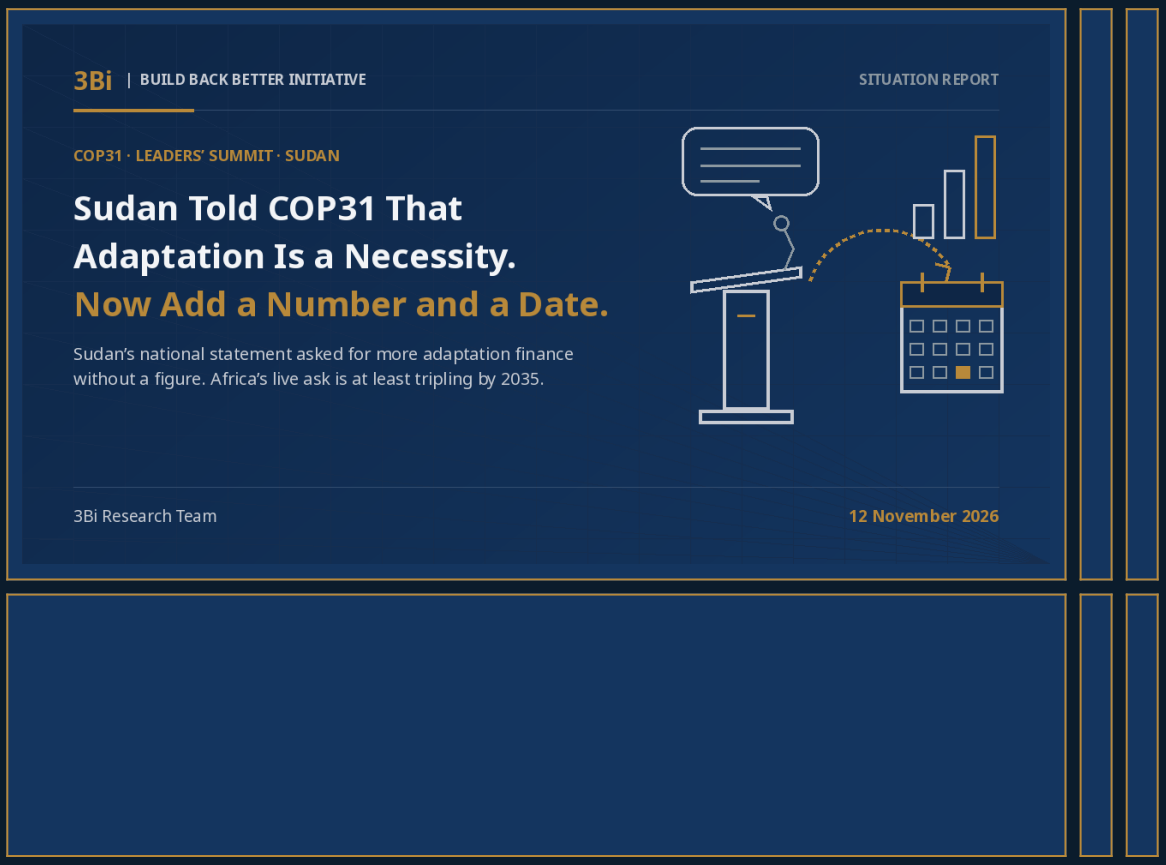
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Sudan Told COP31's Leaders That Adaptation Is a National Necessity. Now Its Negotiators Should Put a Number and a Date Behind It.

3Bi Research Team | Situation Report | 12 November 2026

2026-11-12 · Research Team

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Sudan told the COP31 Leaders' Summit that adaptation is a national necessity and asked for more adaptation finance, but gave no figure. Its negotiators should back the COP30 tripling goal and put dates on its next climate reports.

On 11 November 2026, the first day of the COP31 Leaders' Summit in Antalya, Sudan delivered its national statement, calling adaptation an urgent national necessity and asking developed countries to increase adaptation finance. (Illustration: 3Bi)

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Headline Fact

Sudan delivered its national statement to the COP31 Leaders' Summit in Antalya on Wednesday, 11 November. Speaking for the country, Abdel Fattah al-Burhan, Chairman of the Transitional Sovereignty Council, said that for Sudan adaptation is "not an option, but an urgent national necessity" (3Bi translation of the Arabic text). He listed where Sudan needs investment: water resource management, climate-resilient agriculture, pastoral systems, restoration of degraded land, combating desertification, ecosystem protection, early warning and disaster risk management. He asked that climate finance become resources developing countries can reach "fairly, swiftly, easily and predictably", alongside capacity-building for national institutions, and called on developed countries to increase finance for adaptation (SUNA, 11 November 2026; Anadolu Agency, 11 November 2026). The statement said Sudan submitted its Third National Communication and Biennial Update Report in April 2025 and is now preparing its Fourth National Communication and its first Biennial Transparency Report. It also declared Sudan's support for the common positions of the African Group, the Arab Group, the G77 and China, and the least developed countries (LDCs) (SUNA, 11 November 2026).

