



## Standing Committee on Finance

09 June 2025

Thirty-seventh meeting of the Standing Committee on Finance  
11–13 June 2025  
Bonn, Germany

### **Background paper on the third report on progress towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation**

#### *Expected actions by the Standing Committee on Finance*

The Standing Committee on Finance will be invited to:

- a) Consider the draft annotated outline and workplan to prepare the third report on progress towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation (third USD 100 billion progress report);
- b) Provide additional guidance on the work to be done intersessionally.

## **I. Possible actions for consideration by the Standing Committee on Finance**

1. Workplan to prepare the third USD 100 billion progress report: The SCF may wish to consider the draft workplan, including indicative timeline and outreach activities, for the preparation of the third USD 100 billion progress report contained in annex I. The SCF may wish to provide guidance on the outreach and engagement activities with stakeholders to help inform the preparation of the report with best available information.

2. Draft outline of the third USD 100 billion progress report. The SCF may wish to consider the draft annotated outline of the third USD 100 billion progress report, as contained in annex II, developed under the guidance of co-facilitators taking into consideration comments by SCF members at SCF 36, including in relation to improving clarity on the differences in methods used by different sources of information, and assessing effectiveness of finance in addressing needs and in the context of meaningful mitigation action and transparency on implementation.

3. Provide additional guidance on the work to be done intersessionally. The SCF may wish to consider providing guidance to kickstart the preparation of technical work, including further development of the methodological approach to preparing the report, preparation of outreach and engagement activities in conjunction with the seventh BA, and the output of the work to be communicated in the Report of the SCF to the 30<sup>th</sup> session of the Conference of the Parties and the seventh session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA).

## II. Background

4. By decision 1/CP.16, paragraph 98, Parties recognized that developed country Parties commit, in the context of meaningful mitigation actions and transparency on implementation, to a goal of mobilizing jointly USD 100 billion per year by 2020 to address the needs of developing countries. By the same decision, Parties, in paragraph 99, agreed that, in accordance with paragraph 1(e) of the Bali Action Plan, funds provided to developing country Parties may come from a wide variety of sources, public and private, bilateral and multilateral, including alternative sources.

5. In the decision adopting the Paris Agreement, COP 21 decided that, in accordance with Article 9, paragraph 3, of the Agreement, developed countries intend to continue their existing collective mobilization goal through 2025 in the context of meaningful mitigation actions and transparency on implementation.<sup>1</sup>

6. COP 27 requested the SCF to prepare biennial reports, including a summary of key findings, on progress towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation, taking into account other relevant reports, for consideration by COP 29, COP 31 and COP 33 and noted that the final report will be considered in the context of matters relating to the SCF.<sup>2</sup>

7. COP 29 noted with appreciation the second report of the SCF on progress towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation and the key findings presented therein, as well as the executive summary thereof and the recommendations therein.<sup>3</sup>

## III. Progress on the work on the third USD 100 billion progress report

8. SCF36 appointed Gabriela Blatter and Richard Muyungi as co-facilitators for the third 100 billion progress report workstream, and initiated discussions on the scope and approach of the report. The SCF requested the co-facilitators, with the support of the secretariat to develop a draft annotated outline and draft workplan taking into consideration comments provided by SCF members during SCF 36, for consideration at SCF 37.

9. Furthermore, SCF 36 agreed that co-facilitators, with the support of the secretariat, will explore ways to improve awareness of the data gaps, different accounting methods in use in the sources of information, lessons learned, and the effectiveness of climate finance.

10. In developing the work plan, the co-facilitators propose several improvements to workflow and clarity on roles and responsibilities to strengthen the preparation of the report, improve efficiencies and enhance collaboration among SCF, the technical team and stakeholders. These include:

(a) Elaborating the general outline of the executive summary in addition to the general outline of the technical report to be finalized at SCF 38;

(b) Launching the call for evidence earlier, following SCF 38 in Q3 of this year to end of Q2 2026 to allow for outreach and engagement on key topics on the call for evidence as part of the SCF side event at COP 30 and CMA 7;

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<sup>1</sup> [Decision 1/CP.21](#), para. 53.

