly for adaptation and loss and damage. Mobilizing finance at this scale, while ensuring equitable access and effective use, will be a defining factor for COP30 and beyond.

In this context, Plataforma CIPÓ and the State Government of Espírito Santo, with the support of the Embassy of France in Brazil, the Institute for Climate and Society (iCS), the Global Challenges Foundation, the Heinrich Böll Foundation, and the Global Governance Innovation Network, convened the Global Policy Dialogue: *Promoting Climate Finance and Just Transitions in the Lead-Up to COP30*. Held in Vitória, Espírito Santo, on 17-18 July 2025, the Dialogue featured as an official T20 South Africa side-event. It was also recognised by the UNFCCC as part of the global commemoration of the 10th anniversary of the Paris Agreement. This high-level event brought together policymakers, experts, and civil society from across the world, with the aim of:

- 1 Identifying and recommending measures, partnerships, and initiatives to advance just transitions, enabling countries to achieve sustainable development and poverty eradication while addressing climate change. This includes proposing recommendations to strengthen the UNFCCC's Just Transition Work Programme (JTWP), with a focus on delivering concrete outcomes;
- 2 Exploring strategies to scale up climate finance for developing countries to support the operationalization of low-emission, climate-resilient development pathways, including the Baku to Belém Roadmap to 1.3T and other relevant initiatives within and beyond the UNFCCC;
- 3 Discussing strategies to enhance global climate governance and international cooperation's capacity to foster the implementation of agreed climate commitments, including climate finance pledges and Nationally Determined Contributions (NDCs);
- 4 Enhancing the role of subnational governments in climate action.

Given the central role of subnational governments in advancing climate action, the Global Policy Dialogue was convened at the Anchieta Palace, the seat of the Governor of the State of Espírito Santo, Brazil. This choice was intentional: Espírito Santo has emerged as a frontrunner in translating global climate priorities into practice across the six pillars of the COP30 Presidency's Action Agenda: (i) Transitioning Energy, Industry, and Transport; (ii) Stewarding Forests, Oceans, and Biodiversity; (iii) Transforming Agriculture and Food Systems; (iv) Building Resilience for Cities, Infrastructure, and Water; (v) Fostering Human and Social Development; and (vi) Unleashing

Enablers and Accelerators, including finance, technology, and capacity-building. The state offers concrete examples of progress under each of these pillars, making it an ideal setting to demonstrate the importance of subnational climate leadership and how global climate ambition can and should be rooted in local realities, in order to translate global commitments into local implementation.

The Dialogue provided a critical opportunity to generate, share, and learn new insights, produce concrete policy recommendations, and build political momentum on the road to COP30 in Belém and beyond.

METHODOLOGY

The two-day Global Policy Dialogue featured a range of sessions, including opening and closing ceremonies, keynote speeches, and four thematic panel discussions. These sessions were centered on the following themes:

- Promoting Just Transitions on the Road to COP30 and Beyond
- A Global Mutirão for Just Transitions: The Role of State Governments
- Scaling Climate Finance for Developing Countries: The Baku to Belém Roadmap to 1.3 Trillion and Beyond
- The Future of Climate Governance: From Commitments to Implementation

In addition to the thematic sessions, the event included two breakout group discussion sessions. In the first session, lead-off speakers presented key objectives and policy priorities in their respective thematic areas, followed by a group discussion on how to operationalize and build momentum for these priorities. The second session aimed to consolidate these discussions and assess additional necessary measures to advance just transitions, scale up climate finance, and consider the future of UN Climate Change Conferences. Participants divided into three breakout groups for a more in-depth debate on how to operationalize recommendations in the following three areas:

- 1 Just Transition
- 2 Climate Finance
- 3 COPs' Future

The event was closed to invited organizations only and adhered to the Chatham House Rule to encourage open and frank discussion. Consequently, the following summary report does not attribute any specific statements or ideas to individual participants, ensuring the confidentiality of contributors while focusing on the collective outcomes of the Dialogue.

KEY FINDINGS AND RECOMMENDATIONS

THEMATIC SESSIONS DISCUSSIONS

PROMOTING JUST TRANSITIONS ON THE ROAD TO COP30 AND BEYOND

As the world accelerates toward net-zero, the concept of a just transition has moved from the margins of the climate debate to the center of global negotiations. The issue is no longer whether transitions will occur, but whether they will be inclusive, equitable, and capable of addressing the structural inequalities that define today's development model. Since COP27, the scope of just transition under the UNFCCC has broadened: once narrowly centered on labor markets and the retraining of fossil fuel workers, the discussion now encompasses industrial transformation, adaptation, food systems, urban change, and the protection of forests. This expansion reflects the cross-sectoral nature of climate action and the demands of countries, especially in the Global South, for frameworks that respond to their diverse realities.

The Global Policy Dialogue engaged deeply with these tensions. It explored the need to broaden transition strategies beyond energy, reclaim the full meaning of justice in transitions, integrate human rights and equity safeguards, strengthen civil society's role, reframe conservation as a pillar of development and food security, and ensure technology and green industrial policies do not reinforce dependency. Throughout these discussions, the core message was clear: a just transition must be framed as both a climate imperative and an alternative development model, one capable of generating legitimacy, inclusion, prosperity, and structural transformations in an era of mounting global crises. The first thematic session, titled *Promoting Just Transitions on the Road to COP30 and Beyond*, along with the subsequent breakout discussions dedicated to just transition, produced the following key recommendations.

1 BROADEN THE SCOPE OF TRANSITION STRATEGIES

The dominant framing of “transition” is often too narrow, focused primarily on energy, and failing to reflect the broader structural and contextual realities of emission patterns and development models. In countries like Brazil, emissions stem from multiple sources beyond energy, including, in particular, land use and deforestation; therefore, sector-specific approaches are insufficient.

Recommendation: National transition plan approaches should reflect local emission profiles and development realities. Support structural, economy-wide transitions that reflect national contexts, especially in countries where land use, biodiversity, and forest governance are central to climate action. The Just Transition Work Programme (JTWP) is a critical platform to connect national and international agendas, as long as it sustains calls for conceptual broadening, respects national and local circumstances, and provides adequate means of implementation.

2 RECLAIM THE FULL MEANING OF JUSTICE WITHIN THE CONTEXT OF JUST TRANSITION

“The transition is already happening, but justice is not.” All crises, including the climate crisis, disproportionately affect marginalized groups, including Indigenous communities. The distinction between climate justice and just transition is frequently blurred. Climate justice stems from the on-the-ground demands of vulnerable communities, while just transition was originally conceived around the needs of workers affected by economic change. As the two agendas increasingly overlap, poorly designed policies risk creating “sacrifice zones.”² While climate and energy transitions are underway globally, they are not yet equitable or inclusive, and urgent action is needed to change that.

In much of the technical literature, just transition is framed as the need to retrain fossil fuel workers for green jobs. This approach builds on assumptions of formal employment and relative socioeconomic

2. Sacrifice zones refer to places or communities disproportionately burdened with the costs of transition in the name of broader environmental goals. Historically, sacrifice zones have included communities near polluting industries or Indigenous territories affected by extractive projects. In today’s context, they could emerge when renewable energy or conservation projects advance global climate targets but displace local livelihoods or reinforce dependency.

stability. Therefore, the “justice” in just transition is often reduced to labor market adjustments, with a tendency to neglect deeper issues of inequality, exclusion, and systemic poverty. Treating workers and vulnerable populations as passive recipients of support ignores broader demands for inclusion, diversity, and equity, and risks deepening marginalization.

In Latin America and the Caribbean, nearly a third of the population lives in poverty, and close to half the workforce is in informal employment.³ Economic models and definitions of “work” exclude care economies and traditional roles, risking the erasure of livelihoods and cultural systems. Given this baseline of inequality, a broader and more context-specific vision of just transition is required.

Recommendation: Embed principles of social inclusion, equity, and poverty eradication into just transition strategies, ensuring they go beyond technical labor shifts to address structural injustices and prevent further marginalization. Redefine just transition to reflect the lived realities of countries in the Global South. Transition policies must also include those outside the formal labor market. The definition of “work” in transition policies must include informal work, care economies, subsistence livelihoods, and cultural stewardship,⁴ ensuring that these are supported and not displaced by the transition.

