Arab Group Submission on the work programme on Article 9.1

Introduction:

The work programme on Article 9.1 unfolds at a crucial and pivotal moment. International public finance is contracting, with a 6% observed decline in flows between 2023-2024.[1] Official Development Assistance (ODA) experienced an unprecedented 23.1% decline in in 2025.[2] The 9th Replenishment of the Global Environment Facility marks a 27% decline from the previous replenishment, with the climate change allocation dropping from 16% in GEF-8 to 9% in GEF-9,[3] and the Green Climate Fund also announced a total of USD 5.1 billion in cuts from two developed country Parties between 2025-2026.

Additionally, adaptation needs in developing countries are rising, estimated at USD 310 billion per year by 2035.[4] Climate impacts increasing in terms of frequency and severity developing countries, yet there remains to be a shortage of financing for adaptation. Global flows for adaptation plateaued at USD 64 billion in 2023 and 2024 – nearly USD 16 billion lower than tracked flows in 2022 – yet global flows towards mitigation continued to rise, reaching USD 1.9 trillion in 2024, a 7% increase from 2023.[5]

Against this backdrop comes the call for launching an ambitious and implementation-oriented work programme. Parties collectively agreed to establish a work programme, focusing on Article 9.1, in CMA7. Following the natural sequence of all work programmes under the UNFCCC, we are expected to launch the work programme at the subsequent meeting of the Parties, being at CMA8.

The work programme presents an opportunity to rebuild trust and course correct the trajectory of climate finance. The decline can no longer continue, and this work programme must act as the solution to address the growing delta between finance provided by developed countries and the growing needs of developing countries.

The Arab Group wishes to underscore the importance of ensuring that the work programme is ambitious and becomes an institutional part of the Paris Agreement beyond the two-year mandate. However, before doing so, we underline that the call for submissions was not mandated by the Parties and the views expressed do not in any way imply that the work programme has been initiated. Therefore, the launch of the work programme will only initiate upon a decision by

[1] CPI | Global Landscape of Climate Finance 2026
[2] OECD | Historic Decline in Foreign Aid
[3] ECO | GEF-9
[4] UNEP | Adaptation Gap Report 2025
[5] CPI | Global Landscape of Climate Finance 2026

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Parties in CMA.8 on its operationalization. The Arab Group presents the following views in relation to the work programme.

On Process:

The Arab Group wishes to start by expressing the importance of launching the work programme at COP31/CMA8. Paragraph 54 of decision 1/CMA.7 (the Global Mutirao) established a two-year work programme without defining the start or end dates, modalities, work plan or scope. Therefore, following the natural sequence of work programmes established in the past, Parties must come together and arrive at a decision with modalities, work plan and a clearly defined scope, to formally trigger the launch of the work programme. Establishing a work programme, as we did in CMA7, does not insinuate the start of the work programme, and the two-year mandate does not commence, nor is it triggered, until a formal decision on launching the work programme is taken. We express deep concern regarding attempts to frame the work programme as one that is not party-driven and outside of the remit of negotiations

Additionally, the Arab Group welcomes the decision to include a dedicated agenda item on the work programme in the provisional agenda for CMA8, as per the draft rules of procedures being applied. The agenda item should remain in the agenda until CMA10, with the view of reviewing and extending the work programme at COP33. We call upon other Parties to enable a smooth adoption of the agenda and avoid taking precious negotiations time away from delegates.

Furthermore, the Arab Group emphasizes the importance of ensuring transparency and respecting the Party-driven nature of the process. The Co-Chairs are instrumental in facilitating discussions and providing the space for Parties to negotiate; however, the scope, modalities, work plan, substance, and all arrangements relevant to the work programme must be arrived at and negotiated by the Parties in an inclusive, representative and participatory manner. While noting the efforts of the Co-Chairs for developing a work plan, the Arab Group is not in a position to consider it as a starting point for the work programme. The work programme should be developed by the Parties, for the Parties.

As it relates to the "informal summary" to be produced by the Co-Chairs, the Arab Group emphasizes that it should not hold any procedural or substantive bearing on the process. Multilateral consultations, calls for submissions and engagement workshops held in 2026 do not insinuate the commencement of the work programme and shall not prejudice the launch or operationalization of the work programme and its two-year mandate. Such engagements were initiated by the Co-Chairs and were not mandated by the Parties in any way.

On Scope:

The work programme should have a clear scope. The scope should lead discussions towards the overall objective of enhancing ambition and strengthening the implementation and delivery of

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Article 9.1. The implementation of Article 9.1 falls within the purview of the Convention and as such, the scope of the work programme be anchored in the Convention and its Paris Agreement; however, it must not, in any way, deviate from nor attempt to reinterpret the principles and provisions of the Convention and its Paris Agreement.

