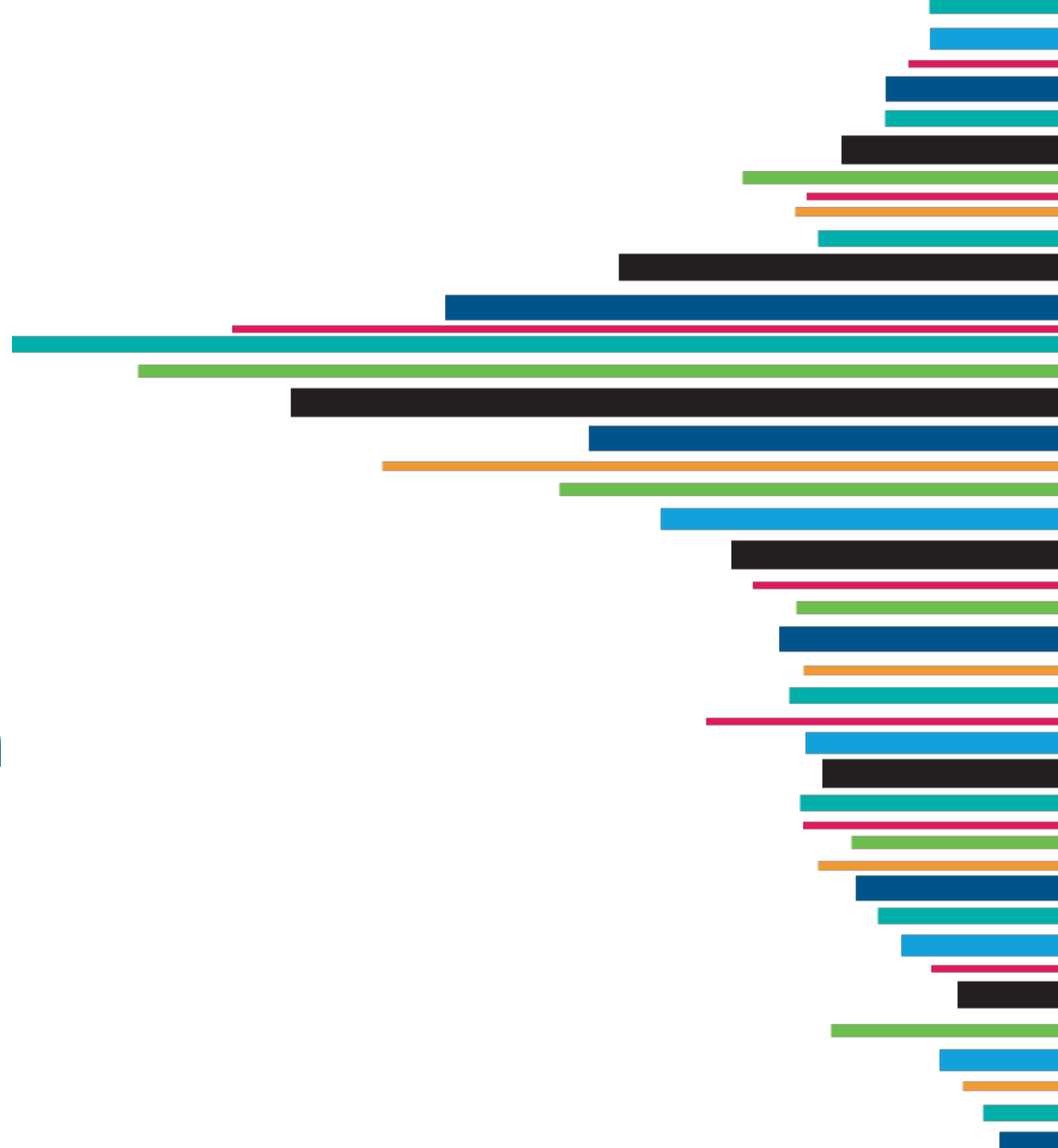




CIF Programmatic Approach Evaluation

Mark Wagner and Jessica Kyle

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Introduction

Purpose of the evaluation:

- To inform enhancements to the programmatic approach in countries within CIF programs in FY 17 and beyond, and in so doing increase the effectiveness of this approach; and
- To identify good practice examples and lessons learned thus far for the benefit of other climate finance mechanisms such as the GCF.

