

Climate Adaptation Finance Index 2024

How equitably finance from Germany
and other donor countries is distributed

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Foreword



The consequences of the climate catastrophe are once again making themselves felt in Germany and around the world this year. This year's floods in Saarland and Bavaria and the floods caused by heavy monsoon rains in northern Bangladesh, for example, caught many people unprepared and had disastrous consequences. The droughts at the beginning of the year in southern Africa, which affected large parts of Zambia, Zimbabwe, south-eastern Angola and northern Botswana, had a catastrophic impact on the population's food security. The month of February 2024 was the driest February since weather records began for the area. Brazil has also repeatedly suffered from extreme weather such as heatwaves and heavy rainfall in recent months. In May, southern Brazil experienced what was probably the worst flood disaster in decades. 1.4 million people were affected and over 100 people lost their lives. Increasing global warming is causing such events to occur more frequently and with greater intensity.

It is particularly unfair that climate change most harms those who are least responsible for it. It is the poorest sections of the population and countries in the Global South that have the lowest CO₂ emissions. However, due to their geographical location, they are affected more frequently and, because of their poverty, have little opportunity to adapt to climate change on their own and protect themselves from extreme weather events.

The risk gap is growing as temperatures continue to rise. Extreme weather events in Low Income Countries lead to more victims, the greatest economic damage, relatively speaking, and a large number of displaced people.

Adequate international financing for climate adaptation is therefore a central task in the UN Framework Convention on Climate Change and the Paris Agreement. One of the main goals of the agreement is to strengthen climate resilience – i.e. the ability to withstand the consequences of climate change – in developing countries.

Brot für die Welt has been campaigning for more climate justice for years and is calling for climate financing to be made available to the poorest and most vulnerable population groups based on their needs. If adaptation measures are lacking, fall short or are no longer possible because the climate crisis has progressed too far, damage and losses occur that are associated with much higher

costs and human suffering. The limits of adaptation have already been reached in many places, partly due to a lack of capacity to cope with climate change. These capacities must be significantly increased and financed in accordance with the polluter pays principle.

While the need for adaptation is constantly growing, financial aid for the Global South is being provided at a very low level that is far from adequate. The UNEP Adaptation Gap Report shows the increasing protection gap, which is ten to 18 times higher than the need.

While it therefore remains questionable whether the industrialised countries will be able to keep their old financial promises from the Paris Agreement for climate protection and adaptation every year until 2025, a new climate finance target for the years after 2025 is to be agreed at this year's climate summit in Baku in November. At the same time, financial sources for the new Fund for responding to Loss and Damage must also be found.

With the "Climate Adaptation Finance Index 2024: How equitably finance from Germany and other donor countries is distributed", Brot für die Welt would like to contribute to greater transparency about where the funds are used in the second year of the publication of the index. This year, we are also looking into the question of how fairly the funds provided by Germany are distributed internationally.

By publishing the index, we are contributing to the debate on the most important question for us and our partners: "Are the already scarce resources at least reaching those who are exposed to the highest climate risks?" An index alone does not lead to greater climate justice, but it does help to define directions and set priorities.

With the *Climate Adaptation Finance Index*, we are providing an impetus for further developing adaptation financing, which is at the top of the agenda at this year's climate negotiations at COP29 in Baku. However, the findings of the index can also be used to draw conclusions for addressing equity aspects regarding the future use of funds for coping with damage and losses from the outset.

Dr Dagmar Pruin
President, Brot für die Welt

Executive Summary

The *Climate Adaptation Finance Index* (CAFI 2024) measures how risk-appropriately and therefore climate justly international adaptation finance is distributed among the countries of the Global South. This creates transparency on how successfully the climate policy goal of providing financial support primarily to the most vulnerable countries is being implemented. The index is an important but not sufficient assessment criterion for climate adaptation finance: It measures the distribution of available funds in relation to country-specific climate risks but does not provide any information on the absolute amounts that would be required to make a country climate resilient.

The index was calculated for 129 countries for the period 2015–2021, taking two factors into account: country-specific climate risk, based on adjusted data from the *EU Inform Risk Index*, and the OECD-DAC database for international climate adaptation finance. The same index was calculated for Germany's financial support to these 129 countries in the Global South. Furthermore, this report includes comparisons between the CAFI 2023 and the CAFI 2024 in order to document and analyse changes, trends and progress.

The index reveals some very sobering results: 90 percent of the countries assessed received less funding from international climate adaptation finance than they would have been entitled to had the distribution been fair (per capita assessment) based on their climate risk. 37 recipient countries received even less than half of their risk-appropriate share (extremely underfunded), 50 countries received a maximum of 64 percent (severely underfunded), 29 countries a maximum of 80 percent (moderately underfunded), 10 between 81 and 100 percent (adequately funded) and three island states receive more than this: Palau, Nauru and Tuvalu.

On a per capita basis, Central and East Africa and South Asia in particular are extremely underfunded.

According to the CAFI 2024 the ten most underfunded countries are, in this order, Afghanistan, Chad, South Sudan, Somalia, Niger, Mali, Yemen, Ethiopia, Uganda and Iraq. Compared to the previous year, nine countries have remained the same, and Chad was added.

On a per capita basis, the biggest decliners in terms of adequate funding compared to the previous year's index are Chad, Brazil, and São Tomé and Príncipe, whereas the biggest climbers are Palau, Jordan and Sudan.

Altogether, there is even a growing lack of distributional climate justice in international adaptation finance compared to last year's assessment. The population of states that fall into one of the two categories of extreme and severe underfunding has risen by around 230 million compared to the 2023 index to a combined total of over six billion people. That is 96.7 percent of the population of all the countries surveyed.

The higher the climate risk, the bigger the gap: All seven countries in the highest climate risk category are classified as extremely underfunded, and all 37 countries in the second-highest climate risk category are either classified as extremely or severely underfunded. The majority of countries with a high climate risk are among the Least Developed Countries (LDCs), Low Income Countries (LICs) or fragile states. The analysis finds many of these countries are characterised by multi-dimensional vulnerability and therefore urgently require particular support. In reality, however, they are particularly disadvantaged when it comes to accessing funding. Solutions must be found urgently for this situation.

Germany's financial support for the Global South performs similarly. Overall, its distributional climate justice is slightly higher for Africa and the LDCs but lower for the Pacific Island states when compared with the entire group of international donor countries.

**The report concludes by making
10 policy recommendations:**

1. Access to adaptation funding must be increased for the countries with the highest climate risk. This should be the subject of a special summit, to which Germany, the UN Secretary-General and the V20 Group could invite other parties.
2. All donor countries must find ways to improve the fair, risk-appropriate access to climate adaptation finance.
3. The same applies to the new fund for responding to loss and damage. Without guaranteed prioritised access, for example via special quotas, it is very likely that countries with multi-dimensional vulnerabilities will experience similar disadvantages when it comes to accessing compensation for loss and damage.
4. Negotiators should take far greater account of aspects of distributive justice when negotiating the New Collective Quantified Goal on Climate Finance.
5. Germany should reserve a fixed share of adaptation support for a defined group of recipient countries, as is already the case with support for climate protection projects through Germany's International Climate Initiative.
6. Following the example of the Green Climate Fund, a specific quota for climate adaptation financing should be established that is reserved for LDCs.
7. LICs and Lower-middle Income Countries (UMICs) also need priority consideration.
8. A plan should be developed with the involvement of the African Union to rapidly improve access to financing for the underfunded African countries. In Germany, the Federal Ministry for Economic Cooperation and Development (BMZ) should make improved access for African partners to German climate adaptation support a key component of its Africa strategy.
9. Ensuring a fair share of climate adaptation finance for all SIDS should be another priority. Germany is particularly challenged here.
10. There are serious challenges relating to risk-appropriate adaptation financing for fragile states. The involvement of international and non-governmental organisations can be an essential building block here.

Index Rationale and Key Findings in 2024

According to the World Meteorological Organisation (WMO), in 2023, climate change reached many new record levels and sometimes even smashed previous levels that were already alarming, causing misery for millions of people and economic losses of hundreds of billions of dollars (WMO, <https://wmo.int/news/media-centre/climate-change-indicators-reached-record-levels-2023-wmo>).

The year 2023 was the hottest on record, measuring 1.45° Celsius above the pre-industrial baseline. This is a warning and shows once again that there is no alternative to rapid decarbonisation everywhere in the world if we are to prevent climate chaos for future generations.

There is no alternative to preparing for unavoidable climate risks and adapting to change as good as possible. This is particularly urgent for the most vulnerable countries.

Effective climate risk reduction through adaptation can succeed only if capacities are built up quickly and adaptation measures are implemented everywhere, including coastal and flood protection, agriculture, the health sector, water supply and many other areas.

The costs of these efforts are difficult to quantify. The UNEP Adaptation Gap Report 2023 estimates USD 387 billion per year is needed for the countries in the Global South (UNEP, <https://www.unep.org/resources/adaptation-gap-report-2023>).

Mobilising these funds and ensuring fair access to them is a prerequisite for climate risk prevention and risk reduction. For the almost 3 billion people living in those countries in the two highest climate risk categories (see below), fair access to adaptation finance may even become a matter of survival.

So far, neither the amount of support provided nor its distribution among the recipient countries has been fair. In this respect, there is a double climate justice gap. Many studies, such as the UNEP Adaptation Gap Report, focus on the existing lack of sufficient adaptation funding. This study, on the other hand, focuses entirely on the question of whether the funds provided are distributed among the recipient countries in a way that is appropriate for their specific climate risks. Without adequate support and risk-appropriate distribution of it, there cannot be climate justice.

According to the database of the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD-DAC, <https://web.archive.oecd.org/temp/2024-06-04/315401-climate-change.htm>), in the seven years from 2015 to 2021 – i.e. since the adoption of the Paris Climate Agreement – an average of just under USD 25 billion in support for climate adaptation has been provided for the entire group of 129 countries which are included in this index. The 41 countries in the two highest climate risk categories accounted for an average of around USD 13 billion per year. After increases in previous years, international climate adaptation finance was lower again in 2021 at USD 21.3 billion. This is at least partly due to delayed contracts and changed funding priorities during the COVID-19 pandemic.

If the USD 387 billion for adaptation quoted above is taken as the minimum requirement, less than 6 percent of this would have been covered by international support. If the USD 200 to 400 billion that the Independent High-Level Expert Group on Climate Finance (IHLEG) estimated as the sum needed to address climate-related damage are added, the financial gap even doubles to 96.5 to 97.5 percent (IHLEG, <https://www.lse.ac.uk/granthaminstitute/publication/finance-for-climate-action-scaling-up-investment-for-climate-and-development/>).

The *Climate Adaptation Finance Index* (CAFI), however, goes one step further in analysing the financial requirements. It shows how risk-appropriately the financial support that is mobilised internationally is distributed among the recipient countries: Do they receive a share that approximately corresponds to their climate risk, i.e. their specific climate vulnerability? By relating the inflow of funds to climate risks, it is possible to demonstrate how risk-appropriately the available climate adaptation finance is distributed. This creates transparency and serves as a guide for how to ensure more equitable distribution. Regularly calculating the index makes it possible to track how distributive justice develops over time.

What's New this Year

The reference period for the CAFI 2024 is the years 2015–2021 (previous year's index: 2014–2020). During this period, a total of almost USD 173 billion in support for climate adaptation was provided to the 129 recipient countries surveyed. Of this amount, around USD 15 billion was provided by Germany.

For the first time, the comparison with the results of the previous year's index now makes it possible to measure changes and visualise whether there has been progress in distributive justice and whether the most vulnerable countries are receiving the special financial support provided for in the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris

Agreement. At the same time, it indicates who the climbers and decliners are in the ranking of risk-appropriate access to climate adaptation finance and how the proportion of the population in the Global South with reasonably fair access to adaptation finance has developed.

Above all, how equitably Germany's support for climate adaptation is distributed among the recipient countries is calculated for the first time. This also makes it possible to show how this distribution differs from the climate adaptation financing of the international donor community as a reference group. In last year's index, the international climate finance provided by Germany was not analysed separately. In order to be able to make different comparative analyses, this calculation has now been carried out retrospectively.

Database, Method and Significance

The CAFI is a country-specific indicator that measures whether developing countries receive a fair share of climate adaptation financing (OECD-DAC data) that corresponds to their climate risk (EU Inform Risk Index, see below).

Index values range between 0 and 2. If the total funding available were distributed fairly based on the climate risk criterion, the index value for all countries would be 1. If values are greater than 1, a country is receiving more than its risk-appropriate share. The further below 1 the value falls, the greater a country is underfunded, as measured by its risk.

Values below 0.5 indicate *extreme underfunding*, values between 0.5 and 0.64 *severe underfunding*, values between 0.65 and 0.8 *moderate underfunding*, values between 0.81 and 1 *adequate funding* and values higher than 1 *good funding*. All values are relative values: they measure the distributive equity based on the funding available. They say nothing about how high the actual costs are for a country to adapt to climate change.

The period 2015–2021 is used as a reference period for the Climate Adaptation Finance Index 2024 (Climate Adaptation Finance Index 2023: 2014–2020). The index examines both the results in terms of absolute financing inflows and the adaptation financing received per capita. The latter approach is placed at the centre of the analysis.

The database is very sound. First of all, the index takes into account all inflows of climate adaptation funding for each of the 129 examined countries. This data comes from the publicly accessible OECD-DAC database on development financing (<https://www.oecd.org/dac/financing-sustainable-development/development-finance-data>). Here, information on climate funding is collected for donor countries and recipient countries and differentiated based on climate mitigation and climate adaptation by using so-called Rio markers. The Rio markers were introduced between 1998 and 2010 to record development funding flows which are used to achieve the objectives of the three Rio Conventions on climate change (United Nations Framework Convention on Climate Change, UNFCCC), biological diversity (Convention on Biological Diversity, CBD) and on combating desertification (United Nations Convention to Combat Desertification, UNCCD).

Figure 1: The categories of the Climate Adaptation Finance Index

The five categories of the *Climate Adaptation Finance Index*

Well-funded: Countries in the first category (index values greater than 1) receive a share of the international climate funding which is greater than the share which corresponds to their climate risk. In the Climate Adaptation Finance Index 2024, only 3 countries fall into this category.

Adequately funded: Countries in the second category (index values between 0.8 and 1) receive a share of financing which roughly corresponds to their climate risk. The number of countries falling into this category in the Climate Adaptation Finance Index 2024 is 10.

Moderately underfunded: Countries in the third category (index values between 0.65 and lower than 0.8) are underfunded. This category contains the third largest group of countries in the Climate Adaptation Finance Index 2024.

Severely underfunded: Countries in the fourth category (index values of at least 0.5 but less than 0.65) are highly underfunded based on their climate risk. This means that they require considerably more financial support to be able to adapt to climate change. This category is the largest in the Climate Adaptation Finance Index 2024.

Extremely underfunded: Countries in the fifth category (index values of less than 0.5) are the most extremely underfunded based on their climate risk and very urgently require a much better level of financial support in order to reduce their climate vulnerability. This category is the second largest in the Climate Adaptation Finance Index 2024.

For funding to be classed as climate adaptation funding, it must be used for one or more of the following objectives:

- Adapting to climate change
- Conducting a climate risk analysis
- Identifying and combating context-specific and location-specific vulnerabilities related to the climate.

Only funding inflows which pay into the Rio markers for adaptation funding in the OECD database are recorded in the index. Funding which is used for both climate adaptation as well as climate protection is not taken into account, as it is not possible to make a clear distinction in these cases.

Secondly, the country-specific climate risk is determined based on the *INFORM Risk Index*. It is published by the Disaster Risk Management Knowledge Centre (DRMKC) of the European Union in cooperation with the Inter-Agency Standing Committee (IASC). IASC was founded by the UN General Assembly in 1991 and is the highest-ranking humanitarian coordination committee. Its Reference Group on Risk, Early Warning and Preparedness is specialised in risk analysis, disaster risk reduction and funding issues. The DRMKC continually conducts risk analyses for the European Commission regarding climate risks, other natural risks and conflict risks, and it prepares complex, inter-disciplinary scientific data in such a way that political entities can make decisions on risk management.

INFORM Risk is one of several risk analysis instruments at the country level. In 2022, for instance, the portfolio was expanded to include the INFORM Climate Change Tool (<https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Climate-Change/INFORM-Climate-Change-Tool>), which models current and future country-specific climate risks, taking into account various scenarios; however, it does not provide any information for the previous years that are examined in our Climate Adaptation Finance Index. The *INFORM Risk Index* can be used for this purpose because it provides risk-related information on a yearly basis. It provides a continually updated, global, open-source risk analysis where, as well as exposure to natural hazards, the risk calculation is also influenced by the socio-economic vulnerability and the existing adaptive capacity of each individual country. In addition, a vast number of individual components are taken into account for each risk dimension, as shown by Figure 1.

Figure 2: Climate risk factors considered for the CAFI (based on the *INFORM Risk Index*)

Risk components covered by the <i>INFORM Risk Index</i>				
Dimensions				
Hazard and Exposure	Vulnerability		Lack of coping capacity	
Natural	Socio-economic	Vulnerable groups	Institutional	Infrastructure
River flood	Development and deprivation (25%)	Uprooted people	Disaster risk reduction	Communication
Coastal flood	Inequality (25%)	Other vulnerable groups	Governance	Physical infrastructure
Tropical cyclone wind	Aid dependency (25%)			Access to the health system
Drought				

Source: Inter-Agency Standing Committee and the European Commission. 2024. INFORM REPORT 2024: 10 years of INFORM. At: <https://data.europa.eu/doi/10.2760/555548> Risks marked in red are not taken into account for our *Climate Adaptation Finance Index*

As is common practice in risk analyses, the *INFORM Risk Index* considers a country's vulnerability (socio-economic factors, vulnerable groups, displaced persons) as a second risk dimension alongside its specific exposure to natural hazards. A country's existing capacity to adapt to the identified risks is a third dimension considered.

To determine the adaptive capacity, both institutional (disaster risk reduction and governance capabilities) and infrastructural factors (physical infrastructure of a country, communication infrastructure, healthcare system) are assessed. This approach is much more differentiated than a sole observation of exposure to climate hazards such as storms, drought or flooding: a country which has a high adaptive capacity, such as Japan, would suffer far less loss and damage due to an extreme weather event than a vulnerable country like the Philippines, for example, if they were exposed to the same event.

Methodologically speaking, the risk assessment of the countries surveyed for this index has remained largely the same as in the previous year, meaning that the results for this year are comparable with those of the previous year.

To prepare the data from these sources for the index, the raw data for each of the two factors – adaptation funding and climate risks in the years 2015 to 2021 – were converted so that they represented a value between 0 and 1. To do this, the modified *INFORM* risk values which are between 0 and 10 were divided by 10, thus reflecting the *INFORM Risk Index* in a way that is true to scale. The raw data for climate adaptation funding was scaled, i.e. the individual value of an individual country was divided by the maximum of all individual values of the countries. This gives a scaled depiction of the share of climate adaptation funding for each country.

All *Climate Adaptation Finance Index* values calculated in this way are between 0 and 2. Here, 1 is the ideal value. This shows that a country is receiving exactly the

optimal share of available climate adaptation funding relative to its country-specific risk. The further an index value goes towards 0, the more underfunded the country is.

