

# CLIMATE INVESTMENT FUNDS

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October 21, 2012

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Joint Meeting of the CTF and SCF Trust Fund Committees  
Istanbul, Turkey  
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**INITIAL OUTPUTS AND LESSONS FROM COUNTRY COORDINATION MECHANISMS  
IN CIF PROGRAMS**

## **I. INTRODUCTION**

1. At their joint meeting in May 2012, the CTF and SCF Trust Fund Committees considered document CTF-SCF/TFC.8/5, *Enhancing Country Coordination Mechanisms, MDB Collaboration, and Stakeholder Engagement in CIF Programs*, and welcomed the existing mechanisms that have been established by CIF pilot countries to strengthen country coordination and stakeholder engagement in CIF pilot countries. The joint meeting approved the proposals in the document to enhance country coordination, and further requested the CIF Administrative Unit and the MDB Committee to provide information on the outputs from country coordination mechanisms and to collaborate with the pilot countries to support the implementation of the agreed activities. This document has been prepared in response to this latter request.

2. This document provides (a) an overview of initial outputs from CCMs and (b) guidance for MDBs to help further strengthen country-level partnerships and enhance collaboration with CCMs. This guidance includes methods to improve in-country collaboration amongst stakeholders operating at the country level, including other development partners, civil society organizations and the private sector. The paper also reviews the mechanisms used in a number of other relevant funds to ensure this guidance builds on best practice and that CIF CCM interventions add value at the country level.

## **II. INITIAL OUTPUTS, LESSONS LEARNED TO DATE, AND BEST PRACTICE RECOMMENDATIONS**

3. Annex 1 of document CTF-SCF/TFC.8/5, *Enhancing Country Coordination Mechanisms, MDB Collaboration, and Stakeholder Engagement in CIF Programs*, in May 2012 detailed the current and planned mechanisms and modalities for country coordination for CIF activities, and described existing coordination at the country level.

4. To capture initial outputs and identify lessons the CIF Administrative Unit circulated an electronic survey to MDBs and recipient countries. The results of the survey are presented in Annex 1, including specific information on areas for improvement. Experiences to date can be used to provide lessons learned and guidance on how to enhance country coordination activities within the CIF.

5. In addition to experiences to date within the CIF, document CTF-SCF/TFC.8/5 noted the value in examining lessons from other international public funding mechanisms to provide useful insights into how CCMs could be strengthened within the CIF. Annex 2 reviews key lessons from three other multilateral funding mechanisms that have a focus on country coordination—the Global Fund to Fight AIDS, TB, and Malaria (GFATM), the Multilateral Fund for the Implementation of the Montreal Protocol (MLF), and the Global Environment Facility (GEF).

6. Drawing on the lessons learned within the CIF to date, as well as those funds described in Annex 2, four areas of lessons can be extracted. These lessons are framed as a reference tool for recipient countries, recognizing national ownership, respecting the central role of government, and encouraging coordination with, and building upon, existing structures wherever possible:

- a) Promoting Coherence
- i. Strong CCMs have a clear focal point or focal institution to convene, host, and minute coordination activities and liaise with MDBs for support. Ministries of Finance, Planning, or Environment are all central national actors within the CIFs, and any of these ministries would be well placed to play a core role in CCMs; however, as highlighted in document CTF-SCF/TFC.8/5, *Enhancing Country Coordination Mechanisms, MDB Collaboration, and Stakeholder Engagement in CIF Programs* “, CIF experience shows that country coordination arrangements differ based on a country’s existing institutional capacity, focus of the program (mitigation or adaptation), the involvement of the private sector, the sectors covered, and the number of institutions and partners involved.
  - ii. In cases where countries are participating in several CIF programs, countries may wish to use a single body with subcommittees.
  - iii. Regional Coordination Mechanisms (RCMs) may be appropriate for regional programs under CTF, PPCR and SREP.
- b) Promoting Inclusion:
- i. The programmatic nature of the CIFs, and their aim to generate transformation and replication at scale, suggests that an economy-wide multi-stakeholder participatory process is needed for CCMs, including particularly vulnerable groups such as women.
  - ii. Identifying stakeholders engaged in relevant sectors during scoping missions is important to facilitate their participation during joint missions and throughout the development and implementation of the investment plans.
  - iii. Engaging private sector stakeholders is critical to ensure CIF investments are responding to market and investment needs for low-emission and climate-resilient growth.
  - iv. Sub-national geographic balance and representation is important to ensure local municipalities and communities participating in investment activities are fully engaged beyond project preparation.
- c) Monitoring Progress:
- i. It is recommended that countries, in collaboration with MDBs, convene regular (every 1 or 2 years) stakeholder forums on CIF programs, or include such consultations within existing stakeholder forums where they

