Declaration of the 11th BRICS Communications Ministers Meeting

Brasilia, Federative Republic of Brazil

02 June 2025

1. We, the BRICS Communications Ministers met in Brasília under the Chairship of Brazil at the 11th BRICS Communications Ministers Meeting, on 2 June 2025, and conducted discussions on universal and meaningful connectivity, space sustainability, environmental sustainability, and digital ecosystems with the vision to further strengthen our cooperation in delivering an open, enabling, inclusive, interconnected, innovation-driven, development-oriented equitable and sustainable digital future for all.

2. We reiterate our commitment to the BRICS spirit of mutual respect and understanding, sovereign equality, solidarity, democracy, openness, inclusiveness, collaboration, consensus and multilateralism, and welcome with great satisfaction the new membership of Indonesia, underscoring the continued expansion of the BRICS group of nations.

3. We will encourage and facilitate cooperation, partnerships, innovation, and entrepreneurship in the digital sphere among BRICS members and partners in realizing the transformative power of digital technologies to bridge existing divides and empower societies.

Universal and Meaningful Connectivity

4. Affirming our commitment to achieving universal and meaningful connectivity for all, we encourage joint efforts to facilitate the deployment of digital infrastructure. We understand the multidimensional nature of universal and meaningful connectivity and note that, despite rapid expansion of digital infrastructure, many remain unconnected to the Internet, due to the need for adequate financing to address the current lack of accessibility, affordability, digital literacy and skills. We recognize that closing this connectivity gap requires holistic strategies, as well as coordinated and targeted efforts. Monitoring and measuring this connectivity gap through objective indicators can contribute to effective policymaking and stimulate investment.

5. Recognizing that the proper functioning of the internet has become a vital function for any state, its population and its economy, we encourage strengthening cooperation to ensure the integrity, stability and security of the national segments of the internet, avoiding internet fragmentation.

6. Policymakers equipped with timely and accurate data can make informed decisions, design more effective policies and interventions, and ultimately achieve better outcomes. In this regard, continuous, periodic measurement yields significant long-term benefits.

7. We acknowledge the efforts by the presidency and other Member States in developing a status report on the implementation of meaningful connectivity in BRICS countries, with the invaluable support of CETIC.br and the International Telecommunication Union (ITU).

8. We appreciate the efforts by the Brazilian Chairship in organizing the Webinar on Digital Transformation and Meaningful Connectivity, and encourage continued knowledge sharing and policy exchange to facilitate the adoption of ICTs to ensure inclusive, accessible and scalable digital services, across different sectors such as agriculture, manufacturing, transportation, health, education and financing, tailored to different needs of each country.

Space Sustainability

9. We recognize that advances in space telecommunication systems enable connectivity in wide geographical areas, allowing for affordable and resilient solutions for seamless connectivity, thus contributing to bridge digital divides, including in rural and hard-to-reach areas, making universal and meaningful connectivity an achievable goal, while driving global economic prosperity.

10. We emphasize the importance of ensuring the sustainability of space activities, including space situational awareness, and recognize the opportunity to expand inclusive access to space-based technologies, in order to promote fair access and use of all orbits and radiofrequency spectrum. We understand that, while we already have generally well-established mechanisms to ensure equal access to Geostationary Satellite Orbit (GSO), the regulatory framework and tools can be improved to ensure equal access to Non-Geostationary Satellite Orbits (NGSO) for satellite systems.

11. Reaffirming our commitment to make joint efforts to achieve the rational, efficient, equitable, fair, effective and economical use of spectrum and associated satellite orbits, we encourage further cooperation among BRICS members to facilitate the development and adoption of technologies for space debris mitigation, space situational awareness and space traffic management with regular policy exchange, experience sharing and capacity building activities. To that end, the Brazilian Presidency, with the support by experts from BRICS members, will produce a report with proposals on future BRICS work on Sustainable Space Connectivity Resources. The report shall be submitted to the next Presidency of the BRICS.

12. We stress that, especially due to the rapid deployment of NGSO satellite systems, in particular Low Earth Orbit (LEO) constellations with global coverage, which provide feasible and affordable access, national governments have to play a crucial role in timely shaping policies and updating regulations that foster innovation while ensuring the sustainable use of space resources and addressing emerging security risks. We also affirm that the technical reach of space telecommunications systems should not bypass state sovereignty in any case, and the provision of satellite services within the territory of a state should be carried out only if authorized by that state.