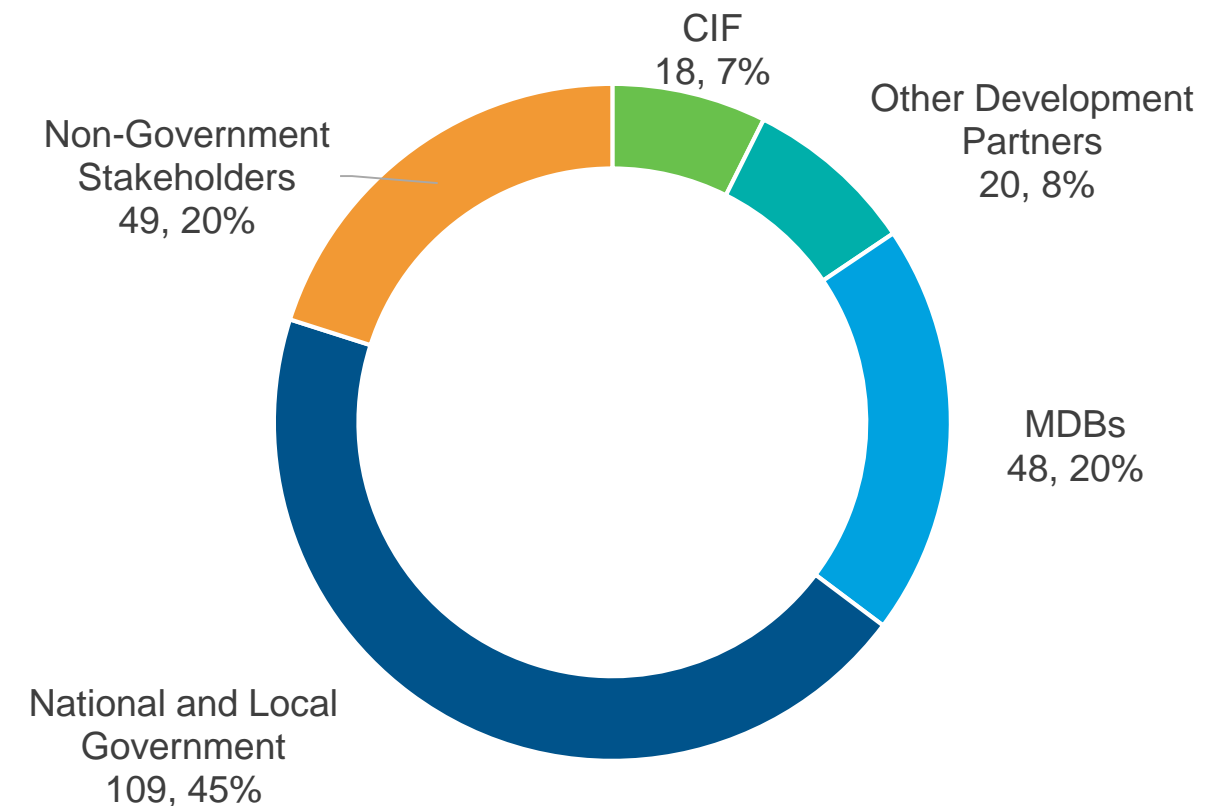
Guided by a multi-stakeholder
Evaluation Reference Group
and CIF E&L

Key learning questions:

- How is the concept of the “programmatic approach” understood by various stakeholders? And what is the theory of change behind it?
- How is the programmatic approach being implemented and what difference has it made?
- What is the value addition of the programmatic approach for CIF private sector operations?
- How can the programmatic approach be strengthened within the CIF, to increase the effectiveness of this approach?

Evaluation approach and methods

- **Theory-based, using contribution and comparative analysis**
- **Draws on evidence and analysis from:**
 - **Literature review** of CIF documents and external documents on program-based approaches
 - **Portfolio and desk-based analyses**
 - **18 country studies:** 8 in-country case studies and 10 remote studies
 - Nearly **250 key informant interviews**
 - Perceptions **survey** administered to full CIF stakeholder community



Key Informant Interviews, Number & Percentage



Understanding the CIF's programmatic approach

The history of the CIF's programmatic approach

- **An original and core design element of the CIF**
 - First climate fund to use this approach as primary delivery modality
 - Motivated by the global aid effectiveness agenda and experience of the GEF
 - Implicitly, not explicitly defined in CIF design documents
- **Early CIF guidelines (2008-10) focused on the use of the programmatic approach to prepare country investment plans (IPs) and SPCRs**
- **As IPs/SPCRs moved into implementation, Joint TFC recognized the need for measures to support the programmatic approach after IP/SPCR endorsement (2011-14)**
 - Called for establishing or strengthening country coordination mechanisms; strengthening country-level MDB partnerships; improving collaboration among country stakeholders
 - Established an expanded country programming budget
 - Issued guidance on roles and responsibilities for government focal points, “lead” MDBs, and the CIF AU to maintain the programmatic approach in the implementation phase

