

FEBRUARY 6, 2026

MEASURING ACCESS FOR THE NEW COLLECTIVE QUANTIFIED GOAL (NCQG)



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Agenda

Sections

Context, work and research approach

Access framework

Identification of indicators

Discussion questions

Next steps

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CONTEXT

Context

- Access to climate finance is central to implementing the NCQG and enabling countries to mobilize resources effectively
- Parties required to report progress via BTRs under the Paris Agreement's ETF and SCF biennial synthesis reports commencing 2028
- However, **no standardized set of indicators** or established methodology for measuring access
- The [Center for Access to Climate Finance](#) (an initiative of the Taskforce on Access to Climate Finance, hosted by NDC Partnership), together with CPI, are developing a Concept Paper on measuring access components of the NCQG
- Aims to inform the SCF reporting mandate by proposing access indicators, measurement approaches, and data sources.

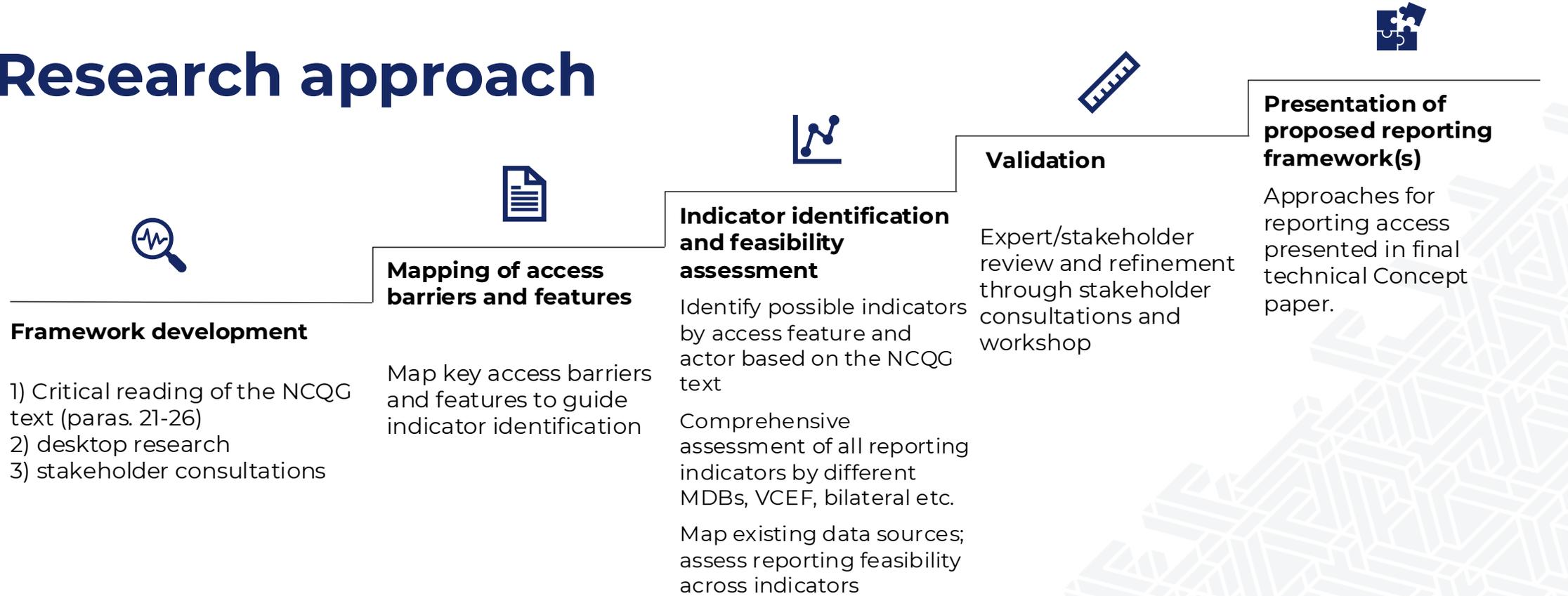
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Scope of work and boundary conditions

