Discussion Paper

TOWARDS THE BELÉM-ANTALYA MECHANISM (BAM): A BLUEPRINT FOR THE JUST TRANSITION MECHANISM

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CAN
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Towards the Belém-Antalya Mechanism (BAM): A blueprint for the Just Transition Mechanism

Ensuring every worker, every community can live with dignity, and every country can deliver this promise while delivering the UNFCCC and the Paris Agreement – this lies at the heart of the Just Transition concept.

Following years of on-the-ground action and mobilisation at the global level, a major decision was taken at COP30: to develop by COP31 in Antalya a Just Transition mechanism to support the implementation of the principles, policies and messages adopted by all Parties on Just Transition.

What can a Mechanism sitting in the UNFCCC deliver for Just Transition action on the ground? What can the UNFCCC do beyond convening diplomats and negotiators? How can a mechanism be delivered at a pace that matches the urgency of the climate and inequality crises while sustaining the consensus-based nature of the UNFCCC regime?

This brief seeks to offer a vision of the BAM, focusing on the governance and ways of working of the mechanism so that it delivers to its full potential.

By centering equity and justice in the response to the climate crisis, Just Transition holds the key to accelerating climate action and advancing prosperity and dignity for all. Decisive steps must be taken at COP31 in Antalya to establish a meaningful JT Mechanism and deliver on the promise made in Belém.

Rationale for BAM, its purpose and functions

Outlined in our last discussion document[1] in more detail, the Belém-Antalya Mechanism for a Global Just Transition (BAM) is a proposed new institutional arrangement under the UNFCCC designed to address the current fragmentation and inadequacy of international cooperation on Just Transition. While Just Transition initiatives are proliferating worldwide, they remain uneven, lack alignment with climate goals, and are often poorly contextualized and not fit for purpose, leading to duplication, confusion among stakeholders, and the risk of not contributing to social equity.

The BAM aims to transform the key insights from decades of experience on Just Transition inside and outside the UNFCCC, and more specifically the key messages and principles agreed through the Just Transition Work Programme[2], into a coherent, practical, and actionable system by fulfilling three core functions: Coordination and Coherence, Knowledge Generation, and International Cooperation & Support.

At COP30, Parties agreed to *"develop a just transition mechanism, the purpose of which will be to enhance international cooperation, technical assistance, capacity-building and knowledge sharing, and enable equitable, inclusive just transitions".* They also sent a strong message about the role rights

[1] Discussion Paper: The Belém Action Mechanism For A Global Just Transition (Bam) Why And How, October 2025

[2] See the COP28 decision 3/CMA5 and the COP30 decision 2/CMA7

BAM three core functions

- **Coordination and Coherence:** The BAM will be informed by and inform existing Just Transition initiatives, identify gaps emerging from implementation on the ground, ensure Just Transition efforts are aligned with the Paris Agreement objectives and the principle of Common But Differentiated Responsibilities and Respective Capabilities (CBDR-RC).
- **Knowledge Generation:** Taking more steps towards supporting implementation of Just Transition, the BAM will produce guidance and other practical tools based on the needs expressed by the Just Transition Assembly, generating new knowledge to inform policy.
- **International Cooperation & Support:** The BAM will take decisive steps to provide technical capacity and financial resources for the development and implementation of Just Transition initiatives on the ground. The BAM will also play a role in identifying and removing barriers to a Just Transition. Seeking to mobilise existing institutions and align them with the approaches agreed at UNFCCC, the BAM is not a fund, but rather a catalyst for support.

holders must play in making Just Transition happen. This decision provides a foundation for building the BAM, with meaningful participation by both Parties and observer constituencies in its governance. It opens the way for a coordinated global effort that firmly links climate action with social justice, equity and sustainable development for all.

COP31 now has the task to take decisive steps to establish the mechanism, further define its functions, its governance and ways of working.

What needs to be agreed at COP31 on this?
COP31 must agree on scope, purpose and functions of the JT Mechanism, and make sure it carries a mandate to deliver on past Just Transition decisions, notably COP30. An explicit reference to the role the mechanism should have in providing technical and financial support for the delivery of JT strategies is key.

