



Insight Brief

Trends in NDC Partnership Support for Countries in Fragile and Conflict- Affected Situations

MARCH 2026

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About Insight Briefs

Insight briefs are analyses developed by the NDC Partnership's Support Unit, members, or partners to share insights into thematic issues based on requests received by countries and the support provided by the NDC Partnership. This insight brief analyzes requests for support that the NDC Partnership has received from developing country members in fragile and conflict-affected situations (FCAS). It identifies trends related to country requests and partner support offerings to inform how the NDC Partnership can refine and scale up assistance.

Introduction

Conflict and climate change are inextricably linked. Climate change increases security threats to countries, communities, and individuals—for instance, due to more frequent and severe natural disasters, forced migration, and rights conflicts. Conflict also makes sustained and transformational climate action more challenging.

Demand for support and knowledge exchange on the interlinkages between conflict and climate change is increasing across the NDC Partnership, particularly among countries in fragile and conflict-affected situations (FCAS).



BOX 1**Classification of FCAS**

This insight brief focuses on countries in fragile and conflict-affected situations as [defined and classified by the World Bank](#). As of October 2025, 21 countries have been classified as affected by violent conflict and 17 as having high levels of institutional and social fragility. Twenty-four of countries across both categories have requested support through the NDC Partnership. The table below provides the full list of FCAS countries classified by the World Bank. Countries requesting support through the NDC Partnership are in bold.

Countries Affected by Conflict	Countries Facing Institutional and Social Fragility
Afghanistan	Burundi
Burkina Faso	Chad
Cameroon	Comoros
Central African Republic	Congo, Republic of
Congo, Democratic Republic of	Eritrea
Ethiopia	Guinea-Bissau
Haiti	Kiribati
Iraq	Libya
Lebanon	Marshall Islands
Mali	Micronesia, Federated States of
Mozambique	Papua New Guinea
Myanmar	São Tomé and Príncipe
Niger	Solomon Islands
Nigeria	Timor-Leste
Somalia	Tuvalu
South Sudan	Venezuela, RB
Sudan	Zimbabwe
Syrian Arab Republic	
Ukraine	
West Bank and Gaza [Palestine]	
Yemen, Republic of	



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SECTION 1

Trends in Requests and Support

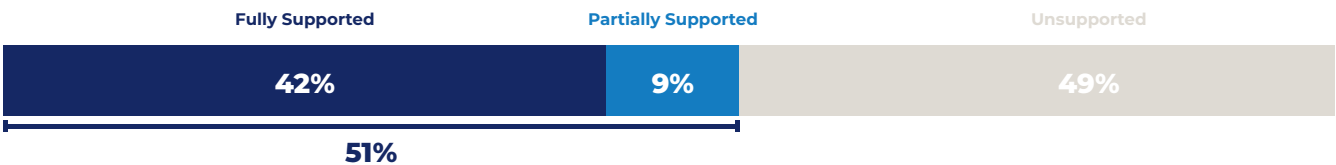
Overall Support Rate

A total of 24 countries classified by the World Bank as affected by conflict or as facing high levels of institutional or social fragility have submitted 2,047 requests for support through the NDC Partnership. This reflects 23% of all countries (103) and 29% of all requests (6,991) submitted through the NDC Partnership.

The support rate for requests from countries in FCAS is slightly lower than the overall support rate across all countries: 51% of requests from countries in FCAS are either partially or fully supported, compared to 55% of all requests for support received through the NDC Partnership. The 51% support rate for requests from countries in FCAS encompasses a 49% support rate for countries affected by conflict and a 56% support rate for countries facing institutional and social fragility (Figure 1).

FIGURE 1

Overall Support Rate for Countries in FCAS



Trends in Requests by Country and Region

Most countries in FCAS requesting support through the NDC Partnership are in Sub-Saharan Africa, with additional countries in the Middle East and North Africa and East Asia and the Pacific. Significant gaps in support exist across all regions. Figures 2–4 show the number of supported and unsupported requests for individual countries across regions.