exist, to review progress against the CIF results framework, learn from experience, identify areas where better coordination is required to maximize synergies, and keep the programmatic focus on track.

- ii. Efforts to engage key population groups, especially vulnerable groups in the development of investment plans and projects, including through CCMs, should be documented and reported.

d) Replicate Investment Impact:

- i. Country meetings should be used to share lessons on country coordination.
- ii. Success stories should be circulated to the media through websites, social media, and other mediums.

7. Under existing arrangements, MDBs are requested to support countries in establishing and facilitating these arrangements. Existing guidance to MDB task teams was provided in June 2011 in the document entitled, *Country Arrangements to Manage the Implementation of Investment Plans and Strategic Programs for Climate Resilience*, and was further augmented by the joint meeting's approval of the proposals in the document to enhance country coordination, and the agreement to:

8. Strengthen country coordination by encouraging pilot countries to:

- a) ensure open and frequent exchange of information with stakeholders on CIF country programs;
- b) convene regular (every 1 or 2 years) stakeholder forums on CIF programs, or include such consultations within existing stakeholder forums where they exist, to review progress against the CIF results framework, learn from experience, identify areas where better coordination is required to maximize synergies, and keep the programmatic focus on track;
- c) engage stakeholders including relevant national and sub-national government agencies, civil society organizations, community and indigenous peoples organizations, and the private sector, as well as the MDBs, and other development partners in the forums; and
- d) use pilot country meetings to share lessons on country coordination.

9. Enhance MDB collaboration at the country level by:

- a) sensitizing MDB country teams to the spirit of CIF collaboration and CIF guidelines and procedures;

- b) work with countries to distill and share country coordination and other relevant lessons learned;
  - c) agree, at the outset, on their respective roles, division of tasks and overall approach; and
  - d) agree and implement principles of collaboration between MDBs, and parameters for least concessionality where CIF resources will support private sector operations.
10. Enhance CIF stakeholder engagement by requesting countries to:
- a) strengthen outreach to stakeholders on CIF country programs;
  - b) identify stakeholders engaged in relevant sectors during scoping missions to facilitate their participation during joint missions and throughout the development and implementation of the investment plans;
  - c) ensure the effective participation of stakeholders at CIF programmatic consultations;
  - d) share information on stakeholder engagement, activities and involvement at the project and program level; and
  - e) consider the issues and constructive suggestions made during the engagement, and ensure that they are addressed substantively in a transparent manner.
11. It is recommended that, to further support countries, MDBs integrate the lessons presented in this paper into guidance to their task teams.

### **III. REVIEW OF CCMs AND GUIDANCE TO COUNTRIES AND MDBS**

12. As the CIFs continue to evolve, the joint meeting of the CTF and SCF Trust Fund Committees may wish to keep the functioning and role of CCMs and the effectiveness of MDB collaboration under review, and request regular updates on the outputs from the CCMs and on efforts made to strengthen country coordination and to implement the recommendations from the May 2012 meeting.

