



GREEN  
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Independent  
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INDEPENDENT EVALUATION OF THE  
ADAPTATION PORTFOLIO OF THE GREEN  
CLIMATE FUND  
APPROACH PAPER

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GREEN CLIMATE FUND  
INDEPENDENT EVALUATION UNIT

# Independent Evaluation of the Adaptation Portfolio of the Green Climate Fund

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APPROACH PAPER

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## ABBREVIATIONS

<b>AE</b>	Accredited entity
<b>AF</b>	Adaptation Fund
<b>APR</b>	Annual performance report
<b>ASAP</b>	Adaptation for Smallholder Agriculture Programme
<b>CIF</b>	Climate Investment Funds
<b>COP</b>	Conference of the Parties
<b>CSO</b>	Civil society organization
<b>DAE</b>	Direct access entity
<b>DMA</b>	Division of Mitigation and Adaptation
<b>FP</b>	Funding proposal
<b>FPR</b>	Forward-Looking Performance Review
<b>GCF</b>	Green Climate Fund
<b>GI</b>	Governing Instrument
<b>GEF</b>	Global Environment Facility
<b>IEU</b>	Independent Evaluation Unit
<b>IFAD</b>	International Fund for Agricultural Development
<b>IIU</b>	Independent Integrity Unit
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>iPMS</b>	Integrated Portfolio Management System
<b>IRM</b>	Initial resource mobilisation
<b>ISP</b>	Initial strategic plan
<b>iTAP</b>	Independent Technical Advisory Panel
<b>LDCs</b>	Least developed countries
<b>LDCF</b>	Least Developed Countries Fund
<b>LORTA</b>	Learning-oriented real-time impact assessment
<b>NAPAs</b>	National adaptation programmes of action
<b>NAPs</b>	National adaptation plan
<b>NDA</b>	National designated authority
<b>ND-GAIN</b>	Notre Dame Global Adaptation Initiative
<b>PCL</b>	Pre-emptive, contingent, accepted losses
<b>PPCR</b>	Pilot Program for Climate Resilience
<b>PPF</b>	Project Preparation Facility
<b>PSAG</b>	Private Sector Advisory Group
<b>PSF</b>	Private Sector Facility
<b>PSO</b>	Private sector organization

<b>RfP</b>	Requests for Proposals
<b>RMF</b>	Results Management Framework
<b>RPSP</b>	Readiness and Preparatory Support Programme
<b>SCF</b>	Strategic Climate Fund
<b>SCCF</b>	Special Climate Change Fund
<b>SIDS</b>	Small island developing states
<b>SPR</b>	Second Performance Review
<b>ToC</b>	Theory of change
<b>UNEP</b>	United Nations Environment Programme
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change



## A. INTRODUCTION

### 1. BACKGROUND TO THE GCF AND THE EVALUATION

The Green Climate Fund (GCF) is a multilateral fund established in 2010 to support the efforts of developing countries to respond to the challenge of climate change. The GCF aims to contribute to achieving the objectives of the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement. The GCF is governed and supervised by a Board with full responsibility for funding decisions. The Board comprises 24 members, with an equal number of members from developing and developed countries. The Governing Instrument (GI) of the GCF mandated the Board to establish an Independent Evaluation Unit (IEU) to conduct periodic independent evaluations to inform decision-making by the Board and to identify and disseminate lessons learned.

At the twenty-fourth meeting of the GCF Board (B.24) in November 2019, the Board approved the 2020 Workplan of the IEU, which includes, among other things, the undertaking of an Independent Evaluation of the Adaptation Portfolio of the GCF. This approach paper outlines the background, objectives, reporting structure, stakeholders to be consulted, methodologies, work plan and organization of the evaluation. In addition, appendix 1 provides a full evaluation matrix for the evaluation.

This document concludes the scoping phase of the evaluation and forms its blueprint and the practical road map for the evaluation team to execute the assignment. The approach paper provides solid guidance for the structure of the evaluation but should not be considered as being completely set in stone; the team may adjust the structure or questions should findings made during the data collection or analysis phases necessitate alterations.

### 2. INTRODUCTION TO THE ADAPTATION LANDSCAPE

In this section, we briefly present, (a) the critical systems that require adaptation interventions and the estimated costs for not quickly addressing these, and (b) how possible interventions can be classified according to the type of instrument used or the timing of these interventions. We then present (c) the limits to adaptation, and (d) key distinctions between transformational and incremental adaptation.

#### a. Systems in need of adaptation interventions

The IPCC defines adaptation as the process of *adjustment in natural or human systems in response to actual or expected climatic stimuli and their effects or impacts*.<sup>1</sup>

Anthropogenic and natural systems across the globe are already experiencing the impacts of climate change, and such effects are expected to increase in the coming years as they interact with chronic, slow-onset events and are disrupted by acute, sudden-onset events.<sup>2</sup> The flagship report from the Global Commission on Adaptation highlights how immediate action is needed to anticipate the economic, environmental and humanitarian costs of potential disruptions.<sup>3</sup> The report identifies the

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<sup>1</sup> IPCC Fifth Assessment Report <[https://www.ipcc.ch/site/assets/uploads/2019/01/SYRAR5-Glossary\\_en.pdf](https://www.ipcc.ch/site/assets/uploads/2019/01/SYRAR5-Glossary_en.pdf)>

<sup>2</sup> “Acute (sudden-onset) hazards are those that will happen anyway, but their frequency, severity and / or location may be changed by climate change. These hazards tend to be of a short time frame and high severity. Slow onset event is caused by man-made climate change and are termed chronic because their impact is gradual”. (p5) (Siegele, L. (2012). *Loss & Damage: the theme of slow onset events*. German Watch. Climate Development Knowledge Network.)

<sup>3</sup> Global Commission on Adaptation. 2019. *Adapt Now: A Global Call for Leadership on Climate Resilience*. Available at [https://cdn.gca.org/assets/2019-09/GlobalCommission\\_Report\\_FINAL.pdf](https://cdn.gca.org/assets/2019-09/GlobalCommission_Report_FINAL.pdf)

most fragile areas in need of timely interventions as being food production, water management, cities and infrastructure, and the natural environment.

The food system, and especially the agricultural system, can be severely disrupted by salinization, drought or desertification. As these trends are intensified by climate change, agricultural production will suffer. Estimates for a decline in agricultural yields in the absence of adaptation interventions range from 5 per cent to 30 per cent by 2050.<sup>4,5</sup> The combined effects of decreased yields and the continuously increasing demand of growing global populations (a 50 per cent increase in demand between 2010 and 2050) put immense pressure on the global food system and smallholder farmers, who are already in a state of extreme economic and social fragility, especially in least developed countries (LDCs).

Similarly, the water system is being placed under significant stress by the increasing frequency and intensity of floods and droughts, with coastal zones and small island developing states (SIDS) being the most vulnerable regions. Current estimates anticipate that the number of people lacking access to water will increase by 1.4 billion by 2050,<sup>6</sup> and roughly 5 billion people could suffer water shortages at least one month a year, making today's water policies insufficient in many regions across the globe. The World Bank estimates that more effective and efficient policies for water management could lead to significant avoidance of losses, or even net gains in terms of countries' gross domestic product.<sup>7</sup>

Urban environments and infrastructure are also fragile. They are threatened by sea level rise as well as by the increased frequency of acute sudden-onset events such as hurricanes, droughts or flooding. According to the projections of a 1.5°C temperature increase scenario, annual flood damage losses from sea level rise are estimated at USD 10.2 trillion.<sup>8</sup> Extreme floods threaten transport infrastructure and sewage systems, and hundreds of millions of people may have to abandon their homes in coastal cities. These effects will impact the broader economy as a result of the interruption of key services ranging from transport to power supplies.

## **b. Types of adaptation interventions**

Different types of instruments can be used to support adaptation in the abovementioned systems. Instruments range from structural interventions to nature-based solutions, technological measures, institutional interventions, financial or market-based mechanisms, and informational or social interventions.<sup>9</sup>

Such interventions can be of an anticipatory, contingent or reactive nature.<sup>10</sup> A wide array of possible measures exist, which are presented in table 1 alongside a non-exhaustive list of examples. Anticipatory measures (also referred to as pre-emptive investments) are aimed either at reducing exposure to a climate hazards (e.g. by using irrigation) or at preventing or reducing the adverse effects of climate change hazards. Many of these measures may also be associated with the concept

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<sup>4</sup> Porter et al. 2014. Food Security and Food Production Systems. Climate Change 2014: Impacts, Adaptation, and Vulnerability. Part A: Global and Sectoral Aspects. Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change. Available at [https://www.ipcc.ch/site/assets/uploads/2018/02/WGIIAR5-Chap7\\_FINAL.pdf](https://www.ipcc.ch/site/assets/uploads/2018/02/WGIIAR5-Chap7_FINAL.pdf)

<sup>5</sup> World Bank Group. 2013. *Turn Down the Heat: Climate Extremes, Regional Impacts, and the Case for Resilience*.

<sup>6</sup> UNESCO and WWAP. 2018. Nature-Based Solution for Water: The United Nations World Water Development Report.

<sup>7</sup> World Bank Group. 2016. High and Dry: Climate Change, Water and the Economy.

<sup>8</sup> S. Jevrejeva et al. 2018. *Flood damage costs under the sea level rise with warming of 1.5C and 2C*. Environmental Research Letters. Vol. 13, Number 7. Available at <https://iopscience.iop.org/article/10.1088/1748-9326/aacc76>

<sup>9</sup> Green Climate Fund – Independent Evaluation Unit & German institute for development evaluation, Evidence Gap of Climate Change Adaptation in Low to Middle Income Countries. Available at <https://egmopenaccess.3ieimpact.org/node/17659/about>

<sup>10</sup> Y. Nassef. 2019. *The PCL Framework: A strategic approach to comprehensive risk management in response to climate change impacts*.

of disaster risk reduction,<sup>11</sup> because they aim to reduce exposure to climate risk. Although anticipatory measures aim to reduce risks, it is important to point out how the scope of disaster risk reduction is broader than the risk arising from climate change events.<sup>12</sup> Contingent measures are invoked when the impact materializes, and can include evacuation planning, emergency services, migration (see box 1 below) or a range of financial instruments such as forms of parametric or non-parametric insurance, catastrophe bonds, contingent credit arrangements or forecast-based financing.<sup>13</sup> Finally, reactive measures include financial mechanisms based on recovery and rehabilitation mechanisms, but also technological developments to support coping with the new climatic conditions, or structural interventions to rebuild damaged assets.

**Table 1. Examples of anticipatory, contingent and reactive measures**

	ANTICIPATORY	CONTINGENT	REACTIVE
Structural	Dams, climate-proof buildings, seed banks	/	Rebuild damaged assets
Nature-based	Sustainable forestry, water management, coastal zone management	/	/
Informational	Training, flood information	/	/
Technological	Early warning systems, hazard mapping	/	Desalinization, drought-tolerant crops <sup>14</sup>
Institutional	Policies, land-use planning, regulations	Emergency services	/
Market-based	Microcredit	Contingent credit, insurance	Flood/weather insurances
Social	Migration, permanent relocation	Evacuation planning and migration	Support for migration flows and remittances

**Box 1. Climate shocks, stresses and migration**

The existing empirical evidence on the relationship between migration and environmental change (including climate change) shows how climatic shocks and stresses interact with numerous contextual determinants, in addition to micro level individual or household factors, to influence decision making on migration. Geography plays an important role here. In Africa, environmental change interacts with economic, social and political drivers to frame the sensitivity of livelihoods. But there are many different forms of migration (e.g. in terms of duration, the household member who departs, different domestic or international locations). All of these respond differently to pressure on livelihoods. One key element is that kinship networks are facilitators of migration. In addition, areas which are benefitting from environmental change (through greater agricultural productivity, or new trading opportunities) receive those who move. In South Asia, migration has historically been important in river deltas and semi-arid environments, and while

<sup>11</sup> Disaster risk reduction can be defined as the concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events. UNISDR. 2009.

<sup>12</sup> Mercer, J. 2010. *Disaster risk reduction or climate change adaptation: Are we reinventing the wheel?* Journal of International Development, Vol. 22, Number. 2, pp. 247-264.

<sup>13</sup> Y. Nassef. 2019. *The PCL Framework: A strategic approach to comprehensive risk management in response to climate change impacts.*

<sup>14</sup> Desalinization and drought-tolerant crops can appear under all three categories: anticipatory, contingent, reactive.

remittances raise household income, migration has mainly been a coping strategy with considerable social costs.

### c. Limits to adaptation

There is wide debate about the limits of adaptation interventions, and how the concept of loss and damage should exactly be defined. The Intergovernmental Panel on Climate Change (IPCC), a United Nations body, defines adaptation limits as: “*the point at which an actor’s objectives or system’s needs cannot be secured from intolerable risks through adaptive actions.*”<sup>15</sup> Two different types of limits to adaptation are identified: hard limits and soft limits. The former occurs when no adaptive actions are possible to avoid intolerable risks. Hard limits are often associated with physical thresholds. The latter arise when technological and socioeconomic options are not immediately available to avoid risks through adaptive action.

The impacts – either social or financial in nature – that are not adapted to are referred to as “loss and damage”. Loss and damage can either be due to the fact that such impacts are unavoidable or to the fact that loss acceptance is preferred over incurring the economic cost of adaptation.<sup>16,17</sup> The perspectives of different stakeholders differ on whether loss and damage should be limited to the residual impacts that fail to be prevented because of physical thresholds (hard limits), or whether loss and damage should also be accepted as the result of socioeconomic unpreparedness (soft limits). Some argue that residual impacts are nothing more than the combined result of insufficient mitigation and inadequate adaptation.<sup>18</sup>

Defining what falls into the category of loss and damage is a sensitive topic due to its political nature. The concept feeds into the process of decision-making for addressing specific risks by taking pre-emptive or reactive actions. Most approaches to adaptation interventions make use of cost-benefit analysis to assess the best option and tend to prioritize pre-emptive actions wherever economically possible.<sup>19</sup> However, cost-benefit analysis does not consider a societal evaluation of what a tolerable loss is.<sup>20</sup> Therefore, an optimized “PCL”<sup>21</sup> approach based on the assessment of tolerable and intolerable losses run via consultations with the affected population groups, is arguably preferable.

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<sup>15</sup> Klein, R.J.T., G.F. Midgley, B.L. Preston, M. Alam, F.G.H. Berkhout, K. Dow, and M.R. Shaw. 2014. *Adaptation opportunities, constraints, and limits*. In: Climate Change 2014: Impacts, Adaptation, and Vulnerability. Part A: Global and Sectoral Aspects. Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change [Field, C.B., V.R. Barros, D.J. Dokken, K.J. Mach, M.D. Mastrandrea, T.E. Bilir, M. Chatterjee, K.L. Ebi, Y.O. Estrada, R.C. Genova, B. Girma, E.S. Kissel, A.N. Levy, S. MacCracken, P.R. Mastrandrea, and L.L. White (eds.)]. Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA, pp. 899-943. Available at [https://www.ipcc.ch/site/assets/uploads/2018/02/WGIIAR5-Chap16\\_FINAL.pdf](https://www.ipcc.ch/site/assets/uploads/2018/02/WGIIAR5-Chap16_FINAL.pdf)

<sup>16</sup> Stockholm Environment Institute. 2016. *Defining loss and damage: the science and politics around one of the most contested issues within the UNFCCC*. Discussion Brief. Available at <https://mediamanager.sei.org/documents/Publications/Climate/SEI-DB-2016-Loss-and-damage-4-traits.pdf>

<sup>17</sup> Mechler et al. 2020. *Loss and damage and limits to adaptation*. Sustainability Science.

<sup>18</sup> Harmeling, S., Chamling Rai, S., Singh, H. and Anderson, T. 2015. *Loss and Damage: Climate Reality in the 21st Century*.

<sup>19</sup> UNFCCC. 2008. *Mechanisms to manage financial risks from direct impacts of climate change in developing countries*. Available at [https://pdfs.semanticscholar.org/036c/5cb74e15479c75793bfa5d6609c47291a68b.pdf?\\_ga=2.262269839.2025447407.1590752275-777109568.1590752275](https://pdfs.semanticscholar.org/036c/5cb74e15479c75793bfa5d6609c47291a68b.pdf?_ga=2.262269839.2025447407.1590752275-777109568.1590752275)

<sup>20</sup> Y. Nassef. 2019. *The PCL Framework: A strategic approach to comprehensive risk management in response to climate change impacts*.

<sup>21</sup> PCL: pre-emptive, contingent, unavoidable losses.

## **Box 2. Loss and Damage**

Under Article 8 of the Paris Agreement, Parties recognised the importance of “*averting, minimising and addressing loss and damage associated with the adverse effects of climate change, including extreme weather events and slow-onset events, and the role of sustainable development in reducing the risk of loss and damage*”. On this basis, the Warsaw International Mechanism was created at COP19 in 2013. But since this time there has been limited agreement on creating the necessary procedures for financial flows when countries cannot adapt to particular elements of climate change (such as when citizens migrate from small island states which are losing territory due to rising sea levels). The Warsaw International Mechanism’s Executive Committee delivered a two-year workplan at COP 20 which described a range of approaches to financing. Some momentum was made at COP25 with the Conference of Parties noting the Standing Committee on Finance’s technical paper on modalities for accessing financial support for addressing loss and damage. This technical paper highlights how the range of financial instrument deployed by the Green Climate Fund “provides the opportunity for the GCF to potentially play a more substantial and innovative role in financing relevant actions that may address loss or damage” (p.23). Moreover, the decision text of COP25 makes it clear that the Conference of Parties invites the Board of the Green Climate Fund to “continue providing financial resources for activities relevant to averting, minimizing and addressing loss and damage in developing country Parties, to the extent consistent with the existing investment, results framework and funding windows and structures of the Green Climate Fund, and to facilitate efficient access in this regard” (p. 14).

### **d. Transformational adaptation**

The need for transformational adaptation, as opposed to coping strategies and incremental adaptation, has been highlighted by many researchers and experts of the field.<sup>22</sup> Traditionally, adaptation has been thought of as a process of incremental adjustments to climate variability and change. However, incremental steps are deemed more and more inadequate for responding to the complexities that arise from the combination of severe climate change hazards and the high vulnerability of certain regions and systems.

Transformational adaptation is defined by several characteristics. First, any form of transformational adaptation should target system-wide change across multiple sub-systems.<sup>23</sup> In doing so, transformative adaptation aims to reduce the root causes of climate change vulnerability. In contrast with coping strategies, transformative strategies are fundamentally anticipatory in nature.

Additionally, transformative actions are those that either bring effects at a larger scale or intensity, bring an element of novelty (i.e. applying a completely new paradigm or an already-existing paradigm in a new location), or involve a deep transformation of a certain place or even relocation.<sup>24</sup>

Another key aspect of transformative adaptation is its focus on the future and on long-term change, while acknowledging the uncertainty associated with it.<sup>25</sup> Indeed, as climate hazards are intrinsically uncertain, the benefits of any transformative adaptation intervention are also uncertain. Furthermore, the novel solutions used are by definition untested, increasing uncertainty. Hence, the concept of transformative adaptation also requires a more holistic approach to learning and a large risk appetite.

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<sup>22</sup> Fedele et al. 2019. *Transformative adaptation to climate change for sustainable social-ecological systems*. Environmental Science and Policy, Vol. 101, Pg. 116-125.

<sup>23</sup> UK Climate Impact Programme. 2015. *Transformational adaptation – what it is, why it matters and what is needed*.

<sup>24</sup> R. W. Kates, et al. 2012. Proceedings of the National Academy of Sciences, 109 (19) 7156-7161; Available at <https://www.pnas.org/content/109/19/7156>

<sup>25</sup> Mustelin J. & Handmer, J. 2013. *Proceedings of transformation in a changing climate conference*, University of Oslo, Norway.

How multilaterals approach transformational change falls into seven categories that can be considered central to such non-marginal changes: relevance; depth of change; the scale of change; persistence; removing barriers; change across systems and sectors; and precipitating behavioural change.<sup>26</sup> While one may wish to quibble with the precise terms used to describe each of these seven dimensions (as words strain, crack and sometimes break), these seven characteristics are also embedded in a much broader body of conceptual literature. For example, box 3 below summarizes six common characteristics of transformative adaptation (covering both the natural and social worlds)<sup>27</sup> based on a synthetic review of 80 conceptual papers.

**Box 3. Transformational adaptation**

**Restructuring** - Reconfiguration of ecosystems, social values, social norms, power relations, interactions between people and nature

**Path-shifting** - Flipping of ecosystems from one equilibrium to another, of societies from one mode of consumption to another, of interactions between people and nature from one state to another

**Innovative** - Novel forms within ecosystems, societies and relations between people and nature

**Multiscale** - Change of ecosystems, societies and interactions at multiple spatial scales

**Systemwide** - Systemic changes within ecosystems or landscapes, societies and interactions between people and nature

**Persistent** - Changes of ecological and societal processes in the medium and long term.

### 3. ADAPTATION FINANCE

The broad definition of *adaptation*, its partial overlap with the concept of disaster risk reduction, and the non-aligned conceptual frameworks that can be used to define adaptation interventions, amplify the ambiguity that exists in financing adaptation projects and programmes.

