



Best Practice Brief

Transitioning from NDC Planning to Investment

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Acronyms

8NDP	Eighth National Development Plan (Zambia)
ADB	Asian Development Bank
AFOLU	Agriculture, forestry, and other land use
BIP	Climate and ecological transformation investment platform (Brazil)
BNDES	Banco Nacional de Desenvolvimento Econômico e Social (national development bank of Brazil)
BTR	Biennial Transparency Report
BUR	Biennial Update Report
CACCI	Comprehensive Action for Climate Change Initiative
CCRA	Climate change risk assessment
CFU	Climate finance unit
CGF	Financial management committee (Colombia)
CICC	Intersectoral commission on climate change (Colombia)
CIPMF	Climate Investment Planning and Mobilization Framework
CSA	Climate-smart agriculture
ENFC	National climate finance strategy (Colombia)
ENR SWG	Environment and Natural Resources Sector Working Group (Rwanda)
ETF	Enhanced Transparency Framework
FONERWA	Fonds National de l'Environnement du Rwanda (National Fund for the Environment; Rwanda)
GCF	Green Climate Fund
GGCRS	Green Growth and Climate Resilience Strategy (Rwanda)
GHG	Greenhouse gas
IDB	Inter-American Development Bank
INFF	Integrated national financing framework

IRIP	Implementation Roadmap and Investment Plan (Samoa)
kWp	Kilowatt-peak
KPI	Key performance indicator
MINECOFIN	Ministry of Finance and Economic Planning (Rwanda)
MNRE	Ministry of Natural Resources and Environment (Samoa)
M&E	Monitoring and evaluation
MRV	Monitoring, reporting, and verification
MTCO2e	Metric tonnes of carbon dioxide equivalent
NCs	National Communications
NDC	Nationally Determined Contribution
NST	National Strategy for Transformation (Rwanda)
NST2	Second National Strategy for Transformation (Rwanda)
PIGCCS	Planes integrales de gestión del cambio climático sectoriales (sectoral climate change plans; Colombia)
PIGCCT	Planes integrales de gestión del cambio climático territoriales (territorial climate change plans; Colombia)
PPP	Public-private partnership
PIM	Public investment management
REMA	Rwanda Environment Management Authority
SCBA	Social cost-benefit analysis
SISCLIMA	Sistema Nacional de Cambio Climático (National climate change system; Colombia)
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
USAID	United States Agency for International Development
WRI	World Resources Institute

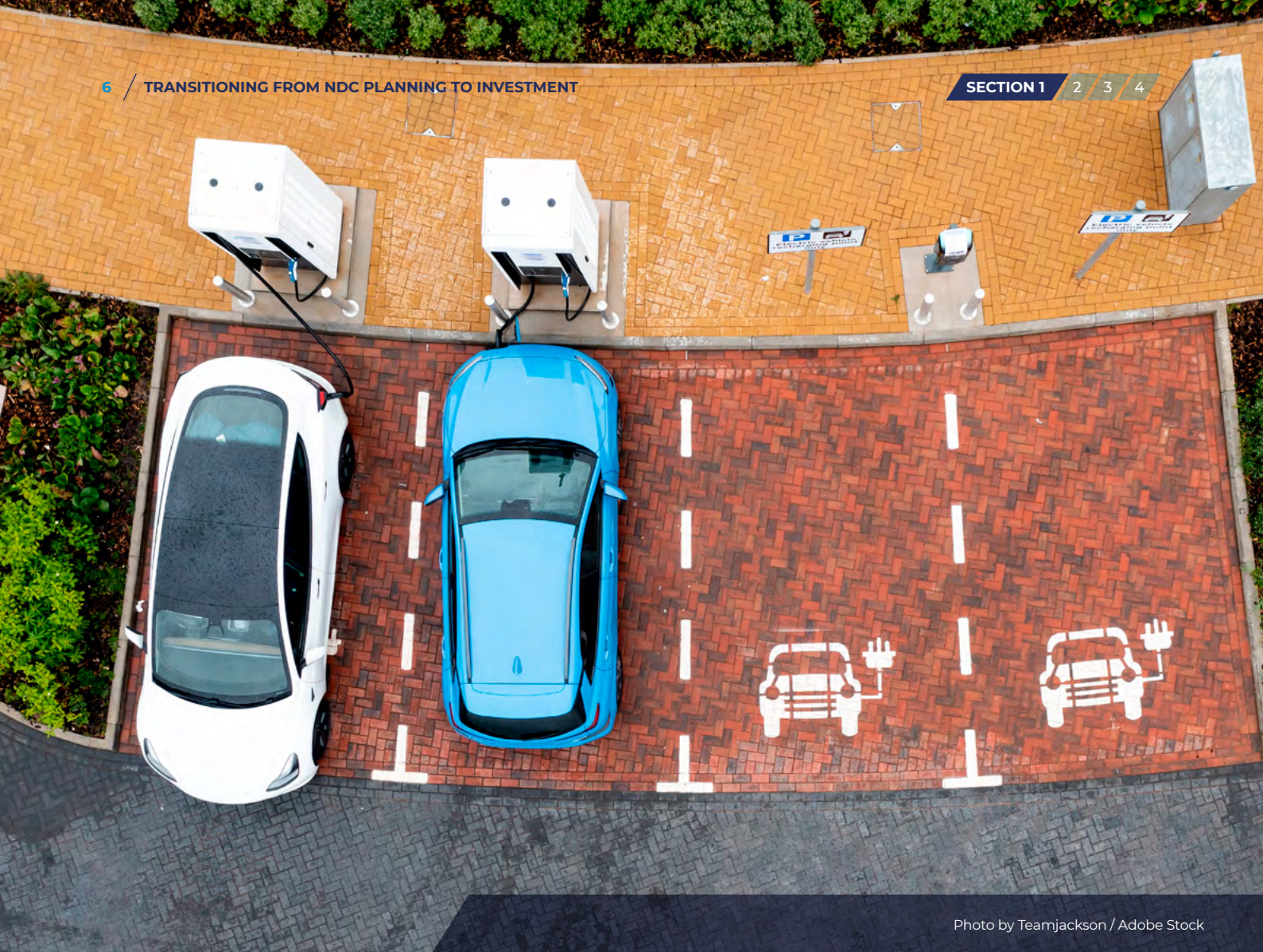


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SECTION 1

Executive Summary

This brief provides practical insights and country examples to support policymakers and practitioners in implementing and mobilizing investments for Nationally Determined Contributions (NDCs). NDCs include a broad range of mitigation, and often adaptation, targets and actions across the economy. The transition from planning NDCs to implementation and investment mobilization presents governments with a series of challenges that vary by country. Achieving NDC targets often requires broader sectoral transformations that shift resources to low carbon and resilient options. Governments steering these transformations need to balance climate objectives with a broad range of other development priorities.

Implementing NDCs often requires a shift in the governance structures, systems, and actors driving the process. Whereas NDC planning tends to be conducted through a centralized (albeit consultative) process, effective NDC implementation and investment mobilization requires a more decentralized process that mobilizes a highly diverse set of stakeholders (e.g., line ministries, subnational governments, international climate finance partners and private banks, companies, landowners, and households). To align the incentives and investment decisions of these stakeholders with NDC actions and targets, a wide variety of policy measures are required (e.g., market mechanisms, public-private partnerships [PPPs], regulatory reforms, fiscal incentives, awareness campaigns, and public investment).

This brief examines the experiences of NDC Partnership country members in transitioning from NDC planning to implementation and investment mobilization. It identifies several enabling conditions for a smooth transition:

- **Transitioning from NDC planning to implementation requires high-level political ownership, institutional coordination, and clear lines of accountability.** The leadership of finance ministries is particularly important to ensure that climate priorities are reflected in national budgetary processes, economic and fiscal policies, and reforms to improve the enabling environment for private investment.
- **NDC implementation plans are tools that governments can use to consolidate, coordinate, and track progress, while investment plans can help to prioritize and secure financing for NDC-aligned projects and programs.** However, neither the existence of these documents, nor their format, is what determines success in mobilizing investment. What matters is that they fit within a broader system of implementation and investment planning in which the enabling conditions (outlined in Figure 1 below) are present and functional.
- **A critical step is the integration of NDC targets, policies, and measures into national, sectoral, and subnational planning and budgeting processes.** Mainstreaming climate considerations across these existing processes can ensure that climate priorities are aligned with broader development objectives and that responsibilities for NDC implementation are clearly defined and devolved to the relevant level of government. NDC actions and targets should be integrated into the sectoral planning processes that guide the decision-making of sector-specific stakeholders and shape the enabling policies for private sector investment. Implementation of adaptation actions, in particular, frequently necessitates locally tailored solutions, community buy-in and traditional knowledge.
- **The transition to investment planning requires strong technical and financial capacity and credible pipelines of prioritized and costed actions.** A mapping of existing and planned financial flows can help identify financing gaps and potential opportunities. Achieving NDC targets is often not only about mobilizing investment in new projects but also about shifting existing financial resources, for example through regulatory measures and fiscal incentives. Comprehensive barrier analysis can help to determine the most conducive policy framework for these transformations.

- **Investment mobilization requires ongoing engagement with potential investors to determine their fit and to structure their investments in NDC actions.** National climate funds and development banks can be effective vehicles for deploying affordable financing. Enabling policy frameworks are also needed to shift market incentives and mobilize private investments that are aligned with NDC targets.
- **Robust monitoring, reporting, and verification (MRV) systems are required that integrate both investment tracking and implementation progress, enabling comprehensive oversight.** Climate budget tagging can enhance transparency and support more efficient resource allocation.

The enabling conditions for NDC implementation and investment mobilization, summarized in Figure 1, align closely with the NDC Partnership's building blocks for effective climate action. This brief provides guidance for policymakers and practitioners seeking to undertake these recommended actions to turn NDC commitments into implementable actions and investable opportunities.



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FIGURE 1

Summary of Best Practices

1 Governance and institutional arrangements High-level political ownership - Develop long-term climate strategies. - Obtain political direction and mandates from the cabinet. Effective coordination mechanisms - Establish interministerial committees for cross-government coordination. - Undertake programmatic approaches to coordinate technical assistance and finance provided by implementing partners, e.g., country platforms. Enhanced role of ministries of finance - Establish climate change units within ministries of finance, and/or establish their own financing plans. - Assess macroeconomic risks posed by climate change. - Integrate NDC implementation into budgeting processes. Lines of accountability and reporting - Mandate roles and responsibilities in legislation.	4 Transitioning from NDC planning to investment Technical capacity for investment planning - Conduct technical/capacity needs assessments. - Embed advisors, establish climate change units, conduct workshops, and develop training. Investment and barrier analysis - Conduct market assessments and pre-feasibility studies. Understanding the domestic and international financing landscape and prioritize investments - Map your current planned investment flows and secure financing. Detailed costing and prioritization of NDC actions and investment needs - Cost NDC actions, build bankable project pipelines, conduct analyses and assessments, update climate change risk assessments.
2 NDC implementation and investment plans: formats, structures, and contents Establishing a model of implementation and investment planning that fits the national context - Assess national planning and budgeting systems and fiscal space to determine whether implementation and/or investment plans are required. Structuring NDC implementation and investment plans according to their function - Structure NDC implementation and investment plans to fit their distinct but complementary functions.	5 Mobilizing investment for NDC implementation Early ongoing engagement with potential investors - Understand investor profiles and investment criteria. - Set up matchmaking platforms and use the NDC Partnership Project Checklist. Leveraging national climate funds, development banks and investment platforms - Link NDC investment plans to relevant funding processes. - Use blended finance and risk reduction tools. Utilizing public-private partnerships (PPPs) and competitive procurement - Integrate larger-scale NDC projects into existing frameworks for establishing and procuring PPPs. - Build specialized technical skills for feasibility studies, project financing, and bankable proposals. Fostering enabling environments for private investment - Encourage private investment through policy and fiscal reforms.
3 Aligning NDC investment planning with broader national, sectoral, subnational, and international planning processes Aligning NDCs with long-term strategies and sectoral and subnational plans - Establish bottom-up, sector, and subnational level implementation planning processes. Mainstreaming NDC investment planning into existing budgeting processes and integrated national financing frameworks - Combine bottom-up processes with top-down NDC planning processes. Mandates and guidance to support integration - Develop mandates, policies, budget circulars, a green taxonomy, budget tagging to support integration. Mainstreaming climate resilience across government planning and budgeting processes - Establish policies to ensure resilience of all public expenditures.	6 Communicating, updating, and tracking plans Strengthening governance mechanisms for tracking progress to ensure accountability - Establish permanent coordination platforms for dialogue and conduct regular reviews. Establishing clear and predefined triggers for updating plans - Conduct regular review cycles. - Develop predefined triggers for updates. Developing integrated monitoring, reporting, and verification (MRV) systems - Expand MRV systems to include both investment tracking and NDC implementation progress. Integrating climate budget tagging into national public finance systems - Embed climate budget tagging in public financial management systems.



