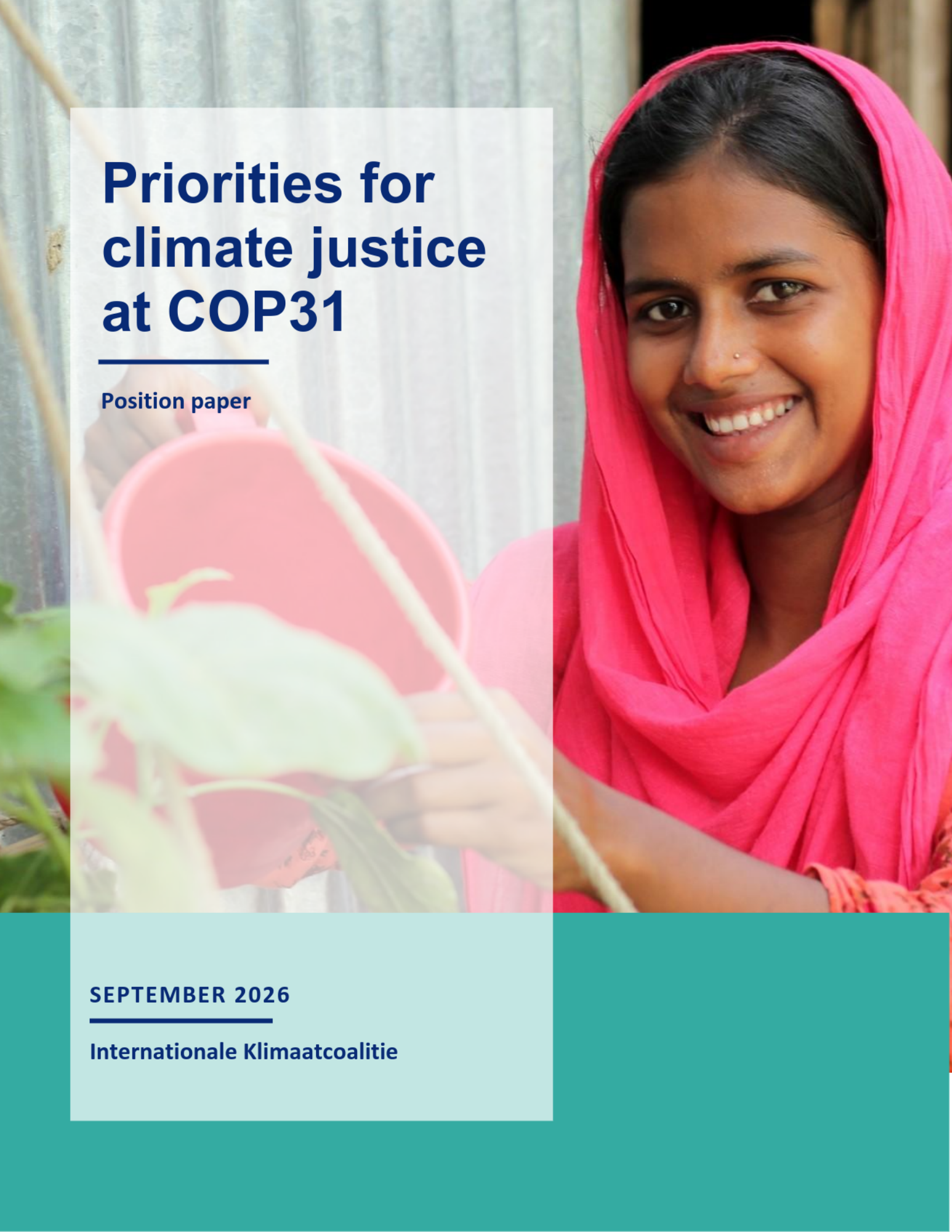




Priorities for climate justice at COP31

Position paper

SEPTEMBER 2026

Internationale Klimaatcoalitie

Priorities for climate justice at COP31

RECOMMENDATIONS TO THE DUTCH GOVERNMENT

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About the *Internationale Klimaatcoalitie*

The *Internationale Klimaatcoalitie* is an informal collaboration of civil society organizations in the Netherlands. Together, we strive for climate justice through fair and ambitious Dutch climate policy, as well as strong commitments by the Dutch government in international climate negotiations, such as in the context of the UN Framework Convention on Climate Change (UNFCCC) and the Paris Agreement.

