

Independent evaluation of the effectiveness of the Integrated Investment Frameworks

The purpose of this evaluation is to assess the effectiveness of the Integrated Investment Frameworks (IIFs) in supporting resource mobilisation for sustainable land management (SLM). Questions of relevance and effectiveness are also looked at. Cambodia, Ethiopia, Honduras and Senegal have been chosen as case studies.

This evaluation assesses the effectiveness of the Integrated Investment Frameworks (IIFs) supported in affected countries and regionally by the Global Mechanism (GM). Questions of relevance and efficiency, using the OECD DAC criteria, are also looked at.

Particular emphasis is placed on clarifying the role of IIFs in resource mobilization. For this, a theory of change methodology is used to:

- Identify IIFs' key expected outputs and reconstitute IIF's logframe
- Map out the key preconditions for resource mobilization and assess IIF contribution towards it, using backward outcome mapping.
- Unpack the assumptions behind IIFs / resource mobilization.

The case studies selected for this evaluation are Cambodia, Ethiopia, Honduras, and Senegal. Examples are also drawn from elsewhere. These countries have received various levels of support from the GM over the years.

This evaluation is based on an extensive review of IIF-related documentation and semi-structured individual interviews with key informants and stakeholders. 27 people, including government representatives, donor agencies, GM and the UNCCD secretariat staff, were interviewed in February-March. A debriefing session was organized in Bonn in early March, when staff from the GM and UNCCD secretariat provided feedbacks on initial findings.

This evaluation was conducted primarily to foster internal learning and to support the further development of the IIF. It is recognized that its findings and conclusions may be limited by a relatively narrow documentation, low availability and/or the lack of institutional knowledge from selected stakeholders, and the lack of opportunity for field visits.

This evaluation has been commissioned by the UNCCD Evaluation Office and authored by Charlotte Vaillant in March 2015. The views expressed are those of the authors and do not necessarily reflect those of the UNCCD secretariat or the Global Mechanism.

Executive summary

Integrated Investment Frameworks - IIFs - come in many different forms and are often part of broader processes and/or documents, starting with the national action programmes (NAP) and the Integrated Financing Strategies (IFS) supported by the Global Mechanism (GM) of the United Nations Convention to Combat Desertification (UNCCD). Essentially IIF is a product, a process, a tool and an agreement. IIF's final objective, as defined by the 10-year strategic plan and framework to enhance the implementation of the Convention (2008–2018) (The Strategy) is to “leverage resources, with a view to increasing the effectiveness and impact of SLM interventions”. IIF's expected accomplishments are that they should be aligned, comprehensive and realistic; they should build on existing processes and frameworks; they should be a living document; and, they should be country-owned. Once established, IIFs intermediary objectives are to be used to identify SLM funding gaps, coordinate resource allocation and inform funding decisions and project development. As a participatory process, IIF is also expected to generate new funding interests and opportunities, as it gets the buy-in of stakeholders during its elaboration.

IIFs were developed as components of the NAP in Cambodia and Honduras. The IIF component in Honduras NAP builds on a previous GM IFS (2008). IIFs in Ethiopia and Senegal were developed under TerrAfrica Strategic Investment Framework for SLM in Africa. Ethiopia Strategic Investment Framework (ESIF) is the oldest strategy (2010); Honduras NAP and Senegal Cadre d'investissement stratégique (CNIS) were launched in 2014; and the Cambodia NAP is in the process of finalisation.

Unlike the NAPs, IIFs are not requested in the UNCCD provisions. They are nonetheless a core component of The Strategy and the backbone of the GM support to countries. IIFs promote a programme-based approach to SLM that supports alignment to country priorities, integration into the country budgeting processes, and donor coordination. IIFs differ from most programme-based approaches in that they are not sector-focused but inter-sectorial and they do not seek to establish new aid modalities, such as basket funding or sector budget support.

While highly pertinent to the GM mandate and the aid effectiveness agenda, the relevance of the IIFs is dependent on the level of willingness of the country in concern to make SLM a priority. Because they focus on public spending, IIFs are not well suited to support innovative financing modalities.

