

Evaluation of the Commonwealth Climate Finance Access Hub

Final Report

February 2021



The Commonwealth

EVALUATION SERIES 120

Evaluation of the Commonwealth Climate Finance Access Hub

Final Report
February 2021



The Commonwealth

© Commonwealth Secretariat 2021

All rights reserved. This publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording or otherwise provided it is used only for educational purposes and is not for resale, and provided full acknowledgement is given to the Commonwealth Secretariat as the original publisher.

Views and opinions expressed in this publication are the responsibility of the author(s) and should in no way be attributed to the institutions to which they are affiliated or to the Commonwealth Secretariat.

Wherever possible, the Commonwealth Secretariat uses paper sourced from responsible forests or from sources that minimise a destructive impact on the environment.

Published by the Commonwealth Secretariat.

Contents

Abbreviations and Acronyms	v
Executive Summary	vii
1 Introduction	1
1.1 Introduction	1
1.2 Evaluation approach and methodology	1
1.3 Limitations	2
2. Context	4
2.1 Background	4
2.2 Programme design	4
2.3 Programme process	6
2.4 Organisational structure and governance	7
2.5 Expected results	8
3. Programme Execution	11
3.1 Country-specific activities	11
3.2 Knowledge management	14
4. Findings	16
4.1 Relevance	16
4.2 Effectiveness	18
4.3 Efficiency	24
4.4 Coherence	28
4.5 Sustainability	29
4.6 Dynamism	32
4.7 Summary findings	33
5. Lessons Learned and Recommendations	36
5.1 Best practices	36
5.2 Lessons learned and recommendations	36
6. Case Studies	41
6.1 Mauritius	41

6.2 Jamaica	43
6.3 Tonga	46
Annex 1: Terms of Reference	50
Annex 2: Evaluation Criteria and Sub-Questions	53
Annex 3: List of Documents Reviewed	55
Annex 4: List of Stakeholders Consulted	56
Annex 5: List of Current and Previous National Climate Finance Advisers	58
Annex 6: List of Steering Committee Members	59
Annex 7: CCFAH Logical Framework	60
Annex 8: CCFAH Logical Framework Results	67
Annex 9: Stakeholder Interview Guides	71
Annex 10: Works Cited	77

Abbreviations and Acronyms

ACCF	Africa Climate Change Fund
ADB	Asian Development Bank
AF	Adaptation Fund
AfDB	African Development Bank
Australia DFAT	Australia Department of Foreign Affairs and Trade
CARICOM	Caribbean Community
CCCCC	Caribbean Community Climate Change Center
CCD	Climate Change Division (Jamaica)
CCFAH	Commonwealth Climate Access Fund Hub
CDB	Caribbean Development Bank
CFTC	Commonwealth Fund for Technical Cooperation
CFWG	Climate Finance Working Group (Barbados)
CHOGM	Commonwealth Heads of Government Meeting
COMSEC	Commonwealth Secretariat Fund
CYP	Commonwealth Youth Programme
DAC	Development Assistance Committee
DEDTCA	Department of Economic Development Transport and Civil Aviation
DSD	Department of Sustainable Development (St Lucia)
ERB	Extra-budgetary Resources
EU-GCCA+	European Union Global Climate Change Alliance+
FAO	Food and Agriculture Organisation
FAO	Food and Agriculture Organisation
GCF	Green Climate Fund
GEF	Global Environment Facility
GGGI	Global Green Growth Institute
GIZ	Gesellschaft für Internationale Zusammenarbeit
IDB	Inter-American Development Bank
IRENA	International Renewable Energy Agency

JNAP	Joint National Action Plan (Tonga)
KfW	Kreditanstalt für Wiederaufbau
LDC	Least Developed Country
MDAs	Ministries, Departments and Agencies
NAB	National Advisory Board on Climate Change (Vanuatu)
NAP	National Adaptation Plan
NDA	Nationally Designated Authority
NDC	Nationally Determined Contribution
OCC	Office of Climate Change (Guyana)
OECD	Organisation for Economic Cooperation and Development
PCN	Project Concept Note
PFM	Public Financial Management
PIF	Pacific Islands Forum
PIOJ	Planning Institute of Jamaica
SADC	Southern Africa Development Community
SDGs	Sustainable Development Goals
SIDS	Small Island Developing State
SPC	Secretariat of the Pacific Community
SPPDD	Strategy, Portfolio, Partnerships and Digital Division
SPREP	Secretariat of the Pacific Regional Environment Programme
UK-DFID	United Kingdom Department for International Development
UNDP	United Nations Development Programme
UNFCC	United Nations Framework Convention on Climate Change
USAID-SPC	United States Agency for International Development – South Pacific Community
WBG	World Bank Group
WFP	World Food Programme

Executive Summary

Background

The Strategy, Portfolio, Partnerships and Digital Division (SPPDD) of the Commonwealth Secretariat commissioned International Financial Consulting Ltd. to conduct an independent evaluation of the Commonwealth Secretariat's Climate Finance Access Hub (CCFAH). Commonwealth Heads of Government (CHOGM) during their 2015 conference in Malta agreed to the creation of the CCFAH programme to support member countries' climate change adaptation and mitigation efforts. The programme has been in operation since 2016.

Programme description and management

The programme's objectives are to: (i) strengthen institutional capacity of key ministries and agencies to attract and manage climate finance in small and other vulnerable countries; (ii) support the development of a pipeline of climate change projects in these countries; (iii) increase the evidence base for the need for climate finance, with particular focus on small and other vulnerable countries; and (iv) advance the Commonwealth Secretariat's climate change advocacy. The programme does this by providing long-term technical assistance through in-country Commonwealth National Climate Finance advisers,

research, knowledge management, international partnerships and advocacy. The programme was initially financed in 2016 by the Australia Department of Foreign Affairs and Trade (DFAT), UK Foreign, Commonwealth and Development Office, formerly the Department for International Development (UK-DFID), the Commonwealth Secretariat, and by the Government of Mauritius through in-kind donations. The programme later developed partnerships with the NDC Partnership and the United Nations Institute for Training and Research (UNITAR), which provided additional resources to support the programme. To date a total of GBP 4,182,319 has been spent on programme activities.

The programme operates under the auspices of the Commonwealth Secretariat with programme implementation managed out of a central hub located in Port Louis, hosted by the Government of Mauritius. CCFAH has a Steering Committee responsible for: providing strategic and policy guidance for the programme's operations; approval of the annual work plan and budget; review of regional and international partnership proposals for the Hub; monitoring and assessment of the overall performance of the Hub against annual and strategic plans; and ensuring transparency and accountability. The Commonwealth Secretariat Climate Change Section in London provides

Figure 1. CCFAH technical assistance request process



backstop support, strategic guidance and oversight. The Hub in Mauritius is responsible for receiving requests for long-term technical assistance to secure climate finance. The process for responding to and providing technical assistance is shown in Figure 1.

Evaluation objectives

The evaluation team was tasked with assessing the performance and results of the programme through its relevance, effectiveness, efficiency, coherence and sustainability, in accordance with the OECD Development Assistance Committee Guidelines. This is a formative evaluation of the programme with a focus on assessing the initial results, effectiveness of the programme's processes and lessons learned. The evaluation is also supported by three case studies in Mauritius, Jamaica and Tonga to illustrate examples of how the programme operates and to identify success factors and lessons learned. The evaluation team added another criterion of dynamism to examine the enabling and disabling conditions for success, and the extent to which CCFAH has demonstrated agility to adapt to unforeseen challenges that may impact its activities.

Expected results

The programme's expected results can be summarised through a results chain depicting how the programme's inputs, such as funding from donors and the efforts of CCFAH staff and advisers, generate their activities, which include providing capacity-building, and contribute to

tangible outputs such as national work plans, climate finance proposals and knowledge management products. These outputs are then used to achieve beneficiary countries' set outcomes, ultimately having an impact on strengthening resilience of small and vulnerable states in line with Strategic Outcome 5 of the Secretariat's Strategic Plan (see Figure 2).

Actual results

To date, the programme's main results include 27 technical assistance requests received and 14 advisers deployed on 16 assignments. Deployed advisers mobilised a total of GBP 26,370,782, with GBP 464,473,038 in the pipeline, and developed 68 climate action proposals. The programme was also able to finalise two partnerships with the NDC Partnership, which finances advisers deployed in Belize, Eswatini and Zambia as well as consultants in Eswatini and Jamaica. A second partnership was finalised with UNITAR. The location of advisers deployed between 2017 and 2020 is illustrated in Figure 3.

Evaluation findings

The evaluation team assessed the programme performance against the OECD DAC criteria, addressing specific evaluation questions. From the team's findings, each criterion is rated against a five-point scale of very high (5), high (4), moderate (3), low (2), and very low (1). Where there was insufficient evidence to give a rating for the criteria it was assessed as inconclusive. The rating is justified by describing the extent to which the question was satisfied by the evidence noted in the report.

Figure 2. CCFAH's results chain

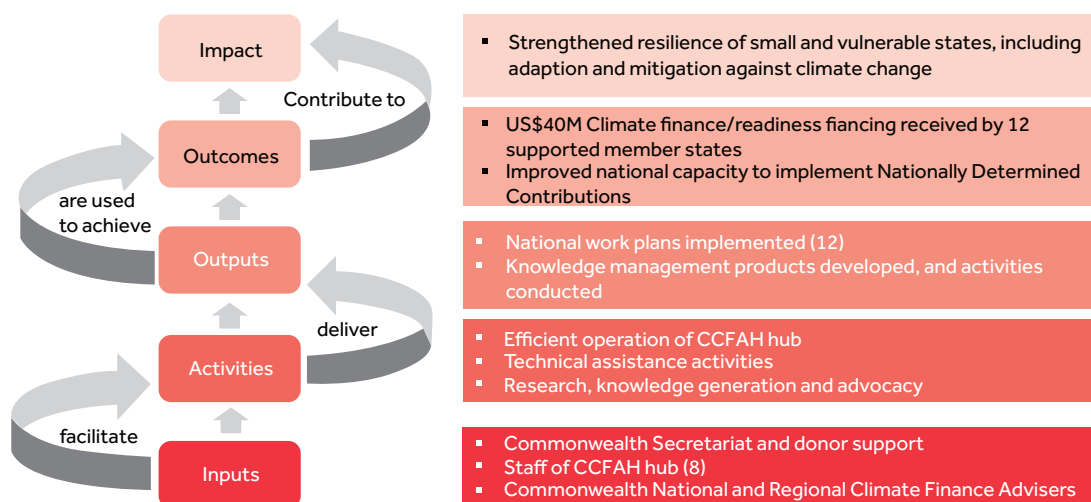
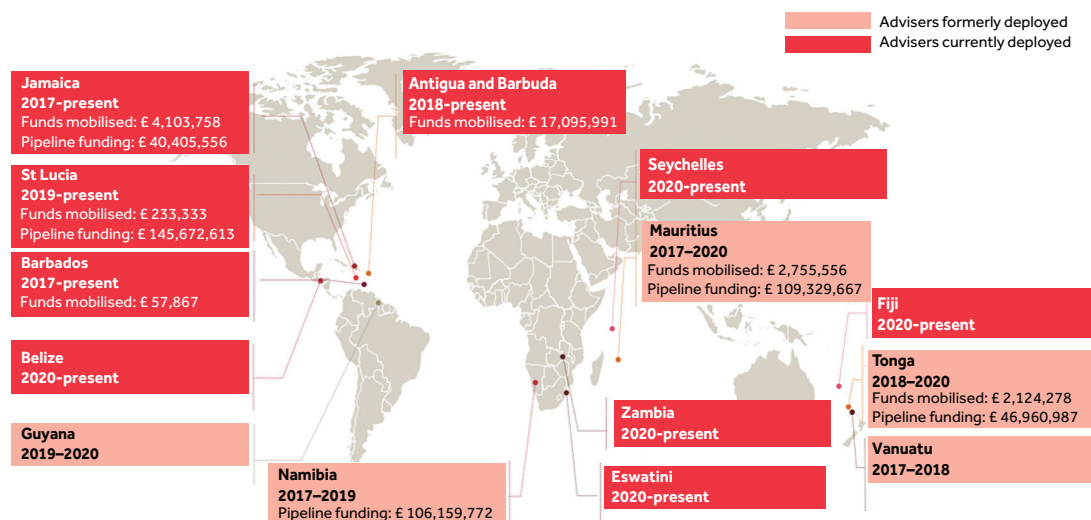


Figure 3. Location of advisers deployed 2017–20



OECD DAC Criteria: Relevance

Rating: Very high

The objectives remain valid given the urgency of climate change and inability of vulnerable states to access climate finance. The design allows for member states' capacity gaps to be addressed. The programme is one of several accessed by member states but is seen to be more responsive to members' needs and offering more embedded technical assistance. CCFAH has proven most relevant to 11 Small Island Developing States initially; and, more broadly, to the 6 Caribbean states.

OECD DAC Criteria: Coherence

Rating: High

CCFAH directly contributes to ComSec's current Strategic Plan, particularly Outcome 5.3. Activities are compatible with the Secretariat's focus on small states and the mandate of the Climate Change Unit to strengthen the resilience of Commonwealth countries to the negative impacts of climate change. The programme complements the Climate Change Unit's CommonSensing project through the advisers placed in countries in the Pacific. CCFAH is demonstrably compatible with other climate change activities in member states and with other institutions such as the NDC Partnership. Regional collaboration efforts were significant across all beneficiary member countries. In the Africa region, Commonwealth National Climate Finance advisers collaborated with the NDC Partnership, AfDB, European Union Global

Climate Change Alliance+ (EU-GCCA+), the Food and Agriculture Organisation (FAO), the World Food Programme (WFP), KfW, GIZ, the World Bank Group (WBG) and the Southern Africa Development Community (SADC). In the Caribbean, advisers collaborated with the Adaptation Fund (AF), the Caribbean Development Bank (CDB), the Green Climate Fund (GCF), the Inter-American Development Bank (IDB), and the Caribbean Community Climate Change Center (CCCCC), UNITAR and the United Nations Development Programme (UNDP). Within the general climate finance landscape, the programme is coherent with existing efforts in regions where there are fewer technical assistance providers, particularly Africa. In other regions such as the Caribbean and the Pacific, where there are other climate finance technical assistance providers, the programme runs the risk of duplicating efforts.

OECD DAC Criteria: Effectiveness

Rating: Moderate

The activities and initial results of the programme are consistent with the intended outputs. The programme is on its way to meeting the headline target for volume of climate finance mobilised and has the potential to surpass the four-year target given the current pipeline. Technical assistance has resulted in approved financing for six of nine countries, with advisers posted for over one year. However, funds mobilised vary widely by country. Technical assistance as reported by stakeholders has had a modest effect in increasing awareness and relevant skills. An unanticipated benefit is the

extent to which advisers have supported wider ecosystem improvements within some countries to undertake adaptation and mitigation activities. The most significant contributions of the advisers in nine countries, as reported by stakeholders, include: (i) coordination, liaison and partnerships between various stakeholders; (ii) identification of sources of financing and guidance on how to access funding; (iii) support in the development of proposals and concept notes; (iv) helping to prepare successful proposals, resulting in finance being approved within a relatively short period of time; and (v) identification of opportunities to mainstream climate change in key policy documents and procedures.

The governance structure is conducive to the achievement of outcomes but, for consistency in operational performance, processes and reporting, should be more formalised. Gender has been incorporated to a satisfactory degree throughout the programme, but there is room for improvement regarding consistent training for advisers. Monitoring and evaluation, risk management and learning processes have not been sufficiently integrated, and once these are integrated in depth there is greater potential to benefit programme execution. The anticipated impact and complementarity of research, knowledge management and advocacy has not yet been realised.

OECD DAC Criteria: Efficiency

Rating: Inconclusive

Assessment of efficiency was hampered by a lack of solid financial reporting and persistent changes in the programme budget reported year after year. Technical assistance was deployed and used in a timely fashion. The lack of financial information did not allow for the major cost drivers to be verified due to lack of line-item reporting. The preliminary relationship between programme costs (extra-budgetary resources (EBR) and ComSec financing only) and financing secured was 1:9.89, in line with the projected 1:10 target; however, the target expected return on investment (ROI) was inconsistent with the resource mobilisation targets and programme budget. The programme was fairly efficient in deploying advisers, with 62% of initial requesting countries having an adviser deployed within the first year (2017).

OECD DAC Criteria: Sustainability

Rating: Inconclusive

The programme is embedded in host ministries and stakeholders noted moderate increases in awareness and skills. However, the extent to which long-term capacity was built is inconclusive at this time. The longest an adviser has been deployed for is three years, and in some countries advisers have only recently been deployed. To this end it is too early to conclusively assess the extent to which long-term capacity has been built. Although advisers pursued 'learning by doing' delivery of technical assistance, staff shortages and staff turnover reduced the effectiveness of this approach. Adviser exit and handover procedures were not optimum to maximise knowledge transfer. The programme's information and knowledge management activities to date are insufficient to positively affect sustainability. While peer-to-peer learning was strong among advisers, there is insufficient documentation to sustain this in the long term after the current adviser cohort has left the programme, unless they are continually engaged with the programme post-contract.

The programme governance and management structures are suitable for continued operation; however, processes and procedures need to be codified and roles and responsibilities more clearly delineated between the Hub and the Climate Change Unit to retain institutional memory and ensure consistent operation in the event of staff turnover.

For financial sustainability, the programme needs long-term funding to guarantee multi-year contracts to advisers for best results. Sustainability of programme benefits is jeopardised by the short-term allocation of donor funds on an annual basis. Currently, the programme's main donors commit to year-by-year funding rather than long-term funding, which reduces the ability of the programme to make multi-year contracts with the advisers. The programme's fee structure, which was reported as not competitive, limits the number of highly qualified climate experts attracted to apply as advisers.

The programme's unique value proposition is not immediately evident to potential funders and partners and there is a need for enhanced results reporting and visibility to potential donors. Potential donors are interested in the programme's work but expressed that they do not have sufficient

knowledge on what makes CCFAH unique when compared to similar programmes. To maintain its comparative advantage, the CCFAH programme will need to further distinguish itself, as other agencies with higher financial capacity are rolling out this model at a larger scale.

Dynamism

The programme was agile in three main areas. First, the programme was able to capitalise on the informal peer learning of the advisers and created a formal online platform, Bitrix, to facilitate formal peer learning among them. Second, CCFAH changed its hiring process from a needs-based recruitment system to one where advisers are recruited on a rolling basis and added to a database and deployed when needed. Third, to assist advisers in areas where they lacked technical know-how the programme recruited short-term technical experts to meet national capacity and project development needs.

Lessons learned and recommendations

The evaluation found two main best practices the programme should continue undertaking and 11 lessons learned accompanied by recommendations.

Best practices:

1. Involving beneficiary member countries in drafting their own tailor-made programme objectives and expected results encourages ownership by host ministries and increases the potential for good results.
2. Peer learning between advisers was the dominant form of knowledge transfer and information sharing and should be continued as an integral programme activity.

Lessons learned were identified in four key areas, governance, programme execution, results, targets and measurement, as well as financial sustainability. The associated recommendations with each lesson learned are presented as follows:

Table 1. Summary of lessons learned and recommendations

	Lessons learned	Recommendations
Governance	Rotation of some steering committee members and the resulting loss of institutional knowledge weaken its potential effectiveness.	Extend the tenure of the steering committee members and assign the seat to a technical person instead of a higher-level person.
	Weak programme documentation hinders reporting, accountability and institutional knowledge.	Expand and complete draft Operations Manual to document standardised administrative processes.
Programme Execution	Given the dynamic and complex nature of climate finance, advisers needed access to the specialised expertise they lack.	Increase the dedicated budget allocated for short-term expertise or training to augment breadth of technical assistance offered.
	Knowledge transfer and communication mechanisms cannot be ad hoc (particularly between the Hub and national supervisors).	Institutionalise and document handover processes between old and new advisers and with host ministry. Institute formal regular communication between the Hub, advisers and host ministries.
	Political engagement and level of ownership by beneficiary member countries were critical for the positive results the programme.	When reviewing technical assistance requests, undertake a baseline assessment of political engagement and institutional arrangements that support climate finance activities.

(Continued)

Table 1. Summary of lessons learned and recommendations (Continued)

	Lessons learned	Recommendations
Programme Execution	Uncertain committed funding for long-term contracts and the Secretariat's fee structure limit the ability of the programme to meet requesting countries' demands. This may force a trade-off between programme depth (impact) and breadth (coverage).	The programme should consider the trade-off between breadth (approve shorter-term advisers for more countries) and depth of results (approve longer-term advisers for fewer countries). This is recognised as a sensitive strategic decision requiring adjustment of expectations.
	The lack of a documented methodology to attribute, track and account for funding mobilised and in the pipeline raises questions about the accuracy of reported results.	Transparent and clear guidelines need to be developed to accurately and consistently account for the amount of climate finance mobilised.
	The adviser's TORs may be too ambitious given the timeframe the advisers have in-country.	advisers' work plans logical frameworks should reflect more realistic targets commensurate with the time advisers will spend in-country.
	The programme logical framework did not prove to be best suited to measure programme results.	Review and revise the logical framework to improve clarity of indicator definitions and streamline the number of output indicators to remove duplication.
Results, Targets & Measurement	Not having committed medium- and long-term financing compromises Com-Sec's ability to plan delivery of technical assistance demanded by member countries.	Engage specialised short-term expertise to develop and execute an implementable action plan to pursue the post-Covid 19 climate finance landscape and opportunities and build new donor relationships and partnerships.
Financial Sustainability	The focus on climate finance mobilised and in the pipeline overshadows the additional capacity-building value-added brought by the advisers.	The existing logical framework and results reporting should be adjusted to clearly take into account additional non-financial benefits delivered by the advisers.

1. Introduction

1.1 Introduction

The Strategy, Portfolio, Partnerships and Digital Division (SPPD) of the Commonwealth Secretariat commissioned an independent evaluation of the Commonwealth Secretariat's Climate Finance Access Hub (CCFAH). The Commonwealth Heads of Government Meeting (CHOGM) during their 2015 conference in Malta agreed to the creation of the CCFAH programme to support member countries' climate change adaptation and mitigation efforts. The programme has been in operation since 2016 and seeks to improve access to climate finance for small and other vulnerable Commonwealth States by facilitating direct long-term technical assistance, evidence-based research and advocacy to influence the international climate finance architecture.

The overall evaluation objective as stated in the Terms of Reference (see Annex 1) was to assess the performance and results of the programme in terms of its relevance, effectiveness, efficiency, coherence and sustainability.¹ This is a formative evaluation of the programme with a focus on assessing the initial results, effectiveness of the programme's processes and lessons learned.² The evaluation is also supported by three case studies to illustrate examples of how the programme operates and to identify success factors and lessons learned.

Specifically, the main objectives of the evaluation were to: (i) examine progress made to date in delivering expected outcomes, as articulated in the intent of the CHOGM 2015 mandate and the CCFAH Strategic Plan; ii) assess the extent to which the programme governance and delivery mechanisms have contributed to the outcomes achieved and; (iii) identify learnings and propose constructive forward options to inform the next phase of implementation and the future of the CCFAH.

The Commonwealth Secretariat engaged International Financial Consulting Ltd (IFCL) to conduct a comprehensive and independent evaluation of the programme. The evaluation was initiated on 13 August 2020. The findings of this evaluation will be shared with the Commonwealth Secretariat Evaluation unit.

1.2 Evaluation approach and methodology

This section outlines the evaluation approach and methodology employed during this assignment. Key evaluation activities included document review, stakeholder mapping, interviews, online surveys, process review and development of case studies, from which the findings, lessons learned and recommendations were obtained. Due to the impact of the Covid-19 pandemic, the evaluation exercise was carried out remotely.

1.2.1 Evaluation approach

As required by the Terms of Reference, the evaluation approach was guided by the Organisation for Economic Cooperation and Development (OECD) Development Assistance Criteria (DAC), which were used to develop key evaluation questions. The OECD DAC criteria were selected as they are internationally recognised as good practice for conducting development intervention evaluations. They also contribute to a harmonised approach to evaluation in line with the principles of the Paris Declaration of Aid Effectiveness.

These criteria included assessing the relevance, effectiveness, coherence (added in 2019), efficiency, impact and sustainability of the programme. It was agreed that the programme was not far enough advanced to fully assess its impact. An additional (seventh) criteria – 'dynamism' – was added, which considers the extent to which CCFAH demonstrates the agility to adapt to unforeseen challenges and the ability of the programme to assimilate lessons learned during the regular course of activities. (See Annex 2 for detailed evaluation criteria).

1 <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

2 A formative evaluation is an 'evaluation intended to improve performance, most often conducted during the implementation phase of projects or programs.' (OECD Glossary of Key Terms in Evaluation and Results Based Management)

1.2.2 Evaluation methodology

Document review: Programme documentation provided by CCFAH (as well as publicly available information on the CCFAH website) and third-party sources, including global climate finance databases, existing literature and current initiatives of beneficiary countries, were reviewed to provide context and information on activities and results. The list of documents consulted can be found in Annex 3.

Stakeholder mapping, interviews and surveys: IFCL undertook a stakeholder mapping exercise to identify relevant stakeholders with whom to consult and obtain feedback on the programme. Engagement with stakeholders was done through remote interviews and surveys. The evaluation team focused the consultations on those countries whose advisers had been in place for a year or more. Interviews and the survey were tailored to address the specific data collection needs and evaluation questions as relevant to the role and experience of the stakeholder. Eleven Commonwealth National Climate Finance advisers, five supervisors, three donors and two members of the Steering Committee were interviewed or responded to an email questionnaire. An online survey was distributed to 117 stakeholders representing programme contacts in public, private and civil society sectors in nine countries. advisers in Belize, Fiji, Seychelles and Zambia had been deployed for less than six months and had not yet developed a network of stakeholders that could be contacted, so there were no survey responses from these four countries. The response rate was 38 per cent (44 responded from 8 countries). The team also spoke to other active climate change stakeholders, such as NDC Partnership, the Canadian High Commission and the New Zealand High Commission. (See Annex 4 for full list of stakeholders consulted).

Case studies: The team undertook a more in-depth review of the experiences and results of the CCFAH programme in three countries (Jamaica, Mauritius and Tonga) to develop case studies. The three countries were selected by the Commonwealth Secretariat as strategic countries representing the three regions currently benefiting from the programme – Caribbean, Africa and Pacific regions. These countries were also further advanced in the programme and therefore more likely to have demonstrable progress.

In-depth programme review and evaluator analysis:

The evaluation team analysed the information from all sources to derive findings, lessons learned and recommendations. Multiple lines of evidence were triangulated to arrive at the findings. Performance of the programme was analysed against the quantitative targets in the logical framework and supported by documentary evidence and qualitative analysis of the stakeholder feedback received. Based on the data gathered, stakeholder feedback and IFCL's experience, the evaluation team identified lessons learned and has proposed recommendations to address potential areas of improvement for the programme.

1.3 Limitations

Inherent in any evaluation methodology are limitations arising from the context of the evaluation and circumstances under which the evaluation takes place. Given the Covid-19 pandemic, all consultation activities were conducted remotely.