Timeline

- **13 November 2021, Glasgow:** Developed countries are urged to at least double their collective adaptation finance from 2019 levels by 2025 (UNFCCC, decision 1/CMA.3, Glasgow Climate Pact).
- **April 2025:** Sudan submits its Third National Communication and first Biennial Update Report, prepared together. Its later forest reference level submission notes that publication had been planned for 2021 and was delayed (Forest National Corporation, Forest Reference Level submission to the UNFCCC, June 2025; SUNA, 11 November 2026).
- **November 2025, Belém:** COP30's Global Mutirão decision calls for efforts to at least triple

adaptation finance by 2035 (UNEP, Adaptation Gap Report 2026, 4 November 2026; TheCable, 10 November 2026).

- **26 October 2026:** The African Group of Negotiators (AGN) asks for COP31 agenda items on tripling adaptation finance, on the Green Climate Fund's funding arrangements and on climate-related trade measures (TheCable, 10 November 2026).
- **9 November 2026:** COP31 adopts its agendas without a standalone tripling item. COP31 President Murat Kurum says the decision is "without prejudice" to the issue being taken up elsewhere. AGN chair Nana Antwi-Boasiako Amoah says the group is "not too satisfied" with the outcome and will pursue tripling through other avenues (TheCable, 10 November 2026).
- **11 November 2026, negotiating rooms:** In the talks on guidance to the Global Environment Facility (GEF), developing countries express "strong disappointment" with the 27% decrease in support under the GEF's ninth replenishment, and the LDCs ask that the guidance recognise the goal of tripling adaptation finance. In the talks on LDC matters, the LDCs call for an LDC national adaptation plan (NAP) implementation platform; Norway, the EU, the UK and Japan raise concerns about a new institution. On adaptation communications, the African Group and the LDCs favour adopting reviewed guidance by 2028, while the Arab Group, the Like-Minded Developing Countries, the EU, the UK, Japan and Canada prefer to wait until after the 2028 review of the Paris Agreement's reporting rules (IISD Earth Negotiations Bulletin, Vol. 12 No. 904, 12 November 2026).
- **11 November 2026, Leaders' Summit:** Around 40 leaders address the first day of the summit (Climate Home News, 11 November 2026). UN Secretary-General António Guterres tells them that "the climate crisis is outrunning us" (Carbon Brief, 11 November 2026). Sudan's statement is delivered the same day.

What We Know / What We Don't

We know what Sudan has put on the record at head-of-state level. The statement sets adaptation as the country's first climate priority, names the sectors, and commits Sudan publicly to two more reports under the Convention. It also asks partners to help turn Sudan's potential in renewable energy, particularly solar power, and in land management, sustainable agriculture, ecosystem restoration and water management into tangible investments and scalable projects (SUNA, 11 November 2026).

We know that the finance ask carries no number. The Arabic text calls on developed countries to «□□□□□□» adaptation finance. The word can mean "double" or, more loosely, "multiply". Anadolu Agency rendered it as "double"; SUNA's own English version says "scale up" (Anadolu Agency, 11 November 2026; SUNA, 11 November 2026). Neither is the figure Africa is negotiating for in Antalya. Doubling was the Glasgow target for 2025. The live figure is the COP30 call to at least triple

adaptation finance by 2035: the African Group sought its own agenda item for it, and the LDCs are now trying to write it into the GEF guidance (TheCable, 10 November 2026; IISD ENB, 12 November 2026).

We know that the four groups Sudan backed do not always take the same line. On the annual stocktake dialogue, the African Group and the Arab Group stand together against adding key messages to the draft decision. On the timing of reviewed guidance for adaptation communications, they are on opposite sides (IISD ENB, 12 November 2026). Sudan sits in both.

We do not know what Sudan's negotiators have said in the rooms. The Earth Negotiations Bulletin reports group positions, and 3Bi has not seen a Sudanese intervention on GEF guidance, LDC matters or adaptation communications. Nor do we know the target dates for the Fourth National Communication or the first Biennial Transparency Report. The statement did not give a date for Sudan's next nationally determined contribution (NDC), which 3Bi identified on 21 October as the country's most visible reporting gap. Finally, we do not know whether "double" or "scale up" is the intended meaning.