In this section we give a brief introduction of the main players in the adaptation finance space (part a), and we review the latest figures that describe the finance gap and the estimated amount of financing that currently flows towards adaptation (part b). We then present the major consequences related to the absence of a clear-cut definition of the adaptation finance space and discuss an indicative line of thinking that can help to make such a distinction (part c).

#### a. Adaptation finance players

National, bilateral and multilateral development finance institutions are the major actors in the adaptation finance space.<sup>28</sup> However, multilateral climate funds play an important role, too. The most relevant players among the multilateral climate funds are presented below in chronological order, based on the year in which they became operational.<sup>29</sup>

- 2002: Under the guidance of the UNFCCC Conference of the Parties (COP), the Least Developed Countries Fund and the Special Climate Change Fund were set up in 2001 and

<sup>26</sup> Puri, J. 2019. *Transformational Change: The Challenge of a Brave New World*. In: Schmidt M., Giovannucci D., Palekhov D., Hansmann B. (eds) Sustainable Global Value Chains. Natural Resource Management in Transition, vol 2. Springer, Cham.

<sup>27</sup> Fedele et al. 2019. *Transformative adaptation to climate change for sustainable social-ecological systems*. Environmental Science and Policy, Vol. 101, Pg. 116-125.

<sup>28</sup> Climate Policy Initiative. 2019. *Global Landscape of Climate Finance*. Available at <https://climatepolicyinitiative.org/wp-content/uploads/2019/11/2019-Global-Landscape-of-Climate-Finance.pdf>

<sup>29</sup> Climate Funds Update. 2019. Available at <https://climatefundsupdate.org/the-funds/>

operationalized the following year. Both funds operate under the Global Environment Facility (GEF). Combined, they pledged USD 1.7 billion to climate change adaptation.

- 2007: The Adaptation Fund (AF), established under the Kyoto Protocol of the UNFCCC in 2001, became operational in 2007. It committed a total of USD 720 million for climate adaptation and resilience activities.
- 2008: The Climate Investment Funds was set up and launched in the same year as the Pilot Program for Climate Resilience (PPCR), one of three targeted programmes that are part of the Strategic Climate Fund (SCF). The PPCR entered the adaptation finance space with a USD 1.2 billion pledge.
- 2015: The GCF, set up by the UNFCCC, gathered pledges worth USD 10 billion for climate change mitigation and adaptation projects. Proposed in 2010, the GCF became fully operational in 2015, and aims for a 50:50 balance between mitigation and adaptation projects.

As mentioned, climate funds are far from being the only significant actors in the space. To date, the cumulative pledge to climate change adaptation by these players amounts to around USD 9 billion,<sup>30</sup> without considering other smaller players or pledges of financing provided with different labelling.<sup>31</sup> The recent commitment from the World Bank Group to ramp up its direct adaptation finance to reach USD 50 billion by 2025,<sup>32</sup> is a striking example of the fundamental role of multilaterals in financing climate adaptation.

### **b. The adaptation finance gap**

The adaptation finance gap has been estimated from multiple perspectives, including via sectoral or regional analysis. Aggregation of these figures is not straightforward, due to the wide array of methodologies used in each context. In 2010, the World Bank estimated a global need of USD 70 billion to USD 100 billion per year for the period from 2010 to 2050.<sup>33</sup> More recent studies reported significantly higher figures. According to a United Nations Environment Programme (UNEP) report,<sup>34</sup> the costs of climate change adaptation in developing countries range from USD 140 billion to USD 300 billion per year by 2030, and up to USD 280 billion to USD 500 billion per year by 2050. The Forward-Looking Performance Review (FPR) of the GCF<sup>35</sup> referred to an average need of USD 220 billion per year.

Latest trends show how adaptation finance has gained momentum, rising from an estimated annual average of USD 22 billion to USD 30 billion (for 2017/2018),<sup>36</sup> largely driven by increased commitments from development finance institutions to the climate agenda. Despite the increased efforts towards adaptation, total committed finance is still falling short of actual needs and is paltry compared with the USD 537 billion for climate change mitigation.

### **c. The scope of adaptation finance**

Although the need for financing climate change adaptation is widely recognized, a two-decade long debate on what differentiates adaptation finance from broader development finance has not yet

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<sup>30</sup> Sum of pledges to adaptation of the LDCF, SCCF, AF, CIF, GCF. Climate Funds Update. 2019.

<sup>31</sup> The GEF Trust Fund for example, has projects in areas such as biodiversity, forests, and land degradation that are not explicitly identified as adaptation projects.

<sup>32</sup> World Bank Group. 2019. *The World Bank Group Action Plan on Climate Change Adaptation and Resilience*.

<sup>33</sup> World Bank. 2010. *Economics of Adaptation to Climate Change*.

<sup>34</sup> UNEP. 2016. *The Adaptation Finance Gap Report*. Available at

[https://backend.orbit.dtu.dk/ws/files/198610751/Adaptation\\_Finance\\_Gap\\_Report\\_2016.pdf](https://backend.orbit.dtu.dk/ws/files/198610751/Adaptation_Finance_Gap_Report_2016.pdf)

<sup>35</sup> IEU. 2019. *Forward Looking Performance Review of the Green Climate Fund*. Available at

<https://ieugreenclimatefund/documents/977793/1474145/FPR+Final+Report/5c2929d3-ccc3-0b70-ca39-42e4a54110db>

<sup>36</sup> Climate Policy Initiative. 2019 *Global Landscape of Climate Finance*. Available at

<https://climatepolicyinitiative.org/wp-content/uploads/2019/11/2019-Global-Landscape-of-Climate-Finance.pdf>

found a common answer. As highlighted in the UNEP 2016 report, adaptation can be focused more narrowly on risk management activities in response to climatic drivers, or more widely as ongoing development work that addresses or transforms the underlying socioeconomic drivers of vulnerability, adaptive capacity, and resilience.<sup>37</sup> However, more clarity is needed in comparing these two concepts, not only from an academic standpoint, but especially from the perspectives of policy-makers and practitioners.<sup>38</sup> In contrast, a report from the World Resource Institute<sup>39</sup> points out that spending resources in trying to draw a line between development and adaptation, is counterproductive and creates a false dichotomy between the two strongly interrelated concepts. Because of the lack of clear-cut definitions, it is challenging for climate finance players to find a coherent role in that space and to ensure that efforts are complementary in nature and aimed at a timely response to the significant finance gap. Furthermore, the lack of a common global objective prevents funds from undertaking a harmonized approach in managing efforts for the intended results. Not being able to differentiate projects where climate change adaptation is a core benefit rather than a co-benefit, leaves such assessment to individuals' discretion. As such, any investment can easily be retrofitted as an adaptation investment. Even though less controversial, humanitarian aid finance flows are also relevant in this context and add a layer of complexity.

With adaptation spanning across a wide range of systems – from food, to water, human health, urban environments, infrastructure, and the natural environment – drawing a line between development and adaptation finance on sector-based criteria is simply not possible.

If we refer to the distinction made in section 1.2 among anticipatory, contingent and reactive actions, development finance has traditionally focused on generic, anticipatory actions to reduce risks and alleviate socioeconomic vulnerabilities, whereas costly reactive measures (i.e. rebuilding damaged assets) are often left to humanitarian aid due to the extremely high costs of reconstruction and recovery.

What distinguishes international adaptation finance from development finance and humanitarian aid is, therefore, its focus on regions with high climate risk (or high climate vulnerability). Climate-vulnerable regions are those that are highly exposed<sup>40</sup> and sensitive<sup>41</sup> to climate hazards, and which have low adaptive capacities.<sup>42,43</sup> These two conditions are also those setting the stage for transformational adaptation<sup>44</sup> (section 1.3).

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<sup>37</sup> UNEP. 2017. *The Adaptation Gap Report – Towards Global Assessment*.

<sup>38</sup> Schipper et al. 2020. World Development Perspectives. Available at <https://doi.org/10.1016/j.wdp.2020.100205>.

<sup>39</sup> World Resource Institute. 2018. *Deploying adaptation finance for maximum impact*.

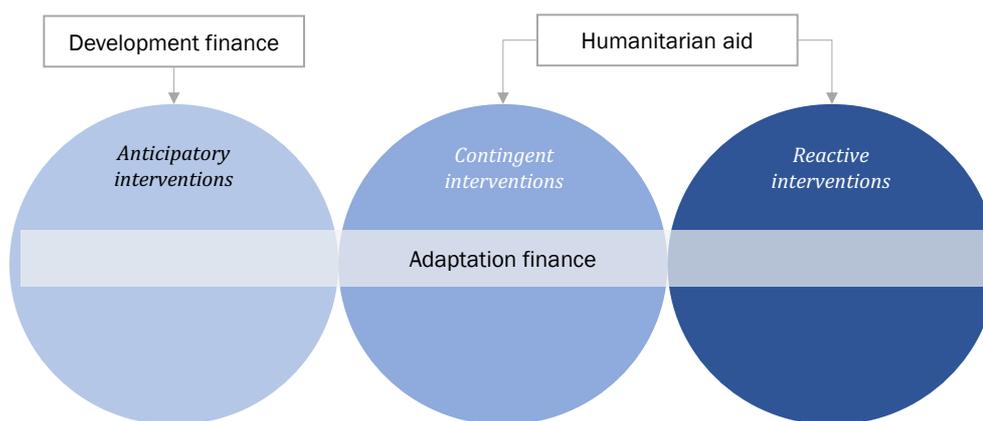
<sup>40</sup> Exposure to climate hazards: the extent to which human society and its supporting sectors are stressed by the future changing climate conditions. ND-GAIN technical document.

<sup>41</sup> Sensitivity to climate hazards: The degree to which human society and the sectors they depend upon are affected by climate-related perturbations. The factors increasing sensitivity include the degree of dependency on sectors that are climate-sensitive and the proportion of populations sensitive to climate hazards due to factors such as topography and demography. ND-GAIN technical document.

<sup>42</sup> Adaptive capacity: The ability of a system to adjust to climate change (including climate variability and extremes) in order to moderate potential damages, to take advantage of opportunities or to cope with the consequences (IPCC (2007), *AR4 Climate Change 2007: The Physical Science Basis*).

<sup>43</sup> Climate vulnerability: the degree to which a system is susceptible to, or unable to cope with, adverse effects of climate change, including climate variability and extremes. Vulnerability is a function of the character, magnitude and rate of climate variation to which a system is exposed, its sensitivity and its adaptive capacity (IPCC (2007), *AR4 Climate Change 2007: The Physical Science Basis*).

<sup>44</sup> R. W. Kates, et al. 2012. Proceedings of the National Academy of Sciences, 109 (19) 7156-7161; Available at <https://www.pnas.org/content/109/19/7156>



**Figure 1.** *Schematic representation of the space occupied by adaptation finance with respect to development finance and humanitarian aid*

Note: Bubble sizes are not indicative of amounts/finance gap. The actors represented are not exclusive funders in these areas.

Completely removing ambiguity from such a complex system remains challenging. Irrespective of the exact definition of adaptation finance, we can summarize that:

- Adaptation finance:
  - Deals with anticipatory, contingent, and in some cases with reactive interventions
  - Addresses socioeconomic vulnerabilities which exacerbate climate vulnerabilities
- Development finance:
  - Deals mostly with anticipatory actions
  - Addresses socioeconomic vulnerabilities
- Humanitarian/development aid:
  - Deals mostly with contingent and reactive actions
  - Addresses socioeconomic vulnerabilities

#### 4. ADAPTATION IN CLIMATE NEGOTIATIONS AND COP GUIDANCE

As an operating entity of the financial mechanism of the UNFCCC, GCF Board decisions follow guidance from the COP. The GCF is required to adopt guidance from the COP into its operations, including on matters related to policies, programme priorities and, among others, eligibility criteria. It is also required to take appropriate action in response to the guidance received, and to submit annual reports to the COP for its consideration and then receive further guidance.

As such, the decisions of the GCF Board that relate to adaptation are the direct result of the history of adaptation in climate negotiations more broadly, which has influenced COP guidance. An overview of this history is provided in this section to help to answer the question: “What is the current status of global climate negotiations and COP guidance in terms of adaptation?”

The UNFCCC Adaptation Committee, a technical body tasked by the COP with promoting coherence in the implementation of enhanced action on adaptation as part of the Cancun Adaptation Framework, details the role of climate adaptation in international climate negotiations over the past 25 years.<sup>45</sup> The analysis that follows synthesizes their report, while also incorporating other sources.

<sup>45</sup> Adaptation Committee. 2019. “25 Years of Adaptation under the UNFCCC”. United Nations Climate Change Secretariat. Bonn, Germany.

When the UNFCCC came into effect in 1994, the focus of international climate negotiations was squarely on mitigating country emissions in order to reduce the pace of climate change.<sup>46</sup> At the time, adaptation was thought to pose a distraction from the important job of preventing climate change by threatening to divert scarce resources and attention to a much more uncertain and nascent scientific area.<sup>47</sup> Furthermore, by recognizing the need to help developing countries adapt to climate change rather than prevent it from happening, developed countries worried they would have to assume liability for causing climate change, a potential liability and thus a political non-starter at the time.<sup>48</sup> Finally, the scientific basis for climate adaptation was then – as it is now – still evolving, providing room for arguing against its importance in addressing climate change.

By 2001, at the seventh COP session, calls by developing country members for a greater role for climate adaptation became unignorable.<sup>49</sup> Several years of climate modelling efforts to better understand the impact of climate change, particularly by the Subsidiary Body for Scientific and Technological Advice, and as detailed in the third assessment report by the IPCC,<sup>50</sup> made it clear that mitigation support alone would be insufficient. In response, the COP established a work programme to help countries prepare national adaptation programmes of action (NAPAs).<sup>51</sup>

For several years afterwards, climate adaptation was relegated to the realm of technical working groups created by the UNFCCC, in order to encourage the sharing of knowledge and to grow the field of study. However, this incubation period led to the increased prioritization of adaptation. During this period, the Nairobi work programme, established at the eleventh session of the COP in 2005, was one example of an engagement platform that organized workshops and expert meetings to help countries identify adaptation needs and concerns, as well as to highlight funding gaps.<sup>52</sup>

Growing recognition of the need for climate finance to fund adaptation, and acceptance that changes created by existing emissions would have to be addressed immediately – as described in the IPCC fourth assessment report<sup>53</sup> from 2007, which explicitly considered responses to climate change through adaptation – provided the necessary impetus for the pivotal COP16. There, the Cancun Adaptation Framework was introduced, which enshrined in the Convention the objective of enhancing action on adaptation at the same level of importance as mitigation. It was also during COP16 that the GCF was established in response to the needs of developing countries for long-term, scaled-up finance that beneficiaries could rely on. It was then that the balanced allocation of funding between mitigation and adaptation became built into the Fund's GI.<sup>54</sup>

Later guidance from the COP was adopted by the GCF Board in parallel. For instance, in 2015, while the GCF was implementing its mandate, the landmark Paris Agreement was adopted. The Paris Agreement, which was the first agreement signed by nearly all of the Party members to commit to keeping global temperatures at less than 2°C above pre-industrial levels this century, reinforced the importance of climate change adaptation and the need for scaling up efforts that

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<sup>46</sup> Adaptation Committee. 2019. pg. 11.

<sup>47</sup> Burton, I., Huq, S., Lim, B., Pilifosova, O. and Schipper, E. L. (2002). From impacts assessment to adaptation priorities: the shaping of adaptation policy. *Climate Policy*, 2(2–3). 145–59. DOI:10.1016/S1469-3062(02)00038-4.

<sup>48</sup> Verheyen, R. 2002. Adaptation to the impacts of anthropogenic climate change – the international legal framework. *Review of European Community and International Environmental Law*, 11(2). 129–43. DOI:10.1111/1467-9388.00312.

<sup>49</sup> Adaptation Committee. 2019. pg. 13.

<sup>50</sup> IPCC, 2001: Climate Change 2001: Synthesis Report. A Contribution of Working Groups I, II, and III to the Third Assessment Report of the Intergovernmental Panel on Climate Change [Watson, R.T. and the Core Writing Team (eds.)]. Cambridge University Press, Cambridge, United Kingdom, and New York, NY, USA, 398 pp.

<sup>51</sup> Adaptation Committee. 2019. pg. 13.

<sup>52</sup> Adaptation Committee. 2019. pg. 14 – 15.

<sup>53</sup> IPCC. 2007. Climate Change 2007: Impacts, Adaptation and Vulnerability. Contribution of Working Group II to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change, M.L. Parry, O.F. Canziani, J.P. Palutikof, P.J. van der Linden and C.E. Hanson, Eds., Cambridge University Press, Cambridge, UK, 976pp

<sup>54</sup> Adaptation Committee. 2019. pg. 24.

address adaptation, especially for developing countries.<sup>55</sup> Specifically, the Paris Agreement dedicates a section to adaptation entirely – Article 7 – in which it defines a global goal on adaptation with the objective to “enhance adaptive capacity, strengthen resilience and reduce vulnerability to climate change, with a view to contribute to sustainable development and ensuring an adequate adaptation response in the context of the [average global warming 2 C] temperature goal.” Not long after it was signed, in 2016, the GCF Board adopted a decision to align with the Paris Agreement following COP guidance. Since then, the GCF Board has adopted or referred to numerous parts of the Paris Agreement where relevant, taking it as an essential reference document.<sup>56</sup> It was also at this time (COP21), where the GCF was requested to expedite support for the formulation of national adaptation plans (NAPs) and for the subsequent implementation of programmes, projects and policies identified in them.<sup>57</sup>

In the most recent COP sessions, further progress in emphasizing the necessity and promoting the role of climate adaptation was made. COP24 in 2018 adopted a standard set of rules for implementing the Paris Agreement, most notably by agreeing to publish biennial reviews and technical reports for the mandated five-year global stock takes on progress towards achieving the global temperature goals.<sup>58</sup> As part of this effort, the GCF was instructed to continue to channel support to developing countries for this.<sup>59</sup> At COP25, which took place in 2019, the Parties reiterated this guidance on adaptation to the GCF, encouraging the GCF to finalize the approach and scope of the Readiness and Preparatory Support Programme (RPSP), and to continue supporting the implementation of NAPs.<sup>60</sup>

## 5. CURRENT GCF APPROACH TO ADAPTATION

While the political history of climate adaptation influences the nature and ongoing approach of the GCF with respect to adaptation, the ways in which the GCF implements COP guidance are driven largely by the core documents it produces and the decisions it takes, most notably, the GI, Board decisions and its strategic vision.

The following sections describe these aspects of the GCF as they relate to climate adaptation. The first section includes an overview of the GCF GI, including descriptions of key references to adaptation. There is then a section describing key decisions by the GCF Board that relate to climate change adaptation. The final section describes the new Strategic Plan of the GCF and how it incorporates climate adaptation into the approach of the GCF for the upcoming years.

### a. The Governing Instrument

The GCF GI is the founding document of the organization. Presented in December 2011 in Durban, South Africa, and annexed to decision 3/CP.17, it defines the objective of the GCF, its guiding

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<sup>55</sup> For more on the Paris Agreement, see the UNFCCC website. Available at (<https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement>) as well as the source document itself, decision 1 /CP.21. Available at [https://unfccc.int/files/essential\\_background/convention/application/pdf/english\\_paris\\_agreement.pdf](https://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf).

<sup>56</sup> See for instance the GCF Gender Policy, where the first principle is guided by Article 7.5 of the Paris Agreement, whereby “the parties acknowledge that that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions, where appropriate.”

<sup>57</sup> Adaptation Committee. 2019. pg. 24.

<sup>58</sup> Decision -/CP.24 Identification of the information to be provided by Parties in accordance with Article 9, paragraph 5 of the Paris Agreement.

<sup>59</sup> Decision -/CP.24 Report of the Green Climate Fund to the Conference of the Parties and guidance to the Green Climate Fund.

<sup>60</sup> FCCC/PA/CMA/2019/6/Add.1 Decision 6/CMA.2 Guidance to the Green Climate Fund.

principles, its operational approach and the financing inputs the GCF seeks to disburse and replenish.<sup>61</sup>

According to the GI, the GCF aims to contribute to the achievements of the ultimate objective of the UNFCCC, as mentioned above, which in the context of sustainable development, is to: “promote the paradigm shift towards low-emission and climate-resilient development pathways by providing support to developing countries to limit or reduce their greenhouse gas (GHG) emissions and to adapt to the impacts of climate change, taking into account the needs of those developing countries particularly vulnerable to the adverse effects of climate change”.<sup>62</sup>

Several aspects of the GI relate directly to climate adaptation and the relationship of the GCF with the topic.