There is a need to clarify the distinction between just transition and climate justice while acknowledging their intersections. Such clarity will guide policy design to ensure environmental goals do not come at the expense of either workers or vulnerable communities. These approaches must include safeguards against “sacrifice zones,” ensuring inclusive participation from both vulnerable communities and formal and informal labor sectors throughout planning and implementation.

3. United Nations Economic Commission for Latin America and the Caribbean (ECLAC), *Poverty in Latin America Returned to Pre-Pandemic Levels in 2022, ECLAC Reports with an Urgent Call for Progress on Labor Inclusion*, press release, November 23, 2023, <https://www.cepal.org/en/pressreleases/poverty-latin-america-returned-pre-pandemic-levels-2022-eclac-reports-urgent-call>

4. Cultural stewardship is the work done by Indigenous peoples, traditional communities, and local groups to preserve cultural practices, languages, rituals, crafts, and land-based knowledge systems

3 ANCHOR JUST TRANSITION FRAMEWORKS IN HUMAN RIGHTS OBLIGATION

Human rights and climate action are still treated as parallel debates, rather than integrated frameworks. Despite growing recognition of the ethical dimension of climate action, existing climate mechanisms, such as the Paris Agreement, have not sufficiently engaged human rights frameworks to ensure effective or inclusive implementation. This risks marginalizing the very populations most affected by climate change. While many UN human rights conventions include systems for reporting, complaints, periodic reviews, and even sanctions, the UNFCCC lacks comparable structures. This limits the international system's ability to hold states and private actors accountable for climate-related harm. Legal obligations under human rights law extend beyond states to include corporations and individuals, yet climate governance continues to place primary responsibility on governments, leaving enforcement gaps and enabling impunity in cases of environmental harm or discrimination.

Recommendation: Embed international human rights law, including treaties on civil, political, social, and economic rights, into the architecture of climate governance. This provides a legally binding framework for implementation, accountability, and equity in the transition process.

Adapt existing mechanisms from human rights regimes, such as treaty bodies, special rapporteurs, and regional courts, to monitor state and corporate obligations in the context of climate action. Lessons from the Inter-American Court's recent advisory opinion on climate responsibilities,⁵ as well as UN human rights rapporteurs,⁶ provide immediate entry points.

5. The Inter-American Court of Human Rights issued Advisory Opinion OC-32/25 on July 3, 2025, recognizing for the first time that individuals and communities hold an autonomous human right to a healthy climate, derived from the right to a healthy environment. It asserts that states must take urgent steps to mitigate greenhouse gas emissions, prevent irreversible environmental harm, protect vulnerable and future generations, and uphold procedural rights such as public participation, access to information, and legal remedies. See Advisory Opinion OC-32/25: <https://jurisprudencia.corteidh.or.cr/en/vid/1084981967>

6. Thematic mandates, including the Special Rapporteur on the Promotion and Protection of Human Rights in the Context of Climate Change, Elisa Morgera, and others such as the Special Rapporteur on the human right to a healthy environment, produce thematic reports that highlight intersections between rights and climate, identify rights-based policy gaps, promote transparency, call out violations against environmental defenders, and offer guidance for integrating equity and accountability into climate policy frameworks. See, for instance the 2025 Report of the Special Rapporteur on the Promotion and Protection of Human Rights in the Context of Climate Change: <https://docs.un.org/en/A/HRC/59/42>

Recognize and enforce the responsibilities of private actors, particularly corporations, in ensuring climate justice. Build on existing UN frameworks on business and human rights, such as the [UN Guiding Principles on Business and Human Rights \(UNGPs\)](#), endorsed by the Human Rights Council in 2011, to promote compliance with environmental and social safeguards, particularly in relation to vulnerable communities.

4 **STRENGTHEN THE ROLE OF HUMAN RIGHTS MOVEMENTS IN CLIMATE TRANSITIONS**

Civil society's proven capacity to advance structural change is underleveraged in the climate space. From transitions to democracy to human rights protections, grassroots movements have driven systemic change across Latin America and beyond. Yet their role in shaping just transitions remains insufficiently acknowledged or supported.

Recommendation: Leverage the experience, legitimacy, and mobilizing capacity of human rights defenders, social movements, and community organizations as key agents in just transition processes. COP30 in Belém presents a strategic opportunity to bring this leadership to the forefront.

5 **PROMOTE INCLUSIVE AND PARTICIPATORY MODELS OF CLIMATE COOPERATION**

The dominant frameworks are frequently shaped through unilateral decisions, often by powerful countries or blocs, without meaningful consultation with the Global South. Mechanisms such as the Carbon Border Adjustment Mechanism (CBAM) and the EU's deforestation regulation, and other trade measures, may be well-intentioned, but are generally developed without engaging those most impacted, reinforcing asymmetries in global governance. When people feel left out of the benefits of the transition, or worse, harmed by it, they are more susceptible to disinformation and to political movements that oppose climate action altogether. This erosion of public support is visible in recent elections across multiple countries.

Recommendation: Strengthen multilateralism by designing socially inclusive and politically resonant transition frameworks that are co-created with affected countries and regions. Processes must include a broader range of voices, especially from low-income and forest-rich

countries, and ensure that global norms reflect diverse developmental realities, rather than being imposed unilaterally. Policies must be designed and communicated in a way that fosters legitimacy, trust, and shared ownership across society. Public acceptance is essential for sustaining climate ambition over time. COP30 should lay the groundwork for a compelling and inclusive narrative that aligns justice, prosperity, and survival.

6 EMBED FOREST CONSERVATION AND BIODIVERSITY PROTECTION INTO JUST TRANSITION FRAMEWORKS

Forest conservation remains institutionally and politically siloed within specific departments or ministries. Addressing environmental protection in isolation inevitably relegates it to being treated as a secondary agenda rather than an integral component of national development and transition planning, weakening its strategic potential and systemic responses to climate and economic challenges. Similarly, conservation remains disjointed from food security in international climate policy. Despite their interdependence, these agendas are still treated separately in many global forums, limiting the coherence and impact of climate action.

Recommendation: Incorporate forest protection into core development, agricultural, climate, and transition strategies. Forests should be recognized not only as environmental assets but also as critical infrastructure for food systems and water stability—particularly in tropical countries. Use Brazil’s leadership role at COP30 to promote a unified vision that links biodiversity conservation and food security with climate mitigation and just transitions. An integrated approach would amplify the impact of both agendas and strengthen global momentum for just transitions.

7 REFRAKE CONSERVATION AND RESTORATION AS PILLARS OF FOOD SECURITY AND CLIMATE-RESILIENT AGRICULTURE

Food production in tropical countries is increasingly threatened by climate change. In rainfed agricultural systems, as in Brazil’s, where 90% of production depends on rainfall⁷ and only 6% of Brazil’s

7. S. Ruiz, *Climate Change Is Pushing Brazil’s Farmland Out of Agricultural Suitability Range*, Woodwell Climate Research Center, November 12, 2021, <https://www.woodwellclimate.org/brazils-farms-losing-agricultural-suitability/?utm.com>

cropland is irrigated,⁸ forests play a vital role in regulating water cycles and stabilizing yields. Rising temperatures are already causing significant productivity losses in key crops such as soy and maize. Yet, prevailing policies often continue to treat deforestation as a prerequisite for agricultural expansion, despite growing evidence that proximity to forest areas enhances crop performance.⁹ Similarly, large-scale restoration needs are viewed primarily as fiscal burdens. Brazil must restore approximately 20 million hectares to comply with its Forest Code¹⁰—a task frequently viewed as financially burdensome. However, restoring rural landscapes offers an opportunity to adapt agriculture to a changing climate while advancing rural development.

Recommendation: Preserve and restore native vegetation as an adaptive strategy to protect agricultural productivity. Forests must be valued as essential to maintaining stable rainfall patterns and mitigating climate-induced crop losses. Both public and private actors should view conservation and restoration as essential to securing stable production systems, sustaining exports, and meeting domestic food needs while addressing growing climate pressures and transition demands.