This was a formative evaluation, as programme activities are still ongoing and beneficiary countries are at different stages of receiving technical assistance. As such, the focus was on assessing the effects of the programme on those countries more advanced in the placement of advisers. These were Jamaica, Antigua and Barbuda, St Lucia, Tonga, Vanuatu, Mauritius, Namibia, Eswatini and Guyana.³ In keeping with best practice, an effort was made to triangulate feedback between the advisers, national supervisors, national stakeholders and the CCFAH team to assess programme performance in each country. Despite reaching out to these advisers and national supervisors, the team did not receive responses from former advisers and national supervisors in Eswatini and Namibia. This resulted in the inability of the team to identify national stakeholders. The online survey therefore did not include stakeholders from these countries. This limited the opportunity to assess the impact of the programme in these countries. The team was also not successful in reaching former national supervisors in Namibia, Tonga and Vanuatu, so were unable to confirm information between advisers and supervisors. As supervisors must sign off on the advisers' reports, however, the team was assured

³ Eswatini has had two advisers (June 2017–March 2018; and July 2020–present). The team was not able to contact the original adviser).

that what was reported by advisers was validated by their supervisors. Stakeholder feedback via the survey was received from Antigua and Barbuda, Barbados, Dominica, Grenada, Jamaica, Mauritius, St Lucia and Tonga. A limitation of the evaluation, therefore, is that robust triangulation was achieved only for Antigua and Barbuda, Barbados, Jamaica and St. Lucia. Although this was a limitation, the team believes that it can draw sufficient information from stakeholders consulted and available documentation to develop findings and draw some conclusions about the programme's effects in a sample of the member countries. The team did not consider survey responses as data for quantitative analysis but analysed the responses qualitatively.

A second limitation to the evaluation was the absence of complete financial information and consistent reporting against the programme's logical framework. The evaluation team did not receive a financial report for the period 2016–20 that showed line-item expenditure (budgeted vs actual) and allocation of line-item expenditure among the financing sources (ComSec, DFAT, DFID). Financial information provided was fragmented and difficult to interpret. The team was advised that there was turnover of responsibility for financial management. However, the lack of

this critical, but standard, programme financial reporting and handover between those responsible was of concern. Financial reports to the Steering Committee were at a high level and, in the view of the evaluation team, not sufficient for proper financial oversight. As such, the team was only able to make basic conclusions about efficiency and financial accountability. While the project logic was sound, not all indicators were useful and some elements of programme performance could not be measured by the existing indicators. Reporting against the logical framework indicators was also incomplete. This made it difficult to measure the programme's performance against initial targets. The evaluation team, however, still found the logical framework useful to compare planned and actual results for some of the indicators tracked.

There were inherent limitations in some of the consultation methodologies. For example, some responses to the email questionnaire lacked sufficient detail or were open to interpretation. This was a limitation of email questionnaires compared to phone interviews, where the team could probe for in-depth responses. The online survey, while useful, would have provided more robust evidence of the impact of the advisers had there been more responses from each country.

2. Context

2.1 Background

The United Nations Framework Convention on Climate Change (UNFCCC) led to the creation of numerous climate finance funds including the Adaptation Fund (AF), the Green Climate Fund (GCF) and the Global Environment Facility Trust Fund (GEFTF). As climate change has become a global priority this has led to the proliferation of climate finance actors. As a result, the climate finance landscape has become complex and challenging to navigate, particularly for developing countries. Although funds are available to support climate change mitigation and adaptation efforts, developing countries still lack capacity and competency to access these funds. This is a reality particularly for the Commonwealth's small and vulnerable member countries, which are often on the frontlines of dealing with the most serious impacts of climate change. The CCFAH was created to address this challenge and respond to the mandate from the Commonwealth Heads of Government Meeting in 2015.

2.2 Programme design

The design of the programme was informed by the research, findings and recommendations of the *2013 Commonwealth Expert Group on Climate Finance* commissioned by the Commonwealth Secretariat. The Expert Group examined how the Commonwealth could best assist country members, particularly Small Island Developing States (SIDS), Least Developed Countries (LDCs) and other vulnerable states, in improving their access to available climate financing and in institutionalising easier access to climate financing in the future.⁴ The group proposed the development of the CCFAH programme to offer direct long-term technical assistance to requesting countries and undertake research on climate finance. The research would in turn inform knowledge generation and advocacy towards reforming the global international climate finance architecture to the benefit of member countries.

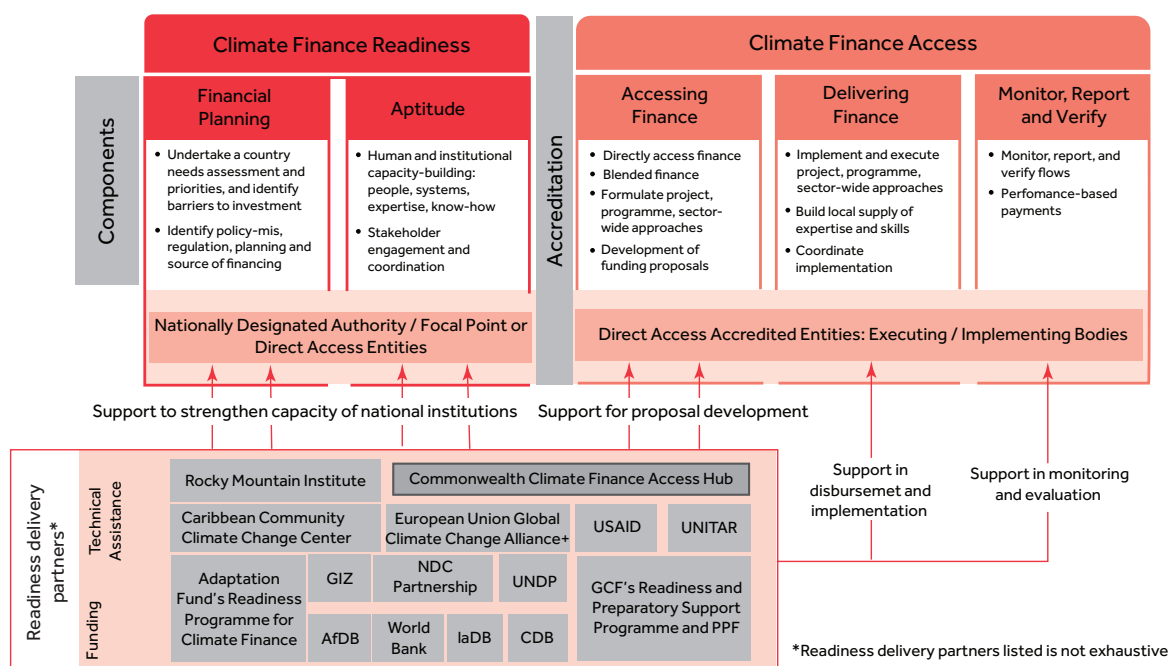
Launch of the programme was supported by seed funding from the DFAT. The programme is supported by the Commonwealth Fund for Technical Cooperation (CFTC), the Commonwealth Secretariat Fund (ComSec), the UK-DFID and the DFAT. To date, the programme has been financed by donor funding of GBP 1,302,664 and Commonwealth Secretariat financing of GBP 2,879,655. The Government of Mauritius is providing in-kind support for office space and two staff (IT and Admin), currently valued at GBP 300,000 between 2016/17 and 2020/21. The CCFAH also has a partnership with UNITAR and the NDC Partnership (USD 295,405), to support three advisers currently deployed in Belize, Eswatini and Zambia as well as two consultants in Eswatini and Jamaica.

After the approval of its mandate, the CCFAH began operations in 2016. Specifically, the programme sought to: (i) strengthen the institutional capacity of key ministries and agencies to attract and manage climate finance in small and other vulnerable countries; (ii) support the development of a pipeline of climate change projects in these countries; (iii) increase the evidence base for the need for climate finance, with particular focus on small and other vulnerable countries; and (iv) advance the Commonwealth Secretariat's climate change advocacy. Ultimately, these activities are aimed at enabling member countries to realise the targets set out in the Paris Climate Change Agreement and contribute to the attainment of the 2030 Sustainable Development Goals (SDGs).

Figure 4 shows the Climate Finance Readiness and Access Framework and where CCFAH fits within this framework. The framework presents the components of what it means to be climate finance 'ready' at the national and local level and the support provided by readiness delivery partners to the relevant national stakeholders. The need for readiness support has gained increasing currency in the international effort to deliver climate finance, particularly in developing countries. Through various financial and non-financial support, readiness delivery partners help overcome the financial and technical challenges to access climate finance by increasing and strengthening the

4 Improving Access to Climate Finance for Small and Vulnerable States: A Report of the Commonwealth Expert Group on Climate Finance to the Commonwealth Heads of Government Meeting 2013.

Figure 4. Climate finance readiness and access framework



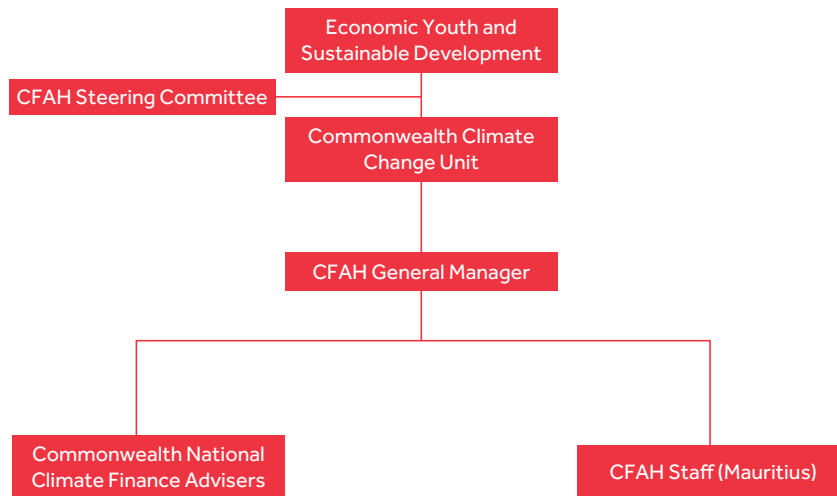
capacities of national institutions. Support in the form of grants or technical assistance is provided to national stakeholders (Nationally Designated Authorities/Focal Points, as defined by the Green Climate Fund) by readiness delivery partners. This support aims to: i) prepare countries in policy and financial planning; ii) develop a strategic framework for low-emission and climate-resilient investments; iii) identify priorities; and iv) enhance institutional capacity and frameworks to enable the use of climate finance in a transformational manner. It may also support stakeholder engagement and coordination and the facilitation of increased private sector investment in climate relevant areas. In the later stages, some readiness delivery partners may support climate finance access – through support in project preparation facilities, or technical support in the development of funding proposals, pipeline management and implementation, and monitoring and reporting – to continue meeting the climate fund's standards.

National Designated Authorities (NDAs) or Designated Authorities are government institutions that act as the intermediary between the country and the respective climate funds. They provide broad strategic oversight of climate fund activities and are the main channel of communication. Direct Access Entities are

sub-national, national or regional organisations that are nominated by developing countries' NDAs or focal point. Delivery partners can be NDAs themselves, GCF-accredited entities (such as multilateral and regional development banks), or any other entities.

CCFAH helps small and vulnerable states secure funding for climate-related projects. The added value of the programme is the advisers, who share their knowledge and expertise with the host ministries in beneficiary countries. The advisers create an interconnected network among themselves and with other climate finance technical assistance providers within the climate finance landscape. CCFAH helps countries with human and institutional capacity development to become self-sufficient, through the provision of advisers that are deployed in-country. These advisers support countries throughout the climate finance readiness journey to reach accreditation, as well as project pipeline development. The technical assistance is also provided to help with the preparation and implementation of climate projects through specialised short-term advisory services. Through knowledge management, the programme shares lessons learned and experiences through its publications, attendance at international forums and its website.

Figure 5. CCFAH organisational structure



2.3 Programme process

The programme operates under the auspices of the Commonwealth Secretariat with programme implementation managed out of a central Hub located in Port Louis, hosted by the Government of Mauritius. The Commonwealth Secretariat Climate Change Section in London provides backstop support, strategic guidance and oversight. The Steering Committee provides strategic direction and oversight. The organisational structure is shown in Figure 5.

The programme was designed for operations to be guided by an Operations Manual aligned to ISO90001 standards. However, the process of getting the programme certified to ISO90001 standards proved to be ambitious and was abandoned. An operational manual was developed in 2019 covering the processes around delivery and performance management of technical assistance. The manual, however, is incomplete and still in draft form.

In practice, the Hub in Mauritius receives requests for technical assistance from Commonwealth SIDS and LDCs to secure climate finance via the Commonwealth Secretariat. It manages the response to these requests and deploys long-term Commonwealth National Climate Finance advisers. Technical requests submitted by countries, using a specific template, are processed by the programme's General Manager together with the Commonwealth Climate Change Unit. In an initial screening, the requests are reviewed to check if they meet the programme's requirements and

fit the programme's framework. Screening is performed based on the information provided by the country with respect to climate action, priorities and challenges. This information is provided in a prescribed country request form. If a technical request passes the initial screening, the General Manager and a representative from the Climate Change Unit undertake a scoping mission to consult with the relevant stakeholders and assess the technical needs of the country. Based on the documentation reviewed, scoping missions were not consistently documented and filed. Once a country request is approved, the General Manager and Commonwealth Climate Change Unit, together with the beneficiary country, draft the TOR for the adviser. Once the TOR is drafted, the General Manager shares a list of potential candidates (at least three) from the Commonwealth climate finance expert pool, from which the country can choose.⁵ An adviser is then deployed to the country for an initial term of one year, subject to renewal. The process is illustrated in Figure 6.

Through the Commonwealth National Climate Finance Advisers, countries have access to a knowledge network and technical support mechanism through the Hub. Through this network, peer-to-peer exchanges are facilitated. Countries may also request short-term consultancies for targeted interventions in support of the work of the

⁵ The recruitment and selection of advisers is now handled by the Climate Change Unit. Earlier in the programme, individual positions were advertised; however the Hub now has identified a sufficient pool of experts from which to recruit.

Figure 6. Process of deploying Commonwealth National Climate Finance Advisers



adviser. Since 2017, 14 member countries have received technical assistance from Commonwealth National Climate Finance Advisers. Annex 5 provides an overview of all current and past Commonwealth National Climate Finance Advisers by country.

2.4 Organisational structure and governance

This section outlines CCFAH's organisational and governance structure: 1) within the Commonwealth Secretariat; 2) at the strategic level; and 3) at the operational level.

2.4.1 The Commonwealth Secretariat

Within the Secretariat's organisational structure, the programme is overseen by the Climate Change Unit, supported by the human resources (HR) unit. The Climate Change Unit provides technical support to the programme, including advocacy, supporting scoping missions and fundraising. The HR unit supports the recruitment and onboarding of National Climate Finance Advisers. It also provides ongoing HR support to the CCFAH team in Mauritius and the Commonwealth National Climate Finance Advisers. The General Manager updates the Climate Change Unit on a rolling basis through calls and emails. Progress reports are submitted by the General Manager to the donors and the Steering Committee.

2.4.2 The Steering Committee

The CCFAH Steering Committee is responsible for:

- a. providing strategic and policy guidance to the operations of the Hub.
- b. review, evaluation and undertaking of SWOT analysis of the opportunities and constraints faced by the Hub.
- c. consideration and review of policy documents, operational plans and budgets for the Hub.
- d. consideration and approval of the annual work plan and budget.
- e. consideration and review of regional and international partnership proposals for the Hub.
- f. monitoring and assessment of the overall performance of the Hub in line with its annual and strategic plans.
- g. co-opting experts and organisations into the Steering Committee on a case-by-case basis and according to need.
- h. supporting resource mobilisation and stakeholder engagement by the Hub.
- i. ensuring transparency and accountability, and that the controls and risk management system of the Hub are robust and defensible, including a review of the Risk Register when they meet.

The Steering Committee's membership is structured as follows:

- a. Four members of Commonwealth countries representing the regions (Africa and Indian

- Ocean, Asia, Caribbean, and Pacific) on rotational basis every two years.
- b. At least one member of the donor community, with the possibility for other countries to participate.
 - c. At least one member representing the regional organisations on rotational basis.
 - d. At least one member representing international climate finance institutions.
 - e. One member from the Republic of Mauritius by virtue of hosting the Hub.
 - f. One member from the Commonwealth Secretariat.

The General Manager of the CCFAH sits as a non-voting member. Annex 6 lists the members of the current Steering Committee.

The Steering Committee meets annually. Members are rotated both institutionally and individually. Since its inception, the Steering Committee has rotated members twice. There is currently no member representing an international climate finance institution. Representation from international climate finance institutions has proven to be challenging – it is not allowed by the institutions because it could be perceived as a conflict of interest. The Hub is seeking alternate representation and is awaiting responses from institutions approached.

2.4.3 The CCFAH 'Hub'

The programme operates under a 'Hub and Spokes' model where the 'Hub' is the central programme office which offers administrative and technical support. The programme design called for a core team based within the Secretariat in London, comprising head of section, adviser, research officers, an operations officer and assistant programme officer from the core budget (COMSEC and CFTC), and the CCFAH Hub in Mauritius, hosted within the Ministry of Foreign Affairs, Regional Integration & International Trade. This office has three permanent staff members: the general manager, an IT and communications officer, and an administrative assistant, the latter two positions being supported through in-kind donations by the Government of Mauritius. The Hub is supported by the Climate Change Unit's head of section, adviser, research officer and young professional. The 'Spokes' are intended to be the

Commonwealth National Climate Finance advisers and three regional advisers. The national advisers are stationed in the beneficiary countries and receive technical support from the Hub in Mauritius. Due to lack of financial resources, the regional advisers as envisaged in the design are not yet in place, although national advisers have supported regional projects. The programme has developed an internship programme with which it hopes to augment the human resources capacity of the programme, but this is not yet in place.

2.5 Expected results

2.5.1 Expected results

The CCFAH programme design is represented by a logical framework that details the programme's expected results and how these results should be measured. The programme's theory of change as illustrated in Figure 7 is derived from the logical framework and programme design documents. At the impact level, the programme is expected to contribute to ComSec's current Strategic Plan's Objective 5 – strengthened resilience of small and vulnerable states, including adaptation and mitigation against climate change.

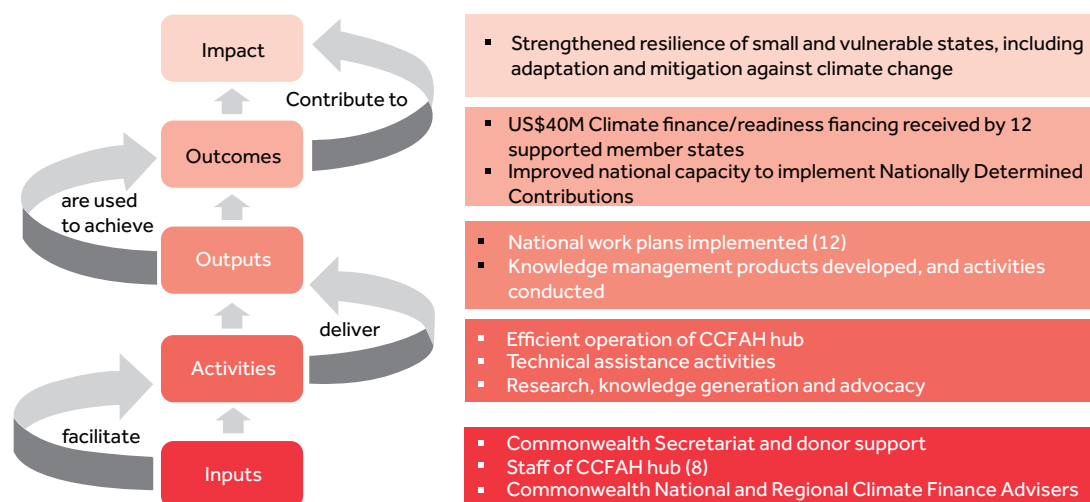
Performance indicators for all levels of the results chain are in the logical framework (see Annex 7).

2.5.2 Monitoring of CCFAH programme

Programme monitoring is done at the strategic and operational levels. At the country level, expected results are jointly designed by the programme general manager and the beneficiary country and outlined in a country-specific logical framework. Each Commonwealth National Climate Finance Adviser reports against the agreed logical framework (see Annex 8). Table 2 shows the various reporting relationships within the programme.

Internal reporting between the Hub and the Climate Change Unit is more informal and operational in nature. In addition to the formal reporting between advisers and the CCFAH general manager, monthly calls are held to check-in and discuss any additional support advisers might need. Consultations with national supervisors suggest that their interaction with the general manager is frequent during the technical review of the country's technical assistance request, drafting of the adviser's TOR and the deployment of the adviser. Once the adviser is in-country, however, there is reduced communication between the general manager

Figure 7. CCFAH results chain



Source: Developed for this report based on CCFAH logical framework and programme design documents.

Table 2. Reporting relationships

Reporting Responsibility	Recipient of Report	Type of Report
CCFAH General Manager	Commonwealth Secretariat Head of Climate Change unit	Operational updates through briefings, emails and phone calls
	Steering Committee	Annual progress reports
	Donors	Reports to donors on the use of funds achieving programme objectives
Advisers	CCFAH General Manager	<ul style="list-style-type: none"> Inception report (to be drafted in the first 90 days) Six-month progress reports Monthly activity reports Ad hoc information on funds mobilised through technical assistance (not formalised)
	National supervisors	<ul style="list-style-type: none"> Six-month progress reports submitted together with the logical framework

and the national supervisors. The Hub prepares an annual progress report to the Steering Committee. Information from annual reports is reflected in the Commonwealth Secretariat's semi-annual and annual progress reports to member states.

2.5.3 Programme budget

The programme budget at design was estimated at GBP 4,879,548 over four years. The anticipated allocation of financing was as shown in Table 3.

This does not include in-kind support from the Government of Mauritius to support the CCFAH Hub, valued at GBP 300,000.

A summary four-year budget by output category is shown in Table 4, and covers operation of the Hub, fees and expenses for the general manager, 12 Commonwealth Climate Finance Advisers, a research officer and programme assistant, and research, knowledge management and dissemination and advocacy activities.

Table 3. Budgeted funding allocation, GBP (2017–21)

ComSec	272,012	6%
CFTC	1,373,733	28%
CYP	–	–
Sub-Total	1,645,745	34%
Extra-Budgetary Resources /Donor Funding	3,233,803	66%
Total Programme Budget	4,879,548	100%

Source: Project Design Document (YBAFR1045PDD_v12.pdf).

Table 4. CCFAH budget per output category

Output Category	Budgeted Amount (GBP)
Consensus building, thought leadership and advocacy: includes development of publications, research and knowledge products	26,000
Policy and legislative development: includes research on climate flows and policies	45,000
Institutional & capacity development: includes operation of the Hub, Steering Committee meetings, partnerships and delivery of technical assistance	4,426,305
Networking, knowledge generation and sharing: includes publication printing and dissemination of knowledge products	103,538
Performance management: includes supplementary posts, research missions, resource mobilisation and monitoring and evaluation	278,705
Total	4,879,548

Source: Project Design Document (YBAFR1045PDD_v12.pdf).

3. Programme Execution

3.1 Country-specific activities

This section summarises the activities of the Commonwealth National Climate Finance Advisers in-country. To date the CCFAH has deployed Commonwealth National Climate Finance Advisers to 14 countries in the Africa, Caribbean and Pacific regions. Due to the impact of Covid-19, three advisers are operating remotely (Zambia, Eswatini and Seychelles) and one adviser is on a short-term contract (Fiji). This section summarises the activities of advisers in nine countries who have been in-country for over a year. Case studies on Jamaica, Mauritius and Tonga provide more detailed descriptions of the advisers' activities and results in these countries.

3.1.1 Africa region

Eswatini, Mauritius, Namibia, Seychelles and Zambia have so far benefited from CCFAH technical assistance. Eswatini, Mauritius and Namibia have had advisers deployed for nine months, three years and two years respectively. In Seychelles and Zambia, advisers were only deployed in July 2020 (Zambia) and September 2020 (Seychelles). A second adviser for Eswatini was deployed in July 2020. Due to Covid-19, these advisers are working remotely. They have yet to submit inception reports on progress made so far. The evaluation team was not able to interview either adviser from Eswatini for this report.

Mauritius

In Mauritius, the Commonwealth National Climate Finance Adviser reported focusing on:

- support for the accreditation of a national entity under the Green Climate Fund (GCF) and other financial mechanisms of the UNFCCC, including the Adaptation Fund. This has not yet occurred.
- raising awareness about CCFAH, climate finance and provision of training on proposal writing for public and private sector stakeholders, including climate finance taskforce members, technical climate finance officers under the Ministry of Finance and Economic Management and the Ministry of Climate Change, and climate finance project developers.

- strengthening inter-ministerial coordination to develop proposals through the established Technical Coordination Committee and Resource Mobilisation Committee implementing the Nationally Determined Contribution (NDC), chaired by the ministries of Environment and Finance.

Namibia

The Commonwealth National Climate Finance Adviser reported focusing on:

- assisting in developing project proposals to address priority sectors (food, water and energy security), which were sent to the Africa Climate Change Fund (ACCF) of the Africa Development Bank (AfDB), GCF and the Nationally Appropriate Mitigating Action (NAMA) Facility. The funding requested through these proposals amounted to GBP 106,159,772.
- developing monitoring, reporting and evaluation processes, which included developing logical frameworks and data collection methods to support accurate reporting. Examples where these processes were employed are the 'Climate-Smart Agricultural Practices in Two Rural Communities in Namibia' and the 'Off-Grid Electrification using Solar PV Solutions' projects.
- hosting workshops that focused on funding proposal writing, meeting the requirements of climate finance funds, and financial mechanisms and business models for solar technologies.

3.1.2 Caribbean region

CCFAH deployed Commonwealth National Climate Finance Advisers to Antigua and Barbuda, Barbados, Belize, Guyana, Jamaica, and St Lucia. The adviser in Antigua also supported other Organisation of Eastern Caribbean States (OECS) countries. Advisers were deployed for longer periods in Antigua and Barbuda (three years and four months), Barbados (three years and three months), Guyana (one year), Jamaica (three years and three months, ongoing), and St Lucia (one year and four months). Belize

received their first adviser this year in August, while Guyana is awaiting replacement of its first adviser.

Antigua and Barbuda

The two advisers reported that they supported capacity-building in Antigua and Barbuda, Dominica, Grenada, and St Kitts and Nevis, including:

- project-implementation support to develop implementation schedules and procurement plans, as well as hiring key staff.
- proposal development, including Grenada's proposal to the Green Climate Fund, St Kitts and Nevis's draft proposals for the Green Climate Fund Readiness Support Programme, and the development of its National Adaptation Plan (NAP).

The adviser reported having mobilised climate finance funding, and there are currently projects in the pipeline.

Barbados

The Commonwealth National Climate Finance Adviser reported:

- working with key ministry staff on various tasks associated with the formulation, application and submission of requests for climate finance funding.
- collaborating with other national, regional and international bodies such as Adaptation Fund (AF), Caribbean Development Bank (CDB), GCF, Inter-American Development Bank (IDB) and the Caribbean Community Climate Change Center (CCCCC) to deliver capacity-building training and raise awareness on climate finance.
- assisting in developing proposals and mobilising climate finance.

The adviser reported proposals were developed and, in the pipeline, and that the new government administration was in full support of climate change adaptation and mitigation activities, including accessing grant financing to support these activities.

Guyana

The adviser reported that he focused on strengthening capacity of the Ministry of Finance, the Office of Climate Change (OCC) and relevant ministries, departments and agencies (MDAs)

to offer guidance, support and coordination in accessing climate finance. There was no climate funding mobilised or in the pipeline by the end of the adviser's tenure in the country. The first adviser's contract was not renewed, and a second adviser is being recruited.

Jamaica

The Commonwealth National Climate Finance Adviser reported activities such as:

- building capacity regarding climate change and climate-proofing projects within MDAs.
- building knowledge on issues of climate change adaptation and mitigation, including optimal ways to address these issues in project development and funding mechanisms.
- improving climate finance information sharing with government entities and the general public. Stakeholders who benefited from the capacity-building training include the Climate Change Division, Ministry of Finance and the Planning Institute of Jamaica (PIOJ).
- submitting climate finance proposals under the key priority sectors of energy, water health and finance.