- **Living document** reflecting evolving NCQG negotiations, not a fixed framework
- **Focuses on access dimensions only**, not a comprehensive assessment of adequacy, needs, or burden-sharing
- Clarifies implementation **within existing SCF mandate**, does not reinterpret NCQG or prescribe legal obligations
- **Does not set prescriptive targets** or benchmarks, but offers direction and options for measurement
- **Recommendations are options for consideration**, not predetermined decisions on future workplans or reforms
- Not intended to measure progress against the **USD 300 billion NCQG target**, but to support tracking of access-related dimensions of climate finance
- Indicators limited by current data availability and consistency across actors

Research approach



Important events:


Stakeholder consultations
Dec 2025–
March 2026


UNFCCC Technical Session:
Feb 2026


Technical workshop :
April/May
2026


Technical concept paper:
June 2026

ANALYTICAL FRAMEWORK FOR ACCESS

Barriers to access and access features in the NCQG

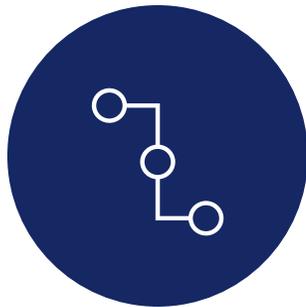
Paragraphs 21-26 of Decision 1/CMA.6 identify six main barriers to access; also validated through literature

Barrier	Description
Fragmentation	Across providers and channels
Financial terms, debt & fiscal constraints	Such as high cost of capital, debt-inducing instruments, limited fiscal space, exclusionary eligibility criteria
Procedural & administrative	Complex and lengthy accreditation, application, approval, co-financing and reporting requirements create high transaction costs and long delays
Capacity gaps	Lack of institutional and technical capacity to navigate climate finance channels develop pipelines, manage funds, or access finance directly
Transparency & predictability	Limited transparency on how finance is allocated, delivered and accessed, constrains planning and pipeline development
Perception & fiduciary concerns	Donor perceptions of governance risks and weak fiduciary capacity (public financial management systems, auditing etc.) in developing countries
<i>Sources: NCQG text; CRA 2024; EDF 2024, CFAN 2025; ODI 2024, ODI 2024b, TERI 2024</i>	

NCQG access barriers mapped against key actors

	AI	Bilaterals						IFIs/MDBs						MCFs					Parties	All				
Barrier	21	22	22a	22b	22c	22d	22e	22f	23	23a	23b	23c	23d	23e	23f	24	24a	24b	24c	24d	24e	25	26	
Fragmentation	Orange	Grey					Orange		Grey			Orange				Grey		Orange						
Financial terms, debt, & fiscal constraints	Orange	Grey	Orange					Orange	Grey	Orange	Orange			Orange	Orange	Grey	Orange							Orange
Procedural & administrative	Orange	Grey			Orange	Orange	Orange		Grey			Orange				Grey	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Orange
Capacity gaps	Orange	Grey		Orange	Orange	Orange	Orange		Grey				Orange			Grey	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Orange
Transparency & predictability	Orange	Grey	Orange	Orange	Orange	Orange			Grey	Orange	Orange	Orange		Orange	Orange	Grey	Orange	Orange		Orange			Orange	Orange
Perceptions & fiduciary concerns	Orange	Grey	Orange	Orange				Orange	Grey		Orange	Orange		Orange	Orange	Grey	Orange					Orange	Orange	Orange

Entry points for actors to address barriers and enhance access (as per the NCQG paragraphs)



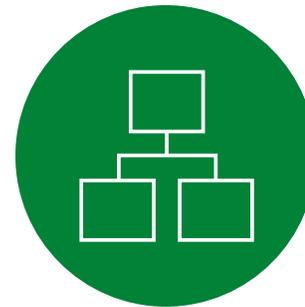
Bilateral providers

Increasing capacity
Reducing administrative burdens, improving capacity



IFIs/MDBs

Addressing financial constraints via concessional instruments
Improving predictability and transparency by scaling finance



