

Independent Evaluation of the Pilot Program for Climate Resilience (PPCR) of the Climate Investment Funds (CIF)



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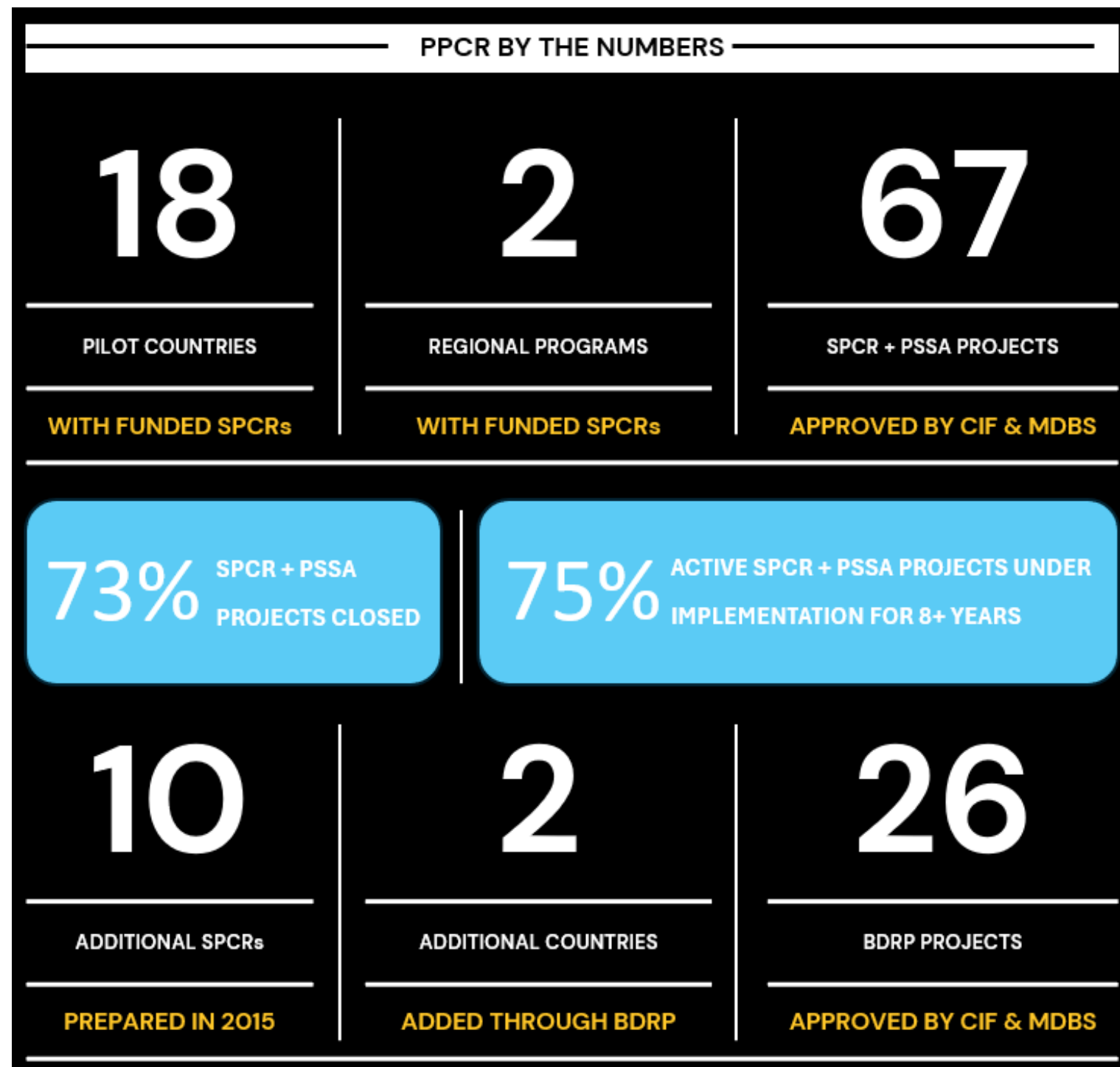
Evaluation background

Evaluation overview

Summative evaluation of PPCR, serving both learning and accountability functions.

