

The UN SB 62 Climate Talks: **a few steps forward on the road to Belém?** **Advocacy perspectives from Alliance2015**

Background

The international community reconvened in Bonn from 16 to 26 June under the UN Framework Convention on Climate Change (UNFCCC), for technical negotiations paving the way for the annual UN Conference (COP30) planned for 10-21 November in Belém (Pará, Brazil).

COP29 (Baku, 2024) had ended with a meagre, new collective quantified goal on climate finance agreed by developed country Parties, clearly disappointing the expectations of climate-vulnerable developing countries. It is no surprise, therefore, that the June meetings opened with a proposal advanced by the Like-Minded Developing Countries to include in the agenda the consideration of the implementation of developed countries' **climate finance obligations** (Article 9.1 of the Paris Agreement, hence PA) and trade-restrictive unilateral measures. Discussions over this proposal dragged on for two days and permeated all ensuing negotiations, even after the agenda was eventually adopted, following a compromise moving these two items elsewhere. Throughout the session, Parties repeatedly argued over the provision of Means of Implementation – including finance, technology transfer and capacity building (Art. 9, 10, 11 of the PA) - for climate action.

Advancements were made in some respects, like on guidance for refining the list of indicators to measure progress toward the **Global Goal on Adaptation**, relying on a reference to “indicators for means of implementation to measure: access, quality, and adaptation finance, including provision”, highly important for developing countries. But on many other issues no agreement could be concluded, and the Bonn outcomes will rather form a basis for discussion at COP30 in Belém, with all options subject to be revisited.

Alliance2015 was represented in Bonn by its members Concern, Helvetas and Welthungerhilfe, as well as the Hub. Coordination was sought from early stages, seeking to collaborate and build on mutual strengths towards truly joint initiatives in the second part of the year.

Below is a summary ‘guidance’ through the negotiation topics of relevance to Alliance2015.

Adaptation

The goal of enhancing adaptive capacity, strengthening resilience, and reducing vulnerability to climate change (**Global Goal on Adaptation, GGA**) is embedded in Article 7 of the PA. However, the goal was not defined and over time a framework including a variety of targets was adopted, and a technical process was launched to define adaptation indicators capturing various contexts. At SB 62, Parties discussed further guidance to the experts tasked with elaborating the **final list of indicators**, the operationalization of the Baku Adaptation Roadmap, and the notion of transformational adaptation.

Key points of contention included the number and structure of indicators (which category should be globally applicable and which context-specific, how many indicators for each category); the inclusion of cross-cutting considerations and vulnerable groups; indicators relating to Means of Implementation, and the timeline for further intersessional work. Following bilateral consultations with Heads of Delegation, a compromise was eventually found. The conclusions invite the responsible experts to come up with a list of no more than 100 indicators, globally applicable, including qualitative narratives and capturing various contexts, as well as Means of Implementation and enabling factors, in particular aimed at measuring access, quality, and adaptation finance to help Parties address needs and gaps. These issues will be further considered with a view to feeding into COP30 deliberations.

Adaptation-related discussions also looked at the **Nairobi Work Programme on Impacts, Vulnerability, and Adaptation** - established in 2005 to assist Parties, especially developing countries, to improve their understanding and assessment and make informed decisions on adaptation actions and measures to respond to climate change - with debate regarding adaptation approaches, including transformational and incremental adaptation, and consideration for diverse knowledge holders, including the private sector, Indigenous and local communities. Advancing on formulating and implementing the **National Adaptation Plans** (NAPs) was also discussed, with special focus on the challenges and constraints existing for Least Developed Countries.

Finance

Various technical aspects regarding the **Adaptation Fund** – established in 2001 to finance adaptation projects in climate vulnerable developing countries – like the membership of the Fund Board, were considered in informal consultations.