First and foremost is the Fund’s guiding principle that it will “strive to maximize the impact of its funding for adaptation and mitigation, and seek a balance between the two, while promoting environmental, social, economic and development co-benefits and taking a gender sensitive approach”.<sup>63</sup> The most critical part here is the defined balance in fund allocation between adaptation and mitigation, something the GCF has been able to do only in grant-equivalent terms (but not in terms of nominal amounts) and which will be addressed again during the updated Strategic Plan.<sup>64</sup> In balancing the Fund’s allocation between adaptation and mitigation, the GI stipulates that the GCF will allocate at least half the adaptation resources to LDCs, SIDS and the African States, given the immediate needs and high vulnerability to climate change in the countries of these groups.<sup>65</sup>

A number of adaptation activities performed by countries are eligible for funding as defined in the GI. The GI states that it will finance activities that support enhanced action on adaptation alongside other activities in mitigation, technology development and transfer, capacity building, and the preparation of national reports.<sup>66</sup> The GCF will also support developing countries as they try to establish adaptation projects and programmes that reduce their vulnerability to climate change or increase their readiness for it, especially with respect to supporting the development and establishment of NAPAs, NAPs and other relevant strategies and plans.<sup>67</sup>

Funding for adaptation projects and programmes is provided through a dedicated thematic window, as defined in the GI.<sup>68</sup> It is through this funding window, as well as an integrated approach that funds projects and programmes that meet both adaptation and mitigation criteria (i.e. cross-cutting activities), that the GCF allocates resources for adaptation. Through the Readiness and Preparatory Support program, the GCF is mandated to provide resources for readiness, preparation, and technical assistance to help countries in the development of country NAPs, NAPAs and other strategies and plans. The GI also established a Private Sector Facility (PSF) that was created to enable direct and indirect private sector adaptation (and mitigation) activities at the national, regional and international levels.<sup>69</sup>

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<sup>61</sup> For more on the GI of the GCF, see the Forward-Looking Performance Review (2019) as well as the source document itself. Available at <https://www.greenclimate.fund/document/governing-instrument>.

<sup>62</sup> GCF Governing Instrument. Pg. 2.

<sup>63</sup> GCF Governing Instrument. Pg. 2.

<sup>64</sup> Calculation of this balance in grant-equivalent terms is intended to provide an accurate comparison of funding amounts between different financial instruments, such as loans versus grants, but in practice it in part contributes to a mismatch of funds allocation. See the Forward-Looking Performance Review (2019) for more on this.

<sup>65</sup> GCF Governing Instrument. Pg. 13.

<sup>66</sup> GCF Governing Instrument. Pg. 10.

<sup>67</sup> GCF Governing Instrument. Pg. 10.

<sup>68</sup> GCF Governing Instrument. Pg. 11.

<sup>69</sup> GCF Governing Instrument. Pg. 11.

## b. The GCF Board

The GCF is governed and supervised by a Board that has full responsibility for funding decisions. The Board comprises 24 members, with an equal number of members from developing and developed countries.<sup>70</sup> It also includes special Board chairs representing SIDS and LDCs. The GI establishes a Secretariat that is independent of all other institutions and that is accountable to the Board.<sup>71</sup> The GI also establishes three independent units, including the IEU and two accountability mechanisms: the Independent Integrity Unit and the Independent Redress Mechanism.<sup>72</sup>

The GCF Board has taken several critical decisions related to climate adaptation since its first meeting in 2012.

At the sixth meeting of the GCF Board (B.06), it agreed to aim for a floor of 50 per cent of adaptation allocation for vulnerable countries such as LDCs, SIDS and African States (B.06/05), and to strive for a 50:50 balance between adaptation and mitigation financing (B.06/06), as laid out in the GCF GI. It was decided that adaptation resources would be allocated to projects that met two criteria: first, that they demonstrate the project's potential to adapt to the impacts of climate change in the context of promoting sustainable development and a paradigm shift; and second, projects should meet the urgent and immediate needs of vulnerable countries, in particular LDCs, SIDS and African States (B.06/06).

The first logic model for adaptation (B.07.05) was defined at the seventh meeting of the GCF Board (B.07) along with two core adaptation-specific indicators – a total number of direct and indirect beneficiaries, and the number of beneficiaries relative to total population – of which only the former (B08.07) was agreed upon at the following eighth meeting of the GCF Board (B.08). The indicators in the logic model for adaptation describe the expected change in the loss of lives, value of physical assets, livelihoods, and/or environmental or social losses due to the impact of extreme climate-related disasters and climate change in the geographical area of the GCF intervention.<sup>73</sup> It was decided that funding proposals should also refer to the number of direct and indirect beneficiaries of the project, thereby taking into account the needs of developing countries that are particularly vulnerable to the adverse effects of climate change.

During the thirteenth meeting of the GCF Board (B.13), the Fund elaborated on its engagement to support countries in developing their NAPs and building local capacity. With decision B.13/09, the Board approved efforts to strengthen country support by allocating up to USD 3 million per country to support the development of NAPs, and USD 1 million per country per year under the RPSP.<sup>74</sup> In addition, during the same Board meeting, the Board recognized that accredited entities (AEs) can bring forward programmatic approaches for the formulation of multi-country NAPs and/or other adaptation planning processes under the project approval process, for countries not already in receipt of funding. Furthermore, the Board invited national designated authorities and focal points to collaborate with readiness delivery partners and accredited entities to submit requests for support in formulating their national adaptation plans and/or other adaptation processes. Six Board meetings later, with decision B.19/15, an additional USD 60 million was made available within the RPSP, adding to the USD 50 million allocated at B.15 and the USD 50 million allocated at B.18, leading to the final decision made at the twenty-second meeting of the Board (B.22/11). The Board at B.22 included the Readiness Programme Strategy 2019-2021, for which National Adaptation Plans and

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<sup>70</sup> GCF Governing Instrument. Pg. 3 – 6.

<sup>71</sup> GCF Governing Instrument. Pg. 7 – 8.

<sup>72</sup> GCF Governing Instrument. Pg. 15 – 17.

<sup>73</sup> See B08.07/Annex VIII: Mitigation and adaptation performance measurement frameworks.

<sup>74</sup> The decision on the RPSP was taken in the same Board meeting at a later session. See B.13/27.

adaptation planning processes is one of five strategy objectives and for which the board allocated USD 122.5 million to support; half of this funding is for adaptation planning alone.

Board decisions regarding the role of the private sector in adaptation are infrequent. The first report of the Private Sector Advisory Group (PSAG) was requested by the Board at its eighth meeting (B.08). The report had a specific focus on the modalities to promote the participation of private sector actors in developing countries, with a special emphasis on adaptation and the instruments to mobilize private resources at scale, including through special financing vehicles or instruments. The involvement of the private sector in adaptation was overlooked for a long time, until the twenty-first meeting of the Board (B.21), when private sector involvement in adaptation was included in the workplan for the Board for 2020–2023. It was only at the twenty-fourth meeting of the Board (B.24) that the recommendations of the PSAG report work were again considered (B.24/04).

### **c. The Fund’s new strategic plan**

The Fund’s Updated Strategic Plan for 2020–2023, intended for Board approval by the end of 2020,<sup>75</sup> and which is pending Board approval at the time of writing, confirms the key role that financing for adaptation has in the current GCF strategy.

The Strategic Plan integrates some of the key recommendations the IEU presented to the Board following the FPR, including how the GCF can significantly contribute to the adaptation space and that a potential niche for such contribution could be to leverage private sector finance. Three elements of the Updated Strategic Plan 2020–2023 are worth noting in the context of adaptation.

First, the strategic vision points out how the GCF “has a critical and distinctive contribution to make in scaling up financing for adaptation, and resilience, with a focus on those particularly vulnerable to climate change”.<sup>76</sup>

Second, the strategic vision states that “the GCF will strengthen support to developing countries to develop national adaptation planning and use climate information to better understand long-term climate risks and adaptation needs”.<sup>77</sup> The strategic vision goes on to note that: “The GCF will also continue providing and facilitating efficient access to resources for activities relevant to averting, minimizing and addressing loss and damage in developing countries, consistent with its existing frameworks and funding windows, and collaborate with the UNFCCC and others to help conceptualize relevant investments.”<sup>78</sup>

Third, the GCF will strive towards delivering “Increased focus on new and innovative financing for adaptation, as well as promoting direct access programming by (i) scaling up the share of funding invested in adaptation relative to the Initial Resource Mobilization (IRM); and (ii) doubling/significantly increasing funding channelled through direct access entities (DAEs) relative to the IRM.”<sup>79</sup>

Despite the guidance of these Board decisions and the Strategic Plan, there are several omissions in the guidance. These include: (i) guidance on which result areas have the highest need for support, and where the GCF can be most additional; (ii) what type of interventions are required to contribute to the paradigm shift and potential transformation, and (iii) how the GCF can be most coherent and complementary to other actors in the global financing for adaptation space, and with both climate-focused financial mechanisms, (multilateral) development banks and other actors financing climate change adaptation activities.

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<sup>75</sup> Updated Strategic Plan for the Green Climate Fund 2020–2023. GCF/B.25/09.

<sup>76</sup> Updated Strategic Plan (2020). Pg. 3.

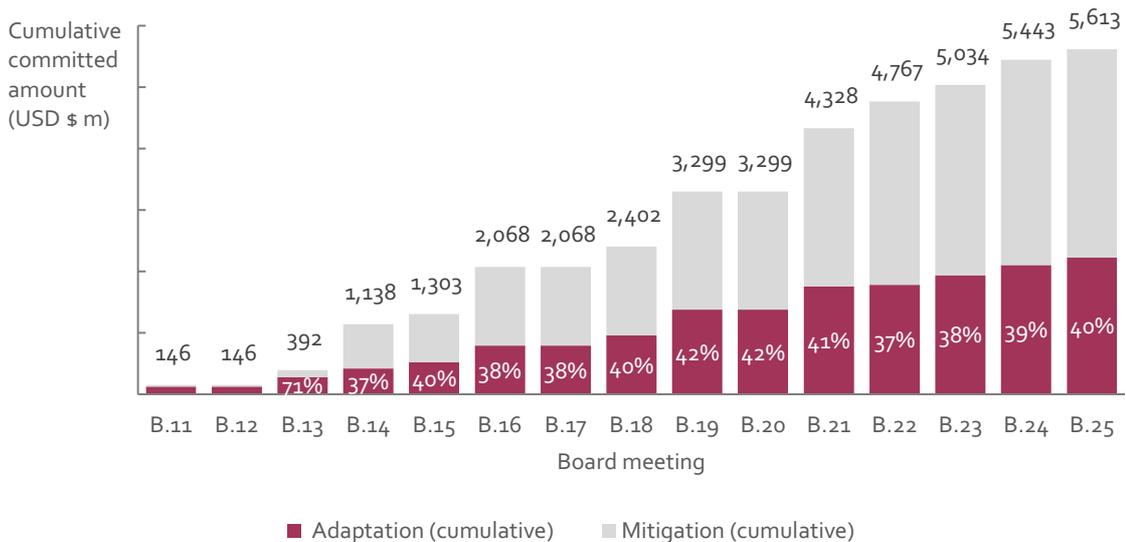
<sup>77</sup> Updated Strategic Plan (2020). Pg. 4.

<sup>78</sup> Updated Strategic Plan (2020). Pg. 4.

<sup>79</sup> Updated Strategic Plan (2020). Pg. 5.

## 6. THE GCF ADAPTATION PORTFOLIO

The following section aims to illustrate the current composition of the adaptation project portfolio (which is distinct from Readiness support), up until the twenty-fifth meeting of the Board (B.25) in March 2020. The adaptation portfolio comprises 93 projects for a total amount invested of USD 2.228 billion. Out of these 93 projects, 59 are exclusively focused on adaptation (USD 1.468 billion) and 34 are cross-cutting in nature (with a total of USD 1.969 billion, of which USD 759 million targets adaptation-specific result areas).<sup>80</sup> This constitutes 40 per cent of the overall GCF portfolio in nominal dollar value, which is not yet in line with the 50:50 balance between mitigation and adaptation towards which the Fund is striving. Since the fourteenth meeting of the Board (B.14), the portfolio has maintained a 40:60 ratio between adaptation and mitigation.



**Figure 2.** Evolution over time of the GCF commitment per Board meeting (USD million)

Source: iPMS data, as of March 2020, analysed by IEU DataLab

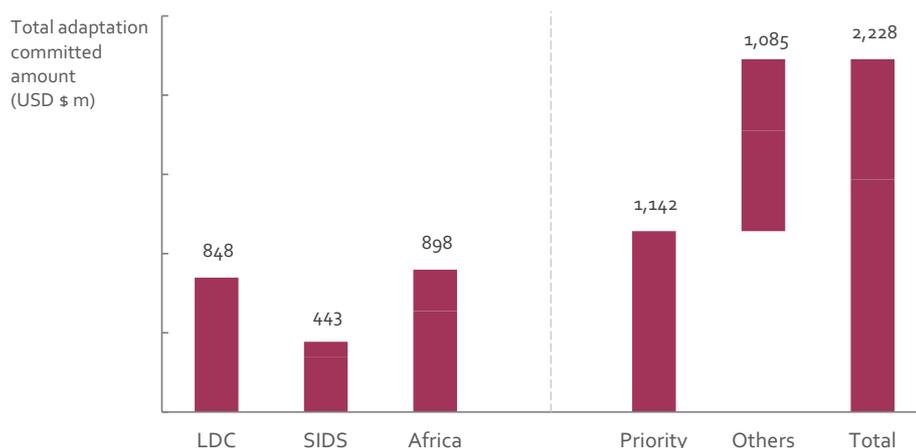
There are 154 countries that the Fund defines as potential recipients of GCF financing. Among these, 95 are priority countries belonging to at least one of the following groups: LDCs, SIDS, and African States. The GCF strives to direct more than half of its financing towards priority countries. Green Climate Fund adaptation and cross-cutting projects (i.e. both adaptation and mitigation components) reach a total of 90 countries, of which 47 are priority countries. As shown in figure 2, the GCF committed a total amount of USD 1.142 billion to priority countries, corresponding to the 50 per cent of the adaptation commitment, in line with the Fund's objective.

Within priority countries, a stronger focus is directed to LDCs and African States than to SIDS.<sup>81</sup> There are 30 LDCs currently receiving USD 848 million and 32 African States receiving USD 898 million, while a total of 24 SIDS countries currently receive USD 443 million.<sup>82</sup>

<sup>80</sup> For the specific case of cross-cutting projects only the part of finance directed to adaptation-specific result areas is included in the analysis presented in this Approach Paper (USD 2.228 billion).

<sup>81</sup> Based on total commitment per country. Does not refer to committed financing per capita.

<sup>82</sup> The LDCs, SIDS and African States definitions are not mutually exclusive.



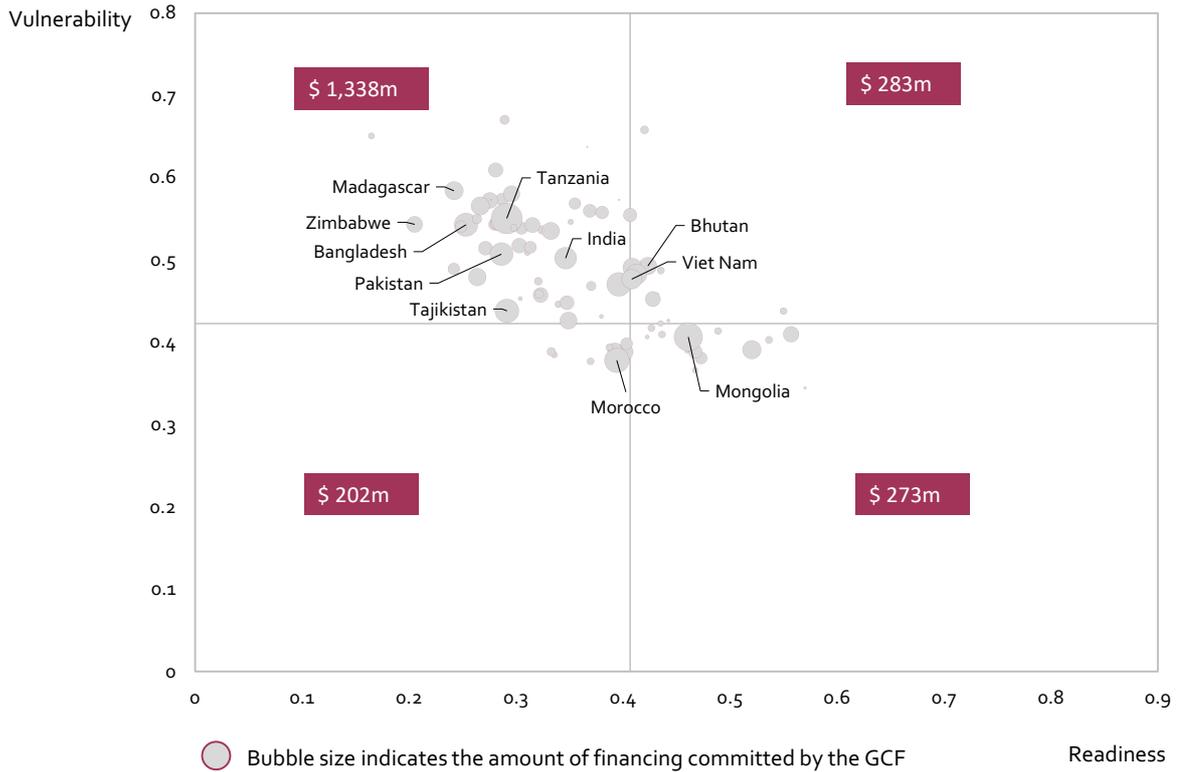
**Figure 3. Recipients of the GCF adaptation portfolio (USD million)**

Source: iPMS data, as of March 2020, analysed by IEU DataLab

Figure 3 represents the country recipients of GCF adaptation finance mapped against their respective readiness and vulnerability scores. The readiness score indicates a country's degree of preparedness to leverage private and public sector investment for adaptive actions. The vulnerability score indicates a country's exposure, sensitivity, and adaptive capacity to climate disruptions. These are defined and estimated by the Notre Dame Global Adaptation Initiative (ND-GAIN) methodology.<sup>83</sup> The size of the bubbles on the matrix in figure 3 represent the adaptation financing committed by the GCF.<sup>84</sup> Up to B.25, some 60 per cent (USD 1.338 billion) of the total Fund commitment has been directed to countries located in the top-left quadrant, characterized by a high vulnerability and a low readiness score. The remaining committed finance is equally spread across the three other quadrants. More in-depth analysis of the instruments, access modalities, and result areas addressed for countries in different quadrants will be performed as part of the evaluation.

<sup>83</sup> Notre Dame Global Adaptation Index (ND-GAIN). Full methodological background available at: [https://gain.nd.edu/assets/254377/nd\\_gain\\_technical\\_document\\_2015.pdf](https://gain.nd.edu/assets/254377/nd_gain_technical_document_2015.pdf)

<sup>84</sup> The ND-GAIN methodology does not include two countries relevant to the GCF adaptation portfolio (Cook Islands, State of Palestine) and does not score on readiness four countries relevant to the GCF adaptation portfolio (Tuvalu, Kiribati, Marshall Islands, Nauru). Therefore, a total amount of USD 132.3 million (6 per cent of the adaptation portfolio) is excluded from this analysis.

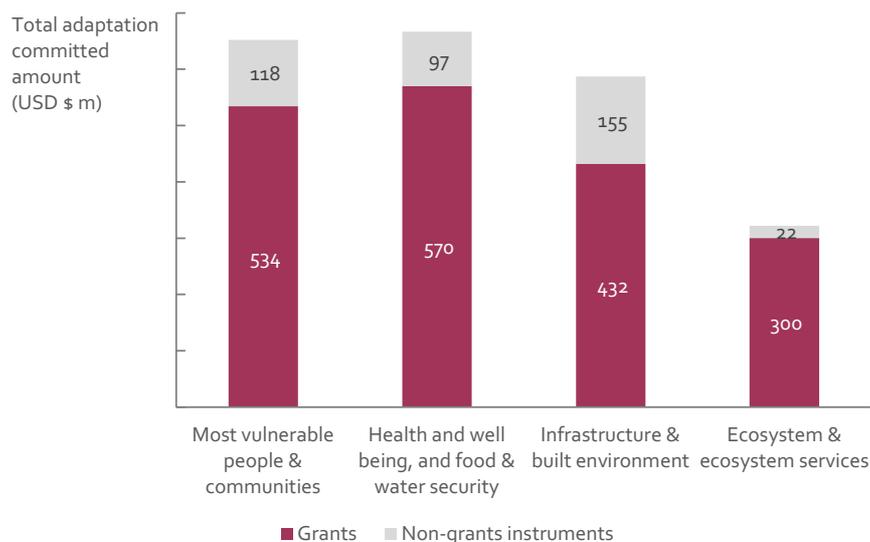


**Figure 4. Mapping of the GCF adaptation portfolio in the ND-GAIN matrix**

Source: iPMS data, as of March 2020 and ND-GAIN index, analysed by IEU DataLab.<sup>85</sup>

In the context of the GCF, adaptation projects are defined based on their potential to deliver impact in any of the four following result areas: most vulnerable people and communities; health and well-being and food and water security; infrastructure and built environment; and ecosystem and ecosystem services. The current adaptation portfolio is equally distributed among the first three areas, while the ecosystem and ecosystem service result area only receive 14 per cent of the total adaptation commitment. Across all areas, grants are the most frequently used financial instrument. More than 80 per cent of the financing directed to each result area is provided via public grants. The result area for infrastructure and built environment is the only exception, as non-grant instruments (senior loans, subordinated loans and equity) are used for 26 per cent of the total financed amount in nominal terms.