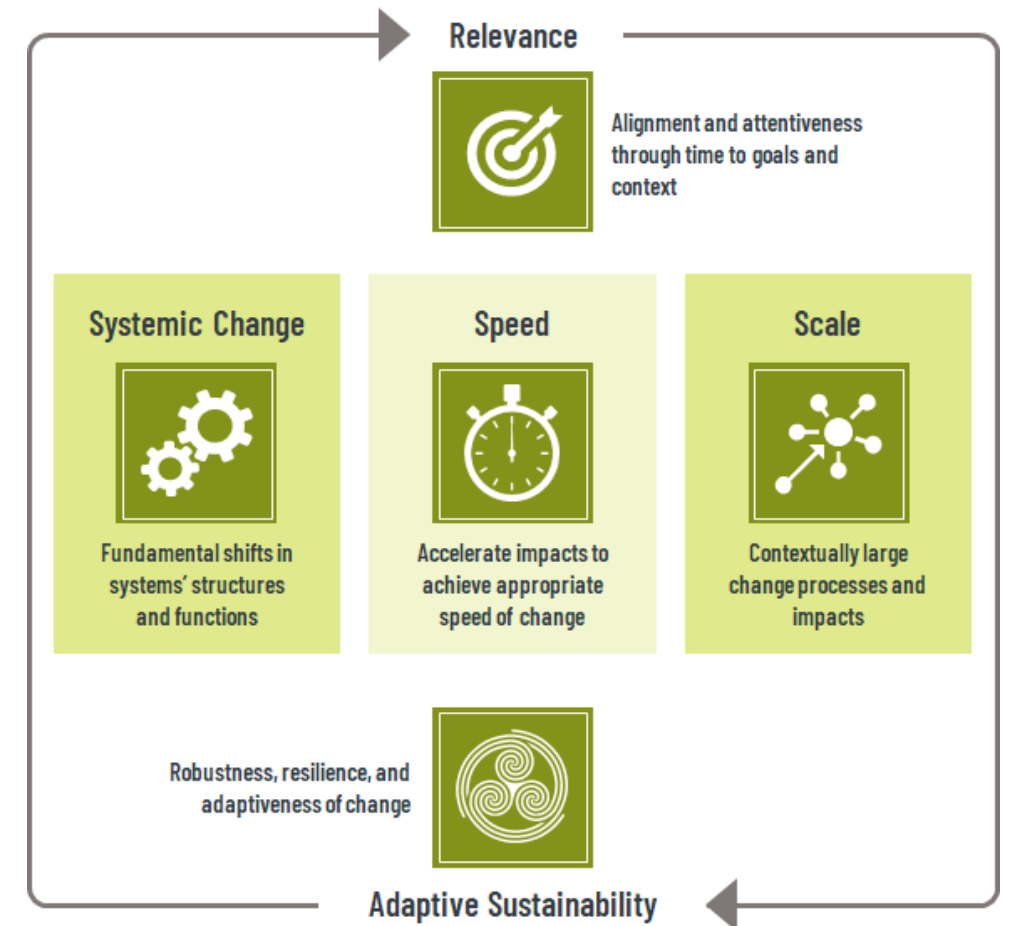
Focus on factors that enabled or constrained PPCR's contribution to transformational change, including PPCR's relevance, effectiveness, results, efficiency, and sustainability.

Opportune time to evaluate PPCR, as the portfolio is highly mature and the climate finance landscape has changed significantly since PPCR began in 2008.



Evaluation design and methods

- **Theory-based**, using a retrospective theory of change for PPCR and a transformational change conceptual framework
- **Multiple methods** applied across **multiple levels** (portfolio, country, and project) including:
 - Systematic review (narrative synthesis) of all SPCR, project designs, and project completion reports
 - Secondary literature synthesis of 60+ documents from CIF, MDBs, and others
 - Analysis of quantifiable results across completed and ongoing projects (including but not limited to CIF results data)
 - Country case studies in Bolivia, Cambodia, Mozambique, Nepal, and Samoa
 - Ex-post project sustainability and resilience studies in Bangladesh, Mozambique, and Samoa
 - Consultations with 500 people, with emphasis on hearing the voices most affected by PPCR's work



Key Findings

PPCR advanced climate resilience through:

- Pioneering programs, planning and investments, and modernized climate information services
- Demonstrating new, innovative, and effective ways to embed climate resilience into national development

While PPCR contributed to transformational change, it sometimes missed opportunities to deepen systemic change, enhance private sector engagement, increase scale, and strengthen long-term sustainability



Relevance

Relevance of PPCR in climate finance landscape



PPCR was the first large-scale resilience program in the world at its launch, pioneering many new approaches to climate resilience.