In their 2014 reports to the UNCCD, 62 countries informed to have established an IIF by 2012-13. This number is difficult to interpret, given the lack of a shared definition of what an IIF is. A review of key documents in the four selected countries shows that not all IIFs are equally aligned to NAPs. Not all IIFs display the same level of details either. While Ethiopia and Senegal frameworks provide an estimate of the funding gaps per programme sub-

component and interventions respectively, Cambodia and Honduras do not. The overall level of domestic and external resources available is generally known (often through the use of IFS) but no framework goes down to a level of details consisting of breaking down the sources of funding per programme component. No IIF has become a live document yet. In Ethiopia, only components that fall under the SLM Programme are monitored.

All countries have followed a participatory process to draft their IIF-related document. The formulation process of the NAPs in Honduras and Cambodia principally involved national stakeholders; in contrast Ethiopia ESIF and Senegal CNIS had donors involved from an early stage. Coordination within the mega-ministry of agriculture, fisheries and forestry took centre stage in Cambodia, whereas inter-ministerial cooperation was apparent in the other three countries. SLM inter-ministerial and inter-agency structures have been established in Ethiopia and, more recently, in Senegal to coordinate strategy implementation. The executive inter-agency committee on climate change will coordinate Honduras NAP. There is no inter-agency structure in Cambodia. In Ethiopia, evidence shows that donor and resource coordination is now happening within the SLM programme. It is important to note, however, that this programme only covers a few components of the ESIF, which all fall under the responsibility of the ministry of agriculture.

There is no evidence to show that the IIF participatory process has directly generated new funding interests and/or opportunities in SLM. Delays in finalising the documents may have in fact postponed some of the donor decisions. At the same time, the country documents have become, or are set to become, key reference documents for the government and donors alike. In Ethiopia, resources have increased significantly in the second phase of SLMP thanks to strong government leadership and satisfactory results on the ground.

Developing the IIFs has taken a long time, from five to eight years. Country circumstances, the use of a participatory approach, and lengthy diagnosis exercise explain this. While a participatory approach may be necessary to get stakeholders buy-in, IIFs' mixed performance indicates that this may not always be good value-for-money.

GM has supported the development of IFSs in 22 countries. While the GM responds to government requests and the technical work has been stated to be of good quality, the IFS are often seen as very technical and ambitious. GM's main limitation is its limited funding envelope and lack of staff resources on the ground; working in partnership with other lead agencies has greatly helped to compensate for this limitation.

In conclusion, this evaluation finds that government leadership, the capacity of ministries to develop bankable projects, a result-driven approach, and the economic climate are essential pre-conditions for resource mobilisation, while the IIFs are not, *per se*, necessary. Nevertheless, the IIFs have merits as an effective mechanism to improve the channelling of

resources, although the idea of the IIF as a programme-based, inter-sectoral SLM resource mobilisation tool remains highly ambitious. So far, the IIF participatory approach has shown only limited added value in generating new funding interest and/or opportunities. Going a step further, evidence seems to indicate that IIF are in fact more effective and better value for money in countries where resources already exist and/or financial pledges have already been made.

The main recommendations, which are directed at both the GM and the affected countries, are as follows:

- Revise the expectations around the IIFs objectives
- Ensure that work, with GM and other agencies' support, continue after the establishment of the IIF as a document
- Consider IIF value for money
- Ensure closer alignment to NAPs and a stronger focus on result-based management in countries where IIFs are planned or have been established.

I. Introduction

The purpose of this evaluation, commissioned by the Evaluation Office of the United Nations Convention to Combat Desertification (UNCCD), is to assess the effectiveness of the Integrated Investment Frameworks (IIFs) supported in affected countries and regionally by the Global Mechanism (GM). Questions of relevance and efficiency, using the OECD DAC criteria, are also looked at (See Box 1).

Box 1: OECD DAC evaluation criteria

Relevance: The extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.

Effectiveness: A measure of the extent to which an activity attains its objectives.

Efficiency: Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.