8

FRAME JUST TRANSITION AS AN ALTERNATIVE ECONOMIC MODEL

The global climate crisis is the outcome of an exclusionary development model rooted in overconsumption and market dominance. Many proposals, including carbon markets, while widely promoted, often rely on the same mechanisms that drove environmental degradation and social inequality in the first place. At the same time, today's

8. S. A. Spera, *Deforestation and Land-Clearing Are Taking a Toll on Brazil's Corn Yield*, Dartmouth College, June 29, 2020, <https://home.dartmouth.edu/news/2020/06/deforestation-and-land-clearing-are-taking-toll-brazils-corn-yield?utm.com>

9. Agricultural areas located near preserved or restored forest fragments, typically within a distance of up to 100 meters, allow farms to benefit from the ecological functions provided by forests, including temperature regulation, improved rainfall distribution, soil moisture retention, and enhanced pollination. Research from Brazil's Cerrado region shows that soy can produce higher yields when crops are planted near forested areas. See, for instance: M. G. E. Mitchell, E. M. Bennett, A. Gonzalez, et al., "Forest Fragments Modulate the Provision of Multiple Ecosystem Services in Adjacent Agricultural Fields," *Journal of Applied Ecology*, 2014, <https://besjournals.onlinelibrary.wiley.com/doi/full/10.1111/1365-2664.12241?utm.com>

10. Amazon Environmental Research Institute (IPAM), *Brazil's Forest Code: Assessment 2012–2016*, technical report (Forest Code Observatory, 2017), https://ipam.org.br/wp-content/uploads/2017/01/relat%C3%B3rio_en_ocf_web.pdf

dominant economic paradigms offer little space for transformation. On one hand, neoliberalism is in decline after decades of widening inequality and ecological harm. On the other, punitive protectionism is rising, fueling geopolitical competition rather than cooperation. For the Global South, both models exacerbate dependency, inequality, and vulnerability. In the absence of compelling economic alternatives, there is a risk of defaulting to these inadequate frameworks, which would undermine both climate action and equitable development.

Recommendation: Position just transition not merely as a climate response, but as a compelling alternative to failing global economic models. It should be framed as an avenue for cooperative development, shared prosperity, and structural transformation across both North and South. To prevent climate responses from reproducing the very market logic that caused the crisis, transition strategies must emphasize direct mitigation, especially by high-emitting nations, rather than leaning primarily on compensatory market mechanisms. Climate action must be rooted in systemic change, not in the logic of commodification and offsetting.

9 OPERATIONALIZE DIFFERENTIATED RESPONSIBILITIES THROUGH BINDING COMMITMENTS

The principle of Common But Differentiated Responsibilities (CBDR) embedded in the UNFCCC remains poorly operationalized. Countries that have historically contributed most to climate change are not fulfilling their obligations to reduce emissions or support the Global South in adaptation and mitigation efforts. Countries and regions with the least capacity and lowest historical emissions, such as the Amazonian nations, are left to cope with the impacts without adequate support. The Amazon region is home to over 50 million people, and, particularly in the Brazilian Amazon, poverty and food insecurity have reached some of the highest levels in the country, a reality that is mirrored across other Amazonian nations.¹¹ As climate change accelerates, extreme droughts have become the new normal, leading to hunger and isolation across vast parts of the region. Despite being the world's largest tropical forest and holding 20% of

11. See, for instance, Menezes da Mata, M., J. Neves, and M. Tavares de Medeiros. 2022. "Hunger and Its Associated Factors in the Western Brazilian Amazon: A Population-Based Study." *Journal of Health, Population and Nutrition* 41 (August): Article 36: <https://doi.org/10.1186/s41043-022-00319-5>

the planet's surface freshwater, the Amazon remains economically marginalized and under-resourced.

Recommendation: The historical responsibility of developed, high-emitting nations must be matched by concrete action and support, in line with the principle of Common But Differentiated Responsibilities (CBDR). Developed, high-emitting countries must take the lead in fulfilling their legal and ecological obligations to provide finance and technology to more vulnerable nations. This includes meeting international commitments and supporting regions like the Amazon, where vulnerability is high but capacity is limited.

10 BROADEN THE DEFINITION OF KNOWLEDGE SYSTEMS TO INTEGRATE TRADITIONAL KNOWLEDGE AS A COMPONENT OF JUST TRANSITIONS

There is a need for more ambitious integration of traditional and local knowledge into scientific and technological processes, including those related to just transitions. The prevailing understanding of “technology” and “solutions” tends to focus exclusively on high-tech solutions such as AI, thereby marginalizing social and locally developed technologies, and ignoring the fact that viable solutions often emerge from blending scientific expertise with traditional knowledge. Other regimes, such as the intellectual property rights (IPR) system, also fail to adequately recognize or protect ancestral and traditional knowledge.

Recommendation: Foster a more inclusive approach to technology in climate and transition policies that integrates diverse knowledge systems. This should include formal recognition of traditional, Indigenous, and community-based innovations, ensuring they are considered alongside scientific and industrial advances in research, funding, and implementation processes. Transition policies should encourage co-design and co-production of solutions, blending modern science with proven local practices to deliver culturally relevant outcomes.

11 PRODUCTIVE GREEN DEVELOPMENT AS A PILLAR OF JUST TRANSITION

Technology transfer provisions in international agreements have yielded limited results. Clean technologies remain controlled by a handful of companies and countries, while South-South trade in

renewable technologies is constrained by tariffs and regulatory barriers. In many international climate and development initiatives, green technologies are designed, patented, and manufactured in wealthier countries, usually in the Global North, and exported to countries in the Global South. Local Global South industries often play no meaningful role in designing, producing, or adapting these technologies, resulting in dependence on foreign expertise and supply chains, limiting local job creation, industrial development, and technology sovereignty. Green technology investments risk reinforcing dependency if limited to imported solutions. Without fostering domestic value creation, decarbonization efforts may bypass opportunities to reduce inequality or generate quality jobs in developing countries. A just transition requires reallocating segments of global value chains toward regions rich in renewable resources, critical minerals, and untapped potential, such as many parts of the Global South.

Recommendation: Just transition frameworks must promote the geographic redistribution of economic activity and job creation. This includes supporting countries in the Global South to move up the value chain, from exporters of low-value commodities to producers of more complex goods, while building local capacity and generating quality employment. Productive green development must be a central pillar of just transition policies, ensuring that investments not only support the adoption of advanced technologies but also foster local innovation (drawing on both scientific expertise and traditional knowledge) while generating quality jobs in the Global South. To achieve this, international cooperation must move beyond one-way technology deployment toward genuine co-development, supporting South-South and bilateral partnerships that remove tariff and non-tariff barriers and enable joint innovation, local R&D, and knowledge exchange. Countries must be empowered to define their own climate and development pathways, building resilient and sovereign green economies. Integrating this dimension into the just transition narrative can strengthen both climate legitimacy and global buy-in.

This first thematic session focused on the conceptual underpinnings and emerging frameworks for defining and advancing just transitions. Nevertheless, without the active role of subnational governments and adequate climate

finance, just transitions will remain aspirational rather than operational. These dimensions were central to the Global Policy Dialogue and are addressed in detail in the following sections.

A GLOBAL MUTIRÃO FOR JUST TRANSITIONS: THE ROLE OF STATE GOVERNMENTS

The concept of “mutirão”—a Portuguese term referring to collective, community-driven efforts—was used to frame this session’s focus on collaboration for just transitions. In the Brazilian context, “mutirão” evokes traditions of mutual aid and shared responsibility, often rooted in local and Indigenous practices. Applied globally, the term captures the spirit of coordinated action among diverse actors—governments, communities, and civil society—to drive inclusive climate and development strategies. The Brazilian 2025 COP30 presidency invoked the language of a “Global Mutirão,” turning this Amazonian and Brazilian tradition into a global organizing principle for climate action and just transition.

This thematic session, titled A Global Mutirão for Just Transitions: The Role of State Governments, emphasized that subnational governments are uniquely positioned to embody this principle. They are closely connected to the economies and lived realities of local communities, while also capable of fully understanding and shaping fiscal

policy, economic incentives, and public services that directly influence transition outcomes. Subnational actors also have the ability to connect global agendas with local realities. Therefore, they need to be supported and empowered with the financial resources, institutional mechanisms, cooperation networks, and decision-making authority necessary to implement ambitious climate strategies that are grounded in local realities and aligned with national and global goals.