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SECTION 2

Introduction

NDCs are at the heart of the Paris Agreement of the United Nations Framework Convention on Climate Change (UNFCCC). Each country is required to prepare, communicate, and maintain an NDC that outlines domestic mitigation measures that will contribute toward the global climate change mitigation target. Many countries also include adaptation measures in their submissions. Some NDCs assign responsibility for the delivery of mitigation and adaptation actions to specific government entities and summarize the types of support required for implementation (finance, capacity building, technology, etc.). While NDCs have become more detailed and sophisticated, they do not provide comprehensive plans for implementation or mobilizing investment.

Delivering NDCs requires countries to move beyond planning to effective implementation. Many countries continue to face challenges in translating their plans into action, with the necessary investment mobilized at scale.

Part of the challenge facing governments in transitioning from NDC planning to implementation is the diversity of measures requiring finance. NDCs tend to detail a wide variety of targets and actions that are tied together by their contribution to mitigating greenhouse gas (GHG) emissions and adapting to climate change. Actions that are commonly included range widely from the highly diffused (drought resistant crops, electric vehicles, and clean cookstoves) to centralized (large-scale hydropower, metros, and railways) and from revenue generating actions (green steel and no-till agriculture) to actions that are difficult to monetize (forest and mangrove protection).

While these very different measures will be grouped together in the NDC, depending on whether they contribute to mitigation or to adaptation, this classification has very little bearing on the factors that are important for implementation and investment. The mechanisms of implementation and investment are instead driven by legal mandates, market structures, and economics: Who holds regulatory and fiscal authority? Is the action a public good? Will it be revenue generating? Is the action expected to be centrally planned or market driven? Moreover, the stakeholders involved in implementation and investment will be determined by sector (energy, agriculture, forestry, industry, housing, etc.) and scale (from local governments to line ministries, from individual farmers to big agribusiness, and from microfinance institutions to major investment banks).



An NDC is often prepared through a centralized (albeit, highly consultative) process. In contrast, the transition to implementation and investment mobilization tends to require a shift in the actors engaged in the process and the scale at which they operate. NDC actions and targets tend to be mainstreamed into line ministry and local government plans, strategies and budgets. These are subsequently implemented by civil servants, many of whom will have had little to no involvement in preparing the NDC. The transition also frequently involves policy reforms that alter the market incentives shaping the investment and consumption decisions of private actors, from households to corporates. From the perspective of these private actors, they will not be delivering mitigation and adaptation actions: Rather, they will be implementing or financing energy and food production, providing water and health services, or purchasing passenger vehicles and household appliances (for example). As national governments transition to NDC implementation and investment mobilization, they are faced with the challenge of mobilizing these highly diverse actors from across the economy and aligning their incentives with NDC actions and targets.

This brief examines countries' experiences in transitioning from the centralized process of planning an NDC to the more decentralized one of implementation and investment mobilization. Through a combination of desk review and stakeholder consultations, the brief captures lessons learned, identifies common challenges, and highlights good practices that can inform and strengthen the way that countries and partners identify and action the enabling conditions needed to mobilize finance for climate action.

The core objectives of this brief are to:



Summarize countries' experiences in moving from NDC planning to investment, providing evidence-based recommendations to enhance the NDC Partnership's support mechanisms.



Advance understanding of effective NDC implementation processes, with a focus on investment needs and enabling conditions across diverse country contexts.

The process applied in developing this best practice brief is outlined in Box 1. The research consisted of a desk review and interviews to map existing good practices. Interviews were guided by the six headline questions listed in the box, which were designed to explore the government structures, formats, sectoral and subnational alignment, finance mobilization and communication associated with NDC implementation and investment planning.

The findings are organized under six categories: governance and institutional arrangements; formats, structures and contents of NDC implementation plans and investment plans; aligning NDC investment planning with broader sectoral, subnational and international planning processes; transitioning from NDC planning to investment; mobilizing investment for NDC implementation; and communicating, updating, and tracking plans. For each of these categories, a series of recommended actions were identified for effective NDC implementation and investment mobilization. These are summarized in the concluding section.

BOX 1

Best Practice Brief Development Process

Document reviews and interviews were conducted with representatives from the following countries:



Brazil



Burkina Faso



Colombia



Rwanda



Samoa



Tajikistan



Zambia

Interviews were conducted with representatives from the following institutions:



Reviews and interviews were guided by the following headline questions:

1. What are the different models used by countries to plan investment in NDC actions, including governance and institutional arrangements, decentralized versus centralized planning, etc.?
2. What should be the format, structure, and contents of NDC implementation plans and NDC investment plans?
3. How do countries integrate or align NDC implementation and investment planning with existing broader sectoral and subnational planning processes and any relevant international planning processes?
4. How do countries most effectively and efficiently transition from NDC planning to investment?
5. How effective is NDC implementation and investment planning in mobilizing finance (both public and private)?
6. How are plans communicated, updated, and tracked to support ongoing implementation and investment?



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SECTION 3

Findings

Governance and Institutional Arrangements

Clear and functional governance and institutional arrangements are critical in the development of an NDC and remain critical as countries transition toward implementation and investment mobilization. However, the organizations and decision-making processes for which governance is required during these two phases are different. NDC development is primarily about high-level target-setting, while implementation and investment mobilization require significantly more focus on embedding NDC targets in national and sectoral plans, establishing clear roles and responsibilities of actors throughout all levels of government, reforming policies and allocating sufficient budget to achieve policy objectives, monitoring implementation, and ensuring accountability. The governance and institutional arrangements for these two different phases should be structured accordingly.

A wide variety of actors are responsible for implementing the individual actions contained in an NDC. Centralized coordination across ministries and levels of government, as well as nongovernmental actors, is required to provide strategic direction and oversee implementation of the NDC as a whole.

In some governments, NDC actions are not adequately integrated into sectoral or subnational plans and budgets. Responsibility for NDC implementation planning instead sits with ministries of environment, which lack the authority and technical capacity required to deliver NDC actions in other sectors. Without institutional arrangements that diffuse responsibility across relevant ministries and levels of government, NDC implementation efforts risk becoming disconnected from existing planning and budgetary processes and focused primarily on implementing a series of projects, rather than the broader sectoral transformations required to mobilize and shift investment at scale.

Effective governance structures ensure that all relevant entities understand their roles and responsibilities, enable coordination across government and sectors, and help to engage the right institutions and individuals with the necessary authority and technical skills. These foundational elements not only establish a robust organizational framework for NDC delivery but also create the enabling environment for long-term political ownership, inter-ministerial collaboration, and integration of climate priorities into national development planning. The enabling conditions identified for sound governance and institutional arrangements are as follows.

High-Level Political Ownership

Climate change action requires long-term commitment from political leaders, public institutions, and private sector stakeholders across the economy. Strong political ownership signals to public and private actors that NDC actions are a high priority and empowers public and private actors to commit to a shared national mandate. It provides confidence to policymakers across all levels of government to commit to NDC implementation planning and continued ambition-raising exercises. High-level political ownership also signals to the market the longer-term direction of travel, which, combined with policies and regulations, can create a stable environment for private actors seeking to mobilize investment.

High-level political ownership can be difficult to sustain, particularly in light of shorter-term government cycles. Some countries signal enduring political ownership by adopting longer-term climate change strategies; incorporating climate-related targets and actions into national vision documents, development strategies, and sectoral plans to ensure alignment with broader national priorities; and establishing legislative frameworks that mandate long-term climate action. For example, Rwanda has demonstrated high-level political ownership in its cabinet-approved Green Growth and Climate Resilience Strategy (GGCRS) and by integrating climate targets into its long-term development strategies. In 2021, Colombia adopted its climate action law (Law 2169) to promote low carbon development and strengthen climate resilience. By making Colombia's NDC legally binding, the law provides a robust framework that is aligned with Colombia's long-term ambition of achieving carbon neutrality by 2050. While political momentum may shift across administrations, this legislation will ensure continuity and guidance for sustained climate action over time.

Effective Coordination Mechanisms

Strong coordination across line ministries and levels of government is needed to ensure a coherent whole-of-government approach to NDC implementation. High-level interministerial committees made up of cabinet ministers often play a key role in providing strategic direction and maintaining political momentum. As countries transition from NDC development to implementation and investment mobilization, the leadership of these committees sometimes shifts from ministries of environment to ministries of finance and/or planning. Minister-level coordination mechanisms remain important for sustaining political momentum and building accountability. However, technical-level committees are also needed to complement these high-level structures, ensuring that accountability and coordination extend to those responsible for driving implementation. To be effective, such committees must remain active beyond the NDC development phase and have a mandate and resources (including budgets) to continue guiding implementation and investment planning processes. Zambia, for example, utilizes an interministerial coordination mechanism to coordinate all climate efforts, which acts as the leading coordinating authority. Civil society and private sector entities support in the decision-making process for climate efforts, alongside a technical committee which includes representatives from relevant line ministries.

Countries often operate multiple coordination mechanisms, beyond interministerial committees, that serve different functions. Often, platforms exist to coordinate the activities of implementing and development partners. Whole-of-society coordination mechanisms may also be required, to bring in civil society organizations, the private sector, academia, and community representatives to ensure inclusive decision-making. In many cases, these latter coordination mechanisms will have a narrower geographical or sectoral focus and can help align national climate goals with diverse local knowledge and context-specific priorities for and barriers to implementation.

Programmatic approaches, including sector- or topic-focused country platforms, are increasingly emerging as mechanisms for coordinating climate action and mobilizing public and private finance in priority sectors or topics, in line with national development goals. Typically led by ministries of finance or equivalent entities, these programmatic approaches aim not only to align planning and investment processes within targeted sectors but also to strengthen the overall enabling environment for investment. This includes facilitating collaboration with external public and private partners (see Box 2 for more on Brazil's country platform).

Institutionalizing mechanisms that integrate these forms of coordination strengthens country ownership, aligns external support with government priorities, supports broad societal engagement, institutionalizes reporting and accountability, and helps mainstream climate action across national and sectoral plans. Many countries have in-country facilitators, embedded through the NDC Partnership, which play a vital role in supporting coordination efforts and in promoting a whole-of-government approach to NDC implementation and investment mobilization.

BOX 2

Brazil Case Study 1 of 2: Country Platform for Climate and Ecological Transformation



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Brazil's Ministry of Finance is taking on an increasingly central role in mobilizing investment in NDC-aligned actions, through the launch of the Pact for Ecological Transformation, which positions climate action as an integral part of the country's fiscal and economic strategy. The pact is broader than the NDC and focuses on aligning climate action with broader development goals. The Ministry of Finance is also working closely with the Ministry of Environment to ensure the pact is aligned with [Plano Clima](#), Brazil's long-term climate plan. This alignment strengthens the integration of NDC implementation and investment planning within national budget processes, fiscal policies, and public expenditure planning. A core pillar of the pact is the mobilization of investment (public and private) for sustainable sectors (renewables, biofuels, circular economy, land restoration, etc.).

To coordinate and mobilize finance for its green transition, Brazil has established a national climate investment platform, known as the climate and ecological transformation investment platform (BIP). The national development bank of Brazil (BNDES) serves as the secretariat of the platform.

BIP brings together a wide range of financial stakeholders, including domestic banks, multilateral development banks, and investment funds to align public and private financing around national priorities. It focuses on channeling investments into key sectors such as nature-based solutions, bioeconomy, sustainable industry, mobility, and clean energy.

BIP exemplifies how a country platform can support integrated investment planning and coordination across the financial landscape. Through BNDES's leadership, Brazil is positioning itself to attract scaled finance while ensuring coherence with climate and ecological goals.

Enhanced Role of Ministries of Finance

As countries transition from developing their NDC to implementation and investment planning, it is important that ministries of finance take on an enhanced and complementary role, alongside ministries of environment. Ministries of finance are often better placed than ministries of environment to convene actors within government (e.g., line ministries and subnational governments) and outside government (e.g., private sector and implementing partners). This broad role in national budget planning gives them strong convening power, which can be leveraged to support cross-government coordination for NDC implementation. At the same time, ministries of environment often retain a central mandate for overseeing and guiding NDC implementation, ensuring that sectoral and subnational actions collectively contribute to achieving national climate targets.