FIGURE 2

Number of Supported and Unsupported Requests in East Asia and the Pacific

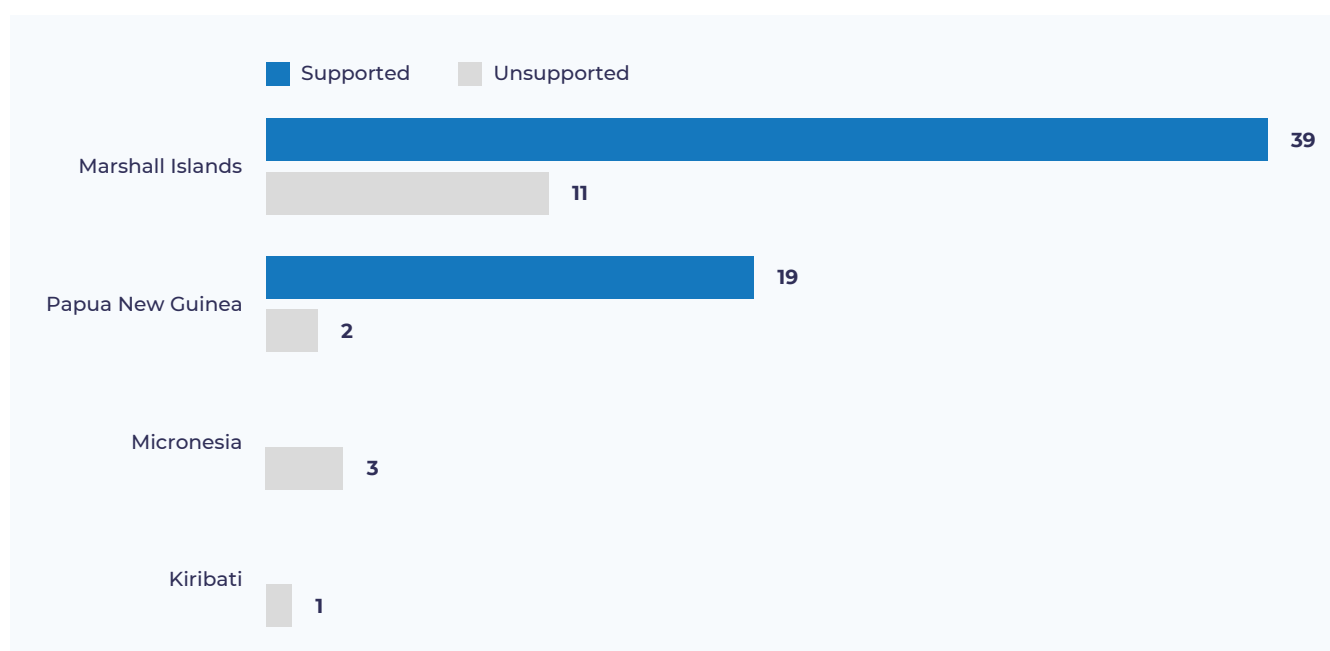


FIGURE 3

Number of Supported and Unsupported Requests in the Middle East and North Africa

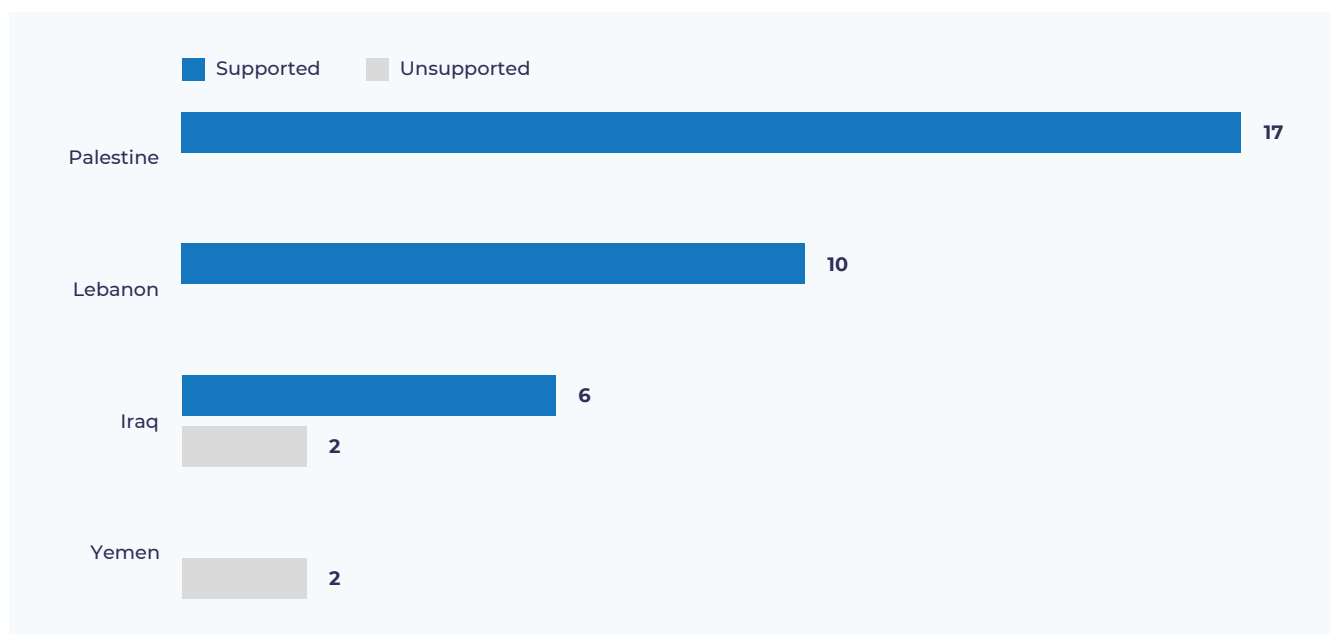
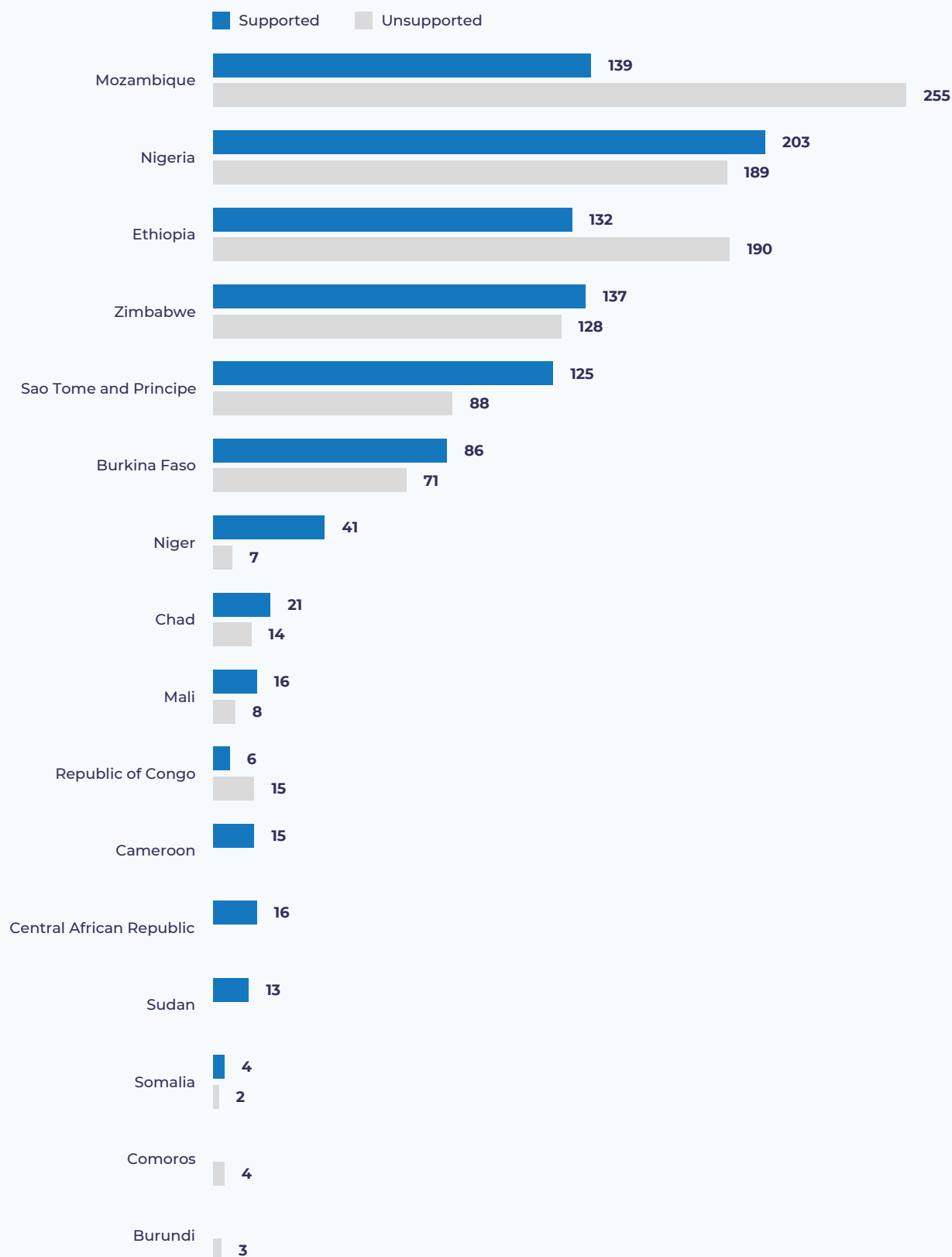


FIGURE 4

Number of Supported and Unsupported Requests in Sub-Saharan Africa



Trends by Focus Area

Most countries in FCAS are requesting crosscutting support that reflects aspects of both mitigation and adaptation (Figure 5). This includes, for instance, requests for support related to whole-of-government approaches. Countries in FCAS, compared to all countries, more frequently request support related to developing capacity across all of government—including requests related to subnational governments and multi-sectoral approaches. This may be because a defining feature of countries in FCAS categorized as facing [fragility](#) is a lack of institutional and governance capacity.

