Climate Funds Update

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CLIMATE FINANCE THEMATIC BRIEFING: MITIGATION FINANCE

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Progress in making ambitious emission reductions has been slow to date. Climate finance can play a crucial role in assisting developing countries to make the just transition to more environmentally sustainable systems of energy production and use, while also addressing developmental priorities of energy security and energy poverty. Currently, the largest sources of international public finance for climate mitigation in developing countries flowing through multilateral climate funds are the World Bank-administered Clean Technology Fund (CTF), the Green Climate Fund (GCF) and the Global Environment Facility (GEF). Operational since 2015, the GCF has increasingly become a major source of mitigation finance; in 2025, it approved three mitigation projects totalling USD 482 million. Currently 36% of the financing approved since 2003 flowing from the dedicated climate finance initiatives that Climate Funds Update (CFU) monitors is approved for mitigation activities (excluding REDD+ – reducing emissions from deforestation and forest degradation, plus the sustainable management of forests and the conservation and enhancement of forest carbon stocks). This is largely to support the development and deployment of renewable energy and energy efficiency technologies in fast growing countries. The cumulative amount of finance approved for mitigation from CFU-tracked climate funds was USD 15 billion as of December 2025.

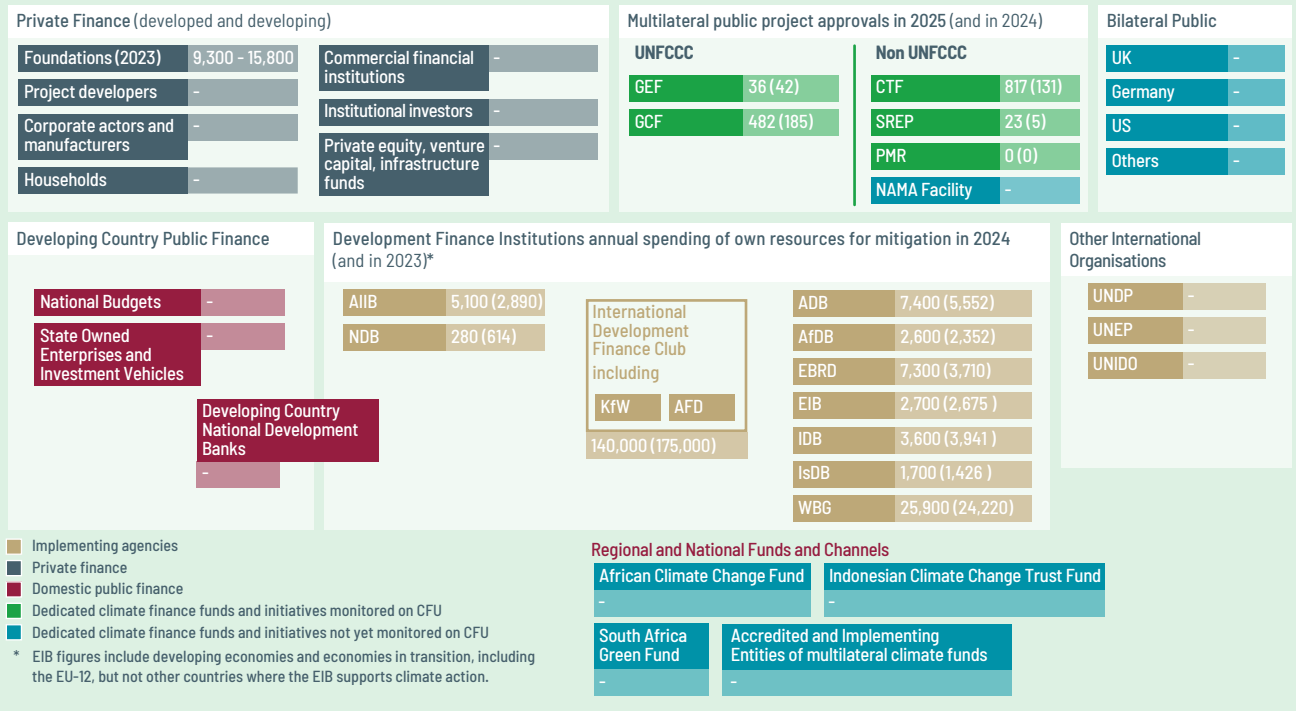
Introduction

There is a global consensus, confirmed by the 5th Assessment of the Intergovernmental Panel on Climate Change (IPCC), that the temperature rise due to climate change should be restricted to 2˚C if the most dangerous impacts are to be avoided (IPCC, 2014). The Paris Agreement raised the ambition to keep global warming closer to 1.5˚C, thus upping the ante even further (UNFCCC, 2015). The 2018 IPCC Special Report showed that climate change impacts at 1.5˚C of warming will be considerably lower than at 2˚C, a target that is possible through deep transitions in energy, land, urban, infrastructure and industrial systems, with the window of opportunity to act closing fast (IPCC, 2018), while the latest IPCC synthesis report, released under its 6th Assessment, warned that climate change is intensifying and even more rapid than earlier estimates expected (IPCC, 2023). Furthermore, the 2025 International Court of Justice offered an advisory opinion that the goal of keeping global warming below 1.5˚C above pre-industrial levels should be the standard for all climate policies (ICJ, 2025). The bulk of the immediate burden for greenhouse gas (GHG) reductions rests on the shoulders of developed countries, but it is also essential that developing countries incorporate climate mitigation into their development plans by pursuing comprehensive low-carbon development strategies (UNFCCC, 2024a). International climate finance can assist developing countries in implementing priority mitigation actions including