<sup>2</sup> [Decision 13/CP.27](#), para. 15.

<sup>3</sup> [Decision 1/CP.29](#), para. 3.

(c) Invite SCF feedback on methodological approach and annotated outline prepared by the technical team ahead of preparing the zero-order draft;

(d) Compiling written comments from members in one draft and circulating to members in order to reflect on comments received from other members;

(e) Prioritizing design and layout of the executive summary for publication and simplifying design and layout of the technical report in order to facilitate earlier publication before COP and CMA for example through greater use of online annexes;

11. In developing the outline, the co-facilitators propose several improvements to support increased communication and user-friendliness of the report as well as its preparation, taking into consideration comments by SCF members at SCF 36, including;

(a) Integrating updates in line with the finalized second USD 100 billion progress report and clearer headings for chapters III and IV

(b) Identifying the analytical objective of each chapter;

(c) Integrating new reports available as sources of information e.g. BTRs;

(d) Including follow up on recommendations made by the SCF in the second USD 100 billion report in chapter IV;

(e) Publication of annexes only online, in excel or word formats, to streamline the report and increase user-friendliness of the data and information in the report.

## Annex I

### **Draft workplan including indicative timeline and outreach activities**

### **Third report on progress towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation**

#### **I. Mandates(s) and objectives**

1. By decision 13/CP.27, paragraph 15, COP 27 requested the SCF to prepare biennial reports, including a summary of key findings, on progress towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation, taking into account other relevant reports, for consideration by the COP 29, COP 31 and COP 33 and noted that the final report will be considered in the context of matters relating to the SCF.
2. The objectives of the work plan of the second USD 100 billion progress report will be to:
  - (a) Deliver the report including its technical report and executive summary by the SCF ahead of COP 29; and
  - (b) Engage a broad group of stakeholders in the development of the report and in the dissemination of its key findings through outreach activities.

#### **II. Overall approach**

3. Building on the experience of the SCF in developing previous USD 100 billion progress reports as well as other technical reports by SCF, the approach will comprise of *technical work, committee-level work, and dedicated outreach activities* to engage relevant stakeholders from across the climate finance community in preparing the report as well as ensuring its key findings reach a broad audience. The technical work allows the SCF, with the support of the secretariat, to draw on meta-data to inform its work through information and data gathering undertaken with the support of consultants and information and data providers.
4. Two co-facilitators from the SCF will guide the technical work intersessionally and during SCF meetings, supported by the UNFCCC secretariat. Within the SCF, an open-ended working group could participate in the intersessional technical work to ensure timely development of the report ahead of formal SCF meetings. This may involve, *inter alia*, providing input and reviewing the drafts of the report, including through written comments and dedicated calls. The outputs (e.g. draft chapters, graphics, presentations,) will be disseminated to the SCF for consideration.
5. The *technical work* is undertaken by a technical team including expert consultants supported by the UNFCCC secretariat. The work combines literature review with technical expert sessions which can be organised in conjunction with SCF meetings, involving data providers and other contributors. This involves data and information gathering from a range of sources, both national reports to the UNFCCC and other relevant reports.

6. The *Committee-level work* involves reviewing the technical work, discussing technical issues among Committee members collaboratively in order to provide further guidance for the preparation of the technical report, and preparing an executive summary of the report including any recommendations it considers necessary for consideration by the COP and CMA.

### III. Expected outputs /deliverables

7. Following the practice in previous reports, the key outputs will include:

- (a) An executive summary, including any potential recommendations, by the SCF to be communicated to COP and CMA as an addendum to the SCF annual report (maximum 20 pages);
- (b) A technical report of the third USD 100 billion progress report by the technical team authors to be made available on the SCF website;
- (c) Infographic on the key messages from the report;
- (d) A dedicated webpage on the SCF website including online annexes and graph data from the report;
- (e) Background papers and presentations for SCF meetings.

### IV. Timeline, roles and responsibilities

8. To ensure sufficient rigor, the work will be organized in four phases as outlined below. The table below presents possible milestones and an indicative timeline for the preparation of the third USD 100 billion progress report.

