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Second assessment and review of the effectiveness of the Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from Their Utilization

Analysis of financial resources and resource mobilization supporting the implementation of the Nagoya Protocol**

Note by the Secretariat

I. Introduction and methodological approach

A. Purpose and scope of the document

1. This document presents an analysis of financial resources and resource mobilization supporting the implementation of the Nagoya Protocol, with a particular focus on capacity-building and development, the document provides a factual and analytical overview of the financial support for access and benefit-sharing, including trends in funding sources, modalities and areas of focus over time.
2. The Conference of the Parties serving as the meeting of the Parties to the Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization agreed to the methodology for the second assessment and review of the effectiveness of the Protocol in decision NP-5/5, including the elements set out in the annex to that decision. Element (c) provides for an assessment of support available for implementation, including Articles 22 and 25.
3. The analysis presented in this document is intended to inform and support the second assessment and review of the effectiveness of the Nagoya Protocol, including consideration of progress, challenges and emerging trends related to financial resources and resource mobilization in accordance with the agreed methodology.

B. Sources of information and methodological notes

4. The analysis draws primarily on information on financial resources and resource-mobilization efforts supporting the implementation of the Nagoya Protocol since its adoption in 2010. Where necessary to ensure completeness, selected initiatives initiated prior to the adoption of the Protocol or overlapping with the post-adoption period are also included. This approach ensures a comprehensive view of trends in implementation support and resource mobilization over time.

* [CBD/SBI/7/1](#).

** The present document is being issued without formal editing.

5. The sources of information used for the analysis include:

(a) First national reports submitted by Parties to the Nagoya Protocol up to 9 March 2026. Ninety-six Parties had submitted their first national report by that date, out of the 142 Parties with an obligation to submit;¹

(b) Information on capacity-building projects and the Access and Benefit-sharing Clearing-House are among the principal sources of information identified;

(c) Information made available through the Access and Benefit-sharing Clearing-House by Parties, other Governments, indigenous peoples and local communities and relevant organizations regarding their financial resources, resource-mobilization and related implementation support for Access and Benefit-sharing activities;

(d) Project identification forms (PIFs) or other information available in the Global Environment Facility's (GEF) Project Database² and the GEF Small Grants Programme Project Database;³

(e) Information provided by organizations implementing and/or executing capacity-building initiatives.

6. The analysis is based on the best available financial information identified by the Secretariat. While funding data are incomplete for a limited number of national, regional/subregional and global initiatives, resulting in aggregate figures that should be interpreted as indicative and likely underestimating total financial resources, the information available provides a basis for identifying patterns and trends in the deployment of financial resources over time.

7. The analysis presented in this document is intended to inform and support the second assessment and review of the effectiveness of the Nagoya Protocol, including consideration of progress, challenges and emerging trends related to financial resources and resource mobilization in accordance with the agreed methodology.

C. Structure of the document

8. Section II contains a review of financial resources supporting access and benefit-sharing implementation provided through the Global Environment Facility, including trends across replenishment cycles.

9. The financial resources supporting access and benefit-sharing implementation beyond GEF Trust Fund allocations, including bilateral, multilateral and other international sources of support, as well as domestic resource mobilization efforts are examined in section III.

10. Section IV contains an analysis of the thematic areas and types of activities supported by financial resources for the implementation of the Nagoya Protocol drawing on the analysis in document CBD/SBI/7/INF/6 on capacity-building and development. Reflecting the close linkage between finance and capacity-building, the section highlights relevant findings from that document in relation to financial resources, with reference to the outcome areas of the Capacity-building and Development Action Plan (2010–2026).

11. Section V contains a review of the geographic distribution of financial resources supporting implementation at national, regional and subregional levels, while in section VI, a synthesis of key trends and patterns observed across funding sources, modalities and levels of implementation is provided.

¹ All national reports submitted on the Access and Benefit Sharing (ABS) Clearing-House are available at the following link: <https://absch.cbd.int/en/reports>.

² The GEF Project Database can be accessed at: <http://www.thegef.org/projects>.

³ The GEF Small Grants Programme Project Database can be accessed at: <https://sgp.undp.org/>.

12. Section VII presents concluding observations on the evolution, distribution and thematic focus of financial resources and resource mobilization and reflects on their implications for discussions on the effectiveness and future orientation of support for the implementation of the Nagoya Protocol.

II. Overview of the Global Environment Facility (GEF) support to the implementation of the Nagoya Protocol - (funding evolution across programming cycles -2010–2026)

A. Phases of GEF support across programming cycles (GEF-4 to GEF-8)

13. The assessment of financial resources and resource mobilization from GEF and GBFF for support of access and benefit-sharing under the Nagoya Protocol examines how funding patterns have evolved over time, complementing trends reported in national reports. The analysis is structured around GEF programming cycles (GEF-4 to GEF-8), spanning the periods 2006–2026, which provides a consistent temporal framework for examining changes and continuities in financial support.

