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Matters relating to finance

Long-term climate finance

Activities referred to in paragraph 10 of decision 6/CP.23, otherwise known as the Needs-based Finance project

Note by the secretariat

Summary

This report has been prepared in response to the request from the Conference of the Parties at its twenty-eighth session for the secretariat to prepare a report on its activities, as referred to in paragraph 10 of decision [6/CP.23](#), related to exploring ways and means to assist developing countries in assessing their needs and priorities in a country-driven manner, including their technological and capacity-building needs, and in translating climate finance needs into action.



Abbreviations and acronyms

AF	Adaptation Fund
ASEAN	Association of Southeast Asian Nations
AUDA–NEPAD	African Union Development Agency–New Partnership for Africa’s Development
CAREC	Central Asia Regional Economic Cooperation
CARICOM	Caribbean Community
COP	Conference of the Parties
EAC	East African Community
ECOWAS	Economic Community of West African States
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
GCF	Green Climate Fund
GEF	Global Environment Facility
GGGI	Global Green Growth Institute
LAS	League of Arab States
LDC	least developed country
MSG	Melanesian Spearhead Group
NAP	national adaptation plan
NDC	nationally determined contribution
OECS	Organization of Eastern Caribbean States
PIFS	Pacific Islands Forum Secretariat
SSN	SouthSouthNorth
UNDP	United Nations Development Programme

I. Introduction

A. Mandate

1. COP 23 requested the secretariat, in collaboration with the operating entities of the Financial Mechanism, United Nations agencies and bilateral, regional and other multilateral channels, to explore ways and means to assist developing countries in assessing their needs and priorities, in a country-driven manner, including technological and capacity-building needs, and in translating climate finance needs into action.¹ COP 26,² 27³ and 28⁴ reiterated this request.

2. COP 28 requested the secretariat to prepare a report on its activities referred to in paragraph 10 of decision [6/CP.23](#), to be made available to COP 29.

B. Scope

3. This report provides an overview of the activities referred to in paragraph 10 of decision [6/CP.23](#), otherwise known as the Needs-based Finance project,⁵ as well as progress, challenges and recommendations for future improvement.

4. Chapter II below provides an executive summary of the document, including key achievements under the project. Chapter III below provides information on the objective and methodology applied by the Needs-based Finance project, while chapter IV below provides information on regional support and chapter V below support under the project tailored to each country's climate finance needs. Chapter VI below outlines challenges faced by developing countries in accessing and mobilizing international climate finance, while chapter VII below discusses challenges in providing support under the project, with chapter VIII below concluding with key findings aimed at improving the effectiveness of the project.

II. Executive summary

5. The secretariat initiated the Needs-based Finance project in early 2018. The project is designed to address the mandate referred to in paragraph 1 above by facilitating the assessment of the climate finance needs and priorities of developing countries in a country-driven manner. Since the inception of the project, the secretariat has supported over 100 developing countries, grouped into 12 regions and groups of countries, in defining their needs, clarifying their priorities, converting those needs and priorities into regional climate finance access and mobilization strategies and country- and region-specific projects and programmes.

6. Key achievements under the Needs-based Finance project to date include:

- (a) Conducting 14 technical assessments on climate finance needs and flows;
- (b) Facilitating the development of 8 regional climate finance access and mobilization strategies, which have been published and endorsed;
- (c) Facilitating the ongoing development of 31 projects, programmes and/or readiness activity concepts;
- (d) Conducting 8 training workshops facilitated by SSN, in collaboration with the AF, the GCF, the GEF, the GGGI and other finance institutions and bilateral agencies;
- (e) Conducting 23 technical climate finance workshops and climate finance training sessions, enabling knowledge exchange between countries;

¹ Decision [6/CP.23](#), para. 10.

² Decision [4/CP.26](#), para. 22.

³ Decision [13/CP.27](#), para. 11.

⁴ Decision [4/CP.28](#), paras. 17–18.

⁵ See <https://unfccc.int/NBF-Project>.

(f) Coordinating 10 side events, including high-level side events on the climate finance needs of developing countries;

(g) Signing 10 partnership agreements with regional organizations and 10 with national Governments;

(h) Engaging over 200 country representatives in the project;

(i) Facilitating collaboration with the AF, the GCF, the GEF and others, on implementation of the strategies.

7. To date, financial support under the Needs-based Finance project has been provided by the European Union, Germany, Norway, the Republic of Korea, the Russian Federation, Spain and Sweden, and the Citibank Group.

8. Substantial progress has been made under the Needs-based Finance project in supporting developing countries to assess their climate finance needs and mobilize climate finance. However, challenges remain, including as a result of varying institutional capacities, gaps in data availability and resource constraints. Tailored approaches are needed to address the specific climate finance needs of each region, and further investment in capacity-building is essential for enhancing the ability of developing countries to access climate finance effectively. Strengthening coordination among stakeholders and further engaging the private sector will be crucial for sustaining momentum of the project.

III. Needs-based Finance project

A. Objective

9. The objective of the Needs-based Finance project is to assist developing countries to assess their climate finance needs and priorities in a comprehensive and country-driven manner. This involves identifying financial requirements and addressing the technological and capacity-building needs that are essential for accessing and mobilizing climate finance.

10. The Needs-based Finance project is designed to be implemented in collaboration with regional partners, including the AF, the operating entities of the Financial Mechanism, United Nations agencies, and bilateral and multilateral channels. This collaborative approach is intended to leverage the expertise and resources of these entities, as well as others, following their establishment, ensuring that the project is able to deliver targeted support to developing countries.