But, above all, as part of the deal made for the adoption of the SB 62 agenda, substantive consultations were undertaken on the implementation of **Art. 9.1 PA**, about **developed countries' commitment to provide climate finance** and on the inclusion of a dedicated standalone item in negotiations. The main division occurred between the Like-Minded Developing Countries (LMDCs), the Arab and African Groups - who lamented developed countries' lack of political will to implement their legal obligations under the PA and Article 4.3 UNFCCC (provision of new and additional financial resources), supporting a standalone item on Article 9.1 – and the opposite block made of the EU, the Environmental Integrity Group, Australia, the UK and New Zealand. The LMDCs advanced a proposal for a work program on the implementation modalities of Art. 9.1, to address tripling of adaptation finance, public finance support for the Fund for Responding to Loss and Damage, and predictability. The EU position was rather to elude focusing discussions on Art. 9.1 and ask to broaden their scope to take into account the importance of mobilizing finance and enabling environments.

The scope of **Article 2.1(c) PA** – setting the goal of making finance flows consistent with low-emission pathways and climate-resilient development - and its complementarity with Art. 9.1 were also debated. However, discussions focused again on mobilising private finance and limited instruments like insurance schemes, without addressing fundamental questions like how to steer private and public finance away from investments in fossil fuels.

The **Baku to Belém Roadmap to 1.3 T** - adopted at COP29 to scale up climate finance from all public and private sources to at least \$1.3 trillion per year, to support developing countries' low-emission and climate-resilient development pathways, implement their NDCs and NAPs - was not expected to be detailed in Bonn, but the Presidency-led consultations were supposed to be critical to develop the Roadmap into an action plan (including timelines, quality of support and funding, access challenges, transparency, and accountability) to be presented in Belém. However, results gave little assurance that it will produce actionable measures, include grant-based finance and alleviate international debt distress as many developing countries demand.

◊ Side Event: Elevating Adaptation Finance in the Baku to Belém Roadmap

In collaboration with Mercy Corps, PLAN International, and the think tank ODI, Concern Worldwide hosted a Side Event on Thursday, June 26. The event looked at the steps to achieve an ambitious, equitable and fit-for-purpose Baku to Belém Roadmap ensuring that finance will address developing countries' needs and, given the adaptation finance gap, also discussed how to scale up adaptation finance, providing a space for developed and developing country negotiators to engage with those working on the frontlines of the climate crisis as well as key stakeholders.

[Concern SB 62 page](#)

Joint Work on Agriculture and Food Security

The critical nexus between climate and agriculture and food systems – in terms of their vulnerability to climate impacts, but also of the important role they have to play for mitigation and adaptation - has been addressed at UN climate meetings through technical workshops since 2017. The current **Sharm-el-Sheik Joint Work on Implementation of Climate Action on Agriculture and Food Security** was decided at COP27 in 2022. Its 4-year program articulates around an annual synthesis report, the organization of workshops, and the creation of an online portal to share information on relevant projects and initiatives.

The first workshop on **systemic and holistic approaches to implementation of climate action on agriculture, food systems and food security** addressed themes of vital interest to the 2.5 billion small-scale farmers, herders, fishers, and forest-dependent people worldwide who rely on land, water, oceans and other ecosystems for their livelihoods, while greatly contributing to climate adaptation and mitigation, biodiversity protection and conservation, and food diversification. Several actors spoke in their defense and for protecting planetary boundaries. CSOs and Indigenous Peoples recalled the multiple benefits of **agroecology** for the environment, job-creation, production of healthy and nutritious food, thus the achievement of several SDGs. They called for food value chain approaches to climate action, scaling up finance for agroecology, reformed governance to counter power concentration, vested interests and profit-driven solutions. The Youth called for integrating and mainstreaming food systems into **Nationally Determined Contributions** (NDCs) and National Adaptation Plans (NAPs), and for recognizing agroecology as a major systemic and holistic climate solution. The Chair of the UN Committee on World Food Security, South African Ambassador Nosipho

Jezile, called for integrating the **right to food** and the right to environmental sustainability in the Sharm-el-Sheikh Joint Work, defending the role of food systems to deliver on SDGs 1 and 2, first and foremost for vulnerable groups. She called for inclusivity, accountability and robust monitoring to measure progress and ensure delivery for affected communities. The Joint Work should build upon existing political commitments such as the COP28 UAE Declaration on Sustainable Agriculture, Resilient Food Systems and Climate Action, the Kampala CAADP Declaration on Building Resilient and Sustainable Agrifood Systems in Africa, and the G20 Global Alliance against Hunger and Poverty. Relevant projects currently supported and existing opportunities under the Adaptation Fund, the Global Environment Facility, the Green Climate Fund and the World Bank were presented, however questions and calls to reform the climate finance architecture to enable more direct access by farmers and local organizations remained unanswered.