The work programme must be unique, and discussions should not resemble ongoing discussions under the Veredas Dialogue and the associated Xingu Finance Talks nor repeat discussions that took place under the Sharm el-Sheikh Dialogue on Article 2.1c and the NCQG. It must act a house for those provisions that require more detailed consideration, especially Articles 4.5, 7.13 and 9.1 of the Paris Agreement and 4.3 of the Convention.

It must fully respect the principles of common but differentiated responsibilities and respective capabilities and equity, taking into account the historical emissions of Annex II countries.

The scope of the work programme should therefore focus on how developed countries can enable the scaled-up provision of climate finance for both mitigation and adaptation in highly concessional and grant terms, without shifting the financial burden to developing countries.

On Work Plan and Modalities:

The work programme on Article 9.1 should be operationalized with an ambitious work plan, aligning with its ultimate objective of enhancing ambition and strengthening the implementation and delivery of Article 9.1. It should include key deliverables and milestones. A detailed action plan should supplement the work programme to ensure that negotiations are translated into implemental solutions by developed countries. All outputs, including progress on delivering on the activities under the action plan, deliverables and outcomes should feed into other processes under the UNFCCC, including the 2nd Global Stocktake and Review of Modalities, Procedures and Guidelines (MPGs) for the Enhanced Transparency Framework.

The work programme should be the space to explore the intersection between Article 9 and the implementation of other Articles in the Paris Agreement, particularly those referring to, and included in, Article 9. The work programme should therefore consider how (non-exhaustive):

- Article 9.1 can be enhanced to show progression beyond previous efforts, and at levels commensurate with the needs of developing countries for implementing the actions included in their NDCs under Article 3. Much like NDCs, delivery of Article 9.1 must demonstrate progression over time.
- Article 9.1 supports Article 4.5, particularly exploring how enhanced support for developing country Parties allows for higher ambition in their actions. Additionally, the role of Article 9.1 in achieving Article 7.13 should be central to the work programme.

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- Article 9.1 plays a role in implementing other articles included under Article 9, particularly Articles 9.4, 9.5 and 9.7.
- Article 9.1 will support other means of implementation, especially technology development, deployment and transfer, and capacity building.

Two annual technical dialogues should be held to discuss the thematic areas aforementioned and arrive at substantive conclusions and outcomes.

Additionally, the work programme should bring Parties together in at least one regional workshop per year, designed around the countries included under Annex II of the Convention. Parties would discuss and arrive at tailored solutions for the developed countries in that region, informed by developing country Parties' needs and priorities, to enable the scaled-up provision of financial support for developing countries. These regional workshops should include thorough assessments of the BTRs and Biennial Communications under Article 9.5 of developed countries, distinguishing pledged finance, approved and actual disbursements to help assess the quality and quantity of finance support flowing to developing countries.

Beyond technical dialogues, the work programme should establish high-level ministerial events to discuss options and solutions for strengthening the implementation of Article 9.1. These should take place during the COP and in the sidelines of regional workshops.

Additionally, the Standing Committee on Finance will play a large role in supporting the work programme and should prepare annual reports and recommendations to support the objective of the work programme.

As mentioned above, the Arab Group expects that the work programme launches with a clear and detailed action plan. This action plan should build on the objective of the work programme and act as a ratcheting mechanism for enhancing ambition and strengthening the implementation and delivery of Article 9.1. All deliverables under the work programme, including the summary reports from the dialogues and workshops, reports to be developed by the SCF, among others, should feed also into and inform the action plan, in addition to other existing processes. This action plan should act as the implementation arm of the work programme, setting clear milestones and timelines for financial delivery to support the implementation of Article 9.1.

Finally, the Arab Group proposes that negotiations take place in the SBs sessions and CMA.

On Expectations:

The Convention sets the expectation that fair burden-sharing arrangements amongst developed countries included in Annex II would be established. This falls within the purview of the work programme and engagement should support the development of such arrangements so that the full incurred costs incurred by developing countries are covered by those countries included

under Annex II. The work programme must not in any way result in the shifting of financial burdens to developing countries and should respect the principles and provision of the Convention and its Paris Agreement.

Finally, the Arab Group wishes to emphasize the importance of ensuring that this space is driven by the Parties, for the Parties. While appreciating the co-chairs support in facilitating the exchange of views between Parties, the Arab Group would not see it appropriate for them, at this stage, to produce documents, summaries, reports and draft work plans without a formal mandate from the CMA.