The mathematical formula for the index is as follows:

$$x_3 = 1 - x_1 + x_2$$

Where:

x_1 is the risk variable in a range from 0 to 1,

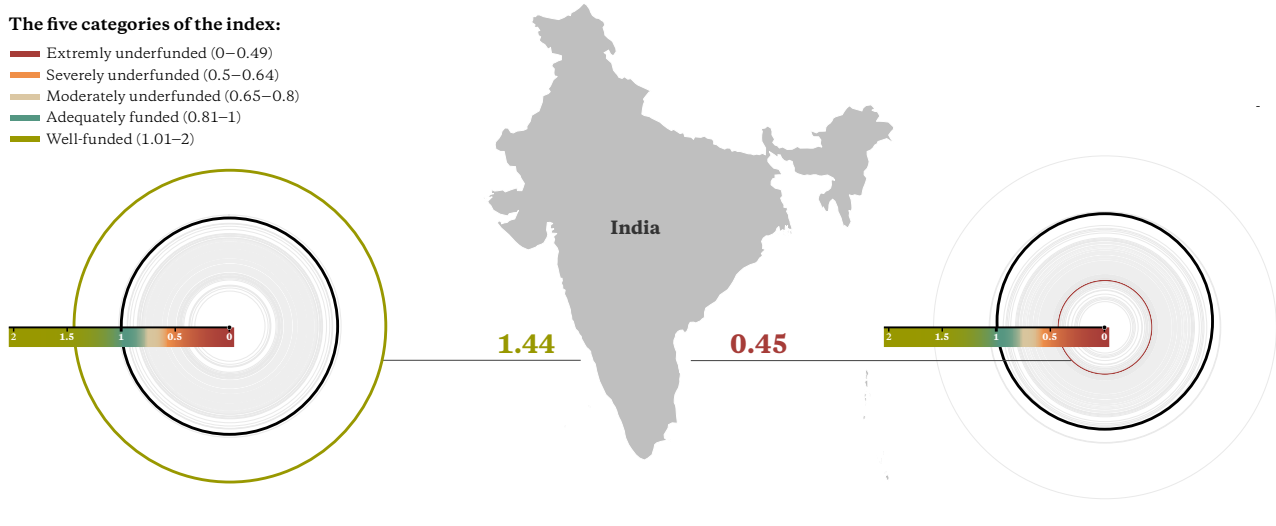
x_2 is the climate adaptation funding in a range from 0 to 1,

x_3 is the index value in a range from 0 to 2.

Two approaches: Absolute and per capita adaptation finance

The index value for each country is calculated twice: once with and once without taking the population size into account. Most countries perform similarly in both procedures. The differences are most striking in countries with very large populations and relatively high climate risk. Both methods are justified, which is why the results for both methods are shown.

The differences between the two approaches are particularly striking in the case of India, as the following chart illustrates. Based on the absolute inflow of funds, India is the best financed country with a value of 1.44, ahead of Indonesia (1.03). If, on the other hand, the population size is taken into account and the index value is calculated on a per capita basis, India only achieves a value of 0.45 and belongs to the group of the most underfunded 37 countries.

Figure 3: Index calculation with and without consideration of the populations of the recipient countries

The per capita calculation of the *Climate Adaptation Finance Index* has been chosen as the central approach because it puts people at the centre, i.e. it follows a human-rights-based approach or the “leave no one behind” approach of Agenda 2030.

However, it is important to bear in mind that adaptation costs are not always equally high. Depending on the context, they can be much higher than average, especially in sparsely populated or very remote areas such as small island states. In this respect, both forms of calculation are justified.

Significance and limitations of the index

The strength of the *Climate Adaptation Finance Index* is that it applies the same scale to all countries, which means that the country index results can be compared and interpreted very easily. The CAFI thus allows statements to be made about how fairly the existing funding is distributed based on climate risk.

However, the significance of the *Climate Adaptation Finance Index* has limits that are imposed by its methodology: No statements can be made about how appropriate the absolute amount of available funding is and whether the support provided to a country is sufficient for achieving climate resilience.

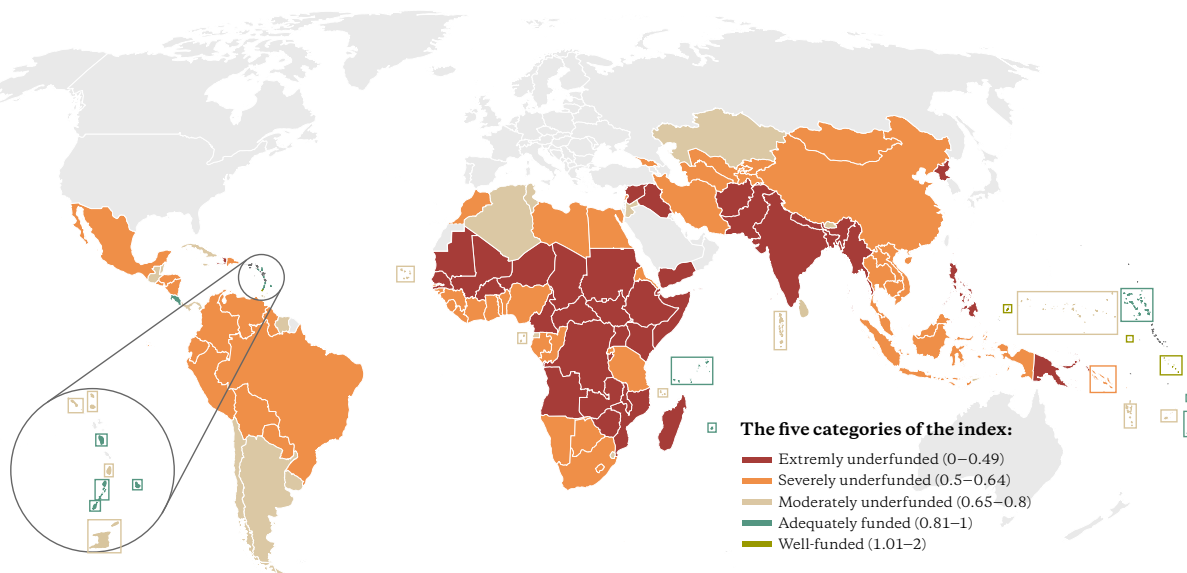
In addition, the index currently takes into account only extreme events when determining the climate risk and does not consider any changes which occur slowly (such as rising sea levels, glacier melting or desertification). Furthermore, only the events which are already manifest are considered, not possible future events. Finally, the only financial inflows taken into account are funds which entirely or predominantly serve climate adaptation purposes.

For these reasons, the *Climate Adaptation Finance Index* cannot be the sole decision and evaluation criterion used when deciding how the international climate adaptation finance is distributed among countries.

However, the *Climate Adaptation Finance Index* does create transparency and allows fundamental statements to be made about the distributive equity in adaptation funding to date.

CAFI 2024 of all Donor Countries

Figure 4: International Climate Adaptation Finance Index 2024: World map (per-capita-based index)



The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021. Areas of Egypt’s south-eastern border are disputed, as is the border between Sudan and South Sudan.

As in the previous year, the index reveals some very sobering results: 90 percent of the 129 developing countries assessed in this year’s index received less funding from international climate adaptation finance than they would have been entitled to with a fair distribution (per capita assessment) based on their climate risk. If population size is not taken into account, an even higher number of countries lack risk-adequate funding, with only twelve percent of countries receiving a fair or higher share of funding.

This means that the existing international adaptation funding is not being distributed fairly in terms of climate risk. In fact, the vulnerability criterion continues to not play a significant role: If the index is calculated based on funding received per capita, there are still 37 recipient countries who receive less than half of their risk-appropriate share (extremely underfunded; -1 compared to the index in 2023). A further 50 countries receive a maximum of 64 percent (severely underfunded; -1 compared to the index in 2023), 29 countries a maximum of 80 percent (moderately underfunded; +9 compared to the index in 2023), 10 between 81 and 100 percent (adequately funded; -7 compared to the index in 2023) and three island states receive more than 100 percent: Palau, Nauru and Tuvalu (well-funded; similar to the index in 2023).

A look at the world map of climate adaptation financing on a per capita basis shows that Central and East Africa and South Asia in particular are extremely underfunded in terms of climate risk, while small island states are in the best position in relative terms (see Figure 4).

The rankings in Figure 5 (on a per capita basis) and 6 (based on absolute financial inflow) show the countries examined in ascending order from the lowest to the highest index value and, at the same time, allocate them to the five funding categories ranging from “extremely underfunded” to “well-funded”.

Calculated on per capita basis, the ten most underfunded countries this year are Afghanistan, Chad, South Sudan, Somalia, Niger, Mali, Yemen, Ethiopia, Uganda and Iraq (from most to least underfunded). Compared to the previous year, nine countries have remained the same, Chad has been added and Sudan’s ranking has improved because of the higher financial support it received and a lower climate risk.

The average index value of the ten most underfunded countries has improved marginally compared to the previous year (0.30), but it remains at an extremely inadequate level (see Figure 5).

In contrast, the ten best-financed countries on a per capita basis according to the 2024 index are, in this

order, Tuvalu, Nauru, Palau, Saint Vincent and the Grenadines, Marshall Islands, Tonga, Grenada, Dominica, Seychelles and Mauritius. Six of these were also in the top 10 last year (Tuvalu, Nauru, Saint Vincent and the Grenadines, the Marshall Islands, Grenada and Mauritius), and four are new (Palau, Tonga, Dominica and Mauritius). Maldives, Samoa, Antigua and Barbuda and São Tomé and Príncipe are no longer in the top 10.

The rankings also include further information in the form of symbols that indicate contextually relevant characteristics that are significant for correlation analyses and are therefore also used in the following chapters of this study in order to identify significant correlations, patterns or causalities. Thus, the tables demonstrate whether the states are exposed to a particularly high climate risk, whether they are particularly fragile, and whether they can be assigned to one or more of the three

groups of states that are to be classified as particularly vulnerable in accordance with the UNFCCC and the Paris Agreement: LDCs, SIDS and African countries.

Even a very cursory glance at the rankings shows that many of these characteristics apply above all to the category of extremely underfunded countries, while the number of applicable characteristics generally decreases as access to adjustment financing improves. However, the countries in the two categories with the relatively best access to adaptation finance on a per capita basis are almost all SIDS.

Overall, in a per capita analysis of international adaptation finance, the fairness of distribution has fallen again slightly compared to the CAFI 2023, which already had very poor values: Only 13 countries with a combined population of just 7.6 million received a fair or good share of international climate finance.



In the Wajir district in north-east Kenya, women and children fill canisters at a water point. Climate change is leading to more frequent droughts and thus to less pastureland and fewer water sources. The partner organisation RACIDA supports the inhabitants of the region in adapting to climate change.

Figure 5: International Climate Adaptation Finance Index 2024: Ranking of recipient countries (per-capita-based index)

Extremely underfunded			Index value	Severely underfunded			Index value	Moderately underfunded			Index value
1	Afghanistan	L A R F	0.24	38	Honduras	L A R	0.50	88	Jamaica	I	0.65
2	Chad	L A R F	0.26	39	Lesotho	L A R	0.50	89	Equatorial Guinea	A	0.65
3	South Sudan	L A R F	0.27	40	Tajikistan	L A R	0.51	90	Cabo Verde	A I	0.65
4	Somalia	L A R F	0.28	41	Liberia	L A R	0.51	91	Sri Lanka		0.66
5	Niger	L A R F	0.31	42	Eritrea	L A F	0.51	92	Saint Kitts and Nevis	I	0.66
6	Mali	L A R F	0.34	43	Guatemala		0.52	93	El Salvador		0.66
7	Yemen	L A R F	0.35	44	Sierra Leone	L A	0.52	94	Comoros	L A I	0.66
8	Ethiopia	L A R F	0.37	45	Rwanda	L A	0.52	95	Argentina		0.68
9	Uganda	L A R F	0.38	46	Republic of Congo	A	0.52	96	Tunisia	A	0.68
10	Iraq	L A R F	0.39	47	Côte d'Ivoire	A	0.53	97	Kazakhstan		0.68
11	Madagascar	L A R	0.40	48	Guinea	L A F	0.53	98	Belize		0.69
12	Haiti	L I R F	0.40	49	Cambodia	L A	0.54	99	Bhutan		0.70
13	Mozambique	L A R F	0.41	50	Guinea-Bissau	L A I F	0.54	100	Trinidad and Tobago	I	0.70
14	Bangladesh	L A R	0.41	51	Libya	A	0.54	101	Timor-Leste	L	0.70
15	Mauritania	L A R	0.42	52	Iran		0.54	102	Suriname		0.70
16	Malawi	L A R	0.42	53	Egypt	A	0.54	103	Fiji	I	0.70
17	DR Congo	L A R	0.42	54	Bolivia		0.55	104	Algeria	A	0.71
18	Zimbabwe	A R F	0.42	55	Mexico		0.55	105	Sao Tome and Principe	L A I	0.71
19	Pakistan	A R F	0.43	56	Tanzania	L A	0.55	106	Vanuatu	I R	0.72
20	Syria	A R F	0.43	57	Colombia		0.55	107	Eswatini	A	0.73
21	Nigeria	A R F	0.44	58	Uzbekistan		0.55	108	Jordan		0.74
22	Myanmar	L A R F	0.44	59	Vietnam		0.55	109	Panama	I	0.75
23	Senegal	L A R	0.44	60	China		0.56	110	Micronesia	I	0.76
24	Djibouti	L A R	0.44	61	The Gambia	L A	0.56	111	Uruguay		0.76
25	India	A R	0.45	62	Venezuela	L I R F	0.56	112	Cuba	I	0.78
26	Burkina Faso	L A R	0.45	63	Solomon Islands	L I R	0.57	113	Saint Lucia	I	0.78
27	Kenya	A R	0.45	64	Brazil		0.57	114	Chile		0.79
28	Central African Rep.	L A R F	0.45	65	Peru		0.57	115	Antigua and Barbuda	I	0.79
29	North Korea	A R	0.46	66	Nicaragua		0.57	116	Maldives		0.79
30	Zambia	L A R	0.46	67	Mongolia		0.57				
31	Burundi	L A R F	0.46	68	Ecuador		0.58				
32	Papua New Guinea	A R	0.47	69	Morocco	A	0.58				
33	Sudan	L A R F	0.47	70	Ghana	A	0.58				
34	Philippines	A R	0.47	71	Benin	L A	0.58				
35	Nepal	L A R	0.49	72	Thailand		0.59				
36	Angola	L A R	0.49	73	Togo	L A	0.59				
37	Cameroon	A R F	0.49	74	Namibia	A	0.59				
				75	Lebanon		0.59				
				76	Guyana	I	0.59				
				77	South Africa	A	0.59				
				78	Botswana	A	0.59				
				79	Indonesia		0.60				
				80	Kyrgyzstan		0.61				
				81	Georgia		0.61				
				82	Gabon	A	0.61				
				83	Turkmenistan		0.61				
				84	Laos	L	0.61				
				85	Malaysia		0.63				
				86	Dominican Republic	I	0.63				
				87	Paraguay		0.63				

Adequately funded			Index value	Well-funded			Index value
117	Costa Rica	I	0.81	127	Palau	I	1.07
118	Samoa	I	0.81	128	Nauru	I	1.08
119	Barbados	I	0.81	129	Tuvalu	I	1.60
120	Mauritius	A I	0.82				
121	Seychelles	A I	0.83				
122	Dominica	I	0.88				
123	Grenada	I	0.90				
124	Tonga	I	0.91				
125	Marshall Islands	I	0.92				
126	Saint Vincent	I	0.95				

The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)

- R Country with high to very high climate risk
- F Country was assigned to the alert level in the Fragility Index in 2021
- I Least Developed Country (LDC)
- A African State
- I Small Island Development State (SIDS)

The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021.

Figure 6: International Climate Adaptation Finance Index 2024: Ranking of recipient countries (index based on absolute inflow)

Extremely underfunded			Index value	Severely underfunded			Index value	Moderately underfunded			Index value
1	Chad	L A R F	0.32	16	Madagascar	L A R	0.51	67	Nigeria	A R F	0.65
2	Afghanistan	L A R F	0.35	17	Burundi	L A R F	0.51	68	Sao Tome and Principe	L A I	0.65
3	Somalia	L A R F	0.37	18	Lesotho	L A R	0.51	69	Myanmar	L A R F	0.65
4	South Sudan	L A R F	0.37	19	Angola	L A R	0.51	70	Comoros	L A I	0.65
5	Yemen	L A R F	0.38	20	Vanuatu	I R	0.52	71	Equatorial Guinea	A	0.65
6	Djibouti	L A R	0.43	21	Eritrea	L A R F	0.52	72	Egypt	A	0.65
7	Mauritania	L A R	0.44	22	Zambia	L A R	0.52	73	Jamaica	I	0.65
8	Syria	R F	0.45	23	Solomon Islands	L I R	0.52	74	Paraguay		0.66
9	Iraq	R F	0.45	24	Sudan	L A R F	0.53	75	Belize	I	0.66
10	North Korea	R	0.46	25	Liberia	L A R	0.53	76	Saint Kitts and Nevis	I	0.66
11	Central African Rep.	L A R F	0.46	26	Marshall Islands	I	0.54	77	Dominican Republic	I	0.67
12	Zimbabwe	A R F	0.46	27	Republic of Congo	A R F	0.54	78	Tonga	I	0.67
13	Mali	L A R F	0.47	28	Papua New Guinea	A R	0.54	79	Georgia		0.67
14	Haiti	L I R F	0.48	29	Libya	A R F	0.54	80	Ghana	A	0.67
15	Niger	L A R F	0.49	30	Tajikistan	A R	0.54	81	Fiji	I	0.67
				31	Guinea-Bissau	L A I F	0.54	82	Ecuador		0.67
				32	Sierra Leone	L A	0.54	83	Benin	L A	0.68
				33	Malawi	L A R	0.55	84	Bhutan		0.68
				34	Nauru	I	0.55	85	Laos	L	0.68
				35	Iran		0.55	86	Samoa	I	0.69
				36	Uganda	L A R F	0.55	87	El Salvador		0.69
				37	Guinea	L A R F	0.56	88	Suriname		0.69
				38	Honduras	A R	0.56	89	Timor-Leste	L	0.69
				39	Cameroon	A R F	0.56	90	Trinidad and Tobago	I	0.70
				40	Guyana	I	0.56	91	Antigua and Barbuda	I	0.71
				41	The Gambia	L A	0.56	92	Cambodia	L	0.71
				42	Venezuela	R F	0.57	93	Algeria	A	0.72
				43	Guatemala		0.57	94	Brazil		0.72
				44	DR Congo	L A R	0.57	95	Eswatini	A	0.73
				45	Mongolia		0.59	96	Pakistan	A R F	0.73
				46	Burkina Faso	L A R	0.59	97	Peru		0.73
				47	Micronesia	I	0.59	98	Saint Lucia	I	0.73
				48	Thailand		0.59	99	Palau	I	0.74
				49	Mozambique	L A R F	0.60	100	Kazakhstan		0.74
				50	Nicaragua	A	0.60	101	Maldives		0.74
				51	Botswana	A	0.60	102	Cuba	I	0.75
				52	Namibia	A	0.61	103	Bolivia		0.75
				53	Gabon	A	0.61	104	Mexico		0.76
				54	Lebanon		0.61	105	Tanzania	L A	0.76
				55	Turkmenistan		0.61	106	Uruguay		0.77
				56	Togo	L A	0.61	107	Saint Vincent	I	0.77
				57	Côte d'Ivoire	A R F	0.62	108	Panama	I	0.78
				58	Senegal	L A R	0.62	109	Kenya	A R	0.79
				59	Malaysia		0.63	110	Grenada	I	0.79
				60	South Africa	A	0.63	111	Seychelles	A I	0.79
				61	Dominica	I	0.64	112	Chile		0.79
				62	Cabo Verde	A I	0.64	113	Mauritius	A I	0.80
				63	Kyrgyzstan		0.64	114	Ethiopia	L A R F	0.80
				64	Nepal	L R	0.64				
				65	Uzbekistan		0.64				
				66	Rwanda	L A	0.64				

Adequately funded			Index value	Well-funded			Index value
115	Tuvalu	I	0.81	128	Indonesia		1.03
116	Barbados	I	0.81	129	India	R	1.44
117	Tunisia	A	0.83				
118	China		0.83				
119	Costa Rica		0.83				
120	Sri Lanka		0.85				
121	Argentina		0.85				
122	Colombia		0.86				
123	Morocco	A	0.89				
124	Jordan		0.92				
125	Bangladesh	L	0.94				
126	Philippines	R	0.95				
127	Vietnam		0.95				

- The five categories of the index:**
- Extremely underfunded (0–0.49)
 - Severely underfunded (0.5–0.64)
 - Moderately underfunded (0.65–0.8)
 - Adequately funded (0.81–1)
 - Well-funded (1.01–2)
- R Country with high to very high climate risk
 - F Country was assigned to the alert level in the Fragility Index in 2021
 - L Least Developed Country (LDC)
 - A African State
 - I Small Island Development State (SIDS)

The ranking is based on the committed adaptation funding for the countries in absolute numbers in the period 2015–2021.