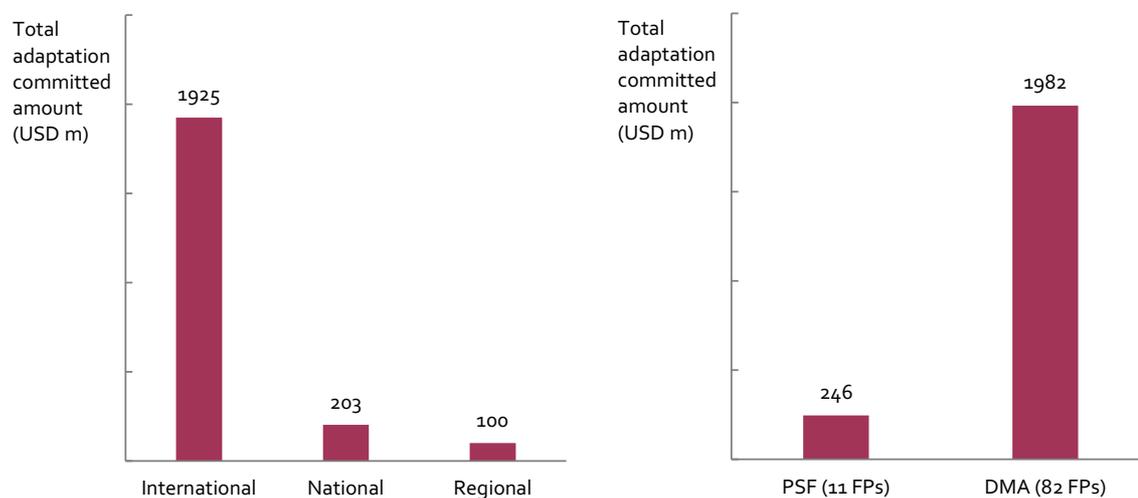
<sup>85</sup> As per the ND-GAIN technical methodological document, the median of each series is used to determine the four quadrants. The median for the vulnerability series is equal to 0.43, and for readiness it is equal to 0.41.



**Figure 5. Financial instrument per result area of the GCF adaptation portfolio (USD million)**

Source: iPMS data and finance data, as of March 2020, analysed by IEU DataLab

Figure 5 shows two additional key insights that characterize the adaptation portfolio. First, out of the total committed amount (USD 2.228 billion), USD 1.925 billion is directed to projects via international accredited entities (IAEs). Second, funding from the public sector Division of Mitigation and Adaptation (DMA) dominates, constituting almost 90 per cent (USD 1.982 billion) of the total amount committed.



**Figure 6. Committed amounts of the GCF adaptation portfolio based on the type of the accredited entity (left) and division (right)**

Source: iPMS data and Finance data, as of March 2020, analysed by IEU DataLab

## B. OBJECTIVES OF THE EVALUATION

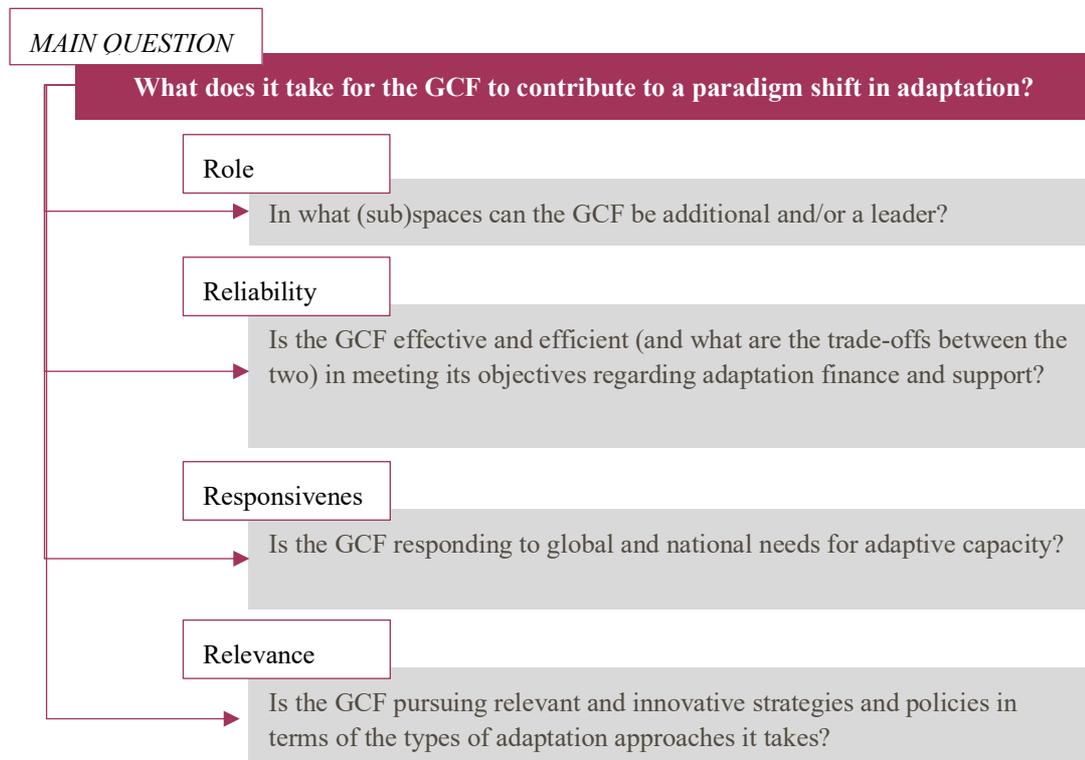
This evaluation will offer a state-of-the-art independent appraisal of GCF adaptation investments for climate change impacts in developing countries. The evaluation will be grounded in a strong conceptual understanding of adaptation, vulnerability and resilience. The team will ensure the

evaluation focuses on how key stakeholders – including GCF divisions and departments, the Board, Secretariat, national designated authorities (NDAs)/focal points, private sector organizations (PSOs), civil society organizations (CSOs), Readiness grant delivery partners, AEs and DAEs – can learn from experiences thus far and improve both policy and practice. It will also focus on how these lessons can be incorporated into the implementation of the GCF Strategic Plan.

The key specific questions for the evaluation are based on the GI of the Fund, the GCF strategic priorities on adaptation finance and support, the IEU evaluation criteria, and the insights of key Secretariat staff members and other external GCF stakeholders. The main overarching question that the evaluation will answer is:

*“What does it take for the GCF to contribute to a paradigm shift in adaptation?”*

The overall aim of this independent evaluation of the GCF adaptation portfolio can be summarized as assessing the role, reliability, responsiveness and relevance of the portfolio.



**Figure 7. Main and key questions of the evaluation report**

More specifically, it will focus on the following four key questions:

- 1) **Role:** in what (sub)spaces can the GCF be additional and/or a leader? To explore this, the evaluation will look in-depth at the global financing for adaptation space, examine key concepts and the status of climate negotiations around adaptation. It will also examine the existing evaluative evidence from both peer-reviewed and grey literature on adaptation. Subsequently, it will analyse the relative role and contribution of the GCF in the space, its complementarity and coherence with other actors, as well as the opportunities for future roles;
- 2) **Reliability:** is the GCF effective and efficient (and what are the trade-offs between the two) in meeting its objectives regarding adaptation finance and support? This includes exploring whether the Fund is doing the right things and these things right, in respect of its adaptation portfolio. It will try to understand the extent to which GCF has supported readiness and preparatory support for adaptation, contributed to a successful business model for adaptation, the scale of adaptation responses, and the extent to which it is attracting private sector investment in the adaptation sector;

- 3) Responsiveness: is the GCF responding to global and national adaptation needs? The evaluation will examine the extent to which the Fund has been responsive to the adaptation needs of developing countries, especially those vulnerable to the impacts of climate change, and has contributed to a paradigm shift towards low-carbon, climate-resilient development pathways in a way that is country-driven, gender-sensitive and complementary to other climate change-focused funds and actors. As required by the UNFCCC and the GI, GCF responsiveness should be planned and implemented, keeping in mind the principle of complementarity and coherence. In addition, we will examine the responsiveness/relevance of the Fund's adaptation approach given the existing guidance from the UNFCCC/COP;
- 4) Relevance: is the GCF pursuing relevant and innovative strategies and policies in terms of the types of adaptation approaches it takes? The evaluation will examine the extent to which the Fund is taking the appropriate kinds of risks to be relevant and responsive, and how it has been pursuing innovative approaches both in terms of the types of adaptation projects approved and financial instruments deployed, that can serve the interests of developing countries.

The evaluation will rely on the four key questions to answer the main overarching and forward-looking questions.

These key overarching questions together will also provide the structure of the report's executive summary.

These are the core objectives, but the independent evaluation will use all evaluation criteria included in the draft evaluation policy for the IEU. These include the following: the relevance of the mandate; the effectiveness of the programme and processes; the efficiency of processes; sustained impact and coherence in climate finance delivery; gender equity and inclusiveness; innovation and potential for paradigm shift; country ownership; coherence of climate finance; and potential for building scale and unexpected results (positive and negative). The evaluation will analyse the criteria or use the relevant criteria customized to this evaluation.

Overall, the evaluation will contribute to accountability and learning by reviewing emerging evidence on the performance and the impact and/or likelihood of impact of GCF adaptation investments. The overall assessment will bring to the GCF lessons and experiences on what is working, how and for whom, while identifying key bottlenecks in ensuring access and commitment to adaptation support.

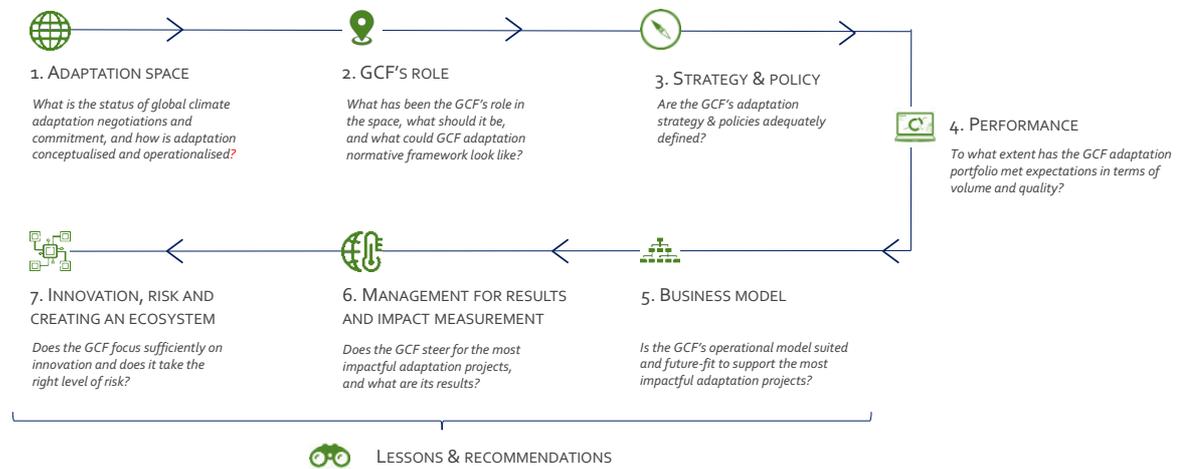
These key questions are further divided into thematic focus areas structured in seven sections, and approximately 100 specific research questions which are further explained in section C below and in the evaluation matrix in Appendix 1.

The evaluation will also inform the second performance review (SPR) of the GCF, to be initiated by the GCF IEU in 2021. More specifically, this adaptation evaluation will provide inputs to the SPR on a representative assessment of what works and what does not work in specific adaptation modalities, processes and sub-portfolios of the Fund. The evaluation will be complemented by the work already conducted (e.g. evaluation of the Results Measurement Framework, RPSP, Country Ownership, the FPR) and work underway (e.g. environmental and social safeguards) evaluation, the evaluation of the SIDS' experiences with the GCF, the review of the Simplified Approval Process and the synthesis of GCF accreditation process), and with evaluations from other independent offices of partner institutions.

## C. REPORTING STRUCTURE

The planned reporting structure that will be used during the evaluation was gradually developed and discussed by the evaluation team. It is also based on interviews with key members of the Secretariat

and other GCF stakeholders. The core of the report will be organized around seven areas of research and analysis. These seven areas of research provide the structure to discuss the key elements of GCF adaptation activities and cover both the backward- and forward-looking characteristics of the evaluation. The evaluation matrix in annex 1 further elaborates these areas of research. The matrix includes sub-questions to be explored as well as the sources of data and methods to be used during the evaluation, which are detailed in section D “Methodologies, tools and tasks”.



**Figure 8. Envisaged structure of the evaluation report**

The seven areas of research presented above will be used to develop the final evaluation report.

The report will begin by exploring the adaptation space, including current concepts and the background of the global adaptation agenda to date. The purpose is to define how climate adaptation has evolved historically in both a political and scientific frame. The first section will look at the current status of climate negotiations, with specific attention given to the role of the UNFCCC in guiding the GCF, including the specific guidance provided by the UNFCCC on adaptation and adaptation planning, and how adaptation relates to sustainable development more broadly. The second part will synthesize what is known about climate finance and adaptation in general. This includes a review of the existing scientific base on adaptation by reviewing both peer-reviewed and grey literature relevant to this evaluation. A useful starting point for the review will be the adaptation evidence gap map learning paper produced by the IEU.

Following this section, the report will analyse the role that the GCF plays today and could play in the future in the climate change adaptation space, applying a normative model that expresses the evaluation team's vision for the GCF going forward. Determining the current role of the GCF in climate finance and adaptation will be based on how GCF investments compare in type and magnitude to those of its peers, as well as how the GCF contributes to the field through leveraging and/or mobilizing financing, and to the development of country NAPs and national adaptation financial strategies. The role of the GCF going forward will be determined by trying to answer questions around where and how the GCF can be a leader in climate finance for adaptation. The answers here will be largely normative, based on facts collected during the evaluation but also the opinions and perspectives of the evaluation team.

The third section explores the relevance and clarity of the GCF strategy for adaptation, and the conduciveness and applicability of the policy framework regarding adaptation. The section will investigate questions surrounding the distinction between adaptation and development, the role of the COP, the accessibility of policies to internal and external stakeholders, how the strategy relates to GCF support for adaptation planning, and the extent to which these policies are future proof. How

well GCF policies on adaptation are aligned with other policy frameworks, such as the GI and country policies, will be addressed here, too.

The fourth section will assess the performance of the GCF measured by the GCF adaptation portfolio and the project cycle processes that have delivered it. Special focus in this section will be on the role of the private sector in adaptation, and on the Secretariat's structure, targets and incentives, including looking at the performance of the private sector in funding windows for adaptation planning and readiness support. Other areas of adaptation performance will also include determining the extent to which the adaptation portfolio addresses specific country needs (with special attention given to vulnerable countries) and how new or additional adaptation project investments have worked out.

The fifth section looks at the GCF business model. It assesses the extent to which the GCF business model allows for effective and innovative support for adaptation, specifically in terms of the financial instruments used, and working through AEs. The section will also include analysis of whether the Fund has been effective in enabling adaptation by efficiently targeting resources, in light of country priorities, the role of the Secretariat and the need to support global public goods.

The sixth section analyses the GCF Results Management Framework and the Fund's management for results. Questions about the management framework concern whether it is sufficiently clear and well defined, if its implementation balances efficiency and effectiveness, and how it compares to the frameworks of peer organizations. An inspection of how the Fund manages its operations for results will look at how investment decisions are made, whether the framework helps or hinders results, and how climate experts are involved in the process. The section also looks at the Fund's impact in the adaptation field, both in terms of expected impact results and actual impact results achieved to date.

The final section of the report will assess whether the GCF sufficiently utilizes its risk appetite and the extent to which the GCF has supported adaptation projects that can be considered innovative. Risk and uncertainty, topics inherent to climate adaptation finance, will be investigated from the standpoint of whether the GCF is de-risking investments, whether projects that were not risky enough were supported (and vice versa), and how the Fund more broadly approaches these topics. Innovation will be investigated by looking at how the GCF defines it, whether the GCF is helping to contribute to the innovations needed by countries, and where the GCF has (or has not) been innovative.

The report will include a concluding section with key lessons identified and recommendations for the consideration of the Board.

## D. METHODOLOGIES, TOOLS AND TASKS

The evaluation team will adopt a mixed-methods approach involving both quantitative and qualitative data collection and analysis, that can adapt to the information that is available or that the team can generate. The approach has also been adapted to the current conditions generated by the COVID-19 pandemic and how it has affected the Secretariat and the countries working with the GCF. The collection of information, data and opinions will be guided by, but not limited to, the evaluation matrix. Data will always be verified and validated, and it will be identified whether the data is confirmed by one or more sources so that it can be used appropriately in the analysis (either as a general statement at the Fund level or as a statement about a particular case for a programme, country or stakeholder). The team will seek to triangulate the information and evidence taken from different sources and it will consider different perspectives.

These sources include desk reviews and reviews of previous studies by the IEU and other institutions; interviews with stakeholders in the network of entities that participate in the GCF; as well as interviews with informed observers and field observations by evaluation team members.

Below we elaborate further on the key methods we suggest using in this evaluation.

## 1. DESK REVIEW

The team will conduct an extensive review of documentation on the topic of adaptation that comes from different sources and is produced for different purposes. We recognize that the quality of documents will vary so each document will be reviewed first from the standpoint of usefulness, credibility of data, robustness of methodology, analysis and conclusions. One set of documents are those produced for and by the Board, in particular decision papers and those coming from the UNFCCC/COP regarding guidance to the Fund. Another key set of documents and data are those produced by the IEU and other independent evaluation organizations on topics relevant to the evaluation, including scientific evidence.

There will also be explicit communication with the other teams working with the IEU on the SIDS evaluation, for example, to ensure that we share documentation and other types of information. Documents produced by the Secretariat (in addition to those produced for the Board) will also be reviewed, particularly guidelines and standards on processes and procedures. Finally, the team will dig into documents at the project level, from the documents presented to the Board for project approval to technical documents produced by the project developer, and documents used for the monitoring of project progress, in particular annual performance reports (APRs).

The team will develop a central documents database that will be used when structuring documents that will improve the efficiency of collecting data according to the key questions of the evaluation.

## 2. INTERVIEWS AND SURVEYS

The evaluation will be conducted according to a highly participatory process and an extensive consultation programme. This is of crucial importance, given the Fund's extensive network and how important the Fund is to many stakeholders. Table 3 provides an overview of the key stakeholder types. The purposes of this consultation will be twofold: (i) to collect perceptions, experiences and lessons on the past, current and future performance of the Fund (and any evolution) regarding its support of adaptation, and (ii) as a way to validate and triangulate data collected, as well as the initial and final findings, conclusions and recommendations.

The team proposes the use of several methods to navigate the current COVID-19 pandemic situation when collecting information from individuals: face-to-face and phone interviews, and online surveys. For each of the stakeholders, a most appropriate approach will be proposed: for example, it is expected that face-to-face or phone interviews will be used for consulting with representatives of the GCF Secretariat and Board members/advisors and observers, as well as with the UNFCCC Secretariat and a selected number of AEs that have the largest adaptation portfolios financed by GCF or other internal or external sources. National designated authorities, local representatives of AEs, CSOs and private sector organizations (PSOs) will similarly be contacted through tailored approaches given their availability and accessibility.

The GCF functions as a large network organization (in contrast to a stand-alone hierarchical organization). Understanding how the network functions in supporting climate change adaptation will help us in answering the evaluation questions. The team identified the following stakeholder groups it will consult to obtain their points of view on the Fund, and on other topics relevant to the evaluation.