These discussions highlighted examples of state-level initiatives and coalitions that are piloting green technologies, expanding adaptation capacity, and experimenting with innovative financial instruments. By showcasing these practices, the session underlined the indispensable role of subnational governments in ensuring that just transitions are both equitable and feasible in practice.

The following key takeaways and recommendations emerged from the discussion.

1 STRENGTHEN LOCAL CAPACITY AND COORDINATION FOR ADAPTATION AND RESILIENCE

As climate impacts intensify and mitigation goals fall short, adaptation and resilience have become increasingly urgent—particularly in countries with unique climate vulnerabilities, like Brazil. Yet adaptation efforts often rely on highly localized, infrastructure-heavy solutions that face persistent barriers: limited financing, weak institutional coordination across federal, state, and municipal levels, and a lack of

project preparation capacity. These challenges are mirrored globally, particularly across the Global South.

Recommendation: To advance just transitions, it is necessary to acknowledge that climate adaptation, resilience, and mitigation are deeply territorial and structural in nature. Subnational regions must be a central concern in transition planning and finance flows. Subnational leadership is crucial for piloting green technologies, accelerating adoption, and delivering visible impacts for local populations. Investments must be directed toward municipal-level capacity building. International financing mechanisms should be made more accessible to subnational entities, enabling them to design and execute effective adaptation responses. The preparation and implementation of locally tailored infrastructure projects must be supported, and there is a need for enhanced coordination among national, state, and local governments. Institutional mechanisms that enable coordination among subnational entities should be advanced. Existing Brazilian regional coalitions, such as the Interstate Consortium for Sustainable Development of the Legal Amazon Region, the Green Brazil Consortium, and the Interstate Consortium for Development of Central Brazil, offer useful platforms for shared planning and resource pooling.

2 BRIDGE THE GAP BETWEEN LOCAL REALITIES AND GLOBAL CLIMATE AGENDAS

While international agreements and national frameworks have increasingly recognized the need to engage with local implementation, there remains a disconnect between local experiences and global decision-making. Multilateral processes tend to flow from the global to the local, with limited reciprocity; local knowledge, innovations, and community-led solutions rarely inform or shape global policy frameworks. This lack of integration undermines both the legitimacy and the effectiveness of climate action, as policies risk being detached from the realities they seek to transform. To further complicate matters, subnational governments often lack coordinated and institutionalized climate action plans to contribute meaningfully to just transitions. This weakens the implementation of national and international climate commitments and leaves entire regions, such as the Amazon, under-resourced and structurally disadvantaged.

Recommendation: A more effective and inclusive climate governance architecture must be built on two-way flows between global and local

levels. This requires creating spaces of convergence where global institutions, national governments, and local communities co-design implementation pathways. Multilateral actors must work directly with civil society and subnational stakeholders to ensure that policies are grounded in local realities. This approach enhances the legitimacy of climate action, supports more adaptive responses, and directs financing and policy to where they can have the greatest impact.

Subnational governments must adopt structured and institutionalized climate policies to effectively contribute to national and global climate goals. This includes the development of dedicated state-level plans for mitigation and adaptation, coordinated through institutional mechanisms and aligned with national targets. One such example is Consórcio Brasil Verde (Brazil Green Consortium), a coordinated initiative established by Brazilian state governments to strengthen subnational leadership in climate governance. It promotes joint action among states and recognizes that the responsibility for meeting climate targets (typically negotiated at the federal or international level) is effectively shared across all levels of government. This is particularly vital in a federative country like Brazil, where states play a central role in areas such as land use, energy planning, and environmental regulation.

3 ALIGNING TRANSITION TIMELINES WITH SOCIOECONOMIC REALITIES

The concept of a just transition risks being misused as a rhetorical cover for inaction or delay in phasing out polluting industries. In regions dependent on fossil fuel economies, the urgency of climate action collides with deep socioeconomic challenges. Abrupt closures of coal mines and thermoelectric plants, for example, threaten not only direct jobs but also a broader ecosystem of indirect employment. Many families have relied on these sectors for generations, and sudden changes may worsen inequality, fuel resistance, and undermine trust in climate policies.

Recommendation: Just transitions must be rooted in a realistic, context-specific approach that considers both the pace and the path of transformation. Transition timelines must be calibrated to ensure adequate economic diversification, social dialogue, and the reskilling of affected workers. Regional development plans should include investment in sustainable industries, such as agroecology, tourism, and clean manufacturing, as well as targeted vocational training and education programs.

For climate action to be effective and just, it must be rooted in the economic and social realities of each region. Therefore, climate policies should be co-designed with stakeholders from productive sectors and local communities, ensuring shared ownership and enabling practical implementation. As a member of the Brazil Green Consortium, the state of Espírito Santo has developed the policy framework [Programa Capixaba de Mudanças Climáticas](#) (Capixaba Climate Change Program), which includes a carbon neutrality plan developed through public consultation and participation from sectors such as agriculture, transport, industry, and academia, serving as a concrete example of a co-designed climate strategy.

4 **ENABLE LOCAL ADAPTATION THROUGH DECENTRALIZED CLIMATE FINANCE**

Climate finance strategies are often centralized at the national level, leaving subnational governments (states and municipalities) without the financial autonomy, legal authority, or technical capacity to access and manage funds. This disconnect delays projects, wastes resources, and prevents frontline adaptation needs from being met. Municipalities are directly exposed to climate risks, yet often receive limited benefits from national climate strategies or global finance mechanisms.

Recommendation: Expand and decentralize climate finance by systematically integrating subnational governments into national platforms and frameworks. Enable states and municipalities to directly access public and private climate funds through legal and financial reforms, while pairing this with long-term capacity-building in project preparation, risk assessment, and climate budgeting. State-managed climate funds can serve as key vehicles for channeling resources directly to municipalities. The State of Espírito Santo's [Fundo Cidades](#) is an example of a climate adaptation fund that allocates resources to municipalities for climate resilience projects, including flood prevention infrastructure, water storage systems, and sanitation improvements. The fund also supports municipalities in preparing their own risk management and adaptation plans, enabling more localized, responsive, and effective climate action. Replicable models of independently governed state-level climate funds, such as the Indian [Tamil Nadu Infrastructure Fund](#), demonstrate how governance reforms can unlock private investment.

5 USE SOVEREIGN FUNDS TO DRIVE ENERGY TRANSITION

In fossil-fuel-producing regions, revenues from extractive industries often fail to generate lasting structural transformation. Rather than driving diversification, they are often directed toward short-term expenditures, increasing economic dependency on extractive industries and delaying the energy transition. To address this challenge, Brazil has established subnational sovereign wealth funds that channel part of oil and gas royalties into long-term reserves. Guided by the [Charter of Brazilian Principles](#) (Princípios Soberanos Brasileiros) promulgated by the [Forum of Brazilian Sovereign Wealth Funds](#) (Fórum de Fundos Soberanos Brasileiros, or FFSB), these funds are designed to serve multiple functions, such as long-term savings, fiscal stabilization, economic diversification, and financing, while ensuring transparency and uniformity across states. Unlike the Norwegian model, which is built around a centralized national fund, the Brazilian approach reflects the particularities of Brazil's funds and national context. Despite this framework, sovereign funds in Brazil remain underutilized for climate-related purposes due to legal and regulatory uncertainty, which discourages investment in decarbonization instruments. National financial regulations still fall short of explicitly enabling subnational funds to pursue environmentally oriented investment strategies, limiting their potential to support long-term climate goals.

Recommendation: Fossil fuel revenues should be systematically repurposed through sovereign wealth and climate funds to diversify local economies and finance innovation and decarbonization. To enable this, the regulatory framework must be updated to explicitly authorize and guide climate-aligned investments. Clear rules would provide legal certainty for fund managers, facilitate capital mobilization from both public and private sources, and ensure that subnational resources contribute directly to national and international climate targets. The case of the State of Espírito Santo's [Fundo Soberano](#) redirects a portion of oil royalties into long-term savings and strategic investments. Its open-architecture model enables co-investment by national and international partners, showcasing how fossil-based revenues can be transformed into engines for economic diversification and just transition.

