

Views on the Work Programme on Climate Finance, Including on Article 9, Paragraph 1, of the Paris Agreement

Introduction

Members of the Community of Practice on Environment, Climate, Conflict, and Peace (ECCP) welcome the establishment of the two-year work programme on climate finance and the co-chairs' commitment to inclusive, participatory, and transparent facilitation.

The ECCP is a network of more than 1,300 individuals across over 400 organisations worldwide, working at the intersection of environment, climate, conflict, and peace. While this submission does not represent the views of all members, many have come together to submit these views to ensure that the climate finance work programme addresses the reality that climate finance flows are weakest precisely where climate vulnerability, conflict, and fragility converge — and that this gap is not an accident of geography but a structural feature of the current climate finance architecture.

(a) Overall Expectations

The Climate Finance Work Programme should move beyond diagnosis toward enabling **transformative, accessible and implementation-oriented finance**, particularly for actors operating at the frontlines of climate impacts. It should recognize peacebuilding, conflict prevention, social trust, and conflict sensitivity not as peripheral concerns, but as enabling conditions for effective climate finance.

We expect the climate finance work programme to:

- **Address the climate-conflict finance gap:** Fragile and conflict-affected states receive a disproportionately small share of climate finance relative to their vulnerability. The work programme should systematically examine why this gap persists and develop concrete recommendations for closing it. This includes barriers related to fiduciary requirements, absorption capacity, risk appetite, and the absence of nationally designated entities in many fragile states.
- **Invest in adaptation:** Climate adaptation finance continues to significantly lag behind mitigation finance. In FCAS there is a particularly large disparity between the urgent and growing adaptation finance needs and the insufficient international funding they receive. The work programme should set a target to reduce this gap, based on the best available estimate of adaptation needs, topping up for countries where there is higher climate vulnerability and less government capacity for domestic financing.
- **Integrate conflict-sensitivity into climate finance delivery:** Climate finance delivered without conflict analysis can exacerbate tensions, reinforce exclusion, or be captured by elites. The work programme should promote conflict-sensitive approaches as a standard requirement of climate finance delivery, not an optional add-on.

- **Move from conflict sensitive to peace positive climate finance delivery:** Climate vulnerability is connected to drivers of fragility and conflict. Integrating climate action with approaches to foster (positive peace) social cohesion, equality and fair governance is contributing to durable change for resilience. Adaptation programmes that explicitly aim at mitigating conflict by integrating conflict resolution and mechanism for trust and cooperation, are more likely to break the conflict-climate-vulnerability cycle.
- **Promote non-debt-inducing finance:** Many conflict-affected countries face severe debt distress. Climate finance instruments that add to sovereign debt burdens are counterproductive in these settings. The work programme should explore grants, concessional mechanisms, and innovative instruments (debt-for-climate swaps, loss and damage funding) suitable for fragile contexts.
- **Deliver actionable outcomes:** The work programme should produce concrete guidance for climate finance institutions, operating entities of the Financial Mechanism, and bilateral providers on how to make climate finance accessible, effective, and conflict-sensitive in fragile and conflict-affected settings.
- **Support finance for locally led peace-and-climate solutions:** Create dedicated financing windows for community-led and municipal initiatives that combine adaptation, dialogue, mediation, and inclusive governance.
- **Recognize trust-building as climate finance infrastructure:** Support financing modalities that invest in participatory processes, collaborative governance, and relational capacities that sustain long-term action.

(b) Thematic Pillars and Subtopics

We recommend that the following themes be addressed within the work programme's thematic architecture:

Climate finance in fragile and conflict-affected states

- Analysis of current flows: quantifying the gap between climate vulnerability, climate adaptation needs and finance received in fragile states.
- Address barriers to access: fiduciary standards, accreditation requirements, and institutional capacity constraints that effectively exclude fragile states from major climate funds.
- Enable locally led solutions through modalities for delivery: direct access entities for NGOs, locally-led finance, humanitarian-development-peace nexus approaches, and simplified access modalities.
- Risk frameworks: moving from risk-averse to risk-informed climate finance, recognising that the highest-risk settings are often the highest-need settings.

Conflict-sensitivity as a quality standard

- Mitigate the risk of climate finance exacerbating grievances by conflict analyses and conflict risk assessments, particularly in contexts of resource competition, land tenure disputes, or exclusion of marginalised groups.
- Develop guidance for climate finance institutions on integrating conflict sensitivity approaches into project design, implementation, and monitoring.
- Integrate conflict-sensitive risk screening, peacebuilding safeguards, and social cohesion indicators into project design, financing criteria, and monitoring frameworks.
- Learn from existing practice in the humanitarian and peacebuilding sectors, where conflict-sensitivity is a well-established operational principle.

Climate finance for just transition in fragile contexts

- Ensure that climate finance for energy transition, adaptation, and loss and damage reaches the communities most affected by both climate change and conflict.
- Support economic diversification in fossil fuel-dependent fragile states, where transition threatens fiscal stability and political settlements.
- Integrate conflict sensitivity into investments related to critical minerals, advancing equitable benefit-sharing and local value addition.
- Link climate finance to the Belém Action Mechanism on Just Transition, ensuring that the mechanism's operationalisation is backed by adequate, accessible finance.
- Support cities as spaces where climate action can strengthen cooperation among diverse actors and reduce risks of social fragmentation.

Locally Led and Inclusive Climate Finance

- Recognize local actors not merely as beneficiaries, but as finance actors, implementation partners, and peacebuilders, while supporting municipal resource decisions that foster social cohesion, reduce conflict risks, and advance resilient and equitable climate planning in adaptation, mitigation and decarbonization.

(c) Organisation and Format

To be inclusive, balanced and technically robust, the work programme should be organized around **multi-level dialogue, practical learning, and co-production**.

We recommend that the work programme:

- Include a dedicated session or thematic stream on climate finance in fragile and conflict-affected states, drawing on expertise from the humanitarian, peacebuilding, and development sectors.
- **Ensure meaningful participation:** by civil society organisations, particularly those working in fragile and conflict-affected settings, who often face barriers

to engaging in UNFCCC processes (visa restrictions, accreditation constraints, language barriers, security risks).

- **Create dedicated dialogue spaces across climate, peace and finance communities:** Engage with climate finance institutions (GCF, GEF, Adaptation Fund) on their experience and challenges in delivering finance in fragile contexts, and with bilateral providers on conflict-sensitive and peace positive approaches to climate finance to bridge currently siloed agendas.
- **Combine technical rigor with practice-based learning:** Produce a synthesis report on climate finance in fragile and conflict-affected states as one of its concrete outputs, to inform the second Global Stocktake.
- **Adopt principles of transparency, collaboration and care in process design:** An inclusive work programme should also model the governance values it seeks to promote - openness, trust-building, and sustained participation.

Conclusion

Peace is not separate from climate finance, but fundamental to its effectiveness, enabling dialogue, inclusion, and implementation. Conflict-sensitive and locally grounded approaches can expand access to finance, strengthen legitimacy, and help translate global commitments into action, particularly through support for local initiatives in cities, fragile settings, and vulnerable contexts.

Climate finance that bypasses conflict-affected countries falls short of the promise of the Paris Agreement; the work programme should therefore treat fragility, conflict, and peace not as peripheral concerns but as central to designing finance that reaches the most vulnerable and moves from commitment to implementation reality.