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This position paper has been endorsed by: ActionAid, Advocates for the Future, CARE Nederland, Civil Society Platform for Peacebuilding and Statebuilding (CSPPS), Child Rights International Network (CRIN), Cordaid, Greenpeace Nederland, Jonge Klimaatbeweging, Milieudefensie, Mondiaal FNV, Oxfam Novib, Prosper Global, WaterAid, WO=MEN, and Women Engage for a Common Future (WECF)

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Introduction

COP31 in Antalya takes place at a moment of escalating climate impacts and growing geopolitical uncertainty. In August, catastrophic flooding in northern Nepal claimed more than 1,000 lives and left thousands of people missing, underscoring the devastating human consequences of the climate crisis. Europe has meanwhile experienced one of its worst wildfire seasons in years, with severe impacts on communities, ecosystems and livelihoods. Across eastern and southern Africa and the Americas, El Niño conditions are further intensifying drought, food insecurity and other climate-related impacts, disproportionately affecting those who have contributed least to climate change.

At the same time, the multilateral system needed to collectively tackle climate change is under pressure: geopolitical tensions, growing distrust between the Global South and Global North, and shrinking civic space are eroding trust in joint, consensus-based decision-making. The Santa Marta conference in April showed a different dynamic is possible, with over fifty countries - led by Colombia and the Netherlands - openly discussing a just phase-out of fossil fuels and generating political momentum beyond the UNFCCC space. Such initiatives are welcome and can help build ambition, but they should complement, not replace, the UNFCCC process, which remains the only forum where all countries have a seat at the table to negotiate binding multilateral agreements. New initiatives must be matched by continued investment in the multilateral system and its core principles, including common but differentiated responsibilities and respective capabilities.

Climate action must be grounded in both the best available science and international law. Yet some Parties are increasingly questioning the Paris Agreement's 1.5°C goal and seeking to weaken or delay the next major IPCC reports. In response, dozens of countries formed the *Friends of Science coalition* in Bonn to help keep UN climate decisions grounded in scientific evidence, an initiative we strongly support.

While science makes clear that the window for limiting warming to 1.5°C is rapidly closing, international law clarifies states' obligations to respond. The July 2025 Advisory Opinion of the International Court of Justice confirmed that states have a legal obligation to act effectively and ambitiously on climate change, and that expanding, producing, consuming and subsidising fossil fuels is incompatible with those obligations. The UN General Assembly reaffirmed these findings this year, with Dutch support, signalling growing recognition that climate action is not only a political choice, but also a legal responsibility.

This urgency provided by science, international law, and the devastating effects of climate change that we're already seeing across the world, now needs to translate into actual implementation and greater ambition. Progress on mitigation, adaptation and climate finance must reinforce one another rather than be traded off against each other. Countries need to accelerate a just transition away from fossil fuels in line with the 1.5°C goal, scale up predictable and accessible climate finance for developing countries, support locally led adaptation for communities already facing severe climate impacts, and increase support for addressing loss and damage to those at the frontlines of the climate crisis. By delivering across these areas, COP31 can help rebuild confidence and strengthen international cooperation at a critical moment.

For COP31 to succeed, the process itself must be inclusive, fair and accountable. In the first year of implementation of the Belém Gender Action Plan, COP31 should ensure the meaningful, safe and effective participation of women, as well as Indigenous Peoples, youth, LGBTIQ+ people and other marginalised groups, recognising their leadership and knowledge. As host, Türkiye has a responsibility to run an inclusive and accessible process so that civil society organisations, human rights defenders and frontline communities can participate meaningfully, both inside and outside the negotiations. The Netherlands should also strengthen civil society and youth participation in its climate diplomacy and ensure the Caribbean parts of the Kingdom are fully represented in multilateral climate discussions.