Ministries of finance are particularly critical to investment planning, bringing the centralized oversight and technical expertise needed to integrate NDC actions into national budgets. Their involvement can unlock public revenue for NDC implementation and ensure that NDC actions do not undermine long-term fiscal sustainability. In Rwanda, for example, the Ministry of Finance and Economic Planning (MINECOFIN) approves all investment proposals put forward by other ministries, including those related to NDC actions. Ministries of finance are frequently well-positioned to mobilize additional revenue for NDC implementation, either through the issuance of green/sustainable sovereign bonds or climate finance provided by multilateral development banks. Ministries of finance also hold many of the policy levers for improving the enabling environment for private investment (e.g., blended financing or fossil fuel subsidy reforms).

Several ministries of finance have begun to demonstrate leadership in climate action. Some have launched national green financing strategies, such as the National Climate and Nature Finance Strategy of Rwanda, which focuses broadly on economic opportunities associated with green economic transitions. Some countries have institutionalized the leadership role of finance ministries by creating dedicated climate finance units (CFUs) within ministries of finance. CFUs ensure that climate considerations are mainstreamed into national financial planning and decision-making processes and mobilize resources to support climate goals.¹ It is important to clearly situate the mandates of CFUs within existing public financial management systems to ensure they have meaningful influence over planning and budgeting processes. This institutional anchoring helps avoid the isolation of CFUs and ensures stronger integration of climate objectives into core fiscal decision-making. To support efforts to enhance the role of finance ministries, the NDC Partnership actively collaborates with the Coalition of Finance Ministers for Climate Action, which supports finance ministers in mainstreaming climate change into economic and financial policies.

¹ Refer to [A Practical Guide to Understanding and Establishing Climate Finance Units](#) for more information on CFUs.



Lines of Accountability and Reporting

Successful NDC implementation requires clearly defined strategic direction, roles, and responsibilities across government. This includes defining roles for integrating NDC actions into sectoral and subnational planning and budgeting processes, supported by robust systems for tracking progress and reporting on implementation outcomes. These reporting systems should be aligned with the Enhanced Transparency Framework (ETF) under the Paris Agreement, which requires countries to report not only on progress toward NDC implementation but also on finance provided and received. Countries should put in place a single, integrated reporting system, rather than developing parallel mechanisms, to streamline efforts and ensure coherence across domestic and international obligations.

While high-level political ownership and interministerial coordination are critical for setting the overall mandate and ensuring alignment across sectors, well-defined lines of responsibility and accountability should focus on the operational level, ensuring that specific entities and individuals are tasked with delivery and are answerable for progress. Lines of accountability are especially critical when it comes to adaptation, where many of the measures are highly context-specific and responsibility for implementation sits with local governments. Colombia provides a clear example of a country with a comprehensive framework for coordination, coupled with decentralized delivery in which sectoral ministries and local authorities have the mandate for implementing climate actions (Box 3).

BOX 3

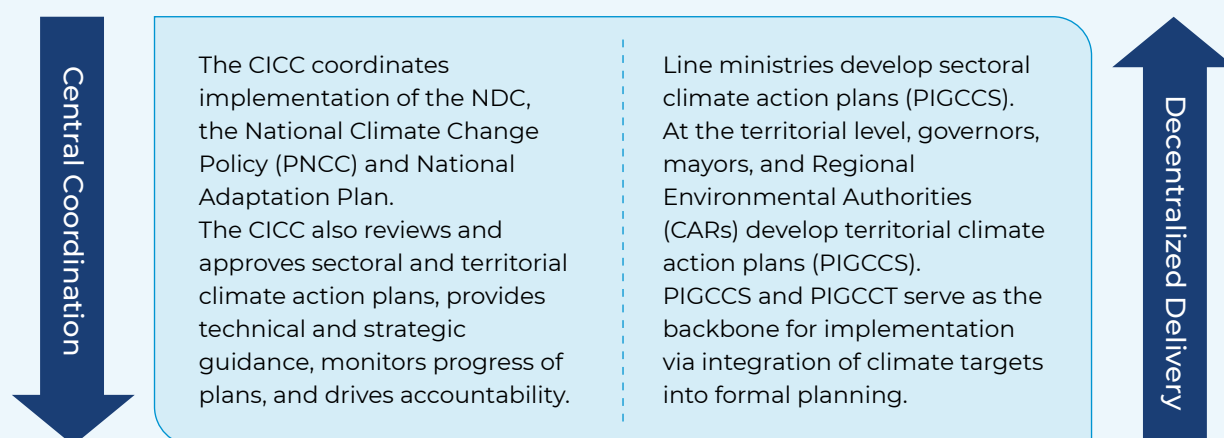
Colombia Case Study 1 of 3: Centralized Governance and Decentralized Delivery

Colombia has demonstrated political ownership by passing national legislation that defines governance and institutional structures to manage climate efforts. The [climate action law \(Law 2169\)](#) enshrines in law the 2030 and 2050 emissions targets and a just transition. Additionally, [Decree 298](#) of 2016 established Colombia's national climate change system (SISCLIMA) to coordinate and promote climate change action across all levels of government, as shown in the figure below. SISCLIMA establishes a series of governance and coordination bodies, including the financial management committee (CGF), which aims to systematically integrate climate change criteria into Colombia's planning and execution of economic and financial evaluation cycles. The objective is to guarantee a sustainable and scalable flow of public and private finance to support national goals for climate change adaptation and mitigation, fostering climate-compatible development.

Colombia has no standalone NDC implementation plan or investment plan with a formal format. (However, an NDC implementation and monitoring plan is in development). Instead, the updated NDC is intentionally integrated into existing development planning frameworks, which enhances coherence, ownership and effectiveness. The intersectoral commission on climate change (CICC) leads the top-down approach, setting national priorities and ensuring alignment of climate action plans with Colombia's NDC. The presidency of the CICC alternates annually between the Ministry of Environment and Sustainable Development and the National Planning Department.

Concurrently, a bottom-up, decentralized approach empowers sectoral ministries and local authorities to develop sectoral and territorial climate action plans, respectively, as outlined in the climate action law. These plans are integrated into national development strategies, facilitating a cohesive and participatory approach to climate change mitigation and adaptation across Colombia.

SISCLIMA



NDC Implementation Plans and Investment Plans: Formats, Structures, and Contents

Approaches to NDC implementation planning are highly variable and should be determined by existing country processes. While many countries have fully integrated implementation planning into existing national structures, several have developed separate NDC implementation plans (Box 4). NDC implementation plans can help to coordinate stakeholders, assign responsibility, track progress, mobilize resources for NDC implementation, and facilitate the integration of NDC targets and actions into the government's existing planning systems. However, in some countries, they are used primarily as a tool for seeking external funding for specific NDC-related projects and are not adequately integrated into national, sectoral, and subnational planning and budgeting frameworks. The NDC Partnership supports countries across this spectrum of approaches, not only through the development of dedicated NDC implementation plans but also by strengthening implementation planning within national systems.



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BOX 4**NDC Implementation Plans**

An NDC implementation plan is a country-led coordination framework that helps governments translate their NDC targets into actionable implementation strategies. To support countries in applying a results-based-management approach to their NDC implementation plans, where requested by country members, the NDC Partnership Support Unit provides technical guidance and templates countries can customize based on their unique needs and circumstances. Key elements of an NDC implementation plan includes a description of outcomes, outputs, and key performance indicators (KPIs); details on costs, baselines, milestones, and targets; and the identification of direct links to the NDC and the contribution to national or sectoral plans and strategies. Within the NDC implementation plan, partners can then map support to the government-identified priorities, sharing details on support status, budget and implementation details.

NDC implementation plans support countries in identifying climate and investment priorities, coordinating across ministries, and aligning technical and financial assistance from development and implementing partners. They also help to organize climate actions into a structured, time-bound format, which facilitates support-matching and progress-tracking. In several countries, the Plan serves as a central reference for coordination and mobilizing climate action and support.

In addition, the NDC Partnership Support Unit provides access to the NDC Implementation Plan Online Tool, which countries can use to upload and manage their NDC implementation plan (sometimes referred to as partnership plans). This user-friendly, web-based platform generates strategic and operational information for governments, development partners, and other stakeholders. By transitioning from a static, Excel-based template to an online platform, the tool facilitates real-time updating and progress tracking, thereby enhancing coordination and transparency among various actors involved in NDC implementation. It also allows for the aggregation and transfer of data to the NDC Partnership's Knowledge management system (kNook), facilitating broader analysis and learning. The NDC Partnership provides training opportunities for in-country facilitators, country focal points, and members to effectively utilize the NDC Implementation Plan Online Tool, aiming to highlight the tool's features and benefits and how implementing and development partners can provide, view and update project and support-related data. Twenty-six NDC implementation plans are currently managed using the NDC Implementation Plan Online Tool, including those of Zambia and Burkina Faso (Box 7).



Approaches to investment planning for NDC actions also vary by country. Many countries have fully mainstreamed investment planning into their national and subnational budgeting processes, enabling systematic resource allocation through domestic budgeting processes. Colombia, for example, does not have a specific NDC investment plan (although it does have a multiyear investment plan for the implementation of the goals set out in the broader national development plan). Others, such as Samoa (Box 6), have included an NDC investment or financing subsection within their NDC implementation plan, detailing the costs and investment requirements for each action. Several other countries, including Burkina Faso (Box 7), have prepared multiple sectoral or program-level investment plans that sit under an overarching economy-wide implementation plan. Often these separate investment plans are formally linked to the actions in the implementation plan, but in many cases the linkages are tenuous, which can limit the coherence and effectiveness of efforts to mobilize finance for NDC implementation.

The NDC Partnership and the Green Climate Fund (GCF) have developed the Climate Investment Planning and Mobilization Framework (CIPMF) to support countries in the process of investment planning (see Box 5). Several countries, including Tajikistan, are using the CIPMF to inform their investment planning processes and their requests for support submitted to the NDC Partnership. Many of the findings summarized in this brief align closely with the steps detailed in the CIPMF.

While there is no one-size-fits-all model, the enabling conditions identified regarding NDC implementation plans and investment plans are detailed below, and additional insights can be found in the CIPMF.

BOX 5

CIPMF

The [CIPMF](#), developed by the NDC Partnership and the GCF, builds on the collective experience of countries, development partners, and the private sector. It offers a structured approach to strengthening countries' processes for planning and mobilizing finance for their climate-development priorities. The CIPMF is an integral part of a programmatic approach championed by the NDC Partnership and the GCF. It provides a stepwise process and reference for countries and financiers (public and private) seeking to move from NDC planning to identifying, prioritizing, and mobilizing finance for the implementation of transformational climate action. The CIPMF is designed to help users identify the gaps and barriers that are preventing climate finance mobilization and to facilitate the successful implementation of climate investments.

While the NDC implementation plan functions as a national coordination roadmap, the CIPMF provides guidance for countries on planning investments and mobilizing finance for their NDC commitments. The CIPMF outlines a six-stage process across investment planning and finance mobilization, illustrated below.



A dedicated [web platform](#) offers country experiences, best practices, guidance, and resources to inform investment planning and finance mobilization processes. The platform also serves as a navigation tool that maps support opportunities and provides links to detailed information on specific finance sources, such as the investment criteria/processes and investment strategies of different financiers.

A Model of NDC Implementation and Investment Planning that Fits the National Context

The formats and functions of NDC implementation plans and investment plans should be determined by the national context. Countries that have longer-term climate strategies that have already been costed and mainstreamed, strong national planning and budgeting systems, and mechanisms for monitoring implementation and spending (such as budget tagging, see Section 2.6) are likely to be better able to utilize existing structures for NDC implementation and investment planning. On the other hand, countries with limited high-level political ownership, limited fiscal space and/or less established national planning and budgeting systems may benefit from standalone implementation plans and/or investment plans that can help to define responsibilities, coordinate actors, track progress, and mobilize resources from implementing partners.

The presence of an NDC implementation plan and investment plan does not negate the need to mainstream NDC actions and targets into existing planning and budgeting processes. However, these plans can help facilitate this mainstreaming process. Rwanda, for example, has mainstreamed delivery of its NDC into its national planning and budgeting system, but uses its NDC implementation framework (based on the NDC Partnership's implementation plan template) to assign responsibilities, track progress, and mobilize resources. NDC implementation plans and investment plans also enhance transparency in a multidonor environment, helping to clearly communicate priorities, avoid duplication of support, and coordinate contributions across stakeholders.

Some countries incorporate an investment plan as a subsection of their NDC implementation plan. This model is potentially suitable for smaller economies (see Box 6 on Samoa). In countries with limited administrative and planning capacity, a combined implementation plan and investment plan could help to reduce duplication and streamline coordination. However, such a combined plan is likely to be limited in regard to the level of detail and guidance it includes on mobilizing investment from different sources and across different sectors.

For larger economies that have the capacity to develop individual plans, separate sectoral or regional plans can be more effective in the transition to mobilizing investment, as these allow for deeper analysis and more targeted engagement with investors. However, separate plans can also increase the risk of fragmentation if processes for aligning implementation plans or investment plans with the NDC and national development plans are poor, and they can also increase the risk of duplicating efforts.