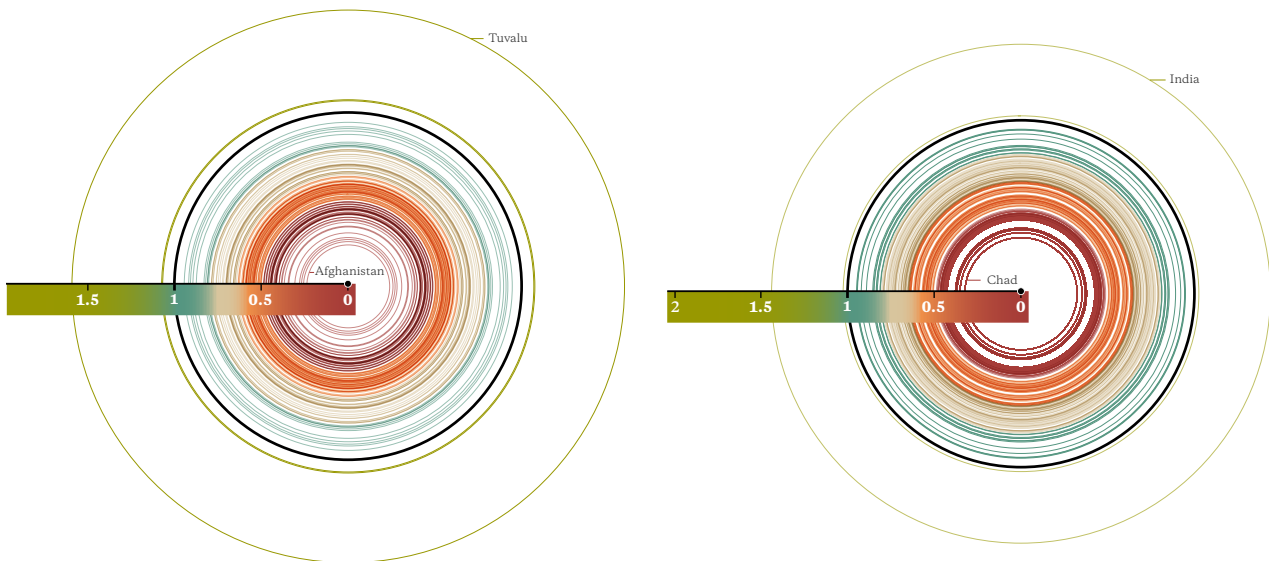
However, if the index values are calculated without taking population figures into account, i.e. if the index is based on absolute financial inflow (see Figure 6), there have been significant shifts compared to the 2023 index: The number of extremely underfunded states has fallen from 21 to 15, while the number of severely underfunded states has risen from 41 to 51. The number of moderately underfunded states has also risen from 41 to 48, while the number of adequately funded states has fallen from 24 to 13 and the number of well-financed states has remained the same at 2.

The mean value of the *Climate Adaptation Finance Index* has remained the same in the per capita analysis

compared to the previous year’s index (0.59; category “severely underfunded”) and has decreased minimally when the population is not taken into account (0.65 compared to 0.66; both values falling in the category “underfunded” on the threshold to “severely underfunded”).

This means that the financing practice continues to contrast sharply with the objective of international climate policy to allocate adaptation financing according to vulnerability, i.e. in a risk- and therefore climate-appropriate manner.

Figure 7: Comparison of per-capita-based indexing with indexing based on absolute inflow (all donor countries)



The index value as a radius

One circle per country: How large or small the circle is depends on the index value. If the circle is small, there is a lack of money for adaptation to climate change. The black circle shows how large the circle should ideally be. It becomes clear how small the number of countries is that are well and adequately funded.

The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)



Overall, it is still positive to note that the number of extremely underfunded countries has fallen compared to the previous year’s index. In both approaches, i.e. with and without taking population figures into account, there is a greater concentration of states in the “midfield of underfunding” compared to the previous year, while the number of both well-financed and extremely poorly financed states has fallen slightly. This increasing concentration of states in the midfield is clearly visible in Figure 7. This pie chart shows the distribution of individual values in the index, with each coloured ring representing a country. The distances between the rings reflect the distances between the index values in a way which is true to scale. All rings within the black ring show that the share of international climate adaptation funding the country in question receives is too small on a per capita basis relative to its risk; the red, orange and yellow rings represent countries which are moderately (yellow), severely (orange), or extremely (red) underfunded.

If the focus of the analysis is, again, the people rather than the countries, the trend is, on the contrary,

much more negative: According to the trend, the population of states that fall into one of the two categories of extreme and severe underfunding has risen by around 230 million compared to the 2023 index to a combined total of over 6 billion people. That is 96.7 percent of the population of all the countries surveyed. The population in the “moderately underfunded” category has also risen by 16 million people to 3.2 percent of the total population of the 129 countries. In contrast, only 7.6 million people, or 0.1 percent of the population, lived in countries that received a fair or better share of international adaptation finance. This is a decrease of 198 million people and is essentially explained by the fact that Brazil has slipped significantly in the index from “adequately funded” to “severely underfunded”.

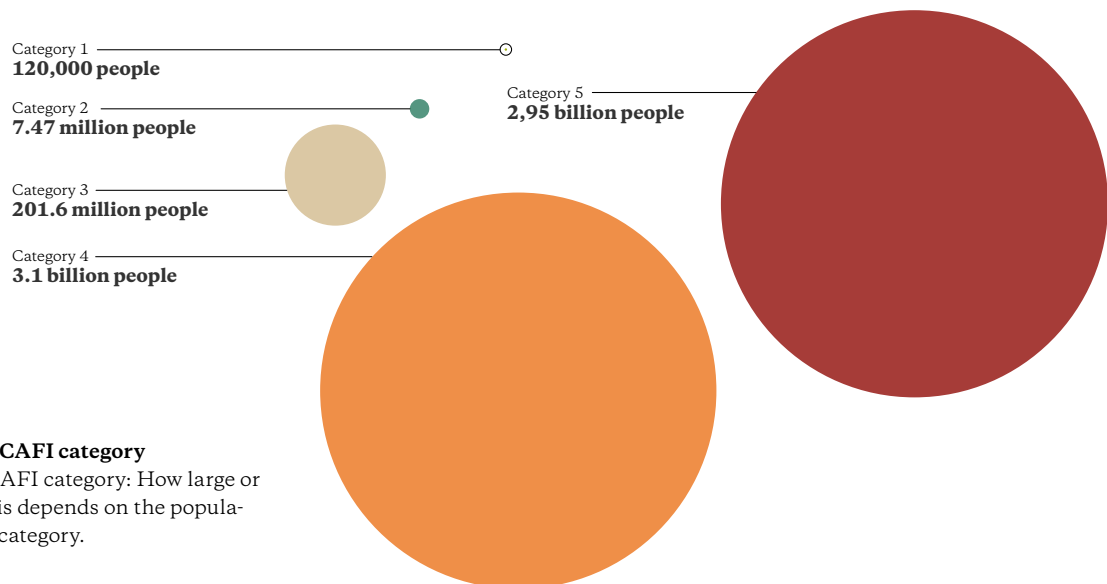
Figure 8 provides a true-to-scale visualisation of how the approximately 6.26 billion people living in the 129 countries surveyed are distributed across the categories of climate adaptation financing. This is perhaps where the almost unparalleled lack of distributive justice is most clearly visible.

Figure 8: Performance of recipient countries of international climate adaptation finance compared to the previous year (per-capita-based index)

Extremely underfunded				Severely underfunded				Moderately underfunded						
Rang 2024	Country	CAFI 2024	CAFI 2023	Change	Rang 2024	Country	CAFI 2024	CAFI 2023	Change	Rang 2024	Country	CAFI 2024	CAFI 2023	Change
1	Afghanistan	0.24	0.21	0.03	38	Honduras	0.50	0.50	0.00	88	Jamaica	0.65	0.65	0.00
2	Chad	0.26	0.69	-0.43	39	Lesotho	0.50	0.42	0.08	89	Equatorial Guinea	0.65	0.51	0.14
3	South Sudan	0.27	0.26	0.01	40	Tajikistan	0.51	0.51	0.00	90	Cabo Verde	0.65	0.80	-0.15
4	Somalia	0.28	0.33	-0.05	41	Liberia	0.51	0.56	-0.05	91	Sri Lanka	0.66	0.60	0.06
5	Niger	0.31	0.28	0.03	42	Eritrea	0.51	0.41	0.10	92	Saint Kitts and Nevis	0.66	0.82	-0.16
6	Mali	0.34	0.33	0.01	43	Guatemala	0.52	0.48	0.04	93	El Salvador	0.66	0.55	0.11
7	Yemen	0.35	0.31	0.04	44	Sierra Leone	0.52	0.54	-0.02	94	Comoros	0.66	0.75	-0.09
8	Ethiopia	0.37	0.34	0.03	45	Rwanda	0.52	0.46	0.06	95	Argentina	0.68	0.68	0.00
9	Uganda	0.38	0.32	0.06	46	Republic of Congo	0.52	0.52	0.00	96	Tunisia	0.68	0.68	0.00
10	Iraq	0.39	0.34	0.05	47	Côte d'Ivoire	0.53	0.52	0.01	97	Kazakhstan	0.68	0.74	-0.06
11	Madagascar	0.40	0.38	0.02	48	Guinea	0.53	0.57	-0.04	98	Belize	0.69	0.63	0.06
12	Haiti	0.40	0.36	0.04	49	Cambodia	0.54	0.48	0.06	99	Bhutan	0.70	0.59	0.11
13	Mozambique	0.41	0.35	0.06	50	Guinea-Bissau	0.54	0.50	0.04	100	Trinidad and Tobago	0.70	0.76	-0.06
14	Bangladesh	0.41	0.44	-0.03	51	Libya	0.54	0.48	0.06	101	Timor-Leste	0.70	0.58	0.12
15	Mauritania	0.42	0.34	0.08	52	Iran	0.54	0.55	-0.01	102	Suriname	0.70	0.65	0.05
16	Malawi	0.42	0.51	-0.09	53	Egypt	0.54	0.58	-0.04	103	Fiji	0.70	0.85	-0.15
17	DR Congo	0.42	0.42	0.00	54	Bolivia	0.55	0.53	0.02	104	Algeria	0.71	0.62	0.09
18	Zimbabwe	0.42	0.55	-0.13	55	Mexico	0.55	0.53	0.02	105	Sao Tome and Principe	0.71	0.91	-0.20
19	Pakistan	0.43	0.46	-0.03	56	Tanzania	0.55	0.42	0.13	106	Vanuatu	0.72	0.87	-0.15
20	Syria	0.43	0.34	0.09	57	Colombia	0.55	0.57	-0.02	107	Eswatini	0.73	0.66	0.07
21	Nigeria	0.44	0.51	-0.07	58	Uzbekistan	0.55	0.61	-0.06	108	Jordan	0.74	0.51	0.23
22	Myanmar	0.44	0.44	0.00	59	Vietnam	0.55	0.50	0.05	109	Panama	0.75	0.68	0.07
23	Senegal	0.44	0.44	0.00	60	China	0.56	0.55	0.01	110	Micronesia	0.76	0.71	0.05
24	Djibouti	0.44	0.60	-0.16	61	The Gambia	0.56	0.52	0.04	111	Uruguay	0.76	0.76	0.00
25	India	0.45	0.48	-0.03	62	Venezuela	0.56	0.55	0.01	112	Cuba	0.78	0.65	0.13
26	Burkina Faso	0.45	0.38	0.07	63	Solomon Islands	0.57	0.65	-0.08	113	Saint Lucia	0.78	0.87	-0.09
27	Kenya	0.45	0.42	0.03	64	Brazil	0.57	0.89	-0.32	114	Chile	0.79	0.80	-0.01
28	Central African Rep.	0.45	0.51	-0.06	65	Peru	0.57	0.53	0.04	115	Antigua and Barbuda	0.79	0.92	-0.13
29	North Korea	0.46	0.37	0.09	66	Nicaragua	0.57	0.56	0.01	116	Maldives	0.79	0.95	-0.16
30	Zambia	0.46	0.54	-0.08	67	Mongolia	0.57	0.57	0.00					
31	Burundi	0.46	0.41	0.05	68	Ecuador	0.58	0.56	0.02					
32	Papua New Guinea	0.47	0.49	-0.02	69	Morocco	0.58	0.54	0.04					
33	Sudan	0.47	0.30	0.17	70	Ghana	0.58	0.58	0.00					
34	Philippines	0.47	0.49	-0.02	71	Benin	0.58	0.57	0.01					
35	Nepal	0.49	0.61	-0.12	72	Thailand	0.59	0.56	0.03					
36	Angola	0.49	0.43	0.06	73	Togo	0.59	0.45	0.14					
37	Cameroon	0.49	0.44	0.05	74	Namibia	0.59	0.45	0.14					
					75	Lebanon	0.59	0.63	-0.04					
					76	Guyana	0.59	0.63	-0.04					
					77	South Africa	0.59	0.61	-0.02					
					78	Botswana	0.59	0.54	0.05					
					79	Indonesia	0.60	0.55	0.05					
					80	Kyrgyzstan	0.61	0.61	0.00					
					81	Georgia	0.61	0.60	0.01					
					82	Gabon	0.61	0.65	-0.04					
					83	Turkmenistan	0.61	0.66	-0.05					
					84	Laos	0.61	0.51	0.10					
					85	Malaysia	0.63	0.68	-0.05					
					86	Dominican Republic	0.63	0.64	-0.01					
					87	Paraguay	0.63	0.56	0.07					

- ▲ Lower index value
- ▶ Unchanged index value
- ▼ Improved index value
- Top 6 Decliners
- Top 6 Climbers

Adequately funded				Well-funded					
Rang 2024	Country	CAFI 2024	CAFI 2023	Change	Rang 2024	Country	CAFI 2024	CAFI 2023	Change
117	Costa Rica	0.81	0.76	0.05	127	Palau	1.07	0.83	0.24
118	Samoa	0.81	0.92	-0.11	128	Nauru	1.08	1.22	-0.14
119	Barbados	0.81	0.82	-0.01	129	Tuvalu	1.60	1.74	-0.14
120	Mauritius	0.82	0.87	-0.05					
121	Seychelles	0.83	0.95	-0.12					
122	Dominica	0.88	0.91	-0.03					
123	Grenada	0.90	1.00	-0.10					
124	Tonga	0.91	0.88	0.03					
125	Marshall Islands	0.92	1.03	-0.11					
126	Saint Vincent	0.95	0.99	-0.04					



Population per CAFI category

One circle per CAFI category: How large or small the circle is depends on the population within one category.

The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021.

The purpose of the tabular part of Figure 8 is to show the climbers and decliners among the 129 countries compared to the 2023 index based on per capita indexing. It is based on the already familiar ranking list (see Figure 5) but now contains additional information: For each country it is indicated whether its access to financing has improved or deteriorated compared to the previous year’s index, or whether it has remained the same. The top five countries among the climbers and decliners are also highlighted. To promote a better understanding of the figure, the CAFI values for this and the previous year and the difference between them are also noted for all countries.

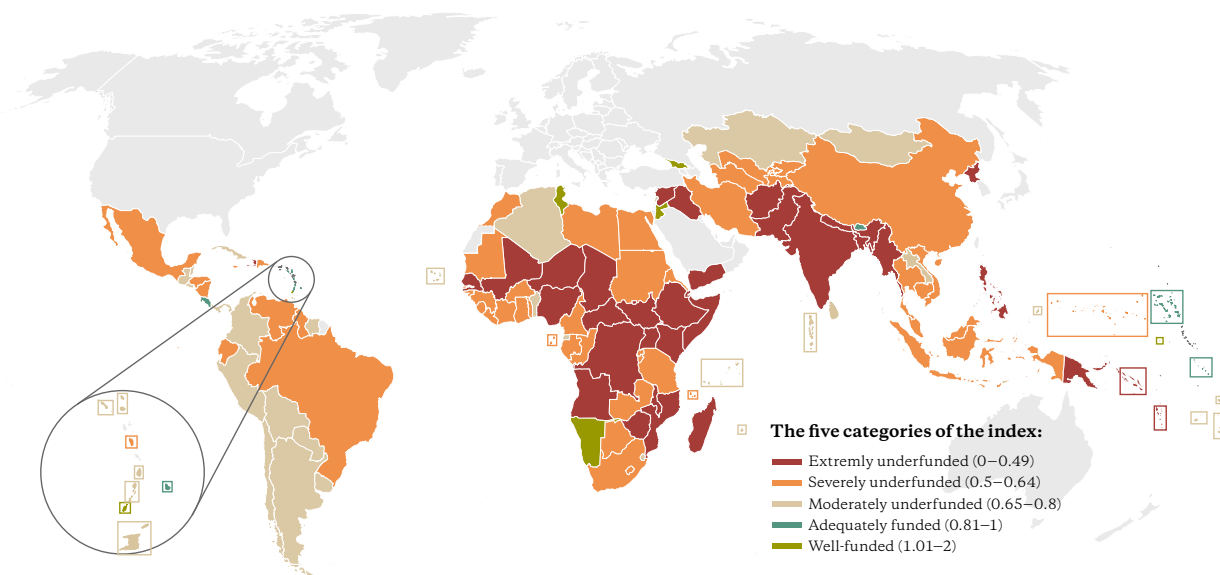
On a per capita basis, the biggest decliners compared to the previous year’s index are Chad (-0.43 index points or -99 ranks from moderately to extremely underfunded),

Brazil (-0.32 index points or -54 ranks from adequately funded to severely underfunded), São Tomé and Príncipe (-0.2 index points from adequately funded to moderately underfunded) and three countries with -0.16 index points: Djibouti (from severely underfunded to extremely underfunded), Saint Kitts and Nevis, and Maldives (both from adequately funded to moderately underfunded).

The biggest climbers compared to the previous year are Palau (+0.24 index points or 29 ranks, from adequately funded to well-funded), Jordan (+0.23 index points or 60 ranks, from severely underfunded to moderately underfunded), Sudan (+0.17 index points, still extremely underfunded) and three countries with +0.16 index points: Togo, Namibia (both from extremely to severely underfunded) and Equatorial Guinea (from severely underfunded to moderately underfunded).

CAFI 2024 for Germany's Support

Figure 9: Germany's *Climate Adaptation Finance Index* 2024: World map (per-capita-based index)



The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021. Areas of Egypt's south-eastern border are disputed, as is the border between Sudan and South Sudan.