Source: OECD DAC

This evaluation puts particular emphasis on clarifying the role of IIFs in resource mobilization. For this, a theory of change methodology (see Box 2) is used to:

- Identify IIFs' key expected outputs and reconstitute IIF's logframe
- Map out the key preconditions for resource mobilization and assess IIF contribution towards it, using backward outcome mapping.
- Unpack the assumptions behind IIFs / resource mobilization.

Box 2: Theory of change (ToC) methodology

ToC has increasingly become a tool of reference for programme designers, implementers and evaluators in past years, and several donor agencies now require the development of ToCs as part of their evaluation and design projects. A theory of change seeks to clarify how and why the desired changes are expected to come about. It typically entails:

- Identifying the long-term goals of an intervention
- Backward mapping and connecting the preconditions or requirements to achieve those goals
- Unpacking the assumption about how this sequence of events / desired changes might happen
- Identifying entry points for the intervention to create the desired changes.

Source: author

The case studies selected for this evaluation are: Cambodia, Ethiopia, Honduras, and Senegal. Examples are also drawn from elsewhere. These countries have received various levels of support from the GM over the years.

The main data used as evidence are IIF-related documentation and semi-structured individual interviews with key informants and stakeholders. 27 people, including government representatives, donor agencies, GM and the UNCCD secretariat staff, were interviewed in February-March.

A debriefing session was organized in Bonn in early March, when staff from the GM and UNCCD secretariat provided feedbacks on initial findings.

Key evaluation / interview questions were as follows:

<p>Relevance</p> <ul style="list-style-type: none">• Why are IIFs needed? What is their rationale?• How do IIFs fit with / are complementary to the Convention, UNCCD strategic objectives, and other aspects of GM mandate?
<p>Design</p> <ul style="list-style-type: none">• How were some of the recommendations from the 2012 Result and Impact Assessment taken into account? Has any other evidence been used to improve the design?• How much time and resources are needed to conduct an IIF? (Planned vs actual)• What makes a good IIF (achievement, features)?• How do they differ from other resource mobilisation tools? Do other similar IIF exist?• To which extent do existing IIFs reflect good practice?
<p>Context</p> <ul style="list-style-type: none">• Looking more broadly, what are the main preconditions for successful resource mobilisation in SLM?
<p>Effectiveness</p> <ul style="list-style-type: none">• What are the examples of resource mobilisation success? Is there any evidence that IIF has helped?• What are IIFs main achievements to date? Recent data shows that 62 country parties have established IIFs. How do you interpret this data?• What has helped?• What are IIFs main challenges?
<p>Recommendations</p>

This evaluation was conducted primarily to foster internal learning and to support the further development of the IIF. It is recognized that its findings and conclusions may be

limited by a relatively narrow documentation, low availability and/or the lack of institutional knowledge from selected stakeholders, and the lack of opportunity for field visits.

II. Conceptual framework

II.1. What are IIFs?