Investment plans can sometimes be a prerequisite for mobilizing certain types of climate finance. This is the case, for example, under many jurisdictional REDD+ programs. The Climate Investment Funds provides investment through Burkina Faso's Forest Investment Program, which predates the NDC (see Box 7).

An increasing number of countries are employing a programmatic approach to investment planning. Programmatic investment plans identify and prioritize investments in a phased set of projects under a unified vision and with common objectives. The programs often include broader missions that encompass both climate and development objectives and frequently necessitate coordination across multiple sectors. For example, at the time of writing this brief,

Rwanda is currently developing investment programs for climate-smart agriculture (CSA), sustainable urbanization, and sustainable landscape management (Republic of Rwanda, 2024). Importantly, programmatic investment plans are complementary to mainstreamed sector-level budgets and do not replace them.

Programmatic investment plans are useful for coordinating, blending, and sequencing climate-related investments from a variety of government departments, implementing partners, private actors, etc., to achieve a shared long-term vision or objective. In some cases, such as in Rwanda and Brazil, this programmatic approach is evolving into the development of country platforms, which are coordinated frameworks that align sectoral and climate investments with government priorities and facilitate engagement with development partners and the private sector (see Section 2.1.2). While still an emerging practice, country platforms show potential to serve as vehicles for integrating programmatic investment planning, systemic reform, and resource mobilization.

NDC Implementation Plans and Investment Plans Structured According to Their Function

NDC implementation plans and investment plans, where they are used in tandem, serve distinct but complementary functions (see Figure 2) and should be structured accordingly.

- NDC implementation plans can be a central tool for coordination, planning, transparency, and progress tracking related to NDC implementation. They also support institutional and technical resource mobilization, such as by aligning capacity building and aiding in securing technical assistance from implementing partners. Critical elements include the bundling of individual actions into coherent programs, prioritization of these actions or programs based on impact, feasibility and readiness, and the development of clear timelines that indicate whether activities should be implemented in parallel or sequentially. These features help create a structured roadmap for delivery and inform decision-making around investment planning. While many NDC implementation plans include indicative or high-level cost estimates to support planning and prioritization, they generally do not include the more granular financial structuring needed to attract or deploy funding at scale.
- NDC investment plans are specifically designed to support finance mobilization by positioning countries to access a wider range of financing mechanisms and supporting blended finance approaches. Their scope is often the sector or program level. They should include detailed and disaggregated costings, outline investment structures and mechanisms (e.g., blending, risk management, insurance, etc.), and identify financing opportunities (including both domestic and international sources). Effective NDC investment plans are grounded in a robust climate-development rationale, prioritizing investments with the highest impact. They should assess how best to match investment needs with appropriate financial instruments, optimizing limited public resources to leverage private sector investment at scale. Investment plans should also include targeted measures to strengthen the enabling environment and address barriers to investments and define clear roles and responsibilities for implementation and oversight.

FIGURE 2

Conventional Structure of NDC Implementation Plans and Investment Plans

NDC Implementation Plans (e.g., action plans, roadmaps or partnership plans)	NDC Investment Plans (e.g., investment frameworks or financing strategies)
▪ Economy-wide and specific to NDC implementation. ▪ Often benefit from use of the NDC Implementation Plan Online Tool. ▪ Support coordination, planning, transparency, progress tracking, and mobilization support from partners for NDC implementation. ▪ Map the ministries/government agencies responsible for each NDC action. ▪ Contain a timeline for implementation and details on needs for financial support, technology transfer, and capacity building. ▪ Set out the model through which actions will be implemented (e.g., public sector or market driven via regulatory or fiscal measures). ▪ Provide details on needs for financial support, technology transfer and capacity building. ▪ May contain costings but only at a high level.	▪ Can be economy-wide, a subsection of the NDC implementation plan, and sectoral or programmatic. ▪ Often include wider development objectives. Not necessarily specific to NDC implementation. ▪ Map current international or national commitments to funding any actions. ▪ Estimate costs of all actions, where possible differentiating between capital expenditure and operational expenditure, and remaining funding gaps. ▪ Prioritize/sequence actions, often supported through cost-benefit analyses, return on investment calculations, barrier analysis, risk assessments, etc. ▪ Identify potential funding sources, their characteristics, and suitability for closing investment gaps. ▪ Outline investment structures and mechanisms. ▪ Analyze potential to leverage public finance to mobilize private capital.

BOX 6

Samoa Case Study 1 of 2: Combined Implementation Roadmap and Investment Plan

Samoa has developed the combined Implementation Roadmap and Investment Plan 2021 (IRIP) that sets out a clear pathway for achieving the country's NDC targets across all key sectors (Government of Samoa, 2021). The plan articulates specific sectoral targets and presents a pipeline of priority projects designed to deliver on these commitments.

A notable strength of Samoa's approach is the clear definition of institutional roles and responsibilities throughout the implementation and investment process. The Ministry of Natural Resources and Environment (MNRE) serves as the lead agency, overseeing the entire NDC implementation and investment planning process. To strengthen coordination, the MNRE has appointed an NDC supervisor, tasked with managing overall coordination efforts. Sectoral leaders from relevant ministries report directly to the supervisor, ensuring clear vertical accountability. Below the sectoral leaders, designated executors are responsible for the day-to-day implementation of NDC actions and projects identified in the project pipeline. This reporting structure is mirrored in the monitoring and evaluation (M&E) framework, which establishes transparent reporting structures, responsibilities, and guidelines for tracking progress toward NDC targets.

In addition, the IRIP includes a financing plan that prioritizes projects using a comprehensive set of criteria, including GHG emissions reduction potential, indicative costs and investment requirements, co-benefits, institutional capacity needs, potential funding sources, barriers to implementation, and procurement methods. This financing approach supports strategic decision-making, enabling Samoa to align domestic and international resources with its highest-priority NDC investments.

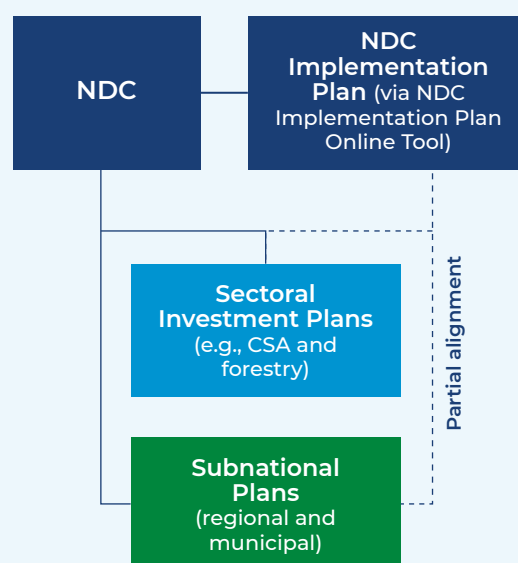
BOX 7

Burkina Faso Case Study: Economy-Wide Implementation Plan Supported by Sectoral and Local Plans

Burkina Faso uses the NDC Implementation Plan Online Tool to manage its partnership plan. This tool functions as both a planning and monitoring platform, allowing government institutions, development partners, and other stakeholders to input, view, and update project and support-related data in real time. Developed to overcome the limitations of static, Excel-based systems, the online tool enhances collaboration, information tracking, and transparency. It provides a comprehensive overview of 38 NDC-related objectives, categorized by sector and type of support, and includes detailed data on specific projects, actions, performance indicators, responsible national entities, implementing partners, funding sources, and estimated costs. The tool also presents a detailed numerical analysis of projects and budgets, accompanied by a narrative summary to guide strategic oversight.

Separately to the national partnership plan, Burkina Faso has developed sectoral investment plans to guide investment in key areas, including CSA and forestry. For example, the CSA investment plan, supported by the World Bank, outlines a prioritized set of investments for donors and investors. The plan details the prioritization process, including situational analysis, national vetting workshops, and alignment with NDC targets. It presents comprehensive assessments for priority investments—including climate and trade modelling, economic and financial analysis (project budget, return on investment, net present value, benefit-cost ratio, and risk assessments)—and identifies potential sources of finance (domestic, private, and international; World Bank & Government of Burkina Faso, 2020). The CSA investment plan was not derived from the NDC implementation plan. However, a separate section is devoted to describing its alignment with the NDC. The CSA priority investments are also aligned with specific targets in the NDC implementation framework; for example, the indicators used to evaluate progress against reducing the vulnerability of the agricultural sector to climate change.

One of the actions detailed in Burkina Faso's NDC implementation plan is to integrate the NDC into local development plans. NDC actions have been embedded in eight regional development plans and five municipal plans. The country is also developing tools to enhance the tracking and monitoring of NDC-related investments at the local level, ensuring alignment between national strategies and local implementation. The structure of Burkina Faso's economy-wide implementation plan, supported by sectoral and local plans, is shown below, highlighting where there is partial alignment between plans and an opportunity to enhance coherence across planning instruments.



Aligning NDC Investment Planning with Broader National, Sectoral, Subnational, and International processes

To ensure coherence and practical delivery, NDC implementation and investment planning must be integrated into broader national, sectoral, and subnational planning and budgeting processes. Aligning NDC implementation with these existing processes can ensure that each actor has clarity on their mandates and responsibilities. Integration into national planning and budgeting systems can also help to ensure that the budgeting process supports NDC implementation. In some cases, NDCs have been developed without sufficient consideration of countries' fiscal space, leading to overly ambitious or aspirational commitments that are difficult to operationalize (Canarajah & Brownbridge, 2025). When there is duplication, misalignment, or competition between climate and broader development initiatives, there is risk that NDCs will be deprioritized in national planning processes.

NDC cycles often do not align with government cycles or with international organizations' funding cycles, resulting in interruptions to, or shifts in, priorities. For instance, the Asian Development Bank (ADB) replenishes its Asian Development Fund every four years, which could (for example) fall midway through Samoa's NDC cycle. While such mismatches are inevitable, they present an opportunity to channel financing toward priority actions that may be underfunded or delayed. The key is not to seek perfect alignment but to establish institutional mechanisms that enable continuous coordination and adaptive planning. Governments and development partners should maintain regular dialogue to anticipate and respond to timing gaps, allowing resources to be directed where they are most needed. This highlights the importance of having flexible, iterative NDC implementation plans and coordination structures that can respond to evolving funding windows and priorities across stakeholders.

The enabling conditions identified for aligning NDC investment planning with broader sectoral, subnational, and international planning processes are as follows.

Alignment of NDCs with Long-Term Strategies and Sectoral and Subnational Plans

The alignment of NDCs with national long-term strategies and sectoral and subnational plans is essential for effective implementation and investment mobilization. Sectoral plans are often the primary instruments through which broad national priorities, defined by national development strategies, are translated into implementable policies, programs, investment pipelines, and enabling reforms, such as fiscal measures and regulatory adjustments tailored to sector needs (World Resources Institute [WRI], 2025).

Achieving NDC targets is often not about implementing new projects and mobilizing new investment but rather about transforming the existing activities and shifting existing resources to low carbon and resilient options. For example, when an NDC includes an enhanced target for renewable generation capacity, it does not mean that overall generation capacity targets will increase by an equal amount but rather that there will be a shift in planned capacity expansion toward renewable options. To deliver this shift while respecting the wider development needs of the electricity system, it is essential that a country's energy-related

NDC targets are integrated into the wider energy system master plans. Likewise, when an NDC targets enhanced resilience of agricultural production, it does not mean that new land will be allocated to CSA, but rather that existing agriculture and associated investment should be shifted toward resilient agricultural practices. Achieving this objective will not necessitate a series of discrete adaptation projects but rather broader transformation of agricultural production driven by sectoral or programmatic planning processes.

When sectoral plans are well-aligned with the NDC, through integrating NDC targets, actions, and timelines, they provide a practical framework that sector ministries can use to plan, budget, and coordinate delivery. It is generally within the sector-level planning processes that measures can be taken to foster an enabling environment for private sector investment. To unlock private investment in renewable generation capacity, several enabling measures are required. These include supportive market mechanisms that provide price stability (often via auctioned power purchase agreements or feed-in tariffs), adequate transmission capacity, suitable off-takers (and sometimes sovereign guarantees if national utilities are not creditworthy), transmission capacity, and affordable project financing. Those in ministries of energy and finance that focus on creating this enabling environment, and the private developers and financiers that operate within it, will be guided by broader energy system master plans, not NDC implementation plans or investment plans. Similar points could be made about transport, land use, water system, urban plans, etc. NDC actions and targets need to be integrated into the sectoral planning processes that guide the decision-making of stakeholders with sector-specific mandates, resources, and skill sets.