B. Methodology

11. The Needs-based Finance project is aimed at facilitating the development of regional climate finance access and mobilization strategies on the basis of a technical assessment of climate finance needs, which enables participating countries to articulate their collective priorities and develop projects and programmes to address them. The project is broadly structured to support countries in the following phases:

(a) A technical assessment of climate finance needs: this involves conducting a detailed assessment of climate finance needs, as well as barriers and gaps across various sectors, on the basis of reports submitted under the UNFCCC (e.g. NAPs, national communications and NDCs);

(b) A technical assessment of climate finance flows: this is calculated using data derived from public sources of climate finance data;

(c) Development of a climate finance mobilization and access strategy: countries are assisted in developing a strategy aimed at mobilizing and accessing climate finance, including through international, regional and domestic channels;

(d) Implementation of priorities: this involves supporting the development of project pipelines and enhancing the capacity of countries to implement their climate finance

access and mobilization strategies, including through joint training delivered by the AF, the GCF, the GEF and selected partners and moderated by SSN;

(e) Needs-based finance training workshops: the focus of the workshops is on building capacity in key areas such as establishing a theory of change, developing a strong climate rationale, considering environmental, social and governance factors and structuring finance. Participants are also guided through the ideation and development of project concepts, equipping them to create proposals that align with the requirements of the AF, the GCF and the GEF.

12. The Needs-based Finance project is therefore aimed at mobilizing increased levels of climate finance, strengthening regional cooperation and connections between countries and financial institutions, and enhancing country capacity at the national and regional level.

13. Owing to considerable variations in the methodologies, data sources, timescales and consultation process among countries, the information and data on finance flows and needs presented in this report are not the same as contained in the various biennial assessments and overviews of climate finance flows or the reports on the determination of the needs of developing countries related to implementing the Convention and the Paris Agreement by the Standing Committee on Finance.⁶

IV. Regional support provided

14. Substantial progress has been made under the Needs-Based Finance project in supporting developing countries in assessing and mobilizing the necessary climate finance since the project's inception. The multiphase approach of the project has resulted in the development of technical assessments and strategic frameworks and the advancement of climate finance initiatives in over 100 developing countries across 12 regions and groups of countries, reflecting the collaborative efforts of the secretariat, regional partners and participating countries aimed at enhancing access to and mobilization of climate finance.

15. Key achievements under the Needs-based Finance project to date include:

(a) Completing 14 technical assessments⁷ that comprehensively analyse climate finance needs and flows across participating regions;

(b) Developing, endorsing and publishing 8 regional climate finance strategies⁸, which serve as a tool for enabling and guiding countries' climate finance access and mobilization efforts;

(c) Facilitating the ongoing development of 31 projects, programmes and/or readiness activity concepts developed by countries to meet their needs;

(d) Conducting 8 training workshops⁹ in collaboration with the operating entities of the Financial Mechanism and other funds, including the AF, the GCF and the GEF;

(e) Conducting 23 technical climate finance workshops, which provided a platform for knowledge-sharing and capacity-building among country representatives and stakeholders;

(f) Coordinating 10 side events, including high-level side events, on the climate finance needs and priorities of developing countries;

(g) Signing 10 partnership agreements with regional organizations (AUDA–NEPAD, CARICOM, EAC, ECOWAS, ESCAP, ESCWA, LAS, MSG, OECS and PIFS) and 10 with national Governments (Antigua and Barbuda, Belize, Bhutan, Cuba, Dominican Republic, Honduras, Lebanon, Maldives, Philippines, and Uruguay);

⁶ The sixth Biennial Assessment and Overview of Climate Finance Flows and the second report on the determination of the needs of developing countries related to implementing the Convention and the Paris Agreement will be made available at <https://unfccc.int/SCF>.

⁷ <https://unfccc.int/NBF-Project#Documents>.

⁸ <https://unfccc.int/NBF-Project#Documents>.

⁹ <https://unfccc.int/NBF-Project#NBF-Events>.

(h) Actively engaging over 200 country representatives, reflecting the widespread and inclusive nature of the initiatives under the project;

(i) Collaborating on implementing strategies with the AF, the GCF, the GEF and others.

16. To date, financial support under the Needs-based Finance project has been provided by the European Union, Germany, Norway, the Republic of Korea, the Russian Federation, Spain and Sweden, and the Citibank Group.

17. The following subchapters provide information on activities under the project by region or group of countries. Boxes 1–12 provide a summary of the data compiled from the technical assessments and strategy documents of each region or group of countries,¹⁰ which are available on the Needs-based Finance project web page.

A. Arab States¹¹

18. The Needs-based Finance project was launched for Arab States in November 2019 in collaboration with ESCWA and LAS. Box 1 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for Arab States.

Box 1

Arab States

Participating countries: Algeria, Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Qatar, Saudi Arabia, Somalia, State of Palestine, Sudan, Syrian Arab Republic, Tunisia, United Arab Emirates and Yemen.

Partners and collaborations: ESCWA and LAS.

Climate finance flows: approximately USD 3.6 billion per year between 2013 and 2018.

Climate finance needs: approximately USD 457 billion by 2030.

Adaptation:

- Estimated costed needs: USD 199.8 billion by 2030;
- Priority sectors: agriculture, coastal zones, food security, health and water.

Mitigation:

- Estimated costed needs: USD 163.1 billion by 2030;
- Priority sectors: energy, transport and waste.

Climate finance access and mobilization strategy: under development.

19. The project activity began with a series of regional stakeholder workshops held between 2019 and 2021, both in person and virtually. These workshops facilitated the identification of key barriers, such as limited financial resources, insufficient technical capacities and inadequate institutional coordination.

20. A technical assessment published in early 2022 provided a foundation for the climate finance access and mobilization strategy, highlighting the urgent need for efficient water management, renewable energy development and climate-resilient infrastructure. The strategy was further refined during an in-person training workshop on climate finance access, held in September 2022 in Tunis, Tunisia, where experts from Arab countries collaborated to develop initial project concepts and potential project pipelines. The strategy is currently

¹⁰ Not all countries had estimated the cost of their needs.

¹¹ <https://unfccc.int/NBF-Project#Arab-States>.

under consideration by the Council of Arab Ministers Responsible for the Environment, established under LAS.

21. The draft climate finance access and mobilization strategy for the Arab States outlines strategic areas and actions to enhance the region's ability to access and mobilize climate finance, including developing institutional capacities, mainstreaming climate change in national planning and expanding the participation of regional banks and government ministries.

22. The training workshop held in Tunis in September 2022 facilitated the identification of key regional priorities through collaborative discussions and capacity-building sessions, resulting in three project concepts: wastewater treatment and reuse, the water–food–energy nexus, and a regional coastal protection facility. These project concepts, which are primarily focused on adaptation with some mitigation benefits, address critical regional needs. The next steps involve further exploring and refining the project concepts and organizing an investment forum aimed at securing the necessary funding from donors and partnerships with accredited entities to develop the project concepts into proposals and ensure their successful implementation.