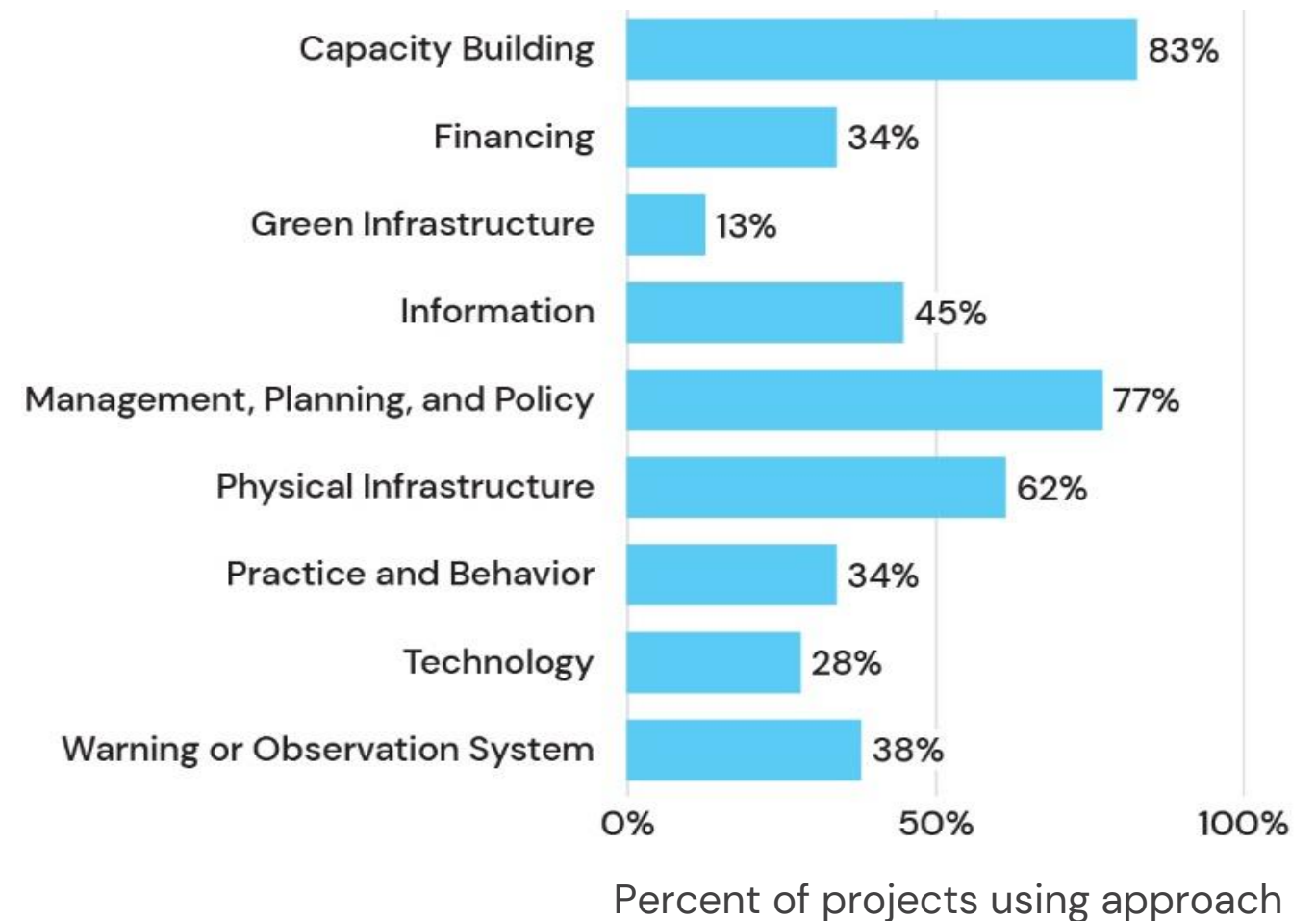
- PPCR's financing was three times larger on average per project than other multilateral climate funds, prior to the launch of the GCF.
- The CIF was the only multilateral climate fund financing private sector adaptation projects until the GCF became operational.

Testimonials from MDB interviewees

"PPCR was instrumental because it shifted the focus to adaptation."

"PPCR allowed us to be creative and try things [in private adaptation investments]."