This year, for the first time, a separate *Climate Adaptation Finance Index* shows how Germany's financial support has been distributed to the recipient countries of the Global South. The methodology and the observation period correspond exactly to those of the International *Climate Adaptation Finance Index*.

During the period 2015–2021, Germany provided a total of USD 14.7 billion for adaptation projects in the 129 countries surveyed. Compared to the previous period from the 2023 index (2014–2020), this is an increase of around one billion dollars or almost 7 percent.

By way of comparison: The international community of all donor countries provided a total of USD 172.7 billion for adaptation projects in the period 2015–2021, compared to 162.7 billion in the previous period. With an increase of almost 13 percent, international financing has risen almost twice as much as Germany's. Germany provided a total of 8.5 percent of international climate adaptation funding in the years 2015–2021, compared to 8.9 percent in the previous period (2014–2020). Overall, Germany's contribution to international climate adaptation financing in this comparison period therefore decreased slightly and was less dynamic in terms of growth rates.

The focus of the index, however, is on questions of climate-appropriate distribution of existing financing and not on the adequacy of the absolute amounts and growth rates. For comparison purposes, the German *Climate Adaptation Finance Index* was also calculated for the previous observation period of 2014–2020.

A first look at the world map of German adaptation financing worldwide (see Figure 9) and a comparison with the world map of international adaptation financing of all donor countries (Figure 4) shows a very similar picture. Thus, the initial finding is that Germany's contribution to international adaptation finance does not differ fundamentally from the international trends described above, not even with regard to distributive or climate justice. In other words, Germany's adaptation finance shows very similar deficits and is distributed almost as inequitably in terms of climate risk as international adaptation finance as a whole.

On closer analysis, however, differences emerge. Figures 10 and 11 illustrate this, particularly in comparison with Figures 5 and 6.

Figure 10: Germany's Climate Adaptation Finance Index 2024: Ranking of recipient countries (per-capita-based index)

Extremely underfunded				Severely underfunded				Moderately underfunded			
		Index value			Index value				Index value		
1	Chad	0.30									
2	Afghanistan	0.32									
3	South Sudan	0.36									
4	Yemen	0.36									
5	Somalia	0.38									
6	Ethiopia	0.41									
7	Niger	0.41									
8	Haiti	0.42									
9	Iraq	0.42									
10	Bangladesh	0.42									
11	Malawi	0.43									
12	Uganda	0.43									
13	Pakistan	0.43									
14	Senegal	0.44									
15	DR Congo	0.44									
16	Nigeria	0.44									
17	Zimbabwe	0.44									
18	Djibouti	0.45									
19	Madagascar	0.45									
20	India	0.45									
21	Myanmar	0.45									
22	North Korea	0.46									
23	Mozambique	0.46									
24	Papua New Guinea	0.46									
25	Syria	0.46									
26	Vanuatu	0.47									
27	Philippines	0.47									
28	Kenya	0.48									
29	Nepal	0.49									
30	Central African Rep.	0.49									
31	Angola	0.49									
32	Mali	0.49									
33	Solomon Islands	0.49									
34	Sudan	0.50									
35	Burundi	0.50									
36	Lesotho	0.50									
37	Tajikistan	0.51									
38	Republic of Congo	0.52									
39	Mauritania	0.52									
40	Guinea	0.53									
41	Guinea-Bissau	0.53									
42	Rwanda	0.54									
43	Eritrea	0.54									
44	Guatemala	0.54									
45	Marshall Islands	0.54									
46	Nauru	0.54									
47	Iran	0.55									
48	Libya	0.55									
49	Guyana	0.55									
50	Egypt	0.55									
51	The Gambia	0.55									
52	Uzbekistan	0.55									
53	Cameroon	0.55									
54	China	0.56									
55	Burkina Faso	0.56									
56	Honduras	0.56									
57	Vietnam	0.56									
58	Venezuela	0.56									
59	Sierra Leone	0.56									
60	Côte d'Ivoire	0.56									
61	Tanzania	0.56									
62	Zambia	0.57									
63	Cambodia	0.57									
64	Mexico	0.58									
65	Brazil	0.58									
66	Micronesia	0.58									
67	Botswana	0.59									
68	Thailand	0.59									
69	Gabon	0.60									
70	Kyrgyzstan	0.61									
71	Turkmenistan	0.61									
72	Indonesia	0.61									
73	Ghana	0.61									
74	South Africa	0.61									
75	Nicaragua	0.62									
76	Morocco	0.63									
77	Malaysia	0.63									
78	Dominica	0.63									
79	Dominican Republic	0.63									
80	Liberia	0.63									
81	Comoros	0.63									
82	Togo	0.64									
83	Sao Tome and Principe	0.64									
84	Jamaica	0.64									
85	Ecuador	0.64									
86	Equatorial Guinea	0.65									
87	Sri Lanka	0.65									
88	Paraguay	0.65									
89	Belize	0.65									
90	Saint Kitts and Nevis	0.66									
91	Peru	0.66									
92	Lebanon	0.66									
93	Samoa	0.66									
94	Bolivia	0.67									
95	Cabo Verde	0.68									
96	Argentina	0.68									
97	Fiji	0.68									
98	Kazakhstan	0.68									
99	Suriname	0.69									
100	Benin	0.69									
101	Tonga	0.70									
102	Trinidad and Tobago	0.70									
103	Antigua and Barbuda	0.70									
104	El Salvador	0.71									
105	Mongolia	0.71									
106	Eswatini	0.71									
107	Algeria	0.71									
108	Timor-Leste	0.71									
109	Laos	0.72									
110	Cuba	0.73									
111	Saint Lucia	0.73									
112	Colombia	0.73									
113	Maldives	0.73									
114	Palau	0.73									
115	Panama	0.74									
116	Saint Vincent	0.76									
117	Uruguay	0.76									
118	Mauritius	0.78									
119	Chile	0.79									
120	Seychelles	0.79									
Adequately funded				Well-funded							
		Index value			Index value						
121	Tuvalu	0.80									
122	Barbados	0.81									
123	Bhutan	0.82									
124	Costa Rica	0.99									
125	Grenada	1.14									
126	Tunisia	1.26									
127	Georgia	1.40									
128	Namibia	1.49									
129	Jordan	1.71									

The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)

- R Country with high to very high climate risk
- F Country was assigned to the alert level in the Fragility Index in 2021
- L Least Developed Country (LDC)
- A African State
- I Small Island Development State (SIDS)

The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021.

Figure 11: Germany's Climate Adaptation Finance Index 2024: Ranking of recipient countries (index based on absolute inflow)

Extremely underfunded		Index value	Severely underfunded		Index value	Moderately underfunded		Index value			
1	Chad	L A R F	0.33	19	Angola	L A	0.50	75	Zambia	L A	0.65
2	South Sudan	L A R F	0.38	20	Nepal	L	0.50	76	Equatorial Guinea	A	0.65
3	Yemen	L R F	0.39	21	Burundi	L A	0.50	77	Tanzania	L A	0.65
4	Djibouti	L A R	0.41	22	Tajikistan		0.51	78	Bangladesh	L R	0.65
5	Somalia	L A R F	0.41	23	Republic of Congo	A	0.52	79	Belize		0.65
6	Haiti	L I R F	0.42	24	Afghanistan	L A R F	0.52	80	Cameroon	A	0.65
7	Senegal	L A R	0.44	25	Eritrea	L A R F	0.52	81	Sri Lanka		0.65
8	Malawi	L A R	0.44	26	Marshall Islands	I	0.53	82	Tonga	I	0.66
9	Mauritania	L A R	0.45	27	Guinea	L A	0.53	83	Vietnam		0.66
10	Zimbabwe	A R F	0.45	28	Guinea-Bissau	L A I	0.53	84	Saint Kitts and Nevis	I	0.66
11	Nigeria	A R F	0.46	29	Iraq	A R F	0.54	85	Samoa	I	0.66
12	North Korea		0.46	30	Myanmar	L A R F	0.54	86	Bhutan		0.67
13	Papua New Guinea		0.46	31	Madagascar	A	0.54	87	Timor-Leste	L	0.67
14	Syria	L A R F	0.46	32	Rwanda	L A	0.54	88	Laos	L	0.68
15	Central African Rep.	L A R F	0.46	33	Nauru	I	0.54	89	Suriname		0.68
16	Vanuatu	I	0.47	34	Libya	A	0.54	90	Ghana	A	0.68
17	Solomon Islands	L I	0.49	35	Philippines		0.55	91	Bolivia		0.68
18	Lesotho	L A	0.49	36	Guyana	I	0.55	92	Burkina Faso	L A R	0.69
				37	The Gambia	L A	0.55	93	Argentina		0.69
				38	Sierra Leone	L A	0.55	94	Kazakhstan		0.69
				39	Niger	L A R F	0.55	95	El Salvador		0.69
				40	Iran		0.55	96	Ecuador		0.69
				41	Honduras		0.56	97	Trinidad and Tobago	I	0.70
				42	Uzbekistan		0.56	98	Antigua and Barbuda	I	0.70
				43	Guatemala		0.56	99	Eswatini	A	0.71
				44	Liberia	L A	0.56	100	South Africa	A	0.71
				45	Venezuela	A	0.56	101	Benin	L A	0.72
				46	Mozambique	L A R F	0.56	102	Cuba	I	0.73
				47	Sudan	L A R F	0.58	103	Saint Lucia	I	0.73
				48	Micronesia	I	0.58	104	Maldives		0.73
				49	Botswana	A	0.59	105	Palau	I	0.73
				50	Uganda	L A R F	0.59	106	Algeria	A	0.74
				51	Pakistan	A R F	0.59	107	Panama	I	0.74
				52	Thailand		0.60	108	Saint Vincent	I	0.76
				53	Gabon	A	0.60	109	Uruguay		0.76
				54	Nicaragua		0.60	110	Mauritius	A I	0.78
				55	Kyrgyzstan		0.60	111	Morocco	A	0.78
				56	Mongolia		0.60	112	Namibia	A	0.78
				57	Cambodia	L	0.60	113	Grenada	I	0.79
				58	Turkmenistan		0.61	114	Seychelles	A I	0.79
				59	Egypt	A	0.61	115	Chile		0.79
				60	Côte d'Ivoire	A	0.62				
				61	DR Congo	L A R	0.62				
				62	Kenya	A R	0.62				
				63	Togo	L A	0.63				
				64	Dominica	I	0.63				
				65	Malaysia		0.63				
				66	Dominican Republic	I	0.63				
				67	Cabo Verde	A I	0.63				
				68	Comoros	L A I	0.63				
				69	Lebanon		0.64				
				70	Sao Tome and Principe	L A I	0.64				
				71	Jamaica	I	0.64				
				72	Fiji	I	0.64				
				73	Mali	L A R F	0.64				
				74	Paraguay		0.64				

Adequately funded		Index value	Well-funded		Index value		
116	Ethiopia	L A R F	0.80	126	Tunisia	A	1.34
117	Tuvalu	I	0.80	127	Colombia		1.43
118	Barbados	I	0.81	128	India	R	1.45
119	Brazil		0.83	129	Jordan		1.65
120	Georgia		0.87				
121	Costa Rica		0.88				
122	Peru		0.88				
123	Indonesia		0.90				
124	Mexico		0.96				
125	China		0.97				

The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)

R Country with high to very high climate risk
 F Country was assigned to the alert level in the Fragility Index in 2021
 L Least Developed Country (LDC)
 A African State
 I Small Island Development State (SIDS)

The ranking is based on the committed adaptation funding for the countries in absolute numbers in the period 2015–2021.

Altogether, compared to the previous observation period of 2014–2020, Germany's adaptation funding, indexed on a per capita basis, is distributed with an average index value of 0.61 (category "severely underfunded"). That means it was distributed slightly more unequally than in the previous period of 2014–2021 (average index score of 0.62), but still slightly better than the international comparative value of 0.59. A comparison of the average index values based on absolute financial inflows shows almost identical values for Germany's adaptation finance and that of the entire international donor community (average index score of 0.65).

In the 2024 index, only nine countries with a combined population of 35 million (0.56 percent of the total population of all countries assessed) are either adequately or well-funded by Germany (for comparison: 7.6 million or 0.12 percent for all donor countries).

In contrast, 5.9 billion people (94.3 percent) live in countries where the adaptation funding provided by Germany is classified as extremely or severely insufficient in relation to the actual climate risk. A further 320 million people (5 percent) live in countries that fall into the category "moderately underfinanced". Even if these figures are depressing, Germany performs somewhat better than the community of all donors, as the comparison shows (see the previous chapter).

If the German CAFI on per capita basis had been compiled in 2023, around 200 million more people and 18 instead of 13 states would have benefited from adequate or good access to Germany's provision of international climate adaptation finance. The comparison of the CAFI 2024 with the CAFI 2023 calculated on the basis of absolute financial inflow shows that the number of adequately or well-funded states also declined by 40 percent from 23 to 14 states. This means that, compared to the last reporting period, Germany's adaptation finance is distributed even more unfairly than in the previous year.

The rankings in Figure 10 (per capita basis) and 11 (based on absolute financial inflow) show the countries examined in ascending order from the lowest to the highest index value and, at the same time, allocates them to the five funding categories from "extremely underfunded" to "well-funded".

In Germany's CAFI, the ten most underfunded countries calculated on per capita basis this year are,

from most to least underfunded, Chad, Afghanistan, South Sudan, Yemen, Somalia, Ethiopia, Niger, *Haiti*, Iraq and *Bangladesh*. The two countries that differ from the international comparison list are highlighted in italics. Compared to the previous year, seven countries have remained the same. Chad, Somalia and Bangladesh are new additions. The average index value of the 10 most underfunded countries is 0.38, which is significantly better than the international comparative value of 0.30. This also shows that adaptation finance provided by Germany is distributed somewhat more evenly.

In contrast, the ten best-financed countries on a per capita basis according to the 2024 index are, in this order, *Jordan*, *Namibia*, *Georgia*, *Tunisia*, *Grenada*, *Costa Rica*, *Bhutan*, Barbados, Tuvalu and the Seychelles. The differences compared to the international peer group are considerable here and are again marked in italic letters, since only the three island states of Grenada, Tuvalu and Seychelles are in both top 10 rankings. Compared to the previous year, Tuvalu, Bhutan and Barbados are newcomers to the German top 10. In contrast, Brazil, Maldives and São Tome and Príncipe left the top group.

A look at Figure 10 also shows that 33 states are extremely underfunded, which is four less than in the International Climate Adaptation Index and also four less than in the previous period. 52 states are classified as severely underfunded (previous year: 51), which corresponds almost exactly to the international comparative value. The number of moderately underfunded states is now 35 (previous year: 27), the number of adequately funded countries is only four (previous year: 13) and the number of well-funded countries is five (unchanged from the previous year). The quantitative deviations from the international comparison group are rather small in the middle and upper categories, although some of the countries in the respective groups are different.

A cursory glance at the rankings shows that African countries benefit slightly more from Germany's international adaptation finance and island states slightly less, compared to international climate adaptation finance as a whole.

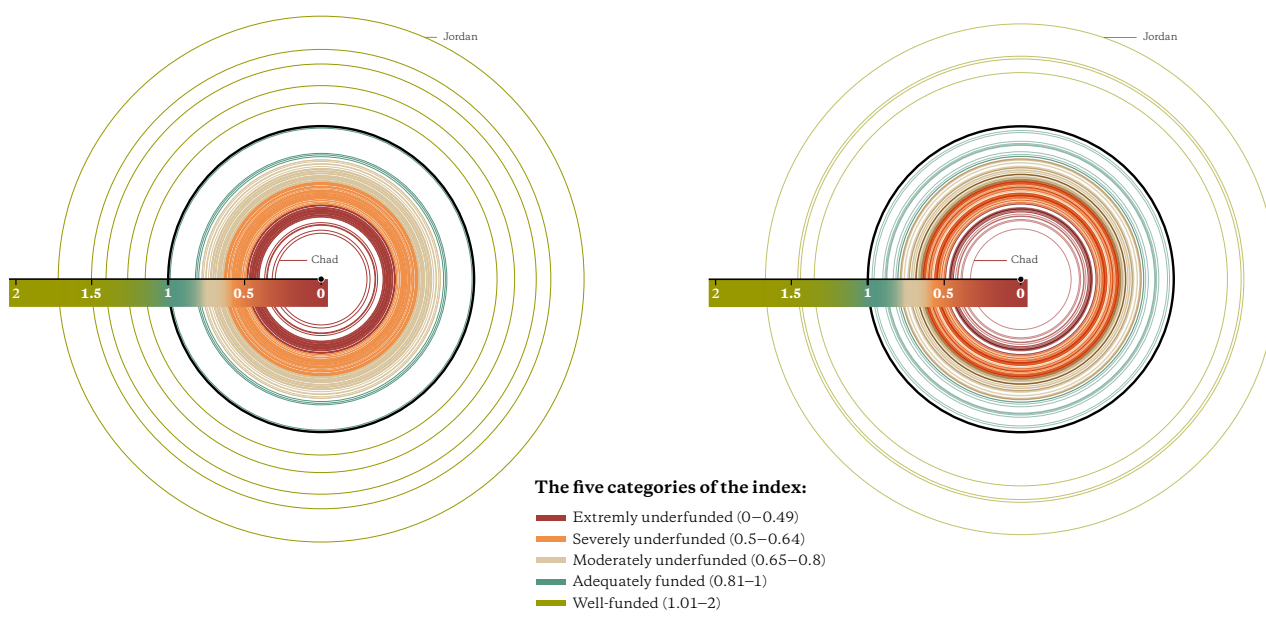
Compared to the index based on the financing of all donor countries (Figure 6), the index calculated without taking population figures into account (see Figure 11) also shows far more parallels than differences.

The number of countries accounted for by the individual financing categories is within a comparable range, and the countries in the respective categories are identical to a large degree, as the following table shows:

Figure 12: Comparison of Germany's *Climate Adaptation Finance Index* 2024 with the International *Climate Adaptation Finance Index* (indices based on absolute inflows)

Category	Germany's <i>Climate Adaptation Finance Index</i> 2024: Number of states per category	International <i>Climate Adaptation Finance Index</i> 2024: Number of states per category	Number of the same states per category
Extremely underfunded	18	15	11
Severely underfunded	56	51	40
Moderately underfunded	41	48	31
Adequately and well-funded	14	15	10

Figure 13: Comparison of per-capita-based indexing with indexing based on absolute inflow (Germany's contribution)



A comparison of the two indices for Germany (see Figure 13) shows that German support for climate adaptation in the Global South calculated on the basis of absolute funding inflow is more evenly distributed among the countries compared to per capita allocations.

On a per capita basis, the biggest decliners compared to the previous year's index are Chad (-0.43 index points, from moderately underfunded to extremely underfunded), Brazil (-0.32 index points, from adequately

funded to severely underfunded) and the Marshall Islands (-0.2 index points, from moderately underfunded to severely underfunded).

The biggest climbers compared to the previous year are Jordan (+0.23 index points or 29 ranks, well-funded), Sudan (+0.18 index points, from extremely to severely underfunded) and Equatorial Guinea (+0.15 index points, from severely underfunded to moderately underfunded).

Most Underfunded: Countries at High Climate Risk

The *INFORM Risk Index*, which the *Climate Adaptation Finance Index* bases its risk analysis on, distinguishes between five risk categories: very high risk, high risk, moderate risk, low risk and very low risk.