St Lucia

The adviser reported undertaking the following activities:

- development of a climate investment budget tracking system/tool to support the Department of Economic Development Transport and Civil Aviation (DEDTCA) and Department of Finance in identifying and tracking climate finance expenditure.
- development of an NDA work programme to identify areas for support or targeted training.
- supporting the Department of Sustainable Development (DSD) and Department of Economic Development to engage with national and regional accredited entities working on GCF and other funding mechanisms.
- developing information and planning exchanges (potentially including regular meetings) between the GCF process, Adaptation Fund (AF) and other key climate finance infrastructures.

- developing recommendations to strengthen coherence in developing climate finance proposals across various relevant national institutions.
- analysing and researching information on donors, preparation of substantive briefs on possible areas of cooperation, support for national resource mobilisation efforts, establishing strategic partnerships, and identification of key resource mobilisation opportunities.

3.1.3 Pacific region

CCFAH has deployed Commonwealth National Climate Finance Advisers to Fiji (four months), Tonga (two years and one month) and Vanuatu (eleven months).

Vanuatu

The Commonwealth National Climate Change Adviser in Vanuatu focused on:

- strengthening capacity through ongoing daily support within the Ministry of Climate Change and to the National Advisory Board of Climate Change (NAB), its associated committees and working groups, and climate finance project developers to increase capacity-building.
- contributing to the communication platform for the Ministry of Climate Change, the Ministry of Finance and Economic Management and the Prime Minister's Office by sharing information about the Commonwealth Climate Finance Access Hub that was distributed on the platform.

Tonga

The Commonwealth National Climate Finance Adviser focused on:

- capacity-building in 'proposal development and full project cycle management' and efficient fund management using a 'learning by delivery' model which embedded a coaching approach that underpins skills and knowledge transfer. This was delivered to the staff of Tonga Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications (MEIDECC).
- technical assistance in writing ten project proposals/concept notes and contributing to the response to comments sent from GCF on review of one of the proposals.

- assistance to review three strategic documents: (i) Joint National Action Plan on Climate Change and Disaster Risk Management (JNAP 2); (ii) Tonga GCF Country Programme submitted to GCF, and (iii) National Communication of Nationally Determined Contributions (NDC).

3.1.4 Factors affecting country-level execution from the advisers

- **Political support for climate change by governments translated to support for the adviser's activities.** Several advisers expressed that they received support for their activities when there was high political engagement in-country. This was particularly noted by advisers in Barbados, Jamaica, St Lucia and Tonga. In Barbados, the adviser noted that the recently elected administration showed a strong commitment towards supporting climate change and grant financing. The government approved and submitted the Barbados Second National Communication, participated in COP23 and other international and regional climate finance forums meetings, and established a climate finance working group meant to develop the 'Roof to Reef' climate-related programme. In Jamaica and St Lucia, national supervisors noted how the government administrations were also in full support of accessing climate finance to support climate change adaptation and mitigation activities, due to the vulnerability of these countries to the negative impacts of climate change. In Tonga, the political landscape was seen to be accommodating of the CCFAH programme activities as the Government of Tonga is keenly aware of the economic risks presented by climate change. Tonga is looking for 'climate resilient growth' and an environmentally sustainable economy in order to achieve its development aspirations. The adviser also noted that senior government officials often attended meetings to discuss climate financing strategy and proposal development.
- **Limited financial and human resources in host ministries often led to advisers taking on additional activities outside their TORs, as well as delays in executing project activities.** Financial constraints

meant that ministries were unable to hire an adequate number of staff and, at the same time, in most host ministries there was a high turnover rate that resulted in the loss of institutional knowledge. Due to the limited human resources some advisers found that they had to take on additional activities that had not been included in their TORs. In some cases, this meant that advisers were not able to efficiently execute their original tasks as they had to take on these additional activities.

- **Poor inter-ministerial collaboration.** The development of innovative climate finance proposals often requires collaboration between various ministries. As such, efficient cross-ministerial coordination is a crucial component in the climate finance proposal development process. In some countries, such as Mauritius, and Antigua and Barbuda, advisers faced significant challenges in working with various ministries in drafting climate finance proposals. As a result, in some cases climate financing opportunities were lost.
- **Impact of natural disasters.** Advisers shared that natural disasters had a two-fold impact on their activities both positive and negative, particularly in the Caribbean and Pacific region. During the timeframe under this evaluation the Caribbean region experienced three hurricanes: Harvey, Irma and Maria. Advisers in Antigua and Barbuda, and Jamaica, shared that natural disasters in some instances had a negative impact on their work. When natural disasters occurred, government administrations shifted priorities to focus on emergency relief and this impacted some of their activities that were not considered as contributing to these relief efforts. In Tonga the adviser reported that the occurrence of natural disasters strengthened access to climate finance as a priority for the government administration. The occurrence of these natural disasters reinforced to the government the need to access climate finance in order to implement climate change adaptation and mitigation projects.
- **Advisers expressed that most staff within the host ministry were either reluctant to participate or had other commitments that prevented them from fully participating in the proposal development process.** However, where possible, advisers actively

delegated tasks to staff within the ministry so they could get first-hand experience of understanding the information needed in the proposals, how to appropriately complete the required documentation, and ensure timely submission of these proposals. This was noted by all the advisers consulted. This 'learning by doing' allowed for efficient and hands-on knowledge transfer.

3.2 Knowledge management

In addition to technical assistance, a key pillar of the programme is research, information gathering and advocacy on climate finance. The programme intended to develop and advance a research portfolio on climate finance to address knowledge gaps and share lessons learned. Research topics would include, for example, country case studies focusing on the climate finance contexts of small and vulnerable states, and other topics that can advance international climate finance negotiations and bridge knowledge gaps. This research would also underpin the Commonwealth's advocacy strategy on climate finance. Additionally, the programme would strengthen opportunities to maximise the effect of the programme through the sharing of experiences of advisers and participating countries. Due to limited funds and human resources, the research and advocacy agenda did not advance as intended. Thus, the intended complementarity between the advisers' technical assistance and more broad-based supporting information that would be of benefit to advisers, participating countries, ComSec and other stakeholders did not materialise. To date, the programme is currently developing: i) a booklet on the role of climate finance for developing countries, particularly SIDS and LDCs; ii) a publication series on key climate finance themes; iii) a discussion paper on observation data; and iv) a document on living lands.

General information about the programme, the current work of the advisers, and news and events on the programme's activities is primarily disseminated through the CCFAH webpage, which is part of the general Commonwealth website, accessible to the general public.

Internally, the knowledge management and information sharing necessary for programme execution, information sharing, and lessons learned occurs both formally and informally and is conducted through four channels:

1. **Between the programme General Manager and the Commonwealth National Climate Finance Advisers.** Knowledge management and information sharing occurs through the inception reports, six-month progress reports and monthly calls. The reports shared by the advisers document their work and progress made in the host country. This information is then reported to the Steering Committee, the Climate Change Unit and other relevant stakeholders.
2. **Between Commonwealth National Climate Finance Advisers and host ministries.** Consultations with the advisers indicated that generally there was significant information sharing, although the depth of information sharing differed by country. Advisers documented processes by developing operations manuals that would be used by the host ministry once the adviser left or documented information on online communication platforms. In Vanuatu, for example, the adviser contributed information to the communication platform of the Ministry of Climate Change, the Ministry of Finance and Economic Management and the Prime Minister's Office.
3. **Between the Commonwealth National Climate Finance Advisers.** Informally, advisers share knowledge among each other through the mobile application WhatsApp. Knowledge shared includes country experiences, upcoming workshops and technical expertise. Advisers noted this was the most efficient knowledge management mechanism. The programme capitalised on this approach by developing a formal online knowledge and collaboration platform known as Btrix, where advisers can ask for, share and access information on project-specific questions, training, conferences and forums, technical expert material, and country-specific knowledge. The Btrix platform is set up and maintained by the ICT Section, and the Secretariat has an on-premises version. At the same time, more seasoned advisers played a 'mentor' role, where they readily shared their experiences with the newer advisers, which helped the latter settle in to their new roles more quickly.
4. **Between the General Manager and the national supervisors.** This was felt to be the weakest information-sharing channel. There is no formal reporting from the national supervisors to the General Manager. The existing practice is that the information reported in the six-month progress reports by the advisers is also a form of reporting by the national supervisor, since they sign off on these reports. Consultations suggest there is very limited regular knowledge management and information sharing between the General Manager and the national supervisors. During consultations, national supervisors expressed that they would prefer to have regular communication with the General Manager during the deployment period of the adviser. Although there is limited regular communication between the two stakeholders, the General Manager uses other opportunities such as COP meetings and other international events as an opportunity to meet, discuss and seek feedback from the national supervisors.
5. **Between the Climate Change section, the Hub and the advisers.** The Climate Change section in London holds monthly meetings with the Hub staff based in Mauritius and bi-monthly meetings with advisers. Other ad hoc meetings also take place based on particular project needs.

4. Findings

4.1 Relevance

This section discusses the relevance of the programme in meeting beneficiary countries' priorities and addressing challenges to accessing climate finance. The findings of this section were validated through: i) document review; ii) desk research; iii) consultation interviews with the programme's General Manager, Commonwealth Secretariat Climate Change unit staff, national advisers, national supervisors, donors and other stakeholders; and iv) survey responses.

4.1.1 Relevance to beneficiary countries

CCFAH programme objectives are to: i) strengthen the institutional capacity of key ministries and agencies to attract and manage climate finance in small and other vulnerable countries; (ii) support the development of a pipeline of climate change projects in these countries; (iii) increase the evidence base for the need for climate finance, with particular focus on small and other vulnerable countries; and (iv) advance the Secretariat's climate change advocacy. Within the Commonwealth Secretariat's Strategic Plan (2016/17–2020/21), the CCFAH programme aligns with Outcome 5.3: 'Improved access to climate finance' for small and vulnerable member countries. Under this goal the CCFAH is an important programme for the Secretariat in achieving this strategic objective. The evaluation found the programme's objectives are still relevant both globally and within countries.

Specific findings regarding the relevance of the programme are identified below.

The CCFAH is relevant to a majority of the Commonwealth's member countries, particularly Small Island Developing States (SIDS) and Least Developed Countries (LDCs).

CCFAH has proven most relevant to the 11 SIDS initially, and to the 6 Caribbean states. The strong demand for the programme by SIDS in particular, and to a lesser extent LDCs, validates the focus and targeting of SIDS and LDCs in the design. SIDS and LDCs constitute 34 member countries (63 per cent of member countries) of the Commonwealth.⁶

⁶ Least developed countries (LDCs) are low-income countries confronting severe structural impediments to

These states will be heavily affected by climate change and are most in need of external climate finance. When CCFAH began operations, GCF had mobilised USD 10.3 billion; however, less than USD 1 billion had been disbursed for 43 projects (20 in Africa region; 17 in Asia Pacific; eight in Latin America and Caribbean region). Of the 43 projects only eight were in SIDS and 13 in LDCs.⁷ The limited access to climate finance by these SIDS and LDCs to GCF funds is an example of how access to climate finance can be challenging for these countries. In this context CCFAH's relevance is demonstrated by the technical assistance provided by the advisers in developing proposals that ultimately allow these countries to access climate finance. Since its inception in 2016, the programme has received 27 requests for technical assistance. This represents 79 per cent of the target group of beneficiary countries within the Commonwealth. Based on the demand and approval rate, the programme is most relevant to the Small Island States of the Caribbean and Pacific regions and to African LDCs to a lesser extent. Uptake of the programme, however, has been slow in the Asia region, which represents larger member countries. Although the programme has received technical assistance requests from larger countries, financial resources could only allow for one adviser to be deployed per country. Given the requirements of larger countries, with more complex institutional arrangements and technical assistance needs, it is unlikely that a single adviser could make a significant impact.

CCFAH is highly regarded among other climate change technical assistance programmes being accessed by Commonwealth countries. Seventy-five per cent of national climate change stakeholder survey respondents were not aware of programmes similar to CCFAH. The 25 per cent of respondents who were aware of similar programmes were from Antigua and Barbuda, Barbados, Grenada, Mauritius, and Tonga. Respondents noted the

sustainable development. They are highly vulnerable to economic and environmental shocks and have low levels of human assets. There are currently 47 countries on the list of LDCs, which is reviewed every three years by the UN Committee for Development (CDP).

⁷ ComSec Programme Design Document YBAFR1045PDD_v12.pdf

following programmes to be similar: (a) USAID's Climate Ready Project assists SIDS in honing skills/knowledge in developing climate change projects, monitoring climate change activities, and mapping out climate financing options; and (b) the GCF – Readiness and EDA Programmes; (c) the Global Environment Fund – Trust Fund and CBIT; (d) NDC Partnership; (e) GET.Invest (supported by the European Commission) and Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ); and (f) UNEP-WCMC (World Conservation Monitoring Center). National supervisors expressed that, compared to these programmes, CCFAH's value-added was having the advisers embedded in the host ministries for longer time periods. They further noted that other similar technical assistance programmes typically stationed short-term consultants and the type of technical assistance delivered was not driven by the ministries but by the donors.

Member countries with climate change as a high priority have taken advantage of CCFAH programme. Ninety-three percent of respondents from nine countries supported by CCFAH believed their governments accorded high or very high priority to climate change. The survey results also noted that political constraints are not a main challenge to the countries' ability to access financing for climate change.

The participatory approach and provision of long-term technical assistance better meets the countries' needs. Programme relevance is also indicated by the high degree of ownership demonstrated by beneficiary countries. Requesting countries are very involved in developing the objectives and Terms of Reference (TORs) of the Commonwealth National Climate Finance Advisers, as well as the expected results of their engagement. The participatory approach ensures that technical assistance received is in line with national priorities and set objectives. Consultations with five national supervisors confirmed host organisations prefer the CCFAH's approach as they have more say in the direction and the type of technical assistance they receive. They expressed that having the advisers embedded in their institutions made the CCFAH programme unique when compared to other types of technical assistance. They further noted most climate finance technical assistance from organisations constituted of short-term consultants, unlike the CCFAH, whose advisers were able to understand the local context better

and build relationships and hence provide more relevant capacity-building activities, due to their longer time frame of at least one year.

4.1.2 Relevance of CCFAH in meeting challenges in accessing climate finance

The programme addresses a range of challenges faced by countries, such as inability to meet requirements of climate finance funds, structuring bankable projects, insufficient technical knowledge, and insufficient awareness of climate finance options. Globally, various

financial institutions have pledged significant funds to support climate change adaptation and mitigation projects. For example, developed countries pledged to raise USD 100 billion by 2020 for climate action in developing countries.⁸ As an increasing number of private and public financial institutions pledge more funds to support climate change adaptation and mitigation, this has led to an extremely complex climate finance landscape that most developing countries find difficult to navigate. For example, several developing countries expressed at the Conference of Parties (COPs) that accessing financing from the GCF is challenging. As a first step, GCF has to accredit a national agency, a process that can take several years. At the same time, application forms are perceived by most developing countries to be too technical for countries to complete without external support. This lack of capacity to complete the requirements of the GCF often results in years of delays for the countries to access financing. The programme General Manager, advisers and national supervisors interviewed also identified this challenge.

Stakeholders surveyed were asked to indicate the main challenges to their country's ability to access financing for climate change mitigation and adaptation projects and activities. These are shown in Table 5. Eighty-six per cent of respondents from nine countries agreed that the placement of the adviser addresses the main challenges. The programme design is sufficiently flexible to incorporate these variable needs of beneficiary member countries. Advisers are already addressing these issues by building capacity to develop bankable proposals, supporting the drafting of national bills, and assisting countries to become accredited by the Green Climate Fund

8 <https://unfccc.int/sites/default/files/resource/climate-finance-roadmap-to-us100-billion.pdf>

Table 5. Main challenges to country's ability to access financing for climate change mitigation and adaptation projects/activities

Challenge	Response
Insufficient awareness about climate finance options	11%
Insufficient administrative capacity	9%
Insufficient technical knowledge	14%
Budgetary constraints	16%
Regulatory constraints	2%
Structuring bankable climate change-related investments or projects	16%
Political constraints	0%
Meeting the requirements of climate finance funds	18%
Other (please specify)	14%
Insufficient awareness, insufficient technical knowledge & meeting requirement of climate finance funds	These were stated under 'other' option

and the Adaptation Fund. This technical assistance facilitates the development of an enabling national climate finance ecosystem within beneficiary member countries. One hundred per cent of respondents believed the activities of the adviser are likely to assist relevant institutions to develop bankable climate change and adaptation projects.

4.2 Effectiveness

This section evaluates programme effectiveness by assessing the extent to which targets were met as set out in the logical framework. Per the Terms of Reference, the team also assessed: i) the value of the 'Hub and Spokes' model; ii) collaboration with regional entities; iii) gender mainstreaming of the activities of the Commonwealth National Climate Finance Advisers; and iv) monitoring, evaluation and learning systems.

The logical framework in its entirety is shown in Annex 7. The structure of the logical framework presented some challenges that affected the extent to which effectiveness could be measured as a comparison between planned and actual results. It was unclear in some instances whether annual targets were cumulative figures (across the four years of the programme) or specific to the reporting year. Additionally, in some cases the planned annual targets were ambitious or incompatible with the planned trajectory of programme implementation. (For example, at the end of Year 1 it was expected that four countries would have successfully

accessed climate finance and readiness funds and that USD 5million would have been mobilised). This does not seem logical given the time needed to set up the programme's operations, recruit advisers and have projects approved. Indicators were also repetitive in measuring the same effects and could have been reduced and streamlined without loss of ability to measure success. Thirdly, programme output indicators were not always reflected in the advisers' tailor-made outputs for each country, which would have made results tracking easier. The relationship between the outputs and outcome indicators was not clear – that is, how the many outputs counted were used and translated into improved capacity of member states.

Given these challenges, it was decided not to evaluate performance only against the logical framework indicators, particularly where the indicator targets did not always make logical sense. The evaluation team used the more reliable quantitative data that was provided and validated by the evaluation team and, additionally, sought to analyse effectiveness from a more qualitative approach.

4.2.1 Effectiveness of CCFAH against programme outcomes

The evaluation team found the programme's reporting against the outcomes outlined in the logical framework lacking. The overarching strategic programme outcome is 'strengthened

resilience of small and vulnerable states, including adaptation and mitigation against climate change'. The intermediate outcome is 'improved access to climate financing'. The logical framework also includes two short-term outcomes:

1. Improved capacities of Commonwealth climate-vulnerable states to access climate finance.
2. Improved project performance.

The first outcome relates to the effects of the programme on member countries, while the second relates to the effectiveness and efficiency of programme delivery. Effectiveness and efficiency of programme delivery are addressed under the section on efficiency.

The critical 'headline indicators' of programme performance related to Outcome 1 – improved capacities of Commonwealth climate-vulnerable states to access climate finance – that are worth noting in this evaluation are:

- Value of climate finance mobilised – USD 30M by Year 3 / USD 40M by Year 4
- Number of national advisers placed through technical assistance agreements
- Number of CCFAH-supported NDAs making measurable progress in preparing, developing and submitting climate financing proposals
- Number of climate building/training actions initiated by NCFAs in-country
- Number of advocacy, research and knowledge products and training materials produced and disseminated.

In assessing the programme's performance against the set outcomes, the evaluation team found the reported results and evaluation findings differed in some cases. The evaluation team received the results against the target from the CCFAH Hub. These were cross-referenced with the team's own findings and application of the explanation of the indicators. Discrepancies between the CCFAH reported results and results reported on the CCFAH website were also identified. These are highlighted in Annex 8.

4.2.2 Value of climate finance mobilised

The programme is on track to meet the target of USD 40 million of climate finance mobilised.

At the end of Year 3, at 75 per cent of the time elapsed, the programme reported exceeding its Year 3 target by mobilising funding of USD 33,905,291 (GBP 26,370,782). This represents 113 per cent of Year 3's target and 85 per cent of the target anticipated for Year 4. The logical framework defines this indicator as 'total value of climate finance and climate readiness support financed through CFAH'. As reported by the General Manager (see Table 6), six countries have mobilised financing; however, there is a high degree of variability between countries. The logical framework does not require measurement of pipeline financing; however, the programme requires advisers to keep track of the value of projects they have submitted and are awaiting approval. The programme reported six countries having a total pipeline of USD 597 million. An investigation of the CCFAH website, however, uncovered a discrepancy in reporting of pipeline project values. Total project pipeline reported was USD 545 million. Barbados, however, was reported to have six projects in the pipeline.⁹ The evaluation

Table 6. Climate finance mobilised and in the pipeline

Countries	Funding mobilised (USD)	Funding mobilised (GBP)	Funding in the pipeline (USD)	Funding in the pipeline (GBP)
Republic of Mauritius	3,542,857	2,755,556	140,566,714	109,329,667
Namibia	–	–	136,491,135	106,159,772
Tonga	2,731,214	2,124,278	60,378,412	46,960,987
Jamaica	5,276,260	4,103,758	51,950,000	40,405,556
Antigua and Barbuda	21,980,560	17,095,991	–	–
Barbados	74,400	57,867	– ¹⁰	–
St Lucia	300,000	233,333	187,293,359	145,672,613
Vanuatu	–	–	20,500,000	15,944,444
Total	33,905,291	26,370,783	597,179,620¹¹	464,473,039

team therefore questions the accuracy of pipeline data reported in particular. Nevertheless, given the probable size of the pipeline (over USD 597 million), even if a small portion of pipeline projects is approved by the end of Year 4, the programme will exceed its target.

4.2.3 Effectiveness of capacity-building activities

Fourteen advisers (10M/4F) were placed in 14 countries through 16 assignments. Antigua and Barbuda, and Eswatini received two advisers, while two advisers served assignments in two countries (Mauritius and Eswatini, and Tonga and Zambia). Four countries (Fiji, Zambia, Seychelles, and Belize) only had advisers deployed in or after mid-2020, so they were not included in this analysis.

A review of a sample of progress and final reports submitted by the advisers uncovered a wide range and scope of capacity-building activities. Progress reports made available to the team covered Antigua and Barbuda (second adviser), Barbados, Jamaica, Mauritius, St Lucia, Tonga, and Vanuatu. The discussion on effectiveness of capacity-building activities draws from these reports, interviews with 11 national advisers and five national supervisors, and an online stakeholder survey.

Advisers were effective in delivering a range of capacity-building activities. Document review and consultations with the General Manager and the advisers suggest that the capacity-building activities provided by the advisers were crucial in building an enabling environment within the beneficiary countries that will allow them to independently access climate finance in the future. These capacity-building activities included assisting in drafting legislation, supporting national budgeting processes, supporting accreditation of national entities, and strengthening systems and processes in host ministries. Based on responses from stakeholders, there is a high degree of understanding of the role of the Commonwealth National Climate Finance Advisers. Respondents articulately and in great detail described the type of capacity-building support the adviser was tasked to deliver, which was in line with programme objectives. Eighty-six per cent of survey respondents participated in activities undertaken

9 Complete figures for Barbados were unavailable at the time of the evaluation. After the evaluation actual figures were reported to be USD 41,526,423.

by the Commonwealth National Climate Finance Advisers. As reported by national supervisors and survey respondents, and as demonstrated in Table 7, awareness, skills and knowledge were significantly increased due to the national advisers' interventions to a fair degree. There are still gains to be made to improve skills and knowledge of how to develop bankable climate finance proposals.

Stakeholders provided feedback on what they believed has been the most significant contributions of the advisers. These included:

'I have called on the Commonwealth adviser to be a resource person and present in our regional and national workshops relating to writing funding proposals for mitigation projects as well as the financing of Tonga's Energy Efficiency Master Plan. I am amazed with the number of new climate finance projects.

– Regional stakeholder from Tonga

- coordination, liaison and partnerships between various stakeholders
- identification of sources of financing, guidance of how to access funding
- support in the development of proposals and concept notes
- helping to prepare successful proposals, resulting in finance being approved within a relatively short period of time
- identification of opportunities to mainstream climate change in key policy documents and procedures.
- **In general, countries were satisfied with the effectiveness of the advisers' capacity-building activities.** National supervisors interviewed stated that the national adviser was instrumental in increasing awareness on climate finance in general and more specifically the sources of this financing and

10 Reported on website – The Commonwealth Climate Finance Access Hub has supported the Government of Barbados with six projects in the pipeline ranging in value from USD 90,000 to USD 10M. <https://thecommonwealth.org/climate-finance-access-hub-barbados>

11 Reported on CCFAH website at the time of the evaluation – USD 545M <https://thecommonwealth.org/climate-finance-access-hub>

Table 7. Stakeholder responses to changes in personal and institutional capacity as a result of the adviser's interventions

CAPACITY-BUILDING CRITERIA	% with ratings of 4 & 5	N/A
Improved knowledge of sources of climate finance	64%	9%
Improved knowledge of requirements to apply for climate finance	64%	11%
Improved knowledge of how to develop a bankable climate finance project proposal	48%	16%
Improved skills in developing a bankable proposal	47%	16%
Improved awareness/knowledge of the gender dimensions in climate change mitigation/adaptation	57%	9%
Improved network, knowledge of relevant persons or institutions important to access climate finance	66%	7%
Improved systems and processes to develop bankable climate change mitigation/adaptation projects	60%	12%
Evidence that relevant institutions responsible for climate change activities have been helped?	74%	7%
Evidence of changes/processes being institutionalised in any relevant ministry, department or agency	51%	12%

Note: Answers on a scale of 1–5 (1 = no change; 5 = significant change, N/A = not applicable).

'The Commonwealth Climate Finance Access Hub programme provides a superior assistance package in my view to the other organisations that offer short term and sometimes distant assistance for key climate change issues. The Climate Finance Adviser seems more embedded with greater hands-on support.'

– Public sector stakeholder from Grenada

how to access it. The national supervisors in Jamaica and St Lucia gave a 5-rating for the advisers deployed in their countries. The adviser in Barbados was given a 4-rating. In Antigua and Barbuda, the national supervisor gave the initial adviser a rating of 2 and the second adviser a rating of 3. In Guyana the national supervisor gave the adviser a 1-rating.

The programme's capacity-building model is now being adopted by other organisations offering similar climate finance technical assistance.

The CFAH model of advisers being placed in host ministries for at least one year and working directly with the host ministry providing hands-on technical assistance is also now being adopted by

some stakeholders. Noted examples during the consultations included the Rocky Mountain Institute that provides climate finance technical assistance, but with a main focus in renewable energy. While it is difficult to attribute this to CFAH success with this approach, it is noteworthy that more facilities are being rolled out this way.

4.2.4 Effectiveness of the Steering Committee

The Steering Committee is agile in strategic planning decision-making, however, not all positions within the committee are filled and institutional knowledge is lost with member rotation. The composition of the Steering Committee allows for strategic planning and oversight of the programme. However, in practice it is limited in the extent to which it can provide extensive oversight. The composition of the Steering Committee, having a wide representation yet being comparatively small, makes it structurally suited to making decisions and monitoring their execution and bringing to bear knowledge of and networks in the climate finance space. However, there are drawbacks in the functioning of the committee. First, it meets only once a year, resulting in a long-time gap for the committee to be able

to follow up on what was proposed and agreed to in the previous year. Thus, gaps in executing the mandate given by the committee are not seen for one year and corrections/adjustments cannot be made in a timely fashion. There was no annual meeting held in 2017, thus the Steering Committee was not able to provide strategic oversight and decisions for the first year of the programme. Secondly, there is a high turnover of individuals on the Steering Committee – in addition to the rotation of member country representatives – due to the nature of rotations in their respective organisations. Consultations suggest that the high turnover rate is detrimental to gains made by the programme, and this is exacerbated by having only annual meetings. New committee members need time to understand the programme, and by the time they are well-versed they are then rotated out of the committee. As such there is a constant loss of institutional knowledge. In some cases, committee members face competing priorities impacting the time and input they can provide to the work of the Steering Committee. Third, document review suggests that the committee does not receive detailed financial reporting about the programme. This was supported by consultations with three steering committee members, who expressed that the reports shared with the committee lack substance that can allow the committee to make informed decisions.