A Just Transition mechanism: an ecosystem of institutions delivering implementation

The decision at COP30 to develop a Just Transition mechanism, rather than a network, committee or fund – all options considered but not selected – reflects the needs of the Just Transition community. Efforts are fragmented, but there is enthusiasm and willingness to contribute to a global effort, provided each actor has an appropriate space in which to contribute. A mechanism housed within the UNFCCC can provide these different spaces, preserving the government-led nature of climate negotiations while enabling other actors to contribute through practical action and cooperation.

The BAM – the most ambitious, civil society-inspired proposal for the Just Transition mechanism – requires a layered structure. All layers would work towards implementing Just Transition, each with its own responsibilities, membership rules and ways of working.

At this stage in our ongoing discussions with Parties and civil society partners, we propose that the BAM put Just Transition into practice through three layers, each essential and dependent on the others:

Layer A - A Just Transition Assembly

Open and inclusive, bringing together those making Just Transition happen on the ground. The Assembly shares practical experience, identifies needs and provides insights to inform the work of the other layers. It also contributes key resources (people, capacity, knowledge) to initiatives under the BAM, including the resource mobilisation group and matchmaking activities (see below). The Assembly meets quarterly online and at least once a year in person. While it has no formal decision-making authority, its power and influence come from its legitimacy, capacity and knowledge. Its work is guided by, and responds to, the new constituted body, committee or institutional arrangement described below.

Layer B - A new UNFCCC body/institutional arrangement

A new body is needed to give the mechanism stable governance and ensure it works within UNFCCC processes. It must have balanced representation from developed countries, developing countries, observers and non-party stakeholders. This body will establish and prioritise workstreams for the Assembly and its members, guiding where they focus their efforts, develop resources and provide support. It will also identify issues ready for negotiation at COP through the contact group (see below) and provide strategic direction to the mechanism. The body will meet monthly online and at least once a year in person, with support from a Secretariat. This arrangement will give the mechanism the flexibility to launch initiatives that support implementation without requiring every technical activity to be discussed at COP. A very important feature of this body will be its resource development/mobilisation group. (See Box 2)

Box 1 - What kind of body/institutional arrangement for layer B?

At the heart of the mechanism - an institutional ecosystem for Just Transition- is a body whose main role is to connect the Party-driven COP/CMA process with the Just Transition Assembly, providing a home for practitioners and other actors from around the world. This body needs sufficient capacity and autonomy to work throughout the year: guiding the Assembly's work, assessing practices that could help actors develop shared approaches to Just Transition, preparing work to inform COP decisions where relevant, and building institutional relationships with actors outside the UNFCCC. Based on past experience, only constituted bodies have been given such capacities. Our priority, however, is to secure these capacities, whatever institutional form the body takes.

For this body to play its bridging and coordination role, it needs to include expert representatives from Parties and from the constituencies that have accompanied, supported and inspired work on the mechanism. Building on good practice in other UNFCCC bodies, and recognising the importance of inclusion in Just Transition, observer constituencies should have seats in this body. Parties could go further and demonstrate a shared approach to governing the transition by, for example, opening a co-chair position to an observer representative. The body's name has yet to be defined. Although its design would resemble a committee, we believe that this label limits how its role and potential are understood. We have therefore chosen to leave the name open for now.

Box 2 - Resource Mobilisation Group

In our vision for BAM, the mechanism provides a home for Just Transition work. It supports implementation through guidance, resources and technical capacity, while using international cooperation and dialogue to remove the barriers to Just Transition.

The Resource Mobilisation Group is central to BAM becoming a delivery mechanism for Just Transition. It would

- Map Just Transition funding at all levels including through the convening of multiple financial actors[3] fostering a governance of Just Transition finance that is more coordinated, efficient and shared across priorities and geographies.
- Improve its quality - notably by drawing from existing Just Transition funding experiences and practices and generate robust learnings on what kinds of finance is needed for different aspects of Just Transition strategies.
- Increase the public finance available for Just Transition strategies - by identifying and quantifying better the finance gaps and their specific requirement, allocating public resources to key Just Transition policies and measures, ensuring that existing funding take into account the cross-cutting nature of Just Transition while also guaranteeing additional and dedicated resources for specific policies and measures that would otherwise not be funded.

With all those potential avenues, the Resource Mobilisation Group could be a defining delivery feature of the BAM, by making finance for Just Transition accessible, effective and anchored in robust principles and standards adopted at the highest level. Through its innovative governance structure and modalities, the BAM seeks to move away from the traditional climate discussions and generate real progress that matches the reality of the work on the ground, at all levels.