B. East Africa¹²

23. The Needs-based Finance project was launched for East Africa in November 2019 in collaboration with EAC. Box 2 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for East Africa.

Box 2

East Africa

Participating countries: Burundi, Democratic Republic of the Congo, Kenya, Rwanda, South Sudan, Uganda and United Republic of Tanzania.

Partners and collaborations: EAC.

Climate finance flows: approximately USD 2.5 billion per year between 2013 and 2018.

Climate finance needs: approximately USD 525.5 billion by 2030.

Adaptation:

- Estimated costed needs: USD 228.1 billion by 2030;
- Priority sectors: agriculture, biodiversity, coastal marine environment and fisheries, education, energy, forestry, health, human settlements, infrastructure science and technology, tourism and water resources.

Mitigation:

- Estimated costed needs: USD 300.3 billion by 2030;
- Priority sectors: agriculture, energy, forestry, industry, land use, transport, waste and wetlands.

Climate finance access and mobilization strategy:

- Strengthening technical skills related to climate finance through capacity-building at the national and regional level;
- Enhancing capacity and establishing mechanisms for developing and implementing mitigation and adaptation projects, and development projects with climate change co-benefits at the national and regional level;
- Enhancing enabling environments for mobilizing funding and catalysing public and private investment;
- Identifying and mobilizing effective, innovative and appropriate additional finance for priority actions.

¹² <https://unfccc.int/NBF-Project#East-Africa>.

24. The project began with an inception workshop in early 2020, held in Zanzibar, United Republic of Tanzania, which revealed the significant climate finance needs and challenges faced by the region, including limited capacity to develop bankable proposals, inadequate data and monitoring systems, and insufficient institutional coordination. Following this, a climate finance access and mobilization strategy for the region was technically validated by the EAC Climate Change Technical Working Group in March 2022 and subsequently endorsed by the EAC Council of Ministers at its 42nd ordinary meeting in July 2022. The strategy outlines a framework for mobilizing, accessing and scaling up climate finance in a manner that supports the achievement of the region's low-emission development goals.

25. In April 2023, a regional needs-based finance training workshop, co-hosted by the Government of the United Republic of Tanzania, was held at the EAC headquarters in Arusha, United Republic of Tanzania. The workshop brought together delegates from all East African countries and representatives of the AF, the African Development Bank, the GCF, the GEF, SSN and UNDP to discuss and refine project concepts. Three key project concepts were identified: sustainable land and seascape management; climate resilience for enhanced food security; and transboundary water security and sanitation. These project concepts, which are currently under development, are aimed at addressing critical climate-related challenges in the region.

26. Preparations are under way for an investment forum, which is the next step in the implementation of the climate finance access and mobilization strategy for East Africa. The forum will be focused on identifying potential partners, matching the project concepts with appropriate donors and accredited entities and facilitating the mobilization of the necessary funds to advance the region's climate finance goals by implementing the regional climate finance access and mobilization strategy.

C. West Africa¹³

27. The Needs-based Finance project was launched for West Africa in October 2020 in collaboration with ECOWAS and the West African Alliance on Carbon Markets and Climate Finance. Box 3 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for West Africa.

Box 3

West Africa

Participating countries: Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo.

Partners and collaborations: ECOWAS and West African Alliance on Carbon Markets and Climate Finance.

Climate finance flows: approximately USD 4.9 billion per year between 2013 and 2018.

Climate finance needs: approximately USD 294 billion by 2030.

Adaptation:

- Estimated costed needs: USD 50 billion by 2030;
- Priority sectors: agriculture, biodiversity and ecosystems, coastal protection, energy, fisheries, forestry and land use, health, human settlements, livestock, tourism, vulnerable groups and water resources.

Mitigation:

- Estimated costed needs: USD 77 billion by 2030;
- Priority sectors: agriculture, energy, forestry and other land use, industrial processes and product use, transport and waste.

¹³ <https://unfccc.int/NBF-Project#West-Africa>.

Climate finance access and mobilization strategy:

- Enhanced enabling environments for mobilizing funding and catalysing private investment;
- Enhancing technical capacity for developing and implementing mitigation and adaptation projects;
- Enhancing institutional capacity and mechanisms at the national and regional level for coordinating climate finance mobilization;
- Identifying and mobilizing effective, innovative and appropriate financing for priority climate actions;
- Strengthening and developing measurement, reporting and verification systems of climate finance.

28. Following the technical assessment, the climate finance access and mobilization strategy for the region was developed through a series of virtual stakeholder workshops held between 2020 and 2022 and was technically validated and subsequently endorsed by ECOWAS during the 61st ordinary session of the Authority of Heads of State and Government in July 2022.

29. The climate finance access and mobilization strategy is aimed at creating an enabling environment for mobilizing funding and catalysing private investment, enhancing technical capacities for project development, and strengthening institutional capacity and coordinating climate finance at the national and regional level.

30. In August 2023, a regional needs-based finance training workshop was held in Bonn in collaboration with the AF, the African Development Bank, ECOWAS, the GCF, the GEF, the NDC Partnership, SSN and the West African Alliance on Carbon Markets and Climate Finance. Country experts discussed national priorities and how to align them with the objectives of the regional climate finance access and mobilization strategy. A pipeline of 25 potential projects was consolidated into five project concepts: climate-resilient agriculture; resilience through nature-based solutions in Africa's Great Green Wall; circular economy and integrated waste management; climate resilience in coastal and lagoon ecosystems; and the sustainable energy access initiative for rural communities. Supporting partner organizations to advance the project concepts were also identified at the workshop, including the AF, the GCF and UNDP.

31. Plans for an investment forum to advance the regional climate finance access and mobilization strategy are under way. The forum will be aimed at matching the validated project concepts with potential donors and accredited entities, thereby facilitating mobilization of the funds needed to implement the region's climate finance initiatives.