Ideally, NDCs should be informed by preexisting sectoral plans and long-term climate strategies (where they exist) that have been developed through multisectoral collaboration and that are fully costed to ensure consistency with budget resource constraints prior to NDC submission (see Box 8 on Rwanda). Climate strategies with longer time horizons can be better synchronized with national planning cycles and relevant international planning processes. For example, Brazil's forthcoming long-term climate plan, *Plano Clima*, has a 12-year horizon (2024–2035), spanning three budget cycles. The fact that the duration of *Plano Clima* is longer than that of the NDC will facilitate easier integration of climate actions into sectoral planning and budgeting processes. *Plano Clima* is being formulated through sectoral plans for mitigation and adaptation being developed by relevant line ministries in a highly participatory process.

Alongside sectoral-level mainstreaming, many NDC targets and measures should be integrated into subnational planning processes. Implementation of adaptation actions, in particular, frequently necessitates locally tailored solutions, community buy-in and traditional knowledge. Local government agencies are often best placed to implement these actions with support from civil society organizations, etc. Beyond the examples of Colombia and Burkina Faso, described above, Kenya has been described as a “frontier country” for local-level action, due to its organic devolution agenda, embedded in its constitution. A key element here has been climate education, which fosters long-term participation in climate action from youth and communities. Devolution of NDC implementation can also lead to autonomous climate finance mobilization at local levels, with minimal reliance on international intermediaries. Despite this, technical capacity and financial resources often remain limited at local levels. Addressing these limitations should be a priority when integrating NDC objectives into local planning processes.

Mainstreaming NDC Investment Planning into Existing Budgeting Processes and Integrated National Financing Frameworks

Integrating NDC investment planning into national and subnational budgeting processes ensures that climate-related expenditures are prioritized alongside other development spending. In mainstreaming these processes, finance ministries have a leading role to play. As emphasized by the NDC Partnership and Coalition of Finance Ministers in [Strengthening Finance Ministries' Capacity and Engagement in the NDCs](#) ministries of finance are uniquely positioned to align NDCs with national budget cycles, investment plans, and economic policies from the outset; establish specific climate budget lines and accountability tools to track and evaluate climate-related spending; and create enabling environments for private investment by aligning fiscal policies, regulatory frameworks, and public investment management (PIM) systems with national climate objectives. Leveraging these entry points allows countries to embed climate action into the core of national financial systems, thereby improving coordination, transparency, and the mobilization of both domestic and international resources.

An important step in budgeting for NDC implementation is ensuring that climate commitments do not undermine long-term fiscal sustainability. In national budgeting systems, line ministries and subnational governments tend to determine the prioritized climate actions and their bottom-up costs, while ministries of finance determine the top-down budget ceilings for each sector's expenditure (Canarajah & Brownbridge, 2025). Ideally, an assessment of fiscal space will occur prior to the submission of the NDC. The process of allocating budgets to NDC actions requires governments to consider trade-offs with broader development goals. This step ensures that NDC commitments are realistic in light of a country's fiscal space and not "wishful thinking." As demonstrated by the case of Rwanda, incorporating NDC actions into the national budgeting processes can allow governments to determine which actions can be implemented through domestic budgetary resources. It can also help countries decide which NDC actions are conditional on international support (see Box 8).

Of course, national budgets are only one source of investment for the implementation of NDCs and broader development strategies. To coordinate the diverse sources of finance for broad development objectives, including NDC implementation, many countries (including Colombia) use integrated national financing frameworks (INFFs). INFFs are a platform for building coherence in spending, tax and debt policies to achieve national development objectives via four building blocks: (i) assessments and diagnostics, (ii) a financing strategy, (iii) monitoring and review systems, and (iv) governance and coordination mechanisms. INFFs can help align financing from a variety of stakeholders—public, private, domestic, and international—with national development priorities (INFF Facility, 2004).

Mandates and Guidance to Support Integration

Legislative mandates, policy directives, and budget circulars can help provide guidance to line ministries when integrating NDC targets and actions into sector and local plans and budgets, promoting consistency and accountability across all levels of government. Climate budget tagging and green taxonomies can also be used to track expenditure on NDC implementation and promote transparency across government. For example, both Colombia and Zambia (Box 9) have established climate laws that outline governance and coordination frameworks for climate action, providing clear mandates for the roles and responsibilities of government entities in NDC and climate planning processes. These legal frameworks strengthen institutional clarity, authority, and accountability. In addition to Colombia, discussed above, Rwanda (Box 14) has developed a green taxonomy to guide investment toward climate priorities, as well as the use of budget tagging and budget circulars. These tools can help guide effective NDC planning, and support in mobilizing climate-aligned investment. To operationalize these tools and frameworks, the NDC Partnership provides tailored in-country support to ministries of finance and planning, helping them build institutional capacity and integrate climate action across policies, plans, and budgets. This support reinforces the use of legal mandates, budget circulars, tagging systems, and taxonomies as part of a coherent strategy to mainstream climate into national decision-making.

Mainstreaming Climate Resilience Across Planning and Budgeting Processes

Adapting to climate change requires not only the delivery of a series of adaptation projects but also that all expenditure in public services and infrastructure is resilient to future climate conditions. For example, Rwanda's national investment policy requires government institutions, at both central and local levels, to integrate climate change indicators into their plans to reflect climate resilience. This type of reform is only feasible if climate considerations are mainstreamed into sector and subnational plans.

Ministries of finance are uniquely positioned to ensure that climate risks are factored into fiscal planning. Climate change poses material risks to economic and fiscal sustainability in many countries due to the increased frequency and intensity of climate shocks. Ministries of finance often already undertake fiscal risk analyses as part of the budgetary process and are therefore well-placed to factor climate risks into macroeconomic decision-making (Canarajah & Brownbridge, 2025).

Central banks and financial regulators also play an important role in integrating climate-related financial risks into monetary policy and supervision and financial regulation. In this way, they can enhance the resilience of the financial system and redirect capital flows toward climate goals. The NDC Partnership actively provides readiness support for greening central banks and documents emerging lessons and case studies from country members.

BOX 8

Rwanda Case Study 1 of 2: Rwanda's Mainstreaming Approach



Rwanda's NDC is underpinned by high-level political ownership and long-term strategic planning. Its cabinet-approved Green Growth and Climate Resilience Strategy (GGCRS) has fed climate change priorities into its broader Vision 2050 and National Strategy for Transformation. As a result, Rwanda's NDC draws on more than a decade of climate change planning across all sectors and levels of government.

Rwanda uses its established national development planning and budgeting process to implement its GGCRS and NDC. This process is coordinated by MINECOFIN. Each sector develops a five-year sector strategic plan, aligned with the National Strategy for Transformation (NST).

Rwanda's process for mainstreaming NDC targets and actions in sector and district strategies, plans, and budgets is detailed below. Relevant line ministries and districts are responsible for identifying and costing their respective NDC actions, which are then compiled into a coherent NDC implementation framework by the Ministry of Environment.

Once NDC-aligned investment proposals are developed by line ministries, they are submitted to MINECOFIN for review. Approved investments are integrated into the national PIM system. Each year, a climate change checklist (attached as an annex to the planning and budget call circular) guides all budgeting entities on aligning sectoral plans and budgets with climate goals. This checklist sets out detailed indicators that should appear in sectoral plans to ensure alignment with climate goals. Working closely with the Ministry of Environment, MINECOFIN ensures that NDC-linked activities are financially supported. This joint stewardship ensures both climate relevance and fiscal responsibility, helping to avoid overly ambitious commitments that exceed budget capacity.

Box 8 continued

The NDC implementation framework is updated at least every six months and categorizes projects into funded, ongoing, approved but unfunded, and pipeline groups. Using this categorization, Rwanda estimates the total value of proposed projects is USD 11 billion, of which it expects 40% to come from domestic sources and 60% to come from international sources. Reflecting this split, 60% of the measures contained in Rwanda's NDC are conditional on external funding. The framework also allows Rwanda to monitor how much funding has been mobilized (currently around USD 4.8 billion, with 22% from domestic sources).

Rwanda's Mainstreaming Process



Long-Term Planning

The Ministry of Environment ensures, through consultations, that NDC actions are reflected in each sector's strategic plan. This is reinforced by Rwanda's long-term GGCRS, which is integrated in Vision 2050 and the NST.



Implementation Planning

The Ministry of Environment reinforces ownership of the NDC-aligned targets across ministries and district development strategies. NDC actions are identified and costed by the relevant sectors. NDC investment needs are summarized in an NDC implementation framework.



Budgeting

Building on the implementation framework, ministries put forward investment proposals. Once approved by MINECOFIN, the investment appears in PIM system.



Budget Consultations

A climate change checklist is circulated to all budgeting entities as an annex to the planning and budget call circular, with a list of indicators that should appear in sectoral plans to ensure alignment with climate goals. The Ministry of Environment and MINECOFIN ensure that planned NDC-related activities have allocated budgets for the implementation of NDC activities.

BOX 9

Zambia Case Study: Mainstreamed NDC Planning and Budgeting Processes



Photo by Jens / Adobe Stock

Zambia has aligned its NDC with overarching development frameworks, including the National Green Growth Strategy, Zambia's Vision 2030, and the Eighth National Development Plan (8NDP). The 8NDP serves as the country's master development plan, ensuring that climate action is embedded within national priorities. The recent NDC stocktake was led by the government, with support from the United Nations Development Programme (UNDP) through the NDC Partnership. It involved mapping national and sectoral strategies, identifying key priorities, and conducting extensive stakeholder consultations with civil society, development partners, and the private sector. This integrated approach ensures that NDC targets are neither aspirational nor isolated but rooted in Zambia's long-term socioeconomic and environmental development goals.

Zambia has developed sector-based investment plans, such as the Zambia Nature, People, and Climate Investment Plan and the Climate-Smart Agricultural Investment Plan, to cost and prioritize climate actions. These plans not only identify investment needs and financing sources but also ensure alignment with the NDC and broader sectoral and national policies. By integrating NDC actions into sectoral budgets, Zambia increases the likelihood that NDC actions are eligible for public and private financing, while avoiding duplication of, or misalignment with, broader development efforts.

The Department of Green Economy and Climate Change plays a central coordinating role in Zambia's climate governance. It facilitates NDC implementation through the interministerial Technical Committee on Climate Change, supported by an NDC implementation framework, which was launched in 2023. The main purpose of the implementation framework is to serve as a tool for coordinating efforts across ministries, aligning investments with climate priorities, and mobilizing resources efficiently. The NDC Partnership's focal points and in-country facilitator in Zambia also use the framework to collect information on progress from sectoral ministries and implementing and development partners. By the end of 2024, USD 7 billion had been committed or allocated to actions in the Framework, of which the Government of Zambia had contributed approximately USD 1.2 billion (17%) from domestic budgetary sources.

Transitioning from NDC Planning to Investment

Countries transitioning from NDC planning to investment often take proactive measures to overcome institutional and technical challenges. Common challenges include limited human and institutional capacity, fragmented stakeholder coordination across sectors and levels of government, and the absence of systematic processes for organizing, prioritizing, and structuring investment pipelines. These barriers can slow progress and reduce the effectiveness of efforts to mobilize finance for NDC implementation. The enabling conditions identified for transitioning from NDC planning to investment are detailed below.

Technical Capacity for Investment Planning

When preparing for investment planning, it is useful to analyze and assess gaps in the technical capacity of stakeholders, paying particular attention to national project proponents and stakeholders leading investment planning and finance mobilization processes, including those in the local and private sectors. These capacity gaps can be identified through dedicated scoping exercises, with measures including training and capacity building initiatives, knowledge sharing and collaboration. Areas where capacity gaps for NDC planning and investment mobilization are common—and for which training may be needed—include climate change fundamentals, project development and budgeting, and financial proposals. For example, in Tajikistan, the UNDP/GEF small hydropower technology transfer initiative aimed to address technical capacity gaps. The project began with a technology needs assessment and included targeted training, support for feasibility studies, and institutional strengthening—helping to build long-term expertise in renewable energy planning and project development (UNDP, 2012).

The NDC Partnership has helped to build local capacity for investment planning by supporting embedded advisers with specialized knowledge on climate finance and economic planning within government ministries in over 50 countries. In Rwanda, for instance, two embedded advisers in the National Environment Fund (FONERWA), Rwanda's Green Fund, have helped the country attract and deploy climate finance, implement blended financing, track investment flows, and embed climate priorities into the Second National Strategy for Transformation (NST2). In Colombia, since 2021, an embedded climate finance adviser has supported implementation of the National Climate Finance Strategy Action Plan, helped establish a Climate Finance Broker Facility, and facilitated coordination among Financial Management Committee members. While assisting with NDC planning and investment mobilization, embedded advisers create opportunities for peer learning and knowledge transfer within governments.