Layer C - An agenda item/ Contact group on BAM

Future Just Transition discussions in the UNFCCC must be based on realities, experiences and needs on the ground. The previous two layers would help build a shared international approach to Just Transition based on practitioners' work. When the governing body considers a topic or approach ready to seek international agreement, it would bring it to the contact group through the Just Transition Mechanism's reporting process, for negotiation and agreement by Parties through the usual UNFCCC process.

What needs to be agreed at COP31 on this?
COP31 must agree on key aspects of the governance of the mechanism. Referencing the need for a contact group/ agenda item, the agreement to create a representative institutional arrangement with balanced allocation of seats for developed and developing countries and constituency observers, and the in principle agreement to create a more inclusive space to connect ground actors with this process would represent important progress in operationalising the BAM.

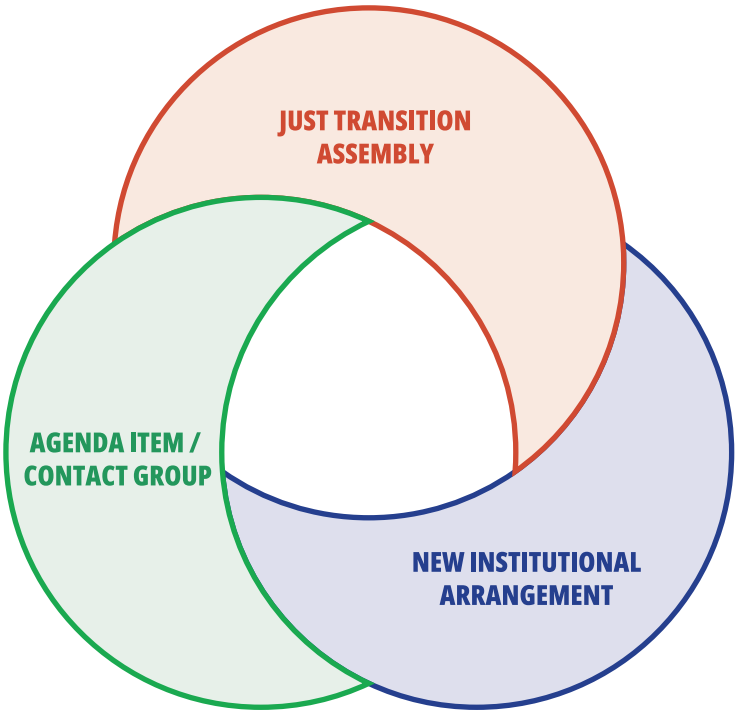
[3] See the discussion paper on "Just Transition Finance And Its Role In The Belém-Antalya Just Transition Mechanism"

The BAM ecosystem of institutions

Mechanism feature	JT Assembly	Body / Institutional arrangement	Contact Group / agenda item
Dynamic	Inclusive and collective ownership	Representative and collegial	Party-driven, observer-informed
Composition	Membership open to all institutions intervening on JT, including communities, union representatives, IPs	Balanced GS-GN representation + seats for constituency observers Three co-chairs including one from Civil Society	As per usual practice
Role	Practice improvements, learning, resourcing. Mutual aid, cooperation to make change happen, informing multilateral decisions	Convergence and support for implementation Making the best out of available resources (mobilise / orient capacities, respond to gaps)	Consensus decision making, norm-setting for enabling JT

A fully fledged, operational BAM looks like this:

BAM Governance
An ecosystem of institutions delivering Just Transition



Just Transition Assembly

Shares practices, surfaces on-the-ground needs, and feeds operational insights directly into the new Body.

Inclusive and collective ownership

New Institutional Arrangement

Creates/Prioritizes workstreams, identifies issues ripe for COP negotiation, and provides strategic direction. Hosts 'implementation' groups such as Resource provision/mobilisation group.

Representative and collegial

Agenda Item/ Contact Group

A permanent agenda item to filter issues emerging from the other layers, determining which are sufficiently mature to build policy-level convergence at COPs.

Party-driven, observer-informed

Timelines for development

Following the COP30 decision, Parties must now establish a Just Transition Mechanism that matches the real ambition of the UNFCCC's work on Just Transition: a new phase of multilateralism in which international cooperation delivers justice and enables all countries to provide their communities and people with dignified lives in harmony with nature. This requires a staged approach that embraces both the urgency of implementing Just Transition on the ground, and the challenges of building a multilateral approach in these times.