D. Southern Africa¹⁴

32. The Needs-based Finance project was launched in Southern Africa in January 2024 in collaboration with AUDA–NEPAD. The project activity is at an early stage of development. Box 4 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for Southern Africa.

Box 4**Southern Africa**

Participating countries: Angola, Botswana, Eswatini, Lesotho, Malawi, Mozambique, Namibia, South Africa, Zambia and Zimbabwe.

Partners and collaborations: AUDA–NEPAD.

Climate finance flows: under development.

¹⁴ <https://unfccc.int/NBF-Project#Southern-Africa>.

Climate finance needs: under development.

Climate finance access and mobilization strategy: under development.

33. Since the launch of the project for Southern Africa, AUDA–NEPAD member countries have been engaged in the project through a series of virtual consultations on climate finance needs, challenges and opportunities. Virtual consultations have also been held with stakeholders, including the Southern African Development Community and regional partners, to align national and regional priorities.

34. In 2024, progress was made in the region through the development of a draft climate finance access and mobilization strategy, informed by a technical assessment of finance needs and flows. Further development of the strategy will involve close collaboration with national experts, regional institutions and development partners, ensuring the inclusion of comprehensive, actionable activities and alignment with regional goals.

35. The next steps involve organizing workshops to review and finalize the strategy and technical assessment followed by training on developing programme or project concepts, culminating in a regional investment forum aimed at matching the concepts with potential donors and accredited entities.

E. Eastern Caribbean¹⁵

36. The Needs-based Finance project was launched for the Eastern Caribbean in June 2021 in collaboration with OECS. Box 5 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for the Eastern Caribbean.

Box 5

Eastern Caribbean

Participating countries: Antigua and Barbuda, Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines.

Partners and collaborations: OECS.

Climate finance flows: approximately USD 84.9 billion per year between 2010 and 2019.

Climate finance needs: approximately USD 3.9 billion by 2030.

Adaptation:

- Estimated costed needs: USD 757 million by 2030;
- Priority sectors: agriculture, disaster risk reduction, ecosystems, energy availability, food security, health, human settlements, sustainable land management and water.

Mitigation:

- Estimated costed needs: USD 1.5 billion by 2030;
- Priority sectors: agriculture, energy, fishing, forestry, health, land-use change, manufacturing and construction, tourism, transportation, waste and water.

Climate finance access and mobilization strategy:

- Accessing predictable, adequate and scaled-up climate finance for mitigation and adaptation;
- Adapting and building resilience to extreme weather and slow onset climatic events;
- Harnessing the green-blue economy approaches;
- Building capacity and raising awareness;
- Strengthening measurement, reporting and verification of climate finance.

¹⁵ <https://unfccc.int/NBF-Project#Caribbean>.

37. In September 2022, a workshop was held in Gros Islet, Saint Lucia, aimed at undertaking the technical assessment and developing the regional climate finance access and mobilization strategy for the region. The workshop, organized by the OECS Commission and hosted by the Government of Saint Lucia, brought together representatives, including environment and finance experts, of each OECS member State.

38. The strategy, which is focused on enhancing access to climate finance and building resilience, was subsequently endorsed by the OECS Council of Ministers in 2023.

39. A needs-based finance training workshop was subsequently held in Saint George's, Grenada, in March 2023 in collaboration with the AF, the GCF, the GEF, the NDC Partnership, the Rocky Mountain Institute, and SSN, with the participation of country experts, to identify a pipeline of project concepts aligned with the climate finance access and mobilization strategy. The three projects currently under development are climate resilience in Caribbean coastal cities; climate resilience through capacity-building and technology transfer; and resilience in waste and wastewater management systems.

40. The next step is organizing a regional investment forum designed to connect the project concepts with potential donors and accredited entities, which is crucial for securing the necessary funding and partnerships for successful project implementation.

F. Caribbean¹⁶

41. The Needs-based Finance project was launched for the Caribbean in February 2024 in collaboration with the CARICOM secretariat. The project is at an early stage of development. Box 6 provides a summary of the participating countries and partners, and status of the development of climate finance flows and needs, and of the climate finance access and mobilization strategy for the Caribbean.

Box 6

Caribbean

Participating countries: Bahamas, Barbados, Belize, Guyana, Haiti, Jamaica, Suriname, and Trinidad and Tobago.

Partners and collaborations: CARICOM.

Climate finance flows: under development.

Climate finance needs: under development.

Climate finance access and mobilization strategy: under development.

42. The project, including key components, is currently under development. Project funding is being sought as the development of the project progresses. The next steps will include developing the strategy, providing training and developing project concepts, as well as engagement with potential donors and partners.

G. Island States in the Indian Ocean¹⁷

43. The Needs-based Finance project for island States in the Indian Ocean was launched in February 2020 in collaboration with the Government of Maldives. Box 7 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for island States in the Indian Ocean.

¹⁶ <https://unfccc.int/NBF-Project#CARICOM>.

¹⁷ <https://unfccc.int/NBF-Project#Island-States-in-the-Indian-Ocean>.

Box 7

Island States in the Indian Ocean

Participating countries: Comoros, Madagascar, Maldives, Mauritius, Seychelles and Sri Lanka.

Partners and collaborations: Government of Maldives.

Climate finance flows: approximately USD 2.2 billion per year between 1991 and 2020.

Climate finance needs: approximately USD 50 billion by 2030.

Adaptation:

- Estimated costed needs: USD 33.4 billion by 2030;
- Priority sectors: coastal zone protection, critical infrastructure, food security, health, tourism and water security.

Mitigation:

- Estimated costed needs: USD 9.5 billion by 2030;
- Priority sectors: forestry, renewable energy and transport.

Climate finance access and mobilization strategy:

- Scaling up climate finance for adaptation;
- Partners and sources of finance;
- Capacity-building and awareness-raising;
- Enabling policies;
- Institutional arrangements;
- Measurement, reporting and verification systems and transparency.

44. A technical assessment conducted in March 2020 during a validation workshop in Malé, Maldives, highlighted the region's finance needs and identified priority sectors under the climate finance access and mobilization strategy, including climate-smart agriculture, coral reef preservation, climate-proof infrastructure and early warning systems. These needs and priorities were subsequently refined and finalized during a follow-up workshop, leading to the publication of the climate finance access and mobilization strategy for island States in the Indian Ocean (2022–2025).