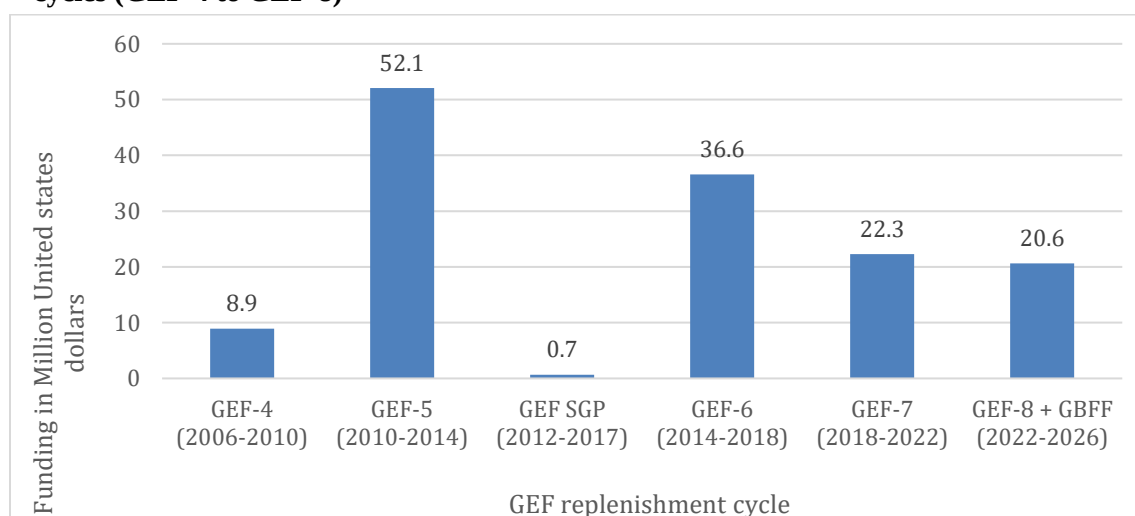
14. It is important to note that the categorization of GEF-financed access and benefit-sharing support presented in this section is based on analytical review of activities across GEF programming cycles and is used solely to illustrate trends in the portfolio over time. These categories do not imply a linear sequence, graduation, or change in GEF guidance, as countries continue to access support for foundational, early implementation, and scaling-up activities in parallel, depending on national circumstances.

15. The period 2006–2010, corresponding to the years immediately preceding the adoption of the Nagoya Protocol in 2010. Is therefore considered a foundational or preparatory phase. While the primary focus of the assessment is on the period 2010–2026, inclusion of this pre-Nagoya period provides essential context for understanding subsequent patterns of support.

16. A more detailed examination of the evolution of GEF trust fund replenishment support for access and benefit-sharing across programming cycles is presented in the next section. In order to avoid repetition, that section elaborates on these trends through a comparative overview of funding across cycles, as illustrated in table I below, while figure I provides a visual depiction of the phases of GEF support for ABS-related projects over the period 2006–2026.

Figure I

Phases of GEF support for access and benefit-sharing-related projects across programming cycles (GEF-4 to GEF-8)



B. Evolution of GEF Trust Fund replenishment support for access and benefit-sharing and the Nagoya Protocol across programming cycles (2006–2026)

17. As is illustrated by table 1 below, GEF support for access and benefit-sharing has evolved progressively across programming cycles in line with the maturation of the Nagoya Protocol. Early support under GEF-4 (2006–2010), which predates the adoption the Protocol, played a largely catalytic or foundational role, with limited but strategic financing embedded within broader biodiversity programmes to support awareness-raising, policy dialogue and institutional readiness.

Table 1

Evolution of GEF Trust Fund replenishment levels for access and benefit-sharing and Nagoya Protocol implementation across programming cycles (2006–2026)

<i>GEF Funding Source</i>	<i>Approximate core funding in United States dollars</i>	<i>Programming period</i>	<i>Type of access and benefit-sharing support financed by GEF</i>
GEF TF/ GEF-4	8,940,500	2006–2010	Foundational/Preparatory
GEF TF and NPIF/ GEF-5	52,086,366	2010–2014	Scale-up and anticipatory support/ratification
GEF SGP	686,474	2012–2017	Scale up and anticipatory support/ratification overlap with early implementation and consolidation
GEF TF/ GEF-6	36,566,609	2014–2018	Early implementation and consolidation
GEF TF/ GEF-7	22,288,474	2018–2022	Mainstreaming with constrained funding
GEF TF and GBFF/ GEF-8	20,647,575	2022–2026	Results-oriented reinforcement linked to assessment and reporting

18. GEF-5 (2010–2014), coinciding with the adoption of the Nagoya Protocol, marked the first significant scale-up of access and benefit-sharing related financing. During this period, access and benefit-sharing emerged as a distinct programming priority, with anticipatory and bridge financing supporting readiness, ratification processes and early institutional development, complemented by targeted engagement through modalities such as the GEF Small Grants Programme.

19. GEF-6 (2014–2018) aligned with the entry into force of the Nagoya Protocol and the period leading up to the first assessment of effectiveness, informed by interim national reports submitted by Parties. During this phase, financial support began to move beyond broad readiness activities toward early implementation and consolidation, with resources increasingly directed towards operationalising legal, institutional and administrative access and benefit-sharing frameworks and addressing emerging implementation challenges.

20. Under GEF-7 (2018–2022), access and benefit-sharing related financing became more selective and was increasingly mainstreamed within broader biodiversity and governance portfolios. While overall funding levels declined, this reflected constrained funding conditions and growing competition across global priorities, rather than diminished relevance of access and benefit-sharing, without support focusing on targeted system-strengthening interventions. The emergence of result-oriented reinforcement linked to assessment and reporting arguably initiates in this phase.

21. GEF-8 (2022–2026) supported by both the Global Biodiversity Framework Fund (GBFF), signals a renewed emphasis on access and benefit-sharing financing. This phase reflects closer alignment between financial resources, implementation outcomes accountability frameworks, informed by the Kunming-Montreal Global Biodiversity Framework, particularly Goal C and Target 13, and the assessment and review of the Nagoya Protocol. Trends in GEF and GBFF Financing for access and benefit-sharing and the Nagoya Protocol Over Time (2006–2026).

22. As depicted in figure I above financial resources mobilized through the GEF and more recently, the GBFF illustrates a transition from early, enabling investments to more structured, implementation-focused and results-oriented support for access and benefit-sharing between 2006 and 2026. The observed trajectory broadly mirrors the evolution of the Nagoya Protocol, from conceptual foundations and readiness, to implementation, consolidation and renewed emphasis on accountability and global biodiversity targets.

23. Financial support for access and benefit-sharing (ABS) under the GEF evolved significantly across programming cycles. Allocations increased from approximately \$8.9 million under GEF-4, when ABS was not yet a distinct programming area, to \$52.1 million under GEF-5, which served as bridge financing ahead of the Nagoya Protocol's entry into force.