FIGURE 5

Number Countries in FCAS Requesting Support by Focus Area

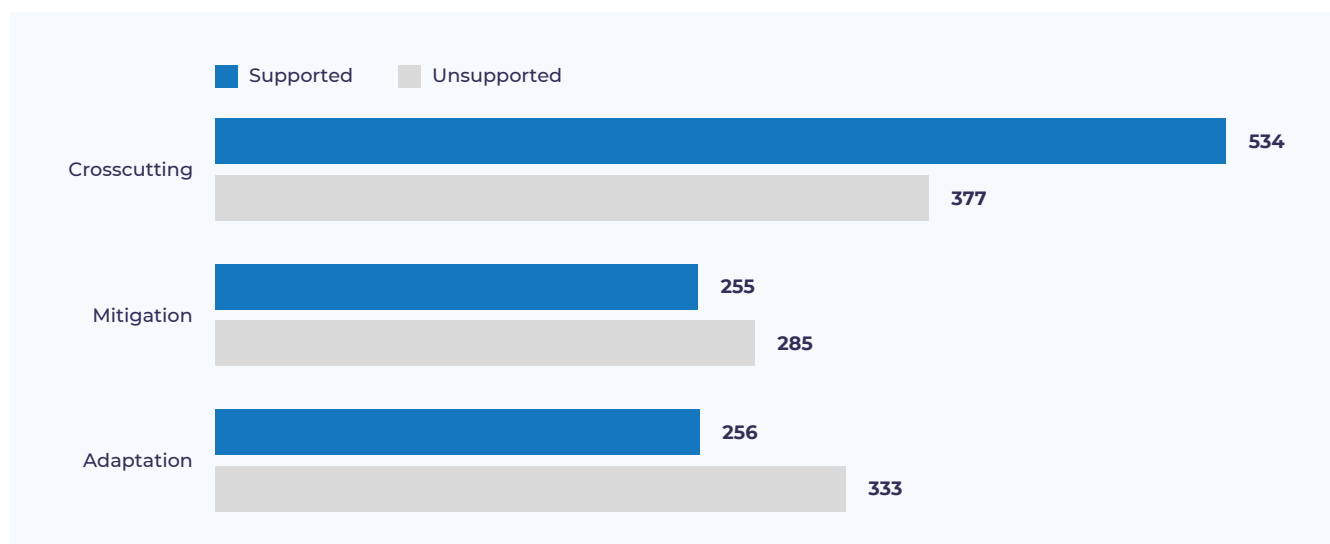


Note. The percentage represents the share of countries in FCAS requesting the specified type of support.

Figure 6 shows the number of supported and unsupported requests that are crosscutting or focused on mitigation or adaptation. The greatest support gap lies within adaptation-related requests (57% unsupported).

FIGURE 6

Number of Requests from Countries in FCAS by Focus Area



Trends by Sector

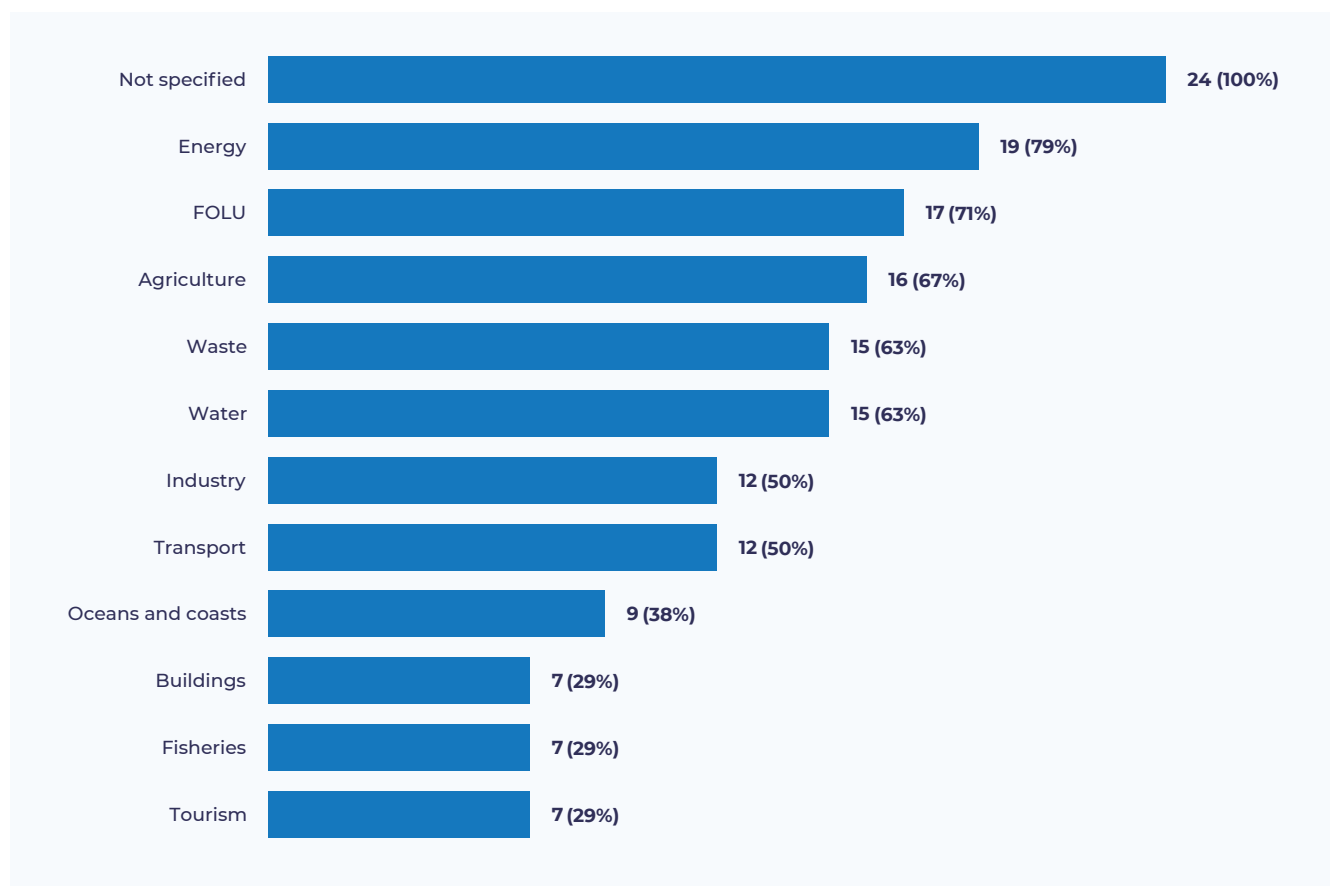
As depicted in Figure 7, most requests for support are not sector specific. For example, in 2023, Niger submitted several requests for support, through the Global Call for NDCs 3.0 & LT-LEDs, to create and implement a cross-sectoral and multistakeholder national low carbon strategy.