MCFs

Simplification and harmonization of processes
Prioritize direct access



Parties

Increase enabling environments
Promote inclusion of vulnerable groups

NCQG paragraphs also identify concrete and interlinked features for enhancing access

Rather than proposing or developing a standalone definition of access, this research is anchored in Paragraphs 21-26 of Decision 1/CMA.6

We identify six access interlinked features with both explicit and implicit access impacts

Fairness and equity	Efficiency	Capacity
Predictability and transparency	Scale and adequacy	Effectiveness and outcomes

For consideration/feedback:

Do we agree with the identified access features?

Should a distinction be made between features with implicit/explicit relevance to access (core vs. complimentary)?

If so, what criteria should do you propose to distinguish between different tiers of features?

Access features emphasize essential and explicit actions to enhance access...

Feature	NCQG Text	Guiding question(s) for the feature
Promote fairness and equity by prioritizing access for the most vulnerable recipients (esp. LDCs/SIDS)	<ul style="list-style-type: none"> • Underscores important to reducing systemic inequities <i>(Para 21)</i> • Urges scaling of finance, particularly via grant and non-debt-inducing instruments, to LDCs and SIDS <i>(Paras 22f, 23e-f)</i> • Promotes inclusions of vulnerable groups and communities <i>(Para 26)</i> 	<p>Who has access to climate finance, and under what conditions? Is finance going where it is needed most?</p>
Increase efficiency via the simplification and harmonization of processes	<ul style="list-style-type: none"> • “Burdensome application processes” specified as a barrier to climate finance access <i>(Para 21)</i> • Emphasizes “simplifying access” and “streamlining requirements” <i>(Paras 22e, 23c, 24b-c&e)</i> • Calls for harmonization of processes <i>(Para 24b)</i> 	<p>How easy are the processes to access climate finance to navigate? How burdensome are application and reporting processes?</p>
Build recipient countries capacity to access and absorb available climate finance	<ul style="list-style-type: none"> • Calls for demand-led capacity-building, technical assistance, and readiness support <i>(Para 22b)</i> • “Enhanced effectiveness” – which may be achieved through capacity building measures <i>(Para 23d)</i> 	<p>How well equipped are countries and institutions to identify, prepare, access, manage, and effectively use climate finance over time?</p>
Enhance the predictability and transparency of climate finance	<ul style="list-style-type: none"> • Scale and prioritize direct access <i>(Para 24a)</i> • Expansion of multi-year, programmatic approaches and existing projects <i>(Para 22a&c-d, 24d)</i> 	<p>How clear and reliable are climate finance flows? Can recipients effectively access and plan around flows? To what extent is long-term country-driven planning supported?</p>

... and also highlight desired effects and impacts of access enhancements

Feature	NCQG Text	Guiding question(s) for the feature
Increase the scale of climate finance available, ensuring adequacy with identified needs, especially for LDCs and SIDS	<ul style="list-style-type: none"> • Calls for climate finance to be aligned with country strategies and promotes country-led approaches <i>(Para 21)</i> • Directly calls for scaling climate finance an ambition, particularly in the form of concessional finance and via direct access <i>(Paras 23c&e, 24a)</i> • Increase scale of finance, especially concessional finance, to LDCs and SIDS <i>(Paras 22f, 23e-f)</i> • Emphasizes recipients (LDC/SIDS) and objectives often underfinanced (adaptation) <i>(Paras 22a&e-f, 23f)</i> • Scaling of projects via programmatic approaches and multi-year commitments <i>(Paras 22a&c-d, 24d)</i> 	<p>How much climate finance is accessible? Are accessible climate finance flows sufficient and appropriate to meet identified needs?</p>
Enhance effectiveness and outcomes of climate finance accessed	<ul style="list-style-type: none"> • Emphasizes efforts to “enhance effectiveness of climate finance provided and mobilized” <i>(Para 23d)</i> 	Are climate finance flows effective in supporting impactful climate action?