At the same time, the growing influence of fossil fuel interests within the UNFCCC raises serious concerns about the ability of the process to deliver ambitious and equitable climate action. At COP30, more than 1,600 fossil fuel lobbyists participated in the conference, representing one in every 25 participants in Belem, and significantly outnumbering all national delegations, except for the host country.¹ Strengthening transparency, accountability and disclosure mechanisms within the UNFCCC is therefore essential, alongside a stronger approach to addressing the role, responsibility and regulation of high-emitting non-state actors.

As the *Internationale Klimaatcoalitie*, an informal network of Dutch civil society organisations working towards climate justice, we present this position paper to inform and guide the Dutch government ahead of COP31 in Antalya, Türkiye, in November 2026. In the sections that follow, we set out our recommendations for the Netherlands and the European Union, aimed at securing an ambitious, just and inclusive COP outcome.

¹ Kick Big Polluters Out (2025) [Fossil fuel lobbyists flood COP30 climate talks in Brazil, with largest ever attendance share](#).

Advance gender equality and inclusion in climate action

A just and effective response to the climate crisis requires climate action that is gender transformative², inclusive and safe. COP31 should advance the implementation of the Belém Gender Action Plan, safeguard the meaningful participation of groups in marginalised positions, and embed gender equality and intergenerational equity throughout climate negotiations, finance, and implementation.

The climate crisis does not affect everyone equally. People in marginalised positions, including women and girls, LGBTIQ+ communities, young people, Indigenous Peoples and rural populations, are disproportionately affected by climate change, despite having contributed the least to its causes. Structural inequalities, including unequal access to resources, decision-making, land rights and finance, increase their vulnerability to climate impacts. Young people face long-term climate risks and have a legitimate stake in ensuring that decisions taken now do not foreclose future opportunities.

At the same time, people in marginalised groups are key agents of change. Women, particularly in the Global South, play a critical role in climate adaptation and resilience-building.³ Women Environmental Human Rights Defenders also play a vital role in protecting ecosystems and advancing climate justice, yet often face threats, intimidation and violence.

Ensuring ambitious implementation of the Belém Gender Action Plan

To bridge the gap between this reality and policy, the adoption of the Belém gender action plan (GAP) (2025-2034)⁴ at COP30 was an important milestone. The GAP establishes a nine-year framework for advancing gender-responsive climate action and includes 27 activities to strengthen gender equality across climate policy and implementation.

The GAP explicitly recognises historically overlooked groups, including Afro-descendant and rural women, acknowledges the multidimensional factors shaping vulnerability to climate impacts, and addresses issues such as care work, violence against women and girls, cooperation with Convention on Biological Diversity (CBD) and UN Convention to Combat Desertification (UNCCD), and the need for gender- and age-disaggregated data. For the first time, it also recognises Women Environmental Defenders and includes measures to support their safety and work. COP31 should focus on translating these commitments into implementation. Adequate political attention, resources, and accountability will be essential to ensure that the GAP becomes a driver of meaningful change.

² A [gender-transformative approach](#) challenges the root causes of gender inequality and addresses aspects such as gender roles, norms and behaviour.

A gender-transformative approach applies an intersectional framework and pays attention to intersectional identities.

³ See, for example, WO=MEN (2024) [Fair, Sustainable and Effective: gender equality as the basis for climate and biodiversity policies](#).

⁴ UNFCCC (2025) [Belém gender action plan \(GAP\)](#)

Mainstreaming gender and intergenerational equity across climate action

While implementation of the GAP is a priority, gender equality and intergenerational equity cannot be confined to a single workstream. They must be embedded as cross-cutting priorities across climate finance, adaptation, mitigation, and just transition policies. This includes ensuring that climate finance is gender-responsive, that adaptation planning reflects the needs and knowledge of structurally overlooked groups, and that monitoring frameworks capture inequalities through disaggregated data. Furthermore, meaningful participation and decision-making by women and marginalised groups also requires addressing systemic barriers, such as unequal access to information, finance and power dynamics.