9. Outreach, communications and engagement is an important component integrated into the timeline and activities, providing the opportunity to fill data and information gaps, as well as serve as a platform for disseminating previous products of the SCF in line with the SCF communication strategy.

10. **Phase I – Finalizing scope and approach:** This phase involves developing the scope, structure and outline of the report. The key steps include:

- (a) The general outline for the executive summary and the technical report would be finalized at SCF 38 for inclusion in the SCF annual report to COP and CMA;
- (b) In Q4 of this year, the technical team and co-facilitators will develop the methodological approach and annotated outline of the technical report which will be circulated to SCF members for written comment and feedback. The annotated outline and methodological approach will clarify the scope and boundary of the analysis to be explored in the report.

11. **Phase II – Research and outreach:** This phase involves data gathering, outreach and engagement with stakeholders to gather the latest metadata and information to respond to the research questions outlined in the methodological approach and annotated outline. The phase will continue until the development of the pre-final draft of the report as relevant information becomes available. The key steps include:

- (a) Continuous literature review and data collection by the technical team from sources of information as they become available. The team will engage with various stakeholders, including Parties, data providers, producers and aggregators to confirm interpretation and presentation of data;
- (b) In Q3, ahead of COP 30 and CMA 7, the co-facilitators would launch the call for evidence to allow for outreach and engagement on key topics, data and information gaps

during COP 30 and CMA 7. Submissions received are posted on the SCF website unless requested not to do so by submitters, and submissions are listed in an annex to the technical report;

(c) Further outreach through open technical expert sessions and stakeholder dialogues in conjunction with SCF meetings or webinars with broader stakeholder groups to gather inputs and views will be planned by the co-facilitators as needed, with space provided for submitters to the call for evidence to present their views. Given both the preparation of the seventh biennial assessment and overview of climate finance flows by the SCF and the third USD 100 billion progress report include a focus on ex-post data and information on climate finance flows, it may be appropriate to consider combining outreach and stakeholder engagements, in particular technical stakeholder dialogues and webinars and informal outreach to stakeholder groups.

**12. Phase III – Drafting and feedback:** This phase includes the iterative drafting of the executive summary and technical report and presenting it for feedback at SCF meetings or intersessionally. The key steps include:

(a) A zero-order draft of the technical report would be prepared by the technical team and co-facilitators ahead of SCF 39 based on the outline agreed, followed by a first-order draft ahead of SCF 40 and a pre-final draft prepared ahead of SCF 41. The process for integration of guidance on feedback includes:

(i) Feedback on the zero-order and first-order drafts would be invited during SCF 39 and SCF 40 followed by a two-week period for submitting comments in writing;

(ii) In order to collate written comments from different SCF members without overlap and duplication, documents will be locked for editing;

(iii) The compilation of comments on the drafts will be circulated to members;

(iv) The technical team and co-facilitators will integrate feedback and comments in the following drafts and prepare an excel explaining how the comment was addressed or justifications for why it may not be possible to integrate;

(v) During SCF 41, changes and feedback to the technical report are limited to addressing errors or clarifications to ensure sufficient time for finalization of the executive summary by the SCF;

(b) Based on the outline for the executive summary, the co-facilitators, with the support of the technical team, will develop a zero-order draft of the executive summary and potential recommendations, if any, including placeholders for outstanding data or information, for consideration at SCF 40. Feedback received will be integrated into a pre-final draft to be considered and finalized at SCF 41;

(c) In parallel to drafting the pre-final drafts of the executive summary and the technical report, the professional editing and graphic design will be prepared to ensure the report is ready for publication as soon as possible after SCF 41.