Photo by Loriaphotos / Adobe Stock

Investment Barrier Analysis to Assess the Most Suitable Mechanism for Implementation

Mobilizing investment is often less about the deployment of new sources of public financing (domestic or international) and more about creating an enabling environment for private investment. Determining how to foster this enabling environment often requires comprehensive investment barrier analysis. Investment barriers can be economic, technological, sociocultural, or institutional in nature. Left unaddressed, these challenges limit the ability to mobilize investment at scale. Barrier analysis typically involves a combination of desk-based research and in-depth stakeholder engagement, including with government ministries, development partners, private investors, and civil society. Early engagement with potential investors can greatly enhance the analysis. The barriers identified will depend on the type of investment being pursued.

After identifying the barriers to investment, the government agencies responsible for each NDC action will be better able to determine the required enabling policy framework. Typical solutions could include regulatory and policy reforms, fiscal incentives, public investment and financial de-risking mechanisms. Technical assessments, such as prefeasibility studies and market analyses, are required to determine the most appropriate mechanisms for implementation. Where private investment is potentially viable, these assessments also help determine the need for de-risking or blended solutions. Addressing barriers will make climate investments more attractive and viable, especially for private investors.

Understanding of the Domestic and International Financing Landscape

A mapping of current or planned investment flows (e.g., from sector strategy documents) and secured financing at the national and subnational levels can help identify financing gaps and potential opportunities. By understanding the national and international funding already in place, countries can identify financing gaps, avoid duplication, and strengthen coordination across stakeholders. Mapping the financing landscape can also help to identify existing investment frameworks (e.g., multilateral development banks, GCF, etc.), their suitability for NDC actions, and their investment cycles and criteria. Rwanda, for example, mapped existing investment associated with its GGCRS to NDC priorities.

Key to this process is understanding the investment criteria, risk profiles, and financial characteristics (such as concessionality and return expectations) associated with various potential sources of finance. In parallel, it is important to account for broader macroeconomic and financial cycles that may influence the availability and timing of investment. A preliminary mapping can be useful to determine how the prioritized investment needs may match different sources of finance. This requires assessing the risk-reward profile and potential commercial viability of investments, based on prefeasibility assessments, market assessments, and financial analyses. By matching the financial attributes of climate projects with the requirements of different financiers, countries can more effectively identify funding gaps and opportunities and build a stronger financing strategy that supports implementation of their NDC.

Detailed Costings and Analyses to Prioritize Project Pipelines and Develop Bankable Proposals

Detailed costings and cost-benefit analyses are recommended to prioritize investment needs, preferably as part of NDC development to ensure implementation feasibility. Such analyses help identify priority sectors and actions, allowing for more targeted investment planning and resource allocation. Detailed costings and risk assessments were undertaken as part of Colombia's target-setting process (Box 10).

Some countries develop a pipeline of prioritized projects aligned with NDC implementation plans and/or programmatic investment plans that coordinate stakeholders, identify and prioritize investments, and mobilize finance for a set of projects under a unified vision.

Existing GHG emissions inventories and modeled emission scenarios can be used to identify the most impactful mitigation potential across a country's economy, which can be used to develop the pipeline of prioritized projects. Samoa (Box 11), for example, has developed a pipeline of prioritized projects that would lead to emissions reductions in line with the NDC. Project pipelines and programmatic approaches should complement efforts to mainstream climate actions within broader sectoral and subnational planning and budgeting processes to ensure alignment and avoid duplication. Countries can build actionable investment pipelines through evidence-based identification and prioritization of investment needs through the use of transparent multicriteria assessment. In developing Burkina Faso's CSA

investment plan, a thorough situational analysis was conducted to assess the enabling environment, including the supportive policy context and financing mechanisms for CSA investments, to develop a project pipeline. The analysis also identified policy gaps and distortions and evaluated the alignment of the public institutional framework across various sectors with key national policies and strategies (World Bank, 2020).

Climate change risk assessments (CCRAs) can support countries in identifying, prioritizing, and designing adaptation interventions that reduce climate-related vulnerability, increase resilience and avoid maladaptation. CCRAs should include relevant socioeconomic data at sufficient scale to facilitate investment decisions. Colombia undertook a comprehensive CCRAs to inform actions within its sectoral and territorial climate change plans.

Detailed social cost-benefit analysis (SCBA) is another important prioritization mechanism. SCBA estimates the broader societal impacts of climate policies, projects, or actions—weighing the social, environmental, and economic costs against long-term benefits. It ensures efficient resource allocation by selecting projects based on their potential in the context of broader societal value and the distributional impacts on vulnerable populations. This analysis also helps translate climate risks and opportunities into economic and financial terms, allowing policymakers to understand the risks of doing nothing and the costs of proposed measures, aiding prioritization compared to a baseline of inaction.

Developing countries often face challenges in converting prioritized projects into investment-ready or bankable proposals. Governments and project proponents, including in the private sector, often lack the technical understanding of project finance and blended finance opportunities and how proposals need to be structured to unlock financing. There is also often low visibility of low carbon investment opportunities among investment communities. International and bilateral partners can play an important role in helping to prepare bankable project proposals and pitch them to the right audience. For example, the UK Government-funded Climate Finance Accelerator provides technical assistance to project proponents, enabling them to develop bankable proposals for NDC-aligned projects. It has supported projects across Colombia, Mexico, Nigeria, South Africa, Türkiye, Peru, Egypt, Pakistan, Vietnam, and Uganda. It also provides a convening function to improve connections between project proponents and financiers and makes recommendations to policymakers to address enabling environment barriers. As of 2024, the Climate Finance Accelerator had supported 200 projects, the first 50 of which had reached financial close, mobilizing USD 411 million.

BOX 10

Colombia Case Study 2 of 3: Investment Planning and Budgeting Processes

The *planes integrales de gestión del cambio climático sectoriales* (PIGCCS) (sectoral) and *planes integrales de gestión del cambio climático territoriales* (PIGCCT) (territorial) climate change plans, which result from a bottom-up planning process, clearly assign the responsible party for each NDC target, as well as general information on how each target will be met, including enabling measures (e.g., capacity building), driving accountability. The entities and sectors responsible for the targets are expected to include a detailed costing of the measures when proposing the NDC target to the central coordinating authority.

As part of the target-setting process, climate risk and vulnerability assessments and emission scenario modelling are used to identify, prioritize, and sequence investment needs. The targets are then compiled into an indicator sheet, which is a tool that is used to define and monitor the performance of climate actions, such as their progress toward climate outcomes and impact. This process enables targets and costings to be summed, enabling an estimate of the total cost of NDC actions.

The CGF is an important authority in Colombia for NDC planning. The CGF functions as a sub-committee of the CICC (the main coordinating authority for climate efforts) and operates as a technical committee within the SISCLIMA. The Department of National Planning acts as the Technical Secretariat of the CGF. The CGF promotes the inclusion of climate change criteria in the economic and financial planning, facilitates investment mobilization, oversees the implementation of the national climate finance strategy (ENFC), and plays a pivotal role in the implementation of the green taxonomy.

The ENFC quantifies the costs of implementing Colombia's NDC in accordance with the provisions of the NDC. It guides financial structuring and investment planning at the national level and supports the mobilization of financial resources from domestic financial institutions, multilateral organizations (e.g., the GCF), and nongovernmental organizations. Under SISCLIMA, the CGF complements the ENFC by facilitating coordination and prioritization of climate investments. The CGF has technical committees, such as the sectoral and territorial projects committee for climate action, which promotes the mobilization of resources to develop a portfolio of sectoral and territorial projects aligned with Colombia's climate policy, contributing to the achievement of national climate change goals. Additionally, the ENFC outlines the framework for the MRV system for climate finance flows, supporting transparency and accountability in tracking climate investments (Pacific Alliance, 2020).

BOX 11

Samoa Case Study 2 of 2: Investment Planning and Building a Project Pipeline in Samoa



Photo by Richard Vandewalle / Adobe Stock

Samoa's NDC Implementation Roadmap and Investment Plan 2021 recognizes the country's limitations as a small island state, namely in regard to technical staff, financial backing and institutional capacity. The country has adopted approaches to address these limitations and ensure the feasibility and effectiveness of its investment planning.

To avoid overburdening institutions, Samoa has carefully sequenced and prioritized projects within each sector, informed by stakeholder consultations. For example, it was agreed that no more than six projects should be implemented concurrently in the electricity sector, no more than four in each of the maritime, land transport, and waste sectors, and no more than two in the agriculture, forestry, and other land use (AFOLU), tourism, and marine sectors. This ensures that agencies are not stretched beyond their capacity, reducing the risk of project delays or failures.

Stakeholder consultations and technical needs assessments have also been integral to identifying and addressing capacity gaps. For instance, lessons learned from the first phase of a solar installation project in the maritime transport sector highlighted the need for enhanced training in maintenance and operational support. As a result, capacity building components and technical assistance were systematically embedded in subsequent project designs to strengthen implementation readiness.

Samoa has also adopted a structured approach to building its NDC project pipeline. This includes the use of climate risk and vulnerability assessments, emission scenario modelling, and detailed cost-benefit analyses to inform the prioritization of investment needs. A multicriteria analysis was applied to rank investment opportunities, incorporating considerations such as mitigation potential, cost effectiveness, institutional capacity requirements, and stakeholder input. The result is a prioritized, evidence-based pipeline of projects that are aligned with NDC implementation objectives and designed to attract funding by clearly presenting expected GHG reductions, costs, co-benefits, and required capacity support.

Mobilizing Investment for NDC Implementation

Meeting the commitments in NDCs necessitates a large-scale shift in capital—both public and private—toward low carbon, climate resilient actions. The costs of NDC implementation cannot be met with public investment alone. Governments are limited by their fiscal intake, borrowing capacity, and political challenges to mobilizing and allocating revenue for climate action. International climate finance can complement government expenditure. However, climate finance falls far short of investment needs and can be difficult to access, with onerous requirements and lengthy approval processes. As a result, domestic and international public resources should be used strategically to deliver critical public goods and to shift private capital toward low carbon, climate resilient investments.

Private investment in NDC-aligned actions can be impeded by a variety of factors. Private businesses and households may significantly reduce their long-term costs by investing in adaptive measures, but accurately estimating potential savings necessitates sophisticated projections of changes to local climates, in combination with complex probabilistic analysis. Moreover, many adaptive measures do not generate revenue, making them difficult to finance. While protecting forests and soil carbon can yield substantial environmental, social, and economic returns, these benefits are often not monetizable. Likewise, without government policies to add a price to GHG emissions, the damage caused by burning fossil fuels for electricity, transport, industry, and heating tends not to be factored into economic decisions, which can place low carbon alternatives at a competitive disadvantage.

Even actions that generate a financial return frequently face barriers in securing private investment. Low carbon infrastructure tends to have a higher ratio of upfront costs to longer-term operating costs than carbon-intensive alternatives, emphasizing the need for affordable financing to spread costs over the lifetime of the asset. Many NDC actions involve innovative technologies, business models or institutions, which can add an element of risk (actual or perceived) for investors. Projects proposals in emerging economies often face additional challenges in accessing funding, due to the limited “bankability” or investment readiness of proposals and the higher-risk investment environments associated with macroeconomic instability, poor credit ratings, exchange rate risks, etc. All of these factors limit access to affordable finance, driving up the costs of NDC-aligned investments.

The enabling conditions identified for mobilizing investment for NDC implementation are as follows.

Early and Ongoing Engagement with Potential Investors

Potential investors will vary substantially across sectors and specific NDC actions. They could range from farmers, landowners, and private households to private companies, utilities, national and commercial banks, institutional investors, and international climate finance providers. Systematic engagement with key public and private sector investors can help governments assess their capabilities, resources, investment barriers, and interest in implementing specific NDC actions. NDC implementation plans and investment plans and pipelines of prioritized projects can be used as tools for conducting these assessments. Early engagement can enable appraisal of potential investors’ profiles and investment criteria (e.g.,

sector focus, risk profiles, and concessionality) and determine the best fit for the different investment needs. Ongoing engagement will be required to structure investments and prepare projects for implementation.

The NDC Partnership plays an important catalytic role in assisting countries to connect their investment plans and project pipelines to relevant financing sources and facilities. In Colombia, for example, the NDC Partnership, with support from the United Kingdom, has supported the establishment of the Climate Finance Broker Facility (also referred to as the Climate Finance Corridor) to connect climate projects with international and domestic sources of funding. The Facility is employing the [Project Checklist](#), developed by the NDC Partnership, to systematically capture the information required by financiers to assess potential investments and improve communication between developers and potential investors. The Climate Finance Broker Facility has also received support from additional partners, including GIZ through the PRONDC program, the IKI Interface Programme and CATALIS^{°T}, as well as from the Inter-American Development Bank (IDB), the United States Agency for International Development (USAID) through CACCI, and EUROCLIMA.