6 ENSURE FAIR COMPENSATION AND SUPPORT FOR FOREST COMMUNITIES THROUGH INNOVATIVE FINANCING MECHANISMS

Communities that conserve tropical forests often face high poverty levels and lack of access to public services, while countries with the highest historic emissions continue to pressure them to preserve forests. Many rural producers face economic disincentives to conserve or restore native vegetation. Without financial support or market recognition for environmental stewardship, deforestation and degradation often become more profitable than restoration, undermining national climate goals.

Recommendation: Forest conservation efforts must be paired with income-generating opportunities, legal land recognition, and adequate public financing to ensure the permanence of standing forests. Financing mechanisms, such as royalties on fossil fuels or international levies on major polluting industries, should be directed toward supporting those who preserve forests. To be effective, however, these mechanisms must be agile, transparent, and structured to reach communities on the ground who play a vital role in keeping forests intact. Public trust hinges on the accessibility and traceability of these funds. Efforts include the Brazilian [Floresta Viva Program](#), which partners with over a dozen multinational companies, government institutions, and academia to restore degraded forest areas through the cultivation of high-value native species, such as the açaí palm.

Expand reforestation programs and adopt tax exemptions and supportive fiscal and policy incentives for renewable energy and bioenergy solutions. Establish and scale up Payment for Environmental Services (PES) schemes to support forest restoration and conservation, particularly by channeling resources directly to rural producers. One such example is the [Reflorestar Program](#) in the state of Espírito Santo, which provides direct financial incentives to landowners for preserving or restoring native forest cover. The program is partially funded through oil royalties and has, to date, helped restore and preserve thousands of hectares of forest.

The experiences of subnational governments demonstrate that national or global frameworks alone cannot deliver just transitions. Subnational leadership ensures that transition policies are rooted in local realities that incorporate community participation and ownership. At the same time, these

discussions made clear that subnational action on its own is not enough. Robust and predictable flows of climate finance are necessary for these initiatives to scale and endure. Without financial support, even the most innovative state

and municipal programs remain limited in scope and unable to meet the urgency of the climate crisis. For this reason, the next section of the report turns to climate finance, a critical enabler for just transitions and scaling climate action.

SCALING CLIMATE FINANCE FOR DEVELOPING COUNTRIES: THE BAKU TO BELÉM ROADMAP TO 1.3 TRILLION AND BEYOND

This thematic session, titled *Scaling Climate Finance for Developing Countries: The Baku to Belém Roadmap to 1.3 Trillion and Beyond*, addressed the structural and political barriers that continue to limit the scale, quality, and accessibility of climate finance for developing countries. While political momentum has grown in spaces such as the G20, BRICS, and the UNFCCC, the current financing architecture remains too fragmented, overly complex, and often inaccessible to the countries and communities that need it most. As a result, the ambition-delivery gap continues to widen, undermining both climate goals and broader development priorities.

A transformative financing agenda must move beyond nominal pledges toward operational mechanisms that meet the differentiated needs of mitigation, adaptation, and loss and damage. Such an agenda requires scaling up predictable flows, reforming governance structures, and ensuring that financing is designed for real-world use rather than symbolic commitments.

Only a diversified approach—combining public, private, and multilateral resources, together with MDB reforms, stronger country and subnational platforms, and innovative financing instruments—can meet the scale and complexity of climate finance needs. A prevailing theme was the need to treat climate finance not as an isolated stream but as part of a broader development strategy that supports economic growth, social equity, and resilience. In this sense, climate action and development must be framed as interdependent objectives.

The key takeaways presented here draw not only from this session but also from discussions throughout the Global Policy Dialogue, including the breakout discussions dedicated to climate finance, to consolidate recurring and overlapping themes. The following recommendations outline pathways to bridge the gap between ambition and delivery, align financial systems with just transition goals, and build trust through accountability and inclusion.

1 BRIDGE THE AMBITION-DELIVERY GAP THROUGH FINANCE AND INTEGRATED PLANNING

Developing countries are being asked to raise their climate ambition, yet many lack the fiscal space, institutional capacity, and access to clean technology required to do so. The ability of developing countries to increase climate ambition is directly constrained by lack of access to adequate, predictable finance. The mismatch between climate expectations and financial support remains a structural barrier. NDCs often lack clear investment strategies and are disconnected from industrial, trade, and employment policies. Despite rhetorical commitments, the ambition-delivery gap continues to widen, as global finance has not scaled to meet the needs of the SDG agenda or just transition goals.

Recommendation: Make scaled-up, predictable climate finance a cornerstone of just transition commitments, aligned with the principle of CBDR. Support developing countries in treating their NDCs as integrated national development strategies, backed by financing plans, industrial policy, and cross-ministerial coordination. COP30 must push for concrete mechanisms to bridge this ambition-finance gap and ensure equitable implementation.

2 ALIGN FINANCIAL MOBILIZATION AND REGULATION WITH CLIMATE AMBITION

The scale of climate finance currently mobilized remains far below global needs. Despite political momentum, particularly from the G20 TF-CLIMA (Task Force on a Global Mobilization against Climate Change established under Brazil's G20 Presidency in 2024), commitments have not translated into predictable and accessible flows, particularly for adaptation. To aggravate matters, regulatory frameworks often unintentionally inhibit climate finance. Central banks and financial regulators are disconnected from global climate goals, blocking effective instruments or limiting investment in emerging markets due to risk aversion. Developing countries continue to face barriers such as regulatory misalignment, lack of local project capacity, and the absence of clear financial pipelines. Private actors, in turn, are hesitant to invest unless climate projects become a viable business proposition with reduced risk.

Building on Brazil's "Global Mutirão," one proposal was to organize a large-scale, participatory "Finance Mutirão," in connection with COP33 in India, to assess the current state of climate finance, identify

gaps, and design reforms in a coordinated manner by involving national, subnational, and civil society actors to ensure that solutions are both legitimate and implementable.

Recommendation: Develop an integrated financing approach that mobilizes public, private, and multilateral resources while ensuring regulatory frameworks enable climate investment. Promote dialogue between financial regulators and climate policy leaders to align financial regulations with climate imperatives. De-risk private investment through credit guarantees, blended finance, and mechanisms such as the [Tropical Forest Forever Facility](#) (TFFF) to mobilize private capital while safeguarding public priorities. At the global level, support the development of a “Finance Mutirão” to assess finance gaps and design reforms with input from governments, regulators, and civil society.

3 ALIGN CLIMATE FINANCE WITH BROADER DEVELOPMENT GOALS

Climate finance is often narrowly defined as emissions reduction funding, sidelining social and economic co-benefits that are crucial for political legitimacy and local support. However, climate action and development should not be considered competing or mutually exclusive objectives. Development depends on climate ambition, as it encompasses not only emissions reduction but also productive employment, food security, and the restructuring of value chains.

Recommendation: Redefine climate finance to encompass mitigation, adaptation, and socio-economic development, aligning with the aspirations of developing countries. Treat adaptation as an investment that yields long-term economic savings. Sustainable finance taxonomies and carbon market regulations must embed social as well as environmental dimensions. Brazil offers a replicable model for [sustainable finance taxonomy](#), developed through broad public consultations, which integrates social as well as environmental dimensions. Internationally, Brazil has joined the [Roadmap for Advancing Interoperability and Comparability of Sustainable Finance Taxonomies](#) (Taxonomy Roadmap), launched under Azerbaijan’s COP29 Presidency, alongside the Central Bank and others, and is engaging in efforts to align taxonomies globally, urging others to join forces. Such integration is critical for identifying sustainable practices and preventing greenwashing while creating a common language for cross-border investment.

4 LINK TAX JUSTICE WITH CLIMATE JUSTICE

Multilateral consensus processes often stagnate and fail to respond quickly to emerging needs; therefore, substantial climate finance solutions may lie outside traditional negotiation avenues. Despite the deep connections between fiscal justice and climate justice, the distribution of resources for climate action remains unequal. The burden of climate mitigation often falls on poorer populations, while wealthier actors remain undertaxed, exempt, or shielded by global finance rules. While some of the most innovative or concessional financing approaches, such as carbon pricing frameworks or the Tropical Forest Forever Facility (TFFF), could provide breakthroughs, they are not easily accommodated within the UNFCCC framework and other formal negotiation tracks.

Recommendation: Promote progressive taxation and push for the UN Tax Convention to mobilize climate finance. Put an end to tax abuse, enhance corporate taxation, and advocate for fiscal reforms to liberate trillions of dollars that could be directed toward climate action.