**Table 2. Stakeholders for the evaluation**

STAKEHOLDER	MAIN AREAS OF INTEREST FOR THE EVALUATION
UNFCCC/COP	Guidance on adaptation (and other aspects that could affect the GCF adaptation strategy) and how the GCF has responded; Expectations for the Fund.
GCF Board	Strategic vision and management of the Fund regarding adaptation; governance; expectations for the Fund.
GCF Secretariat and Independent Units (IUs)	Key source of information on all adaptation aspects of the Fund; implementation of Board decisions; development of guidance and procedures affecting adaptation.
Independent Technical Advisory Panel (iTAP)	Key source of information on the review of the results framework and project assessment in practice.
AEs (international and direct access), both approved and those entities in the process of being approved	Key source of information about the creation of adaptation opportunities; key members of the delivery business model; responsible for the day-to-day execution and monitoring of adaptation projects.
Delivery partners for readiness support	Key source of information about readiness support for NAPs and other adaptation planning processes.
Developing country representatives (from countries that have been successful in accessing the Fund on adaptation and countries that have not)	Expectations and experience with accessing the Fund; fulfilment of their climate change adaptation needs.
Executing entities	Responsible for the day-to-day execution of adaptation projects, on the ground; key members of the delivery business model in practice.
Developed countries (those not eligible for accessing the Fund)	Their expectations and experiences with the Fund's adaptation financing and its portfolio; fulfilment of their responsibilities towards the UNFCCC.
CSOs and PSOs – global and local), including those who are official Board observers.	Expectations and experience with GCF-backed adaptation projects; also a source of information on adaptive capacity and country needs.
Private sector entities both working with projects and as observers to the Board	Expectations and experience working with and accessing the Fund; partnership for paradigm shift and/or financing and scaling up climate change adaptation investments.
Other climate change financial organizations (potentially including multilateral, bilateral, national climate and development partners)	Adaptation space; the Fund's context, benchmarking and comparison, niche, critical partnerships, and leveraging effect.
Academia and research institutions (global and local)	Expectations about the Fund's adaptation approach, scientific evidence, role in the landscape, ideally also including individuals with limited to no experience with the Fund.

STAKEHOLDER	MAIN AREAS OF INTEREST FOR THE EVALUATION
Communities and individuals impacted by GCF activities	What their expectations of the GCF are, and how funded adaptation projects have affected individuals and communities.

Targeted short online surveys will be used to reach out to specific constituencies of the Fund (e.g. NDAs) and focus groups, either online webinars or in-person to allow for interaction among members of similar or different groups of stakeholders.

In addition, we propose to maintain a constant consultation process with key members of the GCF Secretariat to consult and to validate key findings and conclusions, and towards the end of the process, to discuss and validate recommendations. This process of consultation should not interfere with nor affect the independent nature of the evaluation but will facilitate the processes of feedback and reflection while socializing the emerging findings, to enhance ownership of the report.

### 3. DATA ANALYSIS

Data analysis is a key element for the evaluation, as findings should be data-backed and recommendations data-driven. Part of the evaluation team will focus specifically on data analysis and will regularly deliver key insights to the entire evaluation team. Key data sources for analysis will include (i) the IEU DataLab, complemented and verified by the data monitored by the Secretariat, and (ii) trustworthy external data sources. The data team will conduct a series of analyses around the six following areas, to inform the relevant report chapters.

- **Climate adaptation finance:** a quantitative review of adaptation finance flows will be performed from a demand and supply perspective to provide an analytical background to the first two chapters of the report (the global adaptation space; the role of the GCF and a normative model) and inform the evaluation criteria “*coherence in climate finance*”. On the demand side, the analysis will aim at identifying the adaptation finance gap and how this is distributed across different geographies and specific sectors.<sup>86</sup> On the supply side, the analysis will aim to map the current adaptation finance space, its main actors and focus areas, and will identify where the GCF lies in such a space. Key data sources for this analysis may include UNFCCC Biennial Assessments (BA) of annex 1 countries, the Climate Funds Update 2019<sup>87</sup> and the Global Landscape of Climate Finance 2019.<sup>88</sup> To also account for the development aid flows, external datasets such as those from the Organisation for Economic Co-operation and Development (OECD) or the United Nations Office for the Coordination of Humanitarian Affairs may be integrated into the analysis.
- **Country readiness:** this research element is key for the report’s chapters 3, 4 and 5, and for informing the “*country ownership and needs*” evaluation criteria. The data team will aim to gain a comprehensive picture of the current state of adaptation policies and will seek to identify where the GCF has already intervened through the RPSP NAP programme. This includes understanding if and how adaptation planning support by the GCF drives innovation and supports the prioritization of intervention needs by countries, thus potentially contributing to a paradigm shift. It will also look at the outcomes of such interventions and will analyse the role and outcomes of the adaptation planning window, RPSP and the PPF. The team will map what

<sup>86</sup> UNEP (2016) *The Adaptation finance Gap Report*. Available at [https://backend.orbit.dtu.dk/ws/files/198610751/Adaptation\\_Finance\\_Gap\\_Report\\_2016.pdf](https://backend.orbit.dtu.dk/ws/files/198610751/Adaptation_Finance_Gap_Report_2016.pdf)

<sup>87</sup> Climate Funds Update 2019. Heinrich-Boll Stiftung.

<sup>88</sup> Global Landscape of Climate Finance 2019. Climate Policy Initiative.

adaptation plans have been developed by different countries and execute (i) a deep-dive into the data of the UNFCCC NAPs and of the adaptation element within NDCs, and (ii) a high-level overview of other adaptation planning. The main data sources for this analysis will be the NAP and NDC datasets of the IEU. The ND-GAIN index can also be used in this context to map countries based on their readiness levels.<sup>89</sup>

- Countries' vulnerabilities: understanding country vulnerability will mostly be needed for chapters 4, 5 and 6 to inform the evaluation criteria country ownership and needs. The analysis will focus on identifying three key elements. First, the team will identify where on a vulnerability-readiness matrix the countries of GCF recipients are located, and which financing instruments are the most appropriate depending on their vulnerability and readiness scores. Second, the team will investigate which sectors have the highest exposure and sensitivity, where the lowest adaptive capacities can be found across different countries, and whether GCF financing is targeting these areas effectively in the countries that need it the most. To do so, the data team will use the ND-GAIN vulnerability-readiness matrix and IEU data on the GCF portfolio as a starting point for the analysis. This might be complemented with Geographic Information Systems (GIS) data of subnational resolution when available.
- Performance of the GCF: to inform chapters 4 (Performance) and 5 (Business model and structure) and the evaluation criteria "efficiency and effectiveness", the data team will perform a quantitative review of the adaptation portfolio. In particular, the team will assess how the different funding modalities are able (or not) to deliver on the mandate of the Fund and the expectations of stakeholders. The evaluation team will assess the extent to which projects are scalable, engage the private sector and contribute to a paradigm shift. The team will also look at adaptation planning and readiness grants as a sub-portfolio. In addition, the portfolio analysis will provide the necessary data to conduct an analysis of the efficiency of the project cycle from the point of view of time and resources that it takes to process a project from inception to approval to effectiveness and implementation.
- Pipeline: also informing chapters IV and V, and the evaluation criteria efficiency and effectiveness, the data team will run a quantitative analysis of pipeline projects. Special focus will be given to projects that have been rejected and to those that have remained in the pipeline for a significant amount of time, in order to identify the major reasons and key hurdles for project approval. This analysis will rely on datasets available at the IEU.
- Results and impact: the analysis of projects' results will inform chapter VI (Management for adaptation results and impact measurement) and the evaluation criteria "impact potential". Building on the analysis performed within the country vulnerability area, the data team will explore to what extent projects have delivered on expected results and analysis. The key data sources for this analysis will be the ND-GAIN index and sub-indicators, combined with selected IEU datasets (APRs, impact potential) and other relevant GIS-related data analysis.

#### 4. COUNTRY CASE STUDIES

For this evaluation, we envisage conducting a total of eight country engagements, from which four country studies will result in a country report. The information and analysis coming from these country engagements will complement, validate and triangulate the data and information gathered

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<sup>89</sup> The ND-GAIN Index was developed by the University of Notre Dame and is a country-level index available for most countries eligible for GCF funding. The index has two components: vulnerability and readiness. The first is composed of six sectoral areas (food, water, health, ecosystems, human habitat and infrastructure) and three vulnerability components (exposure, sensitivity and adaptive capacity). The second is composed of socio-economic indicators across three dimensions (economic, governance and social).

from countries by other methods. The country engagements will provide invaluable, tangible insights and practical project case examples for the evaluation. They also allow us to gather first-hand information and validate the evidence with some of the beneficiaries, especially in cases where there has already been project implementation on the ground.

Obviously, it remains uncertain as to if and when the team will be able to conduct country engagements in-person, given the impact of the COVID-19 pandemic on international and national travel as well as on work-in-place mandates for many of the organizations and entities the team would like to visit. Given the importance of interviewing stakeholders in a trusted environment, and witnessing results and challenges first-hand, the evaluation team still holds a preference to strive for personal in-country engagements. However, if travel will be restricted until after August 2020, alternatives will be explored to replace in-person interviews, such as virtual meetings and group discussions. In addition, there is the possibility of using evaluation team members who are already located in the GCF target country (e.g. Botswana). The team realizes, however, that relying on virtual meetings will have an impact on the quantity and quality of in-country findings, as well as on the ability to triangulate findings with views garnered “on the ground”.

The envisaged activities during the country engagements include conducting in-country data collection and meeting key stakeholders such as the NDA, in-country representatives from AEs and executing agencies, project developers and potentially other stakeholders from civil society, the private sector, and academia, and other donors active in climate change financing.

The evaluation team undertook a systematic selection of country engagements to have a purposive and strategic sample. The team strove to select countries that will be most likely to yield insights into the larger research questions the evaluation is exploring. The purpose of the country engagements is not to evaluate the GCF country portfolio or experience, but rather to gather data which lends insight into the larger evaluation questions being addressed, and to get a more in-depth and grounded understanding of the country experience that can be used in the final evaluation report to illustrate GCF-wide findings. The team will, however, immerse itself in the experiences of the selected country, and in the context of other climate change programmes and sustainable development. This will generate insight and core data that is essential for exploring GCF coherence with other actors and the potential for impact.

The evaluation team used the following sampling criteria to select the countries:

- Geographies: select countries in such a way that balanced representation according to the geographic distribution of the current GCF portfolio is ensured.
- GCF priority countries: select countries that are preferably GCF priority countries: African States, LDCs and SIDS. The sample is allowed to have a higher representation of countries from these regions than in the current portfolio as they are priorities from the GCF.
- APR availability: select countries with available projects that have at least one APR between them, which signals actual project implementation and provides the evaluation team with a basis in terms of project data.
- Project types: select countries where at least one adaptation project is being implemented, and preferably also at least one cross-cutting project.
- Project focus: select countries with projects under implementation in different GCF result areas and sectors (e.g. agriculture, infrastructure, transport, insurance).
- Public/private: select countries with private, public and mixed-sector investments, with an emphasis on countries with private sector adaptation and cross-cutting projects.
- Funding modalities: select countries with projects supported through various financial modalities including grants, loans and equity.

- Accredited entities: select countries that include a diverse range of AEs (emphasis on countries with DAEs).

Based on these criteria the team ran an analysis and came to a sample of more than four countries, including a list of four “alternative” countries (i.e. comparable countries selected using the same criteria) that could be visited in case a field visit to any of the selected countries would not be possible. The sample is based on a wide range of criteria and including a focus on countries that had not been selected in recent evaluations from the IEU. SIDS, even though extremely relevant in the context of adaptation, are therefore not represented in the sample. Most of these countries are in receipt of a Readiness grant. The table below provides key statistics on the sample, while appendix 3 provides a more elaborate overview of the key project characteristics in the countries.

**Table 3. Selection for country engagements**

COUNTRY	STATUS	# PROJECTS	# ADAPTATION	# CROSS-CUTTING	# APRs
Tajikistan	Preferred	5	4	1	2
Guatemala	Preferred	3	2	1	0
Gambia	Preferred	1	1	1	1
Pakistan	Preferred	2	2	0	1
Madagascar	Alternative	3	1	2	1
Namibia	Alternative	6	4	2	4
Uganda	Alternative	3	2	1	2
Ghana	Alternative	2	1	1	0

The GCF IEU and relevant AEs and NDAs are expected to provide full support, under the guidance of the evaluation team, for the preparation of the virtual interviews and, if feasible, the in-country field visits. An agenda for each field visit will be prepared by the evaluation team in close cooperation with the relevant national stakeholders. Each of the first four country studies will result in a country report responding to the most relevant questions developed in the evaluation matrix.

## 5. DEEP-DIVE PROJECT IMPACT STUDIES

As the adaptation portfolio is young and limited, a limited number of in-depth impact assessments have been made on current adaptation projects.

The team will execute deep-dive impact studies into three selected GCF-financed adaptation projects, or archetypes of projects that can serve to inform a broader sample of project clusters. The deep-dive studies will seek to show in concrete terms to what extent and the degree to which select GCF-financed projects contribute to meeting a country’s adaptation needs. However, given the highly context-dependent nature of adaptation projects themselves, as well as the uncertain and long-term characteristics of their potential impacts, an innovative and flexible approach will be required in order to analyse these cases. For these deep-dive studies, we will use quantitative methods, such as economic modelling, to conduct project-specific analysis to understand the impact (or likelihood of impact) in relevant thematic areas and on co-benefits of adaptation, while recognizing the limitations of modelling techniques and data availability constraints. The deep-dive studies will also use qualitative methods such as interviews in order to provide context and insight into the nature of the impact these projects have on the ground, since country visits amid the COVID-19 pandemic are uncertain.

The ultimate choice of projects or project sub-clusters will depend on a number of factors. Ideally, the chosen projects should be representative and potentially replicable. Projects will also be chosen based on their level of innovation, relevance to climate adaptation needs, and importantly, data availability. The chosen projects may be tied to the countries included in the country engagements, but this may not necessarily be the case. The exact projects for which deep-dive studies will be conducted will be finalized during the execution of the work plan.

## E. WORK PLAN

This section outlines the envisioned work plan. The evaluation will be executed in four phases: (i) inception, (ii) data collection, (iii) data analysis and initial drafting, and (iv) final drafting and reporting. Each phase is broken down in five operational steps, and results in key deliverables.

### 1. INCEPTION PHASE

With this Approach Paper or Inception Report, the inception phase is concluded. The inception phase was key to a smooth roll-out of the evaluation. The team executed this phase with five activities described below:

#### a. Initial document and data review

The team performed a review of the key documents and data such as Board decisions, previous evaluations and funding proposals, to expand knowledge and further contextualize the role that adaptation projects have played in the GCF portfolio since the moment of the Fund's inception. In addition to the documentation review, the team ran a first high-level analysis on the adaptation and cross/cutting projects of the portfolio to identify the relative weight of GCF result areas.

#### b. Virtual workshops

The team planned to have a meeting with IEU staff in Songdo, Republic of Korea early in the process to set the ground for a successful evaluation. However, travel restrictions as a result of the COVID-19 crisis forced the team to adjust and come up with an alternative approach. This resulted in four virtual workshops with the team. During the workshops, the team made sure that expectations surrounding the project are aligned, and that timelines and deliverables could be agreed upon.

#### c. Stakeholder consultations

In parallel with the preparatory workshops, the team executed a series of phone interviews with UNFCCC representatives and Secretariat staff members. During these interviews, the team openly asked for the stakeholders' views on the focus of the evaluation and for their own priorities. In some interviews, the team also introduced draft evaluation matrix questions and collected feedback on the intended approach.

#### d. Preparatory work: sampling, data approach, evaluation matrix

As a means of coming to concrete results the team outlined the following four steps:

- Country case study sampling: as mentioned above, the team designed the sampling approach for country case studies and selected the countries to be studied.
- Data management approach: the data team explored options for data collection tools and data management systems as well as forms of cooperation.
- Evaluation matrix: this was established based on the well-developed draft evaluation matrix outlined in the terms of reference, and on the insights provided by conducted interviews. The

team debated and enhanced the selected focus areas and key questions, and also discussed the methods and consultation sources that would be essential for effectively answering the evaluation matrix questions.

- Approach paper: building on the results of the abovementioned activities, the team developed this approach paper.

## 2. DATA COLLECTION PHASE

### a. Data collection

With approval of the approach paper, the team will start data collection activities. These will include:

- Desk research: the team will review all available documents (concept notes, country programme documents, portfolio reports, NAPs, PPF documents, etc.) and collect additional data on projects in the portfolio classified as having cross-cutting/adaptation characteristics. In addition, the evaluation team will identify, sort and review academic peer-reviewed and grey literature. For the most quantitative aspects of its analysis, the team will especially rely on Secretariat and IEU data sources, as well as on data from external sources (ND-GAIN, Climate Policy Initiative (CPI) climate finance flows, etc.).
- Portfolio data extraction and analysis: portfolio and other data analysis will be critical evidence for this evaluation. The team will work closely with the IEU DataLab to identify what portfolio and data analyses could inform the key evaluation questions, what data would be needed for those analyses, and the respective roles and responsibilities of the Steward Redqueen evaluation team and the IEU DataLab team. Portfolio and data analysis will also be an important input into the interview process, using the data to identify trends and potential bottlenecks, and the interviews to help understand and explain these findings. A validation date for the datasets to be used will be agreed at the twenty-sixth meeting of the Board (B.26) in June 2020.
- Interviews: to answer specific evaluation questions from the evaluation framework, we expect to interview high-level internal and external stakeholders. We will use the approach developed at inception to select the right questions for the different types of stakeholders while keeping in mind that in a typical interview, a maximum of three to five topics can be covered in-depth. In addition, we will remain open to further opportunities that might arise to engage with NDA and DAE representatives.
- Online surveys: to research the perceptions of a broader range of stakeholders in the Fund's work in the climate adaptation space, we will set up short, focused online surveys. The list of respondents will be identified and agreed upon with the IEU.

### b. Benchmarking exercise

Comparing the Fund's approach to adaptation investments to the approaches taken by other climate finance institutions (e.g. the GEF, the LDCF and the Special Climate Change Fund, the CIF, AF, development finance institutions, and United Nations organizations) is crucial to identifying the space in which the GCF can have a leading role, and for extracting key recommendations moving forward. The benchmarking exercise will combine desk research from publicly available data sources with interviews conducted with staff working at the abovementioned organizations. Our team will also bring targeted expertise and knowledge of what the private sector is currently doing and how it is investing in adaptation.

### **c. Theory of change refinement**

As part of the FPR, a theory of change (ToC) for the GCF was developed. We understand that the GCF Secretariat has built on that experience and developed another one. In addition, there are teams working on the approach to adaptation within the Secretariat. Following on from these experiences, we propose to develop a ToC for the adaptation objectives of the GCF. Seeing as in many cases adaptation is hard to distinguish from broader development finance, the main purpose of the ToC will be to delineate climate and development [co]benefits, as well as to define the key outcomes, risks and assumptions for the GCF in the context of adaptation. The ToC will help to identify more clearly the specific niches that exist in the adaptation finance space, in which GCF can achieve its core objectives and deploy its comparative advantage vis-à-vis other players. We expect the ToC to have the familiar logical framework structure, but we are open to other approaches and IEU suggestions. The draft ToC developed in this phase will be a “living document” for some time, to allow for the incorporation of emerging insights, for example those that will come from the benchmarking exercise (see below).

### **d. Country case studies**

The team will plan field visits (or virtual alternatives) to a total of eight countries, with a country report produced for four of these. The selection of countries was based on a set of criteria explained above. Depending on travel restrictions, country engagements are suggested to take place between July and September 2020.

### **e. Project-specific deep dives**

Based on what is learned from the country case studies, we will explore opportunities to analyse at a deeper level, the impact or potential impacts of climate change adaptation projects. We envision determining the most appropriate modelling approaches by combining our expertise in socioeconomic impact modelling with the knowledge brought by the team’s climate change adaptation experts.

The deliverable of the data collection phase is the benchmarking analysis.

## **3. DATA ANALYSIS AND INITIAL DRAFTING PHASE**

### **a. Validation and triangulation**

In this first step of the data analysis phase, we will triangulate the quantitative data collected through desk review with the qualitative insights from the country case studies and the project-specific deep dives. We will ensure the information and the datasets are consistent and identify potential data gaps to be addressed. With the validated data at hand, we will run an in-depth portfolio-level analysis of the cross-cutting and adaptation projects, as well as of the project cycle.

### **b. Preliminary results**

By mid-August 2020, we will have produced the first insights from the data analysis process. In addition, we will develop a first draft of the evaluation evidence tree informed by the outcomes of the analyses. The preliminary results and the evidence tree will be summarized in a PowerPoint slide-deck and presented to the IEU team during the second consortium meeting (see phase d, below).

### **c. Additional data collection**

The process of data collection, intended as the combination of desk research and stakeholder interviews, will continue throughout the entire first half of the data analysis phase. We envision

concluding the process by mid-September, so that enough time is devoted to processing the whole set of information when developing the factual zero-draft.

#### **d. Second consortium meeting**

As the preliminary results set the foundations for the factual zero-draft, we suggest having a meeting with the IEU in Songdo at this stage. During the meeting, we will present to the IEU the preliminary results of our analysis and a draft evidence tree. Based on our experience with the FPR we suggest developing a finalized version of the evidence tree during the meeting. In this evidence- tree, we will outline the key answers to the evaluation questions. As for the inception mission, we are flexible as to the exact date when the meeting should take place. Ideally, the meeting will happen any time after the first preliminary results, and before the development of the factual zero-draft.

