

**Terms of Reference for a Policy Paper
on the theme 'Together for Global Climate Action
Beyond Solidarity: Rights, Resilience, Realisation'**

Policy Paper

Background

The Irish EU Presidency takes place during a time of significant opportunity within the climate space, with Ireland steering the EU's climate position and taking it forward at COP31. As part of Ireland's 2026 Presidency of the Council of the European Union, Dóchas - Ireland's network of international development and humanitarian organisations - will deliver a policy paper ahead of COP31 focused on the EU's Climate Finance agenda. The aim of this paper is to support civil society organisations to better understand the EU's contribution to international climate action and to formulate a stronger basis for accountability. It will also inform a Dóchas Conference taking place on 3 November 2026, in Dublin, on the theme '*Together for Global Climate Action - Beyond Solidarity: Rights, Resilience, Realisation*'

This paper will examine the pivotal moment we find ourselves in ahead of COP31 and during the negotiations of the EU's Multiannual Financial Framework for 2028 - 2034. It will approach climate finance from an EU and international development perspective, with law, climate justice and human rights at its core. Crucially, it will connect overarching financial frameworks and climate targets, such as the Multiannual Financial Framework 2028–2034 and the NCQG, with operational realities on the ground in climate-vulnerable front line communities.

The paper will discuss whether present and envisaged funding will work to ensure the EU meets its climate commitments, enshrined in the Paris Agreement, and the extent to which climate justice, rights and inclusion underpin EU action. Finally, the paper will also provide concrete suggestions for action to elevate the EU's leadership, in a way that reflects European values, aspirations, and delivery of the 2030 Agenda.

Context and purpose of this paper

Climate finance forms the basis of every solution needed to address the climate crisis. It is a critical enabler of climate action, providing the resources needed to strengthen adaptive capacity, build resilience, maintain access to essential services such as education, and support governments, communities and civil society organisations to respond to climate impacts while safeguarding human rights and development. Without adequate and sustained financing, communities will be unable to rise to the challenge of adapting to climate change and develop the required resilience. The gap between climate finance

commitments and their realisation remains off track and is costing lives. The paper aims to **review where these gaps lie**, particularly from an EU perspective, and to establish clear civil society recommendations for the EU ahead of COP31 this November. The paper will benchmark the EU's most recent climate finance delivery against its international climate finance commitments and the direction set by the NCQG, taking into account that available delivery data largely reflects the previous \$100 billion goal. It will assess whether the proposed 2028–2034 MFF puts the EU on a credible trajectory to contribute its fair share towards the NCQG's goal of scaling climate finance to developing countries, including the \$300 billion annual target by 2035, or risks leaving the EU falling short of its international responsibilities over the MFF period.

EU climate finance architecture, the MFF cycle, and the sequence of EU rotating Presidencies do not reset with each COP. Decisions taken now shape what is possible at COP32, COP33 and beyond. Therefore, the paper will situate its recommendations within a **multi-year trajectory**, treating Ireland's Presidency and COP31 not as an isolated endpoint but as a crucial leverage point for building the architecture, alliances and finance pipelines that later Presidencies and COPs will depend on.

Objectives/ Purpose and Scope of Work

- To examine EU's climate finance commitments & expenditure and trajectory of EU finance in 2026, and over the current MFF Period.
- To critically assess the EU's fair share contribution, and what it is estimated to be under the new \$300bn NCQG goal, building on existing fair-share analysis developed under the previous \$100bn goal. To identify the baseline gap between current 2026 EU climate finance allocations and what is required to meet NCQG targets.
- To assess the EU's Climate spending targets in the proposed MFF (2028-2034) against this NCQG gap, assessing whether negotiator proposals scale up financing sufficiently to meet EU international climate commitments
- To assess the direction of travel of EU adaptation finance (growth/decline, ring-fencing), its modalities and the extent to which it is structured around locally-led adaptation principles.
- To highlight the risks facing the Adaptation Fund and the LDC Fund, and progress on the COP30 climate finance work programme, ahead of COP31.
- To position recommendations within a multi-year trajectory of EU climate finance and Presidency cycles, rather than a single-COP snapshot, identifying what needs to be built now to enable progress at future COPs.
- To position Ireland's role and responsibilities as EU Presidency holder, connecting civil society recommendations to Ireland's EU Presidency Priorities in taking forward the EU's leadership role on climate action in various international fora, with particular attention to COP 31.