### Annex 1: Initial Outputs from Country Coordination Mechanisms (CCMs)

	Form of Coordination Mechanism Used	How CIF program supported establishment/strengthening of CCM	Membership of CCM and Convener	Integration of CCM into wider national climate change planning processes	Role of MDB in supporting the CCM	Areas for Improvement
PPCR <b>BOLIVIA</b>	<p>Creation of a country coordination unit in April 2012, also the implementing agency of the PPCR project, which includes coordination with donor agencies involved in CC adaptation in the pilot sub-basins (COSUDE, GIZ)</p> <p>Bolivia MDB Group on climate change and water resources management pre-exists the PPCR and is actively involved since start of PPCR implementation (team part of group + meeting held during each mission)</p>	<p>The phase 1 of the PPCR Program includes UCP-PPCR capacity building as part of phase 2 preparatory work.</p> <p>Phase 2 Project design includes a sub-component dedicated to strengthening UCP-PPCR knowledge management, coordination activities and integrated M&amp;E of country program</p>	<p>MDP group members includes WB, IADB, UNDP, JICA, COSUDE, GIZ, European Union, Embassies of Denmark, UK, Sweden, Norway, Netherlands.</p> <p>The convener is usually the Bank.</p>	<p>The phase 2 Project design is structured around integrated river basin planning, which is strongly participatory by definition.</p> <p>In the first step, the basin plans will be developed by including all stakeholders in the process, and will lead to the concerted establishment of a program of adaptation measures</p> <p>The execution of the subprojects under the plans will include cash or in-kind contributions from stakeholders.</p>	<p>The MDB, through the project, will help set up the participatory process and invest on capacity building of conveners as well as stakeholders.</p>	<p>Integrating lessons learnt from pilot country meetings.</p>
PPCR <b>Tajikistan</b>	<p>The PPCR Country Coordination Mechanism (CCM) in Tajikistan aims to facilitate coordination, communications and implementation of climate change adaptation initiatives, including PPCR projects. The CM comprises the PPCR Focal Point, an Inter Ministerial Committee (IMC), a Steering Group</p>	<p>The PPCR was instrumental in raising awareness of the severity and complexity of the challenges posed by climate change to Tajikistan's development, and that coordinated actions by a wide range of</p>	<p><b>PPCR Secretariat:</b> composed by competitively recruited national experts.</p> <p><b>IMC:</b> chaired by Deputy Minister, co-chaired by the PPCR Focal Point and comprising Sector Ministries,</p>	<p>With the establishment of the IMC and the SG, the CCM is well equipped to reach out to a wide range of stakeholders and influence climate change planning and decision making. It is expected that the CCM will contribute to increase the ability of line ministries and decision makers to integrate</p>	<p>The process that led to the establishment of the CCM was mainly country led. Several workshops were held to discuss the terms of</p>	<p>The CCM was made operational in September 2011, and it is still at very early stages. Areas of improvement include:</p> <ul style="list-style-type: none"> <li>- Further clarify operational modalities of</li> </ul>

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	<p>(SG), a Technical Experts Group (TEG) and the PPCR Secretariat. The IMC consists of Sector Ministries, Committees and State Agencies involved in PPCR.</p> <p><b>PPCR Secretariat:</b> The Secretariat is responsible for:</p> <ul style="list-style-type: none"> <li>- overall coordination of PPCR activities and communications to stakeholders</li> <li>- dialogue between government, MDBs, international organizations, NGOs, civil society, community organizations and the media</li> <li>- knowledge management</li> <li>- dissemination of the PPCR at national and international events</li> <li>- capacity building of government and non government agencies</li> <li>- monitoring and evaluating PPCR outputs</li> </ul> <p><b>IMC:</b> The IMC provides overall guidance and</p>	<p>stakeholders are required to increase the country's climate resilience across.</p>	<p>Committees and State Agencies involved in PPCR and the Focal Point.</p> <p><b>SG:</b> Permanent members: FP (Chair), representatives from IMC or the Ministries, each bilateral donor, UN agencies, MDBs, CSOs, NGOs, the Committee on Women and Family Affairs, representative from the parliament, other PPCR countries (via video or teleconference).</p> <p><b>TEG:</b> technical experts and consultants from the project teams and government agencies. Membership is open to everyone. The Government and MDBs on mutual consent may involve additional experts in</p>	<p>climate change consideration in development plans and projects.</p>	<p>reference, the composition and modalities of the CCM with a wide range of stakeholders. The MDBs has provided significant input to the design of the CCM. DFID provided financial support to conduct an initial needs assessment in Phase 1. ADB is providing financial resources to support the Secretariat until September 2012, after which the Secretariat will be financed by the PPCR grant.</p>	<p>each body of the CCM to ensure the CCM is effective;</p> <ul style="list-style-type: none"> <li>- Improve the direct engagement of beneficiaries located outside Dushanbe to ensure PPCR projects are relevant and sustainable;</li> <li>- Strengthen the capacity of the PPCR Secretariat to expand the skill pool for financial management, administration, monitoring and evaluation;</li> <li>- Secure national budget allocation and long-term government support for the institutionalization of the PPCR Secretariat in a</li> </ul>