Embedding these considerations across all areas of climate action is not only a matter of equity, but also of effectiveness. Climate policies are more durable and more effective when they reflect the knowledge, priorities, and lived experience of those most affected.

Defending hard-won progress on gender equality

Advancing gender-responsive climate action is particularly important in a context of growing global pushback in multilateral spaces, including UNFCCC.⁵ Existing commitments must be upheld and protected from backsliding, which requires active leadership. International frameworks, including the GAP, should be seen as a foundation for further progress, rather than an end goal. The Netherlands and other Member States should actively resist efforts to weaken agreed language, reopen settled commitments, or undermine established norms and standards on gender equality and women's rights.

Recommendations to the Dutch government:

- Commit to the ambitious implementation of the Belém Gender Action Plan. Implementation must be adequately resourced and centred on the communities most affected by the climate crisis to ensure that the GAP serves as a driver of real change.
 - Champion the integration of gender equality and intergenerational equity across all UNFCCC processes, including through stronger accountability and implementation mechanisms.
 - Work proactively and in coordination with like-minded countries to resist attempts to weaken agreed commitments on women's rights, gender equality and inclusion within UNFCCC negotiations.
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⁵ See for example, ODI (2026) [Gender equality and the climate crisis: champions and backsliders](#) [Reflections from UN climate change negotiations](#).

Accelerate the transition away from fossil fuels

The world is not on track to keep global warming below 1.5°C, making rapid emissions reductions this decade more urgent than ever. Recent energy price shocks and geopolitical instability have exposed the risks of continued dependence on fossil fuels, which not only drive climate change but also create economic and geopolitical vulnerabilities. A managed transition away from fossil fuels is therefore essential for a more resilient, secure and equitable future.

While countries agreed at COP28 to transition away from fossil fuels, progress has been slow, with negotiations under the Mitigation Work Programme struggling to deliver meaningful outcomes. At the same time, momentum continues to build outside the formal negotiations. The Brazilian Presidency is developing a roadmap for transitioning away from fossil fuels, while the Santa Marta Conference demonstrated growing support for a Transition Away from Fossil Fuels, and the Turkish COP31 Presidency has proposed a global electrification target to accelerate the transition and strengthen energy security. These initiatives can help build ambition, but they should complement, not replace, negotiated outcomes under the UNFCCC.

Building political support for a roadmap on the transition away from fossil fuels

Ahead of COP31, the Brazilian Presidency is expected to present a roadmap on the transition away from fossil fuels. The roadmap should provide practical guidance for implementing the COP28 commitment, including sectoral pathways and support for developing countries. The Netherlands should work with the incoming co-hosts and other Santa Marta participants to build support for the roadmap, align the two processes, and keep the transition away from fossil fuels on the UNFCCC agenda. While the Santa Marta process is expected to contribute to the second Global Stocktake in 2028, progress cannot wait. COP31 should maintain momentum, encourage more countries to develop national roadmaps, and strengthen support for financing and implementing the transition in developing countries.

Leading by example through a credible and ambitious Dutch transition plan

International credibility starts at home. As a country with significant historical emissions and an important role in fossil fuel production, trade and finance, the Netherlands should publish a credible and ambitious roadmap for transitioning away from fossil fuels before COP31. The roadmap should be aligned with the 1.5°C goal and grounded in just transition principles, and should at a minimum:

- **Set clear phase-out milestones**, including binding end dates for coal (2030), gas (2035), and oil (2040), and take extra measures to meet 90% emissions reduction, while working on new, more ambitious targets in line with Dutch legal obligations. In addition, we expect the government to end issuing new exploration and production licenses for gas fields.
- **Accelerate the domestic energy transition**, through expanded renewable energy deployment, energy efficiency measures, fossil fuel subsidy reform, restrictions on fossil fuel advertising, and requirements for major emitters to develop and implement 1.5°C-aligned climate plans.
- **Deliver a just transition for workers and communities**, including social protection measures and meaningful participation for those affected by the phase-out of fossil fuels.