#### **e. Factual zero-draft**

We will deliver the factual zero-draft by the end of September 2020. This document is intended for review by the GCF Secretariat. The factual zero-draft will include all factual elements upon which the final report will build. However, the zero-draft will not yet include the country case studies, the lessons learned and the recommendations.

The deliverables of this phase are the preliminary results presentation, and the factual zero-draft report.

### **4. FINAL DRAFTING AND REPORTING PHASE**

#### **a. Draft report**

We will submit a draft of the report by mid-November 2020. The document will integrate the factual elements from the zero-draft and the finalized evidence tree with the knowledge gained of the GCF position in the adaptation space from the benchmarking exercise. The draft will also be informed by the outcomes of the interviews and the online survey and conclude with key actionable recommendations. The country case studies will be developed as stand-alone reports and will not be included in this draft. The draft will be submitted to the IEU team for feedback and socialized with key representative stakeholders.

#### **b. Country case studies and deep-dive reports**

The documents summarizing what was learned from the country case studies will be presented in stand-alone reports. A template will be provided for the country case study reports and will be aligned with the thematic areas of the evaluation matrix. Annexes will include a brief overview of the GCF portfolio, documents reviewed, and stakeholders consulted, at minimum. Draft country case study reports will be shared with the NDA and Country Programming Division for factual validation.

#### **c. Third consortium meeting and socialization**

We suggest concluding the assignment with a final visit to Songdo (or a virtual meeting, if necessary) where we will deliver a presentation on the main outcomes of the evaluation, the lessons learned and the key recommendations for the GCF Secretariat and Board moving forward. This will allow us to socialize the report and allow for feedback and discussions that can refine formulations, conclusions and recommendations.

#### d. Final report

The feedback received on the draft report will be integrated into the final version of the evaluation report for the twenty-eighth meeting of the Board (B.28). The final document will include the country case studies as appendices to the main report.

#### e. Support in communication materials

As a conclusion to the process, we will provide support in developing communication materials, such as slide-decks and briefs, to support the process of socialization and dissemination of the evaluation findings to a wider audience.

The deliverables of this phase are the draft and final report, as well as the country case study reports.

### F. ORGANIZATION AND STAFFING

The evaluation will be **led, owned and delivered by the IEU**. In this context, the external consultancy firm (Steward Redqueen and associate consultants from Baastel, the International Centre for Climate Change and Development and the University of Cape Town) hired for this purpose will be considered an extension of the IEU team, and should adhere to the same responsibilities – especially in terms of confidentiality, timeliness and high-quality work – as the IEU Songdo team.

The team that will work on this evaluation will be led and managed by IEU senior staff, under the direction and overall responsibility of the Head of the IEU. There will be only one team, comprising IEU staff and members from an external consultancy firm. The team will also coordinate with the other ongoing efforts of (or commissioned by) the IEU. The firm is expected to add significant value in terms of lessons to be learned and the strategic, formative aspects of the evaluation that will be derived from evidence gathered.

Following the plan laid out in this report, the firm will:

- In full collaboration with the IEU, conduct interviews; partake in eight country engagements; attend an adaptation conference; conduct and analyse targeted online surveys; review key documentation from GCF and external sources; perform a review of evaluative evidence from academic peer-reviewed and grey literature; and analyse data. The firm is staffed by a team of senior-level experts who will collaborate across the study. Themes and/or research methodologies are assigned to particular individuals who will lead that section and ensure methodological protocols are adhered to.
- Deliver a zero-draft that includes information, findings and conclusions.
- Deliver a final evaluation report that also includes recommendations and comments from stakeholders; and
- Deliver a four-page evaluation brief, as well as PowerPoint slide-deck reflecting the evaluation report.

The IEU DataLab will collect and process information related to the GCF portfolio. The DataLab is an integral part of the evaluation team, which extracts quantitative information to help the team build an in-depth understanding of the portfolio, and present this information within the report. The team will work on analysing this data, will provide analytical rigour and insight, and will collaborate closely with the IEU DataLab.

A timeline of the project is provided in Table 4.



## APPENDICES

## Appendix 1. EVALUATION MATRIX

### A. THE GLOBAL ADAPTATION SPACE

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
<b>1.1 Current status of climate negotiations</b>				
1.1.1 What is the current status in global climate negotiations and COP guidance in terms of adaptation?	Coherence in climate finance	Desk review Literature review Interviews w/ GCF stakeholders	N/A (descriptive)	Interview reports Org. documents from the GCF Academic & grey literature
1.1.2 How is the interface between adaptation and development cooperation treated by the UNFCCC and the COP?	Coherence in climate finance	Desk review Literature review Interviews w/ GCF stakeholders	N/A (descriptive)	Interview reports Org. documents from the GCF Academic & grey literature
1.1.3 To what extent are countries committed to, affected by, and ready for the global climate adaptation agenda?	Coherence in climate finance Country ownership	Interviews w/ GCF stakeholders Country case studies Portfolio analysis	NAPs, NAPAs ND-GAIN NDCs	Interview reports Org. documents from the GCF
1.1.4 What explains the divergent priorities of countries in terms of commitment to climate adaptation?	Coherence in climate finance Country ownership	Desk review Literature review Interviews w/ GCF stakeholders	NAPs, NAPAs, NDCs	Interview reports Org. documents from the GCF Academic & grey literature
<b>1.2 What do we know about climate finance and adaptation?</b>				
1.2.1 What are global needs in terms of climate finance? Do these needs vary significantly across developing countries and if so, how?	Coherence in climate finance Country ownership	Interviews w/ GCF stakeholders Country case studies Portfolio analysis Literature review	NAPs, NAPAs ND-GAIN NDCs	Interview reports Org. documents from the GCF Academic & grey literature

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
1.2.2 What does the global climate finance adaptation space look like?	Coherence in climate finance	Interviews w/ GCF stakeholders Country case studies Portfolio analysis Literature review	H. Boll Stiftung WB Trustee data OECD dataset CPI data, SEI Aid Atlas	Interview reports Org. documents from the GCF Academic & grey literature
1.2.3 What is the relationship between financial resources invested and evidence generated in climate change adaptation?	Coherence in climate finance	Interviews w/ GCF stakeholders Country case studies Portfolio analysis Literature review	H. Boll Stiftung WB Trustee data OECD dataset CPI data	Interview reports Org. documents from the GCF Academic & grey literature
1.2.4 To what extent have countries invested in adaptation activities, without labelling these activities as climate change adaptation?	Country ownership & needs	Interviews w/ GCF stakeholders Country case studies Literature review	H. Boll Stiftung CPI data, SEI Aid-Atlas Multilateral development bank (MDB) data	Interview reports Org. documents from the GCF Academic & grey literature
1.2.5 What could be the impact of COVID-19 on climate adaptation, both in terms of risks and opportunities?	Country ownership & needs Impact potential	Interviews w/ GCF stakeholders Country case studies Literature review	Various	Interview reports Academic & grey literature
<b>i. Key climate change adaptation concepts and approaches</b>  (Note: the following questions will be answered in information boxes throughout chapters 1 and 2.)				
i.1 How is adaptation conceptualized in academic and policy literature?	N/A (descriptive)	Desk review Literature review	N/A (descriptive)	Docs from climate finance orgs. Academic & grey literature
i.2. How is adaptation operationalized by agencies and practitioners?	N/A (descriptive)	Desk review Literature review	N/A (descriptive)	Docs from climate finance orgs. Academic & grey literature

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THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
i.3. What are the tensions and omissions between how adaptation is conceived and implemented?	N/A (descriptive)	Desk review Literature review	N/A(descriptive)	Docs from climate finance orgs. Academic & grey literature
i.4 How is equity considered in climate adaptation? How does this incorporate relative inequality and spatial inequality within countries?	N/A (descriptive)	Desk review Literature review	N/A (descriptive)	Docs from climate finance orgs. Academic & grey literature
i.5 How is innovation considered in climate adaptation? What role do the public and private sectors play here? Does this vary across types of countries?	N/A (descriptive)	Desk review Literature review	N/A (descriptive)	Docs from climate finance orgs. Academic & grey literature
i.6 How is fragility, resilience and risk conceptualized by the UNFCCC and the broader literature and agencies?	N/A (descriptive)	Desk review Literature review	N/A (descriptive)	Docs from climate finance orgs. Academic & grey literature
i.7 How is the concept of loss and damage resulting from climate change incorporated into NAPs and NDCs by agencies and/or countries? And what lessons are there on rebuilding after a sudden or slow-onset crisis occurs, from other related fields such as humanitarian aid and national disaster relief processes?	N/A (descriptive)	Desk review Literature review	N/A (descriptive)	Docs from climate finance orgs. Academic & grey literature

## B. GCF ROLE AND A NORMATIVE MODEL

*What has been the role of the GCF in the space, what should it be, and what could a GCF adaptation normative framework look like?*

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
<b>2.1 Role of GCF in climate finance and adaptation</b>				
2.1.1 How large are the total finance flows from GCF investments in adaptation? And how do these compare to those of its peers?	Effectiveness / efficiency	Interviews w/ GCF stakeholders Country case studies Portfolio analysis	Performance analysis (ch.4) CPI data BloombergNEF data	Interview reports Org. documents from the GCF
2.1.2 How, and to what extent, has GCF support mobilized the investments of other climate funds? And what is its position in climate finance? What about co-finance and co-investment from the public and private sector?	Coherence	Interviews w/ GCF stakeholders Country case studies Literature review	H. Boll Stiftung WB Trustee data Performance analysis (ch.4)	Interview reports Org. documents from the GCF Docs from climate finance orgs.
2.1.3 How, and to what extent, has the GCF learned from other funds? Has the GCF leveraged and contributed to other climate investment funds through its knowledge and expertise? What is the Fund's comparative advantage as a global thought leader in climate change adaptation?	Coherence	Interviews w/ GCF stakeholders Country case studies Literature review	H. Boll Stiftung WB Trustee data Performance analysis (ch.4)	Interview reports Org. documents from the GCF Docs from climate finance orgs.
2.1.4 What are the current investment flows of the GCF in terms of sectors and specific intervention types?	Coherence	Interviews w/ GCF stakeholders Country case studies Literature review	H. Boll Stiftung WB Trustee data Performance analysis (ch.4)	Interview reports Org. documents from the GCF Docs from climate finance orgs.
2.1.5. To what extent is scientifically based analysis informed by climate data and information integrated into the core of the Fund's adaptation operations?	Coherence	Interviews w/ GCF stakeholders Country case studies Literature review	H. Boll Stiftung WB Trustee data	Interview reports Org. documents from the GCF Docs from climate finance orgs.

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
			Performance analysis (ch.4)	
<b>2.2 GCF position going forward</b>				
2.2.1 How, and to what extent, can the GCF be a leader in the climate adaptation finance space, or segments of it? Has the GCF taken a different position in terms of project portfolio and instruments from other players in climate adaptation finance, including DFIs and MDBs?	N/A (normative)	Interviews w/ GCF stakeholders	N/A (normative)	Interview reports Docs from climate finance orgs. Interview reports
2.2.2 Is the GCF sufficiently investing in, and preparing for, changes in the climate adaptation finance space?	N/A (normative)	Desk review	N/A (normative)	Docs from climate finance orgs. Academic & grey literature
2.2.3 What role should the GCF play compared to other climate funds in the future?	N/A (normative)	Interviews w/ GCF stakeholders Literature review	N/A (normative)	Interview reports Academic & grey literature
<b>2.3 GCF normative model on climate adaptation</b>				
2.3.1 In a normative sense, what would be a realistic set of changes to the existing GCF adaptation framework in the future, and what would hamper or help these changes?  (Note: This will be based on chapters 1 and 2, COP guidance, the GI and aspirations of the adaptation space.)	N/A (normative)	Interviews w/ GCF stakeholders	N/A (normative)	Interview reports Docs from climate finance orgs. Interview reports

## C. ADAPTATION STRATEGY AND POLICY

*Are GCF adaptation strategies and policies adequately defined?*

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
<b>3.1 Relevance and clarity of strategy</b>				
3.1.1 Is the current GCF strategic approach to climate adaptation relevant given countries' capacities to adapt to climate change?	Coherence Country ownership & needs Impact potential	Interviews w/ GCF stakeholders Desk review Country case studies	IEU: Recipient needs, country ownership ND-GAIN sub-indicators / GIS	GCF strategy 2020–2023 Interview reports Academic & grey literature Country case studies
3.1.2 Are the GCF adaptation approaches adequately defined? And how are they distinct from development strategies?	Coherence	Interviews w/ GCF stakeholders Desk review Country case studies	N/A (descriptive)	Interview reports GCF strategy 2020–2023 Country case studies Academic & grey literature
3.1.3 Does the GCF adaptation approach always respond to and/or adequately reflect guidance from the COP? How does it do so?	Coherence	Interviews Desk review	N/A (descriptive)	GCF strategy 2020–2023 COP documents
3.1.4 Are GCF adaptation strategies and policies accessible and clear for those they affect at AEs, DMAs, CSOs, etc.?	Coherence	Interviews w/ GCF stakeholders Desk review Country case studies	N/A (descriptive)	Interview reports Org. documents from the GCF Country case studies
3.1.5 To what extent do the current GCF adaptation approaches anticipate the future needs of GCF stakeholders?	Coherence Country ownership & needs Impact potential	Interviews w/ GCF stakeholders Desk review Country case studies	N/A (descriptive)	Interview reports Academic & grey literature Country case studies
<b>3.2 Conduciveness and applicability of policy framework</b>				

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
3.2.1 How well are GCF adaptation policies aligned with GCF objectives, concerns, and investment criteria defined in the GI?	Coherence Country ownership & needs Paradigm shifting	Interviews w/ GCF stakeholders Desk review Country case studies	N/A (descriptive)	Interview reports Org. documents from the GCF Country case studies
3.2.2 To what extent are the Fund's adaptation policies and procedures appropriate and sufficient? Where are there gaps? Overlaps?	Coherence Country ownership & needs Paradigm shifting	Interviews w/ GCF stakeholders Desk review Country case studies	N/A (descriptive)	Interview reports Org. documents from the GCF Country case studies
3.2.3 How has the GCF supported developing countries in establishing projects and programmes with relation to climate change policies, strategies, plans, NAPAs, NAPs and other related activities?	Country ownership & needs Coherence Effectiveness / efficiency	Interviews w/ GCF stakeholders Desk review Country case studies	IEU database: Recipient needs, country ownership, NAPs dataset	Interview reports Org. documents from the GCF Country case studies

## D. PERFORMANCE

*To what extent has the GCF adaptation portfolio met expectations in terms of volume and quality?*

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
<b>4.1. Project cycle</b>				
4.1.1. Is the project cycle conducive to delivering the Fund's adaptation mandate?	Efficiency / effectiveness	Portfolio analysis Interviews w/ GCF stakeholders	IEU database: Project lifecycle, disbursement, Funded Activity Agreement (FAA)	Documents: Board, Secretariat, funding proposals (FPs), AEs

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
4.1.2 How is the performance on the readiness support for NAPs and other adaptation planning processes?	Efficiency / effectiveness	Portfolio analysis Interviews w/ GCF stakeholders	IEU database: RPSP	Documents: Board, Secretariat, funding proposals (FPs), AEs
4.1.3 Is there evidence that NAPs and other adaptation planning processes have led to more and/or higher quality adaptation project proposals?	Efficiency / effectiveness	Portfolio analysis Interviews w/ GCF stakeholders	IEU database: RPSP	Documents: Board, Secretariat, funding proposals (FPs), AEs
4.1.4 How long does it take to process funded adaptation project proposals for approval by the Secretariat and iTAP? How does the time vary (i.e. entity type, region, etc.)?	Efficiency / effectiveness	Portfolio analysis	IEU database: Project lifecycle, disbursement, FAA	Documents: Board, Secretariat; iTAP assessments, AEs
4.1.5 What adaptation proposals were not approved, and why?	Efficiency / effectiveness	Portfolio analysis	IEU database: Project lifecycle, disbursement, FAA	Documents: Board, Secretariat; iTAP assessments, AEs
<b>4.2. Adaptation portfolio</b>				
4.2.1 To what extent is the current adaptation project portfolio living up to the GCF mandate and targets in terms of: <ul style="list-style-type: none"> <li>• Regions</li> <li>• The balance between adaptation and mitigation</li> <li>• Priority countries</li> <li>• Public vs. private</li> <li>• Direct vs. international access</li> <li>• Thematic adaptation areas</li> </ul>	Efficiency / effectiveness	Portfolio analysis	IEU database: Disbursement, finance, FPs Benchmarking	Documents: Board, Secretariat; FPs
4.2.2 To what extent does the current adaptation project portfolio address specific recipient needs?	Country needs & ownership	Portfolio analysis	IEU database: Recipient's	Documents: Board, Secretariat, FPs

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
Is the level sufficient for contributing to transformational impact? And if not, what is required?			needs, country ownership, NAPAs	NAPs
4.2.3 To what extent did the GCF adaptation project portfolio reach the most vulnerable countries and groups, as well as the countries with the highest climate risks?	Efficiency / effectiveness Country ownership	Portfolio analysis	IEU database: Recipient's needs, country ownership, ND-GAIN index	Documents: Board, Secretariat; FPs
4.2.4 Were investments in adaptation projects sufficiently new and additional?	Efficiency / effectiveness	Portfolio analysis Interviews w/ GCF stakeholders	IEU database: Disbursement, finance, FPs	Documents: Board, Secretariat; AEs
4.2.5 Has the GCF been effective in attracting co-finance and leveraging financial resources from countries and third parties in the private and public sector for adaptation projects?	Efficiency / effectiveness Coherence	Portfolio analysis	IEU database: Disbursement, finance, FPs	Documents: Board, Secretariat; AEs
<b>4.3 Private sector adaptation finance</b>				
4.3.1 To what extent and how has the GCF been able to productively engage the private sector and use non-grant and blended finance for adaptation investments? What are barriers to the use of such instruments?	Efficiency / effectiveness	Portfolio analysis	IEU database: Disbursement, finance, FPs	Documents: Board, Secretariat; AEs
4.3.2 To what extent are PSF processes and modalities effective, efficient and innovative?	Efficiency / effectiveness	Portfolio analysis	IEU database: Disbursement, finance, FPs	Documents: Board, Secretariat; AEs
4.3.3 In which countries, sectors, themes and/or structures can the private sector potentially play a key role in adaptation?	Impact potential	Portfolio analysis Desk review Interviews w/ GCF stakeholders	IEU database: Disbursements, finance, FPs, APR, impact potential	Documents: Board, Secretariat; AEs

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
4.4 Secretariat structure, targets and incentives				
4.4.1 Is the Secretariat structured in a way that is conducive to meeting its targets in adaptation?	Coherence	Portfolio analysis Interviews w/ GCF stakeholders	IEU database: Disbursement, finance, FPs	Documents: Board, Secretariat; AEs
4.4.2 Does the Secretariat have consistent targets and incentives that are conducive to meeting the GCF adaptation targets?	Coherence	Portfolio analysis Interviews w/ GCF stakeholders	IEU database: Disbursement, finance, FPs	Documents: Board, Secretariat; AEs
4.4.3 To what extent is the structure and staffing of the GCF Secretariat conducive and sufficient for promoting private sector adaptation?	Coherence	Portfolio analysis Interviews w/ GCF stakeholders	IEU database: Disbursement, finance, FPs	Documents: Board, Secretariat; AEs

## E. BUSINESS MODEL AND STRUCTURE

*Is the GCF operational model suited and future-fit for supporting the most impactful adaptation projects?*

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
<b>5.1 Leveraging AEs</b>				
5.1.2 What is the balance of composition in terms of types of entities? Are there obvious entities missing? Are there entities that did not receive approval, and why not?	Effectiveness / efficiency Country needs & ownership	Interviews w/ GCF stakeholders Portfolio analysis	IEU database: FPs, accreditation portfolio	Interview reports Org. documents from the GCF Country case studies
5.1.2 How do AEs vary in their efforts to bring adaptation projects forward? How does this differ from mitigation projects? Which approved AEs do	Effectiveness / efficiency Country needs & ownership	Interviews w/ GCF stakeholders Desk review Country case studies	IEU database: FPs, accreditation portfolio	Interview reports Org. documents from the GCF Country case studies