Leveraging National Climate Funds, Development Banks, and Investment Platforms

Dedicated national climate funds, investment platforms, and green investment windows housed within national development banks can be effective vehicles for aggregating international climate finance and deploying blended finance instruments, guarantees, and other risk-reduction mechanisms that help attract private investment. These institutions often have more specialized expertise and operational flexibility than central government departments. Their experience in investments at the local level makes them a key partner in identifying, understanding, and overcoming local barriers to climate investment.

Establishing formal linkages between NDC implementation and investment planning processes and these entities can enhance coordination, accelerate resource mobilization, and strengthen private sector engagement. An example is Brazil's Funda Clima, a national public climate fund that utilizes blended finance approaches to support NDC-related projects (Box 12). Additionally, Rwanda's FONERWA has established a green investment facility, in collaboration with the Development Bank of Rwanda. This provides grant-based support for project preparation and low-interest credit facilities for implementation. The green investment facility has supported 46 projects to date, mobilizing investment of USD 247 million. Critically, FONERWA uses its NDC implementation framework to inform funding decisions, ensuring coherence with national climate priorities.

Utilizing PPPs and Competitive Procurement

In many countries, the larger-scale projects included in NDCs, such as renewable energy generation and transport infrastructure, are implemented as PPPs with contracts awarded to private companies via competitive tenders. For example, many of the higher-cost investments contained in Rwanda's NDC (e.g., hydropower and solar PV power plants and Lake Kivu methane extraction) will be delivered through government-led tenders. These NDC actions have been integrated into the Ministry of Infrastructure's capacity development strategy, ensuring that project tenders align with overall system needs in terms of timing, capacity, technology, etc., and comply with the procurement procedures defined in Rwanda's PPP law.

Competitive tenders can be powerful tools for mobilizing investment in PPPs and reducing costs, as demonstrated by Brazil's EcolInvest platform (Box 12). However, contracting authorities often require specialized technical support to conduct comprehensive feasibility studies and financial analyses to yield bankable proposals for large-scale investments.

Fostering Enabling Environments for Private Investment

Systematically integrating NDC actions into sectoral plans, budgets and policies is essential to foster an enabling environment for private investment, rather than limiting efforts to dedicated climate projects. Mainstreaming can drive the development of key policy and regulatory frameworks (e.g., emission standards and land-use zoning), fiscal incentives (e.g., carbon pricing and tax breaks) and supportive government programs (e.g., innovation funds and agricultural extension services) that can shift market incentives and mobilize private sector-led investments aligned with NDC targets. For example, while this brief was in development, Rwanda had begun mobilizing investment in low carbon transport through vehicle emission standards and tax exemptions on electric and hybrid vehicles. Tajikistan has also removed taxes and customs duties on electric vehicles, leading to a significant increase in their use in Dushanbe. Colombia has mobilized substantial investment for NDC implementation through fiscal and regulatory policies that shift market incentives (Box 13).

BOX 12

Brazil Case Study 2 of 2: Banks, Funds, and Mechanisms to Mobilize Investment in Brazil



Alongside the Ministry of Finance, BNDES is core to mobilizing investment in NDC actions. BNDES manages Funda Clima, a national public climate fund that utilizes blended finance approaches to support NDC-related projects.

EcoInvest is a financial instrument, led by the national treasury in collaboration with the IDB, that is used to mobilize private capital for climate projects through tenders. The platform provides private projects with project structuring support as well as de-risking instruments, such as currency hedges and blended finance. Tenders include robust conditionalities, including ones that address inequalities, minorities, and the promotion of employment for women. The first EcoInvest auction significantly exceeded expectations, mobilizing USD 7 billion in total investment and leveraging USD 1.2 billion in public resources, a leverage ratio of 6.6. Future auctions are planned with a thematic focus on specific sectors (e.g., degraded pasture recovery).

Leadership by the Ministry of Finance has also been critical for raising revenues for public investment in NDC-aligned projects. The country issued its first Sustainable Sovereign Bond in 2023, raising USD 2 billion to finance climate and sustainable development activities. Brazil's Sovereign Sustainable Bond Framework governs the types of public expenditure that are eligible for funding through these revenues.

BOX 13

Colombia Case Study 3 of 3: Mobilizing Private Investment by Fostering an Enabling Environment

Colombia has had substantial success in shifting private investment to align with NDC implementation through regulatory and fiscal policies that foster an enabling environment, particularly for mitigation actions. Carbon pricing is central to these efforts. Colombia introduced a national carbon tax (Impuesto Nacional al Carbono) in 2016. In 2022, the tax covered 23% of the country's total emissions, with a price set at 18,830 Colombian pesos per tonne of carbon dioxide equivalent (CO₂e) (~USD 4.96 per tonne; World Bank, 2022). The tax applies to the carbon content of liquid and gaseous fossil fuels. Exemptions are currently applied for the Colombian power sector, but these will be partly phased out in 2025 (EY, 2022; International Energy Agency [IEA], 2023).

Companies may meet up to 50% of their carbon tax obligations through the use of domestic offsetting credits, which creates a market incentive for investment in forest carbon. By 2020, the carbon tax and offset mechanism had led to the cancellation of 42.8 metric tonnes of CO₂e of offsets, and 1.42 billion Colombian pesos collected. More than 90% of the offsets have come from forestry projects (IETA, 2022).

Colombia also employs regulatory and fiscal policies to create a strong enabling environment for private investment in renewables. Colombia's energy sector climate plan (PIGCCS) requires the power sector to reduce emissions by 79% by 2050 (compared to its baseline). To achieve these objectives, Colombia has held renewable energy auctions since 2019 to award power purchase agreements to developers (International Renewable Energy Agency [IRENA] & USAID, 2021). These actions have been successful in attracting international firms to build wind and solar generation in the country and over 3GW of generation had been awarded through this process as of 2022. In 2022, Colombia began imposing a mandatory 10% purchase of renewable energy for retailers and distributors, creating an additional strong market incentive for renewables. To provide further incentives to invest in renewable energy under regulations, the Colombian Government provides tax incentives, including accelerated depreciation, income tax deduction, and VAT and import tax exemptions for renewable energy equipment. A net metering scheme also enables surplus electricity from smaller-scale systems up to 100 kilowatt-peak (kWp) to be sold back into the grid (IRENA and USAID, 2021).

Communicating, Updating, and Tracking Plans

Effective and continuous communication, systematic plan updates, and robust tracking mechanisms are key to sustaining momentum on NDC implementation and investment mobilization. These functions are critical enablers of transparency, accountability, and adaptive decision-making. To this end, countries are encouraged to establish permanent coordination platforms, define clear triggers for plan updates, develop integrated MRV systems, and embed climate budget tagging within national public finance frameworks.

The enabling conditions identified for communicating, updating and tracking plans to support ongoing implementation and investment are as follows.

Strengthening Governance Mechanisms for Tracking Progress to Ensure Accountability

As highlighted in Section 2.1.2, robust interministerial, cross-sectoral, and multilevel governance structures are essential for effective NDC implementation. A central function that these coordination mechanisms play is tracking progress against NDC implementation plans and investment plans. Relying on periodic consultations or isolated reporting events risks limiting transparency, reducing stakeholder buy-in, and causing misalignment between climate actions and investment strategies. Establishing permanent coordination platforms or committees can enable continuous dialogue among key actors, generating more effective decision-making and resource mobilization. For example, Rwanda's cross-government sector working groups provide a platform for communication and coordination across ministries (Box 14). These efforts are further supported by in-country facilitators funded by the NDC Partnership, who help coordinate development partner support, maintain momentum on implementation, and promote transparency through regular reporting.

Samoa has institutionalized its NDC monitoring through an interministerial committee led by the MNRE and the Renewable Energy Management Authority. This committee meets biannually to review progress under the country's NDC M&E framework. Progress is systematically tracked via a centralized monitoring spreadsheet maintained by the MNRE, which is updated quarterly. This tool captures project status, funding flows, estimated GHG emissions reductions, and any barriers or technical developments encountered. Sectoral leaders submit progress reports every six months to the appointed NDC supervisor, who is tasked with compiling annual NDC implementation progress reports for the Office of the Prime Minister. These reports are also made publicly available, contributing to transparency and accountability.

For countries without centralized monitoring systems, the NDC Implementation Plan Online Tool supports tracking of NDC implementation and investment progress. The tool allows countries to capture and manage data across sectors, facilitating alignment with their MRV systems and reporting requirements (see Box 4). Additionally, the role of the NDC Partnership's in-country facilitators in submitting quarterly reports to the NDC Partnership helps ensure efficient and transparent coordination of support. These reports are publicly shared with members, enabling countries, and development partners to monitor progress and respond to gaps in implementation.

Climate councils or independent climate advisory bodies can provide an added layer of transparency and accountability. Some climate councils, including the UK Climate Change Committee, are tasked with holding the government to account for the delivery of its climate targets and providing independent analysis on progress. Others have a more limited mandate, relating to providing research and advice, which can feed into updates of NDC implementation plans and investment plans. The International Climate Council Network was established in 2021 to foster collaboration between climate councils and support the development of new councils to guide and oversee delivery of climate change mitigation and adaptation action globally (Climate Change Committee, 2021).

Establishing Clear and Predefined Triggers for Updating Plans

Embedding regular review cycles or clear event-based triggers into NDC implementation plans and investment plans can ensure they remain dynamic and responsive to evolving national circumstances, technological developments, and climate finance opportunities. Without such predefined mechanisms, plan updates tend to be reactive and are often driven by external reporting requirements or ad hoc responses to changing conditions, rather than by proactive domestic processes. Colombia's climate action law [Law 2169](#) provides a legal foundation for regularly updating Colombia's NDC implementation and monitoring plan. Under this legislation, the CICC must be formally briefed every two years on the monitoring and implementation progress of this plan, as a part of meeting Colombia's reporting requirements under the UNFCCC. This monitoring and review process enables the CICC to assess the alignment of the implementation and monitoring plan with national measures and to provide guidance on adjusting its implementation and adopting new measures as necessary. While the implementation and monitoring plan has not yet been officially published, having a clear process and predefined trigger for updating it, will enable responsive adjustments to evolving national climate ambitions.



Photo by Jhampier / Adobe Stock

Developing Integrated MRV Systems

Countries should move toward comprehensive MRV systems that integrate both investment tracking and tracking of progress on NDC implementation. Current practices often rely on fragmented, project-level reporting led by individual ministries or agencies, which limits the ability to provide a coherent national picture of progress. Integrated MRV systems can strengthen oversight, improve coordination across sectors, and support more strategic investment mobilization and decision-making. For example, Rwanda has an operational MRV framework that supports the monitoring of climate actions and the tracking of climate finance (Gashugi et al., 2021). The MRV system is evolving and becoming increasingly integrated with other national systems, including Rwanda's climate budget tagging framework, which enhances coordination, transparency, and accountability in NDC planning and implementation (Box 14). Additionally, to improve reporting and mitigate duplication, MRV systems should be integrated so as to directly support the reporting and transparency requirements under the Paris Agreement's ETF. For example, Tajikistan's NDC MRV system aims to track the support needed and received for NDC implementation, forming one of the three core axes of the MRV system (alongside tracking NDC implementation progress, and GHG emissions). The three axes of the NDC MRV system aim to support Tajikistan in meeting its reporting requirements for its Biennial Transparency Reports (BTRs), as outlined under the ETF.

Integrating Climate Budget Tagging into National Public Finance Systems

Embedding climate budget tagging within formal national budgeting processes can enhance accountability and transparency, while supporting more efficient resource allocation and mobilization. Green taxonomies can provide a framework for identifying and classifying climate-related expenditures, helping to guide public and private sector actors toward projects aligned with financial flows and NDC targets. While climate budget tagging, green taxonomies, and related monitoring tools are being introduced in some countries, they are still emerging practices and are not yet applied consistently. Rwanda has established an integrated financial management information system that incorporates climate budget tagging, enabling the government to identify, classify, and track public expenditures related to climate adaptation and mitigation across sectors (Box 14). Frequently, budget tagging systems focus on broader development objectives, not just climate change. For example, as part of its INFF, Colombia has established a tagging system that enables enhanced transparency, management, and monitoring of investment aligned with the Sustainable Development Goals (SDGs). Between 2011 and 2023, Colombia allocated nearly USD 13.57 billion to finance climate actions, according to data from the climate finance MRV system. This system enables Colombia to track its climate financial flows more effectively, providing insights into the purposes and sources of climate finance. Of these resources, 45% were directed toward strengthening adaptation, 23% toward mitigation, and 32% toward comprehensive actions focusing on both climate mitigation and adaptation. Additionally, the majority of funding came from the domestic public sector, which contributed 76% of total climate finance, followed by 15% from international public sources and 9% from the private sector.