The workshop concluded, among others, to deepen information on financial allocations and needs, challenges and barriers to accessing finance, technology development and transfer, and capacity building for climate action on agriculture and food security, considering the vulnerability of farmers and especially small-scale farmers, Indigenous Peoples, local communities, women, youth and children, and the measures taken to address such barriers. However crucial that is, more needs to be done to transform and 'rebalance' agriculture and food systems, where large business hold massive power, and ensure that climate solutions really benefit the '2.5 billion' while transitioning away from industrial, fossil fuel-reliant agriculture towards agroecological food systems centred around nature and communities, already delivering sustainable development outcomes.

◇ **Side Event: Scaling investments for climate action via locally-led sustainable agrifood system transformation**

Locally-led agrifood system transformation is key to climate action and to achieving the Paris Agreement goals, yet finance to support it remains limited, hardly accessible or concentrated in certain areas. The [Side Event](#) co-organized by the FAO, the Centre de Coopération Internationale en Recherche Agronomique pour le Développement (CIRAD) and by **WHH** discussed concrete examples showing how smallholder farmers, indigenous peoples and local communities in the Amazon, in Oceania and Africa struggle with access to finance and misaligned instruments, while presenting actionable solutions to open climate finance for locally-led agrifood systems.

At COP30, the Brazilian Presidency will have the opportunity to show leadership on the climate change-food systems nexus, building upon the Brazil-led G20 **Global Alliance against Hunger and Poverty** and on Brazil's long-standing support for Indigenous and local food systems, rooted in local knowledge and locally-driven solutions.

Just Transition Work Programme

This was established at COP27, recognizing the climate crisis requires just and sustainable solutions grounded on meaningful social dialogue and participation of all stakeholders, and that transitioning to a low-emission economy provides both opportunities and challenges for sustainable development and poverty eradication.

Discussions emphasized the diversity of development pathways, the need for international cooperation, technology transfer and finance, and encouraged including just transition pathways in the development and implementation of NDCs and NAPs. The dialogue comprised references to 1.5°C-aligned pathways, human rights and Indigenous Peoples, internally-displaced persons and the most vulnerable, the importance of social dialogue, labour rights and stakeholder engagement, challenges related to limited access to technology and finance, challenges of transitioning away from fossil fuels, the role of critical minerals.

Just Transition catalysed an amazing **civil society** mobilization outside the World Conference Centre, as well as strategic and effective advocacy inside the negotiation rooms. Civil society observers called for a clear and time-bound roadmap to transition away from fossil fuels, establishing a **Belém Action Mechanism** to accelerate and achieve holistic just transition across the whole economy, accountability and inclusive participation of youth and other stakeholders, Indigenous Peoples' direct access to climate finance, fair competition and opportunities for all. These advocacy efforts proved successful, and civil society asks were officially tabled for political decision on the implementation of the Just Transition Work Programme at COP30.

Gender

SB 62 was also an occasion to advance work on a new **Gender Action Plan (GAP)**. The Lima Work Programme on Gender was adopted at COP20 in 2014, to integrate gender considerations under the UNFCCC and achieve gender-responsive climate action. A first GAP was established in 2017 and at COP 29 it was decided to begin developing a new GAP. A 3-day technical workshop to facilitate the GAP elaboration was held in the first session week, including presentations and interactive discussions. The related negotiations aimed to agree on the new GAP key elements and activities, for consideration and adoption in Belém. Of interest for Alliance2015 members and their local partners is the recognition of women and girls of African descent and of Indigenous women, the role of men and boys in gender-responsive climate action, and decent work for women in green and blue economies.