Key features of the programmatic approach

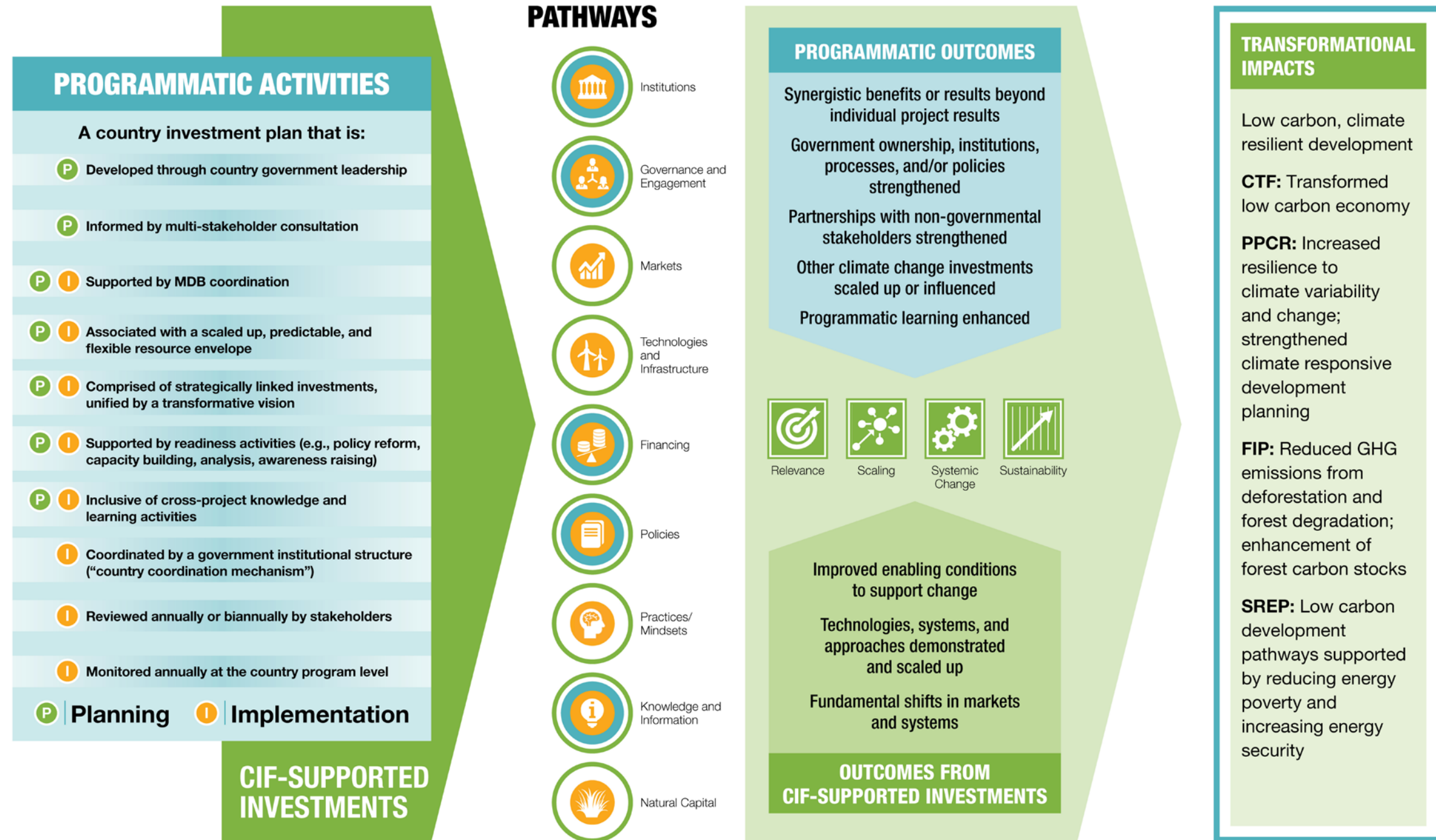
- **A country investment plan that is:**

- Developed through **country government leadership**
- Informed by **multi-stakeholder consultation**
- Supported by **MDB coordination**
- Associated with a **scaled up, predictable, and flexible resource envelope**
- Comprised of **strategically linked investments** unified by a transformative vision