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- **Address the systemic drivers of fossil fuel dependence**, through reforms to finance, trade and investment policies, increased climate finance and debt relief, polluter-pays tax measures, and the removal of investor-state dispute settlement (ISDS) provisions that hinder climate action.

Phasing out fossil fuel subsidies

Fossil fuel subsidies continue to encourage the production and consumption of coal, oil and gas while undermining climate action. As founder of COFFIS, the international coalition committed to phasing out fossil fuel subsidies, the Netherlands should build international support for subsidy reform while leading by example. Despite the fossil fuel subsidy phase-out plan published by the previous government, subsidies have increased. To maintain credibility, the Netherlands should strengthen its phase-out plan before COP31.

Ensuring electrification delivers real decarbonisation

The global electrification target proposed by the Turkish Presidency⁶ could reduce reliance on fossil fuels, lower exposure to energy price shocks and strengthen energy resilience, but only if it is accompanied by a rapid expansion of renewable energy. Electrification alone will not cut emissions if power generation remains dependent on coal and gas. That is why alongside the electrification target, countries should commit to achieving at least 75% renewable electricity. The target should be reflected in a formal COP decision, in addition to the Action Agenda, and accompanied by measures to ensure a just transition, including affordability, universal access, worker protection and meaningful public participation.

Protecting forests and ecosystems

Protecting forests and ecosystems is essential to achieving climate goals. The forest roadmap initiated under the Brazilian Presidency should help accelerate implementation of the global commitment to halt and reverse deforestation by 2030. COP31 should strengthen cooperation between climate, biodiversity and land-use processes, recognising that climate action and nature protection must go hand in hand.

Recommendations to the Dutch government:

- Build political support for Brazil's roadmap on the transition away from fossil fuels and encourage more countries to join the TAFF process.
 - Advocate for the transition away from fossil fuels to remain a central item on the UNFCCC agenda, while working towards its integration into the Second Global Stocktake.
 - Publish a credible, 1.5°C-aligned Dutch roadmap for transitioning away from fossil fuels before COP31 and support an ambitious EU roadmap.
 - Continue to build international support for fossil fuel subsidy reform while updating the existing Dutch fossil fuel subsidy phase-out plan before COP31.
 - Ensure that any global electrification target is linked to renewable energy expansion, with strong social safeguards, and that it is included in formal COP outcomes.
 - Support stronger links between climate, biodiversity and forest protection efforts to help achieve the goal of ending deforestation by 2030.
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⁶ UNFCCC (2025) [COP31 Presidency announces new targets on global electrification, cutting waste, resilient cities](#).

Deliver a just transition that protects people and communities

A just transition is central to climate action. At COP30, Parties agreed to establish a new Just Transition Mechanism (JTM). COP31 must now agree on its, mandate, operational design, and financing. To truly support just transitions worldwide, the mechanism should adopt a human rights-based approach that embeds the phase-out of fossil fuels, draws on the momentum from Santa Marta, and give workers and affected communities a meaningful role in shaping the transition.

A successful transition requires more than new jobs. Education and skills development are important, but they must be accompanied by labour rights, social protection and broader economic security measures. This includes addressing the needs of informal workers, care workers, unemployed people and future generations, not only those currently employed in fossil fuel industries. As industries and supply chains change, workers and communities must be supported through the transition rather than left to bear its costs. These issues can only be addressed with the meaningful involvement of workers and other rights holders.

The Just Transition Work Programme (JTWP) is one of the few UNFCCC spaces dedicated to the protection of people in the transition to net-zero economies. COP30 reaffirmed that a just transition must be grounded in human rights, intergenerational equity, and the meaningful participation of affected stakeholders, including children and young people, women and girls, Indigenous Peoples, workers, local communities, persons with disabilities, and others in vulnerable situations. COP31 will be a crucial moment, as Parties will need to agree on the continuation of the JTWP itself, as well as its implementation through the JTM.