13. At the international level, especially considering the rapid deployment of LEO satellites, we will work together to ensure that equitable access to space connectivity entails inclusive participation in space activities by all states in competent international organizations and fora, particularly in the ITU, collectively addressing the challenges posed by space traffic coordination, space resource utilization, and space debris mitigation, as well as development of long-term sustainability strategies and fair access. We should also strive to strengthen global partnerships and international cooperation, taking into account the particular needs of developing countries, keeping in mind the attainment of the UN Sustainable Development Goals (SDGs) and the "Space2030" Agenda: space as a driver for sustainable development.

14. We commit, therefore, to promoting an equitable and sustainable international framework, leveraging space connectivity in a holistic and coordinated manner, ensuring NGSO and GSO coexistence, including mechanisms to protect GSO and mitigate risks in order to support rational, equitable, and economical use of spectrum and associated satellite orbits. We further commit to ensuring that the rational, efficient, and economic use of space communications will be oriented towards connecting all people.

15. We recognize the key role of industry in driving innovation and encourage the industry to make further contributions in efficient and rational use of the spectrum and associated satellite orbits, collision avoidance and space debris mitigation. We also encourage industry, universities and research institutions to strengthen exchanges and cooperation to share best practices in advanced space technologies, applications and successful cases.

16. We agree to advance this agenda in multilateral fora in a coordinated manner, especially within the ITU, in accordance with the guidelines set out in the BRICS White Paper on Sustainable Space Connectivity Resources, compiled by the Presidency and reflected in Annex 1 to this Declaration.

Environmental Sustainability

17. BRICS members and partners acknowledge that the Information and Communications Technologies (ICT) sector can positively contribute to the objectives of environmental sustainability negotiations and dialogues, as exemplified by the work under development in the context of the United Nations Framework Convention on Climate Change (UNFCCC), the goals of the Paris Agreement, and the related initiatives set forth in the UN SDGs structure. Taking into account the principles of common but

differentiated responsibilities and respective capabilities (CBDR-RC), we encourage BRICS members' respective and collective contribution to the global shift towards green and low-carbon development from the perspective of the ICT sector.

18. We concur in the belief that ICTs are a major force in propelling economic development, particularly in countries striving to enhance productivity and to eradicate poverty. However, that drive should be pursued in a balanced manner that also addresses potential social, economic and environmental challenges.

19. We assert that digital technologies can contribute to environment protection and to address climate change through mitigation and adaptation, with initiatives in the ICT sector encompassing but not restricted to monitoring and reducing Greenhouse Gases (GHGs) and other emissions, the improvement of energy efficiency, waste management and fostering the circular economy, implementing nationwide emergency communications systems, and minimizing the risks of climate change induced infrastructure damage. They can also play a key role in monitoring climate, water, mineral resources, and the carbon footprint of a wide range of industries, as well as optimize the work on implementing emission reduction projects and issuing green finance instruments.

20. We recognize the diverse resources of BRICS nations — clean energy, advanced technologies, and favorable climates — and affirm that cooperation, through shared benefits, can advance sustainable digital development.

21. We welcome the knowledge sharing and exchange of policies and good practices on environmental sustainability throughout the ICT sector. We support innovation and application of energy-efficient technologies, devices, facilities and solutions, and encourage the adoption of emerging technologies, in particular climate responsive ICTs, across different economic sectors to realize digitalization and the green transition, ensuring that no one is left behind.

22. During the BRICS seminar on environmental sustainability, BRICS participants and invited guests were able to showcase initiatives in which ICTs positively contribute to the common efforts in achieving the goals of the Paris Agreement.

23. We recognize the importance of the use of ICTs in the context of disasters, providing early warnings, risk reduction and mitigation of harm. In the BRICS seminar on environmental sustainability, participants showcased initiatives in which ICTs enabled the saving of lives and livelihoods during calamities. We call upon BRICS membership to co-operate and to promote capacity building in this field.