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
not bring adaptation projects forward? And what is preventing these AEs from doing so?		Portfolio analysis Project rationale		
5.1.3 To what extent do international AEs support adaptation, and how do they differ from DAEs?	Effectiveness / efficiency Country needs & ownership	Interviews w/ GCF stakeholders Portfolio analysis	IEU database: FPs, accreditation portfolio	Interview reports Org. documents from the GCF Country case studies
5.1.4 To what extent is the GCF influencing international AEs to be more climate-focused?	Effectiveness / efficiency	Interviews w/ GCF stakeholders Portfolio analysis	IEU database: FPs, accreditation portfolio	Interview reports Org. documents from the GCF Country case studies
5.1.5 What alternatives does the GCF have to the AE approach for adaptation, and would any alternatives be better suited to meeting country and group adaptation capacity needs?	N/A (Descriptive)	Interviews w/ GCF stakeholders Portfolio analysis	N/A (Descriptive)	Interview reports Org. documents from the GCF Country case studies
<b>5.2 Financial instruments and access modalities for adaptation</b>				
5.2.1 To what extent are processes and modalities effective, efficient, and innovative in supporting adaptation goals?	Effectiveness / efficiency Country needs & ownership	Interviews w/ GCF stakeholders Country case studies Portfolio analysis	IEU database: FPs, accreditation portfolio	Interview reports Country case studies
5.2.2 To what extent and how have the Fund's thematic and integrated funding windows supported adaptation?	Effectiveness / efficiency Country needs & ownership	Interviews w/ GCF stakeholders Country case studies Portfolio analysis Cost of preparation	IEU database: FPs, accreditation portfolio	Interview reports Country case studies
5.2.3 How successful has the Fund and its modalities been in providing predictable adaptation finance?	Effectiveness / efficiency Country needs & ownership	Interviews w/ GCF stakeholders Country case studies	IEU database: FPs, accreditation portfolio	Interview reports Country case studies

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
		Portfolio analysis		
5.2.4 To what extent do GCF financial instruments suit the needs of its adaptation goals and approaches? And how are different instruments leveraged for adaptation projects?	Effectiveness / efficiency Country needs & ownership	Interviews w/ GCF stakeholders Country case studies Portfolio analysis	IEU database: FPs, accreditation portfolio	Interview reports Country case studies
<b>5.3 Enabling adaptation</b>				
5.3.1 Does the GCF business model allow it to target resources at the right countries (and regions), topics, communities, etc.? If not, what is it in the business model that hinders this?	Effectiveness / efficiency Country needs & ownership	Interviews w/ GCF stakeholders Desk review Country case studies	IEU database: Recipient needs, country ownership	Interview reports Org. documents from the GCF
5.3.2 Does the GCF business model sufficiently allow prioritization of different co-benefits or focus areas with respect to adaptation?	Effectiveness / efficiency	Interviews w/ GCF stakeholders Desk review	IEU database: FPs, co-benefits	Interview reports Org. documents from the GCF
5.3.3 To what extent has the GCF Secretariat put in place effective implementation structures for the adaptation portfolio?	Effectiveness / efficiency	Interviews w/ GCF stakeholders Desk review	IEU database: Project lifecycle, disbursement	Interview reports Org. documents from the GCF
5.3.4 Does the current business model sufficiently enable the development of global public goods on adaptation?	Impact potential Effectiveness / efficiency	Interviews w/ GCF stakeholders Desk review Literature review	N/A (Descriptive)	Documents from climate finance orgs. Interview reports

## F. MANAGEMENT FOR ADAPTATION RESULTS AND IMPACT MEASUREMENT

*Does the GCF steer for the most impactful adaptation projects, and what are its results?*

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
<b>6.1 Measurement framework</b>				
6.1.1 Is the current adaptation logic model and ToC relevant and clear enough? Is it applicable to cross-cutting projects?	Efficiency / effectiveness	Desk review Interviews w/ GCF stakeholders	N/A (descriptive)	Org. documents from the GCF
6.1.2 How are the results areas for adaptation defined?	Impact potential	Desk review Portfolio analysis	IEU database: APR	Org. documents from the GCF Interview reports
6.1.3 How has efficiency and effectiveness in adaptation (in terms of outputs and outcomes) been measured by the GCF? Is there a trade-off between efficiency and effectiveness?	Efficiency / effectiveness	Desk review Interviews w/ GCF stakeholders Portfolio analysis	IEU database: Efficiency and effectiveness	Org. documents from the GCF Interview reports
6.1.4 What (qualitative and quantitative) metrics are available to measure the Fund's contribution to long-term impacts of Fund adaptation investments?	Impact potential	Desk review Portfolio analysis	IEU database: APR, impact potential	Org. documents from the GCF
6.1.5 How does the Fund's adaptation measurement framework compare to those of other climate finance institutions and/or other locally led climate initiatives?	Coherence in climate finance delivery	Desk review Literature review	N/A (descriptive)	Org. documents from the GCF Docs from climate finance orgs.
<b>6.2 Management for results</b>				
6.2.1 What criteria are used to make investment decisions? Are they used consistently?	Impact potential	Interviews w/ GCF stakeholders	IEU database: FPs	Org. documents from the GCF Interview reports

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
6.2.2 Does the Fund's current result framework help or hinder managing for results for the adaptation portfolio?	Impact potential	Portfolio analysis Interviews w/ GCF stakeholders	IEU database: iTAP	Interview reports
6.2.3 To what extent and how has the GCF used a results-based approach as a criterion for allocating adaptation resources?	Impact potential	Interviews w/ GCF stakeholders	IEU database: FPs	Interview reports
6.2.4. Does the GCF sufficiently connect and partner with adaptation experts within broader communities of practice?	Paradigm shift	Interviews w/ GCF stakeholders	N/A (descriptive)	Interview reports Academic & grey literature
<b>6.3 Expected impact results</b>				
6.3.1 What are the expected impact results of the adaptation portfolio?	Impact potential Gender equity and inclusiveness	Desk review Interviews w/ GCF stakeholders Country case studies Portfolio analysis	IEU database: FPs, APR, impact potential	Org. documents from the GCF Interview reports Documents from climate finance orgs.
6.3.2 Is there sufficient guidance to assess expected results? And are these used consistently?	Impact potential	Country case studies Interviews w/ GCF stakeholders	IEU database: FPs, APR, impact potential	Interview reports
6.3.3 Are the expected results realistic?	Impact potential Gender equity and inclusiveness	Interviews w/ GCF stakeholders Country case studies	IEU database: FPs, APR, impact potential	Interview reports
6.3.4 What are the expected co-benefits of adaptation projects?	Impact potential Gender equity and inclusiveness	Interviews w/ GCF stakeholders Country case studies	IEU database: FPs, APR, impact potential	Interview reports
<b>6.4 Actual impact results</b>				

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
6.4.1 What has been the progress of portfolio projects under implementation in terms of impact?	Impact potential Gender equity and inclusiveness	Interviews w/ GCF stakeholders Country case studies Portfolio analysis	IEU database: APR	Interview reports
6.4.2 To what extent do these results address specific country needs and contribute to climate resilience?	Country needs & ownership	Interviews w/ GCF stakeholders Country case studies External dataset analysis	IEU database: Recipient's needs, country ownership, NAPAs ND-GAIN sub-indicators	Interview reports Academic & grey literature
6.4.3 How have GCF investments in adaptation contributed to the country's climate resilience?	Impact potential Gender equity and inclusiveness Paradigm shift	Interviews w/ GCF stakeholders Country case studies Portfolio analysis	IEU database: APR ND-GAIN sub-indicators	Interview reports

## G. INNOVATION AND RISK

*Does the GCF focus sufficiently on innovation and does it take the right level of risk?*

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
<b>7.1 Risk and uncertainty</b>				
7.1.1 How, and to what extent, has the GCF de-risked investments made in climate adaptation projects?	Impact potential Paradigm shift Efficiency / effectiveness	Desk review Interview w/ GCF stakeholders Portfolio analysis	IEU database: Disbursement, risk factors	Org. documents from the GCF Interview reports Documents from climate finance orgs.

THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
7.1.2 How (if at all) does the GCF weigh project implementation risks against other forms of risk, such as financial efficiency risks, idea risks, legal risks, climatic risks, etc.?	Coherence	Interviews w/ GCF stakeholders	N/A (descriptive)	Org. documents from the GCF Interview reports
7.1.3 How does the GCF reduce uncertainties surrounding its adaptation approach?	Coherence	Interviews w/ GCF stakeholders	N/A (descriptive)	Org. documents from the GCF Interview reports
7.1.4 To what extent is the GCF mobilizing public/private sector capital through its de-risking mechanisms?	Impact potential Paradigm shift Efficiency / effectiveness	Desk review Interviews w/ GCF stakeholders Portfolio analysis	IEU database: Disbursement, risk factors Performance analysis	Org. documents from the GCF Interview reports Documents from climate finance orgs.
7.1.5 What projects, if any, should not have been supported by the GCF? (That is, are there false negatives?)	Coherence	Interviews w/ GCF stakeholders Portfolio analysis	N/A (normative)	Org. documents from the GCF Interview reports Documents from climate finance orgs.
<b>7.2 Innovation</b>				
7.2.1 How is innovation in adaptation defined by the GCF? And what does it look like?	Paradigm shift	Desk review	N/A (descriptive)	Docs from climate finance orgs. Academic & grey literature
7.2.2 What innovations are needed by countries to adapt to climate change, and how is the GCF contributing to their development?	Country needs & ownership	Country case studies External dataset analysis	IEU database: Recipient's needs, country ownership, NAPAs	Org. documents from the GCF Country case studies Academic & grey literature
7.2.3 Where has GCF support been most innovative in the climate adaptation space? Where has the GCF not been innovative? And why?	Country needs & ownership Impact potential Efficiency / effectiveness	Country case studies External dataset analysis Interviews w/ GCF stakeholders	IEU database: Recipient's needs, country ownership, NAPAs	Org. documents from the GCF Country case studies Interview reports

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THEME (GCF SUB-AREA) SUB-QUESTIONS	GCF EVALUATION CRITERIA	PRIMARY DATA COLLECTION METHODS	KEY DATA SOURCES	KEY LITERATURE
7.2.4 How, and to what extent, do GCF investment criteria funnel resources towards innovative projects?	Efficiency / effectiveness	Interviews Portfolio analysis	IEU database: Disbursement, risk factors	Interview reports
7.2.5 What projects, if any, should have been supported by the GCF? (That is, are there false positives?)	Coherence	Interview w/ GCF stakeholders Portfolio analysis	N/A (normative)	Org. documents from the GCF Interview reports Documents from climate finance orgs.
<b>7.3 Risk mitigation, appetite and innovation</b>				
7.3.1. Is the GCF utilizing its investment risk appetite sufficiently?	Impact potential Paradigm shift Efficiency / effectiveness	Desk review Portfolio analysis	IEU database: Disbursement, risk factors	Org. documents from the GCF Interview reports Documents from climate finance orgs.

## Appendix 2. KEY PROJECT CHARACTERISTICS OF FOCUS COUNTRIES

COUNTRY	REGION	LDC	# OF PROJECTS IN COUNTRY	PROJECT FP	FAA STATUS	START DATE	ESTIMATED COMPLETION DATE	DISBURSEMENT	APR	THEME	DIVISION	ACCREDITED ENTITIES	PROJECT SIZE
Gambia	Africa	Yes	1	FP011	Effective	08/08/2017	08/08/2023	Second	2	Adaptation	DMA	UNEP	Small
Guatemala	Latin America	No	3	FP048	Effective	22/01/2019	0	First	0	Cross-cutting	PSF	IDB	Medium
				FP087	Executed	01/01/2019	01/01/2026	None	0	Adaptation	DMA	IUCN	Small
				FP097	Effective	16/09/2019	01/06/2024	First	0	Adaptation	PSF	CABEI	Small
Tajikistan	Asia-Pacific	No	5	FP014	Pending	0	0	None	0	Adaptation	DMA	WorldBank	Medium
				FP025	Effective	02/02/2018	02/02/2033	Third	1	Cross-cutting	PSF	EBRD	Large
				FP040	Effective	11/04/2018	11/04/2023	First	1	Adaptation	DMA	EBRD	Medium
				FP067	Executed	0	0	None	0	Adaptation	DMA	WFP	Micro
				FP075	Effective	14/03/2019	0	Second	0	Adaptation	DMA	ADB	Micro
Pakistan	Asia-Pacific	No	2	FP018	Effective	12/07/2017	12/07/2022	First	2	Adaptation	DMA	UNDP	Small
				FP108	Effective	02/03/2020	01/10/2025	None	0	Adaptation	DMA	FAO	Small
Madagascar	Africa	Yes	3	FP026	Pending, Effective	0	0	Third	1	Cross-cutting	PSF	CI, EIB	Medium
				FP095	Effective	28/10/2019	01/04/2026	None	0	Cross-cutting	PSF	AFD	Large

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COUNTRY	REGION	LDC	# OF PROJECTS IN COUNTRY	PROJECT FP	FAA STATUS	START DATE	ESTIMATED COMPLETION DATE	DISBURSEMENT	APR	THEME	DIVISION	ACCREDITED ENTITIES	PROJECT SIZE
				FP122	Pending	0	0	None	0	Adaptation	DMA	KfW	Medium
Namibia	Africa	No	6	FP023	Effective	14/03/2017	14/03/2022	Second	2	Adaptation	DMA	EIF	Micro
				FP024	Effective	01/05/2017	01/05/2022	Second	2	Adaptation	DMA	EIF	Micro
				FP095	Effective	28/10/2019	01/04/2026	None	0	Cross-cutting	PSF	AFD	Large
				FP098	Effective	20/11/2019	0	None	0	Cross-cutting	PSF	DBSA	Medium
				SAP001	Effective	20/02/2019	0	First	0	Adaptation	DMA	EIF	Micro
				SAP006	Effective	20/11/2019	0	First	0	Adaptation	DMA	EIF	Micro
Uganda	Africa	Yes	3	FP034	Effective	30/06/2017	30/06/2025	Second	2	Adaptation	DMA	UNDP	Small
				FP078	Effective	03/09/2019	01/10/2030	Second	0	Adaptation	PSF	Acumen	Medium
				FP095	Effective	28/10/2019	01/04/2026	None	0	Cross-cutting	PSF	AFD	Large
Malawi	Africa	Yes	1	FP035	Effective	10/01/2018	10/01/2022	Second	1	Adaptation	DMA	SPREP	Small
Ghana	Africa	Yes	2	FP036	Effective	16/07/2018	0	Second	1	Cross-cutting	DMA	ADB	Small
				FP037	Effective	11/07/2017	11/07/2023	Second	2	Adaptation	DMA	UNDP	Medium

## Appendix 3. COUNTRY CASE STUDY PROTOCOL

### A. INTRODUCTION TO COUNTRY CASE STUDIES

The purpose of this document is to provide a general approach for conducting country missions. It includes general interview guidelines, a process and specific suggestions for topics and questions (based on the evaluation matrix) that are most likely to be relevant to various stakeholders during in-country interviews.

#### 1. RELEVANCE

The country cases are an essential part of the evaluation. As part of the case studies, the team will conduct in-country data collection and meet key stakeholders such as the NDA, in-country representatives from AEs and executing agencies, project developers, and potentially other stakeholders from civil society, the private sector and academia, and other donors active in climate change financing. The information and analysis coming from these country engagements will complement, validate and triangulate the data and information gathered from countries by other methods. The country engagements will provide invaluable, tangible insights and practical project case examples for the evaluation. They will also allow us to gather first-hand information, especially in cases where there has already been project implementation on the ground.

Using open-ended, in-depth interviews with stakeholders we aim to gain an understanding of what climate change adaptation means to them/the country; what makes the GCF unique in the field; how they assess the Fund's performance; and specifics around portfolio projects, to explore whether and how the GCF is doing things right, and doing the right things.

#### 2. SUPPORT

It is expected that the relevant AEs and NDAs will provide planning and logistical support to the involved team members to prepare for these country case studies, including help in preparing the agenda, stakeholder outreach and scheduling. Appendix 5 provides the country visit protocol, including the process, logistics, key stakeholders and questions, as well as the outline of the report that the evaluation team will prepare upon their return. The teams participating in these engagements will comprise a staff member from IEU as well as external consultants.

### B. COUNTRY MISSION PROCESS

Each country mission will be executed by a team composed of at least one GCF IEU staff member and in most cases also one consultant. It is expected that the IEU, the relevant AEs and the NDAs, will provide full support to the team in the preparation of country engagements. An agenda for each of the field engagements will be prepared by the team. Each country visit will follow the process below; the team will prepare a report according to a template that follows the structure of the evaluation matrix.

The following guidelines will define country engagements. Flexibility will be needed depending on the availability of individuals to be consulted, and the current COVID-19 restrictions.

The country case studies are guided by the following key features:

- *Schedule*: all country case studies will take place between June and September 2020.
- *Duration*: the specific number of days per country may vary depending on the size of the country and availability of key stakeholders. Given the current situation, in case of travel not

being possible, it is still advised to try to cluster interviews as close to together as agendas and time differences allow, in order to have a focused series of virtual meetings. However, it is also possible to spread interviews over a longer period of time.

- *Teams*: the country engagements will be conducted by teams comprising the consultancy's team members and IEU staff. The roles of each country visit team member are generally as follows:
  - The consultancy's team member and IEU staff will comprise one team representing the IEU, since the evaluation has been commissioned by the IEU and is managed by the IEU.
  - Both the consultancy team member and the IEU staff will share responsibility for ensuring that the country visit is properly prepared for and executed, and that the focus of virtual interviews meets mission objectives. Both will contribute to scheduling and coordination; will provide expertise in evaluation to advance the mission objectives; pose questions during stakeholder interviews; participate in post-interview discussions to verify what was heard; and share the writing of reports after each meeting.
- *Travel*: due to the COVID-19 restrictions, travel is in principle not foreseen. However, developments can happen fast in the months up to September, and some NDAs have indicated that a visit to project sites would be the only feasible way to interview project stakeholders and beneficiaries. Thus, if official regulations allow for travel, and team members and the GCF stakeholders in the country feel comfortable with a visit, an in-country mission to a project site and corresponding interviews may still take place. In this case, team members will be responsible for booking their own travel and accommodation; and
- *Country case study report*: for four of the country engagements the teams will prepare a country case study report. This report will be used initially as an internal document, as key input to the evaluation. Once the report is finalized then the country reports may be published. The report should be shared with the NDA for fact checking only. We should not attach any of the individual interview reports when sharing with the NDA, though. For the other countries, interview notes will be stored and used as input.

The country cases will have three distinct phases: (i) planning, (ii) virtual interviews or visits and (iii) reporting.

## 1. PLANNING: AGREEMENT ON AGENDA, KEY DOCUMENTS AND STAKEHOLDERS

The planning should start at least two to three weeks before actual interviews start on the case studies. This phase will include the following items:

- *Introduction*: initial communication with the NDA will be initiated by IEU to announce a country case study, its purpose and to agree on dates. Confirmation from the NDA is necessary before continuing. Without its agreement, further contact should be postponed. After confirmation, the team can start setting up an introductory call;
- *Country brief*: the IEU will prepare a country profile with all relevant key GCF documents (project documents, APRs, etc.) as well as contact information for the NDAs and other key documents such as NAPs.
- *Initial calls*: the team should have an initial phone/Skype call with the NDA to provide her/him with an update about the purpose of the evaluation, to explain the objectives of the country study and to request information about climate change and GCF in the country. This call will also be an opportunity to develop an initial sense of the project(s) status and situation in-country, and to obtain initial input on key stakeholders to be consulted. The process of

identifying the right stakeholders and discussing the stakeholders' engagement with the GCF is likely to take more than one call.

- *Document review*: a review the GCF portfolio, including all access modalities and financial instruments. The team will review approved and pipeline-funded projects and any other engagements (e.g. grants for NAP) in the country. The team should consider not only nationally approved projects but other regional/global projects in which the country is participating, and look at project review documents (e.g. approval, APRs, AE documents referring to the project), national climate change adaptation strategies or plans, etc. It is the country team's responsibility to consult, print and read in advance these and any other documents.
- *Identify key stakeholders*: stakeholder consultations will be broad-based to cover various experiences and perspectives. Groups consulted may include government representatives from the NDA and other line ministries relevant to the GCF projects; the ministry of finance and/or planning (i.e. institution responsible for receiving and channelling GCF funding); in-country representatives of AEs responsible for the GCF portfolio; other funding mechanisms; and civil society, the private sector and academia as relevant and appropriate. Any engagement with stakeholders related to projects will have to be coordinated closely with the relevant AEs; however, the overall coordination rests with the NDAs. About 10–15 stakeholders will be consulted per country. In some cases, and if technically possible, this will happen through virtual group discussions. The focus will be on the quality rather than the number of stakeholders consulted.
- *Agenda*: at this point, the team should be familiar with the key climate change adaptation issues and the GCF presence in the country. The team should hold a call with the NDA to develop and verify an agenda prepared by the team.