Adaptation approaches used in PPCR projects



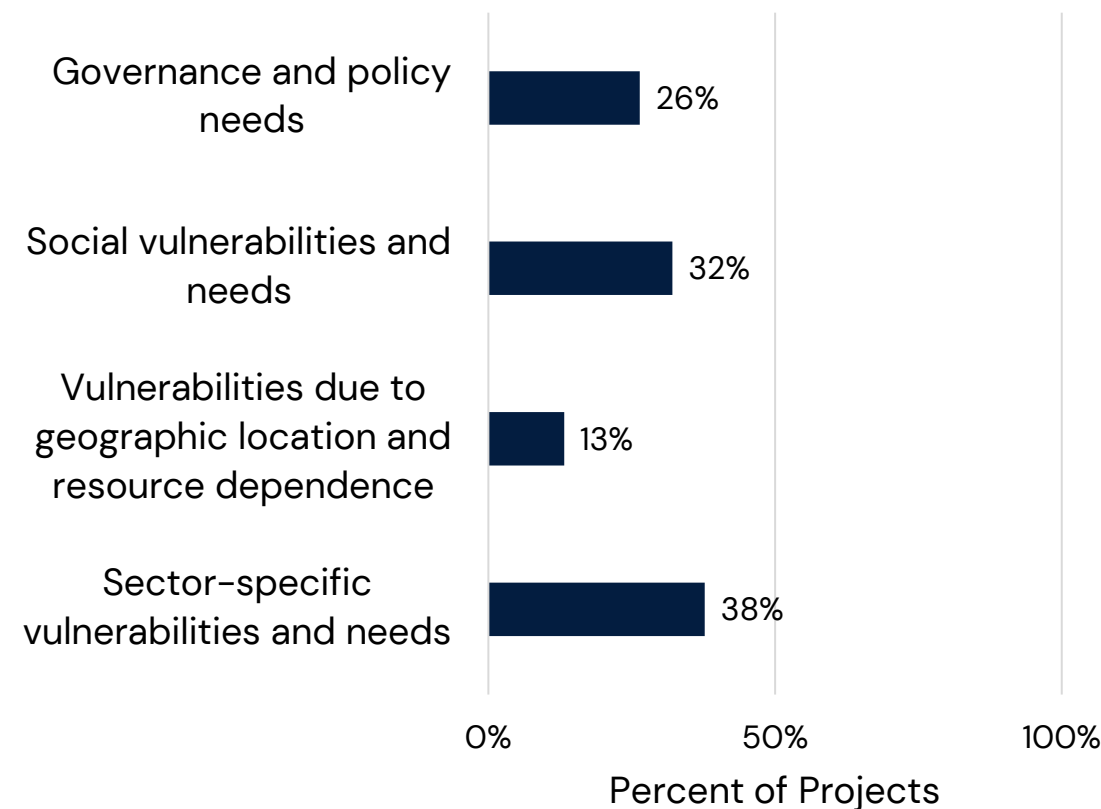
Addressing country climate resilience needs and vulnerabilities



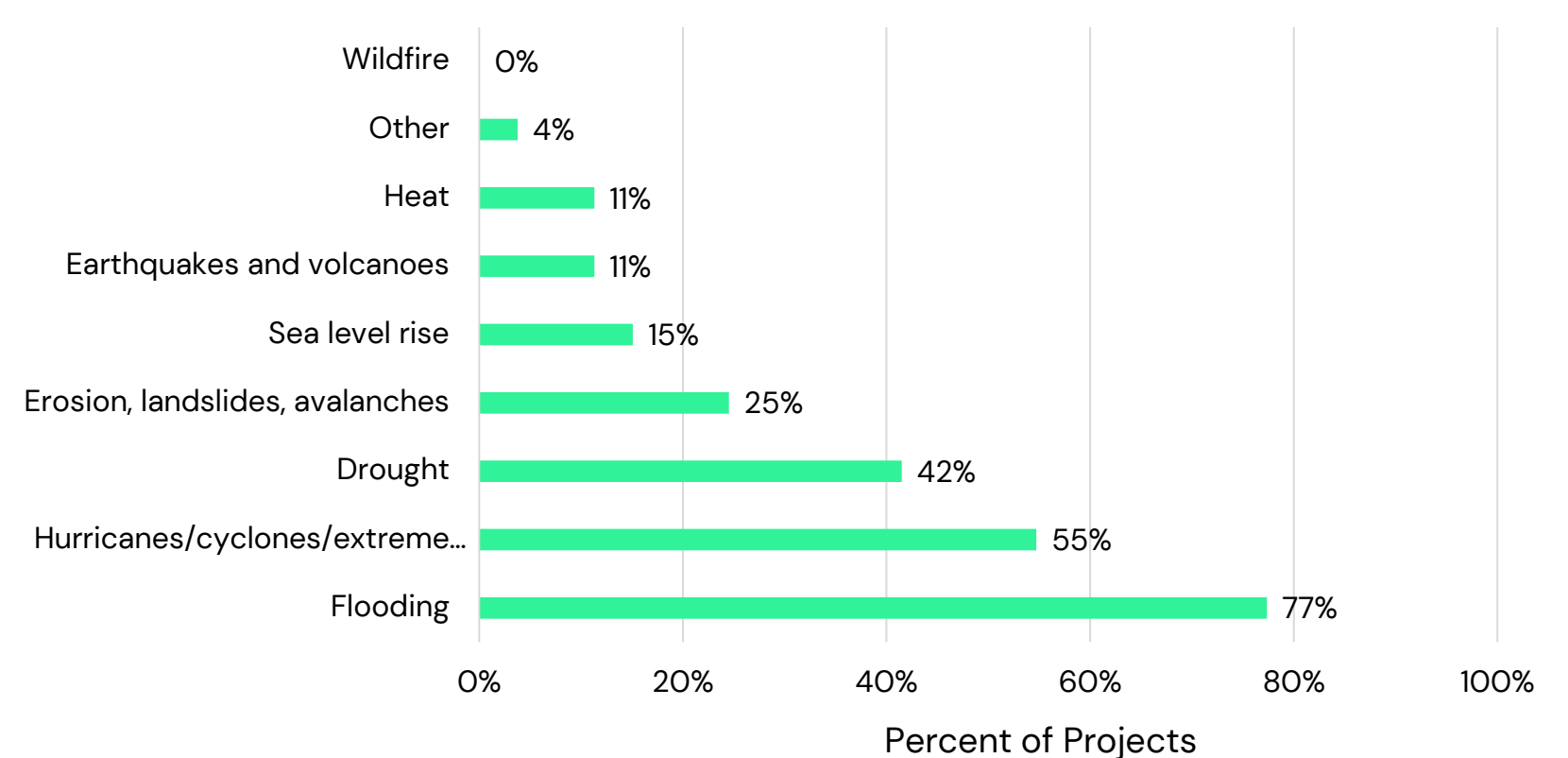
PPCR programs and projects matched pilot countries' climate resilience needs at national and local levels.