24. We highlight programs such as the United Nations Secretary General's program Early Warnings for All (EW4All) and our own national efforts aiming at addressing climate change through tangible contributions from the ICT sector. BRICS members acknowledge such strategies and we expect that our discussions in the BRICS ICT track will provide valuable insights to the ITU activities to support Brazil's leadership in hosting the 30th Conference of the Parties (COP30) of the UNFCCC.

Digital Ecosystems

25. Digital ecosystem governance has emerged as a strategic, cross-cutting priority for BRICS members. In the context of an accelerating global digital transformation, member countries can collaborate to foster innovative solutions. The inherently cross-border nature of the digital environment challenges traditional governance models. In the evolving digital ecosystem, governments have been reviewing their traditional telecommunications governance structures, broadening their mandate to encompass new digital issues.

26. This year marks the 20-year review of the implementation of the outcomes of the World Summit on the Information Society (WSIS+20), and the preparatory process involves all UN Agencies, with the ITU playing a key role. This provides a unique opportunity for BRICS members to propose reference models and guidelines in an ever more interconnected and complex digital governance environment to deliver the vision of building a human-centric and people-centered, inclusive and development-oriented Information Society, through enhanced cooperation.

27. Recognizing the fundamental role of innovation for digital transformation, economic growth and sustainable development, we resolve to strengthen cooperation among BRICS members to foster a digital ecosystem that is open, inclusive, innovation-driven, to facilitate technological advancement, enhance the efficiency of resource utilization and ensure equitable access to the benefits of digitalization. In this spirit, we encourage equal participation opportunities for BRICS developers in international open-source initiatives. We welcome the work led by the Brazilian Presidency on furthering the cooperation on the digital ecosystem and encourage extensive participation by diverse stakeholders from BRICS members.

28. In this sense, building on the achievements of previous Chairships, we encourage further cooperation to harness Artificial Intelligence (AI) for good and for all. We take note of the launch of initiatives of BRICS members that aim to facilitate and foster AI technologies among all BRICS countries. We also acknowledge the progress made on the issue of Child Online Protection, including the development of new mechanisms to enhance cooperation in this field through the exchange of knowledge and best practices among Member States.

29. We welcome the proposal of a new topic on quantum technologies. We note the International Year of Quantum Science and Technology (IYQST) 2025, as declared by the United Nations, and the opportunity to leverage existing capacities in this field in BRICS Member States. Recognizing the transformative capacity and crosscutting nature of quantum technologies, we encourage high-level deliberation and action on this issue.

30. We also affirm the importance of ICT for creating an enabling environment for MSMEs and startups in the digital era, with access to digital infrastructure and platforms, including easy-to-use and cost-effective products and solutions.

31. We appreciate the compilation exercise conducted by the presidency with the aim to map digital ecosystem governance organizations and structures in BRICS Member States.

Stocktaking and Way Forward

32. We acknowledge the holding of the BRICS Forum on Future Networks Innovation in 2025, hosted by China and Brazil in the month of April.

33. We welcome the adoption of the Terms of Reference of the study groups by the Council of the BRICS Institute of Future Networks (BIFN) as well as the nomination of chairs and vice-chairs for them.

34. We commend the Brazilian presidency for successfully holding of the Digital BRICS Forum in 2025.

35. We appreciate the efforts made by India for organizing the Capacity Building Sessions on Digital Transformation in BRICS as a side-event and encourage BRICS members to continue promoting side events.

36. We appreciate the efforts by the Brazilian Chairship in organizing the panel discussion on digital public goods and digital public infrastructure, during the Digital BRICS Forum, and encourage continued knowledge sharing and policy exchange. We also note the holding of the meeting of the Focus Group on Digital Public Infrastructure, and welcome the adoption of its Terms of Reference.

37. We affirm the importance of BRICS members' continued exchange of ideas and cooperation regarding the WSIS+20 review, and we reiterate our commitment to enhancing cooperation, mutual support and exchange of views within the ITU, including in the upcoming World Telecommunication Development Conference (WTDC-25) as well as the Seventh World Telecommunication/Information and Communication Technology Policy Forum 2026, the Plenipotentiary Conference 2026 (PP-26) and the World Radiocommunication Conference 2027 (WRC-27). We also reaffirm our full commitment to a successful COP30.