Mapping of features, barriers, and actors can provide a useful framing for identifying relevant indicators

		All	Bilaterals						IFIs/MDBs						MCFs					Parties	All			
		21	22	22a	22b	22c	22d	22e	22f	23	23a	23b	23c	23d	23e	23f	24	24a	24b	24c	24d	24e	25	26
Feature	Fairness & equity	█							█		█				█	█								█
	Efficiency	█						█				█							█	█		█		
	Capacity				█													█					█	
	Predict. & Transp.			█		█	█					█						█			█			
	Scale & adequacy	█		█		█	█		█				█		█	█		█						
	Effectiveness & Impact			█	█	█								█									█	
Barriers	Fragment.	█						█				█							█				█	
	Financial.	█		█					█		█			█				█						
	Proced. & admin.	█				█	█	█				█						█	█	█	█	█	█	█
	Capacity	█			█	█	█						█					█	█	█		█		█
	Transp. & predict.	█		█		█	█				█		█		█	█		█	█		█		█	
	Percept. & fiduc.	█		█					█			█			█	█		█					█	█

	Barriers addressed						Markers of progress
Access Features	Fragment	Financial terms...	Proced. & admin	Capacity	Transp. & predict.	Percept. & fiduciary	
Fairness & equity							<ul style="list-style-type: none"> • More even distribution of finance • Greater finance to vulnerable recipients (LDCs/SIDS) • Greater use of concessional, or non-debt-inducing finance
Efficiency							<ul style="list-style-type: none"> • More streamlined and faster application and approval processes • Lower transaction costs • Quicker disbursement of funds • More harmonized processes across providers
Capacity							<ul style="list-style-type: none"> • Increased administrative and technical capacity of recipients • More capacity building, TA, and readiness programs • Greater absorptive capacity of recipients
Predict. & transp.							<ul style="list-style-type: none"> • More sustained climate finance over time • Longer length of projects/programs • More country- and locally-led ownership of finance
Scale & adequacy							<ul style="list-style-type: none"> • Increased volume of finance • Progress against climate finance needs (esp. for LDC/SIDS, adaptation) • Increased finance for objectives, sectors, etc. with largest finance gap
Effectiv. & Outcomes							<ul style="list-style-type: none"> • Positive impacts and outcomes of climate finance

IDENTIFYING INDICATORS

A five-step approach is used for identifying indicators

Approach for identifying indicators

1

The mapping identifies the relevant paragraph provisions for measuring each access feature

	All		Bilaterals						IFIs/MDBs						MCFs					Parties	All		
	21	22	22a	22b	22c	22d	22e	22f	23	23a	23b	23c	23d	23e	23f	24	24a	24b	24c	24d	24e	25	26
Fairness & equity	█	█						█	█					█	█								█

For each feature, relevant provision are extracted for analysis on measurability and indicator selection.

2

Established targeted barriers and markers of progress guide indicators identification

Access Features	Barriers addressed					
	Fragment	Financial terms...	Proced. & admin	Capacity	Transp. & Predict.	Percept. & fiduciary
Fairness & equity		█		█		█

Markers of progress

- More even distribution of finance
- Greater finance to vulnerable recipients (LDCs/SIDS)
- Greater use of concessional, or non-debt-inducing finance

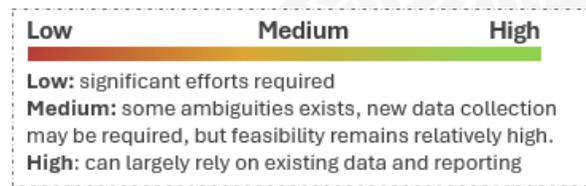
3

Define list of possible indicators by actor as per para. provision

Actor	NCQG Text	Indicators
Actor 1	Para ref X	<ul style="list-style-type: none"> • Indicator 1 • Indicator 2