Taxation mechanisms should be designed to complement climate justice objectives, ensuring those with greater means contribute proportionately to the transition. This includes challenging the selective application of fiscal rules in high-income countries and ensuring that the fiscal flexibility often granted for military spending is equally extended to climate action. Plurilateral coalitions and other alternative negotiating forums must lead efforts to advance innovative tax and alternative finance models, with particular focus on the Global South.

5 REFORM MULTILATERAL DEVELOPMENT BANKS TO EMBED CLIMATE AT THE CORE OF THEIR MANDATES

MDBs still prioritize bankability and private-sector returns over climate resilience, adaptation, and equity. Current mandates and governance structures often prevent resources from reaching the most vulnerable countries, especially for adaptation and loss and damage.

Recommendation: Expand the scope and redefine the mandates of MDBs to focus on public-good outcomes, particularly resilience and adaptation in vulnerable regions, rather than attending to private-sector goals. Resilience must be treated not as a cost, but as an effective form of climate insurance.

Reform should include creating accessible instruments for countries without strong sovereign bond markets and providing grants for loss and damage. Ensure at least 20% of portfolios are allocated to climate action.

Strengthen integration between MDBs and national and subnational development banks, and promote joint finance.

6 CREATE ACCESSIBLE, TRANSPARENT, AND EFFICIENT CLIMATE FINANCE MECHANISMS

Funding instruments are often overly complex, fragmented, and ill-suited to the capacities of developing countries. This complexity discourages access, especially for smaller or less resourced governments.

Recommendation: Streamline climate finance architecture, simplifying application, approval, and reporting processes. Use platforms such as the BNDES-led investment portal to connect global investors with vetted local projects. Ensure mechanisms are tailored to the different realities of least developed countries, middle-income economies, and small island states.

7 USE THE BAKU TO BELÉM ROADMAP AS AN IMPLEMENTATION AND CONTINUITY TOOL

Negotiated finance targets have repeatedly fallen short, and agreed numbers are often disconnected from implementation pathways. COP presidencies frequently operate in silos, resulting in duplication of efforts and loss of institutional memory between negotiation cycles. Without mechanisms for continuity, knowledge transfer, and practical follow-up, momentum is lost and reforms stall.

Recommendation: The COP Presidency should take advantage of the B2B Roadmap as a non-negotiated, flexible instrument to ensure continuity between COP cycles, maintain focus on delivery, and connect COP presidencies, national governments, subnational actors, and financial institutions year-round. Employ the Roadmap to advance practical reforms, guide NDC implementation, and mobilize finance commitments from all actors: public, private, and multilateral. The Roadmap implementation phase should also serve as a repository for good practices and technical resources, enabling countries, particularly in the Global South, to build on lessons learned rather than start from scratch each year.

8 INTEGRATE CLIMATE GOALS INTO NATIONAL INVESTMENT PLANS

National investment programs often lack climate alignment, leading to projects and infrastructure that are vulnerable to future climate shocks. The absence of coherence between NDCs, adaptation plans, and public investments perpetuates inefficiency and risk.

Recommendation: Integrate climate goals into national investment strategies and public budgets. This includes systematically evaluating infrastructure programs through a climate lens.

9 CHANNEL CLIMATE FINANCE INTO GREEN INDUSTRIAL TRANSFORMATION

Mitigation projects continue to attract the lion's share of climate finance, while investments in building green industrial ecosystems, such as renewable energy infrastructure or low-carbon industrial zones, remain limited, especially in developing countries. This gap undermines the Global South's ability to generate decent work and reduce structural inequalities through transition processes.

Recommendation: Prioritize climate finance mechanisms that support the development of productive, job-generating green infrastructure, particularly in manufacturing, mobility, and energy systems. International and domestic resources should be directed toward building industrial capacity for a net-zero future, rather than just reducing emissions.

10 BUILD TRUST THROUGH INCLUSIVE GOVERNANCE, ACCOUNTABILITY, AND CIVIL SOCIETY ENGAGEMENT

Even when funding is available, confidence in its use is eroded by inadequate governance structures, lack of transparency, and top-down implementation that excludes local actors. Innovative proposals, including the Tropical Forest Forever Facility (TFFF), show promise, but their success depends on robust governance structures that can ensure transparency, accountability, inclusivity, and effectiveness in fund allocation.

Recommendation: Establish robust checks-and-balances mechanisms for climate finance that include civil society participation, independent auditing, and real-time monitoring. Such mechanisms should exist both inside and outside the UNFCCC framework. Co-

designing these mechanisms with communities is essential for ensuring funding effectiveness, transparency, and political legitimacy. Advocate for effective compliance systems, with monitoring frameworks tailored to the carbon, agricultural, and forest sectors, to attract climate finance by building confidence among both public and private investors.

Ensuring that climate finance translates into action depends on effective governance frameworks. Addressing issues of scale, accessibility, and

accountability in finance is deeply connected to the broader question of climate governance and the move towards implementation.

THE FUTURE OF CLIMATE GOVERNANCE: FROM COMMITMENTS TO IMPLEMENTATION

This section summarizes the key takeaways from the session *The Future of Climate Governance: From Commitments to Implementation*, while also incorporating insights from the breakout discussion on *COPs' Future* given the significant thematic overlaps. Together, these discussions examined the structural, political, and institutional barriers that limit the effectiveness of the multilateral climate regime and considered options for making COPs more effective instruments for delivery.

While COPs have succeeded in sustaining global attention and political momentum, they remain constrained by fragmented governance, unequal participation, and an overemphasis on pledges rather than delivery. The result is a persistent implementation gap, leaving many countries and communities without the tools, trust, and resources necessary to translate ambition into action.

The climate regime must evolve beyond a donor-centered, aid-driven paradigm

toward one grounded in sovereignty, solidarity, and co-creation. Climate action must not be a siloed agenda, but a transversal priority intersecting with development, trade, security, biodiversity, and social justice. To advance, governance must shift away from adversarial accountability toward learning-based models, participatory engagement, and trust-building.

The function of COPs needs to be refined from symbolic endpoints into milestones within a longer-term implementation cycle. This requires simplifying communication, strengthening democratic legitimacy, decentralizing decision-making, and embedding climate action more deeply into national and multilateral systems. By aligning science, trust, and collaboration, COPs and the broader climate governance framework can foster durable and equitable implementation while ensuring that the benefits of international processes reach local communities and host regions.

1 BUILD A POST-AID MODEL GROUNDED IN SOVEREIGNTY AND SOLIDARITY

The current international cooperation model relies heavily on aid paradigms, which restricts the autonomy and ambition of developing countries. The dominant development model remains donor-driven, limiting the agency of countries that are ready to lead their transitions.

Recommendation: Promote a post-aid model of international cooperation rooted in solidarity and co-creation. In parallel, support developing countries in adopting domestic instruments, such as the green industrial policies, progressive taxation, sovereign funds, and sustainable public procurement, to fund and guide their transitions with greater autonomy.

2 SILOED AGENDAS UNDERMINE SYNERGIES

Despite years of rhetoric about integration, the climate regime still operates in silos, limiting synergies across biodiversity, climate, gender, and social justice agendas, while remaining disconnected from economic and financial governance spaces such as the G20, BRICS, and the international financial architecture. This limits coherence and weakens policy impact, thereby impeding transformative change

Recommendation: Align the climate agenda at COP30 with ongoing reforms in parallel forums, particularly the G20's efforts to reshape the global financial architecture. Making the climate and biodiversity "synergies agenda" a formal priority in COP processes and beyond will be critical. National planning instruments, such as NDCs and adaptation plans, should serve as vehicles for integrating interlinked priorities—including biodiversity, gender equity, and social justice—into climate action. International cooperation mechanisms must break down policy silos, promote co-benefits, and minimize trade-offs. Reporting systems such as the [Global Stocktake](#), alongside implementation mechanisms, should explicitly reflect these interconnections. A strong call emerged for "matriciality"—that is, interconnectedness across institutions and agendas—to ensure that climate adaptation and sustainable development investments are not only coordinated but also grounded in local realities. Continued articulation among the three Rio Conventions (climate, biodiversity, and desertification) is necessary for more coherent and cross-cutting financing and implementation.