4.2.5 Effectiveness of the Hub and Spokes model

Conceptually, the 'Hub and Spokes' model is an effective way to deliver technical assistance.

The Hub and Spokes model – though not yet fully operational – is delivering results and has been widely commended by various stakeholders. The CCFAH programme was envisioned to be and is executed using the Hub and Spokes model in which the Hub is the central office in Mauritius and the Spokes are the advisers stationed in beneficiary member countries. The Hub is primarily concerned with the delivery of technical assistance and has functioned well in this regard. A key strength of the model is that it facilitates South–South peer learning between the Commonwealth National Climate Finance Advisers, which is highly valued. A second strength is the value-added of the Hub being located in and supported by a Commonwealth member country, which increases the sense of ownership of the programme outside

of the Secretariat. The latter was highly regarded by the national supervisors, who felt they had more of a say in the type of technical assistance they received from the advisers compared to similar programmes.

Operational governance of the 'Hub and Spokes' model relies on informal mechanisms which need to be codified.

In general, the evaluation team found the Hub was effective in programme delivery, but less effective in programme administration. The need for clearly documented processes and operational procedures identified in the design document remains for the programme and is an operational weakness. The 2019 draft operational manual is incomplete. Prior to this, institutional knowledge about processes and procedures rested only with current staff, which had impacted programme knowledge transfer with staff turnover and has implications for operational sustainability. A consequence of this has been no commonly applied procedure to account for climate funds mobilised across the different countries (which is discussed later in this report). Lack of approved processes and procedures also means the accountability framework of the programme is not as strong as it should be. Financial record keeping and reporting, while suitable for internal ComSec financial management purposes and donor reports was, in the view of the evaluation team, not in keeping with traditional programme financial reporting and analysis. For example, the team was unable to obtain a summary expenditure analysis by line item and donor contribution from 2016 when the project launched.

The 'Hub and Spokes' model as executed faces three main weaknesses which diminish programme effectiveness and future expansion.

The operational Hub as envisioned in the programme design is not yet at full capacity, with the technical support provided by three regional advisers being the key gap. Advisers did not feel adequately supported with additional technical expertise during their tenure. The programme would be strengthened if additional resources were made available to undertake knowledge management activities and appoint regional advisers as envisioned in the original design of the programme.

Second, knowledge transfers between incumbent and incoming advisers were not always effective, and communication between the Hub and national

supervisors was irregular. This is a key function of the Hub and vital for operational effectiveness and sustainability. National supervisors and advisers expressed that the overlap of incumbent and new advisers would help the settling process of the new adviser. More structured communication and reporting to and from the Hub is necessary for accountability, results reporting, monitoring of programme execution and identification of issues and challenges.

Operationally, the splitting of tasks with the Climate Change unit in London is unclear and there is limited operational value in having the Hub located in Mauritius. In particular, this is due to unclear roles and responsibilities, especially with respect to knowledge management, donor relations and fundraising, which is split between the Hub and the Climate Change Unit. The lack of clear documentation also diminishes the effectiveness of a remote hub.

4.2.6 Effectiveness of collaboration with national, regional and international entities

The Climate Change Unit, programme General Manager and advisers made significant efforts in collaborating with national, regional and international entities. CCFAH has finalised two agreements with the NDC Partnership and UNITAR. The NDC Partnership provides funding for three advisers in Belize, Eswatini and Zambia. In addition to these partnerships, the General Manager also engaged with the International Renewable Energy Agency (IRENA) to review technical proposals developed by the advisers free of charge. At the country level, advisers collaborated with various national, regional and international organisations. Collaborations with these organisations also included training, proposal development and information sharing at events, and they increased the programme's visibility among international organisations. More frequent collaborations took place at the country level between the advisers and the country offices of regional and international organisations.

4.2.7 Effectiveness of gender mainstreaming

There were commendable attempts to integrate gender mainstreaming and beneficiary countries were open to this; however, it was not always included in advisers' TORs. The programme

offered gender mainstreaming training as one of many training events held for the advisers in London. During the course of 2020, the Climate Section organised and held two meetings with the Gender Section to identify opportunities for collaboration in taking forward the Secretariat's equality priority on gender and climate change. Both sections also contributed content for the successful application for inclusion of the Commonwealth Secretariat in the UNFCCC Virtual Market Place for Action on Gender and Climate Change.

Gender mainstreaming is one of the key elements expected in all proposals submitted to GCF, AF and other climate finance funds. Gender mainstreaming was only included in the TORs of seven of 14 advisers who deployed in Barbados, Eswatini, Guyana, Mauritius, Seychelles, St Lucia and Vanuatu. It was not included in the TORs for the advisers deployed in Antigua and Barbuda, Belize, Jamaica, or Namibia. A majority of the advisers interviewed had experience with gender mainstreaming based on their professional background. Where they lacked in-depth gender mainstreaming expertise, consultants were retained to assist, specifically in Antigua and Barbuda, and Barbados. Caribbean countries, in particular Guyana, Jamaica and St Lucia, have integrated gender specialists or dedicated ministries who were able to work with and support advisers. National supervisors were satisfied with the level of gender mainstreaming incorporated in proposals developed and other activities of the Commonwealth National Climate Finance Advisers.

The extent to which gender was sufficiently mainstreamed within the project proposals and will have a significant influence in reducing gender disparities in the effects of climate change, and the results of implementation of adaptation and mitigation activities, will only be known when these interventions are reviewed and evaluated.

4.2.8 Effectiveness of monitoring, evaluation and learning systems

The effectiveness of monitoring, evaluation, risk management and learning processes could be improved, particularly at the programme level. The programme developed a monitoring and evaluation system overview in 2016, but it has not been fully integrated in programme operations. Monitoring country-level results – that is, the extent to which activities and expected

results were obtained as a result of the advisers' work – was institutionalised via a system of regular reporting between the advisers and programme General Manager. These reports were validated and approved by the national supervisor, which represents good practice.

At the programme level, from the documents reviewed, however, it was not apparent that there was consistent reporting against the programme's logical framework indicators. Reports to the Steering Committee were more activity-based, rather than results-oriented, except for the reporting of climate finance mobilised. The logical framework itself is not best suited to measure programme results, as indicators are repetitive and better capacity-building metrics are needed. The programme would benefit from a more outcome-focused approach to assessing capacity-building results and annual reporting against revised logical framework indicators. In order to better capture the more qualitative results of capacity-building activities not captured in the logical framework, the programme could undertake and document a baseline assessment of capacity with common criteria across the countries, which would be compared to a subsequent assessment on the departure of the adviser. The programme, however, does capture lessons learned and shared by advisers, which is a strength of the model.

There is no standardised methodology to account for and report on the volume of climate finance funds mobilised to objectively present verifiable data on this important indicator.

National advisers report on the funds mobilised through six-month progress reports. In practice, the verification of the reported amounts by the adviser occurs through the approval of the progress reports (and thereby the reported amounts) by the national supervisors. There is however, no formal or documented method to attribute funds mobilised by the programme and, therefore, a lack of objective verification of funds mobilised. Advisers had different methods of attributing, tracking and accounting for actual amounts of funds mobilised. A particular challenge is experienced in the tracking of funds mobilised from bilateral or other sources that do not report approvals publicly. In these cases, accurately tracking the amount of climate funds mobilised is hampered by lack of access to information to the adviser, which varied from country to country. Some advisers reported that because they were a) not in the Ministry of Finance

or b) in a host ministry that works closely with the Ministry of Finance, they may not be privy to this information. In some countries, such as Tonga, where ministries work closely together, this was not an issue.

Another challenge is the extent to which an adviser can attribute funding mobilised to their activities, given that the design of climate finance proposals often required inputs from various stakeholders. Depending on the project and nature of involvement, the level of effort from the adviser varied. To this end, many advisers were unsure of how much of the funding mobilised they should attribute to the programme. This has resulted in an inconsistent approach towards accounting how much funding was mobilised or in the pipeline. For example, one Commonwealth National Climate Finance Adviser was involved in a project proposal at its tail end; in this case the General Manager decided that even though the adviser was involved in designing the proposal they should not report any of the funding mobilised. Another adviser reported funding mobilised based on all the projects she was involved in.

4.3 Efficiency

4.3.1 Programme financial resources and management

It was anticipated that external funding would represent a significant portion of the budget at 66 per cent; however, the programme has reported 31 per cent of financing (to date) from DFID (GBP 500,000) and DFAT (GBP 802,664).

Total external sources of finance are higher than 31 per cent, however, when factoring in the in-kind contributions from the Government of Mauritius, NDC Partnership and UNITAR, which is not reflected in the financial reports reviewed by the team.

The CCFAH programme at design was estimated to cost GBP 4,879,548 over four years. The anticipated and actual allocation of financing is as shown in Table 8.

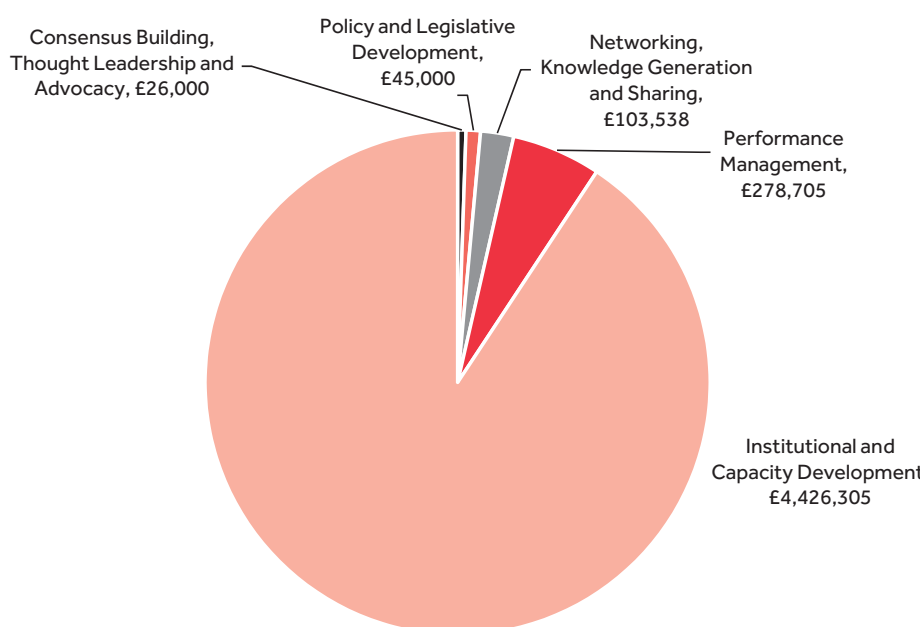
The summary programme design budget as allocated to output categories is shown in Figure 8. The majority of the budget at design was allocated towards delivery of technical assistance and operation of the Hub (91 per cent).

The evaluation team found, however, that the budget was fluid over time as the programme sought to expand beyond the planned original

Table 8. Funding budgeted vs actual funding allocated

	Budgeted funding allocation (2017–21)		Actual funding allocation (2017–20) ¹²	
ComSec	272,012	6%		
CFTC	1,373,733	28%		
CYP	–			
Total ComSec Resources	1,645,745	34%	2,879,655	69%
EBR/DF	3,233,803	66%	1,302,664	31%
Total Programme Budget	4,879,548	100%	4,182,319	100%

Figure 8. Allocation of budget by output category



deployment of 12 advisers. Information presented to the Steering Committee in 2018 in the financial report estimated a budget of GBP 2.52M for a fully operational work programme for 2018/19, including 24 National Climate Change Advisers and three regional advisers, enhanced monitoring visits, attendance at conferences, and research. This 'full capacity' budget increased to GBP 3.37M when presented to the Steering Committee in 2019. Increases were noted for most line items, and there were some changes to the line items themselves between 2018 and 2019. These were not explained in the report to the Steering Committee. As the Steering Committee meeting had not taken place at the time this evaluation was conducted, the financial report for 2020 was not available for analysis of more recent information.

The actual operational budget based on a more realistic scenario of deploying 13 advisers for FY2018/19 was GBP 1.12M. Funding of GBP 1,120,642 was received against actual expenditure of GBP 1,511,222. In 2019, the actual operational budget was GBP 1.25M. For that year, funding received was only GBP 957,535. For both years, the planned operational budget was underspent. Reasons for underspending (2018) were not communicated to the Steering Committee in the financial report (2019). The budgetary options for 'full capacity' and actual operational capacity for years 2018 and 2019 are shown in Table 9.

¹² CC Exp. 2017–20 spreadsheet received from ComSec. The spreadsheet did not include in-kind financing from the Government of Mauritius valued at GBP 300,000; USD 295,405 from the NDC Partnership and UNITAR's financial contribution.

Table 9. Estimated operational budget reported to the Steering Committee 2018 and 2019

Year	Programme at full capacity	Annual operational budget	Funding received	Expenditure	% of operational budget financed	% of operational budget spent
2018	GBP 2.5M	GBP 1,120,642	GBP 1,511,222	GBP 1,409,167	134.9%	93.25%
2019	GBP 3.37M	GBP 1,249,000	GBP 957,535	GBP 812,817	76.7%	65%

Source: 2018 Project Financial Report and 2019 Financial Report and Resource Mobilisation.

This section assesses the extent to which these resources were used to deliver programme results.

4.3.2 Efficiency in deployment of commonwealth climate finance advisers

The deployment of advisers was fairly efficient. Sixty-two per cent of the initial requesting countries had advisers deployed within the first year (2017) after the launch of the programme.

From the records reviewed by the evaluation team, the programme received initial requests for technical assistance from 13 countries in 2016. Detailed requests reviewed from seven countries indicated readiness to receive advisers by late 2016 to March 2017. By 2017, eight advisers had been deployed out of the 13 original requesting countries – Antigua and Barbuda, Barbados, Jamaica, Mauritius, Eswatini, Namibia, and Vanuatu. Advisers were assigned to two other countries on the original list – Guyana and Tonga in 2019 and 2018 respectively. Four countries on the original list – Grenada, Nauru, Pakistan and Sri Lanka – did not advance to receive technical assistance due to various reasons, including remoteness of islands, limited resources and lack of available advisers willing to be deployed to these countries. Belize, St Lucia, Zambia, Seychelles and Fiji requested advisers subsequent to the original 13. These advisers were deployed 2019 and 2020.

From the records made available to the team, a calculation of the average time between the detailed request and assumption of duty in-country could not be determined. The Hub estimated 6–8 months between advertising of the position and deployment; however, the process in some cases took as little as three months. Consultations with national advisers and supervisors suggested that the deployment of advisers was for the most part

smooth and efficient. The main bottleneck was the delay between when adviser was selected and when they were deployed, which in some cases involved delays in the issuing of visas. The programme's practice of assembling a pool of potential advisers from which to draw and present to requesting countries contributed to a more efficient deployment process. Given the consultative nature of the process, which was dependent on feedback from the recipient countries, deployment of advisers is considered to be efficient, but with some potential to shorten the process time.

4.3.3 Cost efficiency and return on programme investment

The programme overall has not yet met its return on investment (ROI) target but has the potential to do so. ROI, however, varies widely from country to country. The programme's logical framework includes ROI (budget spent vs. funding received in per cent) as an output indicator. By the end of Year 4, for every pound spent the programme was expected to mobilise GBP 10 in funding for 'climate adaptation and mitigation projects and other related activities'. This was based on deployment of 12 advisers. It is important to note, however, there is an inconsistency between the design budget and volume of funds expected to be mobilised (USD 40M) and the anticipated ROI. To realise a ROI of 1:10 from the design budget of GBP 4,879,548, the programme would have to mobilise GBP 48.8M, and not USD 40M (approx. GBP 30M) as targeted in the logical framework. These targets are therefore inconsistent with each other and should be revised.

Taking into account programme expenditure to date as reported, not including in-kind contributions, (GBP 2,667,511), and funding mobilised amounting to GBP 26,370,782, the

programme has realised a return on its investment of GBP 9.89 of funding mobilised for every GBP 1 expenditure to date. The return on investment (ROI) of approximately 1:10 is just slightly less than targeted in the project design. If all funding in the pipeline as of September 2020 is approved by the end of Year 4 (GBP 464,473,038), the ROI would be GBP 174.12 for each GBP of programme investment. The team was not privy to how these targets were set, and the success rate of proposals in terms of the value of proposals submitted compared with actual funding approved to get a sense of the chances based on experience, of whether meeting the target is achievable. However, modest success in approving the pipeline presents the potential for the programme to reach its target. In addition to the investment made in deploying advisers, the Secretariat's investment was also leveraged to develop new partnerships with NDC and UNITAR, which mobilised new extra-budgetary resources.

The ROI varied widely from country to country. The deployment of the adviser in Antigua and Barbuda was particularly cost effective in terms of funds mobilised. Antigua and Barbuda reported GBP 17,095,991 mobilised from two advisers posted for over three years. This compares with only GBP 57,867 mobilised to date for Barbados for a three-year contract. In terms of projects in the pipeline, however, advisers in Mauritius, Namibia and St Lucia have the potential to mobilise hundreds of millions of pounds, as these countries reported pipelines of GBP 109,329,000, GBP 106,159,772, and GBP 145,672,613 respectively. This is approximately 2.5 times the value of projects in the pipeline for Jamaica and Tonga. Although Barbados was satisfied with their adviser, the ROI is very low for the actual funding mobilised (GBP 57,867), and there are no pipeline projects as of September 2020.¹³ The deployment of the adviser in Guyana proved not to be cost effective as there was no funding mobilised or in the pipeline. This was due to changes in the government's climate change priorities rather than a flaw in the delivery of technical assistance or the efficiency of long-term technical assistance model.

Long-term deployment was efficient in cementing financial gains, although there are exceptions.

The programme as designed envisaged long-term technical assistance to be provided by advisers being placed in-country for multiple years. Due to funding constraints, the programme was initially only able to offer advisers one-year contracts, even though it was understood that the TORs were not likely to be successfully undertaken and completed within 12 months.

Having long-term advisers serving multiple years reduces the administrative burden and the cost, as well as the time and knowledge lost when transitioning from one adviser to another. Retention of the original advisers in Jamaica, Mauritius, Tonga and Namibia resulted in significant project pipelines. There are exceptions however, in that the Barbados adviser of three years has not mobilised significant funding, while Antigua mobilised significant funding (GBP 17M) but had two advisers. The adviser in St Lucia, having been deployed for over a year, has delivered significant financial returns in a relatively shorter period of time.

4.3.4 Efficiency in delivering non-financial benefits

Considering the intent of the programme was focused on mobilising financing, programme efficiency was greater than planned, when considering significant achievements in non-financial benefits – that is, building national capacity and supporting an enabling environment to implement climate change mitigation and adaptation projects.

In addition to mobilising funding, the programme has delivered national capacity-building benefits that are difficult to quantify but can subjectively be seen to be valuable. The findings on effectiveness indicated that, generally, capacity-building activities were significant in strengthening systems and processes of host ministries as well as fostering an enabling environment in beneficiary countries, which should ultimately result in greater financing and implementation of adaptation and mitigation activities in the future. Considering that advisers were able to combine resource mobilisation with a wide range of other capacity-building activities, it is fair to say they were also efficient in delivering a range of non-financial benefits. This included drafting legislation, supporting national budgeting processes, supporting accreditation of national entities, and strengthening systems and processes

¹³ After the evaluation exercise was finalised, USD 41,526,423 for the Barbados pipeline was reported.

in host ministries. The case studies for Jamaica, Mauritius and Tonga illustrate examples of non-financial benefits.

4.3.5 Efficiency of programme administration

Given the lack of line-item financial reporting, the evaluation team could not compare planned expenditure with actual expenditure on programme administration activities. There are positive elements about the programme's operation that enhance efficiency; however, without financial data, the team could not make a determination about programme efficiency. The programme has operated below expected capacity per the original design, particularly with respect to human and financial resources assigned to research, knowledge management and resource mobilisation. The Hub currently operates with only three full-time staff (not including administrative support provided by the Commonwealth Secretariat). There is not an overly bureaucratic reporting structure between London and the Mauritius Hub, which enhances the efficiency of the programme. This, however, comes at the expense of a more desirable level of documentation and formal reporting.

The Hub, with the support of the Secretariat, has efficiently deployed advisers. However, the intended results related to knowledge management and partnership development are unlikely to be obtained in a timely fashion without additional resources dedicated to knowledge generation, research and advocacy. The proposed use of interns represents cost-effective support in this regard, if implemented.

4.4 Coherence

This section evaluates the coherence of the CCFAH programme both internally within the Commonwealth Secretariat and externally with beneficiary countries' activities, as well as in the larger climate finance landscape.

4.4.1 Coherence with existing climate finance activities

Within the general climate finance landscape, the CCFAH programme complements activities undertaken by the Commonwealth Climate Change Unit and other climate finance actors. In addition to the CCFAH, the Climate Change Unit also undertakes other climate change-related activities,

which the CCFAH complements. The Climate Change Unit is currently part of the CommonSensing project, a partnership between Fiji, Solomon Islands and Vanuatu, and a consortium of international partners. Together they support and build climate resilience and enhance decision-making through the use of satellite remote-sensing technology. The CCFAH complements this project through the advisers placed in Fiji. The advisers use the data generated by the programme and technical assistance to support the design of evidenced-based climate change proposals to enhance increased access to climate finance for these three countries.

With its existing partners, the programme complements the technical assistance provided by the NDC Partnership. The latter provides technical assistance to support the preparation of climate-compatible recovery packages that help beneficiary countries meet their Nationally Determined Contributions per the Paris Climate Change Agreement. Accessing climate finance is a component of these recovery packages. To this end, the NDC Partnership collaborates with CCFAH advisers to assist beneficiary countries to access climate finance as part of a larger economic strategy. The NDC Partnership see their collaboration with CCFAH as a way of reducing duplications in the technical assistance they provide to beneficiary countries.

Within the general climate finance landscape, the programme is coherent with existing efforts in regions where there are fewer technical assistance providers, particularly Africa. In other regions, such as the Caribbean and the Pacific, where there are other climate finance technical assistance providers, the programme runs the risk of duplicating efforts. For example, the adviser in Vanuatu noted that there were four other technical assistance providers working with the Ministry of Finance to access climate finance – GIZ-DFAT, USAID-SPC, USAID-Climate Ready and the Vanuatu-led GCF Readiness Programme. The adviser in Tonga also noted that there were numerous technical assistance providers in the Pacific region, including USAID, the Pacific Islands Forum and the South Pacific Community.

4.4.2 International collaboration

The Climate Change Unit, programme General Manager and advisers made significant efforts to foster regional collaboration, resulting in

increased visibility for the programme. The Climate Change Unit finalised two partnerships with NDC Partnership and UNITAR. The partnership with NDC Partnership entails the organisation funding the deployment of three advisers in Belize, Eswatini and Zambia, as well as two consultants in Eswatini and Jamaica. The General Manager also established an agreement IRENA where the latter reviews climate finance proposals developed by the advisers to ensure they are in line with the technical requirements. At the country level, advisers attended regional and international events such as the COP24 and COP25, where they promoted the programme among regional and international climate finance stakeholders. Regional collaboration was significant across all beneficiary member countries. In the Africa region, advisers collaborated with the NDC Partnership, AfDB, European Union Global Climate Change Alliance+ (EU-GCCA+), the Food and Agriculture Organisation (FAO), the World Food Programme (WFP), KfW, GIZ, the World Bank Group (WBG) and the Southern Africa Development Community (SADC). In the Caribbean, advisers collaborated with the Adaptation Fund, the Caribbean Development Bank, GCF, the Inter-American Development Bank, and the Caribbean Community Climate Change Center, UNITAR and UNDP. A key example of functional collaboration at the regional level was the development of regional climate finance proposals and regional policies on sustainable procurement by the adviser in Antigua and Barbuda with the Organisation of Eastern Caribbean States. The adviser also assisted in developing climate finance proposals for Grenada's proposal to the GCF, St Kitts and Nevis's draft proposals for the GCF Readiness Support Programme, and the development of its National Adaptation Plan (NAP). Caribbean advisers also participated in regional events and organised and contributed to panel discussions and information-sharing sessions, which raised the programme's visibility in the climate finance landscape in the Caribbean. In the Pacific, advisers collaborated with South Pacific Community, an accredited GCF entity, the South Pacific Environmental Programme, and the Pacific Community. Advisers also made significant efforts in raising the visibility of the CCFAH locally and regionally through various media channels. These included interviews with local television stations and newspapers, as well as attending national and regional conferences where they shared about the CCFAH programme.

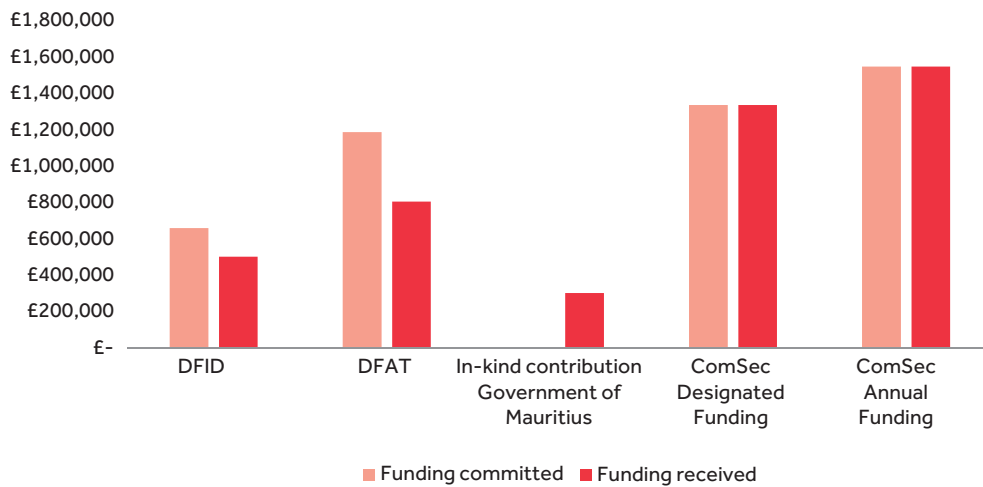
4.5 Sustainability

This section assesses the conditions required for financial sustainability and sustainability of programme benefits. The main goal of the CCFAH programme is for advisers to build the capacity of host ministries to independently access climate finance. If the programme is successful, the operation of CCFAH Hub may not need to be permanent or exist in its present form if a critical mass of capacity is built in member countries. Sustainability of the programme's benefits, however, will depend on: i) the ability of the programme to offer sufficiently long-term technical assistance to generate a suite of bankable climate finance proposals; ii) beneficiary countries being able to absorb and retain skills and knowledge gained by national stakeholders; (iii) effective knowledge generation and management and platforms for adviser transitioning and continuous knowledge-sharing across the programme; and iv) the ability of the Hub to undertake research and advocacy to facilitate change in international climate change architecture to the benefit vulnerable states. The ability of the programme to do this will, to a large degree, depend on being able to attract financial resources in the medium term to realise all the intended benefits.

A draft sustainability plan was prepared in July 2020, which largely speaks to how the advisers' activities can be embedded and institutionalised in recipient countries. While it could be used as a framework to guide the development of TORs and capacity-building approaches, it cannot be considered to be a blueprint or an implementable plan to address financial sustainability challenges. Building on this initial draft, a more focused sustainability plan with clear action-oriented and time-bound activities to identify and analyse operational and financial sustainability options should be developed.