If the non-climate-related risks included in the *INFORM Risk Index* are not taken into consideration, the 129 countries examined for the CAFI 2024 are distributed across the risk categories as follows (in descending order of risk in each category):

7 countries with a very high risk (previous index: 14):

Afghanistan, *Chad*, South Sudan, Somalia, Niger, Mali, Yemen (italic letters indicate new very high-risk countries compared to the 2023 index)

36 countries with a high risk (previous index: 38):

Ethiopia, *Uganda*, *Iraq*, *Haiti*, Madagascar, *Mozambique*, *Mauretania*, *Djibouti*, Malawi, Bangladesh, DR Congo, Zimbabwe, Pakistan, Senegal, Myanmar, Kenya, Burkina Faso, *Syria*, *Nigeria*, India, Central African Republic, Burundi, Zambia, Papua New Guinea, North Korea, Philippines, *Vanuatu*, *Sudan*, *Nepal*, Cameroon, Angola, Honduras, Lesotho, *Solomon Islands*, Tajikistan, *Liberia* (italic letters indicate new high-risk countries compared to the 2023 index)

56 countries with a moderate risk (previous index: 38):

Rwanda, *Eritrea*, *Guatemala*, Sierra Leone, Congo, *Cambodia*, *Marshall Islands*, *Bolivia*, Cote d'Ivoire, Guinea, *Guinea-Bissau*, *Libya*, *Colombia*, Egypt, Iran, *Nauru*, *Mexico*, *Tanzania*, Uzbekistan, Guyana, *Gambia*, *Vietnam*, Mongolia, China, *Peru*, Venezuela, Nicaragua, Morocco, *Brazil*, *Namibia*, Ecuador, Benin, Georgia, Ghana, *Togo*, Micronesia, Lebanon, Botswana, Thailand, South Africa, Gabon, Kyrgyzstan, Indonesia, Laos, Turkmenistan, *Malaysia*, Dominican Republic, Paraguay, *Dominica*, *Cabo Verde*, *Comoros*, *Fiji*, *São Tomé and Príncipe*, Jamaica, Sri Lanka, Equatorial Guinea (italic letters indicate new moderate-risk countries compared to the 2023 index)

28 countries with low risk (previous index: 19):

Belize, *El Salvador*, Tonga, *Bhutan*, Tunisia, *Saint Kitts and Nevis*, Samoa, *Timor-Leste*, *Argentina*, Kazakhstan, *Suriname*, Trinidad and Tobago, *Antigua and Barbuda*, *Algeria*, *Jordan*, *Eswatini*, *Cuba*, Saint Lucia, *Maldives*, Palau, Panama, *Saint Vincent and the Grenadines*, Uruguay, Costa Rica, *Mauritius*, *Grenada*, Chile, Seychelles (italic letters indicate new low-risk countries compared to the 2023 index)

2 countries with a very low risk (previous index: 11):

Tuvalu, Barbados

Overall, the average climate risk has increased from 4.38 to 4.47 compared to the 2023 index. All states with a very high climate risk are extremely underfunded, and all states with a high climate risk are either extremely or severely underfunded.

This clearly shows that the most vulnerable countries receive the least support, which turns the principle of climate justice on its head. This applies to both German and international adaptation financing as a whole.

A closer look reveals two trends: The number of countries with a high and very high climate risk is falling, as is the number of countries with a very low risk. On the other hand, the number of countries with low and medium risk is increasing.

All countries in the category with the highest climate risk are extremely underfunded. Of the 36 countries with a high climate risk, 24 are extremely underfunded and eleven are severely underfunded. Of the 56 medium-risk states, one is extremely underfunded, 44 are severely underfunded, eight are underfunded, one is adequately funded (Marshall Islands) and one is well funded (Nauru).

Of the 28 states with a low climate risk, only Cuba is severely underfunded, 19 states are underfunded, seven are adequately funded and Palau is well funded. Of the two states with very low climate risk, one is well financed and the second is adequately financed.

The most vulnerable countries' access to German adaptation funding is just as poor: all 7 countries with very high climate risk are also extremely underfunded by Germany. The 36 states with a high climate risk are extremely (26) or severely (ten) underfunded. There are also no significant deviations from the international trend in the category of medium-risk countries. The same applies to the states with low or very low risk.

The results are alarming because the consequences of underfunding are especially serious for countries with a high climate risk. These countries are in danger of experiencing a permanent and even growing protection gap, which would lead to a further increase in climate-related humanitarian disasters, climate-related evictions and climate-related economic and non-economic loss and damage.

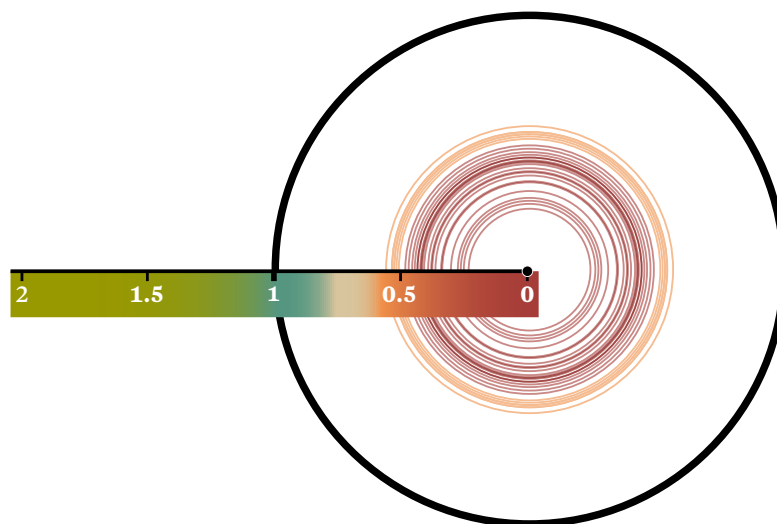
Fragility as a Key Factor for Poor Access to Finance

Figure 14: Distribution of fragile states by financing category (all donor countries)

Fragile states have some of the lowest index values. Financing can hardly be implemented if there are violent conflicts. This increases the risk of humanitarian disasters when there are high climate risks, such as in Yemen or Somalia.

The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)



Per-capita-based index values of fragile states

By definition, states are deemed fragile when basic state functions such as security, basic social care and rule of law are not or cannot be exercised by the government. People who live in fragile states and those affected by conflict are in danger in terms of their personal security and protection of their human rights due to direct violence, marginalisation and human rights violations.

Fragility and conflicts also endanger neighbouring states and create huge challenges for development cooperation, humanitarian aid and, not at least, also providing the financial and technical assistance required for climate adaptation: if governments of fragile states are not willing to or are not capable of guaranteeing a minimum level of the required framework conditions for support during climate adaptation, there are significant limits on classic state cooperation, or perhaps cooperation cannot take place at all. Nevertheless, it is necessary to find solutions for these cases based on humanitarian and human rights principles, and ultimately also in the interests of security and climate policy.

The *Fragile States Index* (<https://fragilestatesindex.org>), which is published each year by Fund for Peace (FFP), determines the scope of state stability or fragility for all states using a vast number of political, social, economic and other indicators. The FFP splits the achieved index values into four categories (sustainable, stable,

warning level, alarm level), each with three subgroups. For this study, the findings of the *Fragile States Index* Annual Report 2022 (<https://fragilestatesindex.org/wp-content/uploads/2022/07/22-FSI-Report-Final.pdf>) have been correlated with the *Climate Adaptation Finance Index*.

The main focus was placed on the 28 states that are on the alert level in the *Fragile States Index*'s three sub-levels (very high alert, high alert, alert). As last year, the question was how risk-appropriate and therefore climate just their access to climate adaptation financing is, despite the undoubtedly very difficult situations in these countries.

The result is clear and does not differ significantly whether one looks at the fairness of distribution for all donor countries or only for Germany's support (although Germany's financing is slightly better adjusted to risks): Of the 28 countries in the three highest warning levels of the Fragility Index (previous year: 30; fragility-related data was no longer available for North Korea and Congo, but governance is unlikely to have improved), 21 are extremely underfunded (concerning support provided by Germany: 18) and seven are severely underfunded (concerning support provided by Germany: ten).

The average index value for this group of countries is 0.42 (Germany's adaptation finance: 0.46), the

second-lowest value of all country groupings: only the group of the poorest countries (Low Income Countries) has slightly worse access to adaptation finance at 0.40 (see below). This value corresponds to the “extremely underfunded” category. At the same time, this group of fragile states has the highest climate risk with a value of 5.85 (very high climate risk). This means that fragile states experience the greatest underfunding despite the highest climate risk exposure, which inevitably leads to humanitarian disasters.

Thus, compared to the CAFI 2023, nothing has changed fundamentally in the alarming situation of fragile states, neither for international support nor for Germany’s support for strengthening climate resilience in these countries.

This may represent the greatest need for action in the realignment of international climate adaptation financing. The German government should take the lead based on its explicitly feminist and humanitarian climate foreign policy that is oriented towards human rights.

Extremely underfunded states with the highest level of fragility (alarm level) (per capita observation, sorted in descending order by ranking in the *Climate Adaptation Finance Index*): Somalia, Yemen, Syria, Afghanistan, Chad, South Sudan, Central African Republic, Sudan, Niger, Mali, Ethiopia, Uganda, Iraq, Haiti, Mozambique, Zimbabwe, Pakistan, Nigeria, Myanmar, Burundi, Cameroon

Severely underfunded states with the highest level of fragility (alarm level) (per capita observation, sorted in descending order by ranking in the *Climate Adaptation Finance Index*): Eritrea, Congo, Cote d’Ivoire, Guinea, Guinea-Bissau, Libya, Venezuela

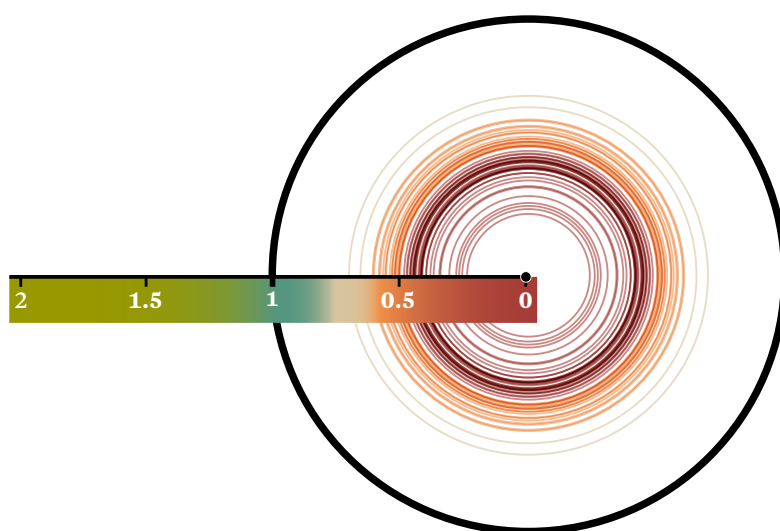
Best Funded: Countries with Higher Income

Figure 15: Distribution of Low Income Countries (LICs) by financing category (all donor countries)

The poorest countries (LICs) have the lowest index values. Measured by their risk, they are at an even greater disadvantage when it comes to access to financing than all other country groups, even though they bear the highest climate risk after the fragile states. Examples are Madagascar and Uganda.

The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)



Per-capita-based index values of Low Income Countries (LICs)

The *Climate Adaptation Finance Index 2023* already showed that there is a clear trend: The wealthier countries are, the more appropriate their access to adaptation finance based on climate risk is.

The CAFI 2024 investigated whether this trend is continuing and unfortunately found the findings from the previous year fully confirmed. The results are most extreme for the group of Low Income Countries: Of all the factors that were correlated with the distribution of adaptation finance, poverty is most strongly associated with extreme underfunding. This applies to international climate adaptation financing to an even greater extent than it does to Germany's adaptation financing. Here, too, German support is slightly better adjusted to risks and therefore more climate just.

To identify possible correlations between the level of average income in a country and its share of international climate funding, first there was an assessment to see which of the World Bank income groups (<https://datatopics.worldbank.org/world-development-indicators/the-world-by-income-and-region.html>) the 129 examined countries belong to (data relates to the gross domestic product per capita):

- LIC, Low Income Country,
- LMIC, Lower-middle Income Country,
- UMIC, Upper-middle Income Country,
- HIC, High Income Country.

Then an analysis was performed to see how the four income groups are distributed across the five *Climate Adaptation Finance Index* categories. If there were no connection between the two factors, income groups would be distributed evenly across the *Climate Adaptation Finance Index* categories. From a climate policy perspective, poorer states could be expected to receive a disproportionately high level of support because they especially require the assistance. However, the opposite is the case.

The average *Climate Adaptation Finance Index* value for the 28 assessed Low Income Countries (LICs) of 0.41 (extremely underfunded) is the lowest of all country groupings. This group index value steadily increases with each higher income group: It stands at 0.56 (severely underfunded) for LMICs, reaches 0.69 (moderately underfunded) for UMICs and culminates at 0.83 (adequately funded) for HICs. The respective average index values for Germany's support are slightly higher but follow the same trend: 0.47 (LICs), 0.58 (LMICs), 0.73 (UMICs), and 0.73 (HICs). The reason for the plateauing for UMICs and HICs is the fact that Germany usually does not provide financial support to HICs.



Jessy Anatalia Siagian, a laboratory technician with the partner organisation Gereja Toraja, teaches a group of small-scale farmers on a community field in the Indonesian village of Buntu Datu. Plastic sheeting is used to protect the soil from drying out.

In contrast, the development of the climate risk values is inversely proportional: They are highest in the poorest countries and then fall continuously:

- LICs: 5.82 (very high climate risk)
- LMICs: 4.63 (high climate risk)
- UMICs: 3.69 (moderate climate risk)
- HICs: 2.79 (low climate risk).

For all income groups with the exception of LICs, the climate risks have risen compared to the previous period.

In international adaptation funding, the highest relative increases compared to the previous period were recorded for LICs (14.8 percent) and UMICs (14.3 percent). In absolute terms, however, the 51 LMICs received by far the highest total funding (USD 98 billion), ahead of the 28 LICs (USD 38.9 billion) and the 41 UMICs (USD 36 billion).

These trends were almost parallel for Germany's adaptation financing, although the UMICs benefited more: USD 3.8 billion for LICs, USD 5.6 billion for LMICs, USD 5.3 billion for UMICs. The amounts for HICs were significantly lower in each case (USD 318 million for all donor countries) and were declining.

In conclusion, risk-adjusted access to climate finance improves as the per capita income of countries increases. The positive correlation between income and access to adaptation finance described in the previous year has remained almost the same. **As the climate risks are comparatively low in almost all High Income Countries, this also shows a clear contradiction to the declared goal of giving the highest priority to supporting the most vulnerable. The opposite is the case. There is therefore also a need here to develop a more climate-just financing strategy for adaptation.**

Foreign Debt and Adaptation Finance

There is no doubt that the climate crisis and the debt crisis interact with each other and can exacerbate each other. Although there is no statistical correlation between the level of debt of the 129 states examined and their performance in the *Climate Adaptation Finance Index*, there is an urgent need to take debt levels into account.

The vast majority of countries in the Global South are affected by both climate and debt crisis. Of the 37 countries that are extremely underfinanced in terms of climate adaptation according to the 2024 index, only one is not critically indebted. All others are suffering from foreign debt in some form. A framework is therefore needed that enables all climate-vulnerable developing economies that are stressed by debt to obtain the necessary debt relief. Apart from that, further solutions are needed, as proposed by the Bridgetown Initiative and in the V20 Accra-Marrakech Agenda (<https://www.v-20.org>). They include adding climate clauses to loan contracts, among other things.

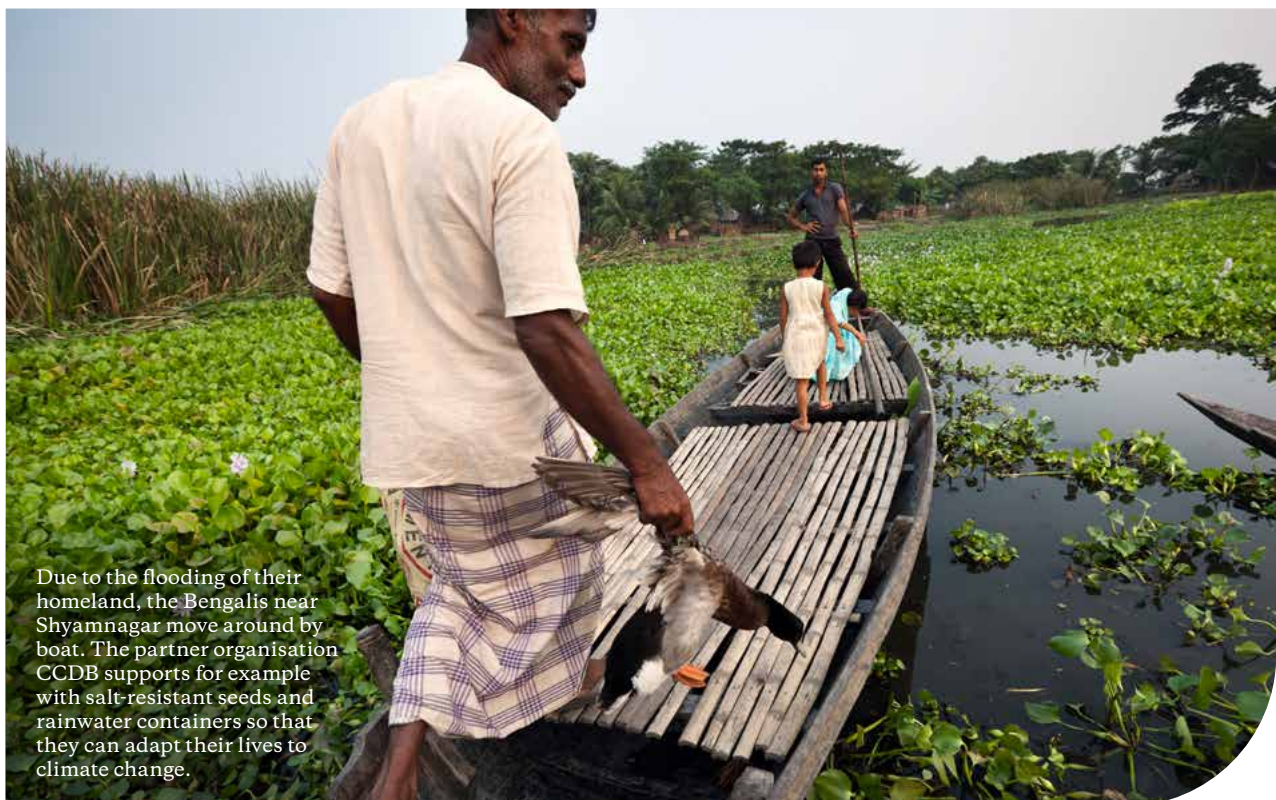
Extremely underfunded countries that stopped their payments: Somalia

Extremely underfunded countries that are very critically indebted: Yemen

Extremely underfunded countries that are critically indebted: Niger, Uganda, Madagascar, Bangladesh, Mauritania, Niger, Nigeria, Myanmar, India

Extremely underfunded countries that are slightly critically indebted: Afghanistan, Chad, South Sudan, Mali, Haiti, DR Congo, Zimbabwe, Djibouti, Burkina Faso, Central African Republic, Burundi, Philippines, Nepal, Cameroon

Extremely underfunded countries for which no debt data is available: Syria



Due to the flooding of their homeland, the Bengalis near Shyamnagar move around by boat. The partner organisation CCDB supports for example with salt-resistant seeds and rainwater containers so that they can adapt their lives to climate change.