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	<p>direction over PPCR in Tajikistan. IMC has the authority to approve programs, work-streams, project plans and TORs for implementing agencies and consultants. IMC is also responsible for identifying needs that can be addressed under PPCR and ensuring that PPCR findings and learning are absorbed in policy making.</p> <p><b>SG:</b> The SG provides a forum for exchange of views, and ensures that needs of different stakeholders are taken into account in the PPCR activities.</p> <p><b>TEG:</b> The TEG aims to ensure consistency and use of best practice. The TEG facilitates the exchange information on data and methodologies adopted for the PPCR projects. The TEG provides technical input and expertise as required by the Secretariat and the MDBs.</p>		assessing special cases or projects.			National Implementing Entity to ensure the effective implementation of climate change projects beyond the duration of the PPCR.
<b>Pacific</b> -	The Country Coordination Mechanism in PNG is based	The PPCR program strengthened country	The National PPCR focal point in OCCD	Since 2007, efforts have been undertaken to	As part of the SPCR Priority	The SPCR could be further used to

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<b>PNG</b>	<p>around the national Office of Climate Change and Development (OCCD), Ministry of Environment, and the Department of National Planning and Monitoring (DNPM). Together they will be responsible for overall coordination of SPCR implementation across Government, and for overall SPCR program monitoring and oversight.</p> <p>The Director Adaptation in OCCD is the National PPCR focal point.</p> <p>DNPM will ensure policy compatibility of the SPCR with PNG's Climate Compatible Development Strategy (CCDS) and Development Strategy Plan (DSP) and ensure integration into PNG's public investment plan process.</p> <p>The Department of Treasury will have responsibility for the grant agreement financing arrangements and will</p>	<p>coordination in PNG during SPCR priority planning (Phase 1) activities by :</p> <p>a) facilitating open and frequent exchange of information, including through country SPCR priority planning workshops, which allowed stakeholders to take stock of climate change adaptation activities in the country as a whole and identify areas where better coordination is required to ensure synergies;</p> <p>b) facilitating meetings with Regional agencies and other Pacific countries to share lessons on adaptation coordination and proposed programmatic support from the PPCR program as well as non-CIF programs; and</p> <p>c) facilitating programmatic consultations with MDBs, other</p>	<p>convenes meetings of the CCM. OCCD will act as the secretariat of the CCM. Membership is based on representatives from: OCCD, DNPM, Department of Treasury, Department of Finance, and Technical Working Groups from key line agencies.</p>	<p>incorporate CCA considerations into national development, primarily at the national strategic level. In December 2007, the National Executive Council (NEC) of PNG, on advice from the National Planning Committee (NPC), made a decision to develop a framework for a long-term strategy, <i>The Papua New Guinea Vision 2050</i> (Vision 2050), which is derived from the <i>National Strategic Plan Framework</i> (NPSF), was endorsed by the Government and national leaders in September 2008. Developed through a broad-based consultative process, Vision 2050 is underpinned by seven strategic focus areas, which are referred to as pillars. One of the pillars is —Environmental Sustainability and Climate Change. PNG's <i>Development Strategic Plan</i> (2010–2030) is guided by the National Constitution and is the first of two 20-year development plans to translate Vision 2050 into</p>	<p>Planning Process, support was provided for national stakeholders to undertake:</p> <p>(a) stocktaking of CCA programs being supported by development partners to identify gaps and synergies;</p> <p>(b) a participatory climate and disaster risk, vulnerability and capacity assessment;</p> <p>(c) identification of priority risks making use of the technical working groups and civil society engagement.</p>	<p>strengthen the OCCD in its role to improve coordination of CCA projects in PNG and rationalise, priorities and harmonize development partner responses so as not to overwhelm limited national capacities.</p> <p>The OCCD role could be strengthened in this regards by (a) the development of suitable “indicators” and benchmarks to facilitate reporting on SPCR progress and results; and (b) the development of an integrated framework for CCA planning, implementation, expenditure, monitoring, and evaluation under the leadership of the OCCD.</p>