24. From GEF-6 onward, allocations declined as support became more targeted and increasingly informed by implementation experience, greater mainstreaming of ABS within broader biodiversity portfolios, and heightened competition for limited international public finance. Under GEF-8, combined funding from the GEF Trust Fund and the GBFF amounted to approximately \$20.6 million, reflecting a qualitative shift toward more selective, results-oriented, and framework-aligned programming under the Kunming-Montreal Global Biodiversity Framework, with stronger links to implementation outcomes and reporting processes under the Nagoya Protocol.

25. Overall, while funding levels have fluctuated across cycles, the GEF has remained the central multilateral mechanism for mobilising international public finance for access and benefit-sharing implementation, with GEF-8 representing a significant step towards greater coherence with global biodiversity targets and accountability processes.

C. Key trends and implications for resource mobilization under the Nagoya Protocol

26. Taken together, the evolution of GEF and, where applicable, Global Biodiversity Framework Fund support for access and benefit-sharing reflects changing patterns of emphasis in the GEF portfolio over time, rather than shifts in eligibility or guidance. While countries continue to access GEF support for foundational, early implementation, and scaling-up measures in accordance with national circumstances, the portfolio as a whole shows increased differentiation and targeting as experience with implementation of the Nagoya Protocol has grown. Across programming cycles, the GEF has remained the principal multilateral mechanism mobilizing international public finance for access and benefit-sharing implementation.

27. The GEF-8 cycle, with approximately USD 20.6 million allocated to access and benefit-sharing, illustrates these portfolio-level trends. Rather than reflecting a uniform expansion in funding levels, recent support is characterized by greater selectivity, increased mainstreaming of access and benefit-sharing within broader biodiversity programming, and closer alignment with implementation monitoring, reporting, and review processes under the Protocol. The establishment of the Global Biodiversity Framework Fund and the adoption of the Kunming-Montreal Global Biodiversity Framework have further reinforced these qualitative dimensions, linking access and benefit-sharing more explicitly to global biodiversity goals and targets.

28. Overall, observed trends point to increasing coherence between financial resources, implementation needs, and review processes, underscoring the importance of flexible, evidence-based, and strategically deployed financing to support effective and sustained implementation of the Nagoya Protocol over time.

III. Financial resources for access and benefit-sharing implementation beyond GEF Trust Fund support

29. This section reviews information reported in the first national reports by Parties and implementing organisations on financial resources supporting access and benefit-sharing implementation beyond allocations from the GEF Trust Fund. The analysis aims to identify patterns

in funding sources and geographic orientation, rather than to provide an exhaustive accounting of donor contributions. It highlights complementarities with GEF support and provides a qualitative overview of the broader access and benefit-sharing resource landscape

A. Access and benefit-sharing-related funding from other international and bilateral sources

30. Information reviewed indicates that access and benefit-sharing-related funding from international and bilateral sources beyond the GEF Trust Fund remains highly concentrated and unevenly distributed, both in terms of funding sources and geographic focus.

31. A limited number of international and bilateral organisations have provided core funding support for national, regional, sub-regional and global access and benefit-sharing initiatives during the reporting period. Overall, global-level initiatives account for the largest share of reported non-GEF support while national-level funding from non-GEF sources remains comparatively limited.

32. Regional and sub-regional funding has supported access and benefit-sharing related activities, including pilot initiatives, peer learning, and regional cooperation, frequently alongside multilateral funding streams.

33. Based on available reported data, contributions originating from governments and institutions in developing regions appear limited in relative terms, underscoring ongoing challenges in mobilizing and tracking domestic and regional resources for access and benefit-sharing at the national level. This highlights the continued importance of strengthening enabling conditions, capacity, and reporting mechanisms to support more diversified and sustainable resource mobilization for implementation of the Nagoya Protocol.

34. Due to incomplete public data recorded figures understate the total volume of non-GEF access and benefit-sharing support. As such, the analysis focuses on distributional patterns and roles of funding sources rather than absolute contribution levels.

B. Core funding sources of ongoing and approved access and benefit-sharing implementation projects

35. The preceding section examined access and benefit-sharing-related financial support from a broad range of international and bilateral sources over time. Building on this context, the present section focuses specifically on the core funding sources underpinning ongoing and approved access and benefit-sharing implementation projects, providing insight into the current configuration of active financial support. This distinction highlights not only shifts in funding modalities but also the degree to which access and benefit-sharing implementation continues to rely on a relatively limited set of sustained financing mechanisms.

36. Analysis of ongoing and approved access and benefit-sharing implementation projects indicates that active financial support is currently concentrated among a relatively limited set of funding sources, with the Global Environment Facility continuing to play a central role through successive replenishment cycles. Non-GEF trust funds and bilateral sources have provided targeted and time-bound support, often addressing specific thematic priorities or bridging gaps between GEF programming cycles, rather than functioning as sustained or primary drivers of access and benefit-sharing resource mobilization.

37. This pattern underscores the continuing centrality of the financial mechanism under the Convention, alongside the catalytic and complementary role of other funding sources and highlights the importance of maintaining predictable and coherent financing arrangements to support effective implementation of the Nagoya Protocol over time.

C. Domestic resource mobilization in the context of access and benefit-sharing implementation

38. Domestic resource mobilization, as reflected in Parties' first national reports, refers primarily to financial resources allocated from national public budgets to support implementation of the Nagoya Protocol, including funding embedded within broader environmental, biodiversity or development frameworks. The analysis indicates that domestic budgetary allocations for access and benefit-sharing remain limited, uneven, and often not systematically earmarked. In many cases, access and benefit-sharing-related activities are financed through project-based arrangements or short-term budget lines rather than stable, institutionalized financing mechanisms, reflecting competing national priorities and fiscal constraints.