4

Assess data availability and feasibility: review current measurement approaches and available data



5

Determine commonality of indicators across actors and access features

FAIRNESS & EQUITY

Promote **fairness and equity** by prioritizing access for the most vulnerable recipients (esp. LDCs/SIDS)



Fairness and equity

1

	All		Bilaterals						IFIs/MDBs						MCFs					Partie	All		
	21	22	22a	22b	22c	22d	22e	22f	23	23a	23b	23c	23d	23e	23f	24	24a	24b	24c	24d	24e	25	26
Fairness & equity	█	█						█	█					█	█	█							█

2

Access Features	Barriers addressed					
	Fragment	Financial terms...	Proced. & admin	Capacity	Transp. & predict.	Percept. & fiduciary
Fairness & equity		█		█		█

Markers of progress

- More even distribution of finance
- Greater finance to vulnerable recipients (LDCs/SIDS)
- Greater use of concessional, or non-debt-inducing finance

Fairness and equity (2/4)

Actor	NCQG Text	Indicators	Measurement considerations	Measurability potential
IFIs/ MDBs	23(a) <i>Deploying a range of instruments, in particular non-debt-inducing instruments;</i>	<ul style="list-style-type: none"> • Number of different instruments deployed • Volume of non-debt commitments: Grants, guarantees ,equity, first-loss capital, insurance-based instruments, blended finance • Debt vs. non-debt ratios 	<ul style="list-style-type: none"> • Establish qualifying list of “non-debt-inducing instruments” to include: Grants, guarantees ,equity, first-loss capital, insurance-based instruments, blended finance 	High
	23(b) <i>Considering shifting their risk appetites in the context of climate finance;</i>	<ul style="list-style-type: none"> • Volume/% of finance to developing economies, especially LDCs and SIDS • Volume/% of finance to debt-distressed countries • Volume/% of finance to highly vulnerable countries • Volume of first-loss capital/guarantees/grants • Volume/% of adaptation finance 	<ul style="list-style-type: none"> • Define “high risk” investments in the context of climate finance 	Medium Risk appetite is difficult to directly quantify but may be measured through proxy indicators.

Fairness and equity (3/4)

Actor	NCQG Text	Indicators	Measurement considerations	Measurability potential
IFIs/ MDBs	<p>23(e) Considering scaling up highly concessional finance for developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as the least developed countries and small island developing States;</p>	<ul style="list-style-type: none"> • Volume and % of highly concessional finance of total climate finance by country, especially to LDCs and SIDS <ul style="list-style-type: none"> • Grant • Below market rate debt • Highly concessional finance per capita in LDCs/SIDS, especially in adaptation • Growth rate of highly concessional finance (%) to LDCs and SIDS, especially in adaptation • Interest rates, maturities, grace periods of highly concessional finance provided to LDCs and SIDS, benchmark to market level 	<ul style="list-style-type: none"> • Measure concessional climate finance in terms of its share, allocation to vulnerable countries, growth dynamics, and level of concessionally. • Define "highly-concessional finance": <ul style="list-style-type: none"> Option 1: setting higher threshold for grant element for concessional finance Option 2: setting higher thresholds for interest rate, longer repayment schedules and grace period • Baseline year for benchmark 	High
	<p>23(f) Aiming at increasing grant financing disbursed to the least developed countries and small island developing States;</p>	<ul style="list-style-type: none"> • Volume of grant to LDCs/SIDS • % of grant financing/element of total finance • Growth rate of grant financing (%) to LDCs/SIDS, especially in adaptation • Grant financing per capita in LDCs/SIDS 	<ul style="list-style-type: none"> • Consider to define the optimal rate of grant financing • Baseline year for benchmark 	High

Initial direction for data mapping (Data sources/actors)