45. In May 2022, a training workshop was held in Bandos, Maldives, co-hosted by the Government of Maldives and attended by representatives of the AF, the GCF, the GEF, SSN, UNDP and the United States Agency for International Development. Experts from all participating countries collaborated to transform identified priorities into three project concepts: climate-smart agriculture; coral reef preservation and restoration; and climate-proof infrastructure.

46. The next steps include consolidating and broadening support for the climate finance access and mobilization strategy and organizing an investment forum to present the project concepts to prospective financiers and development partners for implementation.

H. Least developed countries in Asia¹⁸

47. The Needs-based Finance project was launched for the LDCs in Asia in December 2023 in collaboration with ESCAP. Box 8 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for the LDCs in Asia.

Box 8

Least developed countries in Asia

¹⁸ <https://unfccc.int/NBF-Project#Asian-Least-Developed-Countries>.

Participating countries: Bangladesh, Bhutan, Cambodia, Lao People's Democratic Republic, Nepal and Timor-Leste.

Partners and collaborations: ESCAP and Government of Bhutan.

Climate finance flows: approximately USD 2.3 billion per year between 2013 and 2018.

Climate finance needs: approximately USD 105 billion by 2030.

Adaptation:

- Estimated costed needs: USD 45 billion by 2030;
- Priority sectors: coastal zone protection and marine resources, disaster prevention, food security, infrastructure, and water supply and sanitation.

Mitigation:

- Estimated costed needs: USD 60 billion by 2030;
- Priority sectors: domestic fuel efficiency, energy efficiency, forestry and land use, industry, renewable energy, transport and waste.

Climate finance access and mobilization strategy:

- Identifying and mobilizing effective and appropriate financing for climate action in the subregion;
- Strengthening coordination and collaboration to enable effective climate finance mobilization for the subregion;
- Promoting research and development to further strengthen awareness, capacity-building, and science and innovation for financing climate action;
- Increase climate finance to deliver meaningful technology transfer.

48. Building on a technical assessment, a climate finance access and mobilization strategy for the LDCs in Asia was developed and published in 2022. The assessment identified key barriers, such as lack of skills and capacity to convert NDCs into investment plans and develop bankable projects.

49. The strategy is focused on several strategic areas, such as mobilizing effective financing, strengthening subregional coordination and collaboration, promoting research and development and increasing climate finance to facilitate meaningful technology transfer. These efforts are aimed at building the necessary capacity and infrastructure to achieve the subregion's climate goals and support sustainable development pathways.

50. The strategy was discussed and endorsed during a training workshop held in Bangkok, Thailand, in August 2022, organized in collaboration with the AF, ESCAP, the GCF, the GEF, GGGI, SSN and UNDP, where experts from all participating countries identified five project concepts that align with the subregion's strategic priorities: nature-based solutions with mitigation co-benefits; enhanced livelihood through climate-resilient agricultural production; e-mobility and low-emission urban transport systems; off-grid renewable energy systems; and community-driven ecotourism.

51. The next steps include consolidating and broadening support for the climate finance access and mobilization strategy and organizing an investment forum in conjunction with South-East Asian countries to match prioritized project concepts with prospective financiers and development partners.

I. South-East Asia¹⁹

52. The Needs-based Finance project was launched for South-East Asia in December 2023 in collaboration with the ASEAN secretariat and ESCAP. Box 9 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for South-East Asia.

¹⁹ <https://unfccc.int/NBF-Project#South-East-Asia>.

Box 9

South-East Asia

Participating countries: Brunei Darussalam, Cambodia, Indonesia, Lao People's Democratic Republic, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam.

Partners and collaborations: ASEAN secretariat and ESCAP.

Climate finance flows: approximately USD 3.2 billion per year between 2013 and 2017.

Climate finance needs: approximately USD 422.2 billion by 2030.

Adaptation:

- Estimated costed needs: USD 129.2 billion by 2030;
- Priority sectors: biodiversity, coastal zone protection and marine resources, food security (agriculture, livestock and fisheries), forestry and watershed management, public health, and water supply and sanitation.

Mitigation:

- Estimated costed needs: USD 293 billion by 2030;
- Priority sectors: energy efficiency, forestry and other land use, industrial processes, renewable energy and waste management.

Climate finance access and mobilization strategy:

- Supporting the development of project pipelines;
- Promoting diversification and innovation;
- Facilitating access to climate finance;
- Developing cohesive and harmonized policy;
- Facilitating capacity-building and an enabling environment;
- Promoting transparency and integrity.

53. On the basis of a technical assessment of climate finance needs and flows conducted between 2021 and 2022, which highlighted the need for capacity-building and an enabling environment, countries in the region collaborated on developing a climate finance access and mobilization strategy for South-East Asia.

54. The strategy, led by the ASEAN Working Group on Climate Change and supported by the ASEAN secretariat and ESCAP, is aimed at enhancing access to technology, scaling up investment, improving cooperation among ASEAN member States and ensuring inclusive access to climate finance. In addition, as requested by ASEAN member States, a guidebook on accessing climate finance²⁰ was published in early 2023 to accompany the climate finance access and mobilization strategies.

55. A regional training workshop was subsequently held in Manila, the Philippines, in March 2023, bringing together experts from all participating countries as well as representatives of the AF, the ASEAN secretariat, ESCAP, the GCF, the GEF, GGGI, the Republic of Korea Economic Development Cooperation Fund, SSN and UNDP. The workshop facilitated the development of five project concepts: ecosystem and nature-based solutions; sustainable energy financing; regional water security initiative; climate-resilient agriculture; and climate-resilient infrastructure.

56. The next steps include consolidating and broadening support for the climate finance access and mobilization strategy and organizing an investment forum in conjunction with the LDCs in Asia to match prioritized project concepts with prospective financiers and development partners.

²⁰ Available at <https://unfccc.int/NBF-Project#Documents>.

J. Central Asia and South Caucasus²¹

57. The Needs-based Finance project was launched for Central Asia and South Caucasus in December 2020 in collaboration with ESCAP. Box 10 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for Central Asia and South Caucasus.