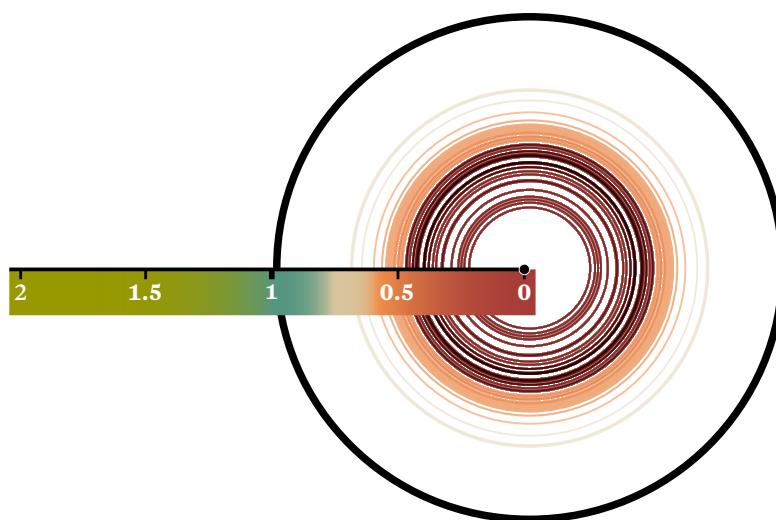
Still Extremely Underfunded: LDCs

Figure 16: Distribution of Least Developed Countries (LDCs) by financing category (all donor countries)

The Least Developed Countries (LDCs) are strongly shunned when it comes to adaptation financing and therefore do not receive climate-just access to financing, even though they are counted among the most vulnerable countries in international climate negotiations and should therefore receive preferential access to financing. Examples include Bangladesh and Nepal.

The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)



Per-capita-based index values of Least Developed Countries (LDCs)

Special attention is always paid to LDCs, SIDS and African countries in the international climate policy process, where they have been classified as highly climate vulnerable and therefore especially worthy of financial and technical support. However, the CAFI 2023 showed that this special responsibility for these groups of states, with the exception of SIDS, had not yet been reflected in real financing practice: In the per-capita-based index, the percentage of LDCs that were extremely underfunded or highly underfunded reached almost 90 percent, and Africa lacked fair, risk-appropriate access to adaptation finance by large, too.

The question therefore was whether anything had changed in the 2024 index for the 2015–2021 observation period. To summarise the results: LDCs’ access to adaptation finance has deteriorated again compared to the previous year, with Germany providing slightly more risk-appropriate support than international donors overall. 27 LDCs fall under the “extremely underfunded” category (previous year: 26, Germany’s support only: 23) and 14 under the “severely underfunded” category (previous year: 14, Germany’s support: 18). Three LDCs are “moderately underfunded”, as in the previous year and also where Germany’s funding is concerned. Only Tuvalu is classified as adequately funded by Germany and well-funded by the international donor community.



Koudaogo Gansonre is a volunteer in the Burkinabe village of Sondongo, recording how the local rainfall is developing.

A more detailed analysis reveals the same index value for the group of LDCs as in the previous year, 0.46 (extremely underfunded), with an almost unchanged value for the average climate risk of the LDCs of 5.48 (very high climate risk). The LDC index value of 0.5 (severely underfunded) for Germany's support is a little bit better but has decreased slightly compared to the previous period. The international donor community can be credited with increasing its financial support for climate adaptation in LDCs by 13.7 percent, or almost USD four billion, compared to the previous period, resulting in a total of USD 64 billion. Where Germany is concerned, on the other hand, the increase over the same period of just 2.2 percent or USD 100 million to a total of USD 4.6 billion was weak.

Extremely underfunded LDCs (index on a per-capita basis, sorted in descending order in the CAFI 2024):

Afghanistan, Chad, South Sudan, Somalia, Niger, Mali, Yemen, Ethiopia, Uganda, Madagascar, Mozambique, Bangladesh, Mauretania, Malawi, DR Congo, Myanmar, Senegal, Djibouti, Burkina Faso, Central African Republic, Zambia, Burundi, Sudan, Nepal, Angola, Haiti

Severely underfunded LDCs: Lesotho, Liberia, Eritrea, Sierra Leone, Rwanda, Guinea, Cambodia, Tanzania, Gambia, Benin, Togo, Laos, Guinea-Bissau, Solomon Islands

Moderately underfunded LDCs: Comoros, Timor-Leste, São Tomé and Príncipe

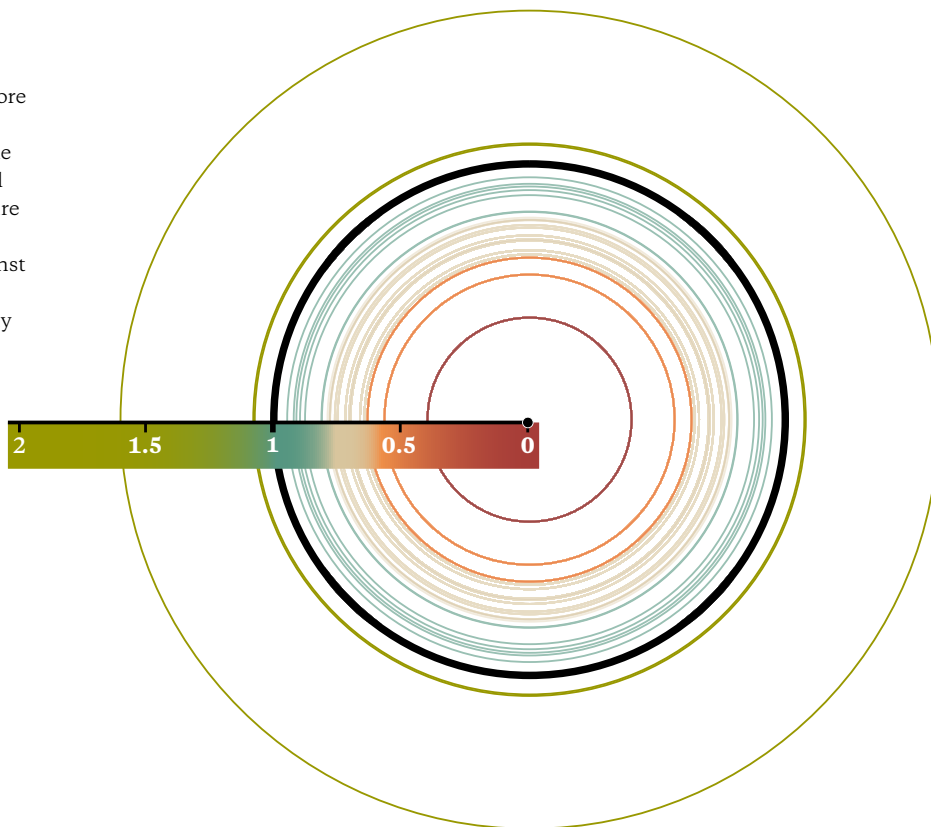
Adequately funded LDC: n/a

Well-funded LDC: Tuvalu

Moderately Underfunded: SIDS

Figure 17: Distribution of Small Island Developing States (SIDS) by financing category (all donor countries)

Although small island states are internationally recognized as particularly vulnerable and therefore in need of support alongside the Least Developed Countries and the countries of Africa, and individual island states also receive a fair share of funding, they are still underfunded as a group. Measured against their high climate risk, Haiti and Papua New Guinea are particularly disadvantaged.



The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)

Per-capita-based index values of Small Island Developing States (SIDS)

The Paris Climate Agreement also names the group of Small Island Developing States (SIDS) as a particularly vulnerable group of states. The CAFI 2023 concluded that their access to international climate adaptation finance was significantly better than that of the LDCs. Will this relatively positive finding persist in the *Climate Adaptation Finance Index 2024*?

In fact, the SIDS continue to be the most risk-appropriately funded country group classified as particularly vulnerable (LDCs, SIDS, Africa). Their average index value is 0.77 (moderately underfunded), which is significantly better than the values for the LDCs (0.46) and Africa (0.51). However, the SIDS index value is worse than in the previous period (0.81), and at the same time the climate risk for the island states has risen significantly from 2.87 to 3.49, primarily due to a stronger consideration of flood risks in coastal areas in the *INFORM Risk Index*.

The SIDS perform significantly worse in terms of access to adaptation financing when German support is considered separately: Here, the average index value is only 0.67 (moderately underfunded). However, this is still significantly better than the German index values for the LDCs and Africa.

International financing inflow values increased slightly less than they did for the LDCs (13.7 percent) and African countries (17.3 percent). They increased from USD 7.8 billion in the previous period to USD 8.8 billion (12.8 percent).

Where Germany is concerned, adaptation funding for SIDS actually declined compared to the previous period, falling from USD 72.2 million to USD 71.5 million, a very low level.

If Germany does not take countermeasures here, the gap with the international donor community in financing resilience in island states will continue to widen.

This would further increase the credibility gap with the SIDS as a potentially important ally for ambitious climate objectives in climate policy.

Extremely underfunded SIDS (index on a per-capita basis, sorted in descending order by ranking in the CAFI 2024): Haiti, Papua New Guinea

Severely underfunded SIDS: Guinea-Bissau, Solomon Islands, Guyana, Dominican Republic

Moderately underfunded SIDS: Comoros, Timor-Leste, São Tomé and Príncipe, Jamaica, Cape Verde, Belize, Trinidad and Tobago, Suriname, Fiji, Vanuatu, Micronesia, Cuba, Saint Lucia, Antigua and Barbuda, Maldives

Adequately funded SIDS: Samoa, Barbados, Mauritius, Seychelles, Dominica, Grenada, Tonga, Saint Vincent and the Grenadines, St. Kitts and Nevis, Palau, Fiji, Vanuatu, Saint Lucia, Mauritius, Tonga, Dominica, São Tomé and Príncipe, Antigua and Barbuda, Samoa, Maldives, Seychelles, St. Vincent and the Grenadines, Marshall Islands

Well-funded SIDS: Palau, Nauru, Tuvalu

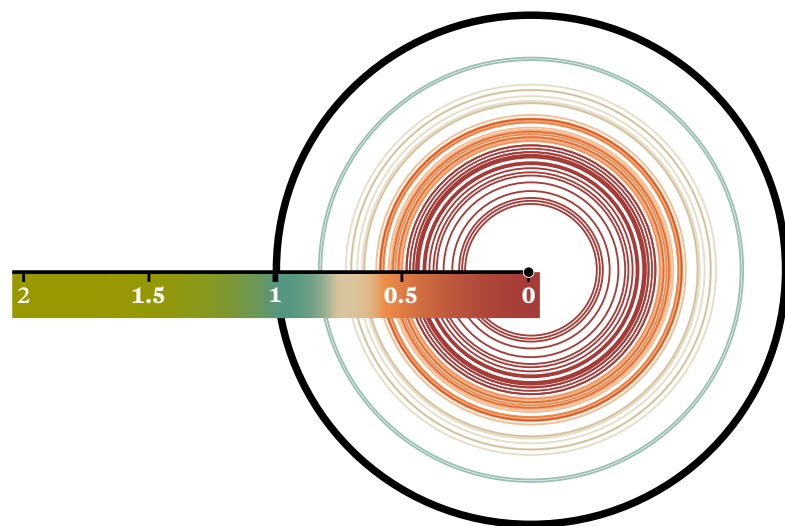
Africa: No Regional Priority for Adaptation Financing

Figure 18: Distribution of African states by financing category (all donor countries)

On no other continent are there as many extremely disadvantaged countries in terms of access to risk-adjusted climate adaptation financing as in Africa – despite the high climate risk. Examples include South Sudan and Mozambique. In this respect, too, an entire continent is at risk of being left behind.

The five categories of the index:

- Extremely underfunded (0–0.49)
- Severely underfunded (0.5–0.64)
- Moderately underfunded (0.65–0.8)
- Adequately funded (0.81–1)
- Well-funded (1.01–2)



Per-capita-based index values of African states

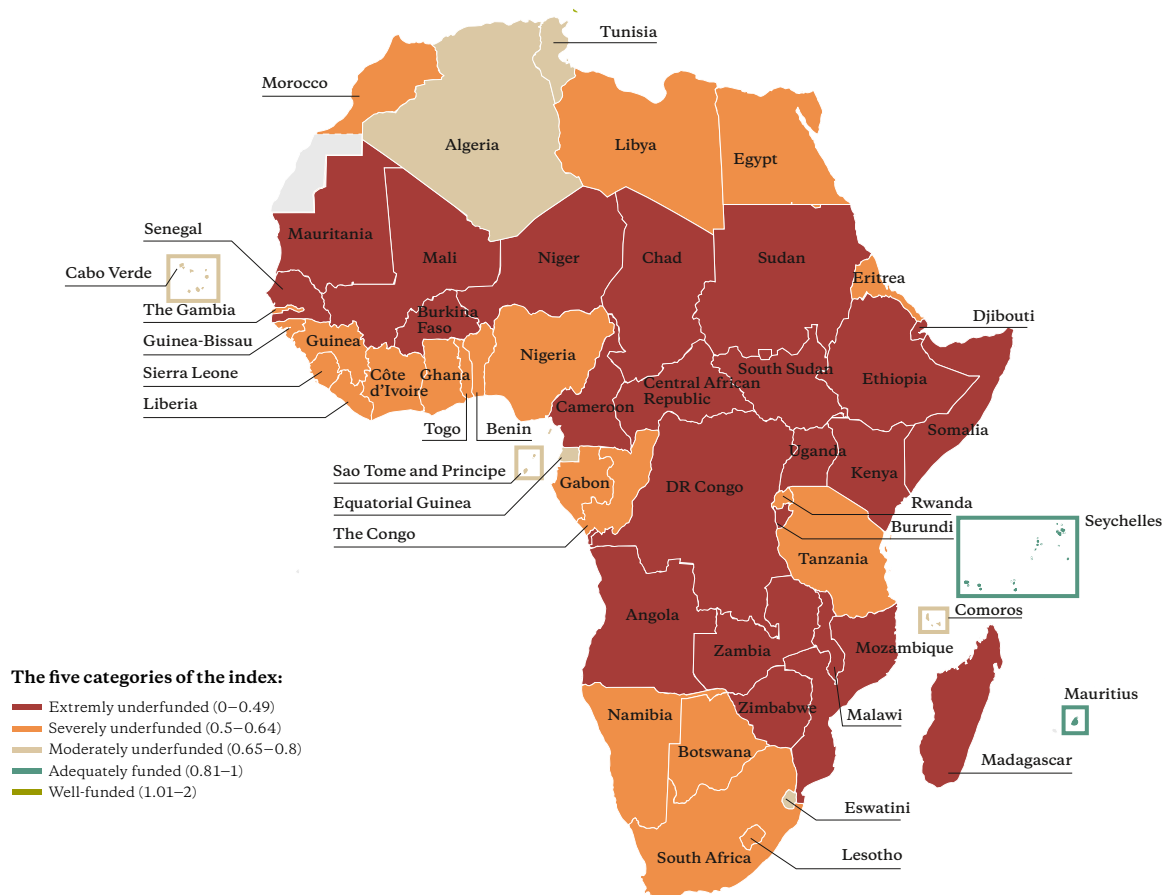
Africa is the continent with the highest number of extremely underfunded countries regarding climate adaptation. Most of them are located south of the Sahara, in the Horn of Africa, Eastern Africa or Central Africa (see Figure 19).

Taking into account the population size of the countries, the *Climate Adaptation Finance Index* 2024 identifies 24 African countries as “extremely underfunded”, 21 as “severely underfunded”, seven as “moderately underfunded” and only two (the two island states of Mauritius and the Seychelles) as “adequately funded”. This results in the lowest index value of all world regions, 0.51 (“severely underfunded”, right on the threshold to “extremely underfunded”), which means that international adaptation finance for Africa is the least risk-appropriate and therefore climate-just of all world regions.

757 million Africans lived in countries with extremely poor access to international adaptation financing in 2021, with a further 497 million living in countries classified as “severely underfunded”. This means that almost 96 percent of the African population lived in extremely or highly underfunded countries. Only 1.36 million Africans, or 0.1 percent of the population, lived in one of the two island states that were “adequately funded”.

Compared to the 2023 index, the distributive justice of adaptation financing has remained poor, even though international adaptation financing for Africa in 2015–2021 has grown in absolute terms by around USD 10 billion compared to 2014–2020 and totals USD 66.6 billion (+17 percent). The average climate risk has remained high at a risk value of 4.97 (high risk). A separate analysis of German climate adaptation financing for Africa shows a similar overall trend, but the distribution of funds among countries is slightly more risk-appropriate: 18 countries (six less compared to the donor community as a whole) are “extremely underfunded”, 27 (six more) “severely underfunded”, seven “moderately underfunded”, none “adequately funded” but two (Tunisia, Namibia) “well-funded”. Although the average index value for Africa is quite low at 0.57, it is still higher than the international comparative value (see above).

Germany provided a total of USD 6.2 billion for adaptation financing in Africa between 2015 and 2021, which corresponds to an increase of almost seven percent compared to the previous period.

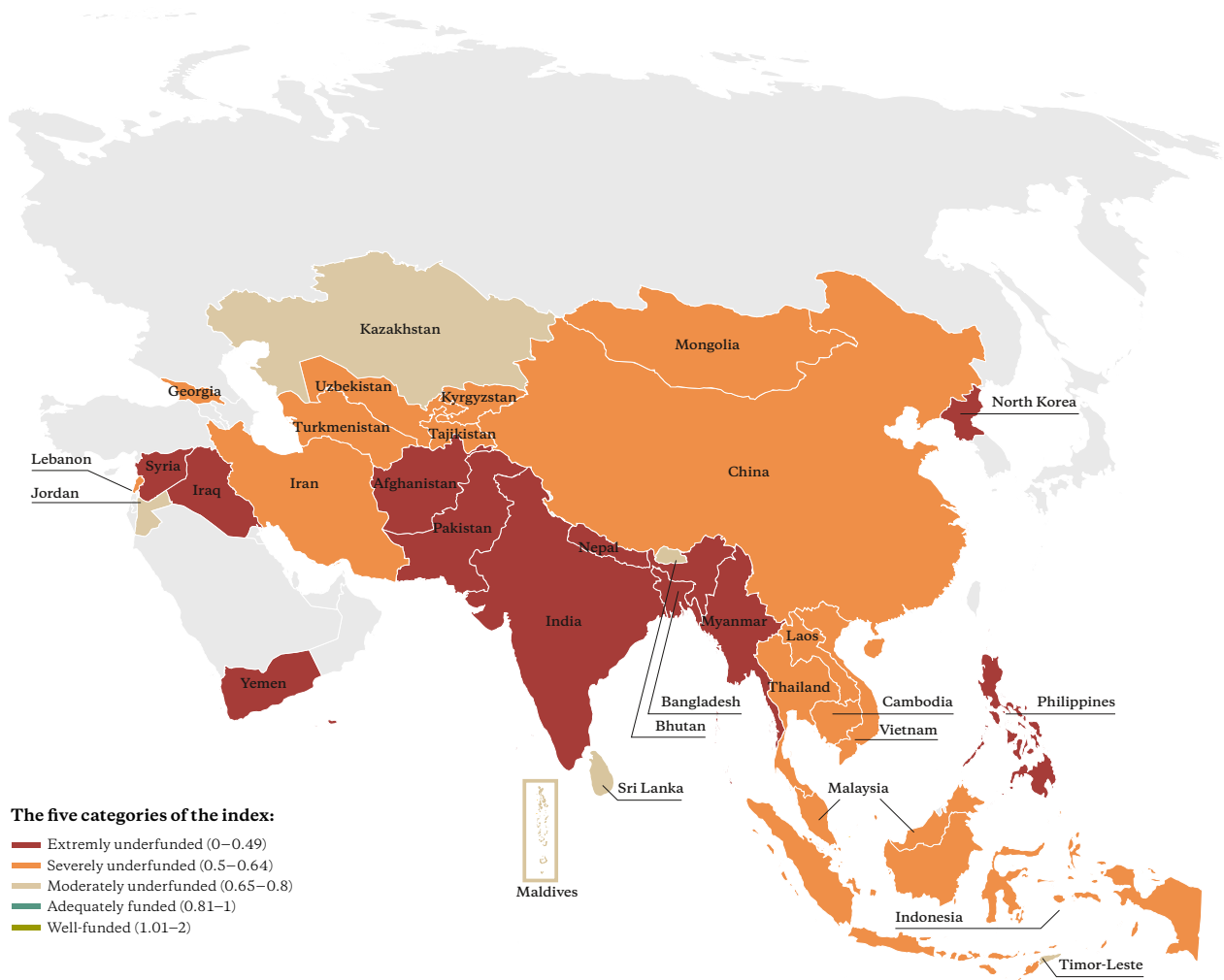
Figure 19: Africa map of the *Climate Adaptation Finance Index* 2024 (per-capita-based index)

The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021. Areas of Egypt's south-eastern border are disputed, as is the border between Sudan and South Sudan.