**13. Phase IV – Publication and dissemination:** This phase finalizes the documents for publication and the supporting materials for dissemination. The key steps include:

(a) Following finalization of the executive summary at SCF 41, the unedited, undesigned and unformatted outcome drafts will be made available on the SCF website;

(b) In line with UN publication processes, the executive summary will undergo a final round of editing based on the agreed text. Following editing:

(i) The official document template, with document number, of the executive summary with final graphics will be contained in an addendum to the SCF annual report to the COP and CMA;

- (ii) The executive summary will be professionally designed and layout for publication on the SCF website as soon as possible after the final editing process;
  - (iii) The technical report will be professionally designed and layout subject to budget and timing to ensure the document is widely available ahead of COP 31 and CMA 8;
  - (c) In addition to the documents, an infographic of key messages will be designed and published on the SCF website following SCF 41;
  - (d) The dedicated webpage for the report on the SCF website will include the documents, infographics, and additional materials such as online annexes and graph data in accessible forms to increase user-friendliness of the information in the report.
14. Following finalization of the report, the key findings will be disseminated through:
- (a) Press release from the SCF and UNFCCC, including through social media channels;
  - (b) Events to launch the report will include a SCF side event at COP 31 and other speaking opportunities or participation in related events on climate finance;
  - (c) Dissemination packs for SCF members will include a presentation slide deck on the content of the third USD 100 billion progress report, talking points notes and social media quotes will be prepared for SCF members for their potential use in their capacity as members of the committee and participation in various events.

Table 1

**Possible milestones and indicative timeline (tentative) for the third USD 100 billion progress report**

Activities and deliverables	2025						2026											
	Q3			Q4			Q1			Q2			Q3			Q4		
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
<b>Phase I: Finalizing scope and approach</b>																		
General outline of ES and technical report																		
Develop methodological approach and annotated outline and invite SCF feedback																		
<b>Phase II: Research and outreach</b>																		
Literature review																		
Call for evidence																		
Ongoing stakeholder engagement through technical sessions and webinars as needed																		
<b>Phase III: Drafting and feedback</b>																		
Development of iterative drafts of the technical report									ZOD			FOD			PFD			
Working group discussions based on drafts																		
Development of iterative drafts of the executive summary																		
Professional editing and graphic design of executive summary and infographics																		
Light editing and design production of technical report																		
<b>Phase IV – Publication and dissemination</b>																		
Finalization of document editing, formatting and design																		



Activities and deliverables	2025						2026											
	Q3			Q4			Q1			Q2			Q3			Q4		
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Development of web-based content																		
Communication and promotion of the report including SCF side event at COP 31																		
Webinars and events																		

Abbreviation: ZOD = zero-order draft, FOD = first-order draft, PFD = pre-final draft

## Annex II

### **General outline of the third report on progress towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation<sup>4</sup>**

[English only]

#### **Executive summary**

- Introduction on the background, context and mandate, scope and approach, and the challenges and limitations to the data presented in the report;
- Key findings on mobilizing jointly USD 100 billion per year from available sources of information including by channels, thematic focus, and financial instruments;
- Key findings on whether and how finance flows may be addressing the needs of developing countries from available sources of information including by thematic focus, sectors, financial sources and instruments and geographical distribution;
- Key findings on trends in meaningful mitigation actions and transparency on implementation and whether and how finance flows are supporting such trends;
- Challenges and opportunities towards achieving the goal of mobilizing jointly USD 100 billion per year by 2020 through to 2025 to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation;
- Recommendations, if any, by the SCF.

#### **Chapter 1: Introduction**

*Objective: provide the background and mandate of the report, the scope and approach used to develop the report*

- Background: provide context for the report based on decisions of the COP (decision 13/CP.27, paragraph 15 and other relevant decisions).
- Scope and approach used to prepare the report:
  - explanation of the scope of the report, taking into account the Climate Finance Delivery Plan, other relevant reports and a focus on backward-looking data and forward-looking data up until 2025, that is, the time frame of the goal.
  - Approach used in preparing the report including key sources of information, presentation of disaggregated information on themes, sectors and geographical distribution of finance, as well as information on impacts and outcomes of climate finance, where possible, and outreach and engagement activities.
  - Limitations to the data and information presented in the report, for example those related to data availability, methodological, and definitional issues.
  - Overview of structure of the report and information in each chapter.

#### **Chapter 2: Approaches used in sources of information**

*Objective: provide clarity on the differences in methodologies used by different sources of information relevant to measuring progress on the goal and the approaches used in sources of information referenced in chapter 3.*

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<sup>4</sup> As contained in Annex V of [FCCC/CP/2023/2–FCCC/PA/CMA/2023/8](#).