renewable energy and energy efficiency programmes, support a just transition away from fossil fuels and more sustainable transport (UNFCCC, 2024b). With a new round of nationally determined contributions (NDCs) submitted in 2025, the most recent UNFCCC NDC synthesis report showed that the possibility of global emissions peaking before 2030 can only be achieved by implementing the conditional elements of developing countries' NDCs, which depend mostly on access to enhanced financial resources, technology transfer and technical cooperation, and capacity-building support (UNFCCC, 2025). UNEP's new emissions gap report estimates that even if the new NDCs are fully implemented without further efforts a temperature increase of 2.3°C to 2.5°C by the end of the century is likely (UNEP, 2025).

Which climate funds support mitigation?

Figure 1 presents an overview of the global mitigation finance architecture, while Table 1 and Figure 2 present the main multilateral climate funds tracked by CFU that support mitigation actions in developing countries. Funds differ widely in the scale of mitigation projects

Figure 1: Mitigation finance architecture (USD millions)



Multilateral Funds and Initiatives	
CTF	Clean Technology Fund (implemented through WB, ADB, AfDB, EBRD and IDB)
GCF	Green Climate Fund
GEF	Global Environment Facility
PMR	Partnership for Market Readiness
SREP	Scaling Up Renewable Energy Program in Low Income Countries (implemented through WB, ADB, AfDB, EBRD and IDB)
NAMA	Nationally Appropriate Mitigation Action Facility (UK, Germany, Denmark and the EC)

Other International Organisations	
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization

Development Finance Institutions	
ADB	Asian Development Bank
AFD	Agence Française de Développement (French development agency)
AfDB	African Development Bank
AIIB	Asian Infrastructure Investment Bank
EBRD	European Bank for Reconstruction and Development
EIB	European Investment Bank
IDB	Inter-American Development Bank
IsDB	Islamic Development Bank
KfW	Kreditanstalt für Wiederaufbau (German development bank)
NDB	New Development Bank
WBG	World Bank Group

and programmes they can accommodate and the number of developing countries they support. For example, the 193 approved projects under the CTF benefit a small number of emerging market economies to achieve scaled-up action. The CTF has approved USD 6.5 billion in largely programmatic loan funding to these countries.[1] In contrast, the 597 individual grant-financed projects supporting mitigation under GEF-4, 5, 6, 7 and 8, which cover most developing countries, account for less than half of this amount. The GEF's System for Transparent Allocation of Resources (STAR) allows developing countries with low per capita income to access small-scale mitigation grant finance from the GEF.

Over ten years, the GCF has approved USD 5.1 billion for projects that have a focus on mitigation, with over 60% of this amount provided as concessional loans. The GCF during that time has also approved 106 multi-foci projects worth USD 8.1 billion, the largest being a USD 378 million programme for Sustainable Energy Financing Facilities (SEFF) in ten countries.