PPCR expanded its focus on gender equitable and inclusive outcomes since its inception, but there is room to ensure PPCR benefits are distributed more widely and equitably.

Vulnerabilities and needs addressed in PPCR projects



Hazards addressed in PPCR projects



Programming modalities

PPCR's programmatic approach made countries' climate resilience investments strategic and predictable, ensuring government buy-in.

- Certainty, scale, and concessionality helped attain high-level buy-in.
- Participatory and multi-sectoral dialogues to develop SPCRs contributed to climate-resilient development.

Programmatic coordination was sometimes undermined in implementation.

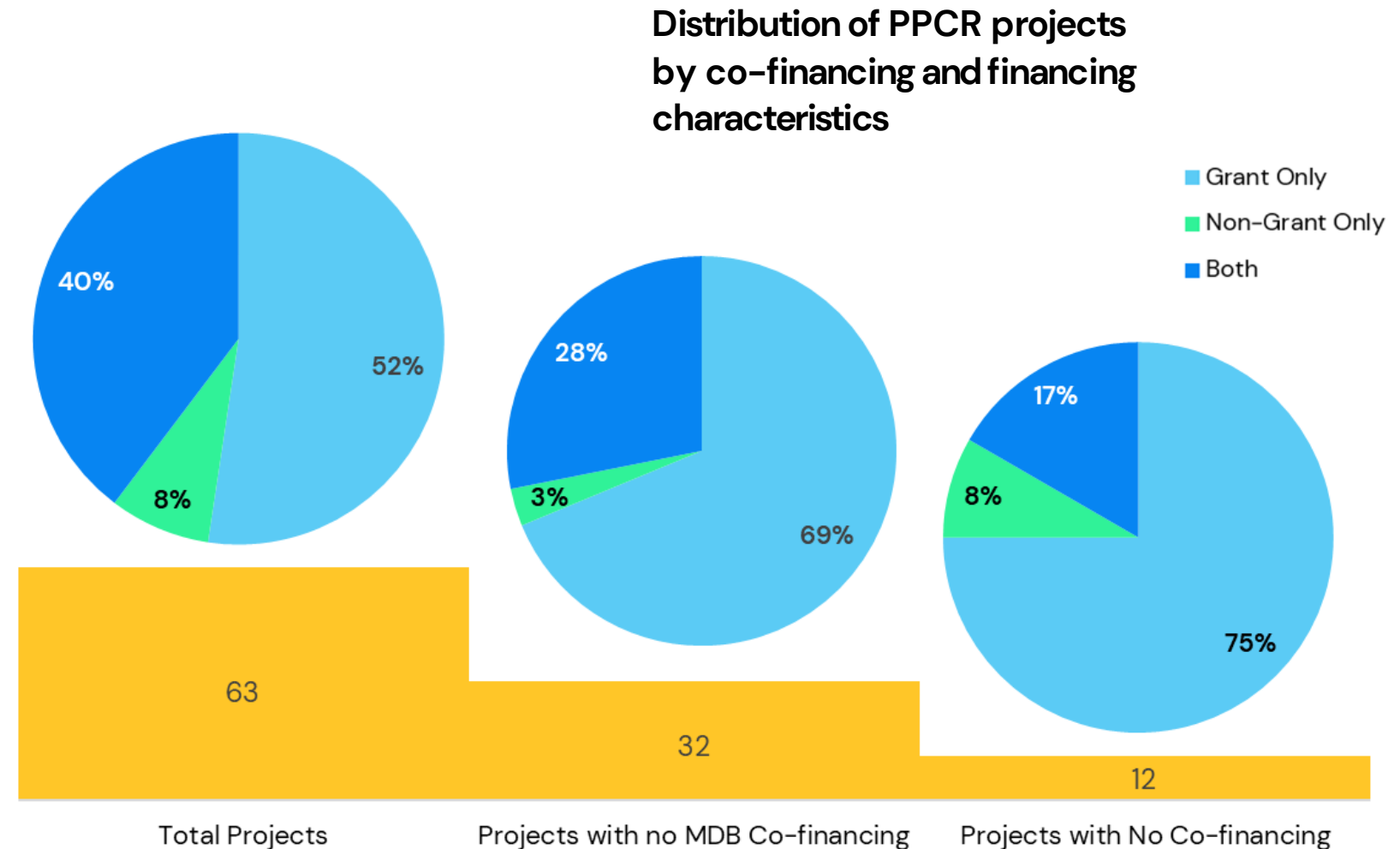
- This happened when coordination mechanisms were not embedded in government processes, when sector ministries led coordination, and when roles for coordination were unclear—hindering synergies and learning.