- Updates on approaches used in the sources of information on progress towards achieving the goal of mobilizing jointly USD 100 billion per year:
  - Backward-looking reports on climate finance:
    - National reports submitted as part of the UNFCCC process, for example BRs, BURs and BTRs;
    - BAs;
    - Other relevant reports, for example those from OECD, ODI, Oxfam, UNEP gap reports and the World Resources Institute;
  - Forward-looking information on climate finance:
    - National reports submitted as part of the UNFCCC process, for example biennial communications in accordance with Article 9, paragraph 5, of the Paris Agreement;
    - Other relevant reports, for example the Climate Finance Delivery Plan.
  - Description of key differences in scope and methods used across sources of information
- Updates on approaches used in the sources of information on identifying the needs of developing countries:
  - National reports submitted as part of the UNFCCC process, for example NCs, BURs, BTRs, NAPs and NDCs;
  - Report on the determination of the needs of developing country Parties related to implementing the Convention and the Paris Agreement;
  - Other relevant reports, for example needs-based finance regional and national level climate finance access and mobilization strategies, and technical assessments.
- Updates on approaches used in the sources of information on meaningful mitigation actions and transparency on implementation:
  - National reports submitted as part of the UNFCCC process, for example BRs, BURs, BTRs, NCs, NDCs and REDD+ strategies;
  - Reports prepared by the secretariat, for example the NDC synthesis report, and compilation and synthesis reports of BRs, BURs and for BTRs;
  - Other relevant reports.

### **Chapter 3: Progress towards the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation**

*Objective: provide the latest quantitative and qualitative data and trends of progress towards achieving the goal across its three dimensions and the interlinkages between them,*

- Trends in available quantitative and qualitative information on progress towards achieving the goal of mobilizing jointly USD 100 billion per year from:
  - Backward-looking reports on climate finance:
    - National reports submitted as part of the UNFCCC process, for example BRs, BURs and BTRs;
    - BAs;
    - Other relevant reports, for example those from OECD, ODI, Oxfam, UNEP gap reports and the World Resources Institute;
  - Forward-looking information on climate finance
    - National reports submitted as part of the UNFCCC process, for example biennial communications in accordance with Article 9, paragraph 5, of the Paris Agreement;

- Other relevant reports, for example the Climate Finance Delivery Plan.
- Trends in available quantitative and qualitative information on whether and how the needs of developing countries are addressed by finance flows:
  - National reports submitted as part of the UNFCCC process, for example BURs, BTRs, NAPs, NCs and NDCs;
  - Report on the determination of the needs of developing country Parties related to implementing the Convention and the Paris Agreement;
  - Other relevant reports, for example needs-based finance regional and national level climate finance access and mobilization strategies, and technical assessments.
- Available quantitative and qualitative information on meaningful mitigation actions and transparency on implementation, for example carbon dioxide emissions reduced or avoided in the relevant time frame, and the number of BURs and BTRs submitted during the relevant time frame:
  - National reports submitted as part of the UNFCCC process, for example BRs, BURs, BTRs, NAPs, NCs and NDCs;
  - Reports prepared by the secretariat, for example the NDC synthesis report, and compilation and synthesis reports for BRs, BURs and for BTRs;
  - Other relevant reports.

#### **Chapter 4: Challenges and opportunities towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation**

*Objective: identify challenges towards achieving the goal, the lessons learned in the process and any potential opportunities to address them*

- Follow up on previous recommendations from the second USD 100 billion progress report;
- Challenges identified towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation;
- Lessons learned in the process towards achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation;
- Recommendations on possible actions towards addressing the challenges in achieving the goal of mobilizing jointly USD 100 billion per year to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation.

#### **Annexes**

- Submissions received in response to the call for evidence
- List of online annexes
  - Comparison of estimates by channel and instrument per sources of information
  - Compilation of methodologies in use by various sources of information on climate finance flows
  - Data in graphs and figures

#### **References**

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