Box 10

Central Asia and South Caucasus

Participating countries: Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Mongolia, Tajikistan, Turkmenistan and Uzbekistan.

Partners and collaborations: CAREC and ESCAP.

Climate finance flows: approximately USD 1.5 billion per year between 2013 and 2018.

Climate finance needs: approximately USD 380 billion by 2030.

Adaptation:

- Estimated costed needs: USD 4.6 billion by 2030;
- Priority sectors: biodiversity, coastal zone protection and marine resources, critical infrastructure, disaster risk reduction, food security (agriculture, livestock, fisheries), health, tourism, and water supply and sanitation.

Mitigation:

- Estimated costed needs: USD 9.3 billion by 2030;
- Priority sectors: agriculture, energy, industrial processes and product use, transport and waste.

Climate finance access and mobilization strategy:

- Institutional capacity-building at the national and regional level;
- Enhance access to existing climate finance resources;
- Climate finance mobilization.

58. A regional climate finance access and mobilization strategy, based on a technical assessment, was developed and published. The strategy includes objectives on building institutional capacity, enhancing access to existing climate finance resources and mobilizing climate finance.

59. In July 2023, a regional training workshop was held in Dushanbe, Tajikistan, co-hosted by the Committee for Environmental Protection of the Government of Tajikistan, with support from CAREC, the NDC Partnership and the United Nations Convention to Combat Desertification.

60. Experts from most participating countries attended the workshop, where the AF, the GCF and the GEF helped countries to identify four regional project concepts.

61. Four project concepts are currently being matched with partners for implementation, and several are being prepared for implementation by partners. These include initiatives on food security and climate-smart agriculture; regional capacity and institutional support for enhanced climate finance access through green bonds; sustainable rural development through climate-resilient economic growth; and early warning systems in the Amu Darya river basin.

K. Melanesia²²

62. The Needs-based Finance project for Melanesia was the first such project to be launched, with work starting in December 2018 in collaboration with the MSG secretariat.

²¹ <https://unfccc.int/NBF-Project#Central-Asia-and-South-Caucasus>.

²² <https://unfccc.int/NBF-Project#Melanesia>.

Box 11 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for Melanesia.

Box 11

Melanesia

Participating countries: Fiji, Papua New Guinea, Solomon Islands and Vanuatu.

Partners and collaborations: MSG secretariat.

Climate finance flows: approximately USD 1.9 billion per year between 2010 and 2017.

Climate finance needs: approximately USD 6 billion by 2030.

Climate finance access and mobilization strategy:

- Identifying and securing effective and appropriate funding sources for climate initiatives;
- Designing a financing vehicle to catalyse and mobilize private sector investment in climate action in the subregion;
- Building on existing financing mechanisms to mobilize climate finance in the subregion;
- Strengthening coordination and collaboration to enable effective mobilization of climate finance in the subregion;
- Capacity-building for developing and implementing mitigation and adaptation projects;
- Strengthening and developing measurement, reporting and verification systems for climate finance and implementation efforts.

63. The project culminated in the development of a subregional climate finance access and mobilization strategy in June 2019. This milestone was achieved following several workshops, including on completing the technical assessment for the climate finance access and mobilization strategy (2019–2021), which was instrumental in shaping the region’s approach to climate finance.

64. The project goals and objectives are being continued under the Needs-based Finance project for the Pacific (see para. 65 below).

L. Pacific²³

65. The Needs-based Finance project was launched for the Pacific in December 2023 in collaboration with PIFS. The project is at an early stage of development. Box 12 provides a summary of the participating countries and partners, climate finance flows and needs, and status of the climate finance access and mobilization strategy for the Pacific.

Box 12

Pacific

Participating countries: Cook Islands, Fiji, Kiribati, Marshall Islands, Micronesia (Federated States of), Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.

Partners and collaborations: PIFS.

Climate finance flows: under development.

Climate finance needs: under development.

Climate finance access and mobilization strategy: under development.

²³ <https://unfccc.int/NBF-Project#Pacific>.

66. In 2024, PIFS advanced the region's climate finance agenda through a series of consultations with member countries to identify national objectives and tailor actions to address the unique vulnerabilities of the Pacific island countries.

67. As a result of these consultations, the countries in the region have undertaken a draft technical assessment of the region's climate finance landscape, identifying key gaps, barriers and opportunities pertaining to mobilizing the necessary financial resources.

68. In addition, a draft regional climate finance access and mobilization strategy has been developed, which outlines actions for enhancing access to climate finance, with a focus on building capacity, strengthening institutional frameworks and fostering greater regional cooperation.

69. The next steps include organizing workshops to review and finalize the strategy and technical assessment. This will be followed by training workshops aimed at developing programme and project concepts, culminating in a regional investment forum designed to connect the concepts with potential donors and accredited entities.

V. Country support provided

70. Under the Needs-based Finance project, support was provided to individual developing countries upon request to facilitate a range of activities aimed at strengthening their ability to access and mobilize climate finance. These activities were aimed at providing support tailored to each country's specific needs and climate priorities as opposed to following the phased approach detailed in paragraph 11 above.

A. Antigua and Barbuda²⁴

71. In Antigua and Barbuda, the development of an overview and assessment of climate finance flows was facilitated through the Needs-based Finance project, with the Department of Environment of Antigua and Barbuda as the key partner. The assessment contributed to establishing a programmatic approach that aligns finance flows with a pathway towards low greenhouse gas emissions and climate-resilient development. The project also supported a preliminary analysis to better understand the country's risk of physical asset stranding.

B. Belize²⁵

72. In Belize, the Needs-based Finance project was part of a collaborative initiative involving various donors and organizations to develop and implement Belize's NDC financial strategy. Key partners included the Commonwealth of Nations, the NDC Partnership, the Rocky Mountain Institute and the World Bank. Under the project, a technical assessment of climate finance availability and investment opportunities, focusing on strategies for enhancing engagement with multilateral development banks, was facilitated, in partnership with the Ministry of Agriculture, Fisheries, Forestry, the Environment and Sustainable Development of Belize.

