

April 2026

CLIMATE ACTION NETWORK INTERNATIONAL CONTRIBUTION TO THE WORK PROGRAMME ON CLIMATE FINANCE, INCLUDING ON ARTICLE 9, PARAGRAPH 1, OF THE PARIS AGREEMENT IN THE CONTEXT OF ARTICLE 9 OF THE PARIS AGREEMENT AS A WHOLE

(a) What are your **overall expectations** for the climate finance work programme? What **concrete outputs and outcomes** should the climate finance WP deliver?

- Expectations

The main goal of the work programme on climate finance should be to provide more **clarity on the NCQG decision** and **options for potential action to advance its implementation** in particular with regard to:

- **The public provision component of the US\$300 billion goal** and its relationship with Article 9 (and more specifically Article 9.1);
- **Achieving balance between mitigation and adaptation** (including regarding the agreed tripling of adaptation finance) while also responding to the recognition in the NCQG decision for the need for urgent and enhanced action and support for addressing **Loss and Damage**, and financing **Just Transition**.
- **Enhancing adequacy and ensuring better transparency, accountability, and predictability** of climate finance provided, including related to **qualitative** aspects
- **Centering financial needs of developing countries**, recognizing that, as the UNFCCC is setting new targets without yet resolving how to finance and support their delivery and therefore making the work program a useful interim step toward more structured financial planning.

Furthermore, the work programme should:

- be a **Party-driven process** with complimentary high-level support from the ministerial and presidency level, and **full meaningful engagement of Observer Organizations** in an inclusive and transparent manner
- guarantee **complementarity** with other tracks - The work programme shall draw upon and complement, as appropriate:
 - the work of the Standing Committee on Finance;
 - the Enhanced Transparency Framework;
 - the Financial Mechanism and its operating entities, as well as other Funds under the UNFCCC;
 - the relevant constituted bodies and thematic work programmes such as Global Goal on Adaptation and the Just Transition Work Program
- ensure a coherent and meaningful articulation of discussions addressed at the

technical level and discussions that should be brought to the **political** level (ie. in the context of the High level ministerial roundtable on climate finance¹).

- Outcomes and outputs
 - Outputs of the work programme shall include **synthesis of submissions** and **annual reports (including co-chair synthesis)** as well as **draft guidance** on how to carry forward the main recommendations from the Work Program **to inform next steps on climate finance**, including NCQG implementation (in particular related to the first collective NCQG progress report in 2028 and GST-2).
 - In addition, based on the different workstreams organized under the work programme, the following outputs should be prepared and included in the annual report:
 - A draft **delivery-oriented framework on public provision under Article 9.1** by COP32/CMA9 and a compendium of case studies presented
 - **Methodological reflections and synthesis on transparency and reporting for climate finance** to inform improvements in key reports (SCF 8th BA, NCQG progress report, ETF guidelines review, GST process) by COP32/CMA9
 - **Synthesis of options and considerations** with regard to pathways for scaling mobilization and delivery of quality climate finance and additional sources for provision of international climate finance (see below).
 - Outputs shall be used to:
 - **Inform implementation progress of the NCQG**, including midterm review in 2030;
 - Contextualize the findings of the SCF 8th Biennial Assessment;
 - Inform interpretation of the SCF NCQG progress report in 2028;
 - Support finance-related considerations under GST2;
 - Structure the high-level ministerial round table on NCQG implementation;
 - Support the implementation of Mutirão decision on tripling of adaptation finance flows
 - Inform relevant related finance discussions under other negotiations tracks including but not limited to the discussions held under the Veredas dialogue, the Global Goal on Adaptation and the Just Transition Work Program;
 - Inform the deliberations, resource mobilization and replenishment processes of the climate funds serving the UNFCCC, in line with paragraph 16 of the NCQG decision.

(b) What are the **thematic pillars** of the climate finance WP and the **related subtopics** that we

¹ Decision -/CMA.7 (2025), paragraph 52

should address within each pillar ?

Workstream A – Pathways for climate finance provision at the scale of the needs

This workstream shall focus on **pathways for the provision of public climate finance by developed country Parties to developing country Parties under Article 9.1, in the context of the NCQG.**

Discussions may include:

- **Scale, predictability and time horizons of public finance** - looking at the different channels and instruments available to reach the 300bn goal;
- The role of **grants and highly concessional finance** in practice for different areas of climate action (mitigation, adaptation, loss and damage and Just Transition);
- How to **implement Paragraph 16** of the NCQG decision (regarding the tripling of the outflows from the UNFCCC climate funds by 2030) **including predictable replenishment cycles and resource mobilization strategies.**
- Examining **barriers to access and establishing baselines and indicators of progress** to measure enhancements in scale and quality of **access** of climate finance provided (implementing paras 21-26 of Decision 1/CMA6).
- **Financial needs of developing countries associated with key ambitions** (e.g., tripling adaptation finance, tripling renewable energy, implementing NDC financing, including how to follow up on the NCQG decisions' on the tripling of outflows for UNFCCC funds and the recognition of the need for more action and support to address loss and damage).
- Examining how to address **conditionalities and contributors driven dynamics** in the provision of climate finance while guaranteeing that it should uphold international obligations and center the dignity and agency of the most affected communities.