39. As a result, international public finance, most notably support from the Global Environment Facility (GEF), continues to play a central role in enabling access and benefit-sharing capacity-building, institutional development and early implementation. GEF support has frequently compensated for limited domestic resources, facilitating the establishment of legal frameworks, competent authorities, permitting systems, awareness-raising activities, and related infrastructure. However, national reports also highlight that continued reliance on time-bound external projects can pose challenges for the long-term sustainability of access and benefit-sharing administrative, monitoring, and digital systems once project funding concludes.

40. At the same time, first national reports point to early signs of progression in domestic resource mobilization. An increasing number of Parties report efforts to integrate access and benefit-sharing into broader national biodiversity finance strategies, including those aligned with the Kunming-Montreal Global Biodiversity Framework, and to establish mechanisms for allocating national budgetary resources to access and benefit-sharing implementation. While these efforts remain at an early stage in many countries, they suggest a gradual strengthening of domestic ownership. Overall, although domestic public budgets constitute the core of domestic resource mobilization, their contribution to access and benefit-sharing implementation remains secondary to international financing. Strengthening the scale, predictability and institutionalisation of domestic support alongside continued multilateral assistance and diversified financing approaches, will therefore be critical to enhancing the long-term sustainability and effectiveness of implementation of the Nagoya Protocol.

D. Complementarity with Global Environment Facility support

41. International and bilateral financial resources outside the Global Environment Facility (GEF) have played a complementary and catalytic role in supporting implementation of the Nagoya Protocol, particularly by addressing region-specific and thematic needs, sustaining momentum between GEF programming cycles, and reinforcing emerging priorities under the Kunming-Montreal Global Biodiversity Framework.

42. Evidence from national reports confirms that, while a range of bilateral, regional, and multilateral sources contribute to access and benefit-sharing implementation, external project-based financing, primarily channelled through the GEF, remains the main source of international public finance for most Parties. Non-GEF resources continue to be limited in scale, unevenly accessed, and concentrated among a small number of donors, underscoring the continuing centrality of the GEF and the importance of enhanced coordination, improved transparency, and strengthened domestic resource mobilization to support balanced and sustainable financing for access and benefit-sharing.

IV. Thematic orientation of financial support for access and benefit-sharing implementation

(Indicative alignment with the capacity-building outcome areas, 2010–2026)

43. For a detailed analysis of capacity-building outcome areas under the Capacity-Building and Development Action Plan, including their thematic distribution, readers are referred to the dedicated information document ([CBD/SBI/7/INF/6](#)) prepared for the second assessment and review, in particular figure V on thematic coverage across outcome areas. In the context of the present document, these outcome areas are used solely as an analytical lens to examine the thematic orientation of financial resources and resource-mobilization efforts supporting implementation of the Nagoya Protocol, without implying any proportional allocation of funding across outcomes.

44. Across the period 2010–2026, the thematic profile of initiatives supported indicates that financial resources mobilized for access and benefit-sharing have been predominantly oriented towards strengthening foundational regulatory and operational capacities under the Protocol. A large share of initiatives relates to developing and enforcing access and benefit-sharing measures, supporting compliance, negotiating mutually agreed terms, and enabling the participation of Indigenous Peoples and local communities. This pattern reflects the central role of legal, institutional, and procedural capacities in enabling early and sustained implementation, particularly during the initial and consolidation phases of the Protocol.

45. At the same time, comparatively fewer initiatives have been associated with outcome areas related to endogenous research and development and whole-of-government or whole-of-society approaches, the latter having been adopted only in later iterations of the Action Plan. These patterns should be interpreted as indicative of cumulative implementation sequencing rather than selective financial prioritisation, as most initiatives contribute to multiple outcome areas and information on the internal distribution of financial resources is not available. From a resource-mobilization perspective, this suggests areas where future financing, particularly domestic and diversified sources, may need to be strengthened to support emerging priorities, while recognising that funding decisions remain subject to national circumstances and donor programming frameworks.

V. Geographic distribution of financial resources supporting implementation of the Nagoya Protocol

A. Distribution of access and benefit-sharing capacity-building funding across levels of implementation

46. Given that implementation of the Nagoya Protocol occurs primarily at the national level, the analysis first examines the distribution of financial resources and for national implementation, followed by an assessment of regional and sub-regional initiatives that complement national efforts.

47. The distribution of access and benefit-sharing-related financial resources across levels of implementation confirms a tiered financing model, with the majority of recorded support directed towards national implementation, complemented by regional and global initiatives that play enabling and catalytic roles. Despite identified data gaps, the available information is sufficient to demonstrate consistent patterns in allocation across national, regional/sub-regional and global as presented in Table 2 below.

Table 2

Amount of funding for capacity-building access and benefit-sharing projects (2006–2026)

<i>Scope</i>	<i>Number of Projects</i>	<i>Percentage of Projects</i>	<i>Amount of Funds in dollars</i>	<i>Percentage of Funds</i>
National	102	76	213,218,614	62

Regional/Subregional	23	17	96,931,068	28
Global	9	7	35,058,353	10
Total	134	100	345,208,035	100

48. The national level represents the primary focus of access and benefit-sharing capacity-funding. A total of 102 national projects were implemented, accounting for the largest share of both project number and funding. While funding information was unavailable for 15 projects, the remaining national initiatives account for approximately \$213.2 million, representing about 62% of the total recorded funding. This concentration confirms that the financial resources have been predominantly directed towards strengthening country-level legal, institutional and administrative capacities, consistent with the Protocol's emphasis on national implementation.

49. At the regional and subregional level, 23 projects were supported, with recorded funding of approximately \$96.9 million, (around 28% of total funding), notwithstanding missing data for three projects. Although fewer in number than national initiatives, these projects typically received higher project funding per-project, reflecting their function in promoting regional cooperation, harmonization of approaches, peer learning, and shared systems among Parties.