Establishing a strong and inclusive Just Transition Mechanism

The new Just Transition Mechanism, also referred to in discussions as the Belém-Antalya Mechanism (BAM)⁷, should reflect the broad understanding of just transition agreed at COP30. This includes the need to tailor just transition to national circumstances and nationally-determined priorities, ensure an equitable and inclusive process, recognise its holistic nature – rather than focused only on workers – and establish its connection to poverty eradication and sustainable development. This broad scope is important, and the JTM should be tailored to address all these different aspects.

The COP30 text also acknowledges that developing countries may lack the institutional and financial capacity to undertake just transitions themselves and recognises international partnerships, capacity-building and technical and financial assistance as important enablers. Yet, COP30 did not establish any obligations for donor countries and international financial institutions to align their financing with just-transition needs. The JTM can play an important role in mobilising support for national and local Just Transition plans, including unlocking public finance, technical assistance, and capacity development.

⁷ Climate Action Network International (2025) [Discussion paper: The Belem Action Mechanism for a global just transition \(BAM\): Why and how.](#)

Meaningful participation should be at the heart of the mechanism. Governance structures should include formal roles for social partners and affected stakeholders, supported by a UNFCCC coordination function that facilitates the participation of constituency observers and rights holders. This should include tripartite dialogue between governments, employers and workers, alongside the meaningful participation of women, Indigenous Peoples, youth, informal workers, frontline communities and other groups in marginalised positions.

Linking the transition to the phase-out of fossil fuels

The transition away from fossil fuels should therefore be embedded within the work of the JTM. Countries should link fossil fuel phase-out plans to concrete measures that support affected workers and communities, building on the political momentum generated through the Santa Marta process. A successful JTM should help countries translate high-level commitments into practical, measurable and accountable transition plans that protect people while accelerating climate action.

Recommendations to the Dutch government

We call on the Netherlands to support a JTM that:

- Is aligned with the Paris Agreement and informed by relevant UNFCCC processes, particularly the Global Stocktake.
- Is established under the JTWP, to preserve the human rights language and social protections mechanism adopted at COP30.
- Mobilises practical support for national and local Just Transition plans, including unlocking public finance, technical assistance, and capacity strengthening.
- Provides meaningful governance roles for workers, social partners, Indigenous Peoples, women, and other groups in marginalised positions.
- Addresses the root cause of the climate crisis by integrating the transition away from fossil fuels, linking phase-out plans to social protection measures.

Scale up accessible and equitable climate finance

COP31 must mark a shift from commitments to implementation. For many developing countries, this will only be possible with predictable and adequate climate finance, particularly as development budgets decline while climate needs continue to grow. Yet credible plans for delivering on the New Collective Quantified Goal (NCQG) remain largely absent. COP31 should therefore deliver concrete plans to scale up high-quality public finance, advance reforms to the international financial system, improve access, and secure new contributions to multilateral climate funds, including the Adaptation Fund and the Fund for Responding to Loss and Damage (FRLD).

Moving climate finance discussions forward under the Article 9 Work Programme

The Article 9 Work Programme provides an important space for translating climate finance commitments into practice. Recognising the ICJ Advisory Opinion, climate finance should be understood as part of developed countries' obligations under the UNFCCC and Paris Agreement, reflecting their historical responsibility.

While the NCQG recognises a central role for public finance and includes a commitment to triple the outflows of multilateral climate funds, these funds continue to struggle to meet even modest mobilisation targets. This includes the FRLD, the Adaptation Fund, and the Least Developed Countries Fund, all of which remain significantly under-resourced despite the critical support they provide to communities on the frontlines of climate change.

Private finance has an important complementary role, provided it is rights-based, non-extractive and responds to the priorities of climate-vulnerable communities. However, it cannot replace public finance, particularly for adaptation, where only 15% of developing country needs are expected to be met through private investment.⁸ COP31 should advance work towards an NCQG delivery plan, clarifying how the goal will translate into high-quality, accessible, and locally led public finance, including through multilateral climate funds.