The countries of Africa are classified as particularly vulnerable in the Paris Climate Agreement and should therefore be given particularly good access to adaptation funding. However, the opposite has been the case so far, and a trend towards positive change is not yet apparent. There is a great need for action here, both internationally and by Germany. In light of the many Africa initiatives that are currently emerging, it would be extremely advisable to equip African countries with a strong climate adaptation package.

Most Extremely Underfunded People Live in Asia

Figure 20: Asia map of the *Climate Adaptation Finance Index* 2024 (per capita-based index)



The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021.

Behind Africa, Asia is the continent with the second highest number of extremely underfunded countries in terms of climate adaptation. Most of underfunding is clearly in South Asia, where most of the people affected by this situation also live: Around 1.8 billion people were living in the four South Asian countries of Bangladesh, India, Nepal and Pakistan in 2021, at the end of the CAFI 2021 reference period, and all of them are classified as “extremely underfunded” (per-capita-based index). That is more than 60 percent of all people living in extremely underfunded countries worldwide where international support for climate adaptation is concerned.

Of the 31 countries surveyed in Asia, the *International Climate Adaptation Finance Index* classifies eleven countries as “extremely underfunded” (previous year’s index: eleven), 15 as “severely underfunded” (previous year’s index: 16), five as “moderately underfunded” (previous year’s index: six) and nine as “adequately funded” (previous year’s index: one) or “well-funded”. These values result from a per capita index calculation. The deviations from the previous year are not very large, which is also reflected in the average regional index value of 0.54 (previous year’s value: 0.53). This means that Asia as a region remains classified as “severely underfunded”,

just on the edge of “extremely underfunded”. This is the second worst score of all world regions, directly behind Africa, which shows that Asia performs particularly poorly in terms of distributive climate justice where access to international climate adaptation finance is concerned, taking its population size into account. Nevertheless, compared to the previous period, the average value for climate risk has fallen from 4.77 to 4.69, and the extremely high risk values for Afghanistan and Yemen, the two Asian countries with the highest climate risk, have at least fallen slightly. Between 2015 and 2021, a total of USD 75 billion in international support for climate adaptation was provided for Asia, which corresponds to an average increase of 8.7 percent compared to the previous period (2014–2020).

Germany’s climate adaptation financing for Asia, amounting to USD 5.4 billion in the same observation period, performs slightly better in comparison. Although support grew more slowly (six percent more compared to the previous period), it was distributed among the recipient countries in a slightly more risk-appropriate manner. At 0.62, the index value for Asia as a whole is above the international comparative value of 0.54. This is reflected, among other things, in the fact that although the same number of countries is classified as “extremely underfunded”, fewer countries fall into the “severely underfunded” category (eleven instead of 15), one country (Bhutan) is classified as “adequately funded” and another country (Jordan) is classified as “well-funded”.

Spotlight on Nepal

Figure 21: Climate adaptation finance index for Nepal



On a per capita basis, Nepal has an index value of 0.49 in the CAFI 2024 (extremely underfunded). Compared to the 2023 index, where it had a value of 0.61, this is a massive decrease. Nepal is therefore one of the biggest decliners, which is why the country deserves a closer look.

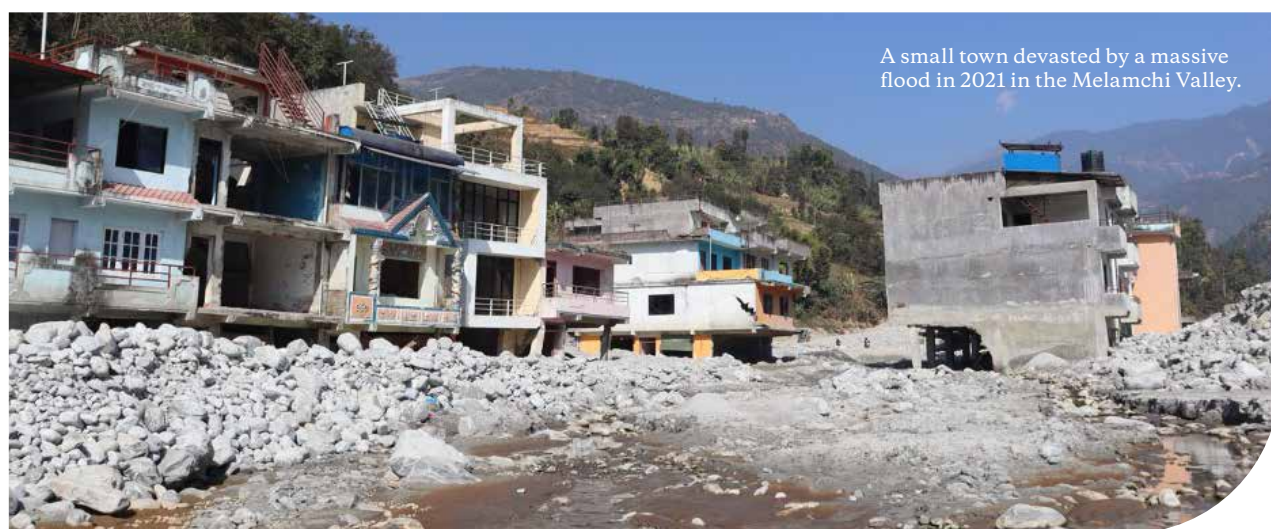
A key factor in the sharp decline in the ranking (position 35, previously 81) is the country's significantly higher climate risk compared to the previous period, which raised by 1.25 points to 5.22 (high climate risk). In particular, the risk of flooding and landslides along rivers and on steep slopes in narrow valleys has increased during the period under review, and the ability to mitigate these risks has not kept pace. In fact, disasters have occurred repeatedly in recent years.

Nepal is graduating from a Least Developed Country (LDC) to a developing country status in November

2026, slightly critically indebted and – in terms of fragility – on the warning list but not the alert list, which implies elevated fragility.

While the risks have increased, the financial support for climate adaptation has remained virtually unchanged. In the period 2015–2021, Nepal received USD 2.286 billion. This puts Nepal in 28th place out of the 129 countries analysed in this report.

The index value for German support for climate adaptation in Nepal is identical to that of international adaptation support. One difference is that German support has increased by 30 percent compared to the previous period, but at a very low level: in the period 2015–2021, German climate adaptation funding for Nepal amounted to only USD 28 million. This puts Nepal in 64th place out of the 129 countries surveyed in the list of recipient countries of German climate adaptation funding.



A small town devastated by a massive flood in 2021 in the Melamchi Valley.

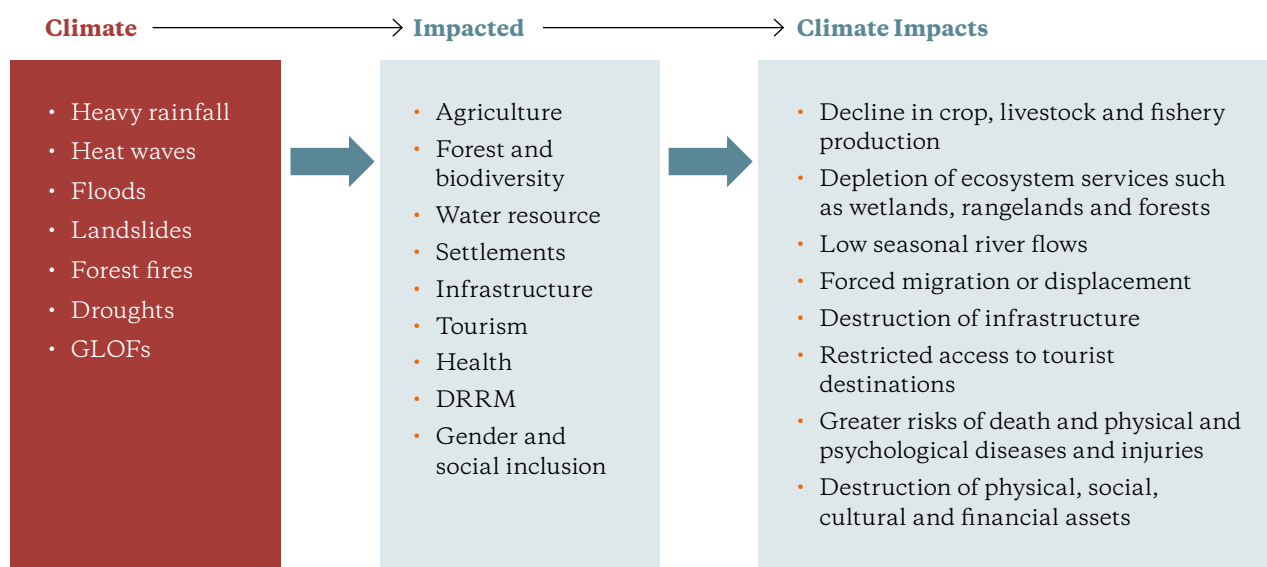
Nepal's Geography and Climate Vulnerability Factors

Nepal is a landlocked country situated between China (to the north) and India (to the south, east and west) in South Asia. The country's diverse geography covers an area of 147,516 square kilometres and can be categorised into the Himalayan region, the mid-hill region and the Terai region. The Himalayan region is home to eight of the world's fourteen highest peaks above 8,000 metres, including Mount Everest (8,848 metres). The mid-hill region features valleys and hills, while the southern Terai region has fertile plains. The country's biodiversity ranges from sub-tropical rainforests to alpine deserts, making it one of the most ecologically diverse nations in the world.

The Himalaya mountain range and the South Asian monsoon determine Nepal's climate. Meteorological data from the last 40 years indicate a notable rise in annual maximum temperatures of 0.56°C per decade. This steep temperature increase is most visible in the high Himalaya regions. Climate projections predict a warmer and wetter climate for the coming decades with more extreme weather events, especially heavy rainfall.

The climate vulnerability and risk assessment that was conducted for Nepal lists heat waves, heavy rainfall, extreme floods, landslides, glacial lake outburst floods (GLOFs), forest fires and droughts as the main climate hazards. They are expected to increase in frequency and severity and thus pose significant risks to multiple sectors, especially agriculture, water, energy, housing and health. This is further illustrated in Figure 22.

Figure 22: Climate change impacts in Nepal



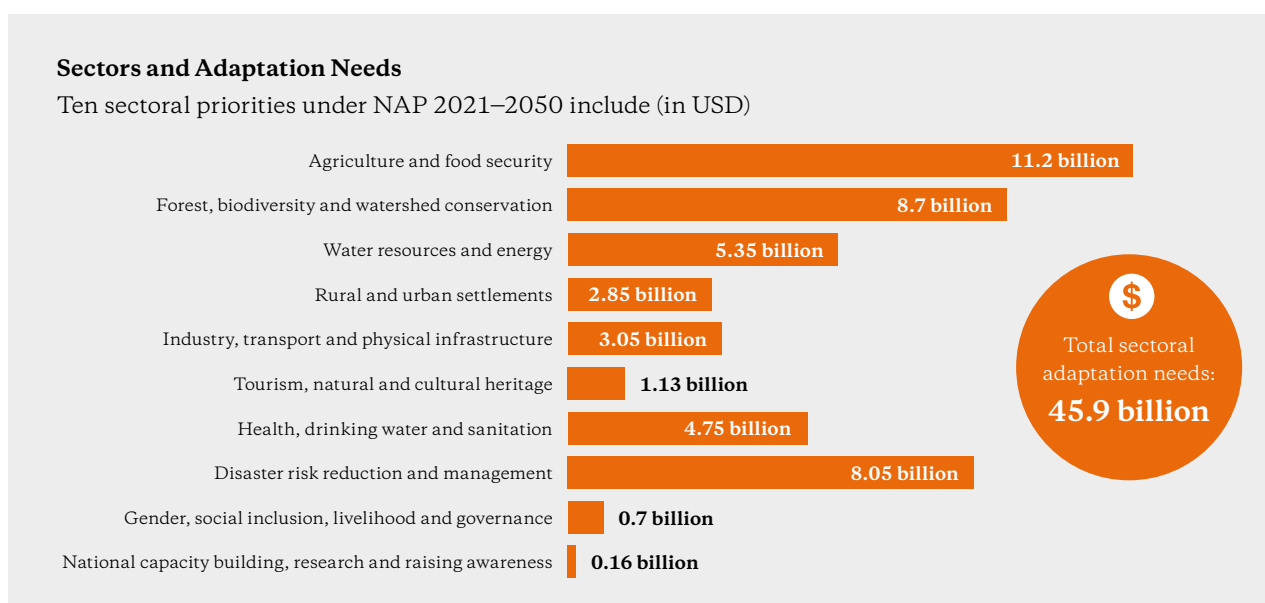
Source: Ministry of Forests and Environment. 2021. National Adaptation Plan (NAP) of Nepal 2021–2050. Kathmandu, Nepal.
<https://www.unep.org/gan/resources/policy-and-strategy/nepals-national-adaptation-plan-2021-2050>

Financing Adaptation in Nepal

To implement Nepal's National Adaptation Plan 2021–2050 for achieving climate resilience, an estimated 47.4 billion USD are required. According to the government, 97 percent of it would be required in the form of international support and private investments. Details on financial needs by sector are given in Figure 23.

To become climate-resilient, Nepal is heavily dependent on international support. It must be not only substantial, but also reliable and sustainable. However, experience shows that none of these three key criteria – adequate quantity, reliability and durability – are guaranteed. The Adaptation Gap Report 2023 published by UNEP (<https://www.unep.org/resources/adaptation-gap-report-2023>) showed that between 2017 and 2021 only 66 percent of the bilateral finance commitments to

Figure 23: Adaptation costs and financial instruments in Nepal



Source: Ministry of Forests and Environment. 2021. National Adaptation Plan (NAP) of Nepal 2021–2050. Kathmandu, Nepal. <https://www.unep.org/gan/resources/policy-and-strategy/nepals-national-adaptation-plan-2021-2050>, modified by author

developing countries for adaptation were disbursed. The Adaptation Finance Study Report for Nepal (<https://careclimatechange.org/wp-content/uploads/2021/01/Nepal-Climate-Adaptation-Finance-Tracking.pdf>) came to the conclusion that out of the USD 649 million for adaptation projects that were reported between 2013 and 2017, USD 384 million (59 percent) were in fact over-reported.

Transparency is a key concern. Therefore, establishing a clear national database and enhancing donor transparency are imperative for sufficient, reliable and sustainable support through international climate adaptation finance. However, this is not enough. Closing the huge adaptation finance gap requires effective adaptation efforts concerning finance, capacity, policy reforms, enhanced international cooperation and innovative financing mechanisms.

The UNEP Adaptation Gap Report 2023 identifies seven key approaches which are also crucial so Nepal can address its climate adaptation needs effectively:

1. Increase international adaptation finance:

Doubling the climate finance provided by developed countries by 2025, as urged by the 2021 Glasgow Climate Pact, will significantly increase the chances of Nepal's access to fund for adaptation projects.

2. Effective domestic expenditure: Climate budget tagging and tracking help increase awareness among policymakers so they integrate adaptation into budget planning.

3. Mobilise private investments: Favourable market mechanisms and public support can increase private sector finance for adaptation projects.

4. Leverage remittances: In the fiscal year 2019/20, Nepal received significant remittances from Nepalese migrants, equivalent to 23 percent of the country's GDP. Encouraging the use of remittances for climate adaptation at the household level can provide additional finances.

5. Increase financing for small and medium-sized enterprises:

Nepal faces challenges in its financial system such as credit guarantee mechanisms, insurance schemes, and access to larger loans, which limits small enterprises' access to suitable financing.

6. Reform the global financial architecture:

Advocating for reforms in global financial institutions, such as the International Monetary Fund and World Bank, can improve Nepal's access to adaptation finance, particularly through mechanisms like debt service suspension which give temporary relief by suspending debt repayment for countries in distress.

7. Implement Article 2.1(c) of the Paris Agreement:

Aligning all financial flows with climate-resilient development pathways can increase investments in adaptation projects in Nepal. As an LDC with limited loan capacity, Nepal should primarily receive climate adaptation finance in the form of grants and highly concessional loans to prevent worsening its debt burdens.

Climate Adaptation Improves Lives

Binda Maji squats on the doorstep of her home and her domestic pigs bring a cheerful smile to the face of the 36-year-old woman. They provide both income and security and give her a good feeling – which Binda did not always have.

Abandoned by her husband, she tried to make ends meet for herself and her son as a housemaid. But as her son grew up, her income was no longer enough to put two meals a day on their plates. So Binda began to grow vegetables on a small piece of land – just 60 square metres. But the monsoon crushed her hopes. Her garden beds were flooded by the Sunkoshi River during the rainfall season – a fate suffered by many small farmers in the valleys on the edge of the Himalayas. Binda lives in the Sindhupalchok district, which was hit by an earthquake in 2015. Above all, however, climate change is a major problem in the mountain regions of Nepal. Frequent landslides, flash floods and forest fires threaten people's livelihoods and lives.

Binda's life has been changed for the better thanks to the support of the Local Initiatives for Biodiversity, Research and Development (LI-BIRD). Bread for the World's partner organisation has set itself the goal of helping more than 3,000 poor families to increase their income and improve their agricultural yields by teaching them techniques for climate-resilient agriculture.

The project aims to improve the community's food security and resilience by promoting access to seeds and agricultural technologies and training residents in risk management. In this way, LI-BIRD aims to promote plant diversity, improve soil health, conserve water and other natural resources and empower small-scale farmers. LI-BIRD supports the establishment of cooperatives in the region, the acceleration of organic food production and the strengthening of organic certification systems. Three market locations are intended to boost sales of the products. Collective marketing of the products produced gives small farmers like Binda a financial advantage.

Binda took part in a vegetable growing training course organised by LI-BIRD. There were also training courses on pig farming, home gardening and mushroom cultivation. LI-BIRD also organises women's groups, which are supported with agricultural equipment and local seeds. The project has helped Binda to acquire the knowledge and skills she needs to grow vegetables and keep small livestock, and the project's support has helped her to build the necessary infrastructure.

A dam now protects Binda's gardens and livestock from flooding. By selling vegetables, pigs, goats and chickens, Binda Maji now earns around 80,000 to 100,000 Nepalese rupees a year. This is a really good income compared to the normal farming households of the Sunkoshi region. Binda looks to the future with satisfaction and self-confidence: "I can now feed my son properly. I am proud and happy".



Caribbean: Higher Climate Risks without more Support

Figure 24: Caribbean map of the *Climate Adaptation Finance Index 2024* (per-capita-based index)



The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021.