Energy, forestry and other land use (FOLU), and agriculture are the most frequently prioritized sectors among countries in FCAS requesting sector-specific support. The waste and industry sectors are more prevalent among requests from countries in FCAS compared to requests from all countries.

While partner support for these countries is concentrated within non-sectoral requests (59% supported), requests with an agriculture sector focus (58% supported), and requests with a FOLU sector focus (52% supported), the greatest support gaps exist within transport (35% supported), waste (38% supported), and water (46% supported). For example, Ethiopia launched its NDC Implementation Plan in 2024, which included a priority for community-level water safety and security planning. Figure 8 shows supported and unsupported requests by sector.

FIGURE 7

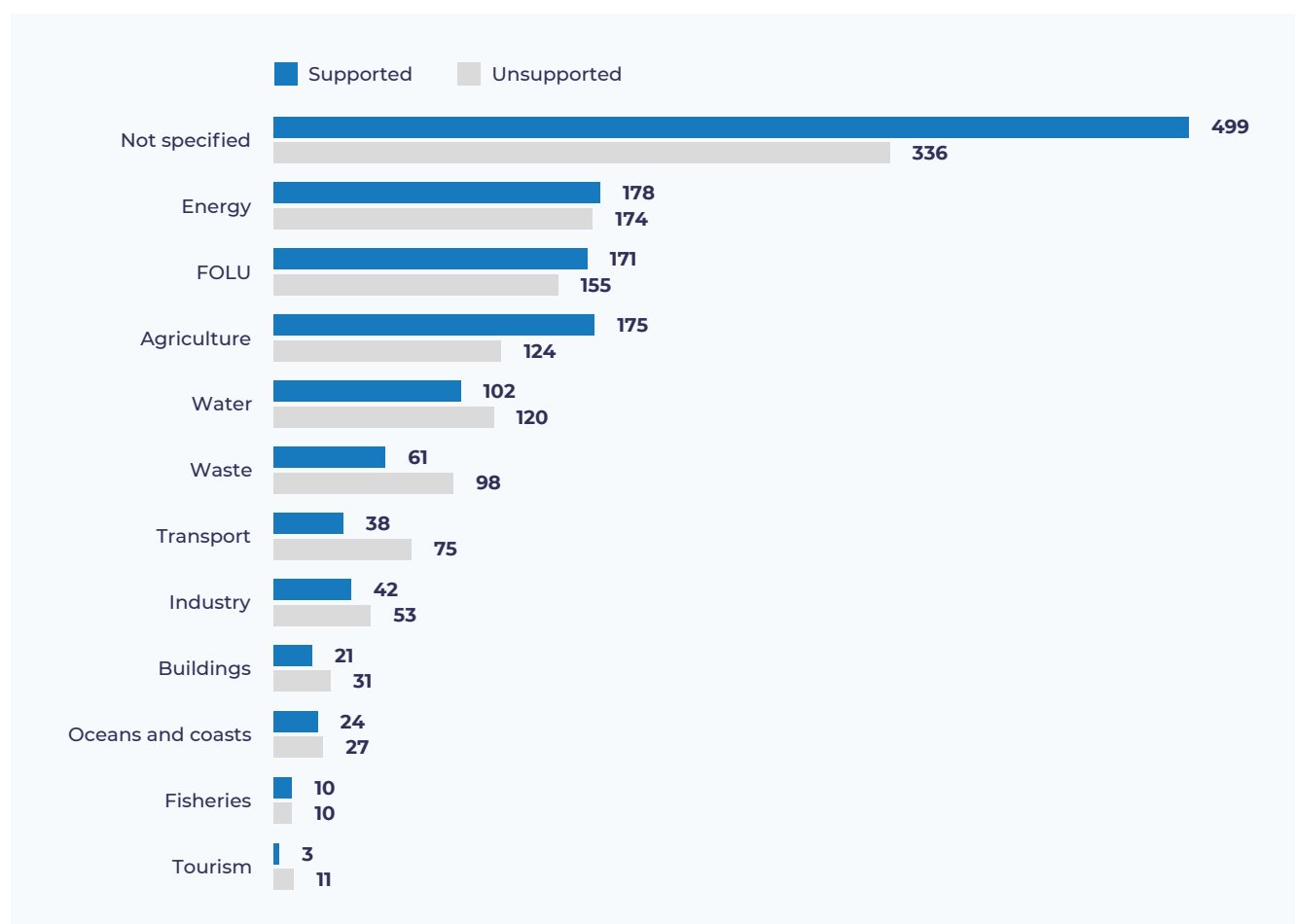
Number of Requests from Countries in FCAS by Sector



Note. The percentage represents the share of countries in FCAS requesting the specified type of support.