To make progress as quickly as possible, Parties must agree on at least the following steps at COP31:

- Establish the mechanism and confirm its purpose and scope, building on past Just Transition decisions at COP28 and COP30.
- Define its core functions, including supporting the provision of finance for Just Transition.
- Provide initial guidance on governance and ways of working, covering the contact group, the BAM institutional arrangement with three co-chairs and constituency seats, the Just Transition Assembly and the resource mobilisation group.
- Mandate secretariat support.
- A clear timeline and process for developing what remains to be developed to get the BAM operationalised by COP32.

By COP32, all components must be in place. This requires accelerated technical work to develop terms of reference for the different bodies and their ways of working, alongside calls for expert nominations and practitioner participation in the Assembly and delivery groups (such as the resource mobilisation group). Parties could draw on the experience of the Transitional Committee for the Fund to Respond to Loss and Damage. A similar transitional body could quickly prepare draft decisions for adoption as a package by COP32.

What needs to be agreed at COP31 on this?
A clear timeline for developing what remains to be developed to get the BAM operationalised is needed. The experience of the Transitional Committee for the Fund to Respond to Loss and Damage was instrumental on making rapid progress. Bottom line, accelerating the calendar to draft Terms of References for each body, agree on composition, etc requires several meetings during 2027 to ensure COP32 can agree on a package of decisions to put the BAM in place.

Timeline	Key Actions / Decisions	Expected Outcome
COP31 (2026)	Establish the mechanism; Define core functions (incl. resource mobilization); Adopt early governance guidance and mature modalities (BAM institutional arrangement with three co-chairs and constituency seats, JT Assembly, Resource Mob Group); Mandate secretariat support; Establish the Transitional Committee.	Framework decision setting the BAM in motion
Intersessional meetings/ Transitional Committee (2027)	Several meetings during 2027, or Transitional Committee to develop detailed terms of reference (TORs) for all bodies.	Detailed operational modalities ready for COP32
COP32 (2027)	Adopts comprehensive modalities; issue formal calls for expert nominations; launch registration for the Assembly.	Following a few months to record experts and Assembly members, BAM is fully operational

Annex: Frequently asked questions

What is the connection between the Just Transition Work Programme and the Just Transition Mechanism?

The Just Transition Work Programme (JTWP), under review at COP31, has delivered six dialogues and three ministerial discussions and helped secure the adoption of key messages at COP30. CAN believes these dialogues would be even more relevant if based on the needs of practitioners on the ground - something a strong mechanism, supported by an Assembly and a new institutional arrangement, could provide. As the mechanism develops, Parties should prolong the JTWP's mandate until the mechanism's governance and ways of working are fully established. They should then decide how to integrate the work programme into the mechanism as a logical next step.

Is the JTM a Fund?

No. In our vision for BAM, the mechanism provides a *home* for Just Transition work. It supports implementation through guidance, resources and technical capacity, while using international cooperation and dialogue to remove the barriers to Just Transition. The resource mobilisation group is central to BAM's work on finance. It would bring together institutions already funding Just Transition at all levels to map existing funding, improve its quality and increase the public finance available for Just Transition strategies.

How can we fund the JT Mechanism? How much will it cost?

The mechanism does not necessarily require the creation of a costly new institution. Instead, it can leverage existing climate finance channels and philanthropy. It's important to note that a substantial amount of funding for just transition is going into funding communities of practice, platforms, and coordinations often organised by donors and with limited access for the whole Just Transition Community. The BAM represents an opportunity to streamline and make efficient use of public resources.

In addition, the institutional arrangement proposed does not represent an impossible cost to cover. The cost of the CTCN, a potentially similar body, does not go beyond 10 million USD a year. This is not an impossible amount to be found if there is political will to make JT happen.

Where should the BAM be placed?

Let's start with where it should not be placed. The BAM can not be placed under the JT Work Programme. Its purpose *(enhance international cooperation, technical assistance, capacity-building and knowledge sharing, and enable equitable, inclusive just transitions)* goes beyond the mandate of the JT work programme. Taking into account our proposal to create a contact group/agenda item, we are of the view that this should be done under the CMA agenda - Just Transition being part of the Paris Agreement commitments. That said, an arrangement under which the new institutions are operating under joint SBI/SBSTA work could also be explored.