4.5.1 Financial sustainability

The programme has operated with a resource gap as illustrated in Figure 9. ComSec has increased its allocations beyond that which was originally anticipated, while the anticipated external funding has not been realised to date. This gap in funding has implications for the sustainability of anticipated benefits and indicates challenges for long-term sustainability.

Figure 9. Funding committed and funding received: 2016–2020

Source: CCFAH 2016/17–2020/21 programme budget.

Sustainability of programme benefits is jeopardised by the short-term allocation of donor funds on an annual basis. Currently, the programme's main donors commit to year-by-year funding and not long-term funding. This reduced the ability of the programme to make multi-year contracts with the advisers. The programme's fee structure, which was reported as not competitive, limits the number of highly qualified climate experts attracted to apply as advisers. In two instances, national supervisors were not satisfied with the level of expertise of the advisers deployed, and these contracts were not renewed. The programme was unable to attract some candidates to accept the adviser position due to one-year contracts as this often meant uncertainty, both in terms of their work and their personal lives.

Lack of a dedicated fundraising and donor-relations staff member to focus on fundraising and partnerships impeded efforts to meet the current resource gap. The General Manager noted that he was primarily responsible for seeking new donors and, due to competing priorities, such as managing the advisers and the day-to-day operations of the programme, he was unable to follow up on potential funding opportunities – as a result, several funding opportunities were lost. Consultations also revealed that current donors would prefer more frequent and in-depth reporting, suggesting that greater attention to donor relations is required.

The programme's unique value proposition is not immediately evident to potential funders and partners and there is a need for enhanced

results reporting and visibility to potential donors. Potential donors are interested in the programme's work but expressed that they do not have sufficient knowledge on what makes CCFAH unique compared to similar programmes. To maintain its comparative advantage, the CCFAH programme will need to further distinguish itself, as other agencies with higher financial capacity are rolling out this model at a larger scale. Interviewed stakeholders who could potentially become donors or partners expressed that although they know of CCFAH, they did not have sufficient information on what makes the programme's technical assistance unique compared to that of other organisations. For example, the team was informed by a representative of Canada that the Canadian Government had allocated CAD 2.5 billion towards supporting climate financing; however, they found that other programmes, such as the Rocky Mountain Institute, were better able to deliver similar technical assistance. A representative of the Government of New Zealand also stated that, although they were in support of the programme's activities, they did not have much information about what made the programme unique, particularly in the Pacific. For example, several organisations in the Pacific region are already assisting countries to access climate finance, such as the Pacific Forum Islands Secretariat. Both stakeholders expressed that the programme should share as much information as possible, so potential donors and partners have a better understanding of the programme. For example, the Canadian representative noted that the only information

source they had on the programme's activities was through the Secretariat's annual reports and this information was very limited.

Covid-19 could be a challenge or provide an opportunity for more funding for the programme, depending on how the CCFAH leverages funding opportunities. Existing donors highlighted that there could be future budget cuts that could impact financing towards CCFAH as their respective governments were channelling funding towards Covid-19 efforts. This presents an opportunity to get funding from Covid-19 response funds if the programme is able to draft innovative proposals that incorporate Covid-19 response efforts with climate change adaptation and mitigation activities. The General Manager also noted that he was already encouraging advisers to use this approach at the country level.

Interviewed donors also expressed that the programme should actively seek funding from diverse sources. One donor recommended that the programme try to seek funding from non-Commonwealth countries that are actively financing climate change programmes, such as Sweden, Norway and Germany. Funding from these countries could be channelled through the Commonwealth Foundation.

Another sustainability mechanism could include having beneficiary countries incorporate a funding line in climate finance proposals to cover the cost of the adviser for a longer-term engagement to support project implementation. In the long run this could potentially shift the programme more towards climate finance access activities, such as implementing, monitoring, reporting and verifying projects as highlighted in Figure 4. This sustainability mechanism is also forward-looking to when countries have built enough capacity to access readiness finance, or when they do become accredited, which would make readiness for climate finance technical assistance less needed.

4.5.2 Integration and delivery of technical assistance

The integration of technical assistance into host ministries or entities largely depended on the institution's capacity to absorb the technical assistance provided. Commonwealth National Climate Finance Advisers made significant strides in assisting host ministries to enhance their existing systems and processes. This included developing

'Since the CCFAH assistance was embedded in the Division, it made a world of difference and helped to focus the work on what matters most in accessing climate-related financing for related activities. The country was also able to prepare and finalise its National GCF Country Programme...'

– Public sector stakeholder from Jamaica.

operations manuals, improving inter-ministerial coordination and providing hands-on experience during proposal development processes. The successful integration of this technical assistance within the host ministry largely depended on the capacity of the ministry to integrate this technical assistance. Both national supervisors and advisers across beneficiary countries noted that limited human resources and high-staff turnover in ministries and national institutions threatened the sustainability of technical assistance provided.

A decision has to be made regarding the operational future of the programme as a permanent mechanism to deliver climate finance technical assistance. As the programme evolves the Steering Committee would need to decide if CCFAH will become a 'project' or 'programme', and if so, whether the 'Hub and Spokes' model would be sustainable in the long term.

4.5.3 Information and knowledge management

Peer learning and information sharing between advisers was very strong and should enhance sustainability of programme benefits. Advisers expressed that they found it useful and easy to communicate their challenges and receive support from their peers. They also noted that the knowledge they received from their peers was especially helpful when settling into their roles and in cases when they lacked expertise or knowledge in a particular area. To better capture the information sharing for future advisers and/or knowledge products, an online communication platform, Btrix, was set up for the programme.

To sustain the operational gains made by the programme there is a need for programme documentation to ensure institutional memory. This can be done through improvements in documenting processes and procedures for

consistency in programme management. Document review and consultations suggest that the programme does not have a coherent knowledge management system. The evaluation team found that depth in reporting to the Steering Committee and donors can be improved. Consulted Steering Committee members and donors expressed dissatisfaction with the lack of depth in reporting the programme's activities; for example, the specific activities undertaken by the advisers. Another knowledge management area for improvement is the exit and knowledge transfer processes between former and new advisers. Currently, when an adviser is vacating their position, they are required to submit a final and close out report which is submitted to the programme General Manager and passed on to the new adviser. However, this knowledge transfer process could be improved by an overlap of incoming and outgoing advisers. This overlap would allow the departing adviser to mentor the new adviser, introduce them to the contacts they have built in the country and assist them to settle in their new role. Where there was no replacement adviser, the incumbent adviser shared a final report and all the documents developed to the national supervisor or designated staff member.

The relationship between the Hub and beneficiary country should not end after the deployment of the national advisers. Beneficiary countries can continue to benefit from the programme after the advisers' tenures end, through a mechanism for ongoing engagement with the programme; for example, by continuing to involve them in knowledge transfer and dissemination of information, participation on a knowledge-sharing platform, invitation to events, etc. Maintaining contact and providing access to the programme's knowledge resources and inviting their participation at events is a low-cost approach to retain interest and keep member countries abreast of current developments in climate finance.

4.6 Dynamism

CCFAH mounted a number of adaptive responses to capitalise on changing circumstances as follows:

CCFAH designed an online platform to formalise peer learning that developed informally among the advisers. The sharing of experiences and peer-to-peer learning is a positive feature of the programme in terms of incorporating programme

learning towards improving programme delivery. The advisers developed an informal communication channel through the mobile application WhatsApp. During the consultations, advisers expressed that they found this WhatsApp group to be an effective tool in sharing experiences and knowledge. Newly placed advisers also noted that shared experiences from seasoned advisers was useful as they settled in-country. The General Manager and the Climate Change Unit were able to capitalise on this by creating the online platform, Btrix which is a more formal avenue of information sharing.

The programme adapted its hiring mechanism, from hiring advisers on a needs basis to creating a pool of advisers that are recruited on a rolling basis. At the onset of the programme, advisers were hired on a needs basis. When a TOR was developed by the General Manager and the beneficiary countries, the General Manager would put out a call for the adviser position. This often resulted in delays as it was difficult to find experts to fill the positions due to limited availability. Hiring advisers on a needs basis was found to be inefficient, and in response the programme began recruiting advisers on a rolling basis to a roster. This roster allows the General Manager and the Climate Change Unit to readily recruit advisers, which reduced the recruitment time.

To address the short-term technical expertise needs, the programme hired short-term consultants and also leveraged existing partnerships to assist advisers with technical expertise. Climate finance proposals often required in-depth technical expertise in one area that advisers sometimes lacked. Initially, the advisers relied on the General Manager to provide this technical expertise given his background but, in some instances, even his expertise was limited. Funds were allocated from which short-term technical experts could be hired to assist the advisers. Consultations with the advisers suggest that this process has largely been successful, as they have been able to use some of these funds to hire short-term experts. For example, in Antigua and Barbuda the adviser was able to hire a consultant to assist in project-implementation activities. The programme General Manager was also able to develop a partnership with IRENA where the latter offered to review the climate finance proposals free of charge to ensure that they meet the technical requirements of the climate finance funds.

4.7 Summary findings

Table 10 assesses the programme against the OECD DAC criteria and the key evaluation questions. Each criterion is rated against a 5-point scale of very high (5), high (4), moderate (3), low (2), and

very low (1). Where there was insufficient evidence to give a rating for the criterion, it was assessed as inconclusive. The rating is justified by describing the extent to which the question was satisfied by the evidence noted throughout this report.

Table 10. Summary of findings

Criteria	Sub-Question	Rating and Justification
Relevance	<ul style="list-style-type: none"> To what extent are the objectives of the CCFAH still valid? Does the design of the programme address member states' capacity gaps to access climate change funds? Among any other interventions, how significant is the programme to beneficiary member states in increasing their capacity to access climate change financing? 	<p>Very High</p> <p>The objectives remain valid given the urgency of climate change and inability of vulnerable states to access climate finance. The design allows for member states' capacity gaps to be addressed. The programme is one of several accessed by member states but is seen to be more responsive to members' needs and offering more embedded technical assistance.</p>
Coherence	<ul style="list-style-type: none"> How does the CCFAH demonstrate compatibility with the Commonwealth Secretariat's Strategic Plan? How compatible is CCFAH with other climate finance / climate change mitigation and adaptation activities in the beneficiary member states? What is the value of engaging in collaboration with regional entities, and has this contributed to increased visibility and improved beneficiary country access to climate finance? 	<p>High</p> <p>CCFAH directly contributes to ComSec's current Strategic Plan, particularly Outcome 5.3. Activities are compatible with the Secretariat's focus on small states and the mandate of the Climate Change Unit to strengthen the resilience of Commonwealth countries to the negative impacts of climate change. CCFAH is demonstrably compatible with other climate change activities in member states. The value of collaboration with regional entities, while advancing, has not realised its full potential.</p>
Effectiveness	<ul style="list-style-type: none"> Are the activities and initial results of the programme consistent with the intended outputs and outcomes of the CCFAH as defined in the logical framework? To what extent have outcomes been delivered / are likely to be achieved? Are resources available sufficient to achieve the objectives? Are there any outcomes that have emerged that were not intended, and to what extent are these positive or negative? To what extent has the technical assistance delivered resulted in actual financing received or committed, improved quality of proposals/submissions from beneficiary countries, or increased skills and confidence by member country stakeholders? 	<p>Moderate</p> <p>The activities and initial results of the programme are consistent with the intended outputs. The programme is on its way to meet the headline target for volume of climate finance mobilised and has the potential to surpass the four-year target given the current pipeline. Technical assistance has resulted in approved financing for six of nine countries, but funds mobilised varies widely from country to country. Technical assistance as reported by stakeholders has had a modest effect in increasing awareness and relevant skills. An unanticipated benefit is the extent to which advisers have supported wider ecosystem improvements within some countries to undertake adaptation and mitigation activities. The</p>

(Continued)

Table 10. Summary of findings (Continued)

Criteria	Sub-Question	Rating and Justification
	<ul style="list-style-type: none"> How has the governance structure of CCFAH contributed or influenced its achievements/non-achievements of set outcomes? What are the strengths and weaknesses of the 'Hub and Spoke' approach? To what extent has gender mainstreaming been incorporated within national climate change initiatives? To what extent have adequate monitoring, evaluation, risk management and learning processes been integrated within, and are benefiting, programme execution? 	governance structure is conducive to the achievement of outcomes, but for consistency in operational performance, processes and reporting should be more formalised. Gender has been incorporated to a satisfactory degree throughout the programme, but with room for improvement. Monitoring and evaluation, risk management and learning processes have not been sufficiently integrated, and there is greater potential to benefit programme execution.
Efficiency	<ul style="list-style-type: none"> To what extent has the programme delivered its intended outputs to budgeted cost? To what extent has technical assistance been deployed and used in a timely fashion? What are the major cost drivers for the different types of activities under the programme? To date, what is the relationship between programme costs and financing secured? 	<p>Inconclusive</p> <p>Assessment of efficiency and use of programme resources was hampered by a lack of solid financial reporting, and persistent changes in the programme budget reported year after year. Technical assistance was deployed and used in a timely fashion. The lack of financial information did not allow for the major cost drivers to be verified due to lack of line-item reporting. The relationship between programme costs (EBR and Com-Sec financing only) and financing secured was 1:9.89, in line with the projected 1:10 target. The financial targets (ROI and funds mobilised) are internally inconsistent.</p>
Sustainability	<ul style="list-style-type: none"> To what extent has the technical assistance been integrated into the respective ministries (institutional processes) and built long-term technical capacity/skills/knowledge of key ministry staff? Is there evidence that adviser exit/handover procedures optimise knowledge transfer? Is there evidence that any increase in technical capacity in beneficiary member states will enable independent design and submission of proposals for climate financing by member beneficiaries? What effects have/could the programme's information and knowledge management had on the results and sustainability of the programme to date? 	<p>Moderate</p> <p>While the programme was embedded in host ministries and stakeholders noted moderate increases in awareness and skills, the extent to which long-term capacity was built is inconclusive. Although advisers pursued a 'learning by doing' delivery of technical assistance, staff shortages and staff turnover reduced the effectiveness of this approach. Adviser exit/handover procedures were not optimum to maximise knowledge transfer. The programme's information and knowledge management activities to date are insufficient to positively affect sustainability. While peer-to-peer learning is strong, there is insufficient documentation to sustain this in the long term after the current</p>

(Continued)

Table 10. Summary of findings (Continued)

Criteria	Sub-Question	Rating and Justification
	<ul style="list-style-type: none"> To what extent is the existing program governance and management structure suitable for continued operation of the programme? 	<p>adviser cohort has left the programme. The programme governance and management structure is suitable for continued operation, however, processes and procedures need to be codified and roles and responsibilities more clearly delineated between the Hub and Climate Change Unit to retain institutional memory and ensure consistent operation in the event of staff turnover.</p>

5. Lessons Learned and Recommendations

This chapter presents the lessons extracted and analysed by the evaluation team through the course of document review, stakeholder consultations and surveys. Arising from the lessons learned that can inform programme improvement, corresponding recommendations are presented for consideration. Recommendations include both changes and continuation of existing best practices.

5.1 Best practices

Some features of CCFAH that have been reviewed are considered to be best practices leading to enhanced programme performance and should be continued.

Best Practice #1

Involving beneficiary member countries in drafting their own tailor-made programme objectives and expected results encourages ownership by host ministries and increases the potential for good results.

All stakeholders interviewed – and in particular national supervisors of the Commonwealth National Climate Finance Advisers – indicated that involving beneficiary member countries in drafting the programme objectives and desired results encouraged a high level of ownership within the host ministries. Some national supervisors stated that this aspect of the programme makes CCFAH unique, unlike similar programmes where objectives and expected results are often thrust upon the host ministries. Beneficiary member countries' involvement in the design process was seen to be beneficial for two main reasons: first, they know very well the gaps they face regarding their capacity, so they are able to draft objectives and expected results that are in line with the gaps they want to fill. Second, this ownership of process and results gives them a vested interest in seeing these objectives and results achieved.

Best Practice #2

Peer learning between advisers was the dominant form of knowledge transfer and information sharing.

Advisers expressed how peer knowledge-sharing was instrumental in helping them effectively undertake activities in their countries, including preparing work plans, engaging with national stakeholders and understanding how their work should align with the programme's overall objectives. Seasoned advisers also shared their experiences with others based in different countries and in particular with newly posted advisers. For example, several advisers expressed how often they sought technical and knowledge assistance from the adviser based in Jamaica. This represents a good example of South–South learning where advisers were learning best practices that could be applicable in their own contexts.

5.2 Lessons learned and recommendations

From the evaluation, there are a number of key lessons learned which lead to recommendations for the programme.

5.2.1 Governance

Lesson Learned #1

Rotation of some steering committee members and the resulting loss of institutional knowledge weakens the potential effectiveness of the Steering Committee.

As highlighted in section 4.2.4, the high turnover rate of steering committee members results in loss of institutional knowledge as new members

often need time to familiarise themselves with the programme and its activities, and by the time they are well-versed they are rotated out of the committee. As such, there is a constant loss of institutional knowledge. Additionally, these positions are often allotted to high-ranking representatives who often have competing priorities, which ultimately impacts the time and input they can provide to the work of the Steering Committee.

Recommendation #1

Extend the tenure of steering committee members and assign the seat to a technical person instead of a higher-level person. For example, the seat could be assigned to a climate change focal person instead of a high commissioner, who might have several competing priorities.

5.2.2 Programme execution

Lesson Learned #2

Weak programme documentation hinders reporting, accountability and institutional knowledge.

The evaluation team discovered during document review that key documents outlining processes, procedures, financial and results reporting either did not exist, were in draft form, or were developed on an ad hoc basis. As a result, this limited the extent to which the evaluation team could validate information. More importantly, newer Climate Change Unit staff did not have documented processes, financial reports and other institutional knowledge products for optimal onboarding and continuity of operational procedures.

Recommendation #2

An operational manual was originally included as a programme output but is currently in draft form. This document should be expanded and completed to include all administrative processes along with templates, e.g. scoping mission templates, internal reports.

Lesson Learned #3

Given the dynamic and complex nature of climate finance, advisers needed access to specialised expertise they lacked to adequately support countries.

One of the main challenges advisers faced was that they were expected to be experts in various fields related to climate finance. Advisers have a good knowledge of climate finance issues, however, certain projects required specialised know-how in fields such as energy and transportation. In these situations, they often relied on the General Manager or the Commonwealth Climate Change Unit for technical support, but the required expertise was not always available internally.

Recommendation #3

Increase the dedicated budget allocated for short-term expertise or training to augment the expertise of Commonwealth National Climate Finance Advisers.

Lesson Learned #4

Knowledge transfer and communication mechanisms cannot be ad hoc. There is scope for better knowledge transfer and relationship management, particularly between the Hub and national supervisors.

Optimum knowledge transfer between the adviser and the host ministry, and between a new adviser and their predecessor, allows for the gains made by the adviser to be institutionalised and sustained after their departure. However, there is no formal mechanism guiding this process.

Consultations also suggest that three-way communication between the Hub, advisers and national supervisors could be improved. In some cases, limited communication between the General Manager and the national supervisor resulted in national supervisors not fully

understanding certain aspects of the programme, such as reporting requirements. Maintaining contact with national supervisors ensures that the General Manager has recent and relevant information regarding the needs of the member country, which is crucial in cases where there is no overlap of advisers.

Recommendation #4

Institutionalise and document handover processes between old and new advisers and with host ministry. Institute formal regular communication between the Hub, advisers and host ministries.

Lesson Learned #5

Political engagement and level of ownership by beneficiary member countries were critical for the positive results the programme.

Beneficiary countries with high political engagement and level of ownership actively engaged with the advisers. Despite limited human and financial resources, host ministries with these two qualities tended to have a clear understanding of the persisting capacity gaps and were able to actively find solutions to ensure that the technical assistance delivered by the adviser was absorbed in the ministry.

This was evident in Jamaica and Tonga, where efforts were made by various ministries and other stakeholders to work collaboratively with the adviser in designing proposals and implementing projects. The adviser in Tonga noted that high-ranking government officials often attended meetings to discuss develop climate finance proposals. The adviser also expressed that the high-level political engagement also led to strong inter-ministerial collaboration.

Recommendation #5

When reviewing technical assistance requests, there should be a baseline assessment of political engagement and suitable institutional arrangements that support climate finance activities.

Lesson Learned #6

Uncertain committed funding for long-term contracts and the Secretariat's fee structure might result in difficulties in adviser recruitment and retention to deliver much needed long-term technical assistance to all requesting countries. This may force a trade-off between programme depth (impact) and breadth (coverage).

The lack of committed funding meant that advisers could only be given one-year contracts, subject to extension based on the request of the beneficiary country and/or availability of funds. These one-year contracts required relocation of advisers and their families, did not offer sufficient employment security, and made it difficult to properly settle in the country. The uncertainty of contract renewals sometimes resulted in some advisers leaving their posts to seek employment with longer-term contracts. Even in situations where contracts were extended, some advisers were notified very close to the end of their contracts, and they expressed their dissatisfaction with this last-minute notification. This uncertainty is due to the year-by-year funding the programme receives from donors.

Additionally, the programme has not yet been able to meet the demands for technical assistance from all requesting countries. This potentially presents the Secretariat with a dilemma to either approve many adviser contracts over a shorter timeframe, which may have more limited results, or to focus long-term technical assistance on fewer countries with the potential for deeper impact.

Recommendation #6

In the absence of additional financial resources to engage consultants for multi-year contracts, the programme should consider the trade-off between breadth and depth of results. It is recognised that this is a sensitive strategic decision. If the programme goes for breadth, the expected results should be adjusted to align with realistic expectations of what a shorter-term engagement will deliver. If the programme goes for depth, it will need to cap the number of countries eligible for support, prioritise responses based on objective criteria to assess potential for best use of a long-term adviser, and offer advisers a minimum two-year contract.

5.2.3 Results targets and measurement

Lesson Learned #7

The lack of a documented methodology to attribute, track and account for funding mobilised and in the pipeline raises questions about the accuracy of reported results.

A defined and documented approach to account for climate financing mobilised is needed. The programme's main expected result is the amount of climate finance mobilised. These numbers are the main indicator of success, and a major incentive for donors to fund the programme. If these numbers are found to be inconsistent by donors and other stakeholders, this can cast doubt on the credibility of results.

Recommendation #7

Transparent and clear guidelines need to be developed to accurately and consistently account for the amount of climate finance mobilised. This activity can be undertaken internally, or by hiring external consultants to develop clear guidelines. It would also be useful if a baseline assessment were undertaken at inception to ascertain how much climate finance has already been received over a period of time preceding deployment of the adviser.

Lesson Learned #8

The adviser's TORs may be too ambitious given the timeframe the advisers have in-country.

The outcome targets defined in the country-level logical frameworks created unrealistic expectations about the level of impact achievable within the adviser's term of engagement. Stakeholders were in agreement that limited tangible results can be achieved within a one-year period. This was indeed supported by examples in countries where advisers had been stationed for one year and few or no proposals were developed. A minimum of two to three years was a more realistic timeframe to see any tangible results from the adviser's work.

Recommendation #8

Logical frameworks underpinning the Commonwealth National Climate Finance Advisers' work plans should reflect more realistic targets commensurate with the amount of time advisers will spend in-country.

Lesson Learned #9

The focus on climate finance mobilised and in the pipeline overshadows the additional value-added brought by Commonwealth National Climate Finance Advisers to build national capacity.

There is significant emphasis on measuring the impact of the programme through the climate finance mobilised. This indicator is particularly important for donors, but focus on this indicator overshadowed the other capacity-building benefits brought by the advisers. In addition to developing climate financing proposals, advisers also executed various types of activities including developing manuals to enhance existing systems and processes in host ministries, assisting in drafting climate finance legislation, training, and assisting in project implementation. Although some of these are one-off activities, they have a lasting impact in strengthening the capacity of host institutions to progress towards being independent enough to draft climate finance proposals, develop a national enabling environment for climate change activities, and implement adaptation and mitigation activities.

Recommendation #9

The programme should seek to better measure and communicate the capacity-development impact of the advisers. The existing logical framework and results reporting should be adjusted to clearly take into account additional non-financial benefits delivered by the advisers.

Lesson Learned #10

The programme logical framework did not prove to be best suited to measure programme results. In some instances, indicators were repetitive, some definitions were not clear and not all targets were aligned with each other.

It is best practice to review results frameworks developed during the design of programmes to ensure results are being captured and reported, and that they remain fit for purpose with realistic targets, data sources and means of verification. With few exceptions, it appears that indicator data was not being systematically captured, and it appears the logical framework is not used as a monitoring and evaluation tool. Disparities in the interpretation of the indicators between the evaluation team and the Hub indicated definitions were unclear and ambiguous, so these should be reviewed and modified. Many output indicators were duplicative in measuring the same effects.

Recommendation #10

CCFAH should review and revise the logical framework to improve clarity of indicator definitions and streamline the number of output indicators to remove duplication.

5.2.4 Financial sustainability

Lesson learned #11

Not having committed medium- and long-term financing compromises ComSec's ability to plan delivery of technical assistance demanded by member countries.

Currently the programme relies on funding from the Commonwealth Secretariat, the Government of the UK, the Government of Australia, the NDC Partnership, UNITAR and in-kind donations from the Government of Mauritius. Changes in funding priorities due to the COVID-19 pandemic might affect commitments from existing and potential donors. There may, however, be other opportunities for accessing post-COVID-19 recovery financing, which may incorporate support for climate change adaptation and mitigation activities. The programme should reach out to Commonwealth member countries such as Canada, India, and New Zealand as well as non-Commonwealth governments to support the programme. This requires a dedicated effort from the Secretariat to develop a financial sustainability plan and pursue these options.

Recommendation #11

The Commonwealth Secretariat should engage specialised short-term expertise to support building new donor relationships, partnerships and fundraising, and in particular to pursue the post-Covid-19 climate finance landscape and opportunities. A first step of this position should be to develop an implementable action plan.

6. Case Studies

6.1 Mauritius

6.1.1 Background

Climate change disaster-risk profile

Mauritius is a nation island consisting of a main island, Mauritius, and a group of small islands scattered in the South West Indian Ocean, namely: Rodrigues, the Cargados Carajos St Brandon, Agalega, Tromelin, and the Chagos Archipelago Diego Garcia. Similar to other Small Island States, Mauritius is highly vulnerable to climate change and the resulting sea-level rise. Most likely to be affected by climate change and sea-level rise are coastal resources, agriculture, water resources, fisheries, health and well-being, land-use change and forestry and biodiversity.¹⁴ The Global Facility for Disaster Reduction and Recovery (GFDRR) estimates that Mauritius experiences over USD 110 million in combined losses from earthquakes, floods and tropical cyclones annually. Given the country's high vulnerability to the detrimental effects of climate change the Government of Mauritius has made a concerted effort to prioritise climate change adaptation and mitigation activities. This commitment was further cemented by the government's decision to host the Commonwealth Climate Finance Access Hub.