Of the smaller funds, the Scaling up Renewable Energy Program in Low Income Countries (SREP) of the Climate Investment Funds (CIFs), which focuses on increasing renewable energy generation and improving energy access in poorer developing countries, approved

Table 1: Main funds supporting mitigation (2003–2025, USD millions)[2]

Fund	Pledged	Deposited	Approved	Projects approved
Clean Technology Fund (CTF)	9,067.4	9,067.4	6,471.9	193
Green Climate Fund (GCF-IRM, GCF-1, GCF-2)	29,963.7	23,778.9[3]	5,050.1	61
Global Environment Facility (GEF-4, 5, 6, 7, 8)	5,050.2	5,038.0	2,504.3	597
Scaling Up Renewable Energy Program in Low Income Countries (SREP)	774.9	774.9	678.3	96
Global Energy Efficiency and Renewable Energy Fund (GEEREF)	281.5	275.5	223.6	19
Partnership for Market Readiness (PMR)	131.5	129.8	82.4	42

Figure 2: Main funds supporting mitigation (2003-2025)[2]

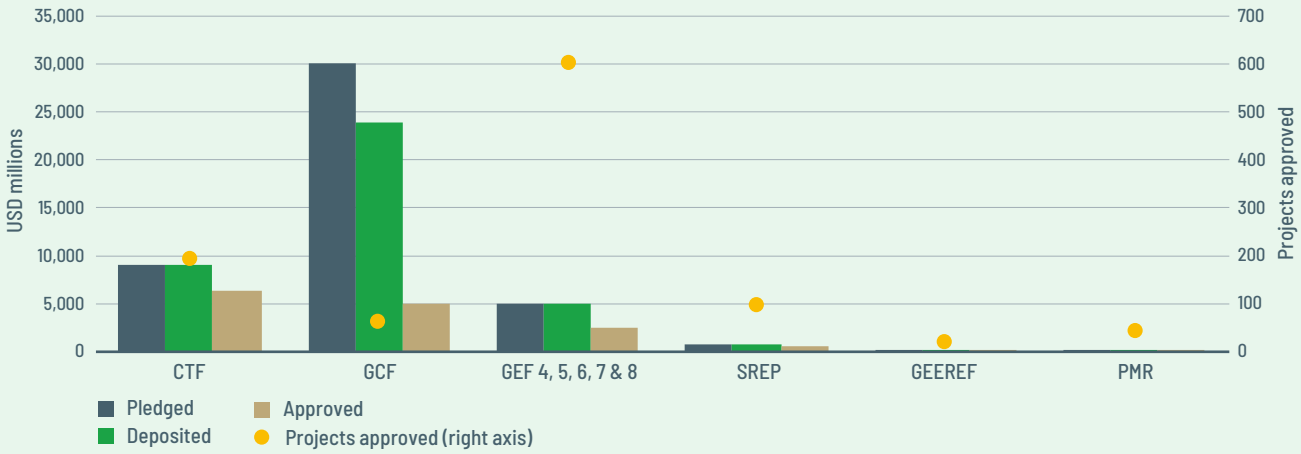
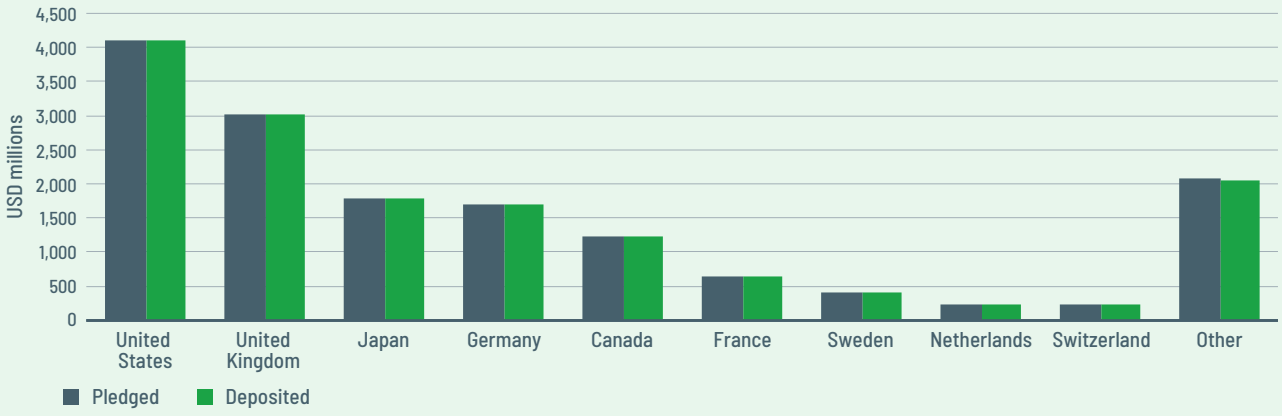


Figure 3: Pledges and deposits to mitigation funds[4] (2003-2025)



USD 678.3 million for 96 projects as of December 2025. The Partnership for Market Readiness (PMR), which concluded its operations in 2022, approved 42 projects worth USD 82.4 million in middle-income countries to implement policies to promote private investment in mitigation activities through grant funding.