Financing modalities

PPCR's prevalence of grants aligned with the program's intent and countries' needs.

- Grants financed SPCR and project preparation and nearly two-thirds (64%) of PPCR investments.
- PPCR faced challenges in securing MDB co-financing, especially for grant-only projects. More than half of projects did not have any MDB co-financing.
- Most co-financing commitments were delivered by project close.



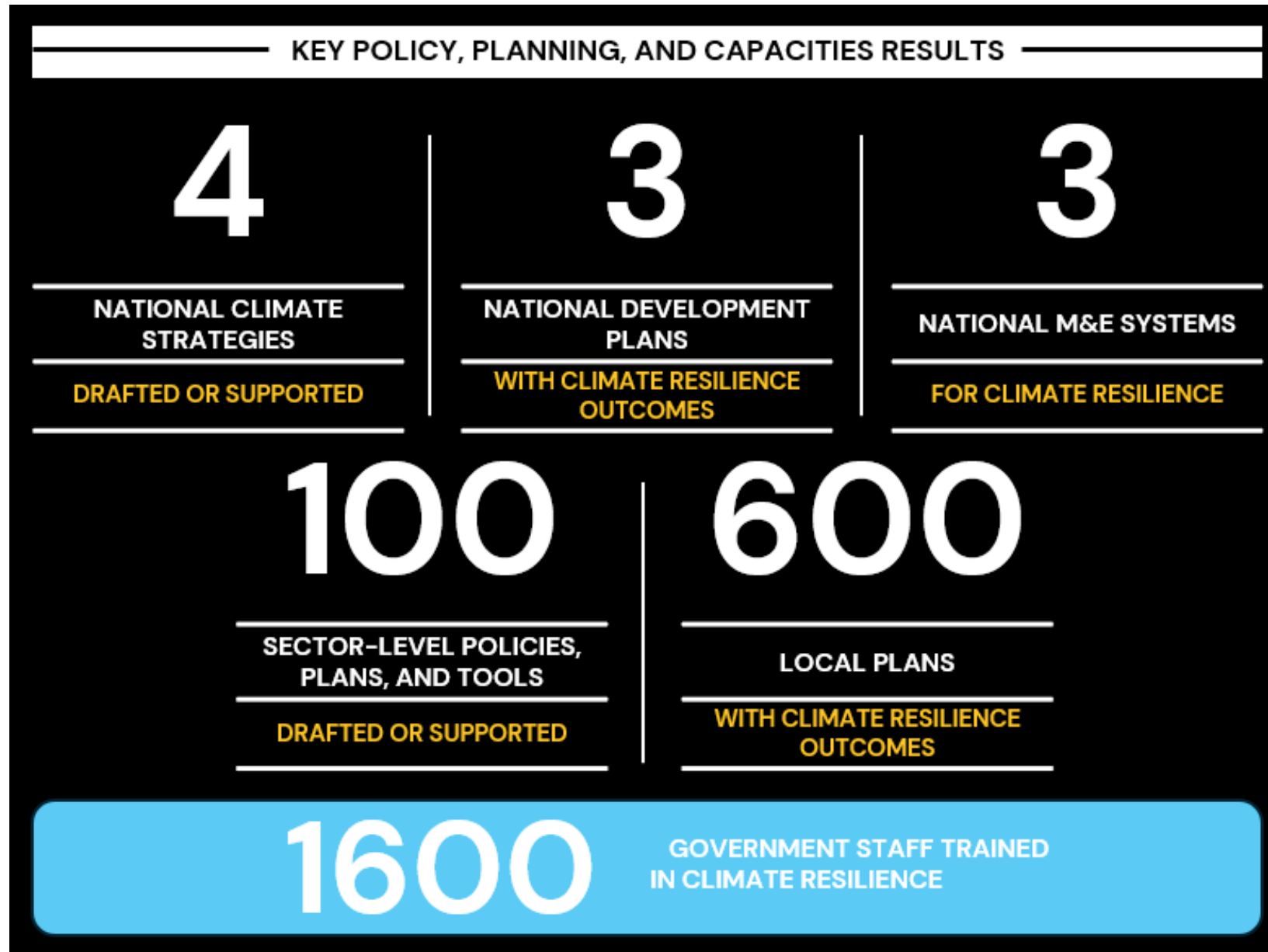
Source: Evaluation team own analysis of PPCR project database, with additional validation of co-financing amounts at MDB approval against MDB Board-approved project proposals.