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	<p>receive the grant funds in order to provide them to the recipient agencies.</p> <p>The Department of Finance will have oversight of project accounts and related reporting.</p> <p>Technical working groups (TWGs) will provide technical input during SPCR implementation from other agencies at the working level.</p> <p>Existing government–nongovernment partnership mechanisms (technical working committees formed on an issue by issue basis) will ensure that non-State actors, such as civil society and private sector, are able to fully participate in SPCR implementation.</p> <p>An SPCR program management unit (PMU), located in OCCD, will be established. It will focus on implementation of the SPCR and mentoring of counterpart government staff, as well as public outreach and awareness on</p>	<p>development partners and interested stakeholders to keep the adaptation programmatic focus on track and develop a reporting and monitoring results framework that would meet the needs of key stakeholders. PPCR helped raise awareness of the need to instigate coordinated actions by a wide range of stakeholders to increase the country’s climate resilience.</p> <p>The PPCR Priority Planning Process in PNG supported the identification of national stakeholders engaged in relevant sectors during scoping missions to facilitate their participation during joint missions and throughout the development of the SPCR investment plans.</p> <p>This process will be continued and expanded</p>		<p>concise directions for economic policies, public policies, and sector interventions. Climate change is a cross-cutting theme in the plan, which includes the goal to adapt to the domestic impacts of climate change and contribute to global efforts to abate greenhouse gas emissions. The national Office of Climate Change and Development (OCCD) is responsible for overall coordination of implementation of the Environmental Sustainability and Climate Change pillar of PNG’s <i>Development Strategic Plan</i> (2010–2030) across Government, and for overall monitoring and oversight.</p>	<p>This support strengthened the OCCD’s capacity to link with, rationalise and coordinate other donor-funded CCA activities.</p> <p>MDBs will play an important role in disseminating lessons learned and best practices from SPCR programs at the country and regional levels.</p>	<p>Mechanisms for improved engagement/coordination with the private sector on CCA programming needs to be developed.</p> <p>Mechanisms need to be established for strengthening coordination between the PMU’s established under PNG’s SPCR and the Regional SPCR, while formal mechanisms (rather than the existing ad-hoc framework) need to be established for sharing lessons learned with Samoa and Tonga on their respective SPCR programs.</p> <p>There is a need for continued MDB engagement to ensure: (a) continued coordination of</p>

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	the SPCR program.	during PNG's SPCR implementation activities.				development partner CCA planning and implementation in PNG while also ensuring that lessons learned and best practices inform the design and co-financing of future programs; (b) agreement on roles, responsibilities, and an overall approach that will lead to better CCA program outcomes