38. We reaffirm the role of the Working Group on ICT Cooperation in assisting the implementation of the decisions of the BRICS Communications Ministers.

39. In the BRICS spirit of cooperation, we encourage members of the ICT Working Group to fully embrace compromise and consensus building in its work and deliberations.

40. BRICS Member States extend their appreciation to Brazil's leadership on the Chairship in 2025 and the holding of the 11th BRICS Communications Ministers' Meeting.

41. The BRICS Communications Ministers are ready to support India in hosting the 12th BRICS Communications Ministers Meeting in 2026.

ANNEX

SUSTAINABLE SPACE CONNECTIVITY RESOURCES

Introduction

This White Paper[1] aims to describe a possible common and current perspective of sustainable space connectivity resources[2] to BRICS countries, a brief overview of challenges, key aspects to be addressed, and considerations for current and future approaches. Bearing in mind the mandate of this Group, the paper focuses more towards ITU's coordination and is without prejudice to positions and negotiations in that forum. The formal positions for the ITU shall remain based on the ITU's formal procedures and any relevant meetings.

Space Sustainability

The COPUOS definition of space sustainability corresponds to *"the ability to maintain the conduct of space activities indefinitely into the future in a manner that realizes the objectives of equitable access to the benefits of the exploration and use of outer space for peaceful purposes, in order to meet the needs of the present generations while preserving the outer space environment for future generations"* (UNOOSA, 2021).

Those activities include the provision of communication, scientific exploration and observation, as well as defense purposes which all rely on the use of scarce resources, namely the radio-frequency spectrum and associated satellite orbits, whose collective management is under ITU's mandate (ITU, 2010). This is the reason why the recent high-level ITU Resolution on the matter associates the concept of sustainability with these limited resources, even in its title (ITU, 2022). The same attitude is reflected in the technical ITU Resolution that organizes and instructs the Union's work (ITU, 2023).

Considering that space connectivity resources are limited and should be fairly shared among all nations, BRICS countries favor a general perspective of addressing them collectively.

Rapidly Growing Challenges

Due to the recent increase in space activities, outer space is becoming increasingly congested with satellites and debris thereof, significantly raising the risk of collisions. The deployment of mega-constellations of non-geostationary satellites (non-GSO systems) can add to the proliferation of space debris, which is an additional reason to highlight the urgent need for improved governance in this aspect.

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[1] This non-binding document was elaborated by the Brazilian Presidency of BRICS countries 2025.

[2] For the purposes of this document sustainable space connectivity resources corresponds exclusively to radiofrequency spectrum and associated satellite-orbits.

Considering the limited nature of space connectivity resources, the continued launch and operation of those non-GSO systems has added pressure to updates of international regulations. These largely specialized processes require great coordination effort among countries, and cover the need to review all technologies used in satellite networks, while upholding current regulations and procedures in geostationary orbits (GSO), as well as considering possible amendments of globally binding, established frameworks, such as the ITU Radio Regulations. Even bureaucratic procedures of frequency assignments by the ITU may actually have to change.

The quick pace of non-GSO technology development thus demands complex and stratified levels of thorough international assessments, over several work cycles. In parallel, national regulators are also called to reflect on the need to update their own framework of licensing in a way to capture the positive aspects of bridging the digital gap, but without undermining long-lasting principles of sovereignty. This rapid deployment of LEO satellites, especially those with inter-satellite links (ISL), also raises new concerns about information security risks, often not already addressed by current regulations.

In the international arena, a lack of or even a delay in consensus to advance a new international regime might affect a reasonable, balanced response to ensure space sustainability. There are similar prospects within national borders related to adverse outcomes, such as telecommunications market disruptions and declining enforcement of administrative constraints essential to the sound functioning of a wide range of services.