Of the twelve states in the Caribbean, the second smallest region in our comparison, Haiti is classified as “extremely underfunded”, the Dominican Republic as “severely underfunded”, six states as “moderately underfunded”, and four as “adequately funded” (Saint Vincent and the Grenadines, Grenada, Dominica and Barbados) (on a per capita basis).

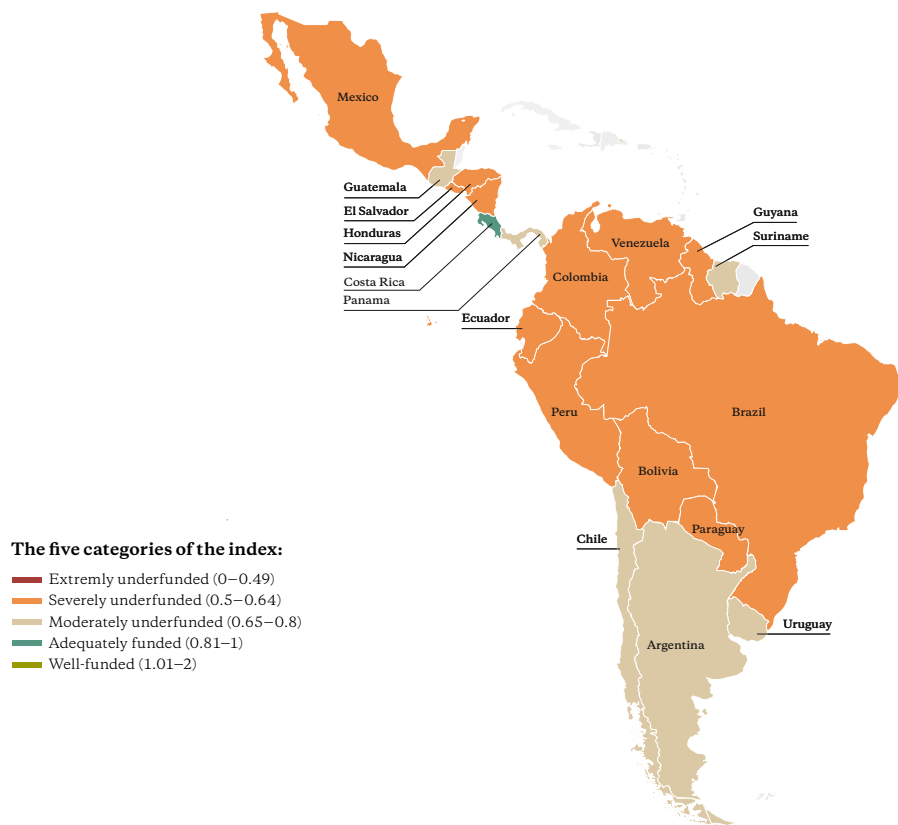
Compared to the previous period, the index value for equitable access to climate adaptation finance in the Caribbean has decreased significantly from 0.78 to 0.74. This puts the Caribbean among the decliners in a global comparison.

A key factor here is the region’s significantly higher risk rating, which increased from 2.77 to 3.18 based on INFORM RISK data. As in the case of Oceania, an upwardly revised classification of coastal flooding risks (due to hurricanes, among other things) plays an important role here. In contrast, financial support has remained almost constant compared to the previous period at USD 3.1 billion.

During the period under review, the Caribbean was not a priority region for German adaptation financing, either. Compared to the previous period, the index value for the region fell from 0.76 to 0.71 (moderately underfinanced). This sharp decline can be explained by the combination of rising climate risks and already low, but now declining, financial support: German climate adaptation funding fell from USD 53.9 million in the previous period to USD 53.1 million. In the Caribbean, Germany was therefore not a relevant player in the field of climate adaptation during the period under review. While verbal support for the special needs of the island states is often strong, Germany has so far failed to back up this support with action.

Latin America: Slight Improvements

Figure 25: Latin America map of the *Climate Adaptation Finance Index 2024* (per-capita-based index)



The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021.

The CAFI 2024 calculated on a per capita basis shows that of the 20 Latin American countries, only Costa Rica is classified as “adequately funded”. In contrast, seven countries are classified as “moderately underfunded” and a further twelve as “severely underfunded”. Honduras has replaced Guatemala as the most underfunded country in Latin America when compared with the previous period under review.

Overall, the regional index value is 0.63 (severely underfinanced), which is a minimal improvement compared to the findings of the CAFI 2023. Compared to the previous period, international financial support for climate adaptation in Latin America has increased by 16 percent from USD 21.5 billion (2014–2020) to USD 24.9 billion (2015–2021).

The average climate risk score has fortunately fallen slightly from 3.98 to 3.83, contrary to the global trend, which corresponds to a “moderate climate risk”. The only country in the region with a “high climate risk” is

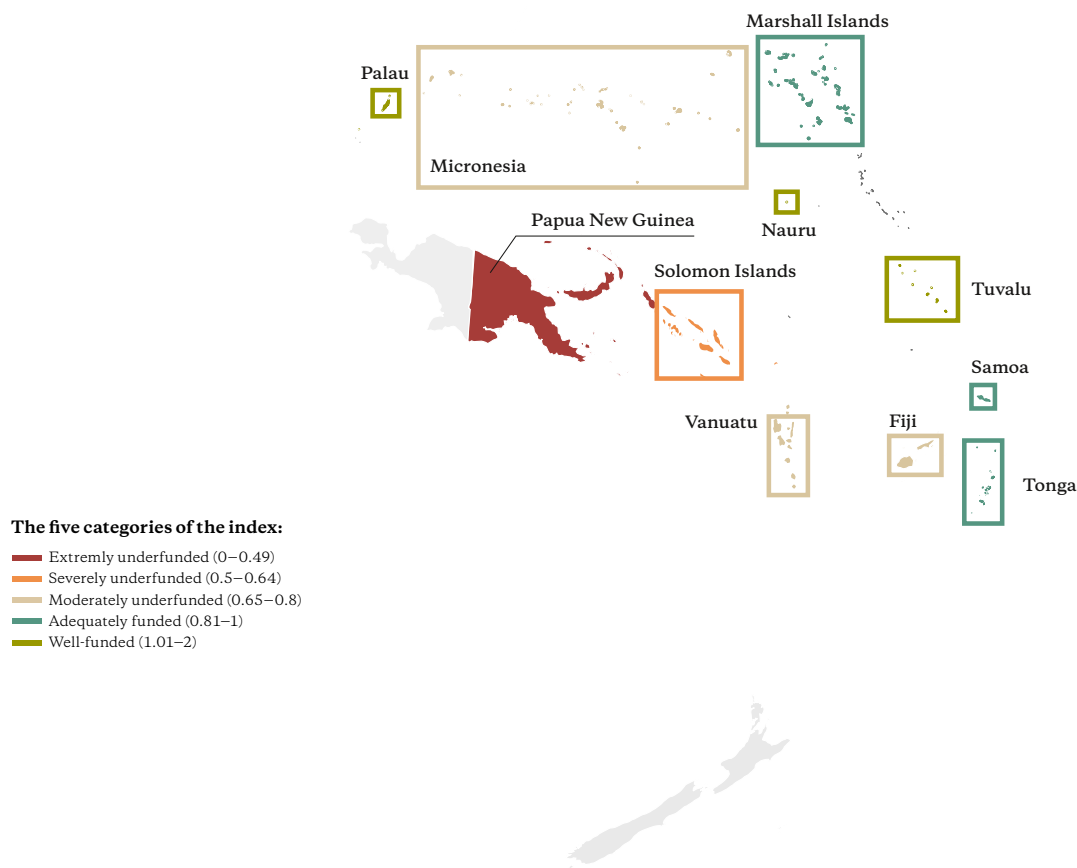
currently Honduras, and the climate risk for Guatemala has been downgraded from high to moderate.

Looking at German climate adaptation financing for Latin America, the results are quite similar. Overall, distributive justice is slightly better: The average index value is 0.67 (moderately underfinanced), which represents a slight improvement compared with the previous period, whose value was 0.66. Costa Rica performs best where Germany is concerned (well-funded), followed by eleven countries that are classified as “moderately underfunded” and eight others that are classified as “severely underfunded”.

Compared to the previous period, Germany’s financial support for climate adaptation in Latin America has increased from USD 2.6 billion to USD 3 billion, which corresponds to an above-average increase of 15 percent. Nevertheless, it lags slightly behind the 16 percent increase in international donor community support as a whole.

Oceania: German Adaptation Financing's Blind Spot

Figure 26: Oceania map of the *Climate Adaptation Finance Index 2024* (per-capita-based index)



The ranking is based on the committed adaptation funding for the countries per capita in the period 2015–2021.

Oceania, the smallest of the world’s regions, is comparatively the best funded in the CAFI 2024 (per capita basis): Tuvalu, Nauru and Palau are classified as “well-funded”; the Marshall-Islands, Tonga and Samoa are “adequately funded”; Micronesia, Vanuatu, Fiji and Timor-Leste are “moderately underfunded”; the Solomon Islands “severely underfunded” and Papua New Guinea, the biggest nation in the region, is classified as “extremely underfunded”.

Compared to the 2023 index, the climate risk rating for Oceania has increased significantly from an average of 3.0 to 3.98, which corresponds to an increase by an entire level from “low risk” to “moderate risk”. This reflects the fact that coastal flooding risks are now given greater consideration.

At the same time, Oceania has received almost one third more financial support for climate adaptation compared to the previous period (increase from

USD 3.1 billion to USD 4.1 billion). Because the climate risk was upgraded, the average index value of climate adaptation funding nevertheless fell slightly from 0.9 to 0.86, which is still classified as “adequately funded”.

The situation for Germany’s contributions to climate adaptation in Oceania is significantly different: According to the index, three countries are classified as “extremely underfunded” on a per capita basis, three others as “severely underfunded”, five as “moderately underfunded” and only one as “adequately funded”. The total amount of funding amounted to only USD 15.2 million, with minimal growth. For no other region of the world is there such a large discrepancy between German adaptation funding and the adaptation funding provided by the donor community as a whole. Germany needs to significantly increase its climate adaptation financing for Oceania.

Conclusions and Policy Recommendations

As in the previous year, a complex but ultimately still relatively clear picture emerges: International climate adaptation funding is distributed very unevenly. Measured against their specific climate risk, only very few countries receive a risk-appropriate and therefore climate-just share of international adaptation financing. This applies almost equally to the support provided by the international donor community and to the international support that Germany provides for climate adaptation in the Global South. In this direct comparison, Germany's support for African countries is slightly stronger and weaker for SIDS. Overall, German adaptation financing is slightly more evenly distributed, but not necessarily more risk appropriately and thus climate justly.

Above all, the group of countries with the highest climate risk is particularly underfunded. The LDCs, LICs, African countries and fragile states are also massively underfunded. If several or all of these factors come together, it is almost certain that a country will be in the group of countries with the most inadequate access to adaptation finance, measured against their specific climate risk. This greatly increases the obstacles these countries face in becoming climate resilient and thus achieving the SDGs. Under such conditions it becomes almost impossible to provide the necessary framework conditions that can provide people a life with dignity. In terms of climate policy, there is a strong climate justice

imperative for supporting these countries in ways which are tailored to their specific climate risks.

When countries are not only exposed to high climate risks but are also threatened by a vast number of other risk factors, this leads to a multiple risk situation, which is often more difficult to combat than exposure to a single risk. In these cases, there should be a particularly intensive search for solutions and correspondingly diverse support.

The following overview shows the countries in the *Climate Adaptation Finance Index* to which this applies in particular. It includes all of the countries to which the first criterion and more than three of the following criteria apply:

- countries which fall into the category “extremely underfunded” in the *Climate Adaptation Finance Index* per capita ranking,
- countries which fall into one of the two highest climate risk categories,
- countries belonging to the group of countries with a low income,
- countries included in the group of Least Developed Countries,
- countries with very critical or critical debt,
- countries which are on the list of fragile states and assigned to one of the three highest alarm levels.



Climate adaptation programmes must be financed: In Lokichar, people from the Turkana ethnic group have been suffering from persistent drought for years. Project partner Anglican Development Service North Rift is showing them how they can manage with less water using drip irrigation.

Figure 27: Countries with multiple high-risk factors

Country and position in the <i>Climate Adaptation Finance Index</i>	<i>Climate Adaptation Finance Index</i> level	Climate risk	Debt burden	Income	Fragility	LDC
Afghanistan (1)	extremely underfunded	very high	slightly critical	LIC	high alert	LDC
Chad (2)	extremely underfunded	very high	slightly critical	LIC	high alert	LDC
South Sudan (3)	extremely underfunded	very high	slightly critical	LIC	high alert	LDC
Somalia (4)	extremely underfunded	very high	insolvent	LIC	very high alert	LDC
Niger (5)	extremely underfunded	very high	critical	LIC	alert	LDC
Mali (6)	extremely underfunded	very high	slightly critical	LIC	alert	LDC
Yemen (7)	extremely underfunded	very high	very critical	LIC	very high alert	LDC
Ethiopia (8)	extremely underfunded	high	very critical	LIC	high alert	LDC
Uganda (9)	extremely underfunded	high	critical	LIC	high alert	LDC
Madagascar (11)	extremely underfunded	high	critical	LIC	elevated warning	LDC
Haiti (12)	extremely underfunded	high	slightly critical	LIC	alert	LDC
Mozambique (13)	extremely underfunded	high	very critical	LIC	alert	LDC
Myanmar (22)	extremely underfunded	high	critical	LIC	alert	LDC
Central African Republic (28)	extremely underfunded	high	critical	LIC	alert	LDC
Burundi (31)	extremely underfunded	high	slightly critical	LIC	alert	LDC
Sudan (32)	extremely underfunded	high	very critical	LIC	high alert	LDC

The adaptation index clearly shows that international climate adaptation financing is not distributed in a risk-appropriate and therefore climate-just manner. Countries on this list are at risk in particular due to their multi-dimensional vulnerabilities and require special monitoring and more financial support to enhance their resilience.



At the Global Climate Strike on 15 September 2023, Bread for the World demanded in front of the Berlin Parliament: “Change the Politics not the Climate”.

Policy Recommendations

The policy recommendations that issue from the CAFI 2024 for both German and international climate adaptation finance build on the recommendations from last year’s report. At the same time, in light of increased climate risks and the largely lacking progress in distributive justice, there is an even greater urgency to **increase support for climate adaptation significantly and distribute the available funds more effectively to the most vulnerable** countries and, above all, population groups.

The fact that the 2024 index was calculated separately for Germany this time as well makes it possible to make specific and evidence-based recommendations for the German government, too.

1. Increasing access to adaptation funding quickly and effectively for the countries with the highest climate risk remains the most urgent task for both German and international climate adaptation finance. As no visible progress has been made in this regard since last year, this topic should be the subject of a **special summit**, and **Germany, the UN Secretary-General and the Vulnerable 20 Group should invite other countries to this summit as co-hosts**. The following proposals, among others, could be discussed at this kind of summit and beyond.
 2. The call to give the highest priority to supporting the most vulnerable countries and population groups remains the central message, as they are not favoured but disadvantaged when it comes to accessing climate finance. More than ever, policymakers are therefore called upon to find ways **to improve fair, risk-appropriate access to climate adaptation finance** and to end the serious underfunding of the countries with the highest risk. This applies to Germany and to all of the other the international donor countries.
 3. The findings from the *Climate Adaptation Finance Index 2024* clearly show that providing priority access to particularly vulnerable countries is imperative. This includes providing direct access to international adaptation finance to vulnerable groups. **The same applies to the new fund for responding to loss and damage**. Without guaranteed prioritised access, for example via special quotas, it is very likely that countries and groups of people with multi-dimensional vulnerabilities will be disadvantaged when accessing compensation for loss and damage they have suffered, as it has been the case with adaptation funding.

4. The persistent de facto discrimination of particularly vulnerable states and populations regarding access to climate adaptation finance underlines the importance of **taking far greater account of aspects of distributive justice during the negotiation of the New Collective Quantified Goal on Climate Finance (NCQG)** for the period after 2025 than has been the case to date. This also means not further reducing direct access to financing for vulnerable groups and NGOs that support them, but, on the contrary, promoting and facilitating it.
5. **Germany** should take measures to better ensure that its international support for climate adaptation benefits those who are particularly in need of it because they are exposed to the greatest risks. It would be conceivable, for example, to **reserve a fixed share of adaptation support for a clearly defined group of recipient countries**, as is already the case with support for climate protection projects through Germany's International Climate Initiative (IKI).
6. The group of **Least Developed Countries (LDCs)** still does not have adequate access to adaptation financing. Following the example of the Green Climate Fund, a **specific quota for climate adaptation financing** should be established that is reserved for LDCs.
7. **Low Income Countries (LICs) and Lower-middle Income Countries (UMICs) also need priority consideration** when it comes to access to climate adaptation finance, as their participation is currently far below average in relation to their climate risks. To this end, concrete targets should be set in dialog with these countries, and an implementation plan should be developed. These steps should be combined with accompanying measures to improve the framework conditions for access to financing in these countries.
8. With the involvement of the African Union and relevant stakeholder groups, a plan should be developed to **rapidly improve access to financing for the particularly underfunded African countries**, many of which are suffering from multiple crisis involving poverty, food insecurity, violent conflicts, displacement and debt. In Germany, the BMZ should make improved access for African partners to German climate adaptation support a key component of its new **Africa strategy**.
9. Building on what has been accomplished and **ensuring a fair share of climate adaptation finance for all Small Island Developing States (SIDS)** is an achievable goal that should be pursued as another priority. According to the IPCC, this group of states in particular is facing especially great challenges, is already reaching some of the hard limits of climate adaptation and needs special support. **Germany needs to increase its support here in particular**, as the index shows.
10. There are serious challenges relating to risk-appropriate adaptation financing for fragile states. They often take centre stage where climate change is concerned, which frequently leads to humanitarian disasters. To date, too little effort has been made and, above all, hardly any results have been achieved in finding effective solutions together with these countries. The **increased involvement of international and non-governmental organisations** that are active in these countries and have a lot of experience in supporting suffering population groups in fragile contexts can be an essential building block here.



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Abbreviations

ADB	Asian Development Bank
AF	UN Adaptation Fund
BMZ	Federal Ministry for Economic Cooperation and Development
CAFI	<i>Climate Adaptation Finance Index</i>
CBD	UN Convention on Biological Diversity
COP	Conference of the Parties of the United Nations Framework Convention on Climate Change
DRMKG	EU Disaster Risk Management Knowledge Centre
FCDO	Foreign, Commonwealth & Development Office (U.K.)
FFP	Funds for Peace
GCF	Green Climate Fund
GEF	Global Environmental Facility
IASC	Inter-Agency Standing Committee Reference Group on Risk, Early Warning and Preparedness
IHLEG	Independent High-Level Expert Group on Climate Finance
HIC	High Income Country
IFC	International Finance Corporation
IKI	International Climate Initiative of Germany
LDCs	Least Developed Countries
LDCF	Least Developed Countries Fund
LIC	Low Income Country
LMIC	Lower-middle Income Country
NAP	National Adaptation Plan
NCQG	New Collective Quantified Goal on Climate Finance
NGOs	Non-governmental organisations
REDD+	Reducing emissions from deforestation and forest degradation in developing countries, with additional activities to enhance carbon stocks
SIDS	Small Island Developing States
OECD-DAC	Development Assistance Committee of the Organisation for Economic Cooperation and Development
UMIC	Upper-middle Income Country
UNCCD	United Nations Convention to Combat Desertification
UNEP	United Nations Environmental Program
UNFCCC	United Nations Framework Convention on Climate Change
USAID	U.S. Agency for International Development
WB	World Bank

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