50. At the global level, nine projects accounted for approximately \$35.1 million, (about 10% of recorded funding), supporting global knowledge generation, guidance development and multi-country implementation support. Overall, the data point to a tiered financing model in which national implementation is the primary locus of investment, supported by regionally and globally focused initiatives.

51. Differences in funding levels across projects reflect divergent implementation pathways, sequencing and institutional readiness, rather than comparative levels of commitment. This reinforces the importance of sustained domestic and diversified resource mobilization over time, while recognising the critical catalytic role of international public finance in enabling initial implementation stages

B. Data completeness and interpretative considerations

52. The assessment also identifies incomplete financial information for a number of projects, which should be taken into account when interpreting aggregate funding figures. At the national level, funding data are unavailable for 15 projects. At the regional/subregional level, funding information is missing for 3 projects, and at the global level for 1 project. Consequently, the recorded funding totals presented above likely underestimate the full volume of resources mobilized, particularly at the national level where the majority of projects are concentrated.

53. Despite these data gaps, the available information is sufficient to identify clear patterns in the allocation of resources across levels of implementation and to support qualitative analysis of financing trends without drawing conclusions regarding the adequacy or effectiveness of individual funding decisions.

54. An analysis of core funding accessed by Parties for national access and benefit-sharing projects indicates a differentiated distribution of resources.

55. Recorded allocations range from relatively high funding levels in a small number of cases (approximately \$10–23 million) to more moderate allocations clustered between \$2 and 6 million for most recipients. This variation reflects differences in implementation pathways, institutional readiness, and sequencing rather than comparative levels of commitment or performance. The observed pattern underscores the phased and demand-driven nature of access and benefit-sharing financing and highlights the catalytic role of international public finance.

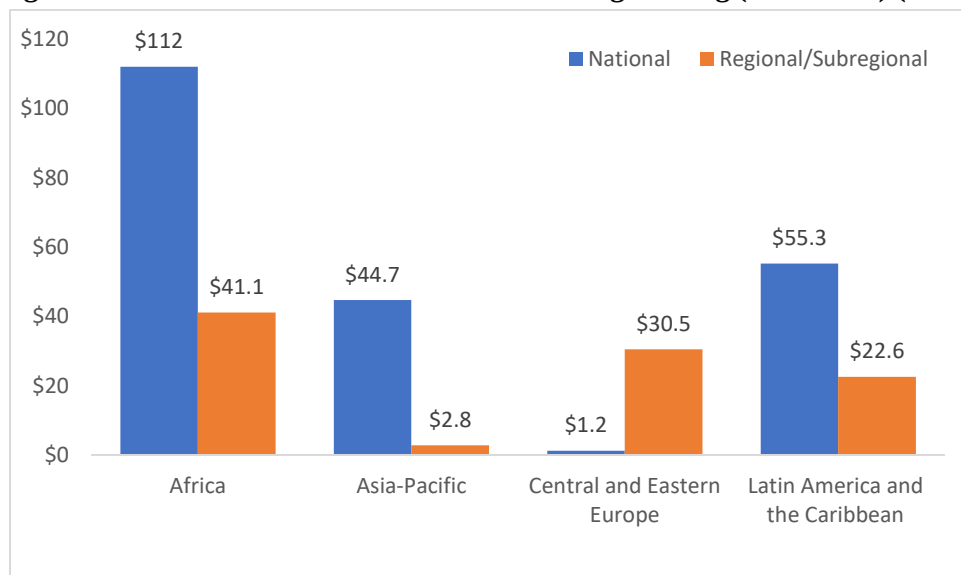
56. At the same time, differences in funding levels reinforce the importance of strengthening domestic and diversified resource mobilization over the long-term, while international support has been essential for enabling initial implementation, reliance on time-bound external financing

underscores the need to embed access and benefit-sharing implementation within sustainable national financing frameworks to ensure continuity and effectiveness.

C. Regional and subregional distribution of financial resources and patterns of support

Figure II

Regional distribution of access and benefit-sharing funding (2010–2026) (in \$Million)



57. An analysis of access and benefit-sharing-related funding accessed by region between 2010 and 2026 based on figure II indicates differentiated patterns of engagement shaped by national demand, absorptive capacity and the modalities through which projects have been implemented.

58. On the basis of the available data, three principal regional clusters emerge: Africa; Asia-Pacific together with Latin America and the Caribbean; and Central and Eastern Europe (CEE). These clusters reflect broad similarities in the scale and configuration of access and benefit-sharing related support over time rather than precise funding allocations. It is noted, however, that the presence of multi-country, regional and subregional initiatives, often addressing multiple thematic areas simultaneously, limits the extent to which aggregate regional figures can be interpreted as direct measures of implementation effort. In this context, national-level funding data provide a more reliable indication of effective engagement with access and benefit-sharing implementation under the Nagoya Protocol.

59. Africa received the highest overall allocation of access and benefit-sharing-related funding, driven primarily by national-level projects. Approximately \$112 million was channelled through national initiatives, complemented by around \$41 million in regional and subregional support. This distribution reflects strong engagement in country-specific access and benefit-sharing implementation, with resources directed towards the development and operationalization of legal and institutional frameworks, capacity-building for competent authorities, and mechanisms supporting the participation of Indigenous Peoples and Local Communities in benefit sharing. Regional and subregional initiatives have played a complementary role, primarily supporting knowledge exchange, coordination and shared capacity-building efforts across countries.

60. The Asia-Pacific region and Latin America and the Caribbean (LAC) show comparable levels of national engagement, with differing patterns of regional support. Asia-Pacific received approximately \$45 million in national funding and \$2.8 million at the regional/subregional level, indicating a predominantly country-driven approach to access and benefit-sharing support.

61. In contrast, LAC received approximately \$55 million in national funding, supplemented by \$22.5 million through regional and subregional initiatives.

62. This stronger regional dimension reflects shared legal traditions, cross-border biodiversity contexts, and the presence of established regional cooperation platforms. These differences reflect region-specific implementation strategies rather than variations in commitment or priority accorded to access and benefit-sharing.