3 ENSURE TIMELY AND AMBITIOUS NDC SUBMISSIONS

Despite the February 2025 deadline, most countries have failed to submit their updated NDCs, undermining credibility and leaving the process unprepared for COP30. Without ambitious targets from the 35 largest emitters, projections of global warming remain unreliable, and pathways for coordinated action are obscured.

Recommendation: Pressure countries, particularly major emitters, to deliver ambitious, science-based commitments. COP presidencies should reinforce accountability mechanisms and link NDCs to concrete implementation support, ensuring they are more than symbolic pledges.

4 MOVE FROM “NAMING AND SHAMING” TO LEARNING AND TRUST-BASED ACCOUNTABILITY

The current approach of holding countries or actors publicly accountable by highlighting their lack of ambition or failure to meet commitments by “naming and shaming” is increasingly criticized as the dominant mode of accountability in the current climate regime. Beyond being adversarial, this approach discourages transparency and honest engagement, particularly from those facing structural barriers.

Recommendation: Shift toward a learning-based, participatory model of accountability that fosters mutual understanding, trust-building, and power redistribution. Part of this culture shift includes viewing monitoring as a learning tool rather than just a punitive one, beyond technical compliance. This model supports sharing lessons, challenges, and good practices, creating a more inclusive and constructive environment to accelerate implementation and progress.

Transform the [Action Agenda](#) into a structured mechanism to assist countries overcome practical barriers in mitigation, adaptation, and finance. The focus should move from the quantity of pledges to the credibility and feasibility of policies. The adoption of thematic (rather than country-based) pavilions at COP30 represents a potential practical shift in this direction. By creating shared spaces for dialogue around key issues, rather than national silos, thematic pavilions are expected to facilitate deeper exchange, cross-sector learning, and more inclusive engagement.

5 REBUILD TRUST IN CLIMATE GOVERNANCE THROUGH DEMOCRATIZATION AND PARTICIPATION

There is a growing sense of fatigue and disillusionment with the multilateral process. Fragmentation, slow delivery, and unequal access to finance are eroding trust in the UNFCCC system, which many citizens perceive as opaque and disconnected from their daily lives. At the same time, the climate regime remains overly focused on planning and pledging, with weak mechanisms for implementation and limited coherence across sectors and governance levels.

Recommendation: Rebuild legitimacy by shifting toward an implementation-centered governance model grounded in transparency, participation, and decentralization. Governments must “burst the bubble” by ensuring civil society, Indigenous Peoples, social movements, parliamentarians, and subnational actors play structured roles in decision-making. Mechanisms of “dignified participation” should move beyond token consultation, enabling local communities to shape outcomes and strengthening trust across political cycles. [The Local Communities and Indigenous Peoples Platform](#) (“the Platform”) under the UNFCCC is a useful entry point but requires more resources and stronger links to decision-making. Brazil’s tradition of institutionalized participation can serve as a model if adapted to the UN level. Ultimately, democratizing and decentralizing climate governance requires integrating national and subnational systems, moving beyond UNFCCC silos, building coalitions that connect multilateral, national, and local actors, and fostering mutual learning across regions and sectors. Structured inclusion of civil society and clearer communication linking international decisions to daily impacts will help maintain public support and sustain climate engagement and action over time, even amidst shifts in political cycles and government priorities.

6 SIMPLIFY CLIMATE MESSAGING THROUGH STRATEGIC AND INCLUSIVE COMMUNICATION

The climate discourse often fails to resonate beyond expert circles and leads to public disengagement. Many of the impacts of climate change have already been normalized, reducing their visibility and urgency in the public sphere. Key terms such as “implementation” or “GST” are poorly understood, and messaging rarely reaches marginalized communities in ways that feel relevant or empowering.

Recommendation: Reframe climate communication to be more inclusive, widely accessible, and grounded in everyday realities. Strengthen communication strategies to denormalize climate impacts and reemphasize their urgency. Leverage storytelling, translation, and culturally resonant messaging to foster broader engagement. Shift from fear-based narratives toward messages of agency and collective action. Existing mechanisms such as the Action Agenda and the Global Stocktake can serve as learning spaces and become more impactful with better communication, coordination, and integration into national and local contexts.

7 INTEGRATE CLIMATE INTO BROADER MULTILATERAL AGENDAS

Climate governance remains siloed, with overlapping mandates across environmental agreements and weak links to development, security, and trade. This fragmentation reduces efficiency, creates heavy reporting burdens, and hinders systemic responses to cross-cutting challenges.

Recommendation: Embed climate as a transversal pillar of global governance. Use the United Nations Economic and Social Council (ECOSOC) to strengthen climate-development linkages and revive initiatives such as the [Global Pact for the Environment](#) to coordinate environmental governance. Stronger systemic integration will enable consistent and coherent international action.

8 ADDRESS TRADE AND CLIMATE TENSIONS DIPLOMATICALLY

Unilateral climate-related trade measures, such as tariffs and border adjustment mechanisms, are creating friction between developed and developing countries. These spillovers risk eroding trust and perceptions of fairness in climate negotiations.

Recommendation: Build a common language and structured pathways for resolving trade-climate frictions, ensuring that resulting measures respect the needs of both North and South and avoid disproportionate burdens on the latter. COP presidencies should proactively anticipate these tensions and create dialogue platforms that can distinguish legitimate climate tools from disguised protectionism, thereby fostering more balanced, fair, and inclusive solutions.

9 GROUND CLIMATE ACTION IN SCIENCE AND EXPERIMENTATION

Despite vast scientific knowledge, implementation often sidelines science or treats it as secondary. Decisions remain overly linear and risk-averse, ignoring the reality that implementation often goes hand in hand with unpredictability and requires experimentation, adaptation, and trust.

Recommendation: Reinforce the central role of science and data in decision-making, and embrace the inherent uncertainty of experimentation. Climate governance should foster iterative, evidence-based approaches that apply scientific insights to adaptive management, enabling governments to test, learn, adjust, and improve policies in real time.

10 MOVE FROM COOPERATION TO COLLABORATION

Current processes favor cooperation, with actors moving in the same direction but largely in isolation. True collaboration, however, requires trust, shared ownership, and equitable participation. Without this shift, climate governance risks superficial consensus that fails to deliver durable implementation.

Recommendation: Operationalize collaboration in diplomacy by guaranteeing equal access to information and co-ownership of outcomes. Strengthening trust among parties will enhance fairness, reduce asymmetries, and yield more durable agreements.

11 REFRAME COPs AS MILESTONES, NOT ENDPOINTS

COPs are increasingly treated as ends in themselves rather than milestones in a longer-term implementation process. Despite their symbolic and political value, they are too often disconnected from systemic delivery and siloed from the broader ecosystem of action.

Recommendation: Reframe COPs as part of a longer climate implementation cycle, with better integration between negotiation, action, and mobilization agendas. The five pillars of climate action—mitigation, adaptation, technology transfer, finance, and capacity-building—should be advanced both within and outside the UNFCCC process. The COPs should be leveraged to amplify and connect decentralized actions, rather than serve as the only site of legitimacy.

12

ENSURING A TRANSFORMATIVE LEGACY BEYOND THE COP VENUE

The benefits of global processes are often unevenly distributed, particularly for smaller municipalities or rural areas. COP events often bring investment and media attention but leave behind speculation, displacement, and local disillusionment, as in the case of mismanaged real estate speculation in Belém in anticipation of COP30.

Recommendation: Ensure that international climate processes leave tangible, positive legacies for host regions and affected communities to avoid reinforcing local inequality and disillusionment. This includes requirements for inclusive urban planning, equitable infrastructure investments, and capacity-building for local governments in the lead-up to COPs.

The key takeaways from this session highlight the urgent need to reorient the climate governance system from symbolic commitments toward durable, inclusive, and science-based implementation. They also underscore recurring themes across the Global

Policy Dialogue, including those raised in the breakout discussions. The following section turns to the breakout sessions themselves, providing a synthesized summary of their contributions to advancing a more just, effective, and interconnected climate regime.

BREAKOUT SESSIONS

JUST TRANSITION

The breakout discussions on *Just Transition* explored the complexity of embedding social justice, human rights, and environmental protection into climate policy within the current geopolitical and economic context. The climate agenda often remains fragmented, constrained by political taboos, disinformation, and resistance to new conceptual frameworks. Vulnerable communities continue to

face disproportionate threats and impacts, while entrenched economic models and geopolitical competition over resources exacerbate inequalities.