Climate finance landscape in Mauritius

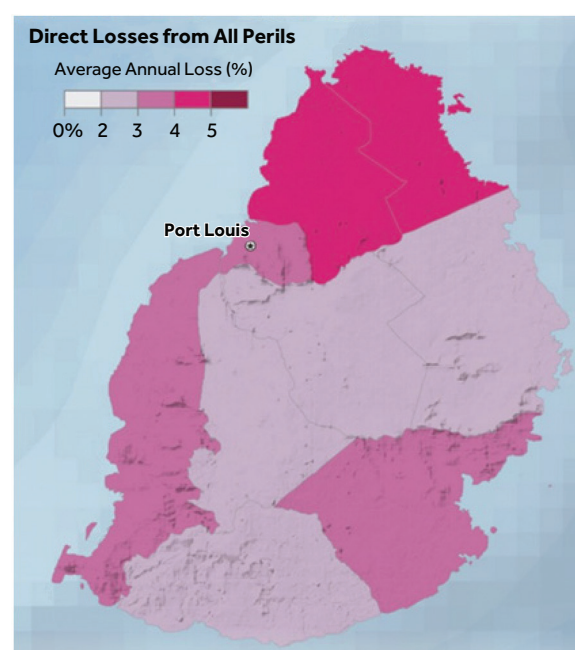
Similar to vulnerable SIDS, Mauritius is intentional about seeking climate finance to support climate change adaptation and mitigation projects. The Ministry of Environment, Solid Waste Management and Climate Change spearheads all the activities related to climate change adaptation and mitigation activities, including securing climate finance. The ministry was already undertaking some capacity-building activities with both public and private stakeholders. Between 2018 and 2019 the ministry was able to mobilise a total of USD 835,000 from the Green Climate Fund (GCF) through the Climate Technology Centre Network (CTCN) and from the Global Environment Facility (GEF) through the UN Environment Programme. The GCF also approved a readiness grant to the

Ministry of Finance and Economic Development as Mauritius's NDA. Prior to hosting the Hub or the deployment of an adviser, the country was in the process of getting an accredited entity with the GCF. This accreditation would enable the country to readily access climate financing from various climate finance funds. Additionally, the Ministry of Finance intends to use the GCF readiness grant to build operational and strategic mechanisms and capacity and to develop a country programme that will highlight the key priority areas and pipeline of projects that may be further developed for investment by the GCF.

6.1.2 Activities and impact of the National Climate Finance Adviser

The Commonwealth National Climate Finance Adviser supported the Mauritius government from May 2017 until June 2020. The adviser's activities centred around capacity-building and knowledge management, as well as stakeholder engagement. Specifically, the adviser's main tasks were developing project proposals in response to

Figure 10. Annual direct losses in Mauritius due to earthquakes, floods and tropical cyclones



Source: Global Facility for Disaster Reduction and Recovery.

14 UNDP Climate Change Adaptation.

relevant climate funding envelopes, coordinating cross-ministerial efforts to operationalise the Intended Nationally Determined Contribution (INDC)/NDC and other climate-related projects, capacity development of relevant ministries and other organisations, and contributing to the implementation of the CCFAH through sharing knowledge and experiences. The adviser also complemented activities already being undertaken by ministries and other stakeholders such as the GCF Readiness Programme.

Development of climate finance proposals

The Commonwealth National Climate Finance Adviser facilitated the preparation of 17 project concept notes (PCNs) and project proposals. These proposals covered a wide variety of sectors, including agriculture, marine and coastal management, energy, and water. Through these proposals Mauritius was able to mobilise GBP 1.7 million with GBP 21 million in the pipeline.

Support in coordination of cross-ministerial efforts

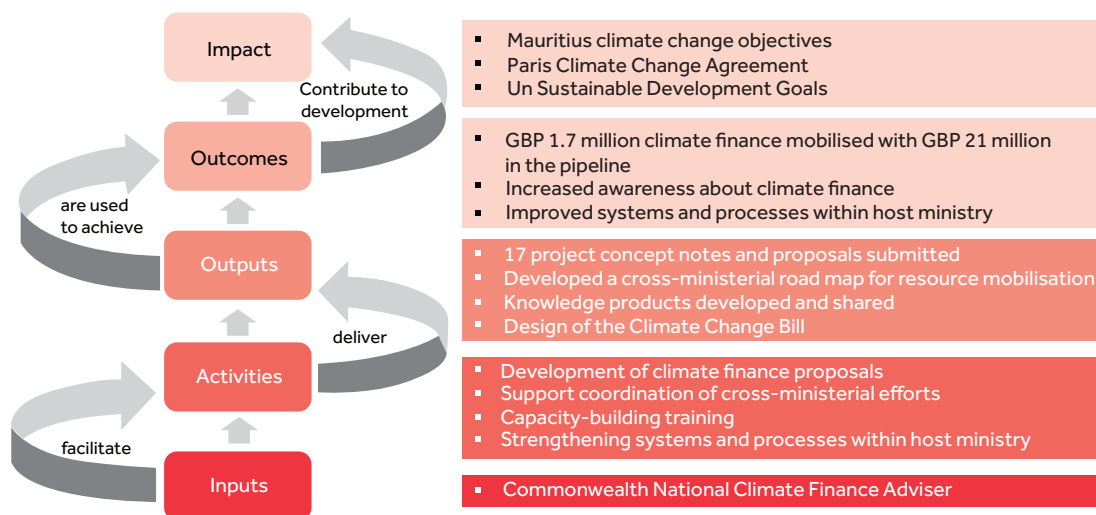
The Commonwealth National Climate Finance Adviser supported the coordination of cross-ministerial efforts. The adviser actively participated and provided input in meetings organised by the INDC Technical Coordination Committee as well as the Resource Mobilisation Committee. These two committees are tasked with the implementation of the Mauritius NDC under the leadership of the ministries

of Environment and Finance respectively. Under the Ministry of Environment Technical Coordination Committee, the adviser: i) provided capacity-building on the importance of writing project proposals and timely submission; ii) raised awareness on how to access climate finance; iii) worked with stakeholders at technical levels on how to complete qualitative adequate and relevant project templates; and iv) worked with stakeholders to finalise and submit the GCF NAP proposals. In addition to these activities the adviser also contributed to the preparation, articulation, formation and development of the Climate Change Bill, which was finalised for submission on 5 November 2018. This bill captured lessons learned, best practices, and guidelines and frameworks from examples such as South Africa and other developing and Small Island States. The adviser also supported projects led by the Ministry of Industry, Commerce and Consumer Protection, the Central Electricity Board, the Biodiversity Conservation Mangroves Protection and Management, Air Mauritius, Wetlands International, the Ministry of Social Security, National Solidarity, and the Environment and Sustainable Development Division.

Capacity development

With respect to capacity-building, the Commonwealth Climate Finance Adviser strengthened the internal processes within the host ministry and provided training to

Figure 11. Results chain summarising the adviser’s impact in Mauritius



Source: Developed for this report.

various stakeholders, both public and private. In strengthening institutional processes, the adviser developed criteria for selecting and prioritising projects. This activity resulted in the development of the *Project Selection and Criteria Guidelines*, which are still being used to facilitate the development of climate finance proposals.

The activities undertaken by the adviser and their impact is best illustrated by the results chain shown in Figure 11.

6.1.3 Lessons learned

Cross-ministerial collaboration is crucial for the submission of comprehensive and quality proposals. The development of innovative climate finance proposals often requires collaboration between various ministries. As such, efficient cross-ministerial coordination is a crucial component in the climate finance proposal development process. Poor coordination between the two separate technical committees that were created to fast-track climate finance flows often led to an uncoordinated strategic approach towards accessing climate finance. In other instances, where various ministries responses were needed in the development of climate finance proposals, several opportunities were lost due to delays in responses from ministries. In some cases, limited collaboration was due to the lack of capacity in ministries, where staff were often inundated with competing priorities.

Instilling a sense of ownership within the host ministry sustains the implementation of project activities. The adviser expressed that the lack of ownership often resulted in laxity of ministry staff in taking up responsibilities and accountabilities or funding projects. He suggested that getting ministry staff to input ideas into project activities would result in higher levels of ownership.

Peer learning between advisers is crucial for information sharing and knowledge management. The adviser benefited extensively from the knowledge and experience shared by the adviser in Jamaica. He was able to draw on best practices from Jamaica regarding reporting procedures and engaging with local stakeholders. The adviser also shared his experiences with others based in different countries, and in particular with newly posted advisers.

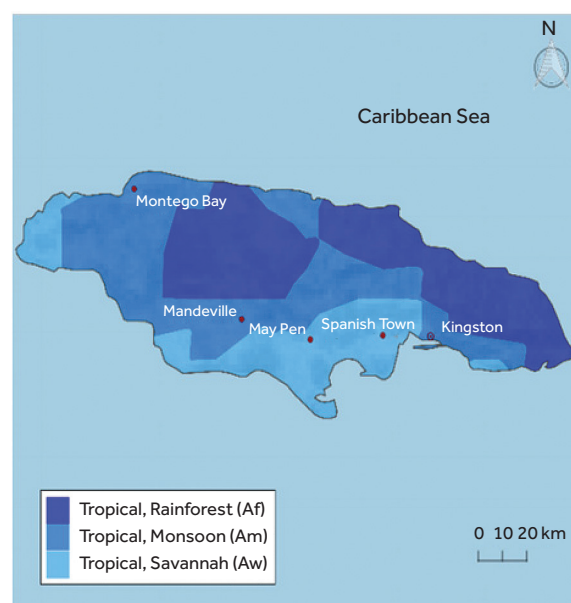
6.2 Jamaica

6.2.1 Background

Climate change disaster-risk profile

Jamaica is a Small Island State located in the Caribbean and is highly exposed to the detrimental impacts of climate change. Approximately 90 per cent of the country's USD 14 billion GDP is produced within its coastal zone, making its economically valuable tourism, industry, fisheries, and agriculture assets highly vulnerable to climate variability and change. Weather-related disasters over the past two decades, including those due to droughts, floods, tropical storms and hurricanes, have severely impacted Jamaica's economic growth.¹⁵ On average, in the long term the Government of Jamaica would need to cover losses of approximately USD 121 million annually to address its contingent liabilities related to hurricanes and floods. Hurricane damage to public and private building infrastructure alone has been estimated at USD 67 million on average each year in the long term. In addition to long-term impacts on economic and social development, disasters also increase Jamaica's sovereign debt as more loans are borrowed to finance unplanned post-disaster expenditures.¹⁶

Figure 12. Jamaica: Koppen-Geiger climate classification



Source: USAID.

¹⁵ USAID.

¹⁶ Global Facility for Disaster Reduction and Recovery.

Climate finance landscape in Jamaica

Existing instruments for disaster-risk finance are not optimised to address Jamaica's disaster-risk profile: prone to high-impact natural hazards. The National Disaster Fund (NDF) is the main budget instrument for the Government of Jamaica to finance public post-disaster expenditures. A Contingencies Fund, established in the Constitution and capitalised at USD 825,000 in 2014, can be disbursed for unforeseen expenditures like natural disasters, but as of September 2017 there have been no payments made for weather-related events.¹⁷ Prior to the deployment of the adviser the Government of Jamaica had made significant efforts in mobilising climate finance, for example, the government partnered with the World Bank and the Inter-American Development Bank (IDB) to develop the country's Strategic Programme for Climate Resilience (PCCR). The Climate Change Division (CCD) within the Ministry of Economic Growth and Job Creation had also made strides in preparing readiness proposals, engaging the private sector and developing strategies for engaging with civil society organisations (CSOs). Given that the CCD was proactive in building a strong climate finance policy framework and strategy, the unit was very aware of the areas where they needed technical assistance. The gaps identified were mostly in the area of human capacity, general understanding of available information on climate finance, and capacity to develop quality proposals. There was no mechanism in place to assist relevant ministries, private sector organisations and NGOs on how to approach available international and domestic financing options. Capacity also needed to be built to develop projects and identify funding mechanisms to address climate mitigation.

6.2.2 Activities undertaken by the National Climate Finance Adviser

The Commonwealth National Climate Finance Adviser was deployed in March 2017 and is still stationed in Jamaica. The CCD, the unit which requested the technical assistance from the programme was very clear on the assistance they needed. Specifically, the adviser was expected to: i) provide the necessary support for building the capacity of the CCD to effectively fulfil its responsibilities in promoting greater awareness of the funding available for climate change adaptation

and mitigation; ii) facilitate the establishment of required organisational arrangements; and iii) provide the support and guidance needed to enable greater access to and management of public and private climate finance flows. The adviser was also expected to assist the CCD in establishing an appropriate mechanism for managing the multiple development partners that are currently operating in the climate finance space. Ultimately the expected outcome was improving the capacity of CCD to access climate finance at the international level.

Design of climate finance proposals and implementation of projects

The adviser made significant progress in developing climate finance proposals targeting relevant climate finance funding envelopes. She also ensured that the proposals were submitted through the relevant ministerial processes. The adviser advanced proposals requesting financing and technical support for a wide variety of sectors, including energy, water, health and finance. To date, the climate finance proposals developed and submitted have resulted in the mobilisation of climate finance totalling GBP 2.3 million with GBP 71 million in the pipeline.

The adviser also contributed to the objectives of the GCF Readiness Programme by leading the implementation of all GCF readiness grants, which included: i) NDA strengthening and country programmes; ii) mobilising private sector to support low-carbon and climate-resilient development in Jamaica and other Caribbean Community (CARICOM) states; and iii) a grant to support the REDD+ Readiness Preparation in Jamaica.

Capacity-building

The adviser undertook capacity-building for ministries and organisations, including CCD, as a NDA Implementing Entity of climate finance activities. The adviser also supported cross-ministerial coordination between the CCD the PIOJ and the Ministry of Finance. The Development Bank of Jamaica (DBJ) and PIOJ were assisted in their accreditation process with the GCF. The adviser supported staff in CCD and relevant ministries, departments and agencies to undertake and manage the various tasks associated with the formulation, application and submission of climate finance funding requests. The adviser

¹⁷ Global Facility for Disaster Reduction and Recovery.

Figure 13. The Commonwealth National Climate Finance Adviser participating at COP25



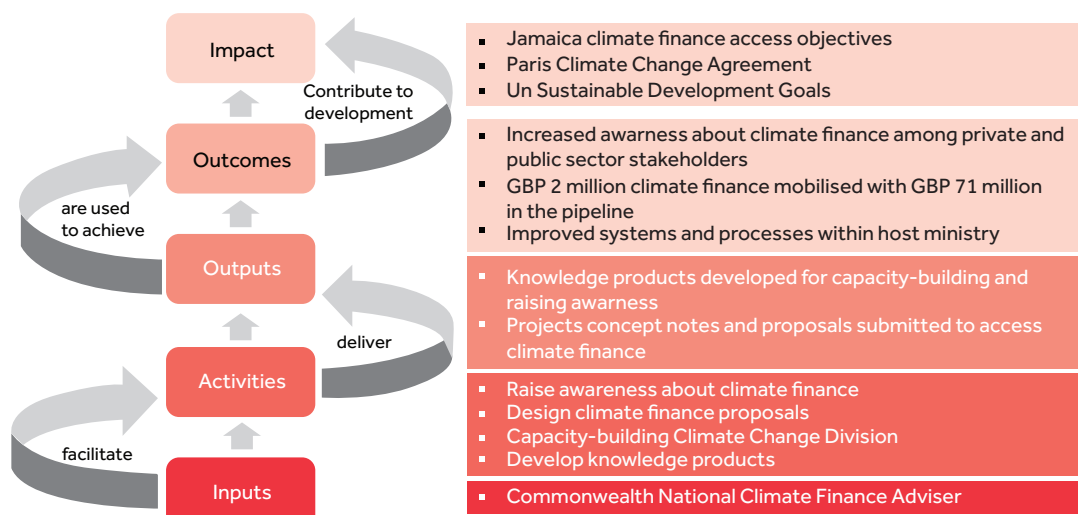
Source: Jamaica Commonwealth National Climate Finance Adviser.

worked with the CCD team where possible to advise staff in the preparation of various concept notes, including reviewing GCF concept notes and providing feedback based on operational guidelines and knowledge of GCF. CCD capacity was built to support the private sector in accessing climate finance, in particular from the GCF. The adviser was also involved in developing policy frameworks, formulating strategy, and shaping modalities and approaches to use when engaging stakeholders, as well as developing guidelines that would streamline internal processes. Consultations with the national supervisor highlighted how streamlining of internal processes through the development of guidelines had resulted in improved efficiency within the CCD unit.

Sharing knowledge and experiences with the Climate Finance Access Hub and other stakeholders

The adviser facilitated information sharing and knowledge exchange with regional, national and sub-national governments, civil society and private sector stakeholders. She also shared best practices from other Commonwealth countries and established and strengthened the main links for sharing knowledge and experiences at the national level. The adviser participated in the Commonwealth Secretariat’s side event at COP25 and contributed to three news articles for the Commonwealth on gender, CSO readiness, and climate change. Nationally, the adviser established

Figure 14. Results chain summarising the adviser’s impact in Jamaica



an informal private sector and CSO network to keep stakeholders aware of financing opportunities and activities.

The activities undertaken by the adviser and their impact is best illustrated by a results chain shown in Figure 14.

6.2.3 Lessons learned

'Learning by doing' allows for efficient and hands-on knowledge transfer. The adviser participated in the day-to-day operations within the host ministry and provided hands-on technical training to host ministry staff on developing climate finance proposals. In the development of climate finance proposals, the adviser actively delegated tasks to staff within the ministry so they could get first-hand experience of understanding the information needed in the proposals, how to appropriately complete the required documentation and ensure timely submission of these proposals.

To maintain its comparative advantage the CCFAH programme must further distinguish itself, as other agencies are replicating the programme's technical assistance approach.

Consultations with the national supervisor suggested that various development organisations in Jamaica are replicating the model used by the CCFAH programme due to its success. As a result, this programme has to evaluate how it will maintain its competitive advantage, given that other organisations with higher financial capacity are replicating this model at a larger scale. This presents an opportunity for the programme to better market its approach to donors to secure the funding needed to continue expanding the programme.

Information sharing among advisers is important for South-South learning. As one of the first to be deployed, the Jamaica adviser was instrumental in mentoring others and assisting them as they were being onboarded, through sharing information and experiences. These advisers expressed how this knowledge-sharing was instrumental in helping them effectively undertake activities in their respective countries, including preparing work plans, engaging with national stakeholders and understanding how their work was to align with the programme's overall objectives. Several advisers expressed how often they sought technical and knowledge assistance from the adviser based in Jamaica. This represents a good example of South-

South learning, where advisers were learning best practices that could be applicable in the context of their respective countries.

6.3 Tonga

6.3.1 Background

Climate change disaster-risk profile

The Kingdom of Tonga is an archipelago consisting of four clusters of islands located in the Pacific.¹⁸ Tonga is one of the world's most exposed countries to climate change and natural disasters. It suffered the highest loss from natural disasters in the world (as a ratio to GDP) in 2018 and is among the top five over the last decade.¹⁹ Climate change is expected to have a detrimental impact on Tonga. Cyclones will become more intense, with more damage from wind and sea surges. Rising sea levels will cause more flooding, coastal erosion and contamination of fresh water. Daily high temperatures will become more extreme, with more severe floods and drought.²⁰ Its economy relies on agriculture, tourism and fishery. Its infrastructure and public services are largely not climate resilient; the population lives in places highly exposed to natural disasters, and its development needs are still substantial. Cyclone Gita in 2018 demonstrated this vulnerability, causing immediate damage of 38 per cent of GDP, and will have long-lasting effects, for example, on the children whose education was disrupted after their schools were damaged. In sum, climate change will make achieving Tonga's development goals even more difficult.

Climate finance landscape in Tonga

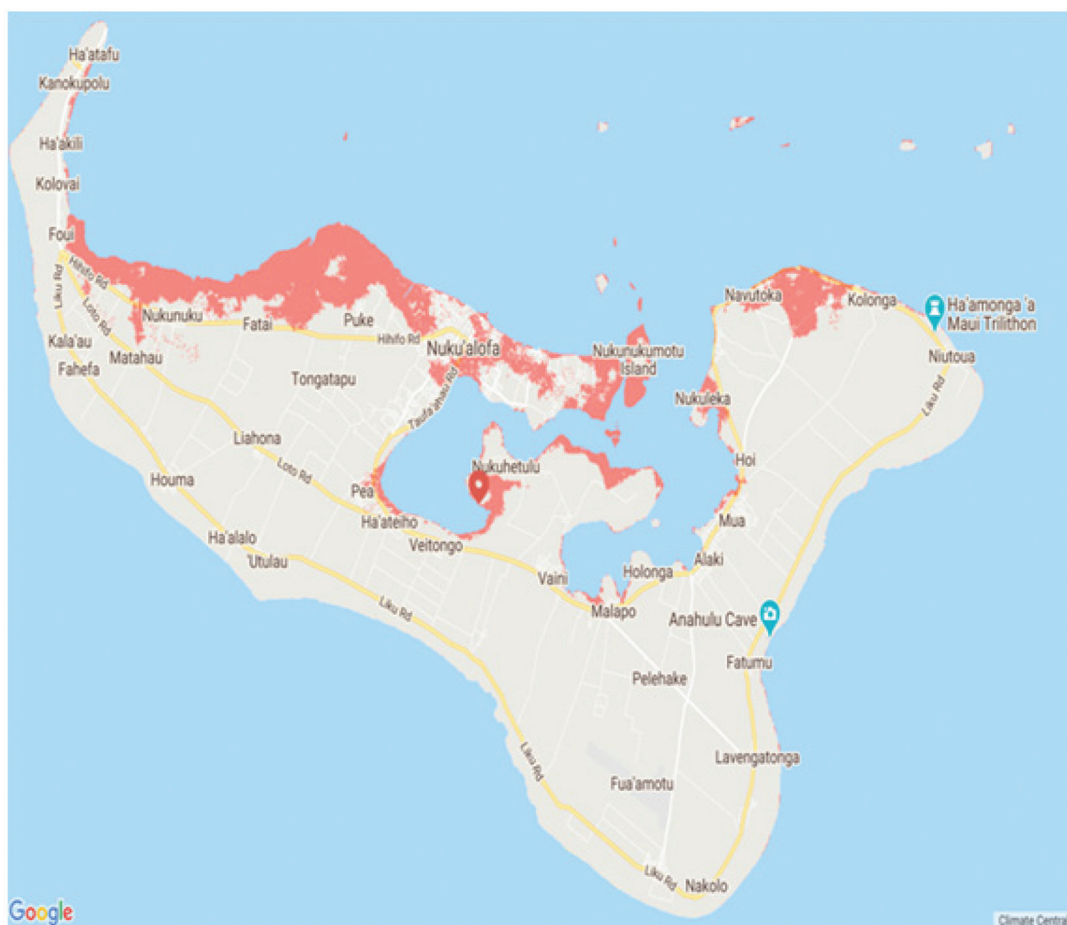
Tonga has made significant progress in being prepared for natural disasters and climate change at the national, strategic level. Tonga's 2015 Nationally Determined Contribution (NDC) already identified that 'climate change is the single biggest

18 UNDP <https://www.adaptation-undp.org/explore/asia-andpacific/tonga#:~:text=The%20Kingdom%20of%20Tonga%20is,in%20Tonga%20originate%20from%20coralline>

19 IMF 2020 [https://www.imf.org/en/Publications/CR/Issues/2020/06/30/Tonga-Technical-Assistance-Report-Climate-Change-Policy-Assessment-49537#:~:text=Tonga%20is%20one%20of%20the,last%20decade%20\(Table%201](https://www.imf.org/en/Publications/CR/Issues/2020/06/30/Tonga-Technical-Assistance-Report-Climate-Change-Policy-Assessment-49537#:~:text=Tonga%20is%20one%20of%20the,last%20decade%20(Table%201)

20 IMF 2020 [https://www.imf.org/en/Publications/CR/Issues/2020/06/30/Tonga-Technical-Assistance-Report-Climate-Change-Policy-Assessment-49537#:~:text=Tonga%20is%20one%20of%20the,last%20decade%20\(Table%201](https://www.imf.org/en/Publications/CR/Issues/2020/06/30/Tonga-Technical-Assistance-Report-Climate-Change-Policy-Assessment-49537#:~:text=Tonga%20is%20one%20of%20the,last%20decade%20(Table%201)

Figure 15. Land projected to be below annual flood level by 2050



Source: Climate Central.

issue that will determine the future of Tonga over the coming decades and will require a whole-of-Tonga level of cooperation and coordination'. This high-level awareness has been reflected in many other strategic plans and policies, such as Tonga's National Strategic Development Framework (TSDf, 2015–2025), Climate Change Policy (TCCP 2016–2035), the Joint National Action Plans on Climate Change Adaptation and Disaster Risk Management (JNAP 2018–2028), the National Infrastructure Investment Plan (NIIP 2013–2023), and the Third National Communication (TNC forthcoming).²¹ The Government of Tonga has implemented some climate change adaptation projects, which include public awareness programmes, coastal revegetation, coastal protection, expansion of water collection systems and agroforestry.

21 IMF 2020 [https://www.imf.org/en/Publications/CR/Issues/2020/06/30/Tonga-Technical-Assistance-Report-Climate-Change-Policy-Assessment-49537#:text=Tonga%20is%20one%20of%20the.last%20decade%20\(Table%201\)](https://www.imf.org/en/Publications/CR/Issues/2020/06/30/Tonga-Technical-Assistance-Report-Climate-Change-Policy-Assessment-49537#:text=Tonga%20is%20one%20of%20the.last%20decade%20(Table%201)).

6.3.2 Activities and impact of the National Climate Finance Adviser

The Commonwealth National Climate Finance Adviser was deployed in April 2018 and stationed until June 2020. The main outcome for the adviser was to build the capacity of the Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communication (MEIDECC) so that there was a programmatic approach towards, and results-oriented, transformative and efficient use of, climate finance in the country.

Capacity-building

The adviser undertook capacity-building activities with the MEIDECC and other stakeholders. These activities focused on sharing necessary information and skills that would better inform the decision-making and planning processes and to develop effective adaptation and mitigation measures. The adviser focused on two types of training. The first was development and project

cycle management and the second focused on fund management. Training covered the proposal screening process prioritisation and allocations decision, developing successful project proposals, theory of change, value for money, and portfolio risk assessment and management. Training on efficient fund management capacity focused specifically on how to manage and use grants and non-grant financial instruments, working with donor organisations and public private partnerships, and training on negotiating climate finance. In addition to staff capacity-building, the adviser also facilitated enhancing the host ministry's systems and processes regarding proposal development. This was done through development of strategic documents and guidelines to support the ministry's day-to-day operations. Examples of this include the contributions the adviser made to the review of two strategic documents: the Joint National Action Plan on Climate Change and Disaster Risk Management and the Tonga GCF country programme.

Proposal development

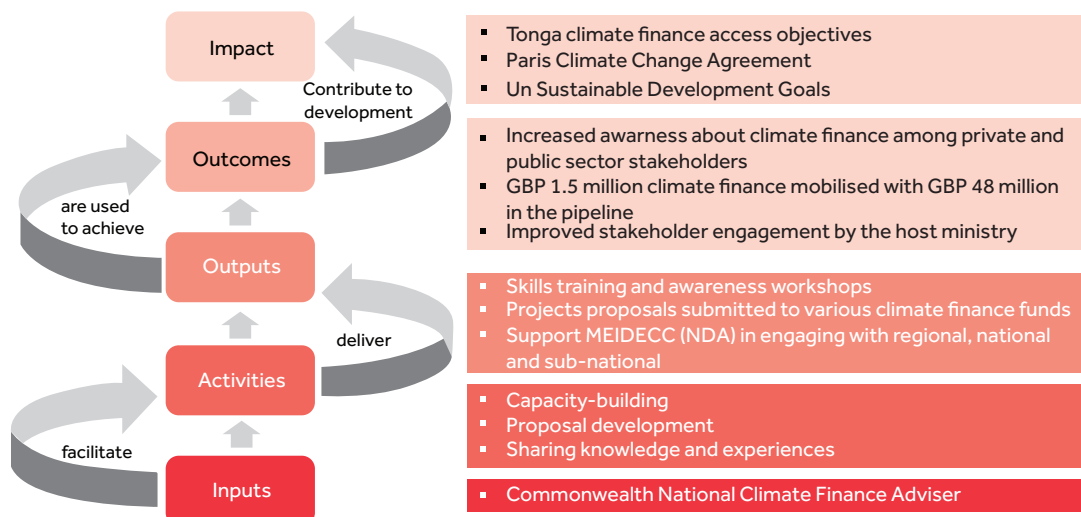
The adviser contributed to the development of 12 climate finance proposals, which covered a variety of sectors including energy, environment, fisheries and agriculture. The adviser also contributed to the development of an innovative climate finance proposal which focused on strengthening the access of disabled people's organisations to climate finance so they could empower people

with disabilities to work with the government and private sector in designing effective climate change adaptation policies and strategies. The adviser helped design and deployed mechanisms aimed at incentivising the development and implementation of mitigation and adaptation projects. The adviser's key achievements included securing funding totalling GBP 1.5 million and building a pipeline worth GBP 48 million.