63. In Central and Eastern Europe, funding data require careful interpretation. The region shows approximately \$1 million in national access and benefit-sharing-related funding and around \$30 million attributed to regional or subregional initiatives. However, the principal regional project in CEE covers a broad range of environmental themes and involves three participating countries, with only one country addressing access and benefit-sharing within its broader project scope. As a result, the regional funding figure overstates the level of dedicated access and benefit-sharing investment in the region. For CEE, national-level allocations therefore provide a more accurate reflection of actual engagement with access and benefit-sharing implementation, while regional figures should be interpreted cautiously.

64. Overall, the regional distribution of access and benefit-sharing-related funding reflects demand-driven and context-specific patterns, rather than uniform allocation across regions. Regions with higher national-level allocations tend to exhibit more advanced or complex access and benefit-sharing implementation pathways and greater capacity to absorb and implement country-level projects. Regional and subregional initiatives appear most effective where they complement, rather than substitute, national implementation efforts. This pattern is consistent with observations reported by Parties regarding the importance of targeted capacity-building, the sustainability of national access and benefit-sharing systems, and the strategic use of regional cooperation mechanisms to support implementation outcomes.

VI. Trends and patterns in financial resources and resource mobilization

65. Drawing together evidence from preceding sections, this section synthesises observed trends and patterns in financial resources and resource mobilization supporting the implementation of the Nagoya Protocol. It highlights cross-cutting developments in the scale, focus, and modalities of support across funding sources and over time.

A. GEF and resource mobilization

66. Experience under GEF-7 confirms that access and benefit-sharing financing has remained largely dependent on international public finance, with the GEF Trust Fund continuing to serve as the primary source of support. Funding for access and benefit-sharing under this cycle was predominantly project-based and time-bound, with only limited and uneven integration of access and benefit-sharing functions into national budgets. While some Parties reported allocating domestic resources, these contributions were generally modest and insufficient to reduce reliance on external funding. Expectations that access and benefit-sharing implementation would generate increased private-sector engagement and monetary benefit-sharing flows were not widely realized during this period; instead, non-monetary benefits such as research cooperation, capacity building and technology transfer continued to predominate.

67. From a resource-mobilization perspective, GEF-8 presents a mixed picture. On the positive side, the introduction of the Global Biodiversity Framework Fund (GBFF) has added a new financing modality that strengthens alignment between access and benefit-sharing implementation, broader biodiversity finance strategies and results-based monitoring under the Kunming-Montreal Global Biodiversity Framework. This has contributed to improved coherence between financial resources, policy objectives and accountability frameworks. However, these advances have not yet translated into a structural shift in the financing landscape. access and benefit-sharing funding remains largely reliant on international public finance, with domestic budget allocations still limited and uneven, and private-sector contributions and monetary benefit-sharing flows continuing to be sporadic, difficult to aggregate and insufficient to offset dependence on project-based funding.

68. Across both replenishment cycles, Parties reported that GEF support through the biodiversity focal area has been instrumental in strengthening national legal and institutional frameworks, developing permitting systems and piloting benefit-sharing approaches. At the same time, Parties highlighted recurring challenges, including competition for STAR allocations, procedural delays, and sustainability concerns following project completion.

69. Overall, while GEF-8 reflects incremental diversification, including through global funds, it does not yet signal a structural breakthrough in domestic or market-based resource mobilization for access and benefit-sharing implementation.

B. Insights from resource mobilization from the distribution of financial resources across national, global and regional subregional and global levels

70. The distribution of financial resources across national, regional, sub-regional and global levels suggests a financing landscape that is predominantly nationally oriented, reflecting the central role of domestic legal, institutional and administrative systems in implementing the Nagoya Protocol. This pattern indicates a broad alignment between financial support and the operational requirements of access and benefit-sharing, which rely primarily on national implementation capacities.

71. At the same time, the comparatively significant share of resources allocated at the regional and sub-regional levels points to growing recognition of the value of cooperation, peer exchange and coordinated capacity-building among Parties, particularly in addressing shared challenges and building efficiency through collective approaches.

72. Taken together, these patterns illustrate a mature, nationally anchored financing model, complemented by targeted regional and global interventions. They provide an evidence base for considering how resource mobilization under the Nagoya Protocol may evolve to maintain implementation momentum, address emerging thematic priorities, and ensure balanced support across levels and regions, taking into account Parties' respective capacities and circumstances.

C. Responsiveness of the financial mechanism to COP-MOP guidance under the Nagoya Protocol

73. This section examines how guidance provided by the Conference of the Parties serving as the meeting of the Parties to the Nagoya Protocol (COP-MOP) has been reflected in the operation of the financial mechanism, with a view to assessing access and responsiveness rather than the adequacy of funding levels. A summary of COP-MOP guidance and corresponding responses by the Global Environment Facility (GEF) across successive implementation phases is provided in annex 1.

74. Across the period of 2010–2026, COP-MOP guidance has consistently emphasized the need for adequate, predictable and timely financial support, alongside strengthened national institutional capacities and improved mainstreaming of access and benefit-sharing into broader biodiversity and sustainable development strategies. The Global Environment Facility (GEF), as the financial mechanism of the Protocol, has remained the principal channel through which this guidance has been operationalized.

75. During the foundational phase following adoption and entry into force of the Protocol (2010–2018), the GEF responded to early guidance by mobilizing more than substantial resources to support ratification, legislative development, institutional arrangements and readiness activities, including through the Nagoya Protocol Implementation Fund. This support enabled Parties to establish the basic legal and administrative conditions necessary for Protocol implementation.

76. In the subsequent phase (2018–2026), COP-MOP guidance became more implementation-oriented, calling for sustained capacity-building, support for national reporting, strengthened institutional arrangements, and improved mainstreaming and integration of access and benefit-sharing into national planning processes. The GEF continued to respond to through successive replenishment cycles and, under GEF 8, through the introduction of the Global

Biodiversity Framework Fund, which created additional opportunities to support access and benefit-sharing-relevant outcomes aligned with the Kunming-Montreal Global Biodiversity Framework.