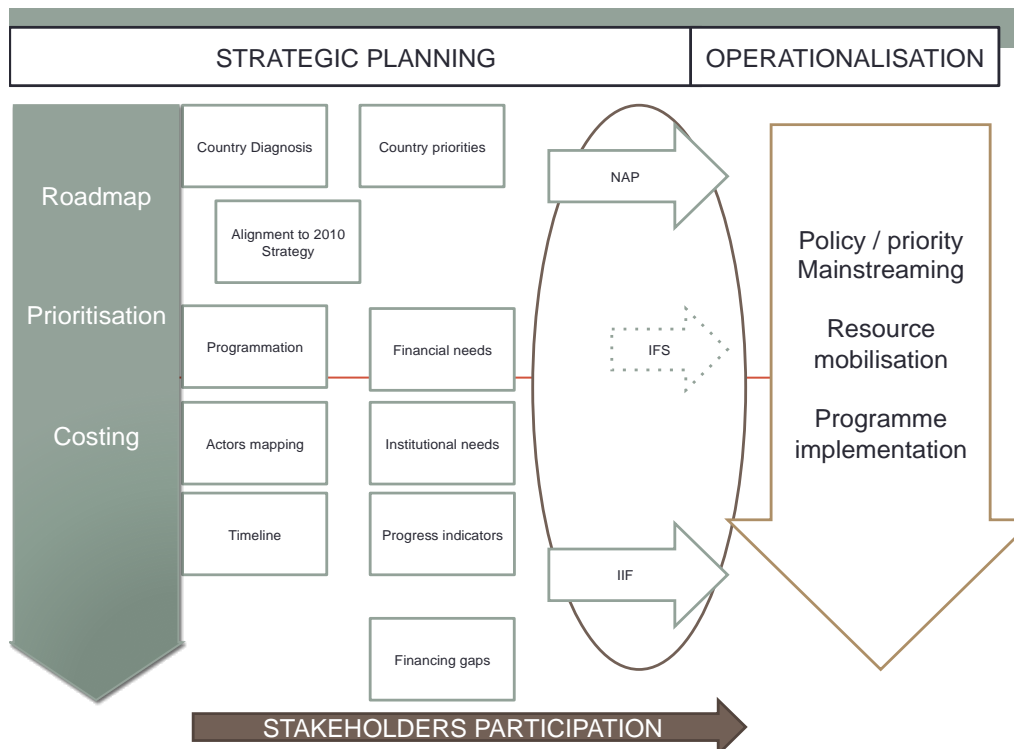
IIFs come in many different forms. They are rarely stand-alone processes and/or documents. Related processes and documents include National Action Programmes (NAPs) and GM-supported Integrated Financing Strategies (IFS).

A review of documentation and workshop presentations produced by the UNCCD secretariat / GM over the years indicates that essentially IIFs are:

- **A product:** *“The investment framework can be summarized in a document, outlining priority interventions, expected outcomes/outputs/activities, lead responsibilities, financial resources required, sources of funding available (on- and off-budget resources, including contributions from development partners) and financial delivery mechanisms”*. (source: IFS for SLM, GM, 2008)
- **A process:** The development of an SLM investment framework should engage with stakeholders involved in SLM and *“build on existing (national and sectoral) processes and frameworks”*.
- **A tool:** The investment framework is a living component of the NAP that should be continuously updated as financing agreements are concluded. This facilitates a clear monitoring of resource flows for NAP implementation.
- **An agreement:** *“The IIF is an umbrella agreement between national and international partners that packages finance for SLM programmes from a broad range of sources”* (source: GM: New perspectives on Land finance)

In practice, IIF, NAP and IFS all seek to bridge strategic planning with operationalization, using a participatory approach. A mapping of essential tasks and the articulation between IIF, NAP and IFS are given in Chart 1 on page 9.

Chart 1: From strategic planning to operationalisation



II.2. Reconstituting IIF logframe

In order to identify IIF's expected outputs, the evaluator has asked key informants and stakeholders what they consider to be the core elements of a good IIF. These can be summarised as follows:

An IIF should be aligned, comprehensive and realistic:

- As a product, IIF should reflect all NAP priorities and actions. Basic requirements are that an IIF should include a breakdown of sources of funding by NAP programme components, leading to the identification of duplications and gaps.
- IIF should come with realistic expectations about projects and resource availability. Sound diagnosis and "preparatory" work is hence needed to assess the cost of NAP interventions and how domestic and international resources can be mobilized to support them.

The IIF should build on existing processes and frameworks:

- IIFs do not need to be developed from scratch and duplication with existing national and sectoral processes and frameworks should be avoided.
- Building on existing processes and frameworks will help ensure policy coherence and stronger buy-in. It is important that country circumstances are hence fully taken into account.

IIF should be a living document:

- IIF should be updated regularly and used effectively to inform funding decisions.
- Structures should be in place to ensure effective communication and sharing of information among stakeholders, partnership working, and a close monitoring of resource flows and project development.