Advancing financial system reform through the Veredas Dialogue

The Veredas Dialogue, co-chaired by the Netherlands, provides an opportunity to address systemic barriers to aligning financial flows with the Paris Agreement under Article 2.1(c). These barriers include unsustainable debt burdens, high costs of capital, inequitable taxation and continued fossil fuel subsidies. The Dialogue should complement, rather than replace, discussions under Article 9. Its value lies in addressing the broader financial and economic conditions that shape countries' ability to respond to climate change, while recognising the continued responsibility of developed countries to provide climate finance.

Given its broad mandate, the Dialogue would benefit from a clearer vision and theory of change. We welcome the increased attention to adaptation during SB64 and encourage future discussions on how financial flows can better align with, and support, the Global Goal on Adaptation.

⁸ Zurich Climate Resilience Alliance (2025). [Adaptation finance and the private sector: opportunities and challenges for developing countries](#).

Strengthen and replenish the Adaptation Fund

The Adaptation Fund has a strong track record of delivering high-quality, gender-responsive and locally led adaptation finance, yet it continues to face resource constraints while negotiations on its transition to the Paris Agreement remain unresolved. These negotiations should be concluded before or at COP31 to provide certainty and help unlock additional contributions. Given its leadership on adaptation, including through the Adaptation Finance Champions Group, we encourage the Netherlands to announce a meaningful contribution to the Adaptation Fund alongside its support for the Least Developed Countries Fund.

Making climate finance accessible to those most in need

Improving access to climate finance is expected to be a central topic at COP31, both in negotiations and as a priority of the Australian Presidency. Access is about more than helping governments secure funding. Climate finance should reach local actors and the communities most affected by climate change through simpler procedures, direct access modalities, and locally led financing. It also means ensuring that women, Indigenous Peoples, youth, people with disabilities and other groups in marginalised positions can meaningfully access and shape climate finance. Access challenges are particularly acute in fragile and conflict-affected settings (FCAS). Despite facing some of the highest levels of climate vulnerability, FCAS receive less than 10% of international climate finance.⁹ Discussions on access should therefore explicitly address the barriers facing FCAS and ensure that climate finance reaches the communities and countries facing the greatest climate risks.

Arriving at COP31 with credible climate finance pledges

The Netherlands should arrive at COP31 with new climate finance commitments. Like other developed countries, it should communicate credible plans for scaling up climate finance in line with the NCQG, including its contribution to tripling the outflows of the Financial Mechanism and scaling up adaptation finance. The Netherlands should also make a meaningful contribution to the Fund for Responding to Loss and Damage. Recent disasters, including the catastrophic floods in Nepal, underline that many communities are already experiencing losses and damages beyond their capacity to adapt. Those who have contributed least to climate change should not continue to shoulder its human and financial costs alone.

Recommendations to the Dutch government:

- Promote meaningful progress on Article 9 negotiations to accelerate the implementation of the NCQG, including the provision of public finance.
 - As co-chair of the Veredas Dialogue, help drive reforms that address systemic barriers to aligning financial flows with the Paris Agreement.
 - Support the conclusion of the Adaptation Fund's transition to the Paris Agreement and announce a meaningful contribution to the Fund.
 - Take measures to make finance more accessible, including for local actors and communities in FCAS.
 - Develop a clear plan for scaling up Dutch climate finance in line with the NCQG and the tripling of adaptation finance, including contributions to the FRLD and other multilateral climate funds.
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⁹ ODI (2025) [Small change? Our projections for the conflict blind spot in climate finance by 2030.](#)

Urgently strengthen adaptation action

As climate impacts become more severe and widespread, adaptation action must move from planning to implementation. COP31 should help close this gap by reaffirming the commitment to triple adaptation finance, strengthening support for the implementation of National Adaptation Plans (NAPs), operationalising the Global Goal on Adaptation (GGA), and ensuring that the Baku Adaptation Roadmap (BAR) helps remove barriers to effective adaptation action.