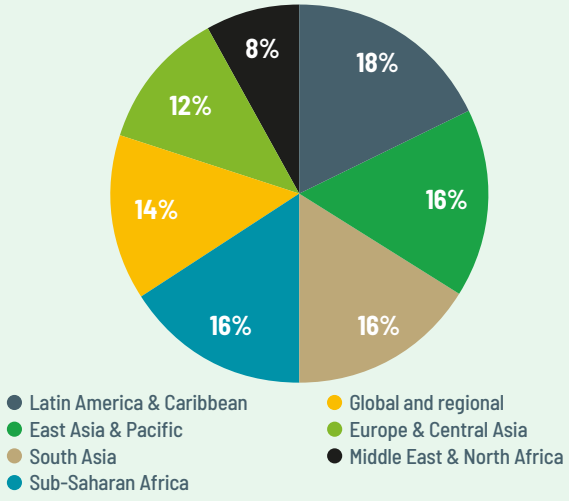
Who pledges and deposits mitigation finance?

To date, pledges to the funds in Table 1 (excluding the GCF)[3] from the United States, United Kingdom, Japan, Germany and Canada account for 77% of the USD 15.3 billion committed in total (Figure 3).

Who receives the money and what kinds of mitigation projects are funded?

Mitigation finance has been relatively evenly distributed across the various regions (Figure 4). However, the picture is different when looking at country distribution. Ten countries have received 43% of total mitigation funding. Rapidly developing countries with substantial mitigation need and potential such as India (USD 1.8 billion), Indonesia (USD 814 million), Morocco (USD 647 million), South Africa (USD 620 million) and Türkiye (USD 568 million) are the top recipients of approved mitigation finance. There may be tensions between realising large-scale GHG mitigation

Figure 4: Regional distribution of mitigation finance (2003-2024)



opportunities in fewer countries and investing in smaller-scale solutions from which all developing countries can benefit. Many GEF- and SREP-supported projects have sought to improve energy access for the poor by supporting rural electrification using renewable energy technologies.

With GEF-6 in 2014, the GEF began shifting its programming strategy away from project-level investments in specific technologies towards a holistic programmatic approach to cut across different impact areas (GEF, 2014). GEF-7 (2018–2021) and GEF-8 (2022-2026) have continued to pursue integrated programming, where climate impact has been delivered from programming in other focal areas and plans to expand its non-grant instrument approach further will continue. For this reason, and in light of the operationalisation of the GCF, the climate change focal area was reduced in GEF-7 and GEF-8 (GEF, 2018 and 2022).

The GCF's prominence as a major funding source for global mitigation action continued in 2025, with the approval of USD 482 million for three projects. These include the India Green Finance Facility, which aims to scale up green finance and low-carbon investments in India (USD 200 million), the Global Green Bond Initiative, a global investment vehicle supporting emissions reductions through sustainable debt markets in ten countries (USD 232 million) and a project in Paraguay aimed at reducing emissions from industrial agricultural inputs (USD 50 million). In addition, the GCF approved a further USD 1.3 billion for 16 projects with both adaptation and mitigation components, further accelerating its trend towards an increase in cross-cutting thematic funding.

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Endnotes

1. A USD 2.2 billion investment programme for Accelerating Coal Transition (ACT) was endorsed by the CTF Trust Fund Committee in October 2021. The ACT with South Africa, India, Indonesia, the Philippines, North Macedonia and the Dominican Republic selected to be the first beneficiaries, is supported by financial pledges from the United States, United Kingdom, Germany, Canada, and Denmark. As of December 2025, the CTF has formally approved four projects within this investment programme.
2. Multi-foci funds, the GEF and GCF full-pledge and deposit amounts are included, while approvals and projects represent dedicated mitigation projects.
3. This amount reflects countries' deposits using the official GCF initial resource mobilisation exchange rate set in November 2014 for GCF-IRM, the official GCF-1 exchange rate set in October 2019 for GCF-1 contributions and the official GCF-2 exchange rate set in November 2023 for GCF-2 contributions, not actual amounts received taking into account exchange rate fluctuations.
4. It is not possible to determine the share of pledges arising from particular countries for the GCF and so these are excluded from the Figure (see CFF 11 for more pledge information).

The Climate Finance Fundamentals are based on Climate Funds Update data and up to 2021 also available in French and Spanish at **www.climatefundsupdate.org**

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