Sharing knowledge and experiences

The adviser was proactive in sharing knowledge and experiences with international, regional and national stakeholders on behalf of the MEIDECC, as well as with other advisers in the CCFAH programme. In addition to participating in these various forums the adviser also actively participated in bilateral meetings with the GCF, the Asian Development Bank (ADB), UNDP, Global Green Growth Institute (GGGI), Secretariat of the Pacific Community (SPC), Food and Agriculture Organisation (FAO), Secretariat of the Pacific Regional Environment Programme (SPREP) and USAID-Climate Ready, as well as with the high commissioners of New Zealand and Australia. This allowed for the MEIDECC (NDA) to collaborate with regional, national and sub-national governments, civil society and private sector stakeholders, improve national engagement with the GCF and donors, and contribute to coordination and communication mechanisms with various climate finance readiness initiatives and donors

Figure 16. Results chain summarising the adviser's impact in Tonga



The activities undertaken by the adviser and their impact is best illustrated by a results chain shown in Figure 16.

6.3.3 Lessons learned

Buy-in from national stakeholders is a key component in sustaining capacity-building efforts. This ensures that sustainability of the technical assistance provided is maintained at different levels. MEI DECC is a functional national institution and buy-in from this organisation ensures the sustainability of project activities beyond the project period due to national ownership. Buy-in from all stakeholders has also resulted in the absorption of technical assistance

provided by the adviser, which has led to the building of knowledge, capacity and institutional structures that Tonga requires to access to climate finance over the long term.

A longer engagement by the adviser allowed for more time to engage with a wider range of stakeholders and helped the host ministry to ingrain capacity developed over a longer period of time. Having the adviser in the host ministry also strengthened the relationship between the Government of Tonga and the Commonwealth. It also showed the government that the Commonwealth was making efforts to meet member countries' needs, especially small and vulnerable states such as Tonga.

Annex 1: Terms of Reference

Terms of reference

i. Programme context and rationale

Through the United Nations Framework Convention on Climate Change (UNFCCC) process and other avenues, a number of funds have been made available for climate action, including the Adaptation Fund, the Global Environment Facility Trust Fund, and the Green Climate Fund (GCF). This financing landscape is extremely complex. Despite the existence of these international climate funds, developing countries still echo limited access to finance for climate change adaptation and mitigation as a challenge to undertaking necessary climate actions.

The programme under review, the Commonwealth Climate Finance Access Hub (CCFAH), aims to improve and strengthen the climate resilience of small and other vulnerable Commonwealth countries through improving their access to climate finance. The mandate of the CCFAH emanates from the Commonwealth Heads of Government's endorsement of November 2015 in Malta.

The programme seeks to: strengthen the institutional capacity of key ministries and agencies mandated to attract and manage climate finance in small and other vulnerable states; support the development of a pipeline of climate change projects in these countries; increase the evidence base on climate finance, with particular focus on small and other vulnerable states; and advance the Secretariat's climate change advocacy. Overall, the project aims to contribute to enabling member states to realise the targets set out in the Paris Climate Change Agreement and catalyse the attainment of the 2030 sustainable development goals (SDGs).

The programme is operationalised primarily through direct long-term technical assistance, and secondly via research on climate finance, which informs knowledge generation and evidence-based advocacy towards reforming the international climate finance architecture globally.

Under the oversight of the Commonwealth Secretariat's Climate Section, the central CCFAH in Mauritius receives and manages the response to

member states' requests for technical assistance to secure climate finance. It executes these through a network of long-term national advisers. Linked to these advisers is access to (i) a knowledge network and (ii) a technical support mechanism to enable peer-to-peer exchanges and consultancies. In addition to the ten advisers already deployed, the project has resources to extend to another five countries in the 2020/21 financial year. As of March 2020, the programme had mobilised USD 31.92 million for the beneficiary countries with a further 74 adaptation and mitigation projects, totalling USD 574 million, also in pipeline. The project has been funded through the Secretariat's core funds – the Commonwealth Fund for Technical Cooperation (CFTC) and the Commonwealth Secretariat Fund (COMSEC) – as well as UK-DFID and Australian DFAT budgetary resourcing received from financial year 2017/18.

ii. Internal management and governance of the CCFAH

The project was initiated to action a mandate from the CHOGM in Malta, November 2015. Commonwealth Heads directed the Secretariat to launch the Climate Finance Access Hub, in alignment with the Strategic Plan period 2016/17–2020/21, and appreciative of its hosting by Mauritius.

The CCFAH Steering Committee is its governance organ and is responsible for providing strategic and policy guidance to its operations. Through its liaison and interaction with the Hub General Manager, the Steering Committee supports and supervises the operations of the Hub and ensures that principles of transparency and accountability are upheld, and its controls and risk management system is robust. Membership of the Steering Committee comprises:

- a. four Members of Commonwealth countries representing the regions (Africa and Indian Ocean, Asia, Caribbean, and Pacific) on rotational basis every two years
- b. at least one member of the donor community, with the possibility for other countries to participate
- c. at least one member representing the regional organisations on rotational basis

- d. at least one member representing international climate finance institutions (GCF, AF, CIFs)
- e. one member from the Republic of Mauritius by virtue of hosting the Hub
- f. one member from the Commonwealth Secretariat.

iii. Evaluation Objectives

The overall evaluation objective is to assess the performance and results of the programme through its relevance, effectiveness, efficiency, coherence and sustainability.²² In this regard, the evaluation will: (i) examine progress made to date in delivering expected outcomes, as articulated in the intent of the CHOGM 2015 mandate and the Strategic Plan; ii) assess the extent to which the programme governance and delivery mechanisms have contributed to the outcomes achieved; and (iii) identify learnings and propose constructive forward options to inform the next phase of implementation and the future of the CCFAH.

The evaluation will cover:

1. Review of the 3.5 years of operation of the CCFAH, 2016–20, its achievement and challenges in terms of:

- i. integration into the respective ministries
- ii. secured finances for the country
- iii. pipeline of finance secured
- iv. capacity-building and institutional structuring support offered
- v. collaboration with regional entities for higher visibility and better access to climate finance
- vi. gender mainstreaming into climate change initiatives
- vii. information and knowledge management
- viii. adviser exit/handover procedures
- ix. outcomes sustainability strategy

2. Assessment of the performance of the 'Hub and Spokes' model used to deliver technical assistance to beneficiary countries through national and regional

advisers. In this regard, the evaluation will assess whether the model is a fit-for-purpose approach to meet the ever-evolving and dynamic climate finance needs of countries to enhance climate action. The evaluation should identify the strengths and weaknesses of the model and assess how the programme has been adjusting to address these. Assessment of the sustainability of the Climate Finance Access Hub in terms of its governance, management, financial and operational aspects.

3. Review of the monitoring, evaluation and learning systems and procedures in place for learning, reporting and seeking improvements.

This will also inform the identification of areas requiring further evaluation and options for improving understanding of 'what works' and results-based management.

The primary users of the Evaluation Report will be the Climate Change Section of the Commonwealth Secretariat, the steering committee members, donor member states (currently the United Kingdom and Australia), and Mauritius as host for the central Hub. The report will also be of interest to other Commonwealth member states and potential partners seeking knowledge of the Secretariat's support in this area.

iv. Methodology

The methodology for carrying out the evaluation is expected to include:

1. Questionnaire-based Survey and Virtual Interviews of key stakeholders including:
 - a. Climate Finance Advisers posted in-country
 - b. Climate Change Nodal officers of the respective governments and other country development partners
 - c. The General Manager of the CCFAH
 - d. The Climate Section of the Commonwealth Secretariat
 - e. Other members of the Steering Committee.
2. Review of project and operational documentation, including minutes of meetings, training and delivery reports and

²² <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

other relevant documents from the Hub and focal ministries etc.

3. Case study analysis via desktop review and virtual stakeholder interviews, of three sample country experiences (Mauritius – Africa, Jamaica – Caribbean, and Tonga – Pacific) in the process of accessing climate finance.
4. Desk review of programme documents including progress reports of advisers and the CCFAH.

Annex 2: Evaluation Criteria and Sub-Questions

Criteria	Sub-Question
Relevance	<ul style="list-style-type: none"> • To what extent are the objectives of the CCFAH still valid? • Does the design of the programme address member countries' capacity gaps to access climate change funds? • Among any other interventions, how significant is the programme to beneficiary member countries in increasing their capacity to access climate change financing?
Coherence	<ul style="list-style-type: none"> • How does the CCFAH demonstrate compatibility with the Commonwealth Secretariat's Strategic Plan? • How compatible is CCFAH with other climate finance / climate change mitigation and adaptation activities in the beneficiary member countries? • What is the value of engaging in collaboration with regional entities, and has this contributed to increased visibility and improved beneficiary country access to climate finance?
Effectiveness	<ul style="list-style-type: none"> • Are the activities and initial results of the programme consistent with the intended outputs and outcomes of the CCFAH as defined in the logical framework? • To what extent have outcomes been delivered / are likely to be achieved? Are resources available sufficient to achieve the objectives? Are there any outcomes that have emerged that were not intended, and to what extent are these positive or negative? • To what extent has the technical assistance delivered resulted in actual financing received or committed, improved quality of proposals/submissions from beneficiary countries, or increased skills and confidence by member country stakeholders? • How has the governance structure of CCFAH contributed or influenced its achievements/non-achievements of set outcomes? • What are the strengths and weaknesses of 'Hub and Spokes' approach? • To what extent has gender mainstreaming been incorporated within national climate change initiatives? • To what extent have adequate monitoring, evaluation, risk management and learning processes been integrated within, and are benefiting, programme execution?
Efficiency	<ul style="list-style-type: none"> • To what extent has the programme delivered its intended outputs to budgeted cost? • To what extent has technical assistance been deployed and used in a timely fashion? • What are major cost drivers for the different types of activities under the programme? • To date, what is the relationship between programme costs and financing secured?

Criteria	Sub-Question
Sustainability	<ul style="list-style-type: none"> • To what extent has the technical assistance been integrated into the respective ministries (institutional processes) and built long-term technical capacity/skills/knowledge of key ministry staff? • Is there evidence that adviser exit/handover procedures optimise knowledge transfer? • Is there evidence that any increase in technical capacity in beneficiary member countries will enable independent design and submission of proposals for climate financing by member beneficiaries? • What effects have/could the programme's information and knowledge management had/have on the results and sustainability of the programme to date? • To what extent is the existing programme governance and management structure suitable for continued operation of the programme?
Lessons learned/ Dynamism	<ul style="list-style-type: none"> • Were there any country-specific conditions / best practices or constraints that can be applied generally by the programme. Are there any successful interventions that can be replicated? • What are the major enabling or disabling factors influencing the achievement or non-achievement of outcomes? • Were there any unexpected or unplanned issues that may have hindered or facilitated the success of CCFAH? How were these addressed? • Are there any adjustments necessary during the course of implementation to align the programme's activities with outlined objectives? Were these adjustments effective? • Have there been any adjustments made in response to lessons learned and challenges encountered during implementation, if any?

Annex 3: List of Documents Reviewed

1. Charter of the Commonwealth
2. CHOGM 2015 Communiqué
3. Commonwealth Secretariat Organogram May 2020
4. Commonwealth 2018 Biennial Report
5. 2013–14 Annual Results Report
6. 2014–15 Annual Results Report
7. 2015–16 Annual Results Report
8. 2016–17 Annual Results Report
9. 2017–18 Annual Results Report
10. 2018–19 Annual Results Report Part A
11. 2018–19 Annual Results Report Part B
12. 2018–19 Annual Results Report Part C
13. Commonwealth Secretariat Delivery Plan 2017–18
14. Commonwealth Secretariat Delivery Plan 2018–19
15. Commonwealth Secretariat Delivery Plan 2019–20
16. Programme Delivery Matrix 2019–20
17. Six-Monthly Results Report July–December 2013
18. Six-Monthly Results Report January–June 2014
19. Six-Monthly Results Report Jul–December 2014
20. Six-Monthly Results Report January–June 2015
21. Six-Monthly Results Report July–December 2015
22. Six-Monthly Results Report January–June 2016
23. Six-Monthly Progress Report July–December 2016
24. Six-month Report July–December 2018
25. Commonwealth Secretariat Strategic Plan Evaluation 2013/14–2016/17
26. Mid-Term Review of Strategic Plan, 2019
27. 2017/18–2020/21 Revised Strategic Plan
28. 2013/14–2016/17 Strategic Plan
29. Revised Agreed Memorandum on the Commonwealth Secretariat with Annexes
30. Project approval memos
31. Commonwealth National Climate Finance Advisers Contacts and Representative Details
32. Commonwealth National Climate Finance Advisers Progress Reports
33. CFAH Steering Committee Terms of Reference
34. CFAH Project Implementation Report 2015
35. CFAH 2016–17 Work Plan
36. CFAH The Hub Communication and Visibility Strategy
37. CFAH Monitoring System Plan – Climate Finance Access Hub
38. Agenda – First Session of the Commonwealth CFAH Steering Committee
39. Annexes to the 2018 Project Implementation Report
40. Agendas for Steering Committee meetings
41. Membership of Steering Committee 2019
42. 2019 CFAH Progress Report
43. 2019 CFAH Financial Report and Resource Mobilisation
44. Status of Deployment of Advisers 2019
45. 2019 CFAH Knowledge Management Document
46. Commonwealth Climate Change Internship Programme
47. CFAH Stakeholder Management
48. Steering Members Contact Details
49. Project Design Document

Annex 4: List of Stakeholders Consulted

Commonwealth National Climate Finance Advisers	
Name	Country
Patrick Karani	Mauritius/Eswatini
Othniel Yila	Tonga/ Zambia
Martin Barriteau	Antigua and Barbuda
Katherine Blackman	Jamaica
Ruth Itty Phillips	St Lucia
Winston Bennett	Barbados
Kirk Brown	Antigua and Barbuda
Kim Chiang	Seychelles
Cathal Healy Singh	Guyana
Katherine Cooke	Fiji
Ranga Pallawala	Belize

National Supervisors		
Name	Supervised adviser	Country
Diann Black-Layne	Martin Barriteau	Antigua and Barbuda
UnaMay Gordon	Katherine Blackman	Jamaica
Annette Rattigan-Leo	Ruth Itty Phillips	St Lucia
Ronnie Griffith	Winston Bennett	Barbados
Janelle Christian	Cathal Healy Singh	Guyana

CCFAH Team	
Name	Position
Unnikrishnan Nair	Head of Unit, Commonwealth Secretariat Climate Finance Unit
Uzoamaka Nwamarah	Adviser, Commonwealth Secretariat Climate Finance Unit
Bilala Nawar	CCFAH General Manager

Donors	
Name	Represented Institution
Duncan Howitt	Main Donor Country: Australia
Ritika Singh	Main Donor Country: United Kingdom
John Heermans	NDC Partnership

Other Stakeholders	
Name	Represented Institution
Elizabeth Stephen	Canada High Commission
Nathan Hollis	New Zealand High Commission

Annex 5: List of Current and Previous National Climate Finance Advisers

Current Commonwealth National Climate Finance Advisers (as at 7 September 2020)

Country	Name of Advisers	Assumption of Duty Date
Jamaica	Ms Katherine Blackman	27 March 2017
Antigua and Barbuda	Mr Martin Barriteau	01 October 2018
Barbados	Mr Winston Bennett	31 July 2017
St Lucia	Ms Ruth Itty Phillips	24 June 2019
Fiji	Ms Katherine Cooke	15 June 2020 (currently as short-term consultant)
Zambia	Mr Othniel Yila	15 July 2020 (working remotely given the Covid-19 pandemic)
Eswatini	Mr Patrick Karani	15 July 2020 (working remotely given the Covid-19 pandemic)
Seychelles	Ms Kai Kim Chiang	9 September 2020
Belize	Mr Ranga Pallawala	10 August 2020

Previous Commonwealth National Climate Finance Advisers

Country	Name of Advisers	Assumption of Duty Dates	End of Contract Dates
Tonga	Mr Othniel Yila	16 April 2018	30 June 2020
Vanuatu	Mr Anthony Polack	19 June 2017	31 May 2018
Mauritius	Mr Patrick Karani	01 May 2017	30 June 2020
Namibia	Mr Denis Valliere	26 June 2017	25 September 2019
Eswatini	Mr Naval Karrir	23 June 2017	23 March 2018
Antigua and Barbuda	Mr Kirk Brown	01 June 2017	31 May 2018
Guyana	Mr Cathal Healy Singh	28 Jan 2019	31 March 2020

Annex 6: List of Steering Committee Members

Composition of third CFAH Steering Committee

Name	Position Chairmanship	Institution/ Region represented
Mr J.P. Rangan	Permanent Secretary	Ministry of Foreign Affairs, Regional Integration and International Trade (Government of Mauritius)
Permanent Members		
Professor Prajapati Trivedi	Senior Director	Economic Youth and Sustainable Development Directorate, Commonwealth Secretariat
Mr Thaillesh Chamane	First Secretary	Mauritius High Commission in London
Other Members (Regional Basis)		
Mr Erastus N. Hailwa	Namibia High Commission in London	Africa and Indian Ocean Region
Mr Muhammad Zulqar Nain	Bangladesh High Commission in London	Asia
Ms Ideka Dowe	Antigua and Barbuda High Commission in London	Caribbean
Mr Sione Talolakepa Fulivai	Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communication	Pacific
Mr Breandan Skinner	Australia High Commission in London	Main Donor Country
International Climate Finance Institutions		
Vacant		
Regional Organisations		
		Indian Ocean Commission
Secretariat		
Mr Bilal Anwar	General Manager	CFAH

	Target cumulative									
Means of Verification	Agreed ToRs Adviser Contracts									
Baseline	0	Targets	Y1	4	Y2	8	Y3	11	Y4	12
Frequency of Reporting	Annually	Disaggregations	Countries, Regions, Role / Designation, Sex							
Responsibility	s.ngetich									
# of joint work plans to deliver technical assistance agreed between Adviser and host ministry/agency										
Explanation	# of joint work plans to deliver technical assistance agreed between adviser and host ministry/agency									
Means of Verification	Agreed/approved work plans Adviser progress reports									
Baseline	0	Targets	Y1	0	Y2	0	Y3	0	Y4	12
Frequency of Reporting	Annually	Disaggregations								
Responsibility	s.ngetich									
# capacity-building training/actions initiated by National Climate Finance Adviser in-country										
Explanation	# of capacity-building training/actions initiated by National Climate Finance Adviser in-country									
Means of Verification	Adviser training reports Feedback/correspondence with adviser supervisors Adviser progress reports									

Baseline	0	Targets	Y1	0	Y2	0	Y3	0	Y4	12
Frequency of Reporting	Annually	Disaggregations								
Responsibility	s.ngetich									

# of concrete climate action proposals developed/contributed to by Commonwealth National Climate Finance Advisers										
Explanation	# of concrete climate action proposals developed (contributed to) including consideration of gender aspects by Commonwealth National Climate Finance Advisers									
Means of Verification	Draft proposals Adviser progress reports									
Baseline	0	Targets	Y1	0	Y2	0	Y3	0	Y4	12
Frequency of Reporting	Annually	Disaggregations								
Responsibility	s.ngetich									

5.3.1.2	Output	Final proposals for technical assistance through national	Pan Commonwealth							
		Advisers developed and agreed.	The agreements and understanding in form of (project proposals) are developed with member states requiring assistance through the CFAH							
Assumptions	It is assumed that attempts to secure EBR will be successful and that sufficient resources will be mobilised from outside sources to support full implementation of the CFAH.									

of climate change-related forums engaged or participated by ComSec staff in order to advance Commonwealth positions on climate finance

Explanation	Attendance at major events such as COP and others. as well as such things as speaking slots at smaller climate-related events.									
Means of Verification	Evidence of participation in or organisation of, climate change-related events such as attendance lists, speaking slots in programmes or quotes on websites.									
Baseline	0	Targets	Y1	0	Y2	0	Y3	0	Y4	4
Frequency of Reporting	Annually	Disaggregations								
Responsibility	u.nair									

Means of Verification	CODA (budget tracking) Finance QPR									
Baseline	0	Targets	Y1	0	Y2	0	Y3	0	Y4	50
Frequency of Reporting	Annually	Disaggregations								
Responsibility	s.ngetich									

Share of project indicators with (at least) satisfactory progress

Explanation	Share (%) of project indicators with (at least) satisfactory progress, taking into account Secretariat and country processes as well as socio-political scenarios.									
Means of Verification	QPR reports									
	Annual and six-monthly reports									
Baseline	0	Targets	Y1	0	Y2	0	Y3	0	Y4	50
Frequency of Reporting	Annually	Disaggregations								
Responsibility	s.ngetich									

Average ROI of budget spent versus funding received in percentages

Explanation	The return on investment of every pound spent to every pound received in funding for climate adaptation and mitigation projects and other related activities. Indicator written as percentage so 1:10 ratio = 1000%									
Means of Verification	Adviser reports ComSec financial reports									
Baseline	0	Targets	Y1	0	Y2	0	Y3	0	Y4	4
Frequency of Reporting	Annually	Disaggregations								
Responsibility	u.nair									

5.3.2.2	Output	Extra-Budgetary Resource	Pan Commonwealth
		Mobilisation	Fundraise to support the activities of the CFAH.
		It is assumed that attempts to secure EBR will be successful and that sufficient resources will be mobilised from outside sources to support full	

Output Indicators										
Value of external resources mobilised to support the CFAH										
Explanation	Total amount of funds generated to support the CCFAH as well as the networks for collaboration on climate finance									
Means of Verification	EBR Agreements									
Baseline	0	Targets	Y1	1	Y2	2	Y3	3	Y4	4
Frequency of Reporting	Annually	Disaggregations								
Responsibility	s.ngetich									
# of new partnerships										
Explanation	# of new partnerships which have either been developed or are in the process of being developed. Cumulative									
Means of verification	EBR Agreements MoU Agreements Meeting minutes Emails									
Baseline	0	Targets	Y1	0	Y2	0	Y3	0	Y4	3

Annex 8: CCFAH Logical Framework Results

Expected Result and Indicators					Evaluator Comments on Results
	Year 1	Year 2	Year 3	Year 4	
Strategic Outcome: Small and Other Vulnerable States/Strengthened resilience of small and vulnerable states, including adaptation and mitigation against climate change.					
Intermediate outcome: Improved access to climate finance					
# of member states accessing international climate finance (and/or readiness finance) due to ComSec interventions					From data reviewed, seven states reported as having successfully accessed/mobilised funds – Mauritius, Tonga, Jamaica, Antigua and Barbuda, Barbados, St Lucia
Target	4	8	10	12	
Actual reported	7	9	11	14	
Value of climate finance (USDMillions) accessed by supported member states					Cumulative total of USD 35.4M reported here is more than USD 33.9M reported from country data.
Target	5	20	30	40	
Actual	0	25.1	5.8	4.5	
Short-Term Outcome 1: Improved capacities of Commonwealth climate-vulnerable states to access climate finance					
# CFAH-supported Nationally Designated Authorities (NDAs) that make measurable progress in preparing, developing and submitting climate financing proposals					Annual targets of five NDAs not compatible with projected schedule of deployment of advisers over the four-year time frame. It is not logical for 14 NDAs to make measurable progress by Y4 when five advisers were deployed mid-2020. It is also known that Guyana did not prepare any proposals.
Target	5	5	5	5	
Actual	7	9	11	14	
# of member states that use ComSec as a delivery partner for climate finance readiness					Explanation of this indicator is number of countries/NDAs supported by the CFAH that have successfully accessed finance and readiness support finance. So based on information provided, this would be six countries.
Target	0	1	1	3	
Actual	0	0	0	0	

Short-Term Outcome 1: Improved capacities of Commonwealth climat- vulnerable states to access climate finance					
# of CF readiness actors that complete refresher training and successfully troubleshoot any gaps in knowledge					Targets for Y1 and 2 incompatible with projected roll out of advisers. Unclear how this was to be measured. The definition for this indicator is unclear in the logical framework. Unclear who the readiness actors associated with this result are, and how this result was tabulated.
Target	2	2	4	5	
Actual	0	1	1	43	
Output 1: Climate Finance Access Hub functioning effectively in accordance with its mandate					
Share of key personnel for the CFAH operations recruited					The explanation of this indicator in the logical framework is unclear. Explanation for this indicator is number of responses to demand/ requests for CFAH support.
Target	2	4	5	8	
Actual	2	4	5	7	
# of progress meetings with in-country National Climate Finance Advisers' supervisors					Annual targets incompatible with projected roll out of advisers. Result not verifiable as meeting notes not shared with evaluation team. Anecdotally, reports of limited communication with supervisors.
Target	0	0	0	12	
Actual	3	5	9	9	
Output 2: Climate finance flows and policies analysed					
No indicators outlined in the original logical framework					
Output 3: Climate Finance Advisers deliver technical assistance to Small and Other Vulnerable Member States					
Number of national advisers placed through technical assistance agreements (gender disaggregated)					Based on Annex 5 (Placement dates of advisers) Y1 (7); Y2 (9); Y3 (11); Y4(16). Total individuals (14 – 4F/10M)
Target	4	8	11	12	
Actual	8	7	11	14	
# of joint work plans to deliver technical assistance agreed between adviser and host ministry/agency					Based on Annex 5 (Placement dates of advisers) Y1 (7); Y2 (9); Y3 (11); Y4(16)
Target	4	8	11	12	
Actual	8	7	11	14	

Output 3: Climate Finance Advisers deliver technical assistance to Small and Other Vulnerable Member States					
# capacity-building training/ actions initiated by National Climate Finance Adviser in-country					Annual targets incompatible with projected roll out of advisers. Review of sample of NCFA reports indicates multiple actions per country. This data does not appear to be systematically collected and collated.
Target	0	0	0	12	
Actual	0	0	1		
# of concrete climate action proposals developed/contributed to by Commonwealth National Climate Finance Advisers					Annual targets incompatible with projected roll out of advisers and anticipated target value of climate finance mobilised/pipeline.
Target	0	0	0	12	
Actual	0	16	46	68	Could not verify as not all adviser progress reports were made available. However website reports 82 projects.
Output 4: Final proposals for technical assistance through national advisers developed and agreed					
Share of requests to CFAH that result in a final agreed proposal for technical assistance through a National Adviser					
Target	20	40	60	85	
Actual	50%	52%	57%	73%	
Output 5: Deliver advocacy products and actions to influence climate finance architecture in favour of Small States					
# of advocacy, research, knowledge products and training materials researched and developed					Knowledge products include webpage, CFAH brochure, videos. Climate change series, booklet and other materials under development. Not clear how actual results reported correspond to specific materials.
Target	0	0	0	5	
Actual	0	1	3	5	
# of advocacy, research, knowledge products and training materials disseminated					Climate change series, booklet and other materials under development and have not yet been disseminated.
Target	0	0	0	3	
Actual	0	1	3	5	

Output 5: Deliver advocacy products and actions to influence climate finance architecture in favour of Small States						
# of climate change-related forums engaged or participated by ComSec staff in order to advance Commonwealth positions on climate finance	Target	0	0	0	2	Events verified by ComSec website include COP24, COP25, 5 th International Climate Change Adaptation Conference, Common Earth Conference, Public Debate on Climate change and Small States, Towards UN LDC5 – Recovery from COVID-19
	Actual	3	5	8	0	
Share of project budget used/ Delivery year elapsed	Target	0	0	0	50	These targets should be reviewed as they do not follow the planned implementation of activities
	Actual					
Share of project indicators with (at least) satisfactory progress	Target	0	0	0	50	This information was not tracked
	Actual					
Output 6: Project Effectively and efficiently delivered						
Average ROI of budget spent versus funding received in per cent	Target	0	0	0	1000	Based on expenditure report provided that current ROI is 989
	Actual					
Extra-Budgetary Resource Mobilisation	Target					No targets were in the logical framework; however, at design, EBR of GBP 3.23M was anticipated. Actual received to date is GBP 1.3M.
	Actual					
# of new partnerships	Target	0	0	0	3	NDC Partnership and UNITAR
	Actual				2	

Annex 9: Stakeholder Interview Guides

A. Funders/Donors/Steering Committee

Open-ended questionnaire to be administered by email.