- **Other features vary by CIF program:**

| | PPCR | FIP | SREP |
|--|------|-----|------|
| Supported by readiness activities (e.g., policy reform, capacity building, analysis, awareness raising) | ✓ | | |
| Inclusive of cross-project knowledge and learning activities | ✓ | ✓ | ✓ |
| Coordinated by a government institutional structure (“ country coordination mechanism ”) | ✓ | ✓ | ✓ |
| Reviewed annually or biannually by stakeholders | ✓ | ✓ | ✓ |
| Monitored annually at the country program level | ✓ | ✓ | |

A theory of change for the CIF programmatic approach



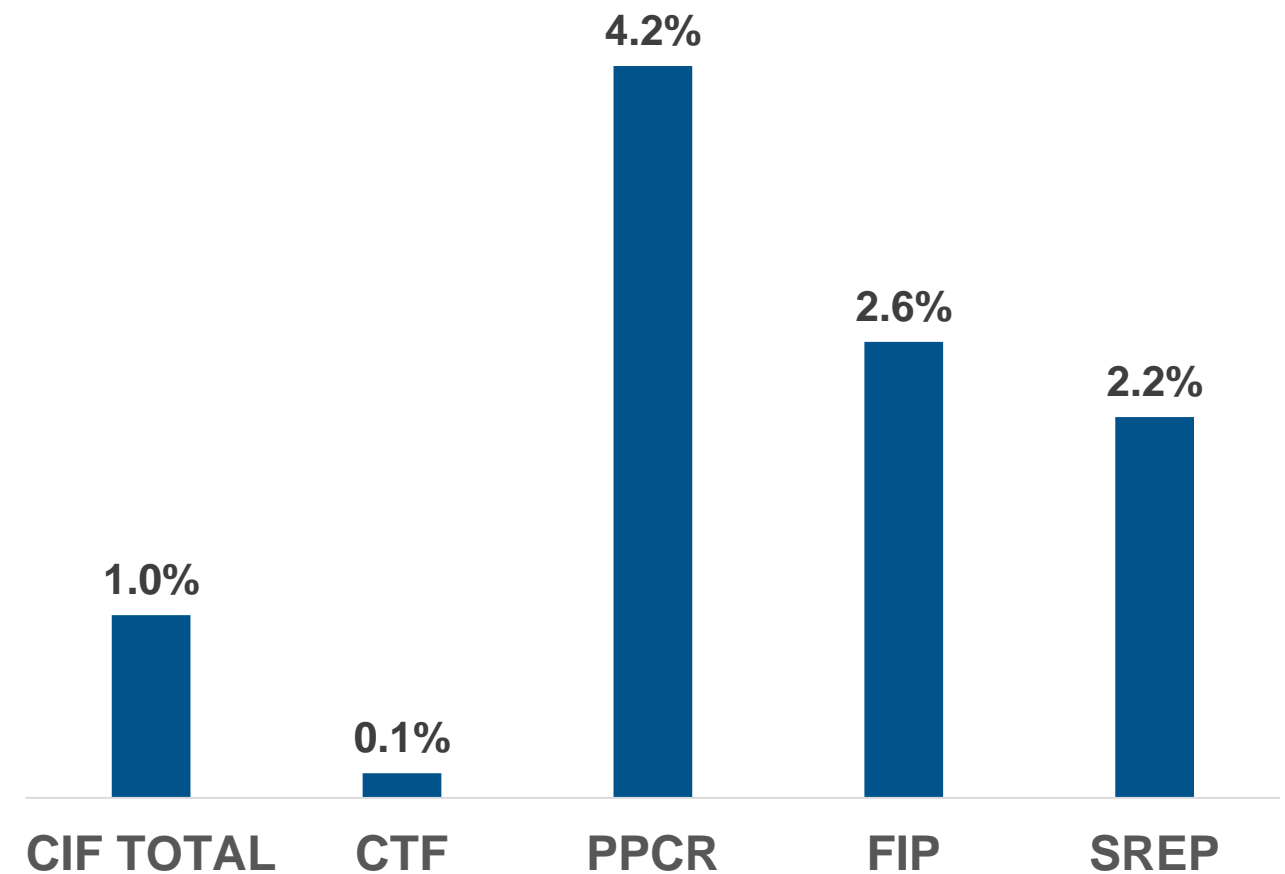
Cost of the programmatic approach

- **Using a programmatic approach has cost approximately \$84 million over the lifetime of the CIF**