Note: Total number of projects is slightly lower than counts in other CIF reports because the unit of analysis is MDB parent projects.



Results, effectiveness, and efficiency

Policy, planning, and institutional capacities



PPCR successfully integrated climate resilience into national, sectoral, and local planning through strong leadership and complementary investments.

Some countries enhanced mainstreaming efforts through country coordination mechanisms for climate adaptation and resilience.

- Yet, PPCR struggled to translate climate resilience plans into action. Some projects relied on environmental ministries to deliver mainstreaming, which was less effective. Projects also did not focus enough on creating institutional incentives.

Adaptive capacities



PPCR delivered local benefits to rural and urban communities.

- Although only about half of projects measured adaptive capacity, those that did often reported positive results.

Locally-led, bottom-up approaches to adaptation yielded positive results, especially when complemented by interventions above the community level.

- Strong partnerships with CSOs and community facilitators played catalytic roles in building trust and cohesion.



Transportation and other infrastructure

PPCR projects were particularly successful in improving climate resilience of infrastructure.

- PPCR contributed to making approximately 2,000 km of climate-resilient roads and at least 10 bridges more resilient to climate hazards.
- Infrastructure projects improved access to markets, social services, and disaster management services.
- Some PPCR projects missed opportunities to complement climate-proof infrastructure with improved technical standards to enhance scale and achieve systems change.



Climate information services

PPCR modernized and expanded climate data collection and management in pilot countries.

- PPCR financing contributed to the establishment, rehabilitation, and operation of more than 2,500 hydromet/agromet stations and related equipment.
- However, capacity constraints in NHMS agencies limited the benefits from these interventions.
- PPCR's contributions to improved climate information, products, and services directly supported approximately 1 million people.



Private sector engagement



PPCR's private sector adaptation efforts did not meet expectations because of competing public sector demands and an unproven business record.

- A small percentage of PPCR financing has gone to private sector projects.
- Less than half of 18 pilot countries allocated SPCR resources for private sector projects.
- The Private Sector Set-Aside (PSSA) modality had limited success in addressing these tendencies.
- Proven and standardized business models for adaption were lacking, and low-income countries had less developed business environments.
- Most MDBs had limited experience in private sector investments in adaptation.