Overall Considerations

The closing session resonated with appeals for responsibility, delivery and accountability amidst the climate crisis. The UNFCCC Executive Secretary S. Stiell gave unequivocal comments about what lays ahead on the road to Belém: "We need to go further, faster, and fairer" he said, hinting at the hard work remaining to deliver on the 1.5°C goal, ensure speedier decisions, and find common ground. New and more ambitious NDCs are expected for September, and Parties like the EU announced they will submit a science-based, 1.5°C-aligned NDC by this deadline. The LMDCs deplored developed country Parties' elusiveness

on their financial obligations, requesting negotiations in good faith. Small Insular States pointed to fossil fuel phaseout and access to renewable energy as essential for Just Transition.

Least Developed Countries called on the COP30 Presidency to develop a roadmap to USD 1.3 trillion that puts the most vulnerable at the centre, achieves accountability, and enables tripling adaptation finance. Urgent, predictable and quantified financial support for adaptation and climate finance that considers the needs of the most vulnerable countries was also the call of African and other Global South countries. Latin American and Caribbean countries lamented the weakening of multilateralism for the sake of short-term economic returns and defended the Paris Agreement, human rights and a gender-responsive approach as key pillars for climate action on the ground. Further calls were made to integrate Indigenous knowledge in adaptation and operationalize their direct access to finance; to engage with local actors and communities across all negotiation areas; to make finance available and accessible to women, youth and family farmers; to ensure real gender-responsiveness and address extractivism, colonialism and patriarchy; to adopt a robust conflict of interest policy to enhance transparency and accountability.

Overall, the Bonn discussions showed the **implications of the climate crisis go well beyond 'technical' responses and require instead comprehensive approaches** based on science and ecology, as well as on multilateral and participatory processes ensuring transparency, legitimacy and effectiveness, putting people at the centre by mainstreaming human rights and gender considerations, and prioritizing the needs of vulnerable countries and communities. The growing presence of the fossil industry among the Parties in recent years, the budgetary constraints imposed on many countries, civil society and the UNFCCC Secretariat (as on the wider UN), increasing restrictions on civic space and meaningful civil society participation, the slow pace of consensus-based negotiations and the little progress achieved - in comparison to the urgency of climate action - have led to question the efficiency and effectiveness of the UN climate talks. While the COP30 Presidency is acknowledging these shortcomings by proposing some innovations, structural reforms will be needed to reinvigorate the global climate governance regime.

In the words of the UNFCCC Chief Executive, "this process is humanity's only means of preventing climate-driven global economic meltdown, with terrible human costs. Just as we have no Planet B, there is no process B." In the (second-time) absence of the US, other major Parties will have to show resolve and, given the difficulties in finding consensus, more controversies can be expected in Belém. The Brazilian Presidency is timely called to exert climate diplomacy and steer the process towards negotiated outcomes reflecting ambition and promoting further action at the highest political levels.

✦ Looking Ahead to COP30 (Belém, Brazil)

Although climate finance will remain a hotly debated and much-needed piece of climate action, the 30th UN Climate Conference – happening on the 10th anniversary of the Paris Agreement - will have to mark progress on a number of elements, equally necessary to achieving climate resilient pathways, the Alliance2015 [first Impact Goal](#):

1. The submission of **new and ambitious NDCs**, hopefully by a large majority of Parties.
2. The operationalization of the **Baku to Belém Roadmap to 1.3 T** to scale up financing for climate action in developing countries to at least \$1.3 trillion per year.

3. The agreement on a **New Collective Quantified Goal** for climate finance beyond 2025 that is non debt-creating, ensures adequacy, accessibility and transparency and foresees sub-goals on mitigation, adaptation and loss and damage.
4. Finalizing the **Global Goal on Adaptation** by defining indicators and tracking mechanisms to measure progress.
5. Elevating the **Climate Change-Food Systems** nexus by driving forward food systems transformation for greater resilience, empowerment and justice.
6. Delivering on a transformative and whole-of-society **Just Transition** pursuing systemic changes that leaves no one behind.
7. Further operationalising the **Loss and Damage Fund** by improving governance, addressing knowledge and finance gaps, ensuring direct access and community-led responses.

Prepared by: Adriana Opromolla, Alliance2015 Advocacy Lead