Implications

In our reading, the statement does its political job. It places adaptation at the top of Sudan's climate agenda in front of other leaders and ties the country to the blocs that negotiate on its behalf. A leaders' statement is not a negotiating position, though. The work that counts this week is in the rooms where co-facilitators are drafting text on GEF guidance, on LDC matters and on adaptation communications (IISD ENB, 12 November 2026). An ask without a number is easy to read in the weakest way there.

There is a fair objection. Leaders' statements are general by design, and a small delegation cannot cover every room; ENB's own corridor notes describe the summit as having "stretched small delegations" (IISD ENB, 12 November 2026). 3Bi is not suggesting that the statement was wrong, or that Sudan should break with any of its groups. The point is narrower: three gaps can be closed cheaply while the drafts are still open.

In our view, three low-cost steps follow. First, put the number on the record. Sudan's negotiators on finance and adaptation can state in the GEF guidance talks, and in the group coordination meetings, that Sudan's ask is the COP30 call to at least triple adaptation finance by 2035, and back the LDC proposal to recognise it in the GEF guidance. That removes the doubling-or-scaling ambiguity at no cost.

Second, take a position where the groups split. Sudan's adaptation communication dates from 2021 (Climate Transparency Platform, Sudan country page, accessed 12 November 2026). As an LDC with a ten-year-old NAP, it has an interest in clear, updated guidance soon, and the African Group and LDC preference for adoption by 2028 fits that interest better than waiting. Where Sudan belongs to two groups that differ, it can say so in coordination rather than stay silent.

Third, turn the transparency line into a dated plan. As an LDC, Sudan may submit its Biennial Transparency Report at its discretion (PAICC annual report, FCCC/PA/CMA/2026/2, 16 October 2026). Publishing target months for the first BTR, the Fourth National Communication and the next NDC would back the leaders' words with something partners can plan support around. A UNDP-supported Capacity Building Initiative for Transparency project for Sudan is listed as under implementation (Climate Transparency Platform, Sudan country page, accessed 12 November 2026), so a channel for that support already exists.

Watch Next

- **12 November 2026:** Second day of the Leaders' Summit; national statements continue (Carbon Brief, 11 November 2026).
- **This week:** Co-facilitators' draft conclusions and draft decision on LDC matters. Watch whether the LDC NAP implementation platform survives developed-country concerns (IISD ENB, 12 November 2026).
- **This week:** Revised GEF guidance. Watch whether it recognises the tripling goal, as the LDCs asked, or simply welcomes the GEF-9 outcome, as the EU, Canada and the Environmental Integrity Group proposed (IISD ENB, 12 November 2026).
- **This week:** A draft decision on adaptation communications, including the timeline for the reviewed guidance (IISD ENB, 12 November 2026).
- **17–18 and 20 November 2026:** The second part of the high-level segment, then the close (UNFCCC, FCCC/CP/2026/1, 7 September 2026).

Sourcing & Next Update

Primary sources: Sudan News Agency (SUNA), national statement of Sudan to the COP31 Leaders' Summit, Arabic full text and English report (11 November 2026); Anadolu Agency, "Climate finance must be accessible to developing countries, free from politics: Sudan's Burhan" (11 November 2026); IISD Earth Negotiations Bulletin, Vol. 12 No. 904, "Antalya Climate Change Conference: Wednesday, 11 November 2026" (12 November 2026); TheCable, "Africa's push to triple adaptation finance fails to get COP31 agenda slot" (10 November 2026); Carbon Brief, "World leaders descend on COP31" (11 November 2026); Climate Home News, "COP31 Bulletin Day 3: With the people stuck outside, world leaders jet in" (11 November 2026); UNEP, Adaptation Gap Report 2026 (4 November 2026); UNFCCC, decision 1/CMA.3, Glasgow Climate Pact (13 November 2021); Paris Agreement Implementation and Compliance Committee, annual report, FCCC/PA/CMA/2026/2 (16 October 2026); UNFCCC, provisional agenda and annotations, FCCC/CP/2026/1 (7 September 2026); Forest National Corporation, Forest Reference Level submission to the UNFCCC (June

2025); Climate Transparency Platform, Sudan country page (accessed 12 November 2026). Next update: 3Bi will report on the COP31 outcomes on LDC matters and adaptation finance after the close. For methodology questions or to propose a correction, contact 3Bi's Research Team via 3bisudan.org.

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