FIGURE 8

Number of Supported and Unsupported Requests from Countries in FCAS by Sector



Trends by the Top 15 Topics

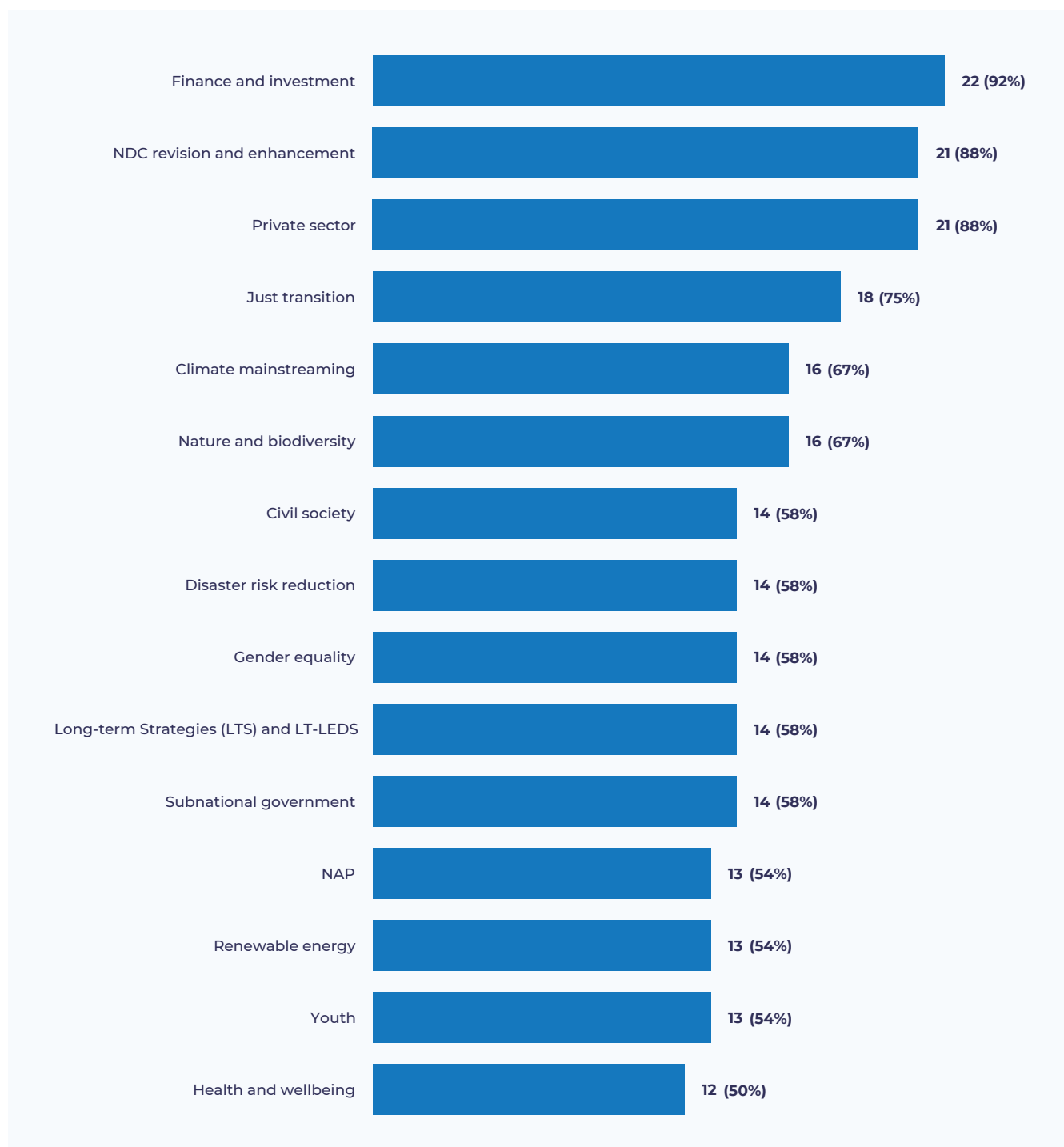
Nearly all countries in FCAS have requested support specific to finance and investment, NDC revision and enhancement, and private sector engagement (Figure 9).

When comparing requests from countries in FCAS to requests from all countries, requests related to climate mainstreaming, disaster risk reduction, and subnational government are more prevalent among requests from countries in FCAS compared to all countries, while requests related to gender equality are less prevalent. Gender equality is a particularly sensitive topic in FCAS as women are disproportionately affected by conflict. For example, in its 2018 Partnership Plan, the Marshall Islands prioritized integrating gender and human rights considerations and measures throughout climate change responses. This included targeted outreach to the most vulnerable communities and the development of standards for delivering multi-sectoral responses in line with the [Essential Services Package for Women and Girls Subject to Violence](#).¹

1. The United Nations Joint Global Programme on Essential Services for Women and Girls Subject to Violence—a partnership of UN Women, the United Nations Population Fund (UNFPA), the World Health Organization (WHO), the United Nations Development Programme (UNDP), and the United Nations Office on Drugs and Crime (UNODC)—aims to provide greater access to a coordinated set of essential, high-quality, multi-sectoral services for all women and girls who have experienced gender-based violence.

FIGURE 9

Number of Countries in FCAS Requesting Support for the Top 15 Topics

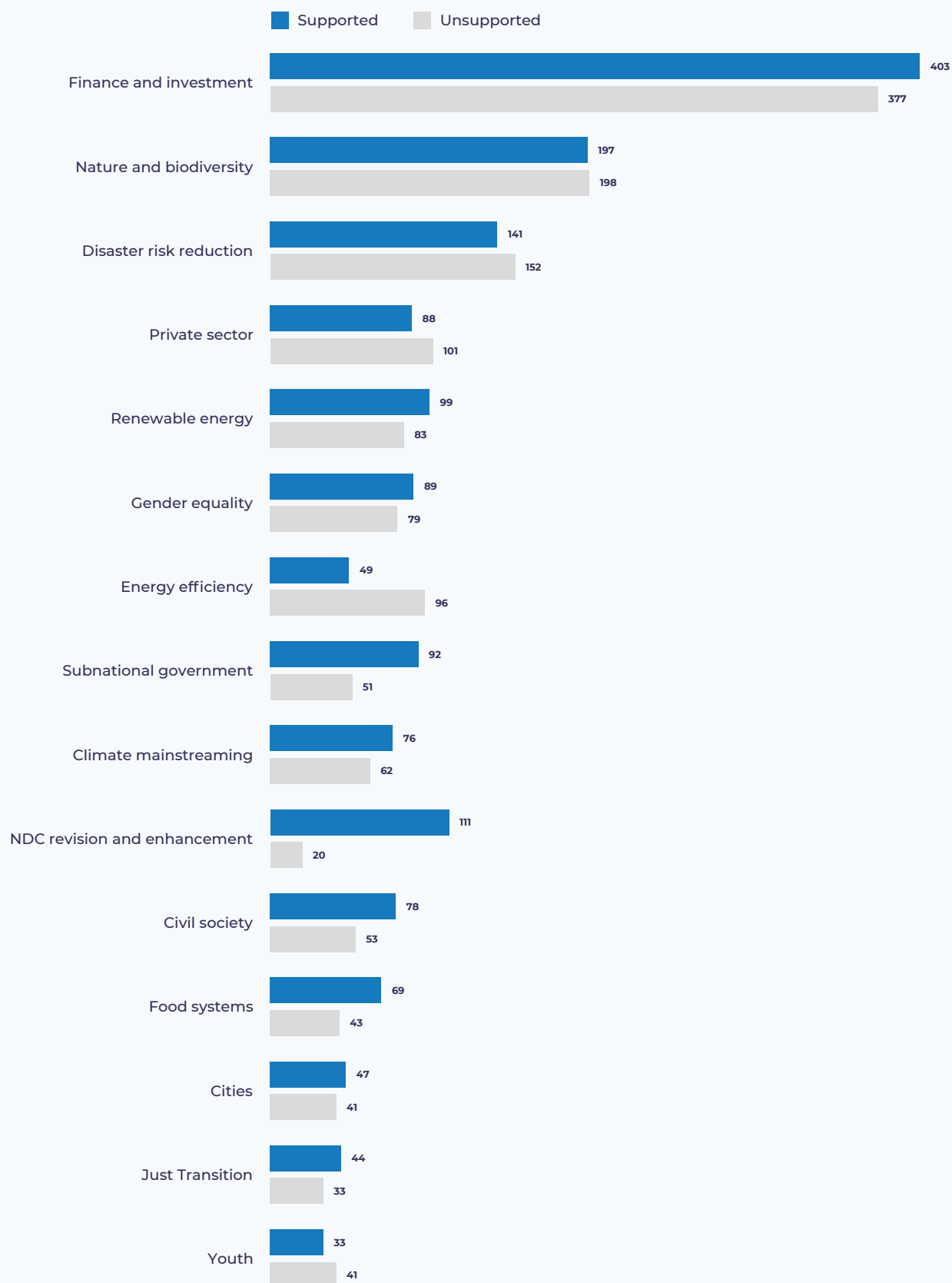


Note. The percentage represents the share of countries in FCAS requesting the specified type of support.