C. Cuba²⁶

73. The Needs-based Finance project activity was carried out in Cuba in collaboration with the Ministry for Science, Technology and Environment and focused on developing a strategy to finance the implementation of the country's NDC and the State Plan to Confront Climate Change.

74. A technical assessment revealed that Cuba received USD 120 million in international climate finance between 2002 and 2018, primarily for mitigation projects. The climate

²⁴ <https://unfccc.int/NBF-Project#Antigua-and-Barbuda>.

²⁵ <https://unfccc.int/NBF-Project#Belize>.

²⁶ <https://unfccc.int/NBF-Project#Cuba>.

finance access and mobilization strategy, which addresses challenges such as lack of financial institutions and project development capacity, includes actions aimed at mobilizing and accessing climate finance effectively to achieve the country's climate objectives.

D. Dominican Republic²⁷

75. In the Dominican Republic, a technical assessment of climate finance flows was facilitated under the Needs-based Finance project, in partnership with the National Council for Climate Change and Clean Development Mechanism. The assessment showed that international climate finance flows in the country fluctuated between USD 54 million and USD 250 million per year from 2014 to 2017.

76. The findings formed the basis for the development of the climate finance access and mobilization strategy aligned with national policies and programmes. The strategy is focused on addressing mitigation needs in the agriculture, energy and industry sectors, and adaptation needs in the biodiversity, human settlements, infrastructure and water sectors.

E. Honduras²⁸

77. In Honduras, the Needs-based Finance project activity supported, in collaboration with the Presidential Office for Climate Change, the development of a national climate finance strategy through a climate finance assessment, which showed finance flows into the country of between USD 44 million and USD 253 million per year from 2015 to 2019.

78. The assessment included a compilation and analysis of prioritized mitigation and adaptation actions, along with information on financial institutions and existing tools for financing NDC implementation. A toolbox of strategic actions was developed, and a series of virtual workshops was held to build capacity for improving access to and mobilizing climate finance.

F. Lebanon

79. In Lebanon, the Needs-based Finance project supported an assessment of climate finance needs within the framework of national efforts to determine the costs of energy-related NDC initiatives. This included identifying gaps and challenges in accessing climate finance and identifying ways to overcome technical, legal, governance and institutional barriers that may hinder the achievement of Lebanon's renewable energy NDC target.

G. Philippines

80. In the Philippines, the Needs-based Finance project supported, in collaboration with the Climate Change Commission, the development of a pipeline of climate projects for provinces and regions affected by Typhoon Haiyan, as well as the establishment of a national system for tracking and ensuring the transparency of climate finance.

81. The project activity started in mid-2019 at a round-table dialogue on climate finance with approximately 100 participants, including senior national and local government officials and representatives of multilateral and bilateral agencies, banks and civil society.

H. Uruguay

82. In Uruguay, the Needs-based Finance project helped, in collaboration with the Ministry of Housing, Land Planning and Environment, to analyse, identify and implement a financial strategy for Uruguay's NDC. The project activity, which was aligned with the Country Engagement Strategy and Climate Action Enhancement Package under the NDC

²⁷ <https://unfccc.int/NBF-Project#Dominican-Republic>.

²⁸ <https://unfccc.int/NBF-Project#Honduras>.

Partnership, ran from January 2020 to January 2021 and was aimed at facilitating the mobilization of climate finance to support priority mitigation and adaptation actions outlined in Uruguay's NAP, NDC and other national development strategies.

VI. Challenges in accessing and mobilizing climate finance

83. Work under the Needs-based Finance project has revealed that the challenges faced by developing countries in accessing and mobilizing climate finance remain multifaceted and substantial. They stem from internal constraints such as limited institutional capacity, poor data availability and fragmented policy or stability, as well as from external barriers such as complex international finance access modalities shifting donor priorities as well as institutional and capacity limitations. Addressing these issues requires coordinated efforts from international donors, financial institutions and national Governments, including to build capacity, streamline access to funding and improve private sector engagement.

84. Many developing countries face limited institutional capacity, which restricts their ability to engage effectively in international climate finance efforts. A common issue identified is lack of technical expertise to develop robust, bankable project proposals, coordinate climate-related activities across different sectors and manage climate finance tracking systems. Furthermore, the absence of specialized climate finance units in government ministries often leads to the deprioritization of climate action within national development agendas, making it difficult for countries to articulate and meet their climate finance needs.

85. Another limitation is data gaps on climate finance and inadequate monitoring of flows and needs. Reliable, up-to-date data are essential for identifying financial needs, conducting climate finance assessments and developing comprehensive climate finance access and mobilization strategies. However, many countries struggle to collect and maintain accurate data, particularly in relation to climate finance flows, project outcomes and long-term needs. This lack of data is compounded by the absence of proper measurement, reporting and verification systems, which are necessary for tracking climate finance progress and demonstrating the effectiveness of funded projects to international donors and partners.

86. Developing countries also face economic constraints that limit their ability to prioritize climate finance. Many of these countries, particularly the LDCs and small island developing States, have to contend with limited fiscal space and pressing socioeconomic priorities, such as poverty reduction and infrastructure development. This results in insufficient domestic investment in climate action and a heavy reliance on external funding. The unpredictability and limited availability of such funding further hinders the implementation of long-term climate projects.

87. Developing countries must navigate complex and time-consuming processes to apply for and access international climate finance from multilateral funds. The stringent application requirements and need for detailed project documentation place a significant burden on countries with limited administrative and technical capacity, leading to delays in accessing necessary funds.

88. In addition, many developing countries face challenges related to the limited availability of concessional finance, which refers to finance provided under favourable terms such as low-interest rates or grants. The bulk of climate finance is delivered through loans, which increase the financial burden on countries already facing economic difficulties. This issue is particularly pronounced with respect to adaptation activities, which typically attract less climate finance compared with mitigation efforts, even though they are critical for building climate resilience.

89. Engaging the private sector in climate finance initiatives also remains a challenge for many developing countries. Despite efforts to encourage private investment through the development of financing vehicles and public-private partnerships, there are still significant barriers, including perceived risks associated with climate-related investments, lack of financial incentives and inadequate regulatory frameworks. The absence of de-risking

mechanisms further complicates the task of attracting private sector involvement in adaptation projects, which are often seen as high risk.