Target Audience

- Civil society organisations across Europe working on EU climate and development policy, including Dóchas members and wider networks (e.g. CONCORD, VOICE, CAN Europe).
- EU policymakers and the Irish Government.
- Frontline and global south civil society partners and communities, whose experiences and priorities the paper aims to reflect.
- Climate CSOs in Ireland
- Conference participants

Methodology

The final methodology will be agreed with Dóchas as part of the tender process, but is expected to include:

- Desk-based research and review of relevant EU and international climate finance documents, including EU climate finance commitments and expenditure data; the current and proposed Multiannual Financial Frameworks; NCQG decisions and related UNFCCC documents; EU adaptation finance commitments and targets, including the commitment to triple adaptation finance; international fair-share analyses; relevant COP decisions and outcomes; and EU Council, European Commission and Presidency policy documents.
- Desk-based research and review of relevant documents, including but not limited to those from CONCORD, ECDPM, CAN Europe, the World Bank and Dóchas members.
- Comparative financial analysis mapping current climate finance figures against calculated EU NCQG fair share obligations
- Review of the recent Climate Finance publications, supplemented by consultation with relevant policymakers and practitioners.
- Utilise case studies submitted by Dóchas members and their local partners to ground the policy analysis and inform the research with programmatic examples.
- Structured consultation with civil society organisations including but not limited to Dóchas member organisations and their partners, CONCORD and other relevant European civil society networks ensuring the paper reflects civil society expertise.
- Participation in the Dóchas Pre-COP Conference on November 3rd
- Engagement with other suppliers (editor, designer) as needed for production of the final paper.

Deliverables

The consultancy comprises of two deliverables:

- The EU and Climate Finance policy paper, finalised by 19th October 2026, for publication and launch at the conference by 3 November 2026.
- A concise, policy focused briefing that synthesises key conference insights and translates them into immediate civil society advocacy asks ahead of COP31.

Required Skills and Experience

- Proven experience in public policy analysis, research or advocacy relating to climate finance - especially from an EU perspective.
- Strong understanding of EU policy processes, Brussels-based policy actors and practitioners and Ireland's EU Presidency priorities
- Strong knowledge of EU development financing instruments and strategies, including the MFF and Global Gateway, and an understanding of current trends in the negotiations of the 2028-2034 MFF.
- Experience working with civil society organisations or networks, and the ability to synthesise diverse member perspectives into a coherent, shared position.
- Excellent research, analytical and writing skills, with the ability to distil complex issues clearly and succinctly for a senior policy audience.
- Strong organisational skills and the ability to work independently, adhering to deadlines.

Terms and Conditions

The consultant will report to Robert Fitzgerald, EU Presidency Project Manager at Dóchas, who will liaise closely with the consultant and guide the work as it is developed. Dóchas will provide relevant background documents and previous research and analysis conducted, and will facilitate introductions to member organisations and other stakeholders as needed, along with timely feedback on drafts produced.

We expect the consultancy to be carried out over 25 days' work, for a total fee of no more than €12,500 (including taxes). This includes the development and delivery of the policy paper, and the pre-COP advocacy briefing is to be delivered within 5–7 days after the event.

A separate budget is available for associated expenses, including travel to Dublin for conference. The policy paper is to be completed by 16 October 2026, and the written output from the conference within two weeks of the event taking place on 3 November 2026.

The consultant will need to be available for occasional travel to Dublin for consultations as required, and will be expected to attend the conference on 3 November 2026.

Dóchas will not be liable for payment of PAYE, PRSI or USC in respect of this consultancy. Payment of all appropriate taxes remains the responsibility of the Consultant. Payment for

the days worked will be made on production of an invoice when work is completed to the satisfaction of Dóchas.

8. Confidentiality and Data Protection

A normal duty of confidentiality is expected in relation to Dóchas business, both during and after this consultancy. All documents (e.g. records, reports, plans, policies, papers, files) relating to work carried out in the course of this consultancy with Dóchas will remain the property of Dóchas at all times. The consultant will not retain copies of such records.

The consultant will not at any time, either during the period covered by this contract or after its termination, make use of or communicate to any unauthorised person or body any confidential information about Dóchas which may have been obtained during the course of this consultancy.

On termination of this contract by either party, the consultant will deliver to Dóchas all records, documents, equipment and other materials in their possession or control relating in any way to this consultancy.

Confidentiality relating to Dóchas data and processes not in the public domain will be respected by the consultant.

9. Application Process

We ask that interested parties submit a CV and a short document outlining their proposed approach to this tender, including a brief indication of how they would engage with the Dóchas membership during the research process.

Please submit your application to Robert Fitzgerald , EU Presidency Project Manager, at robert@dochas.ie, by no later than COB on 4 September 2026. Only shortlisted candidates will be contacted.