Aspects to Be Addressed

Given the aforementioned challenges, policymakers, regulators, and other stakeholders in the public and private sectors are encouraged to reflect on the following topics with a view to achieving space sustainability:

1. Identification and institutional monitoring of trends and developments in space connectivity;

2. Creation of an enabling policy and regulatory environment for space connectivity at national, regional, and global levels, considering accessibility, affordability, resilience, and the complementarities between different space-based systems and terrestrial networks, enabling viable business models and preventing market distortions;

3. Implementation of policy and regulatory measures in a timely manner to ensure data sovereignty, security, and privacy protection for space-based services, and the international standardization of these measures;

4. Encouraging the rationale for harmonizing regulatory frameworks across countries;

5. Improvement of international coordination and collaboration for managing radio-frequency spectrum and associated satellite-orbit resources allocations and usage for space-based services, ensuring fair access for all countries and minimizing interferences, particularly within the ITU mandate, as well strengthening human resource development and advancing digital transformation;

6. Implementation of regulatory frameworks for effective Space Traffic Management (STM) and development of collaborative space traffic coordination systems;

7. Identification and minimization of the environmental impact of satellite launches and operations, addressing space debris through regulations, policies, and international cooperation, and recognizing the respective mandates of different United Nations entities, while exploring innovative approaches for environmental sustainability in space activities; and

8. Support for ongoing innovation and research in space connectivity technologies to ensure advancements benefit all sectors of society.

Considerations for Current and Future Approaches

BRICS countries have been major players in the space sustainability debate. Their collaboration and leadership are critical to the envisioned revision of the definition of space sustainability into an effective *ability*, within reach of all countries.

In this context, the following actions might help to accelerate BRICS advances and prominence on this agenda:

1. Support international regulatory efforts, **in a timely and coordinated manner**, in the ITU, **advocating for equal access to space connectivity resources**, including:

1.1. Active participation in the ongoing work of the ITU Council Expert Group on the World Telecommunication/Information and Communication Technology Policy Forum (WTPF), which presently considers an Opinion on Space Connectivity, and in the WTPF event, scheduled for 2026;

1.2. Efforts towards the implementation and the evaluation of the need to update ITU PP Resolution 219 (Bucharest, 2022), *Sustainability of the radio-frequency spectrum and associated satellite-orbit resources used by space services* in the next Plenipotentiary Conference, scheduled for 2026;

1.3. Efforts towards the implementation and the evaluation of the need to update the Resolution ITU-R 74 (Dubai, 2023) *Activities related to the sustainable use of radio-frequency spectrum and associated satellite-orbit resources used by space services* in the next ITU Radiocommunication Assembly, scheduled for 2027; and

1.4. Active participation in the relevant ITU Radiocommunication study groups to provide guidance on issues related to space sustainability.

2. Support other international regulatory efforts within other United Nations organizations and fora dealing with space activities, including the United Nations Office for Outer Space Affairs (UNOOSA) and COPUOS.

3. exchanges within BRICS countries regarding national regulations related to space sustainability, particularly in aspects pertinent to sovereignty, security, and alignment with efforts to achieve universal broadband connectivity.

4. Joint Development and contributions to tools and studies related to space sustainability as inputs to national, regional, and international policies and regulatory approaches, such as the ongoing Joint Space Sustainability Study promoted by the Communications, Space and Technology Commission (CST) – Saudi Arabia and the National Telecommunication Agency (Anatel) – Brazil, that aims to contribute with tangible deliverables, involving simulations and projections, using Artificial Intelligence (AI) to predict the future behavior of satellites and optimize the management of space connectivity resources.

5. Wide cooperation and experiences sharing related to space sustainability among enterprises and research institutions, such as in advanced technologies of frequency sharing, interference prevention, space situational awareness, collisions avoidance and application services, then to promote the development and utilization of space connectivity resources.

Conclusion

The burgeoning relevance of space sustainability demands concerted international efforts, and the BRICS nations are well-positioned to drive meaningful progress in international fora. By fostering deeper international cooperation, particularly within ITU processes, exploring regulatory harmonization, and supporting initiatives across other United Nations bodies, BRICS can help shape a fairer, secure, and sustainable future for outer space activities. Their active leadership in promoting fair access to radio-frequency spectrum and satellite orbits, encouraging innovation, and reinforcing environmental protections could be the key to ensuring that space remains a shared and enduring resource for present and future generations.

Looking ahead, it is crucial that BRICS continue to prioritize the integration of sovereignty, security, and universal connectivity goals into their space sustainability strategies. Through sustained collaboration and engagement with international fora, the bloc can not only safeguard its collective interests but also set a more balanced global regime for space stewardship.