The IIF should be country owned:

- IIFs' all-inclusive participatory approach should ensure full buy-in from stakeholders, starting with all Ministries involved. Close consultation with donors is also needed.
- As IIFs support a cross-sector approach to SLM implementation, all relevant Ministries are expected to share ownership of the framework and use it to support their SLM actions.
- This participatory approach should, in turn, facilitate future funding, as donors and other "investors are already fully behind" the process. Ideally IIF should lead to / be part of an umbrella agreement between national and international partners for SLF funding

In light of the above, IIF's expected outputs entail: a comprehensive, flexible and realistic integrated framework ("the product"), the validation of IIF by all key stakeholders; and the establishment of monitoring and reporting structures and mechanisms.

Because they are generally developed as part of broader processes, IIFs do not always come with their own set of specific activities. In its most basic form, IIF activities should entail resource mapping against NAP programme and NAP programme sub-components, stakeholder consultation, coordination with broader processes and needs assessment for monitoring and reporting structures.

In the IIF draft guidance notes developed in-house by the GM, it is expected that IIF will go so far as developing new project concepts to address the SLM funding gap; these project concepts should then be discussed with local stakeholders before being submitted to individual sectors. In this particular case, IIFs are seen as a product of IFS and also entail a fundraising component.

In occasions, IIF have also been used as an opportunity to revise and update previous exercises. In the case of Jordan and Tanzania, for example, the so-called IIFs entail more than the framework itself (that is the "product") and also include new diagnosis analysis, programming, and fundraising strategies. As a result, in Jordan, the Implementation Framework for 2015-24 comes in three different tables: JNAP 2006 project, IFS (2008) proposed projects and new IIF (2014) proposed projects.

Once established as a product, an IIF is expected to reach the following **intermediary outcomes**:

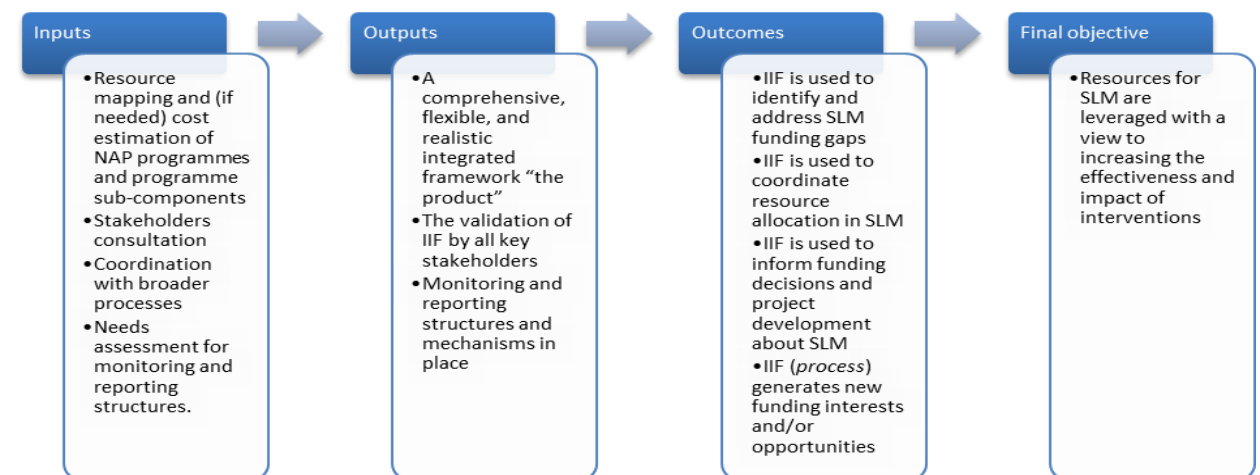
- IIF is used to identify SLM funding gaps
- IIF is used to coordinate resource allocation in SLM
- IIF is used to inform funding decisions and project development about SLM

The above outcomes pre-suppose that IIF’s expected outputs have been achieved, making IIF a comprehensive, jointly owned, and, live document.

Finally, IIF’s **final objective** is to leverage resources with a view to increasing the effectiveness and impact of SLM interventions. As a process, an IIF is indeed expected to generate new funding interests and/or opportunities, as it gets the buy-in of all stakeholders during its elaboration

The fully reconstituted logframe for IIF is given in Chart 2 below. Overall progress against IIF outcomes is assessed in section IV. It is important to note that, while those outcomes may appear quite technical, they in fact pre-suppose a change in mindset and behaviour, as stakeholders show they are willing to share, communicate and coordinate their actions.