## 2. VISITS OR VIRTUAL INTERVIEWS: MEETING THE STAKEHOLDERS

The agenda will depend on the GCF activities and stakeholders to be visited. A generic agenda should include the following elements:

- *NDA*: each country visit should start with an interview with the NDA.
- *AEs*: after the NDA, interviews can take place with the relevant AE(s) implementing the project(s) and, if applicable, any relevant representatives of government agencies responsible for the project(s).
- *CSOs/PSOs*: the visit should include interviews with representatives of civil society, the private sector and academia.
- *Readiness delivery partners*: the visit will where possible seek to interview individuals at organizations responsible for the delivery of GCF provided readiness grants and adaptation planning processes.
- *Project focus*: the mission should include a focus on at least one project (applicable only for those countries with at least one project that has been active for at least one year). Assuming the team cannot visit the actual project itself, the team will need to find creative ways to still gain a good understanding of the project's objectives, progress, results and (potential) impact. This should be done through extensive virtual interviews with the AE, executing entity and key involved operational staff at the project. Together with project experts, the team should explore opportunities to engage with stakeholders affected by the project, including beneficiaries, while recognizing that this may not always be practically feasible.
- *Debrief*: all case studies should end with a second interview with the NDA and, if applicable, other key government officials as required to debrief on the mission and discuss the preliminary

findings. The purpose of this meeting will be to fill any gaps in the data or documentation collected, provide an opportunity for follow-up questions from the visit, to ensure transparency, and to promote a clear understanding of the next steps following the mission. The team should not provide direct recommendations at this point.

The team will conduct interviews and focus groups following standard practices of confidentiality and following guidelines on how to conduct interviews. The team may record the conversations only with prior consent from the interviewee. In case of any visit, pictures of events and meetings are highly recommended (with the prior consent of participants), especially when focus group discussions take place.

All interview notes will be processed in Microsoft OneNote, providing the overall notes, key findings and links to relevant report sections.

### 3. REPORTING: WRITING UP THE FINDINGS

The key product of the four main case studies will be a report according to a template. The report should be prepared as close after the visit as possible and should contain annexes with the list of people interviewed, supporting evidence, etc.). The report should include key findings from the mission which are pertinent to the evaluation matrix questions. It should be organized according to chapter headings in the final evaluation report and include a narrative which presents findings and evidence.

A draft version of the country report will be shared with the relevant NDA so he/she can check factual errors. The NDA should be informed that the document will be shared and included as annexes in the draft evaluation report that is circulated for review and comments, and it will eventually be published. The NDA comments will be expected with a short turnaround. If comments are not received within the agreed period, the report should be considered final. No recommendations are expected for the country itself although the country visit report should include suggested recommendations that could be applicable at the Fund level.

For the remaining countries where inputs will be collected only through interviews, the interview notes will be the main product.

## C. GENERAL INTERVIEW GUIDELINES

The approach for the country engagement interviews should be guided by some general considerations. The conversation should start with a very few broad questions about the person's own role/job/relationship with the GCF. Then you know who you are talking to and get a sense of which of our topics they are most likely to be knowledgeable about. After the general overview questions, please follow up with more focused/targeted questions. The question templates below follow this structure.

It is also important to consider that in-country stakeholders are likely to be very knowledgeable about a particular GCF project or process (for example their experience with readiness, rather than with the RPSP in general). The key is to frame questions in a way that targets their own knowledge and experience, but bridges to our identified research questions.

### 1. INTERVIEWING TECHNIQUES

Other interviewing tips and techniques include:

- Ask questions which are concrete and grounded in interviewees' own knowledge and experience. Avoid abstract or academic questions if the interviewee cannot fully participate at that level. This may mean "translating" our broader evaluation questions into ones which are

more targeted at the level of knowledge or the Fund’s in-country track record. For example, they may not be familiar with the GCF commitment to “country ownership”, but you can rephrase it into something like “who was in the driver’s seat when the proposal was being drafted?”.

- Let the conversation flow naturally. Although there is this interview guide, it is not meant to be a survey questionnaire, and the approach should be more open-ended and flexible. It is acceptable and even encouraged to let the conversation flow naturally and conversationally. Feel free to skip around the interview guide (or matrix), modify questions to fit the local context, or otherwise improvise. The important point is to cover the key topics which the interviewee can speak about, and not to rush through issues that hold more priority or relevance to the stakeholder.
- Feel free to ask novel questions which are very specific to the person, project, or country at hand, so long as your own questions bridge to the overall scope of the evaluation.
- Listen actively, with follow-up questions and probes to elucidate more details.

## 2. PROCESSING GUIDELINES

Overview of qualitative data management guidelines:

- Please summarize key insights from interviews under each topic heading.
- Any specific direct quotes that could potentially be of interest for use in the report should be marked with quotation marks “ ”.
- Feel free to add your own comments or analysis from the interview; however, if you do so, please mark them with your initials and make it absolutely crystal clear that this is your interpretation, not that of the interviewee.
- If you have typewritten interview notes that do not follow the topic headings, please cut-and-paste key passages/insights from your notes into the template.

## D. SUGGESTED INTERVIEW QUESTIONS BY STAKEHOLDER GROUP

### a. NDAs

#### **Introductory questions**

- 1) What is your name and position?
- 2) How are you involved with the GCF?
- 3) For how long have you been in this position? (Were you involved with the GCF before that?)

#### **Country-specific questions**

- 4) How would you define climate change adaptation? (1.3)
- 5) To what extent does your country feel it has set priorities and is unified to address climate adaptation issues with an agenda? (1.1.3 and 1.1.4)
- 6) To what extent are the needs mapped? (1.2)

#### **Project-specific questions**

- 7) Tell us about the GCF projects [FPXXX]? How is the collaboration with the AE and the ministry proceeding?

#### **Strategy and policy questions**

- 8) Is the Fund’s current strategic approach to climate adaptation relevant given your country’s capacities to adapt to climate change? (3.1.1)

- 9) The country also received readiness support (if applicable). Has the GCF NAP helped to improve national/sub-national adaptation policymaking? If so, how?
- 10) Would you say that the GCF approach to adaptation is aligned with country-level adaptation approaches (climate change policies, strategies, plans, NAPAs, NAPs, etc.), and vice versa? (3.2.3)
- 11) Are the Fund's adaptation strategy and policies accessible and clear? (3.1.4)
- 12) To what extent do the current GCF adaptation approaches anticipate your country's future needs with respect to adaptation? (3.1.5)
- 13) What makes the GCF unique? And in your experience, how is the GCF adaptation approach distinct from other development strategies? Please provide concrete examples.

#### **Business model, structure and performance questions**

- 14) Do you feel that the GCF accredited entities (IAEs & DAEs) are numerous enough and appropriate for delivering the climate action needed? Is there a right balance of composition in terms of types of entities? Are there obvious entities missing? Are there entities that did not receive approval, and why not? (5.1)
- 15) How well have GCF projects (including pipeline) involved national entities, including the private sector (such as companies and consultants)? (4.3.1)
- 16) Is there room for improvement here? In which sectors, themes and/or structures can the private sector potentially play a key role in adaptation in your country? (4.3.3)

#### **Innovation, risk and forward-looking questions**

- 17) Where has GCF support been most innovative in the climate adaptation space? Where has the GCF not been innovative? And why? (7.2.3)
- 18) Based on your experience and knowledge of the GCF, what should the Fund's role be compared to other climate funds in adaptation, going forward? (2.2.3)
- 19) What realistic changes would you like to see the GCF make in order to make this more likely? (2.3.1)
- 20) What would you advise the GCF to do differently?

#### **b. Accredited entities**

“AEs” are intermediary agencies responsible for the oversight and governance of a programme, such as United Nations Development Programme. They may be more likely to be able to speak more directly to global-level matters.

#### **Introductory questions**

- 1) What is your name and position?
- 2) How are you involved with the GCF?
- 3) For how long have you been in this position? (Were you involved with the GCF before that?)

#### **Country-specific questions**

- 4) How would you define climate change adaptation? (1.3) How does a climate change adaptation project differ from a general development project?
- 5) To what extent do you feel [country name] has set priorities and is unified to address climate adaptation issues with an agenda? (1.1.3 and 1.1.4)
- 6) To what extent are the needs mapped? (1.2)

#### **Project-specific questions**

- 7) What is the experience of [AE name] in adaptation financing and the execution of projects?

- 8) In case of project: tell us about the GCF project [FPXXX]. How is the collaboration with the GCF and the ministry proceeding?
- 9) In case of proposed project: tell us about the proposed GCF project. What is the design and its targets? And how far has the proposal progressed in the GCF project cycle?
- 10) If applicable: [country name] also received readiness support (if applicable). Has the GCF NAP helped to improve national/sub-national adaptation policymaking? If so, how?

#### **Strategy and policy questions**

- 11) Are the Fund's adaptation strategy and policies accessible and clear? (3.1.4)
- 12) What makes the GCF unique? And in your experience, how is the Fund's adaptation approach distinct from other development strategies? Please provide concrete examples.
- 13) Would you say that the GCF approach to adaptation is aligned with country-level adaptation approaches (climate change policies, strategies, plans, NAPAs, NAPs, etc.), and vice versa? (3.2.3)
- 14) To what extent do the current GCF adaptation approaches anticipate [country name's] future needs with respect to adaptation? (3.1.5)

#### **Business model, structure and performance questions**

- 15) Does the GCF business model make sense to you? (5.3)
- 16) Do you feel that the GCF accredited entities (IAEs & DAEs) are numerous enough and appropriate for delivering the climate action needed in [country name]? Is there a right balance of composition in terms of types of entities? (5.1)
- 17) How has the GCF influenced your current approach to climate adaptation, if at all? (5.1.3)
- 18) How well have GCF projects (including pipeline) involved national entities, including the private sector (such as companies and consultants)? (4.3.1)
- 19) Is there room for improvement here? In which sectors, themes and/or structures can the private sector potentially play a key role in adaptation in your country? (4.3.3)

#### **Impact**

- 20) Was it clear to you what the Fund's expectations were in terms of explaining the project's impact? Is there sufficient guidance to assess expected results?
- 21) What do you see as the key results and societal impacts so far?
- 22) Do you feel the results and impacts are in line with expectations, so far? Why (not)?

#### **Innovation, risk and forward-looking questions**

- 23) Where has GCF support been most innovative in the climate adaptation space? Where has the GCF not been innovative? And why? (7.2.3)
- 24) Based on your experience and knowledge of the GCF, what should the Fund's role be compared to other climate funds in adaptation going forward? (2.2.3)
- 25) What realistic changes would you like to see the GCF make in order to make this more likely? (2.3.1)
- 26) What would you advise the GCF to do differently?

### **c. Executive entities**

“Executing entities” (EEs) are national agencies (or companies) managing the implementation/operations of a funded project or programme. They may be more likely to be focused on practical project management matters. In addition to the questions below, it will always help your preparation to formulate project-specific questions.

### **Introductory questions**

- 1) What is your name and position?
- 2) How are you involved with the GCF?
- 3) For how long have you been in this position? (Were you involved with the GCF before that?)

### **Country-specific questions**

- 4) How would you define climate change adaptation? (1.3) How does a climate change project differ from a general development project?
- 5) To what extent do you feel [country name] has set priorities and is unified to address climate adaptation issues with an agenda? (1.1.3 and 1.1.4)
- 6) To what extent are the needs mapped? (1.2)

### **Project-specific questions**

- 7) Tell us about the GCF project [FPXXX].
  - a) What is your organization's role?
  - b) What is the status?
  - c) How is the cooperation with the involved AE?
  - d) How is the collaboration with the GCF and the ministry proceeding?
  - e) What are the targeted impact results? How does this help in adapting to climate change?
  - f) How is progress towards impact targets monitored and measured?
- 8) What is the other experience of [EE name] in adaptation financing and execution of projects?

### **Strategy and policy questions**

- 9) Are the Fund's adaptation strategy and policies accessible and clear? (3.1.4)
- 10) What in your view makes the GCF unique? And in your experience, how is the Fund's adaptation approach distinct from other development strategies? Please provide concrete examples.
- 11) To what extent do the current GCF adaptation approaches anticipate [country name's] future needs with respect to adaptation? (3.1.5)

### **Business model, structure and performance questions**

- 12) How well have GCF projects (including pipeline) involved national entities, including the private sector (such as companies and consultants)? (4.3.1)
- 13) Is there room for improvement here? In which sectors, themes and/or structures can the private sector potentially play a key role in adaptation in your country? (4.3.3)

### **Impact**

- 14) Was it clear to you what the Fund's expectations were in terms of explaining the project's impact? Is there sufficient guidance to assess expected results?
- 15) What do you see as the key results and societal impacts so far?
- 16) Do you feel the results and impacts are in line with expectations so far? Why (not)?

### **Innovation, risk and forward-looking questions**

- 17) What would you advise the GCF to do differently?

#### **d. Government agencies**

“Government agencies” are public sector institutions that directly or indirectly interact with country-level adaptation projects and/or topics. They may be more likely to be focused on issues related to

defining country needs but may also have ties to project implementation depending on specific agencies and the individual roles of interviewees.

### **Introductory questions**

- 1) What is your name and position?
- 2) How are you involved with the GCF?
- 3) For how long have you been in this position? (Were you involved with the GCF before that?)

### **Country-specific questions**

- 4) How would you define climate change adaptation? (1.3) How does a climate change project differ from a general development project?
- 5) To what extent do you feel [country name] has set adaptation priorities and is ready to address climate adaptation issues with an agenda? (1.1.3 and 1.1.4)
- 6) To what extent are [country name's] climate adaptation needs mapped out, including both current and future needs? (1.2 and 3.1.5)

### **Project-specific questions**

- 7) Are you familiar with [FPXXX]? If so, would you tell us about the GCF project [FPXXX]? How is the collaboration with the GCF and the AE proceeding?
- 8) To what extent is [FPXXX] reaching specific recipient groups in your country that are most in need, with respect to climate change adaptation? (4.2.3)
- 9) *If applicable*: [Country name] also received readiness support. Has the GCF NAP helped to improve national/sub-national adaptation policymaking? If so, how? (3.2.4)

### **Strategy and policy questions**

- 10) Is the Fund's current strategic approach to climate adaptation relevant given your country's capacities to adapt to climate change? (3.1.1)
- 11) Are the Fund's adaptation strategy and policies accessible and clear? (3.1.4)
- 12) To what extent do the current GCF adaptation approaches anticipate your country's future needs with respect to adaptation? (3.1.5)
- 13) Would you say that the GCF approach to adaptation is aligned with country-level adaptation approaches (climate change policies, strategies, plans, NAPAs, NAPs, etc.), and vice versa? (3.2.3)
- 14) What makes the GCF unique? And in your experience, how is the GCF adaptation approach distinct from other development strategies? Please provide concrete examples.

### **Business model, structure and performance questions**

- 15) Has the GCF effectively attracted co-finance or been able to leverage financing from the public sector in your country for adaptation projects? (4.2.5)
- 16) Do you feel that the GCF accredited entities (IAEs & DAEs) are numerous enough and appropriate for delivering the climate action needed? Is there a right balance of composition in terms of types of entities? Are there obvious entities missing? Are there entities that did not receive approval, and why not? (5.1)

### **Innovation, risk and forward-looking questions**

- 17) What innovations are needed in your country to adapt to climate change? And how does – or can – the GCF contribute to meeting these needs? (7.2.2)
- 18) Where has GCF support been most innovative in the climate adaptation space? Where has the GCF not been innovative? And why? (7.2.3)

- 19) To what extent has the GCF been able to mobilize public sector funds for de-risking projects and/or programmes? (7.1.4)
- 20) Based on your experience and knowledge of the GCF, what should the Fund's role be compared to other climate funds in adaptation going forward? (2.2.3)
- 21) What realistic changes would you like to see the GCF make in order to make this more likely? (2.3.1)
- 22) What would you advise the GCF to do differently?

### **e. Private sector organizations**

“PSOs” are companies that directly or indirectly interact with country-level adaptation projects and/or topics. They are an important source of information on the potential role of the private sector in adaptation, provide an outside view on the GCF ecosystem, and may provide important insights in their experiences in engaging with the GCF regarding accreditation.

#### **Introductory questions**

- 1) What is your name and position?
- 2) How are you involved with the GCF?
- 3) For how long have you been in this position? (Were you involved with the GCF before that?)

#### **Business-specific questions**

- 4) How would you define climate change adaptation? (1.3) How does a climate change project differ from a general development project?
- 5) How is your company focused on, and active in, climate change adaptation? (4.3)
- 6) In which countries, sectors, themes and/or structures can the private sector potentially play a key role in adaptation? (4.3)

#### **Country-specific questions**

- 7) To what extent do you feel [country name] has set priorities and is unified to address climate adaptation issues, with an agenda that sets out the role of the private sector? (1.1.3 and 1.1.4)
- 8) To what extent are needs mapped, including the investment requirement from the private sector? (1.2)

#### **Project-specific questions**

- 9) What is the experience of [name] in adaptation financing and the execution of projects?
- 10) *In case of proposed project:* tell us about the proposed GCF project. What is the design and its targets? And how far has the proposal progressed in the GCF project cycle?

#### **Strategy and policy questions**

- 11) Are the Fund's adaptation strategy and policies known to you, accessible and clear? (3.1.4)
- 12) What makes the GCF unique? And in your experience, how is the GCF adaptation approach distinct from other development strategies? Please provide concrete examples.

#### **Business model, structure and performance questions**

- 13) Does the GCF business model make sense to you? (5.3)
- 14) How well have GCF projects (including pipeline) involved national entities, including the private sector (such as companies and consultants)? (4.3.1)
- 15) Is there room for improvement here?
- 16) Do you think the GCF is effective in attracting co-finance from the private sector in your country for adaptation projects? (4.2.5)

### **Innovation, risk and forward-looking questions**

- 17) Based on your experience and knowledge of the GCF, what should the Fund's role be compared to other climate funds in adaptation going forward? (2.2.3)
- 18) What realistic changes would you like to see the GCF make in order to make this more likely? (2.3.1)
- 19) What would you advise the GCF to do differently?

### **f. Civil society organizations and academia**

“CSOs” are non-profit organizations, think-tanks, or other non-corporate, non-governmental agencies that work in or around the climate (adaptation) space. They may be more likely to have a focus on issues related to individual group needs but may also have ties to project implementation depending on specific organizations and individual roles of interviewees.

“Academia” includes any individuals associated with and/or employed by a university. They may focus on issues of climate change, adaptation, climate finance or other related (sub-)topics, such as development, economics or an environmental science.

#### **Introductory questions**

- 1) What is your name and position?
- 2) How are you involved with the GCF?
- 3) For how long have you been in this position? (Were you involved with the GCF before that?)

#### **Organization-specific questions**

- 4) What does your organization (or institution) do in the realm of climate change adaptation?
- 5) How would you define climate change adaptation? (1.3) How does a climate change project differ from a general development project?
- 6) For academic interviewees: How is adaptation conceptualized in the academic and policy literature? (i.1)
- 7) For civil society interviewees: What are the tensions and omissions between how adaptation is conceptualized and projects are conceived, and how adaptation ideas and projects are implemented? (i.2)

#### **Organization-specific questions**

- 8) To what extent do you feel [country name] has set the right priorities and is ready to address climate adaptation issues? (1.1.3 and 1.1.4)

#### **Project-specific questions**

- 9) In case of project: tell us about the GCF project [FPXXX]. How is the collaboration with the GCF and your organization proceeding?
- 10) In case of proposed project: tell us about the proposed GCF project. What is the design and targets? And how far has the proposal progressed in the GCF project cycle?
- 11) To what extent is [FPXXX] reaching specific recipient groups in your country that are most in need with respect to climate change adaptation? (4.2.3)

#### **Strategy and policy questions**

- 12) Are the Fund's adaptation strategy and policies accessible and clear? (3.1.4)
- 13) What makes the GCF unique? And in your experience, how is the GCF adaptation approach distinct from other development strategies? Please provide concrete examples. (3.1.2)
- 14) To what extent do the current GCF adaptation approaches anticipate [country name's] future needs with respect to adaptation? (3.1.5)

- 15) Would you say that the GCF approach to adaptation is aligned with country-level adaptation approaches (climate change policies, strategies, plans, NAPAs, NAPs, etc.), and vice versa? (3.2.3)

**Business model, structure and performance questions**

- 16) Is the GCF targeting resources at the right countries and regions, topics, communities etc.? If not, what do you think is preventing the GCF from doing so? (5.4.1)
- 17) Does the GCF produce public goods – such as research – on adaptation that you find useful? If so, which ones and why? (5.4.4)
- 18) Have GCF investments in adaptation been sufficiently new and additional? (4.2.4)
- 19) To your knowledge, does the GCF sufficiently connect and partner with adaptation experts within broader communities of practice? If so, how? And if not, what would you recommend the GCF do? (6.2.4)

**Innovation, risk and forward-looking questions**

- 20) Where has GCF support been most innovative in the climate adaptation space? Where has the GCF not been innovative? And why? (7.2.3)
- 21) Based on your experience and knowledge of the GCF, what should the Fund's role be compared to other climate funds in adaptation going forward? (2.2.3)
- 22) What realistic changes would you like to see the GCF make in order to make this more likely? (2.3.1)
- 23) What would you advise the GCF to do differently?



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