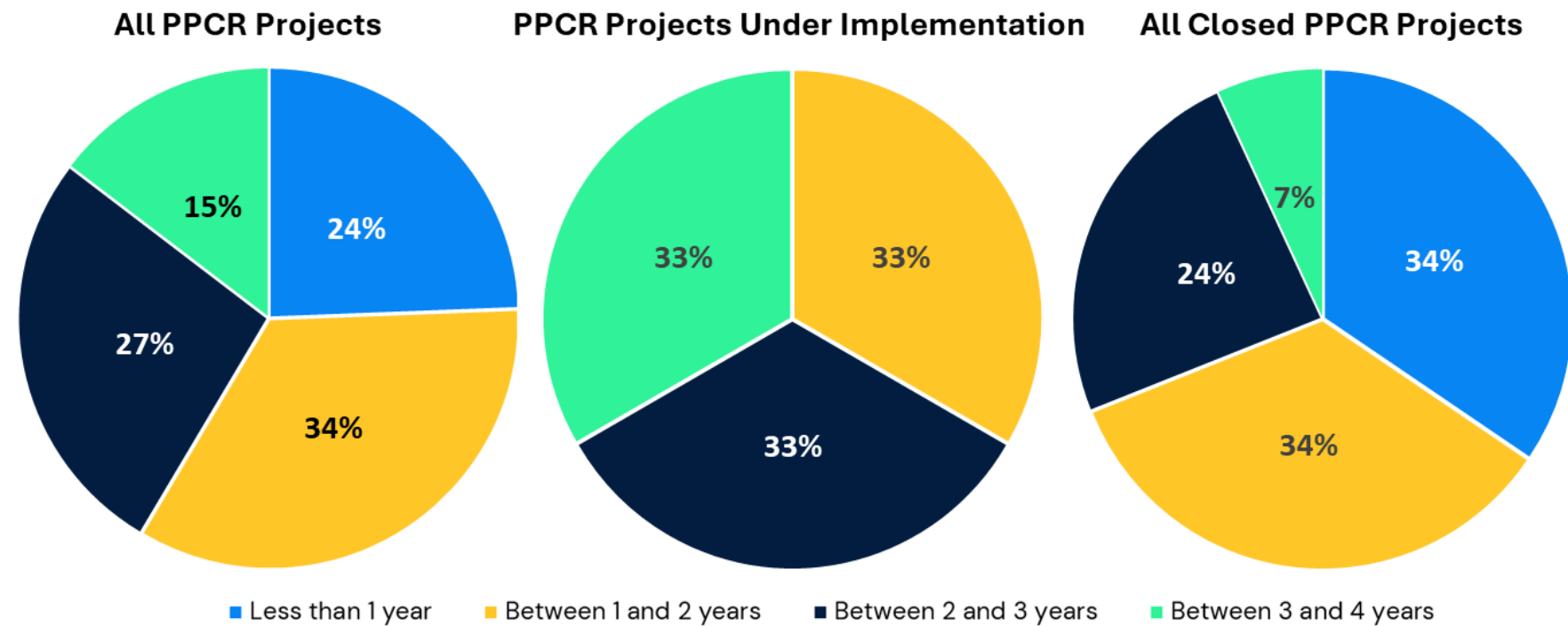
In successful projects, technical assistance helped demonstrate the viability of private sector adaptation projects and ensured inclusive benefits, especially when supported by locally trusted partners.

Efficiency

Most PPCR projects were delayed, especially in low-capacity contexts, but extended timelines helped projects deliver intended outcomes.



Extent of project extensions in PPCR projects, compared to original closing dates



PPCR projects have been cost-effective according to standard benchmarks.

- Most closed projects had positive rates of return.
- Agricultural projects in Niger, Tajikistan, and Zambia delivered economic benefits that outweighed their costs.



Transformational change

Planning for transformational change

Project designs did not match the transformational ambitions of country investment plans.

- SPCRs served as an important first step in defining transformational ambitions, but just half of project designs discussed the transformational intention of the proposed interventions.
- Projects paid moderate attention to systems thinking, but missed some opportunities to more fully integrate activities across economic, ecological, and social systems.
- Fewer than half of PPCR projects included explicit plans for scaling up project benefits.



Transformational pathways



Projects that integrated policy, capacity, and investment approaches across multiple administrative levels showed the greatest transformational potential.

- PPCR projects in several countries piloted and demonstrated successful sub-national approaches, built capacity at sub-national and national levels, and influenced national policy reforms.

MDBs have served as the main engine for scaling up investments, due to lack of private finance and limited government budgets.

- For about half of closed public sector projects, MDBs have approved operations that follow on from or are substantially informed by PPCR lessons.



Ex. Climate-resilient watershed management in Bolivia.



Ex. Climate-resilient road standards in Mozambique.



Adaptive sustainability

Drivers of sustainability

Fewer than a quarter of closed projects addressed all four drivers of sustainability: resources, partnerships, capacities, and ownership.

Limited capacity and high staff turnover further undermined project sustainability.

Governments struggled to sustain the operation and maintenance of some PPCR equipment after projects closed.



Long-term sustainability



Many PPCR outcomes were sustained for up to five years after projects close, but longer-term sustainability may be elusive.



High ownership helped sustain community spring pools in Samoa and agricultural production levels.

Country	Project (MDB)	Adaptive Sustainability Rating	Sustainability Drivers			
			Ownership	Partnership	Capacity	Resources
Bangladesh	Coastal Climate Resilient Infrastructure Project (ADB)	Roads: Moderate	High	Moderate	Moderate	Low
		Markets: Low	Moderate	Low	Moderate	Low
Mozambique	Sustainable Land and Water Resource Management Project (AfDB)	Moderate	High	Low / Moderate	Moderate	Low
Samoa	Enhancing Climate Resilience of Coastal Resources and Communities Project (World Bank)	High / moderate	High	Moderate	Moderate	Low

One market in Bangladesh eroded into the river months after completion.





Lessons for future programming

Lessons for future programs



Future programs should strengthen key features of the PPCR's programmatic approach.

Future programs must do more to attract private sector investments.

Future programs should develop realistic plans to scale interventions from the outset.

Future programming should take a systems-oriented approach that uses a variety of approaches across multiple administrative levels.

Future programs must improve design and exit planning to enhance the sustainability of project outcomes and long-term climate resilience.