Delivering on the commitment to scale up adaptation finance

COP31 should reaffirm the commitment to scale up adaptation finance, including by delivering on the commitment to triple adaptation finance to at least \$120 billion as part of the Global Goal on Adaptation (GGA). This is not only a question of quantity, but also of quality. Adaptation finance should be public, predictable, long-term and non-debt inducing, enabling countries and communities to plan and implement adaptation actions with confidence. Adaptation finance should support locally led action and reach those already responding to climate impacts, including women and girls, Indigenous Peoples, youth, people with disabilities and other marginalised groups.

To strengthen accountability, COP31 should invite the Standing Committee on Finance to assess progress towards the commitment to triple adaptation finance, including clarifying baselines and delivery pathways.

Supporting National Adaptation Plans to translate finance into implementation

National Adaptation Plans (NAPs) are a critical tool for translating adaptation goals into concrete action. Many countries have made significant progress in developing NAPs, helping to identify climate risks, set national priorities and strengthen coordination across sectors and levels of government. However, too many countries still face major barriers to implementing these plans, particularly due to limited financial and technical support.

COP31 should strengthen support for both the development and implementation of NAPs, recognising them as an important vehicle for achieving the Global Goal on Adaptation. Particular attention should be paid to Least Developed Countries (LDCs), which often face the greatest adaptation needs while having the least capacity to mobilise resources. Developed countries and climate funds should increase support for NAP implementation and ensure that adaptation finance is aligned with nationally identified priorities and reaches the communities most vulnerable to climate impacts.

Ensuring adaptation indicators support implementation

Effective implementation of the GGA requires credible and practical indicators. Discussions at SB64 demonstrated broad support for operationalising the GGA, but delays in establishing the Technical Task Force, mandated to support indicator development, risk slowing progress.

COP31 should focus on enabling the Task Force to begin its work without further delay, while ensuring that indicators remain a means to support implementation rather than an end in themselves. The Task Force should

build on existing frameworks, including the Sendai Framework and the Sustainable Development Goals, rather than creating entirely new reporting systems.

Cross-cutting priorities must be fully integrated into its work. This includes gender equality, human rights, intergenerational equity and the meaningful participation of Indigenous Peoples, local communities, children and youth, and people with disabilities. Indicators should reflect local realities and make use of disaggregated data where appropriate, helping ensure that progress is measured in ways that matter to those most affected by climate change.

Using the Baku Adaptation Roadmap to remove barriers to implementation

The BAR offers an important opportunity to bridge the gap between high-level policy and practical implementation. Its primary focus should be on identifying and addressing barriers to effective adaptation, including those related to finance and means of implementation and the lack of coherence across the adaptation architecture.

In this context, the BAR should prioritise operationalising provisions related to finance, including improving the provision, quality and accessibility of adaptation finance. This includes examining how existing funding mechanisms can be made more accessible and how processes can be simplified and better aligned with country needs. The BAR should not become a parallel knowledge-sharing platform, but rather a focused process that generates actionable guidance to support implementation of the GGA and informs the Second Global Stocktake.

Finally, water should be treated as a core pillar of adaptation. This requires scaling up gender-responsive, grant-based finance for climate-resilient WASH systems, aligned with national priorities and accessible to vulnerable communities, particularly in Least Developed Countries, while leveraging initiatives such as the Baku Dialogue on Water for Climate Action.

Recommendations to the Dutch government:

- Support a COP31 outcome that reaffirms the commitment to triple adaptation finance as part of the GGA.
 - Advocate for adaptation finance that is public, predictable, grant-based and accessible to locally led adaptation initiatives.
 - Support increased financial and technical assistance for the development and implementation of NAPs.
 - Support the rapid operationalisation of the Technical Task Force on Indicators, while ensuring its work accelerates implementation of the GGA.
 - Promote the integration of gender equality, human rights, intergenerational equity and inclusive participation across adaptation frameworks and indicators.
 - Ensure the Baku Adaptation Roadmap focuses on removing barriers to adaptation finance and implementation, particularly for local actors and marginalised groups.
 - Support increased investment in water security as a core adaptation priority.
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