Chart 2. IIF reconstituted logframe



III. Country experiences reviewed

III.1 Cambodia

Key IIF-related documents:
National action programme to combat land degradation in the Kingdom of Cambodia
2011–2020
(Draft due for finalisation in April 2015)

The IIF in Cambodia is being developed as part of the new NAP. The draft action program is currently going through a last round of revision under the leadership of the Ministry of Agriculture, Fisheries and Forestry (MAFF). According to the Cambodia 2014 UNCCD country report, the IIF is soon to be finalized with support from the GM and Norway.

A working group mostly made of representatives from MAFF has supervised the drafting of NAP. Once finalized, the NAP is due to be circulated to other Ministries and donors as part of the validation process. A series of SLM forums, supported by the GM, were recently attended by representatives from the ministries of environment; education; and mine and energy.

The formulation of the NAP was supported by the UNDP between 2008 and 2011. The NAP was originally scheduled for completion at the end of 2008, but it has taken more time and is likely to proceed for government endorsement this year.

The delay in completing the NAP is partly due to the additional time needed to incorporate the new UNCCD alignment standards. The main reason for the delay, however, appears to be domestic factors. While particular emphasis has been placed on aligning the new NAP with other strategies and initiatives, most notably the Strategy for Agriculture and Water (SAW) and the Climate Change Prioritized Action Plan (CCPAP) for Agriculture, Forestry and Fishery sector, the NAP has lacked government traction compared to other initiatives (including more recently the Green Growth Initiative). There is generally low awareness of SLM issues, which do not feature in the government's Rectangular Strategy for Growth, Employment, Equity and Efficiency. Around this issue, an evaluation report of the UNDP SLM Project in Cambodia concludes that *“developing a formal government strategy (NAP) and building capacity for a new concept such as SLM involving multiple ministries and sectors has shown to be more complicated and subject to delays and quality assurance problems than anticipated in the project design.*

GM has actively supported Cambodia over the years. In 2008, the GM, UNDP and UNEP agreed to coordinate their activities related to SLM in order to avoid duplication, build complementarities and rationalise resources. GM support became a full component of the UNDP SLM project after it was decided to narrow down the scope of the project to focus primarily on NAP preparation. The GM component included a study on land degradation in

Cambodia and an IFS. More recently, the GM has also supported project development, funded a study on innovative financing, held a training workshop on IIF and is currently organising a number of multi-stakeholder SLM forums in the country.

Once established, the NAP will be overseen by a small coordination unit and a technical working group (part of the CCPAP Task Force) within the MAFF. Cooperation with other Ministries and agencies will take place through existing structures, including the donor-government Technical Working Group (TWG) on Agriculture and Water, the Cambodia Climate Change Alliance, and the TWG for Forestry Reforms. One NAP programme is to have IIF adopted by donors to support resource mobilization.

Looking specifically at its IIF component, the draft NAP comes with a list of programmes, costs and lead implementing agencies per strategic objective (SO) and programme. The document gives some general information and analysis (supported by IFS) about the domestic and external resources available in the country that could be mobilised to support NAP. The existing level of domestic resources and corresponding funding gaps for each of the NAP SOs and programmes are not known. A separate excel sheet listing donor interventions against NAP SOs and programmes has been produced.

While described by interviewees as a good document, the NAP has yet to promote an inter-sectoral approach to SLM and so far there is limited evidence to show that the NAP and its IIF have contributed to mobilising resources for SLM. It may be noted, though, that donors that are already involved in SLM are generally committed to align to NAP priorities. For example, the Asian Development Bank and GEF are currently developing a new USD1.7m project, entitled “Collaborative Management for Watershed and Ecosystem Service Protection and Rehabilitation in the Cardamom Mountains, Upper Prek Thnot River Basin”, which will fit well with the NAP SOs. This project was also developed in response to the recommendations of the 2011 cost of land degradation study the GM

There have been concerns over the consistency, relevance and effectiveness of the NAP and IFS preparation. One informant noted major differences between the financial scope of the initial NAP and that of the IFS, and another one described the preparatory process as consultant-driven and the IFS as too technical, instead of them being built on national budgeting system and ownership. The UNDP SLM project evaluation report went as far as to questioning whether the level of costs (USD 1,087 million plus GM contributions) of the project corresponds with the level of output delivery.