- Costs are lowest in the CTF; highest in the PPCR

- **Large majority of resources directed at the planning phase for SCF pilot countries**

Costs of the programmatic approach, as a percentage of total endorsed funding





Findings

In the planning phase, the use of the programmatic approach had significant advantages over a project-by-project approach:

- An organized and often inclusive way to prioritize investments
- A successful platform for MDBs for joint programming and division of labor
- Resource predictability
- An opportunity to link strategic planning with resources
- In PPCR, additional resources for readiness activities

These advantages contributed to:

- Increased ownership and climate change awareness within governments
- Facilitating the design of innovative projects
- Better linkages between private sector projects and public sector actors, especially in CTF
- Initiating cross-sectoral dialogue, especially in PPCR and FIP
- In PPCR, integrating climate resilience into development plans and sector strategies, building institutional capacity, and raising public awareness on climate change



**Challenges
were faced
when:**

- Certain features of the programmatic approach were not seen as sufficient advantages (e.g., scale of resources for SREP)
- PPCR readiness resources were not used most effectively
- Government leadership was less evident



In the implementation phase

Predictability and flexibility of resources has remained a valuable feature across all programs in implementation

Overall, the programmatic approach has been less evident in the implementation phase, with some differences across programs

- Many countries with strong programmatic features in the planning phase ceded to a project-oriented approach
- MDB collaboration was modest, at best
- Annual/biennial stakeholder review meetings not held in most countries
- Country coordinating mechanisms not always set up or engaged

Programmatic approach in **PPCR** and **FIP** is better sustained

- Through program-level M&R and emphasis on country coordination mechanisms
- Supported broader stakeholder engagement and platforms for multi-sector collaboration
- Strongest where dedicated support provided through CIF-funded projects
- Where country coordination mechanisms were weaker, program-level M&R was not sufficient to maintain strategic program focus

Programmatic approach in **CTF** and **SREP** is relatively dormant

- More limited role of government focal point
- SREP elements to sustain country program cohesion not fully followed through
- Country programming resources not accessed
- M&R undertaken at project level not program level




In the implementation phase

Unlike in the planning phase, the CIF lacked clear mechanisms and accountability measures to maintain many expected features of the programmatic approach in implementation

- Country coordination mechanisms
- Annual/biennial stakeholder review meetings
- MDB coordination at country-level
- Country-level knowledge and learning

Expectations were not fully aligned with operational or incentive systems of the MDBs

- Incentive structures for MDB country teams are strongly determined by project delivery
- Programmatic features that were designed into project documents received more attention



Good practice
examples
demonstrate
the potential
of the
programmatic
approach

In **Zambia, Niger, Tajikistan** (PPCR):

- Planning phase contributed to momentum and enthusiasm for investment projects
- Country coordination mechanisms supported continued stakeholder engagement, cross-sectoral dialogue, learning, and investment scale-up
- Programmatic features in the implementation phase were directly funded in projects

In **Burkina Faso** (FIP):

- Planning phase led to strong Government ownership, interministerial dialogue, and MDB alignment that was continued in implementation

In **Mexico** (CTF):

- Predictability and flexibility of CTF resource envelope helped support the development of innovative projects, like on energy efficiency green bonds



Key lessons

- **The CIF's programmatic approach can lead to outcomes that support broader country program results**
- **The value of a programmatic approach in the implementation phase is more evident in lower-income and lower-capacity countries and programs working to advance multi-sectoral systemic change**
- **Programmatic approaches require mechanisms, incentives, and accountability measures to support them; they must be aligned with operational and incentive systems of their delivery partners; guidelines are not sufficient**
- **Programmatic approaches benefit from government leadership and champions**
- **Where some programmatic features can be effectively led by national governments, they may not need to be designed in climate funds' programmatic approaches**
- **Future programmatic approaches could tend more toward a model of being strategically complementary, but less distinct national programs**



Recommendations

- **Continue to use a programmatic approach—it is a valuable feature of the CIF's approach to climate finance**
- **To strengthen the relevance and effectiveness of a programmatic approach:**
 - Clearly communicate roles and responsibilities in both planning and implementation
 - Ensure that specific mechanisms to support a programmatic approach are established and supported, including by designing them into individual projects to provide incentives and accountability
 - Build stronger capacities in governments to lead and coordinate a program strategically
 - Focus less on the program as a separate undertaking and ambition, and more on an approach that clearly integrates or nests with national programs or frameworks
- **Continue dialogue with others to share experience on programmatic approaches and align such approaches, as appropriate**