A key distinction was drawn between climate justice—rooted in the demands of vulnerable populations in affected regions—and just transition—initially originating from the needs of workers affected by economic shifts and increasingly broadened to include other

groups. Although conceptually distinct, both dimensions are increasingly interlinked, with poorly designed policies creating “sacrifice zones” and deepening inequalities. Discussions also examined the limitations of a carbon-centric framework, the need to value diverse forms of work, such as care economies, and the importance of aligning energy transitions with security of supply, especially in developing countries.

The discussions underscored the urgency of strengthening domestic governance, mobilizing finance for adaptation and vulnerable communities, leveraging international forums,

particularly the G20 and BRICS, to influence global taxonomies, standards, and regulatory frameworks, and developing narratives that engage the public beyond institutional audiences. The Just Transition Work Programme (JTWP) was recognized as a critical platform to advance ambition and connect national and international agendas, with calls for pragmatic implementation alongside ongoing conceptual refinement.

The main insights from this breakout session are consolidated in the section [*Promoting Just Transitions on the Road to COP30 and Beyond*](#).

CLIMATE FINANCE

The breakout discussions on *Climate Finance* examined the persistent barriers to mobilizing adequate resources and the urgent need to bridge the gap between global commitments and practical implementation. While climate finance has gained visibility in global economic debates, the distance between political pledges and actual delivery remains wide, particularly for adaptation and loss and damage.

Discussions highlighted the chronic shortfall in developed countries’ contributions and the limitations of a system overly dependent on pledges without operational clarity. Mobilizing private capital requires aligning climate action with clear economic incentives, especially at the microeconomic level, and removing regulatory obstacles that constrain the use of financial

instruments in emerging economies. Significant reforms of multilateral development banks (MDBs) are essential, with calls to expand both their scale and mandates to better support adaptation and resilience.

A recurring theme was the need to strengthen links between national planning and local implementation. Subnational governments often lack the legal, financial, and technical capacity to access or manage climate finance, making them critical bottlenecks to scaling delivery. Given its cross-cutting importance, this issue is further elaborated in the section [*A Global Mutirão for Just Transitions: The Role of State Governments*](#).

Finally, participants pointed to the importance of advancing more

ambitious approaches beyond the UNFCCC process. Proposals included coalitions of willing countries—potentially led by the Global South—to champion progressive taxation, differentiated carbon pricing, and innovative mechanisms such as the Tropical Forests Forever Facility. These were considered vital components

to accelerate progress both in terms of public finance and across the multilateral system.

To avoid duplication, the recommendations from this breakout are integrated into the section [*Scaling Climate Finance for Developing Countries: The Baku to Belém Roadmap to 1.3 Trillion and Beyond*](#).

COPs' FUTURE

The breakout discussions on the *COPs' Future* examined the growing tension between the centrality of the COPs in global climate governance and the mounting signs of fatigue, fragmentation, and structural limitations within the current system. Participants questioned whether the COP process, in its current form, is capable of delivering the transformative change the climate crisis demands, or whether the regime itself requires fundamental rethinking. Rather than focusing narrowly on COP30, the discussions addressed the next five to ten years, evaluating whether the process can evolve from episodic events into a driver of systemic impact, and how climate action can be mainstreamed across policy agendas while overcoming siloed negotiations.

While COPs remain politically relevant, they are not sufficient on their own.

Implementation must extend beyond the delivery of NDCs to encompass a broader ecosystem of regulation, incentives, standards, institutional capacity, and inclusive governance. Achieving true transformation will require greater coherence across multilateral arenas, stronger integration of civil society and social movements, and a shift from “naming and shaming” toward participatory, learning-oriented systems that rebuild trust and distribute power more equitably.

Given the clear overlaps between this discussion and the broader climate governance agenda, the key takeaways from this breakout have been consolidated in the section [*The Future of Climate Governance: From Commitments to Implementation*](#).

CONCLUSION

The two-day Global Policy Dialogue 2025: *Promoting Climate Finance and Just Transitions in the Lead-Up to COP30* demonstrated that the success of COP30, and the broader climate regime, will depend on turning ambition into implementation through coherent governance, scaled-up finance, and just, inclusive transitions. Across all discussions, participants emphasized that climate action must be anchored in justice, rooted in local realities, and supported by financial and institutional frameworks capable of delivering at the pace and scale the climate crisis requires. Climate ambition will only endure if it is perceived as fair, feasible, and beneficial to societies.

Three converging priorities emerged: first, **placing justice at the heart of transitions**, ensuring that equity, human rights, and poverty eradication efforts shape the pathways to decarbonization and resilience. Just transitions cannot succeed if narrowly defined or imposed from above; they must be rooted in local realities, inclusive of diverse knowledge systems, and anchored in human rights. Second, **empowering subnational governments as engines of implementation**, with direct access to finance, authority, and capacity to translate global goals into local action.

Third, **transforming climate finance and governance systems** so that they are accessible, predictable, transparent, and designed for real-world delivery—bridging the gap between pledges and practice by empowering both national and subnational governments.

The Dialogue also highlighted the importance of cross-cutting enablers: finance, technology, scientific and traditional knowledge, as well as stronger participation of civil society as sources of legitimacy and practical solutions. Participants called for a decisive shift in the role of COPs—from symbolic milestones to drivers of systemic implementation—embedded within broader governance frameworks that connect climate action to biodiversity, trade, security, and social development.

As the world looks to COP30 in Belém, the task ahead is to consolidate these insights into actionable outcomes. By aligning just transitions, climate finance, and deep structural governance reforms, the international community can deliver not only on climate ambition but also on the promise of sustainable development and shared prosperity. The Dialogue reaffirmed that the road to COP30 and beyond must be paved with solidarity and collective mobilization—a true global *mutirão*.

ABOUT PLATAFORMA CIPÓ

Plataforma CIPÓ is an independent, non-profit, women-led Brazil-based think tank dedicated to promoting international cooperation for climate action and sustainable development from Latin American and Global South perspectives. CIPÓ develops evidence-based research and promotes dialogue and coordination between multiple actors to enhance governance and shape public policies for just transitions, connecting the local to the global.

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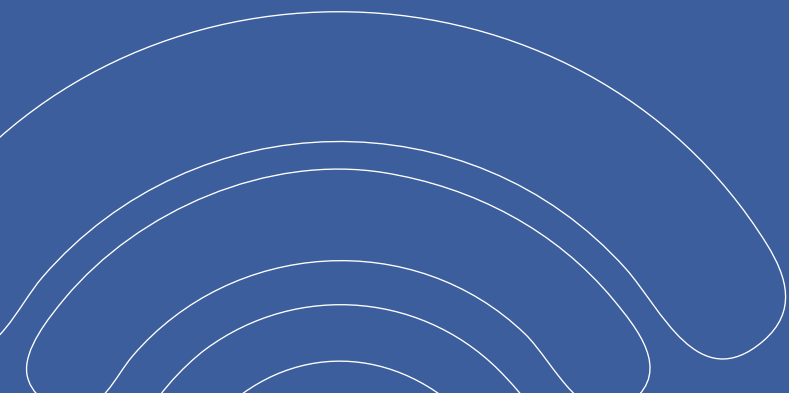
Plataforma extends its sincere gratitude to all partners who contributed their expertise, resources, and commitment to the Global Policy Dialogue 2025 and the broader goals it represents.

We especially thank His Excellency Renato Casagrande, Governor of the State of Espírito Santo and President of the Green Brazil Consortium, for his support and for hosting the Dialogue at the Anchieta Palace, the official seat of the Governor. We also express our gratitude to Federal Congresswoman Jack Rocha (Espírito Santo, Brazil), whose leadership was instrumental in facilitating this partnership and welcoming the Dialogue to her state.

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Finally, we express our deepest appreciation to the COP30 President, His Excellency, Ambassador André Corrêa do Lago, and the COP30 Presidency for their active participation in this Dialogue. We are grateful to the Ministry of Indigenous Peoples of Brazil, whose participation underscored the central role of Indigenous leadership and knowledge in advancing just transitions and strengthening global climate governance.



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