While partner support for countries in FCAS is concentrated in requests related to NDC revision and enhancement (83% supported), subnational government (64% supported), and food systems (64% supported), the greatest support gaps relate to energy efficiency (33% supported), private sector engagement (47% supported), and disaster risk reduction (52% unsupported). Figure 10 depicts supported and unsupported requests for the top 15 topics.

FIGURE 10

Number of Supported and Unsupported Requests from Countries for the Top 15 Topics



Trends by Activity Type

Figures 11 and 12 show that all conflict-affected countries and countries facing institutional and social fragility have requested support to engage stakeholders. However, other common activities differ across the two country classifications. Requests to enact and revise national strategies and plans and develop studies and analyses are more common across conflict-affected countries, while requests to develop or update monitoring, reporting, and verification (MRV) or M&E systems and collect data are more common across countries facing institutional and social fragility.

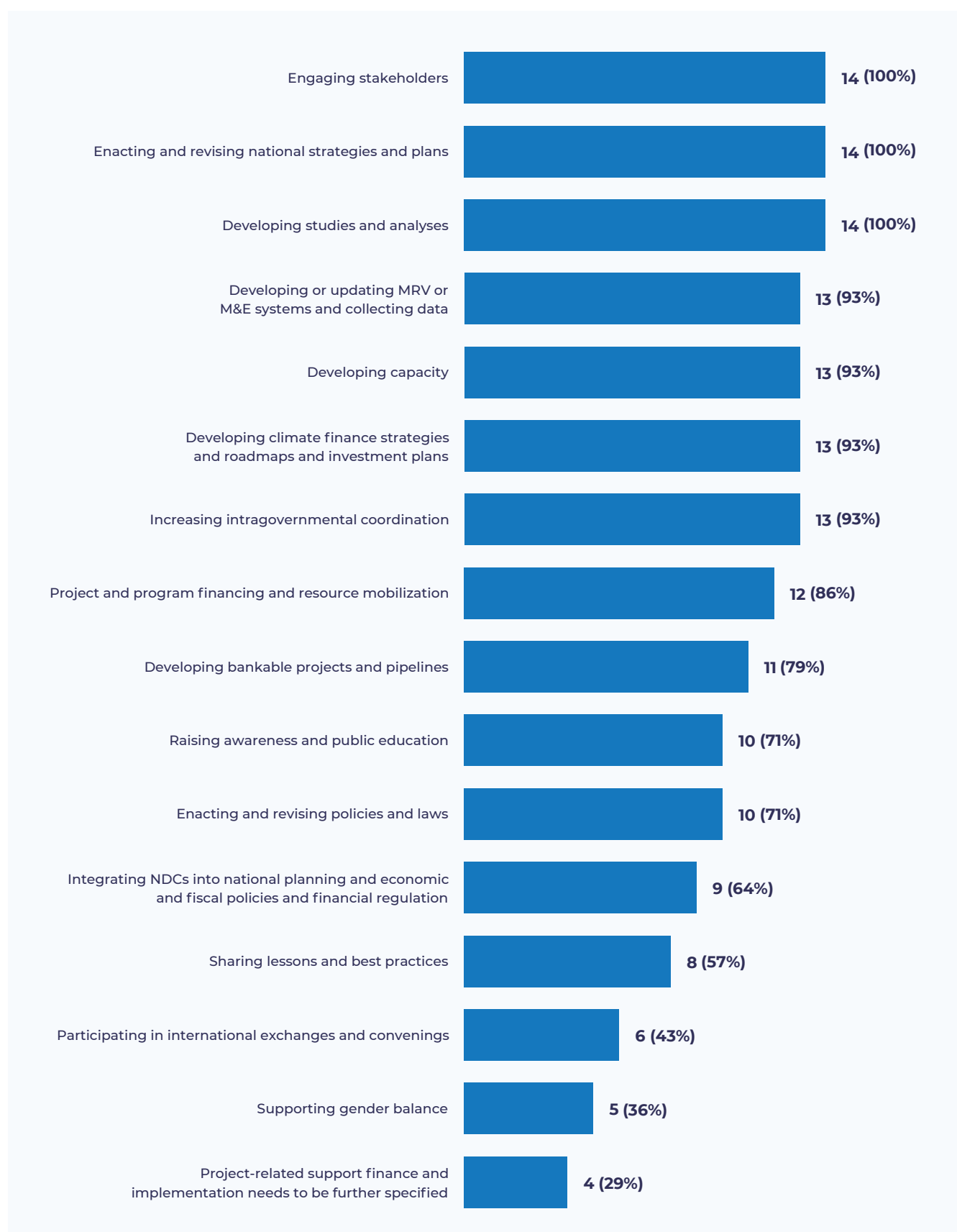
Conflict-affected countries more commonly request support to develop climate finance strategies and roadmaps and investment plans, with 93% of conflict-affected countries requesting this support compared to 70% of countries facing institutional and social fragility. Conflict-affected countries also more commonly request support related to project and program financing and resource mobilization, with 86% of conflict-affected countries requesting support versus 70% of countries facing institutional and social fragility.

When comparing requests from countries in FCAS with those from all countries, requests to develop or update MRV or M&E systems, collect data, and create climate finance strategies, roadmaps, and investment plans are more common among countries in FCAS. Developing or updating MRV or M&E systems and collecting data is particularly important in conflict settings, as it allows for evidence-based decision making that can have direct implications for human health and safety. For example, Nigeria launched its NDC Implementation Plan in 2024, which prioritized tracking the reduction in conflicts related to water access, distribution, or disputes among users as a result of improved resilience of the water supply and sanitation infrastructure.