Data source	Stakeholder	Available information
OECD-DAC Creditor Reporting System (CRS)	Bilateral providers	<ul style="list-style-type: none"> • Climate finance volumes by instrument • Grant vs loan shares • Recipient country classifications
Biennial Transparency Reports (BTRs)	Parties	<ul style="list-style-type: none"> • Finance provided, mobilized, and received • Narrative reporting on access challenges
Joint MDB Climate Finance Reports	IFIs / MDBs	<ul style="list-style-type: none"> • Instrument mix • Project and programmatic finance • Co-financing
MDB project-level databases	IFIs / MDBs	<ul style="list-style-type: none"> • Climate finance volumes by instrument • Grant vs loan shares • Recipient country classifications
MCF annual reports	MCFs	<ul style="list-style-type: none"> • Finance provided, mobilized, and received • Narrative reporting on access challenges
GCF Readiness and Preparatory Support reports	MCFs	<ul style="list-style-type: none"> • Instrument mix • Project and programmatic finance • Co-financing
Independent evaluation reports (IEU/IEO, bilateral evaluations)	Bilateral providers / IFIs / MCFs	<ul style="list-style-type: none"> • Climate finance volumes by instrument • Grant vs loan shares • Recipient country classifications
SCF Biennial Assessment		<ul style="list-style-type: none"> • Finance provided, mobilized, and received • Narrative reporting on access challenges
National public finance systems and expenditure reviews	Parties	<ul style="list-style-type: none"> • Instrument mix • Project and programmatic finance • Co-financing

Data gap assessment of indicators will inform feasibility of reporting on proposed indicators

4

Illustrative example

MDB					
			Data gaps assessment		
Core Access issue	Proposed indicator	Description	MDB 1	MDB 2	MDB X..
Equity	indicator 1				
	indicator 2				
	...				
Scale	indicator 1				
	indicator 2				
	...				
Other Access issue					
...	indicator 1...				

For illustration only

- already reporting
- partially reporting
- not reporting

Bilateral DFI

..;

Funds

...

From the indicators identified, we will determine common indicators across actors and features

5

For illustration only

Access Feature 1

Indicator	MDB	Bilaterals	MCF
Number of different instruments deployed	✓ 2X(X)	✓ 2X (X)	✓ 23 (f)
Volume of non-debt commitments: Grants, guarantees ,equity, first-loss capital, insurance-based instruments, blended finance		✓ 2X (X)	
Debt vs. non-debt ratios		✓ 2X (X)	
Volume and % of highly concessional finance of total climate finance by country, especially to LDCs and SIDS of grant and below market rate debt		✓ 2X (X)	

- This approach will inform a reporting framework that enables comparability and reduces redundancy wherever possible

For discussion

NCQG Elements: Given that access elements are closely related to other measurables (scale, adequacy, geographical distribution, impacts/outcomes), would it be helpful to distinguish between: 1) Core/primary access metrics (directly measuring access); and 2) related/secondary access metrics (measuring access-adjacent elements)?

Measurement approaches (Quantitative vs. qualitative): Since several access elements currently lack specified benchmarks, would it be useful to categorize them as: 1) Quantitative elements – measurable against proposed benchmarks (e.g., timeliness of project/programmatic cycles); and 2) Qualitative/narrative elements – requiring descriptive assessments (e.g., promoting programmatic approaches, prioritization of recipients)?

Implementation Responsibility: Given that progress on access requires actions from both providers and recipients, would metrics categorized by actor be helpful? E.g. by: 1) Provider-led actions; 2) Recipient-led actions; 3) Collaborative/joint actions

Setting Baselines and Targets: What approaches would you suggest for establishing baselines and targets to measure progress against access indicators?

Balancing Data Robustness with Reporting Burden: How can we ensure robust access data collection while minimizing reporting burden? Specifically, how might existing reporting mechanisms be leveraged or adapted to capture access metrics efficiently?

INVITING YOUR INPUT, REVIEW, AND BILATERAL ENGAGEMENT

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