90. Lastly, the rapidly evolving international climate finance landscape, characterized by shifting donor priorities and the evolving conditions for accessing finance, poses an ongoing challenge for developing countries. Changes in global economic conditions and international funding commitments create uncertainty, making it difficult for countries to plan and implement long-term climate finance strategies. The unpredictability of climate finance flows complicates the ability of developing countries to align their national strategies with emerging global trends and secure funding for achieving their climate objectives.

VII. Challenges in supporting developing countries

91. Challenges encountered during the implementation of the Needs-based Finance project relate to the availability of financial and human resources. Although substantial progress has been made under the project, the extensive scope of activities across multiple regions has often strained project resources, limiting the ability to provide continuous and tailored support to all participating countries. These constraints have at times delayed the completion of key deliverables, such as the finalization of technical assessments, climate finance access and mobilization strategies and project concepts.

92. The availability and quality of data required for conducting comprehensive technical assessments have been inconsistent across regions. In many cases, lack of reliable and up-to-date data on climate finance flows, needs and priorities has hampered the ability to conduct accurate assessments and develop robust climate finance strategies. This challenge is particularly pronounced in regions with limited technical and institutional capacity to collect, manage and analyse climate-related data.

93. Ensuring effective coordination among stakeholders, including national Governments, regional organizations, international agencies and financial institutions, has been challenging. Differing priorities, agendas and capacities have led to delays in decision-making processes and the implementation of activities. Ensuring sustained engagement and alignment among all stakeholders requires significant effort and time, particularly in countries with small government delegations.

94. Engaging the private sector in climate finance initiatives has been challenging in several regions. Despite efforts to catalyse private investment through the development of financing vehicles and the promotion of public–private partnerships, uptake by the private sector has been slower than anticipated. Barriers such as perceived investment risks, lack of financial incentives and inadequate regulatory frameworks have hindered the mobilization of private finance for climate action in some regions.

95. Capacity gaps at both the institutional and individual level remain a significant challenge in many regions. While training and capacity-building support have been provided under the Needs-based Finance project, the varying levels of existing capacity across countries have affected the pace at which these efforts can translate into effective climate finance mobilization. In particular, the ability to develop bankable project proposals, implement complex financial instruments and engage with international climate finance mechanisms continues to be a major hurdle for many countries.

96. Lastly, the coronavirus disease 2019 pandemic had a considerable impact on progress under the Needs-based Finance project. Travel restrictions, lockdowns and the shift to virtual platforms disrupted planned activities, including in-person workshops, consultations and training sessions. Although the project adapted, lack of access to a reliable Internet connection and technology in some regions hampered virtual activities. The pandemic also diverted attention and financial resources away from climate action in many countries.

VIII. Conclusions and way forward

97. Good progress has been made under the Needs-based Finance project since its launch by the secretariat in 2018 in response to the mandate from COP 23. The project was designed

to assist developing countries in assessing their climate finance needs and priorities in a country-driven manner and support the translation of these needs into actionable strategies and projects.

98. Over 100 developing countries across 12 regions and groups of countries have been engaged under the Needs-based Finance project to date, leading to the development of 14 technical assessments and 9 regional climate finance access and mobilization strategies and the ongoing development of 31 projects, programmes and/or readiness activity concepts. A series of training workshops, technical workshops and high-level events have also been facilitated under the project, fostering a collaborative network of over 200 country representatives and 18 regional partnerships.

99. Despite these achievements, challenges have been encountered under the project, including as a result of resource constraints, diverse regional contexts, poor data availability, lack of stakeholder coordination and the impact of the pandemic. These challenges have highlighted the need for continued efforts to enhance support for developing countries to access and mobilize climate finance effectively.

100. An independent evaluation of the Needs-based Finance project was undertaken to assess its effectiveness. The following key findings arose from the evaluation, which could be taken into account in the future implementation of the project:

(a) To address the resource constraints faced by the Needs-based Finance project, additional financial and human resources should be allocated to ensure the timely and effective implementation of activities. This could involve securing additional funding from international donors and enhancing collaboration with regional partners to leverage their expertise and resources;

(b) Improving the availability and quality of data on climate finance flows, needs and priorities is crucial for conducting accurate technical assessments and developing robust climate finance access and mobilization strategies. Further investment is needed in capacity-building initiatives focused on data collection, management and analysis at the national and regional level, which could include establishing regional data hubs and partnerships with research institutions;

(c) Effective coordination among stakeholders is essential for successful implementation of the strategies as efforts to align the priorities and activities of national Governments, regional organizations, international agencies and financial institutions are strengthened. This could be achieved by establishing dedicated coordination platforms and holding regular multi-stakeholder consultations;

(d) To overcome the capacity gaps identified in several regions, training and capacity-building programmes should be expanded and tailored to the specific needs of each region, with a focus on developing skills in project preparation, climate finance tracking and engagement with international climate finance mechanisms. Opportunities to enhance peer-to-peer learning and knowledge exchange among countries could also be explored;

(e) Engaging the private sector is critical for mobilizing the necessary climate finance to meet the needs of developing countries. Efforts to create enabling environments for private sector investment, including developing financing vehicles, public-private partnerships and de-risking mechanisms, should be intensified. Efforts could also be made to raise awareness among private sector entities of the opportunities and benefits of investing in climate action;

(f) To ensure the long-term sustainability of the outcomes achieved through the Needs-based Finance project, countries should be supported in developing national frameworks for climate finance that decrease reliance on external funding in the long term. This could involve integrating climate finance into national budgets, developing domestic financing mechanisms and strengthening institutional capacities for climate finance governance;

(g) Given the rapidly changing international climate finance landscape, work under the project will need to remain flexible and responsive to new developments, including by continuously updating approaches to ensure alignment with evolving country and

financing conditions, recipient and donor priorities and global economic conditions, and fostering strategic partnerships with new and emerging climate finance actors;

(h) The successes under the Needs-based Finance project can built on to overcome the challenges identified, ultimately enhancing the capacity of developing countries to mobilize and access the climate finance needed to achieve their climate goals and support sustainable development.