FIGURE 11

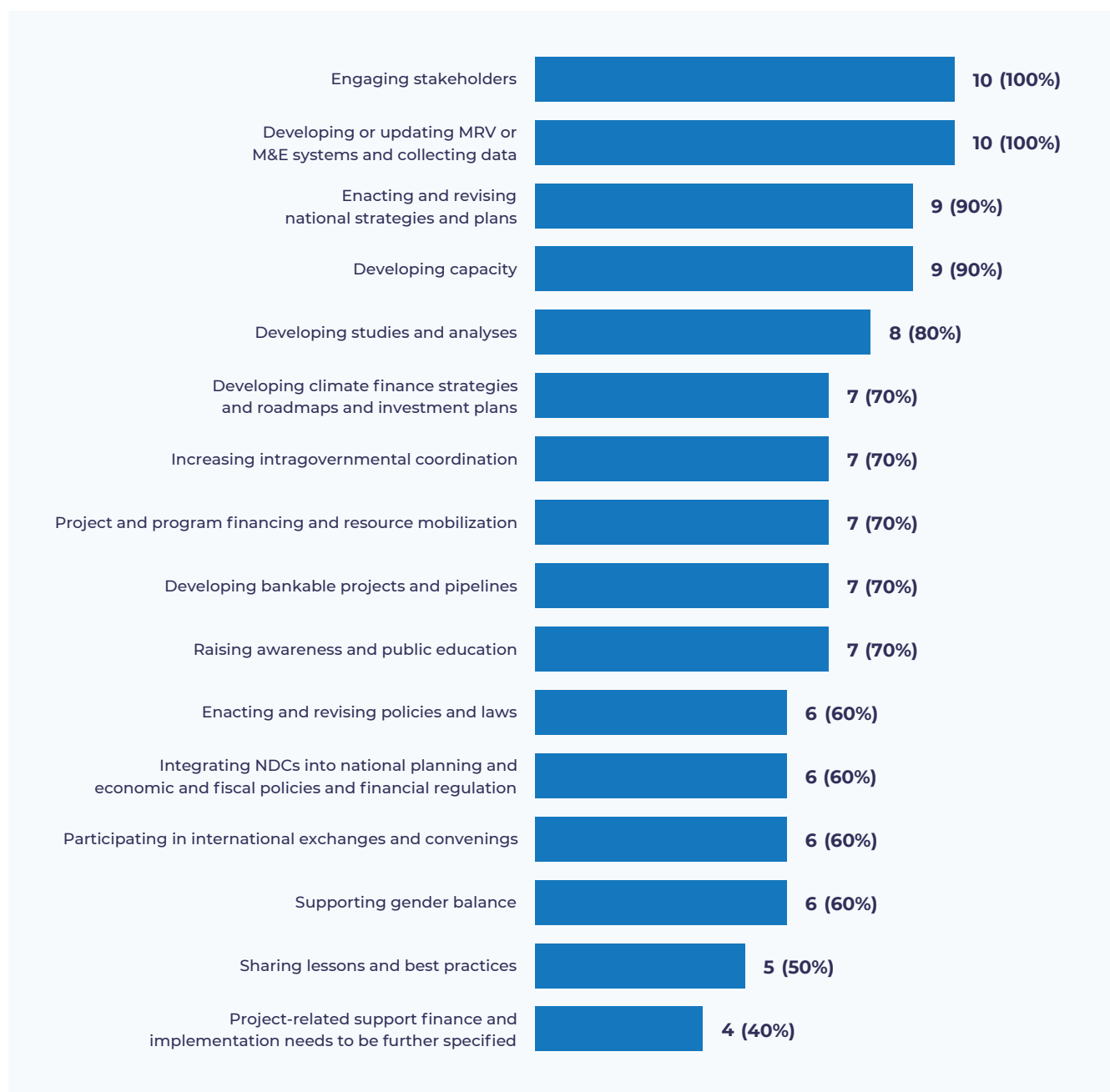
Number of Countries Affected by Conflict Requesting Support by Activity Type



Note. The percentage represents the share of countries in FCAS requesting the specified type of support.

FIGURE 12

Number of Countries Facing Institutional and Social Fragility Requesting Support by Activity Type



Note. The percentage represents the share of countries in FCAS requesting the specified type of support.

Countries in FCAS often lack financial, technical, and institutional capacity to address climate change. This is reflected in the prevalence of requests from these countries to develop capacity (Figure 13). To address these challenges, as part of the NDC Implementation Plan, launched in 2022, Lebanon established the Lebanon Green Investment Facility (LGIF). The design process involved benchmarking against international models—such as the UK Green Investment Bank and GreenTech Malaysia—to establish administrative and leadership structures tailored to Lebanon's status as a country affected by fragility and economic crisis. It also involved conducting targeted surveys to assess market demand for carbon finance in an effort to ensure LGIF's long-term sustainability.

The greatest support gaps in requests from countries in FCAS are related to project and program financing and resource mobilization (42% supported), raising awareness and public education (41% supported), and developing bankable projects and pipelines (47% supported).

FIGURE 13

Number of Supported and Unsupported Requests from Countries in FCAS by Activity Type