## Annex 2: Lessons from Country Coordination Mechanisms in Other Multilateral Funds

	GFATM	MLF	GEF
<b>Coordination System</b>	Country Coordination Mechanism	National Ozone Unit	GEF Focal Points National GEF Committee
<b>Primary Role</b>	<p>Coordinate the development and submission of national proposals.</p> <p>Nominate the Principal Recipient.</p> <p>Oversee implementation of the approved grant and submit requests for continued funding.</p> <p>Approve any reprogramming and submit requests for continued funding.</p> <p>□□ Ensures linkages and consistency between Global Fund grants and other national health and development programs</p>	<p>Extension and increase in national awareness on dangers of ODS.</p> <p>Dissemination of information on new technologies and ODS substitutes to the industrial sector in the country.</p> <p>Monitoring and evaluation of progress of implementation of ODS phase-out activities.</p> <p>Development and enforcement of legislation in support of effective monitoring and control of ODS.</p> <p>Reporting, evaluation and analysis of ODS consumption &amp; importation.</p> <p>Liaison between government and responsible international agencies, information exchange with other parties.</p>	<ol style="list-style-type: none"> <li>1. Support Focal Points' coordination roles</li> <li>2. Provide sectoral expertise</li> <li>3. Provide institutional continuity given FP changes</li> <li>4. Sectoral coordination (inter-ministerial and inter-agency), including with convention focal points</li> <li>5. Outreach to other national stakeholders (civil society organizations, academic/scientific institutions, private sector)</li> <li>6. Liaison with GEF Implementing and Executing Agencies (IAs/EAs)</li> <li>7. Linkages with other international cooperation agencies</li> </ol>
<b>Form</b>	<p>Government</p> <p>Civil society</p> <p>Affected communities</p> <p>Private sector</p>	<p>NOU is a formal government unit that also coordinates stakeholder engagement.</p> <p>Can be part of government, run by implementing agency, or autonomous.</p>	<p>Different models and compositions</p> <p>National GEF Committee most common</p> <p>May include: Government, civil</p>

	Academic institutions Development partners	Receive funding from MLF for staffing.	society, private sector, IAs/EAs, other donors  Utilizing existing national coordination committee on environmental issues
<b>Guidelines and Best practice</b>	<p><a href="http://www.theglobalfund.org/en/cm/guidelines/">http://www.theglobalfund.org/en/cm/guidelines/</a></p> <p>Lessons learned extracted for the 2008 assessment: “Countries have approached the operationalization of Global Fund principles for CCMs in many different ways, with varying degrees of success.”</p> <p>The greater the substantive participation of nongovernmental organizations (NGOs) in a CCM, the better the CCM performs.</p> <p>CCMs following predictable schedules and with clear governance structures, tools, and processes, function more smoothly than those relying on ad hoc processes and events.</p> <p>The harmonization and alignment case studies find that CCMs have responded with a variety of approaches. Examples demonstrate the degree to which</p>	<p><a href="http://www.unep.fr/ozonaction/information/mcfiles/4763-e-nou-guide.pdf">http://www.unep.fr/ozonaction/information/mcfiles/4763-e-nou-guide.pdf</a></p> <p>Lessons learned extracted from the XXX assessment: “The approach to IS projects is the most important development of the Montreal Protocol and a key element of its implementation. Without IS projects, the successful implementation of the Montreal Protocol would not be happening.”</p> <p>“IS projects have enabled all countries to set up a national focal point to manage a country’s interaction with the different and Secretariats of the Protocol and to take responsibility for achieving compliance”</p> <p>“IS projects have helped to institutionalise the Montreal Protocol within Article 5 governments and to raise awareness among their ministries and different stakeholders, which has also facilitated compliance”</p> <p>“Some NOUs are isolated from the rest of their ministries and from the wider</p>	<p>Elements of successful national GEF coordination mechanisms</p> <p>Leadership by committed, informed, dynamic individuals</p> <p>Broad participation by national stakeholders, including civil society</p> <p>Clearly defined roles for IAs/EAs (whether as regular members, observers, or resources persons)</p> <p>Informed about global environmental issues and up-to-date on GEF policies and procedures</p> <p>Means to integrate GEF and national priorities and strategies</p> <p>Effective links with convention focal points and activities</p> <p>Monitoring role of national GEF projects and portfolio and application of lessons learned</p> <p>Capable of growth and evolution</p>

CCM alignment and harmonization is dependent on the specific national context and existing conditions and structures.

government decision-making process in their countries.”

“This can partly be remedied by setting up steering committees involving more senior people. They can take decisions on the action plans and goals for the NOUs, but also influence key decision-makers and stakeholders.”

“Overall, IS projects tend to have more difficulties in smaller countries. This could be because ministries in these countries have fewer resources and may use their ozone officers for work related to other MEAs.”

Common challenges faced by the GEF experience

Focal Point personnel changes hamper continuity

Resource constraints

GEF procedures frustrate national stakeholders

Broad stakeholder participation proving difficult to achieve