Output: A draft delivery-oriented report on public provision by COP32/CMA9

Workstream B – Pathways for scaling mobilization and delivery of quality climate finance

This workstream shall examine practical pathways for **scaling mobilization of high quality climate finance** (in particular looking at affordability, accessibility, effectiveness as well as clear safeguards, such as gender-responsiveness and respect for and alignment with human rights), including through public interventions and sources from developed countries, in line with CBDRC and equity. Discussions may include:

- **Examining practical pathways to make mobilization of private finance more affordable, just and accessible for developing countries**, while being responsive to their needs and

priorities, complementary to and not substituting for the fulfillment of obligation established under Article 9.1.

- These pathways should recognise the different realities and circumstances of different developing countries, which influence their ability to attract high quality private finance.
- These pathways should also help to better frame and define how to ensure qualitative finance within the context of mobilization. This involves analyzing the necessary instruments and actors for respective climate action areas and adopting appropriate safeguards and principles for each.
- Examine in that context the particular question of the cost of capital and the role of key actors in the international financial architecture such as Multilateral Development Banks (MDBs).
- Examining how the focus on mobilisation of climate finance, particularly private finance, **establishes specific, donor driven dynamics**, and leads to loan conditionalities that can have negative impacts on developing countries' fiscal and policy space, development, and human rights;

Output: Synthesis of options and considerations and inclusion in final report

Workstream C – Transparency, Accountability, Predictability and Reporting

This workstream shall facilitate dialogue on **accountability, transparency and predictability** of climate finance, with focus on tracking public finance provided under Article 9.1 as well as increasing transparency in tracking mobilized finance.

Discussions may include:

- **Definitions, reporting and accounting approaches**, including grant-equivalent perspectives;
- **Quality of reporting**, including on how to avoid cases of over-reporting, double-counting report delays, inaccurate data, etc
- **Distinctions between provision and mobilization reporting;**
- **Consistency of reporting** - including of MDBs and private sector reporting - with ETF and SCF methodologies
- Embed human rights standards—participation, transparency, and accountability into public climate finance frameworks and decision-making processes.

Output: Methodological reflections and synthesis by end 2027 to inform improvements in SCF 8th BA and NCQG reporting, ETF guidelines review, GST process

Workstream D – Equitable and Additional Sources of International Climate Finance

This workstream shall explore and **progress on additional sources of international climate finance for developing countries**, in a manner consistent with CBDR-RC and agreed principles.

Discussions may include:

- Exchange of best practices and identifying pathways to progress, in line with CBDR-RC, the delivery of progressive environmental taxation at the national and regional level in developed countries, as well as at the global level under the UN Framework Convention for International Tax Cooperation, in line with obligations falling under Article 9.1 of the Paris Agreement.

Output: Synthesis of options and considerations and inclusion in final report

(c) How should the climate finance work programme **be organized** to ensure that the format is inclusive, balanced, and technically robust, while addressing climate finance comprehensively and delivering outcomes that are actionable and meaningful?

- **Inclusive participation modalities for civil society**
 - In-person and virtual participation on equal footing for CSOs and Parties, recognizing in particular the participation of indigenous peoples and traditional communities.
 - Facilitator roles should be formally granted to observers. They should support the Secretariat in preparing the final report by submitting session write-ups. This ensures their contributions are reflected in the written outcomes, thereby enhancing both transparency and inclusivity.
 - Opportunity for observers to contribute formally to the dialogues as speakers and to propose external/technical experts for the sessions
 - Continued opportunity for additional submissions in the lead up to dialogues based on guiding questions
- **Format:** Hybrid, enabling both in-person and virtual participation, with webcasts to ensure broad access. Sufficient time will be dedicated to report back on the outcomes of the discussions identified, and for open discussion among all participants to exchange views on the options.
- **Draft structure and timeline:** The Work Program would see at least three (technical expert) dialogues organized a year as well as one (high level) political event, reflecting on the content of the discussions organized earlier.

2026 – Framing Metrics, Expectations and Signals

Theme:

- **Dialogue 1:** Article 9.1 and public finance provision in practice : country experiences with public climate finance (assessing needs, gaps). Pathways for scaling up public finance including equitable and additional sources of international climate finance.
- **Dialogue 2:** Qualitative dimensions of the NCQG and predictability of public finance in that context
- **Dialogue 3:** Article 9.1 and its fulfillment in the broader context of mobilizing finance for developing countries
- (High level) political event at CMA8

Output: Interim co-chairs' synthesis

2027 – Systemic Coherence and Political Readiness

Theme:

- **Dialogue 4:** Structural barriers and the required IFA reforms to scale up and access climate finance
- **Dialogue 5:** Coherence across the climate finance architecture
- **Dialogue 6:** Preparing for the 2028 climate finance assessments and ministerial reflection
- High level political event at CMA9

Output: Final co-chairs' synthesis and draft guidance on future steps and action for climate finance