BOX 14

Rwanda Case Study 2 of 2: Communicating and Monitoring Progress



Photo by Heejin / Adobe Stock

Rwanda's cross-governmental coordination platform and integrated tracking systems provide a structured approach to communicating, updating and tracking the implementation of its NDC and aligned investment. The Environment and Natural Resources Sector Working Group (ENR SWG), chaired by the Ministry of Environment, provides a formal platform for interagency dialogue on planning and monitoring NDC implementation, ensuring coherent communication and coordination across government. It includes relevant line ministries and government agencies and authorities, development partners, civil society and private sector representatives. Biannual meetings bring together government, partners, the private sector, and civil society for joint sector reviews of implementation of plans.

Underneath the ENR SWG sits the Environment and Climate Change Thematic Working Group (and the NDC MRV Technical Working Committee), which meet more frequently. These are chaired by the Rwanda Environment Management Authority (REMA) and have technical oversight of NDC implementation. To systematically track mitigation and adaptation actions, Rwanda has developed a comprehensive MRV framework (Gashugi et al., 2021). This framework not only enables transparent monitoring of climate actions but also includes climate finance tracking, offering continuous feedback to improve implementation. It provides the basis for evidence-based updates to plans and supports results-based reporting, both nationally and internationally to the UNFCCC through National Communications (NCs) and Biennial Update Reports (BURs).

A notable innovation in Rwanda's public financial management is its use of climate budget tagging through the Integrated Financial Management Information System. This system, led by MINECOFIN, enables tracking of public expenditures related to climate adaptation and mitigation. MINECOFIN is also developing a "climate finance dashboard" to provide a digital platform for tracking climate finance. Further enhancing private sector alignment, Rwanda has recently launched a green taxonomy. This tool is designed to guide both public and private stakeholders in identifying investments that are consistent with Rwanda's climate and sustainable development goals.

The diagram illustrates the institutional framework for climate change reporting and oversight in Rwanda. At the top, three boxes are arranged horizontally: 'National Reporting' on the left, 'MoE (Chair) ENR Sector working group (ENR SWG) RBME Oversight' in the center, and 'International reporting to UNFCCC: NDC MRV, NC and BUR' on the right. A double-headed arrow connects 'National Reporting' and the central MoE box. A vertical line descends from the MoE box to a central box labeled 'REMA (Chair) Environment and Climate Change Thematic Working Group (TWG) NDC MRV Technical Working Committee'. To the right of the REMA box is a box for 'NISR Data quality oversight', connected to the REMA box by a double-headed arrow and to the 'International reporting' box by a vertical line. Below the REMA box is a box for 'MINECOFIN / Rwanda Green Fund Reporting on finance', connected to the REMA box by a double-headed arrow and to the 'National Reporting' box by a vertical line. At the bottom, a horizontal bar represents the implementation level, divided into five categories: 'NDC finance (conditional/unconditional)', 'Greenhouse Gas (GHG) Inventory', 'Capacity building and technology', 'Mitigation', and 'Adaptation'. Arrows point from the REMA box, the 'NISR Data quality oversight' box, and the 'MINECOFIN' box to this bottom bar. A dark blue box at the very bottom lists the entities involved: 'Ministries, other public institutions, local government institutions (districts, etc.)', 'Higher Learning and Research institutions', and 'Private institutions, NGOs, CBOs, etc.'.

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graph TD
    NR[National Reporting] <--> MoE["MoE (Chair)  
ENR Sector working group (ENR SWG)  
RBME Oversight"]
    MoE --- REMA["REMA (Chair)  
Environment and Climate Change Thematic Working Group (TWG)  
NDC MRV Technical Working Committee"]
    REMA <--> NISR["NISR  
Data quality oversight"]
    NISR --- IR["International reporting to UNFCCC: NDC MRV, NC and BUR"]
    REMA <--> MINECOFIN["MINECOFIN /  
Rwanda Green Fund  
Reporting on finance"]
    MINECOFIN --- NR
    REMA --> NF["NDC finance (conditional/unconditional)"]
    REMA --> GHI["Greenhouse Gas (GHG) Inventory"]
    REMA --> CBT["Capacity building and technology"]
    REMA --> M["Mitigation"]
    REMA --> A["Adaptation"]
    NISR --> NF
    NISR --> GHI
    NISR --> CBT
    NISR --> M
    NISR --> A
    MINECOFIN --> NF
  
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- Ministries, other public institutions, local government institutions (districts, etc.)
 - Higher Learning and Research institutions
 - Private institutions, NGOs, CBOs, etc.

Note. The institutional arrangements graphic was adapted from [Rwanda's 2020 NDC](#).



Photo by Rahmadhimawan / Adobe Stock

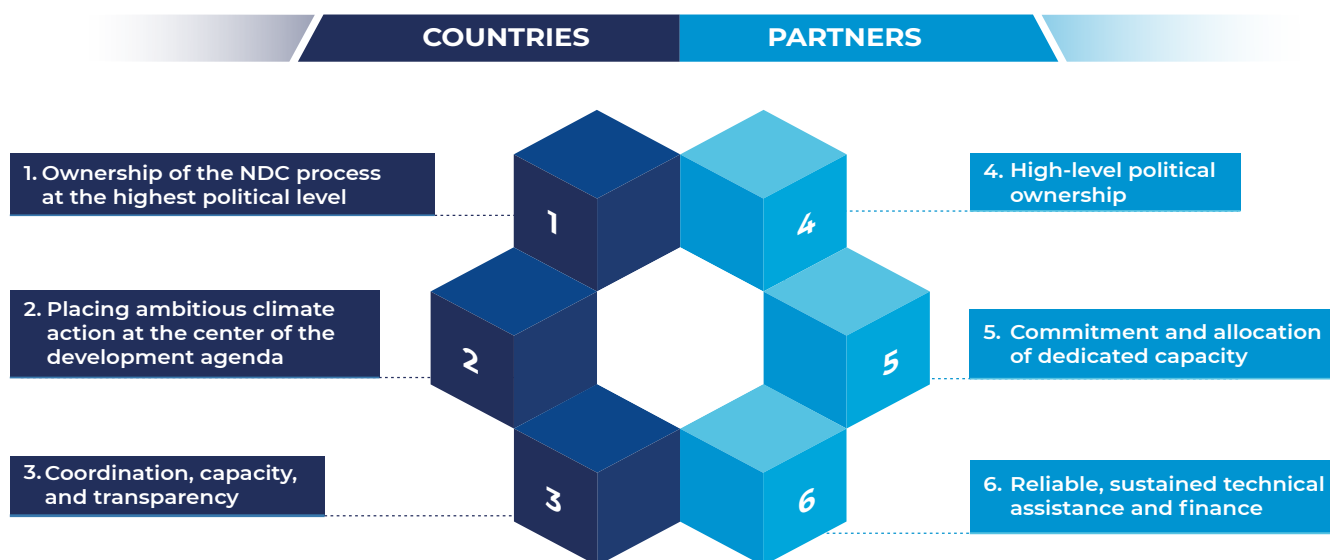
SECTION 4

Recommendations

Through a review of the experiences of NDC Partnership country members, this brief has identified several enabling conditions for NDC implementation and investment mobilization. These conditions align closely with the NDC Partnership's building blocks for effective climate action (Figure 3) and the 2005 Paris Declaration on Aid Effectiveness, particularly the principles of ownership, alignment, harmonization, managing for results, and mutual accountability. The recommendations below include actionable steps that can help policymakers and practitioners to build or strengthen the enabling conditions for NDC implementation and investment mobilization as needed, recognizing that countries operate in diverse contexts and are at different stages of readiness.

FIGURE 3

NDC Partnership's Building Blocks for Effective Climate Action



Governance and Institutional Arrangements

- Establish high-level political oversight through cabinet-endorsed long-term climate strategies to ensure enduring political ownership and sustained momentum. Establish legal frameworks that strengthen institutional mandates and accountability for NDC implementation across the government.
- Strengthen coordination mechanisms between ministries, subnational governments, implementing partners, and non-governmental actors. Establish both high-level inter-ministerial platforms and technical-level committees with defined mandates and budgets to guide NDC implementation and align support with national priorities.
- Enhance the role of ministries of finance in leading NDC delivery to ensure cross-government ownership. Integrate NDC targets and actions into national, sectoral, and subnational planning and budgeting processes. Build capacity for investment mobilization by establishing CFUs within ministries of finance. Ensure that climate risks are factored into fiscal planning.
- Institutionalize lines of accountability by assigning clear implementation responsibilities across ministries and subnational entities and aligning them with existing planning and reporting systems. Ensure accountability frameworks support operational delivery, especially in adaptation, where responsibilities are often decentralized.

NDC Implementation Plans and Investment Plans: Formats, Structures, and Contents

- Ensure that NDC implementation plans and investment plans are tailored to the national context, e.g. leveraging existing planning and budgeting frameworks in countries with strong systems and using standalone plans where integration is limited or political ownership is weak.
- Structure implementation plans to clearly assign responsibilities, bundle actions into programs, set timelines, and enable progress-tracking. These plans should facilitate coordination among actors, avoid duplication, and provide a basis for mobilizing institutional and technical support.
- Encourage explicit links between national implementation plans and sectoral/subnational plans to avoid fragmentation, enhance coherence, and ensure that climate priorities are embedded in budgetary processes at all levels of government.
- Structure plans to prioritize actions based on impact, feasibility and readiness, and indicate how activities should be sequenced.
- Use results-based management to improve the effectiveness and efficiency of implementation and investment plans, by focusing on achieving clearly defined, measurable results.

Aligning NDC Investment Planning with Broader National, Sectoral, Subnational, and International Planning Processes

- Integrate NDC targets into long-term strategies that define broad national priorities and the existing processes through which line ministries and subnational governments plan, budget, and coordinate delivery. Reform the policy frameworks that shape decision-making at the sectoral level to enable broader transformation toward low-carbon and resilient production systems.
- Establish mechanisms to monitor climate actions and investments at the sectoral and subnational levels, enabling timely assessments of progress and course corrections to stay on track with NDC goals.
- Ensure national and subnational budgeting processes reflect NDC priorities by mainstreaming climate into planning and budget circulars.
- Provide clear policy mandates and tools such as climate budget tagging, green taxonomies, and climate-informed budget reforms to institutionalize integration, improve tracking, and promote transparency and accountability.

Transitioning from NDC Planning to Investment

- Assess institutional and technical capacity gaps, especially among civil servants leading investment planning and mobilization, local actors, and project developers. Utilize targeted training, peer learning and knowledge transfer, advisory support, and embedded advisers to build investment readiness.
- Conduct investment barrier and market analyses to identify regulatory, technical, or financial obstacles and inform enabling policy reforms, risk mitigation tools, and investor engagement strategies. Perform prefeasibility and technical assessments early to shape viable project concepts, reduce risk, and tailor financing mechanisms, including blended finance and de-risking instruments.
- Map domestic and international investment flows to identify financing gaps, coordinate funding efforts, and align with the criteria, risk profiles, and investment cycles of key financiers.
- Develop and cost project pipelines by prioritizing NDC actions through transparent, multi-criteria assessment, climate risk data (e.g., CCRAs), and SCBA. Convert prioritized projects into bankable proposals by aligning project design with investor requirements, leveraging project preparation facilities, and using standardized tools (e.g., project checklists).

Mobilizing Investment for NDC Implementation

- Engage investors early and continuously by clearly communicating climate investment priorities, project pipelines, and criteria. Tailor outreach to different investor profiles and sectors.
- Establish national climate funds and green financing windows in national development banks to aggregate climate finance, deploy concessional finance for priority NDC actions, and mitigate investment risks via blended finance, guarantees, and credit enhancements.
- Use PPP models and competitive procurement for larger-scale climate projects. Build technical capacity to prepare viable, bankable proposals.
- Foster enabling environments for private investment by aligning sectoral plans, standards, and fiscal incentives with NDC actions and targets.

Communicating, Updating, and Tracking Plans

- Institutionalize permanent coordination platforms (e.g., interministerial committees and cross-sector working groups) to enable continuous dialogue and feedback loops.
- Establish predictable review cycles and triggers for regularly updating NDC implementation plans and investment plans, ensuring responsiveness to evolving conditions and legislative mandates.
- Develop integrated MRV systems that link NDC implementation progress with financial tracking.
- Embed climate budget tagging into public finance management systems to classify and track climate-related expenditures, and improve transparency, accountability and strategic allocation of resources.

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Best Practice Brief

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