- 1 What, in your view, were the major achievements of CCFAH?
- 2 Do you think the Commonwealth Secretariat is best placed to deliver this programme? If yes, please explain why. If no, what would be a better alternative?
- 3 Does the Steering Committee receive sufficient information to make strategic decisions and ensure transparency and accountability? If, no, what is missing, and how and when should this information be shared with the Committee?
- 4 What has been the value of the partnerships pursued by the CCFAH? Have your expectations of the value of these partnerships been met?
- 5 What have been the most significant challenges in the resourcing, oversight and operation of the CCFAH? How have the Steering Committee, Commonwealth Secretariat and the CCFAH Hub responded to these challenges?
- 6 With respect to external risks, do you think such risks (if they exist) have been adequately identified and addressed?
- 7 Do you think the CCFAH is financially and/or operationally sustainable? Please explain your response and ideas as to how the programme can generate long-term benefits.
- 8 From your perspective, what are the key lessons that have emerged with respect to the programme? Are there any changes you would recommend for the programme?

Additional question to be added to representative from the donor community (Australia DFAT) who sits on the Steering Committee.

- 9 How does this programme align with the other climate change initiatives supported by Australia DFAT?
- 10 Is the CCFAH governance structure appropriate and/or effective? As a donor is there anything you are concerned about, or would recommend changing?
- 11 Do you think the results delivered to date represent value for money? Please elaborate on your answer.

B. Commonwealth Secretariat

Remote interview

1. How do you relate to CCFAH Secretariat in Mauritius? What is the reporting relationship and information feedback loop with the Hub?
2. From your perspective, what are the major challenges to climate finance access for small and vulnerable states in the Commonwealth? Are the challenges the same now as they were in 2015 when CCFAH was created?
3. How were other donors engaged to support CCFAH? How satisfied do you think they are to date with progress so far?
4. Do you perceive that climate finance access is a national priority across Commonwealth member states?
5. How compatible is CCFAH with other interventions in the target member countries or at regional level?
6. What level of coherence is there with other stakeholders/donors/programmes in the climate change finance access space?
7. What level of coherence is there with other ComSec programmes in the beneficiary countries?
8. On reflection, is the CCFAH governance and administrative structure appropriate and/or effective to provide capacity-building, knowledge management and technical support?

9. What, in your view, were the major achievements of CCFAH?
10. What are the main challenges to date in executing the programme?
11. What has been the effectiveness and value-added of the 'Hub and Spoke' approach?
12. What changes if any could be made to the project oversight mechanism / administrative processes / 'Hub and Spoke' approach?
13. What lessons have emerged that could inform the operation of the programme?

C. CCFAH General Manager and Team

Remote interview

General

1. Who are the personnel assigned to the Hub – what are their roles and responsibilities?
2. Explain the concept of the Hub and Spokes model.
3. What is the reporting and accountability relationship between the Secretariat and the Hub? What are the different units within the Secretariat that you relate to?
4. Does the Steering Committee provide sufficient strategic guidance, oversight and support for resource mobilisation and partnership development? If no, how could this be improved?

Delivering technical assistance

1. Please explain the process of publicising, inviting and receiving applications for TA.
2. How are the national programmes developed and negotiated with the beneficiary countries?
3. How are appropriate advisers identified, selected and contracted? What is the general time frame between the initial request, approval and deployment?
4. What are the challenges of approving requests, identifying and deploying National Climate Finance Advisers?
5. Please explain the orientation and ongoing technical support that is given to the National Climate Finance Advisers. Has this proven to

be sufficient or are there additional measures that could be taken?

6. How do you ensure advisers are fulfilling their Terms of Reference and are delivering expected results? What is the reporting/ communication mechanism between CCFAH and advisers and CCFAH and the national supervisors? Is this effective?

Monitoring and evaluation

1. What are the reporting requirements (internally to ComSec and externally to donors)? Who is responsible for reporting results?
2. How useful is the CCFAH logical framework in managing the programme and do you use it to report results? Do you think the indicators are appropriate and the targets reasonable?
3. Have you been able to execute the Monitoring and Evaluation System as planned? Have you experienced any challenges in execution and how have these been addressed?
4. How well have the National Climate Finance Advisers reported against the expected results in the national logical frameworks?

Results

1. Please explain the process for collecting and recording data on the resources mobilised and pipeline projects from the beneficiary countries.
2. Are the emerging results from the activities of the National Climate Advisers what you anticipated? Have the results exceeded expectations or are they disappointing?
3. Are there any unexpected results that have occurred?

Communication and dissemination

1. What are the various communication mechanisms used for visibility and dissemination? How do you assess effectiveness of the different approaches and what is emerging as the most effective way of improving visibility of the programme?
2. Have you been able to execute the Communications and Visibility Strategy of the Hub as planned? Have you experienced any challenges in execution and how have these been addressed?

3. Have partnerships assisted in raising visibility of the CCFAH? If yes, how so, if not are there opportunities in this regard?
4. Is there any evidence that the sharing of experiences between climate finance advisers / wider community has been effective and resulted in cross-fertilisation of ideas and influencing activities across the beneficiary countries?

Knowledge management

1. Have you been able to execute the Knowledge Management Strategy of the Hub as planned? Have you experienced any challenges in execution and how have these been addressed?

Partnerships

1. Please explain which partnerships were supported and why.
2. Have your expectations of the value of these partnerships been met? Explain to what degree they have not met, met or exceeded expectations.

Efficiency

1. Given the mandate and programme's approved execution strategies, do you have sufficient human and financial resources to fulfil these strategies? If no, where is the shortfall felt most acutely?
2. Has the internship programme gotten off the ground? Please elaborate on how this is progressing.
3. In your view, is the baseline capacity of the countries to access finance more or less than anticipated? Has this affected the pace at which the advisers can work and deliver results? How might this state affect the time and cost of keeping advisers engaged in the countries?
4. What (if any) bottlenecks are there in the pipeline between the initial request and deploying the adviser? Are countries generally ready to logistically support the adviser and absorb the technical assistance provided? Are there instances where countries applied for TA but were not really ready?
5. Have the advisers been delivering quality support within a reasonable time frame? How

is this measured and if there are slippages how is this addressed?

Sustainability

1. What is your definition of sustainability for this programme?
2. To what extent is the knowledge management component designed to enhance sustainability? Is there any progress to date is cause for optimism?
3. To what extent are the partnerships designed to enhance sustainability? Is there any progress to date that is cause for optimism?
4. Was the draft sustainability plan approved and is it being implemented? If yes, what is the progress to date?
5. Is there any indication that beneficiary governments have independently applied for additional climate finance due to capacity built by the adviser or that any institutions supported have executed relevant activities independently?
6. Do you think the positioning of the programme in the Commonwealth Secretariat is conducive to sustainability? Elaborate.
7. What are the exit/handover process and built-in knowledge transfer mechanisms to build long-term capacity after the advisers have left?
8. Is there reason to believe that donors will continue to support the programme further?

Risk management

1. What were the risks identified during design? Have these arisen and have they been mitigated? How significantly have these risks affected the programme?
2. Are there any unanticipated risks that have emerged? What are these and how have they been addressed? How significantly have these risks affected the programme?
3. Was there any need to make significant adjustments to respond to changes in circumstances? What was the result of these adjustments – positive or negative?
4. Has availability of suitably qualified advisers and 'best fit' of advisers selected been a challenge?

Lessons learned

1. What have been the key lessons learned to date? If you were to design the programme knowing what you know now, what changes if any would you make?

D. Commonwealth National Climate Finance Advisers

Remote interview

Questions 1–8 will only be asked for advisers deployed in 2020

- 1 Please explain how you were made aware of the CCFAH programme and how you came to be a national adviser for (country name). How long is your engagement and how long have you been working on this assignment?
- 2 Were you involved in crafting the national programme objectives/results?
- 3 Were there any bottlenecks in the recruitment and contracting process with CCFAH?
- 4 Please describe the orientation and ongoing technical support given by the CCFAH Hub. In your view has this been sufficient or are there other additional measures that could be taken?
- 5 Have you been given sufficient guidance to mainstream gender within climate change mitigation/adaptation proposals? How confident do you feel in your ability to do that?
- 6 What are the reporting requirements (within the country and to CCFAH)? Are you responsible for tracking and reporting the amount of climate finance mobilised in (country name)?
- 7 Is/Was the level of baseline capacity in-country as you expected, or was it higher or lower? Did this situation affect your work (e.g. timing and quality of deliverables)?
- 8 Was (country name) ready to logistically support your assignment and absorb the technical assistance provided? If no, explain.

Questions continued for advisers deployed 2017–19

- 9 Please take us through the logical framework and provide us with an update on the results to date. (to be sent to the advisers in advance).

- 10 What do you think the most significant results have been as a result of your work in (country name)?
- 11 Have you had to make any adjustments to your programme of work? If yes, why, and what has been the result?
- 12 To what extent have your technical assistance recommendations been implemented so far? What might be the realistic expectation in terms of timeframe to have recommendations implemented?
- 13 Based on progress to date, do you think the country capacity will be sufficiently built to independently access climate finance or build institutional capacity for climate change initiatives?
- 14 Is there any evidence of any changes/ processes you have introduced being institutionalised in any relevant ministry, department or agency?
- 15 Is the time allocated to deliver the TA in your scope of work sufficient? If insufficient, how much longer do you think your engagement should be with the country?
- 16 Have you seen any positive effects resulting from the regional or international partnerships brokered by CCFAH? What are they?
- 17 How well do you think CCFAH publicises and disseminates the results of the programme? Does it have high visibility?
- 18 Have you benefited from learning/sharing of experiences from your peer advisers in other countries?
- 19 What is the nature of the reporting and accountability relationship in-country? Are the reporting requirements clear? Have you received sufficient support from your in-country supervisor?
- 20 Have you had any challenges in working with the various players in the country? How were these addressed?
- 21 How high a priority do you think climate change mitigation and adaptation is in the country you are assigned? Explain your answer. Are you aware of any other initiatives to access climate finance independent of your involvement?

22. Is there any evidence that (country name) values this support from CCFAH? Elaborate.
23. Do you think the positioning of the programme in the Commonwealth Secretariat is a positive or negative? Why?
24. Do/Did you have the exit/handover processes to build in knowledge transfer and long-term capacity? How was that undertaken?
25. What is your definition of sustainability of the programme? What do you think needs to be in place to ensure sustainability? What are the risks to sustainability?
26. What were the lessons you learned from this assignment? If you were designing this programme knowing what you know now, what changes if any would you make?
10. To what extent have the technical assistance recommendations been implemented so far? What might be the realistic expectation in terms of timeframe to have recommendations implemented?
11. Based on progress to date, do you think the country capacity will be sufficiently built to independently access climate finance or build institutional capacity for climate change initiatives by the time the adviser's contract is finished?
12. Is there any evidence of any changes/ processes being institutionalised in any relevant ministry, department or agency?
13. Do you think gender was sufficiently mainstreamed in the technical assistance or proposals prepared by the adviser?

E. Beneficiary Member Countries/ Supervising Officers

Remote interview

1. Please explain how you were made aware of the CCFAH programme and your country applied for technical assistance?
2. Are you aware of any similar programmes that support capacity-building to access climate change financing? Y/N. If yes, how does this programme compare?
3. Were you involved in crafting the national programme objectives/results? Does it reflect the priorities of the government with respect to climate change?
4. Were there any bottlenecks in the identification, recruitment, contracting and deployment of the adviser?
5. Please describe the orientation provided to the adviser when they came on board.
6. Have you had to make any adjustments to your programme of work? If yes, why and what has been the result?
7. What do you think the most significant results have been as a result of your work in (country name)?
8. Are you satisfied with these results to date?
9. Are you satisfied with the level of reporting and accountability by the adviser?
14. Was there sufficient time allocated to deliver the TA in the scope of work? If insufficient, how much longer do you think the adviser's engagement should be?
15. Do you think the positioning of the programme in the Commonwealth Secretariat is positive or negative?
16. What is your definition of sustainability of the programme? What do you think needs to be in place to ensure sustainability? What are the risks to sustainability?
17. Are you aware of the handover/knowledge transfer process that will be used/has been used? Do you think this is/was sufficient?
18. What were the lessons you learned from this assignment? If you were designing this programme knowing what you know now, what changes if any would you make?
19. How would you rate your satisfaction with the adviser to date on a scale of 1–5 with 1 being very unsatisfied and 5 being very satisfied?

F. Other National Partners/ Stakeholders

Online survey

1. Are you aware of the placement of a Commonwealth Climate Finance Adviser in your country? Y/N?

2. If yes, please summarise in a few sentences what you understand his/her role to be.
3. Please summarise in a few sentences, what you understand the main challenges to be in your country's ability to access financing for climate change mitigation and adaptation projects/activities.
4. Based on your understanding of this role, do you think, this addresses any gaps in your country's capacity to access climate finance? Y/N. Please explain your answer.
5. On a scale of 1–5, how high a priority do you think undertaking climate change mitigation/adaptation activities is for your government? (1 = very low; 5 = very high)
6. Are you aware of any similar programmes that support capacity-building to access climate change financing? Y/N. If yes, how does this programme compare?
7. Have you interacted with/participated in any activities undertaken by the adviser? If yes, thinking of the combined effects of all such interactions, on a scale of 1–5 (1 = no change; 5 = significant change, N/A = not applicable) to what extent:
 - Has your knowledge of sources of climate finance improved?
 - Has your knowledge of the requirements to apply for climate finance improved?
 - Has your knowledge of how to develop a bankable proposal improved?
 - Have your skills in developing a bankable proposal improved?
 - Has your awareness/knowledge of the gender dimensions in climate change mitigation/adaptation improved?
 - Has your network or knowledge of relevant persons or institutions important to access climate finance improved?
 - Have systems and processes you are involved in to develop bankable climate change mitigation/adaptation processes improved?
- Have any relevant institutions responsible for climate change activities that you are involved in been helped?
- Is there any evidence of any changes/ processes being institutionalised in any relevant ministry, department or agency to your knowledge?
- If it is too early to tell, are the activities likely to assist the relevant institutions to develop bankable climate change mitigation/adaptation processes improved? Y/N. Please explain your answer.
8. Based on your interaction/knowledge of the work of the Commonwealth National Climate Change Finance Adviser, what do you think his/her most significant contribution has been to date.

G. Strategic Partners

Email questions

1. Please explain briefly the circumstances under which discussions began around a strategic partnership/collaboration with the Commonwealth Secretariat regarding their Climate Finance Access Hub Programme.
2. What was the nature of the partnership/ collaboration discussed?
3. How would you describe the relationship your organisation has with CCFAH?
4. What value do you see in partnering/ collaborating with the CCFAH?
5. Are there mutual benefits to a partnership/ collaboration and what would these be? Have any of these benefits been realised?
6. How significant an actor do you think the CCFAH could be in helping Commonwealth countries to improve their access to climate finance? What is their 'competitive advantage' or value-added?
7. How visible is CCFAH in the climate finance space? Given its mandate should this visibility be higher or lower?
8. Does being positioned in the Commonwealth Secretariat confer an advantage or disadvantage in engaging with potential partners?

Annex 10: Works Cited

- Organisation for Economic Cooperation and Development. (2020, December). *Evaluation Criteria*. Retrieved from <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>
- Organisation for Economic Cooperation and Development. (2020, December). *Glossary of Key Terms in Evaluation and Results Based Management*. Retrieved from <https://www.oecd.org/dac/evaluation/glossaryofkeytermsinevaluationandresultsbasedmanagement.htm>
- United Nations Department of Economic and Social Affairs Economic Analysis. (2020, December). *Committee for Development Policy*. Retrieved from <https://www.un.org/development/desa/dpad/our-work/committee-for-development-policy.html>
- United Nations Framework Convention on Climate Change. (2016). *Roadmap to US\$100 Billion*. United Nations Framework Convention on Climate Change.

Commonwealth Secretariat

Marlborough House, Pall Mall
London SW1Y 5HX
United Kingdom

thecommonwealth.org



Final Evaluation of the Commonwealth Climate Finance Access Hub Programme

Management Response



The Commonwealth

Evaluation title	Final Evaluation of the Commonwealth Climate Finance Access Hub Programme
Evaluation Published	March 2021
Management response prepared by	Economic, Youth and Sustainable Development Directorate;
Management response approved by	Senior Management Committee

Overall comments

The evaluation of the Climate Finance Access Hub programme was timely, providing the Secretariat with real-time evaluative evidence on the progress in the implementation of the programme. Particularly, the evaluation recognised the relevance and the value the member states, particularly host governments, attach to the programme. The report was instrumental in validating some of the key successes in supporting member states to access climate finance and build capacities for long term sustainability. The challenges, lessons learned, and recommendations drawn from this evaluation are critical for the Secretariat to address in ensuring the programme is sustainable and continues to meet the critical needs of the member states.

There are a few areas on the report that the Secretariat does not fully agree with. The report makes several references to “Targets for the CCFAH Programme”, in particular in financial value terms which creates misunderstanding. It may be noted that no such target has been set by the Secretariat as part of the establishment of the CCFAH. The report shows value of Climate Finance mobilised (USD) 30M by Year 3/ 40M by Year 4 that deduced that an average of USD 10M was expected annually for the Programme. This target setting is not entirely clear nor elaborated as the work of Commonwealth National Climate Finance Advisers (CNCFAs) is based on their respective beneficiary country’s TORs agreed at the outset of their deployment which although it includes the development of grant proposals and a pipeline of projects does not include how much money is to mobilised.

This ‘target setting’ seems to have been deduced based on the results achieved by CCFAH over the years of its operations; however, it should be noted that this progress and achievements should not be deemed as exponential or even the status quo. In essence, the amount of climate finance mobilised by the CNCFAs cannot be predetermined as there are several steps and decisions to be taken (right from project identification within country to concept note all the way to project approval by the Governing Board of a funding institution outside the country) which are not directly within their purview or control. Furthermore, this ‘target setting’ erroneously whittles down the work and achievement of the CNCFAs on only the amount of resources mobilised excluding the additional important work and achievements around human and institutional capacity building, accreditation support, inputs for national policy making as well as technical advisory.

Recommendation 1:

Extend the tenure of the Steering Committee members and assign the seat to a technical person instead of a higher-level person. For example, with High Commissioners the seat could be assigned to a climate change focal person instead of the High Commissioner who might have several competing priorities.

Management Response

AGREED

The Secretariat recognises the importance of this change and agrees with the recommendation. The changes in the tenure of the Steering Committee members and nature of representation by technical climate change focal persons will form part of the proposed revision of the Terms of Reference of the Steering Committee which will be undertaken before March 31st, 2021 and will be submitted for approval by the 5th Steering Committee during the 5th Steering Committee planned during April-May 2021.

Recommendation 2:

An operational manual was originally included as a programme output but is currently in draft form. This document should be expanded and completed to include all administrative processes along with templates, (e.g. scoping mission templates, internal reports).

Management Response

AGREED

The Secretariat acknowledges the central role that the completed CCFAH operational manual will make in the implementation of the programme. Progress has been made in the finalisation, including consultations with internal teams, member states and the Steering Committee. It is envisaged that the operations manual will be ready by April 2021 for approval.

Recommendation 3:

Increase the dedicated budget allocated for short-term expertise or training to augment the expertise of Commonwealth National Climate Finance Advisers.

Management Response

AGREED

The Secretariat agrees that funds permitting, there is need to increase the dedicated budget allocation to short-term expertise or training to augment expertise of existing Climate Finance Advisers. With the existing budgets, the Secretariat is already providing short-term expertise and training. In this regard, specialist training was provided to four (4) Advisers in 2020 for the Certified Expert in Climate Adaptation Finance / Certified Expert in Climate and Renewable Energy Finance course, delivered by the Frankfurt School of Finance and Management. Short-term consultants have also been recruited to support specific deliverables around Climate Public Expenditure and Institutional Review (CPEIR) under the Climate Action Enhancement Package (CAEP) programme being delivered in two member states. Additional budgets will expand the capacity to meet specialised needs as required.

	<p>Furthermore, it is important to note that the existing structure of CCFAH included a Knowledge Management Expert role, which is still yet to be filled due to shortage of financial resources. Based on resources, the Secretariat will prioritise this recruitment and Management will consider proposals to address the need to also have a Gender and Results Management Expert that is becoming increasingly evident.</p>
<p>Recommendation 4:</p> <p>Institutionalise and document hand-over processes between old and new Advisers, and with host ministry. Institute formal regular communication between the Hub, Advisers and host ministries.</p>	
<p>Management Response</p>	<p>AGREED</p> <p>The Secretariat acknowledges the knowledge management gap identified in this recommendation and notes that an effective handover process is vital for continuity especially when a replacement does not overlap with an outgoing Adviser. Modalities for documented handover process to be included and clearly set out as part of the CCFAH Operational Manual.</p> <p>To institutionalise communications, meetings between the Hub (GM and Advisers), Climate Section and host ministries are being carried out at the inception stage with subsequent meetings between the General Manager, Head of Section and host ministry Supervisor being organised. Periodic meetings including all parties - Hub (General Manager and Advisers), Climate Section and host ministries - to be held quarterly at a minimum.</p> <p>Finally all the relevant and updated documents are being captured and stored in the Btrix platform managed by the Commonwealth Secretariat.</p>
<p>Recommendation 5:</p> <p>When reviewing technical assistance requests, there should be a baseline assessment of political engagement and suitable institutional arrangements that support climate finance activities.</p>	
<p>Management Response</p>	<p>AGREED</p> <p>The Secretariat agrees to the need for establishing a baseline/starting point for engagement against which progress can be measured. Modalities to be included and clearly set out as part of the CCFAH Operational Manual to include scoping procedures, required tasks and outputs including template for outlining expectations and commitments by the contracting parties, in addition to the Terms of Reference of the Advisers. Given that Adviser placements may take place during more than one tenure of government, this agreement with the host government will set out clear arrangements to be adhered to by subsequent governments.</p> <p>Considerations will also be made to ensure the Operational Manual to includes engaging with a range of different Ministries in the country and higher political authorities on the</p>

	<p>needs, sustainability and required necessary support for the functioning of the Adviser in the country.</p>
<p>Recommendation 6:</p> <p>In the absence of additional financial resources to engage consultants for multi-year contracts, the programme should consider the trade-off between breadth and depth of results. It is recognised that this is a sensitive strategic decision. If the programme goes for breadth, the expected results should be adjusted to align with realistic expectations of what a shorter-term engagement will deliver. If the programme goes for depth, it will need to cap the number of countries eligible for support, prioritise responses based on objective criteria to assess potential for best use of a long-term Adviser and offer Advisers a minimum 2-year contract.</p>	
<p>Management Response</p>	<p>AGREED</p> <p>The Secretariat agrees with this recommendation and notes the challenging reality of resources impeding the placement of Advisers. Given the objectives of the Hub and its unique value proposition, only depth within the context described above should be considered. While the efforts are being made to enhance the financial resources for the operations of the CCFAH, however, given the financial constraints, the number of countries being supported are limited accordingly.</p> <p>In the development and agreement to the Terms of Reference, the scope of the assignment will be realistic to the timeframe of expert placement.</p>
<p>Recommendation 7:</p> <p>Transparent and clear guidelines need to be developed to accurately and consistently account for the amount of climate finance mobilised. This activity can be undertaken internally, or by hiring external consultants to develop clear guidelines. It would also be useful if a baseline assessment was undertaken at inception to ascertain how much climate finance has already been received over a period of time preceding deployment of the Adviser.</p>	
<p>Management Response</p>	<p>AGREED</p> <p>The Secretariat acknowledges the challenges identified in ensuring reflection of accurate amount of climate finance mobilised. As part of the upcoming CCFAH Operational Manual and its aim to become ISO9001 accredited a clear definition of climate finance and mobilised and pipeline funds a will be developed along with the methodology for data collection, credible data sourcing and calculations of the measures. Baselines can be established when a new Adviser or project begins but due to the inconsistent nature of what counts as climate finance as well as lack of data in countries this has resulted into inconsistencies in some cases.</p>
<p>Recommendation 8:</p> <p>Logical Frameworks underpinning the Commonwealth National Climate Finance Advisers work plans should reflect more realistic targets commensurate with the amount of time Advisers will spend in-country.</p>	
<p>Management Response</p>	<p>AGREED</p>

	<p>The Secretariat agrees with this recommendation. The scope of the logical framework and Adviser’s workplans will be more closely aligned to ensure that targets in the logical frameworks commensurate to the period of the assignment. In addition to the end of the assignment evaluation, the logical framework will also be reviewed at the period reporting (six monthly/yearly) stage to ensure that work is being carried out inline with the agreed targets.</p> <p>Guidelines for this process, including the monitoring and evaluation aspects will be included in the Operational Manual.</p>
<p>Recommendation 9:</p> <p>The programme should seek to better measure and communicate the capacity development impact of the Advisers. The existing logical framework and results reporting should be adjusted to clearly take into account additional non-financial benefits delivered by the Advisers.</p>	
<p>Management Response</p>	<p>PARTIALLY AGREED</p> <p>Logical framework and results reporting already take into account capacity development and other non-financial benefits. Measures for collection of data and information on non-financial contributions (capacity building, policy support etc) will be further enhanced and strengthened. This valuable information will allow the Secretariat to showcase and communicate the capacity building contributions of the CCFAH to the host countries in a more clear and effective manner.</p>
<p>Recommendation 10:</p> <p>CCFAH should review and revise the logical framework to improve clarity of indicator definitions and streamline the number of output indicators to remove duplication.</p>	
<p>Management Response</p>	<p>AGREED</p> <p>The Secretariat agrees to the need to improve clarity and streamlining of indicators through the review of the logical framework. The CCFAH team will work with Strategy, Portfolio, Partnerships and Digital Division (SPPDD) to further improve the logical framework on which it was originally based to make it more efficient and streamlined.</p>
<p>Recommendation 11:</p> <p>The Commonwealth Secretariat should engage specialised short-term expertise to support building new donor relationships, partnerships and fundraising, and in particular to pursue the post-COVID 19 climate finance landscape and opportunities. A first step of this position should be the develop an implementable action plan.</p>	
<p>Management Response</p>	<p>AGREED</p> <p>The Commonwealth Secretariat is already working on diversifying its funding resources in particular for expanding the scope and services of the CCFAH. The Secretariat is also conscious of the fact that Covid-19 has created</p>

	<p>unprecedented challenges and that Post-Covid-19 situation will be particularly challenging both for the operations of the CCFAH and members states.</p> <p>In pursue to this recommendation, the Commonwealth Secretariat will dedicate its resources in preparing an overview of Post-Covid-19 climate finance landscape by identifying and incorporating the needs of member states and new avenues and sources for funding and an implementation action plan will be prepared and implemented accordingly.</p>
--	--

Commonwealth Secretariat
Marlborough House, Pall Mall
London SW1Y 5HX
United Kingdom

thecommonwealth.org