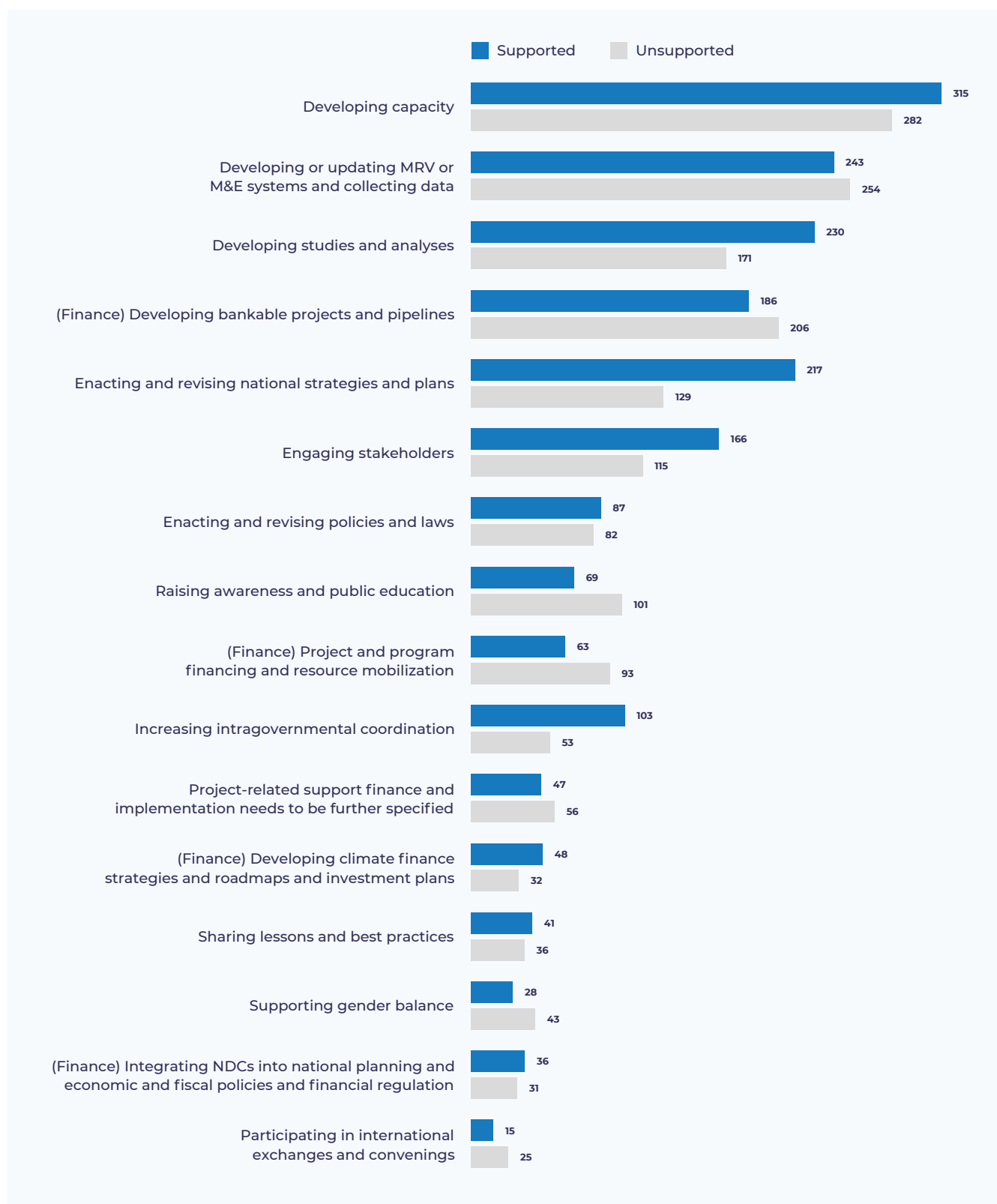




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SECTION 2

Challenges and Solutions for Supporting Countries in FCAS

A summary of key challenges in developing and implementing Nationally Determined Contributions (NDCs) in countries in FCAS, along with solutions to address them, is presented below. These insights were identified through consultations with FCAS experts during the NDC Partnership's Thematic Partner Discussion in October 2025.

Capacity Building to Address Rapid Turnover and Lack of Coordination

Challenges: Due to the instability of countries in FCAS—more so than in other countries—ministry and civil servant staff turnovers are unpredictable. This leads to knowledge gaps, changes in priorities and policies, and difficulty maintaining partnerships. Work is also siloed between different line ministries. Outside of government, it can be difficult to create and maintain partnerships between nongovernment agencies operating in communities. Coupled with a lack of stable counterparts in government, limited coordination and continuity create difficulties for long-term climate action.

Solutions: Because of its large network of members that bring commitments to long-term engagement, the NDC Partnership is well placed to increase support for countries in FCAS. The NDC Partnership can play a role in supporting sustained and inclusive stakeholder engagement, including engagement with partners and projects with specialized expertise and focus on fragile and conflict-affected situations, for example, the United Nations Framework Convention on Climate Change (UNFCCC) Needs Based Finance Project for FCAS, the UN Climate Security Mechanism, the Red Cross, and the Task Force on Linking Adaptive Social Protection and Climate Financing. Through the NDC Partnership, countries can build their capacity to strengthen coordination across agencies and ministries, including through the placement of embedded advisors to build lasting capacity, buy-in, and NDC ownership across government. Additionally, partners can strengthen coordination and complementarity through the NDC Partnership to reduce duplication of efforts to make climate action in countries in FCAS more efficient and effective.

Focusing Efforts on the Most Vulnerable

Challenges: Climate action and climate finance in FCAS often do not target hard-to-reach communities most vulnerable to climate change and that need climate investments the most. The most vulnerable populations often remain unseen and underserved.

Solutions: When operating in countries in FCAS, implementing and development partners must make an effort to consider the needs of communities most affected by conflict or fragility, forming relationships with them as key stakeholders. A successful intervention begins by identifying the sectors most vulnerable to climate- and conflict-related instability, along with the populations within them who are most at risk. This supports the development or strengthening of institutions to protect and support them. NDCs can also be better designed to reach the most vulnerable, for example, by including social protection measures. Creating policies with and for the most vulnerable populations increases the likelihood of successful interventions. Through the NDC Partnership, members can position climate action and climate finance to respond to the needs of vulnerable communities, women, and youth, while also mobilizing private capital and strengthening institutional capacity. This is key to attracting support while achieving equitable and sustainable outcomes.

Ensuring Climate Action Aligns with Urgent Humanitarian Priorities

Challenges: Countries in FCAS are different from other countries in that, in many instances, short-term, urgent needs take priority over long-term climate action as a result of conflict, displacement, shifting priorities, instability, crises, and government turnover.

Solutions: For countries in FCAS, NDC design and implementation must consider urgent needs. Climate must fit into the context of conflict and fragility, including considerations related to how climate shocks amplify existing vulnerabilities. Opportunities exist where humanitarian priorities overlap with climate targets, such as with loss and damage and disaster risk reduction. Where climate action is limited, humanitarian needs may be an effective entry point to strengthen mitigation and adaptation efforts. Through the NDC Partnership, members can integrate NDCs into other national and subnational plans by facilitating connections with partners able to provide technical and financial assistance. Additionally, the NDC Partnership can facilitate knowledge and learning exchanges that spread awareness and technical guidance on aligning NDCs with national and subnational planning. This allows climate action to complement development and urgent humanitarian needs. At the same time, it builds capacity at the subnational level and contributes to more effective implementation of NDCs.

Need for Simplified, Rapid Finance Models

Challenges: Climate finance does not flow to countries in FCAS quickly enough to address urgent needs. Large, standardized project designs and rigid funding requirements often do not fit conflict-affected contexts, where smaller, adaptive projects are needed. Additionally, collecting credible data in conflict settings—like climate change-driven damages or losses, yields, adaptive capacity or infrastructure, food production, or community resilience capacities—is very difficult. The lack of data is a significant obstacle to climate finance access.

Solutions: Countries in FCAS require support in accessing multilateral climate funds and could benefit from simplified or special accreditation windows. Following existing models of funding for peacebuilding and humanitarian assistance may provide an effective pathway to building finance models that are better tailored to countries in FCAS. Bilateral assistance targeting specific countries also allows flexibility for their unique conditions and increases effectiveness. Simplified, rapid finance models will drive real impact through accelerated climate finance access for the communities most impacted by conflict, fragility, and climate change. The NDC Partnership, through its extensive network that includes non-traditional partners, can efficiently and effectively connect countries with implementing organizations that provide specialized expertise and support to countries in FCAS.

Conflict Considerations in Climate Finance and Climate Action

Challenges: NDCs, NAPs, implementation and investment plans, and financing strategies do not always consider humanitarian and conflict needs, which can limit their effectiveness in countries in FCAS.

Solutions: Co-benefits can arise when countries in FCAS consider how climate finance and climate action can improve humanitarian conditions. Building evidence to show how climate action brings about mutual benefits for addressing conflict and fragility can facilitate political buy-in. For example, adaptation can play a central role in peacebuilding. When countries emerging from conflict align their adaptation and peacekeeping efforts, they can generate climate gains that also support humanitarian and security priorities. Through knowledge exchange across the NDC Partnership, countries can also increase local implementation capacity by enhancing conflict-sensitive knowledge and expertise for integrating climate into governmental planning.



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At the bottom of the page, there are four overlapping geometric shapes: a blue parallelogram on the left, an orange parallelogram in the middle-left, a green parallelogram in the middle-right, and a large dark blue triangle on the right side.