77. At the same time, review processes have noted that access and benefit-sharing continues to represent a relatively small share of overall GEF project approvals, and that institutional and operational challenges persist at the national level. Taken together, the evolution of guidance and corresponding responses demonstrates a generally consistent alignment between policy direction and financial support, while underscoring ongoing questions regarding the scale, prioritisation, and strategic positioning of access and benefit-sharing within the broader biodiversity finance architecture.

D. Strategic considerations arising from financial resource mobilization patterns

78. The assessment and review of reports from Parties indicate that challenges related to financial resources and resource mobilization for implementation of the Nagoya Protocol are driven less by the absence of funding mechanisms than by structural, political and institutional factors that shape prioritisation, funding modalities and long-term sustainability of access and benefit-sharing implementation.

79. A first strategic consideration concerns political prioritisation at the national level. Where access and benefit-sharing is not recognized as a governance and development priority, it receives limited budgetary allocation and remains insufficiently integrated into national biodiversity finance strategies and planning frameworks. This, in turn, affects the ability of Parties to access and effectively utilise international financial support, underscoring the importance of sustained political engagement and awareness-raising on the long-term governance, equity and biodiversity benefits of access and benefit-sharing.

80. A second consideration relates to the structure of international access and benefit-sharing financing, which remains highly concentrated and dependent on a limited number of bilateral donors and the Global Environment Facility (GEF). While the GEF continues to play a central role as the financial mechanism of the Convention and the Protocol, this concentration limits predictability and resilience. Greater coherence and coordination across international funding streams, including increased use of regional, sub-regional and global approaches where appropriate, could enhance efficiency, learning and long-term impact.

81. Third, the analysis highlights a persistent mismatch between short-term, project-based funding modalities and the inherently long-term nature of access and benefit-sharing implementation, particularly given the time lag between access, utilisation and benefit-sharing. Episodic capacity-building has shown limited effectiveness where it is not accompanied by sustained investment in institutional systems, compliance mechanisms and administrative continuity, pointing to the need for a gradual reorientation towards long-term, system-level support.

82. Finally, the assessment underscores that responsibility for resourcing the implementation of access and benefit-sharing is shared among all Parties, in line with their respective roles and capacities. While developing country Parties continue to face particular capacity and resource constraints, developed country Parties and user countries also contribute through a range of financial, bilateral and in-kind forms of support, including assistance for compliance, monitoring and transparency systems. Framing access and benefit-sharing financing as a collective investment in legal certainty, equity and global biodiversity governance may help broaden and stabilise the resource base over time.

83. Taken together, these considerations suggest that strengthening financial resources and resource mobilization for access and benefit-sharing implementation will depend less on reliance on individual funding sources or instruments and more on repositioning access and benefit-sharing as a long-term, shared governance priority, supported through predictable, coordinated and system-oriented financing approaches.

E. Opportunities, gaps, and emerging areas

84. This section highlights opportunities, gaps and emerging areas in relation to financial resources and resource mobilization for implementation of the Nagoya Protocol, as reflected in information reported by Parties and supplementary analysis. It focuses on where support remains limited or uneven, and on areas of evolving relevance as national access and benefit-sharing frameworks mature.

85. Information reviewed indicates that international financial support for access and benefit-sharing outside the GEF remains concentrated among a small number of donor Parties and is predominantly channelled through multilateral mechanisms, with direct bilateral financial transfers remaining limited. While a growing number of Parties report having received financial or related support, access remains uneven and reporting on funding amounts and sources is partial, constraining comprehensive assessment of overall resource flows and comparability across countries.

86. At the national level, Parties continue to identify gaps in predictable and sustained financing for the operation of access and benefit-sharing legal, administrative, monitoring and compliance functions. Reported needs include long-term support for competent national authorities, financing for monitoring and reporting obligations, and investment in digital permitting and information systems. These needs reflect the increasing complexity and institutionalisation of national access and benefit-sharing frameworks and point to demand for financing approaches that extend beyond time-bound project support.

87. Analysis of first national reports further indicates that innovative financing approaches, including blended finance, have not yet been applied at scale in the context of access and benefit-sharing implementation. No Parties reported the use of blended or similar mechanisms for access and benefit-sharing-related activities. This finding is consistent with broader biodiversity finance trends, where such approaches have only recently begun to emerge and have so far been applied primarily to conservation-oriented initiatives rather than to access and benefit-sharing-related value chains.

88. Within the access and benefit-sharing context, blended finance has been observed only at an exploratory stage through a limited number of pilot initiatives, including those examining its potential relevance for biotrade development and access and benefit-sharing-related research and commercialisation. Emerging analytical work, including under initiatives such as BIOFIN, suggests that certain access and benefit-sharing-compliant value chains may share characteristics commonly associated with blended finance contexts, such as long-time horizons and high perceived risk. While such approaches remain nascent, these developments point to areas where continued learning and targeted exploration may be relevant over time.

89. Together, these observations illustrate both persistent gaps and evolving areas of opportunity in the financial landscape for access and benefit-sharing implementation. They underscore the importance of sustained attention to predictability, transparency and coordination of financial support, while also pointing to the potential relevance of complementary financing approaches as national access and benefit-sharing systems continue to mature.

VII. Conclusions and strategic direction on financial resources and resource mobilization

90. The assessment of financial resources and resource mobilization for the implementation of the Nagoya Protocol reveals a financing landscape that has evolved alongside the Protocol and remains predominantly oriented towards national-level implementation. Financial support has broadly aligned with operational needs, particularly in strengthening legal, institutional and administrative capacities, complemented by targeted regional and global initiatives that support cooperation, exchange of experience and learning among Parties.

91. The Global Environment Facility (GEF) has remained the central pillar of international public finance for access and benefit-sharing, providing a consistent foundation for early and ongoing implementation. At the same time, reliance on a limited number of funding sources persists, and access and benefit-sharing continues to represent a modest share of overall biodiversity finance. International and bilateral resources outside the financial mechanism have played an important catalytic role in addressing specific needs and sustaining momentum but have not significantly altered the overall funding structure.

92. First national reports indicate gradual, albeit uneven, progress in domestic resource mobilization, including efforts to integrate access and benefit-sharing into broader biodiversity finance strategies aligned with the Kunming–Montreal Global Biodiversity Framework. While domestic public budgets remain secondary to international funding in most countries, enhancing the scale, predictability and institutionalisation of domestic financing will be critical to strengthening national ownership and long-term sustainability, alongside continued international support.

93. Analysis of first national reports also indicates that innovative financing approaches, including blended finance, are not yet applied at scale in the context of access and benefit-sharing and remain largely exploratory. While limited pilot initiatives and emerging analytical work suggest potential relevance for specific downstream activities, such as access and benefit-sharing-related research, commercialisation and biotrade, these approaches are nascent and context-specific. Continued learning and targeted exploration may therefore be warranted over time, without displacing the central role of sustained public and multilateral financing for core access and benefit-sharing governance functions

94. Looking ahead, the assessment and review suggest that enhanced effectiveness of financial resources and resource mobilization will depend less on the expansion of individual funding instruments than on how access and benefit-sharing is prioritized, structured and financed over the long term as a shared governance endeavour. In this context, enhanced effectiveness would be supported by:

(a) the positioning of access and benefit-sharing as a long-term governance priority and public infrastructure investment, rather than a stand-alone regulatory or project-based activity;

(b) consideration of approaches that frame access and benefit-sharing financing as a collective investment in legal certainty, equitable benefit-sharing and global biodiversity governance, recognising differentiated roles and capacities among Parties and the complementary contributions of user countries and other relevant actors;

(c) a gradual shift from episodic, project-based capacity-building towards sustained, system-level support for institutional capacity, monitoring and compliance;

(d) the continued responsiveness and adequacy of the financial mechanism to support long-term and system-oriented investments consistent with evolving implementation needs;

(e) greater coherence, coordination and transparency across international, bilateral and national funding streams, including alignment with priorities emerging from the assessment and review;

(f) strengthened domestic resource mobilization within national biodiversity finance and development planning frameworks, taking into account national circumstances and capacities; and

(g) enhanced integration of financial support with system enablers, including capacity-building and development and the Access and Benefit-sharing Clearing-House, through programmatic and, where appropriate, regional or global approaches.

95. Taken together, these considerations reinforce that effective resourcing of access and benefit-sharing implementation is best understood as a collective investment in durable governance arrangements, rather than as an aid-based financing relationship. This framing provides a strategic

basis for further consideration of financial resources and the financial mechanism in subsequent stages of the assessment and review process.

Annex

Guidance from the Conference of the Parties serving as the meeting of the Parties to the Protocol and corresponding GEF responses under the Nagoya Protocol (2010–2026)

<i>Time period</i>	<i>Guidance from the Conference of the Parties to the Convention / Conference of the Parties serving as the meeting of the Parties to the Protocol to the Global Environment Facility</i>	<i>GEF response</i>
2010–2018 (Foundational Phase)	• Provide financial for ratification and early implementation of the Protocol. Including establishment of access and benefit-sharing legislation, PIC/MAT⁴ procedures, and institutional frameworks. • Support capacity-building for legal, administrative and policy measures required for operational access and benefit-sharing systems	• Invested more than \$60 million United States dollars and leveraged \$120 million in co-financing to support access and benefit-sharing readiness in 100+ countries • Created access and benefit-sharing– specific funding windows in GEF-4 and GEF-5 biodiversity • Establishment and implemented the Nagoya Protocol Implementation Fund (NPIF), funding 13 projects and supporting ratification and early implementation • However, evaluations noted persistent institutional and technical capacity gaps
2018–2026	Guidance from the fifth meeting of the Conference of the Parties serving as the meeting of the Parties to the Protocol: • Ensure timely funding for the first national reports • Strengthen dedicated funding for NP implementation • Support capacity-building and the NP Capacity-building & development action plan • Support access and benefit-sharing mainstreaming into biodiversity and developments strategies • Support access and benefit-sharing mainstreaming into biodiversity and development strategies.	• Continued access and benefit-sharing support via GEF-7 and GEF-8 biodiversity strategies. • Operationalized the Global Biodiversity Framework Fund (GBFF) in 2023, allocating \$2111 million to biodiversity programming relevant to access and benefit-sharing. • Launched GEF-8 enabling activity to support first national reports on NP implementation • Provided institutional and mainstreaming support aligned with COP-MOP directives • COP-MOP noted low number of access and benefit-sharing projects under GEF-8 relative to signalling ongoing funding gaps

⁴ PIC/MAT refers to prior informed consent and mutually agreed terms.

	• Support development of long-term institutional capacity (M&E, access and benefit-sharing frameworks). • Explore options to improve GEF effectiveness and fulfil responding under Article 25	
2010–2026 (Full Trend Assessment)	• Maintain adequate, predictable, and timely financing for implementation. • Strengthen long-term institutional and monitoring systems • Address underlying causes of implementation challenges • Align access and benefit-sharing financing with wider CBD strategies and emerging obligations, including IPLC priorities (per COP-MOP-5)	• Sustained support through GEF-4/5/6/7/8 cycles, focusing on legislative, institutional, and capacity development • Progressive shift from readiness funding to institutionalisation and mainstream • Launch of the GBFF marks a major structural evolution, expanding biodiversity financing scale and infrastructure • Persistent gaps: slow project approval, insufficient access and benefit-sharing-specific allocations under GEF-8, continued institutional bottlenecks