At the same time, the delays in finalising the NAP may affect donor decisions to launch new interventions in SLM. As pointed out by one informant, land-related issues in Cambodia can be politically highly sensitive, as shown by recent civil strife over economic land concessions. The NAP will represent a national framework that donors can use as reference for SLM

investments in their country programmes and projects, but the finalisation, including governmental approval, is needed for the NAP to be recognized as such.

III.2 Ethiopia

Key IIF-related documents:
Ethiopian Strategic Investment Framework For Sustainable Land Management (2009-2023)
(May 2010)

In Ethiopia, the IIF was developed as part of the Strategic Investment Framework (SIF) for Sustainable Land Management (SLM) in Sub-Saharan Africa, a framework piloted by the Nepad-led partnership, TerraAfrica, in 2006-2008. Both the UNCCD secretariat and the GM are members of the TerraAfrica partnership.

The Ministry of Agriculture and Rural Development (MoARD) coordinated the formulation of ESIF-SLM. The ESIF-SLM was developed using a participatory approach, involving all key Ministries, donors and a lead research institute. The document comes with an extensive prioritization and programming exercise around seven overall objectives and six programme components. The investment required for the implementation of the 15-year ESIF is estimated at USD6.7bn, with an estimated funding gap of USD5.4bn.

ESIF, which was launched in 2010, is soon due for a mid-term review. The current framework will need updating to incorporate the government's new flagship strategy, the Climate Resilient Green Economy (CRGE), as well as the New Growth and Transformation Plan.

A national SLM steering and technical committee (TC) has been established, with high-level representation from the ministries of agriculture, finance, water resources and the Environmental Protection Authority (recently established as a ministry). The SLM TC is one of the three sub-groups of the Rural Economic Development and Food Security Sector Working Group (RED&FS WG), chaired by the MoARD. This SWG and its sub-groups are said to be working very well in supporting donor-government cooperation and meet 3-4 times a year.¹ The MoARD hosts a SLM Support Unit responsible for the day-to-day management.

ESIF does not come with a list of interventions as such, but rather a detailed list of sub-components, totalling 37. Annex 5 of the ESIF-SLM (not seen by the consultant) outlines the funding gap by programme component and sub-component. According to the UNCCD 2014 country report, other frameworks are also relevant to capture SLM. These are the Strategic Investment framework from the CRGE facility, and the Agricultural Policy Investment Framework.

¹ The RED&FS WG sub-groups are agriculture and growth, SLM, livestock development disaster risk management and food security.

The ESIF-SLM does not use the NAP as a reference. The NAP, which has been revised (but not yet validated), comes under the responsibility of EPA (now part of the newly created Ministry of Forestry and Environment).

The ESIF received support from the GM and provides an extensive analysis of potential resource flows from domestic and international sources, as well as policy recommendations for resource mobilisation.

Ethiopia provides a positive example of how IIFs can be used to support a programme-based approach to SLM. As put by the final evaluation of the World Bank/GEF-funded SLM Programme (SLMP)-1: The ESIF “*anchored the establishment of the GoE’s new programmatic approach to scaling up SLM*”.

Although SLMP-1 was already in place at the time of finalization of ESIF, ESIF has enabled SLMP-1 to fit within a broader programmatic framework and “*provided the platform for convening and coordinating assistance from GIZ, Canada, the EU, IFAD and Finland*”. Joint monitoring and reporting mechanisms are now in place and a common M&E framework has since been developed to measure progress. While the government is strongly in the lead and donors’ interventions are well coordinated under a common framework, there is no joint funding mechanism, as each donor continues to use their own project modality.

It may be noted that the SLMP only operates in the high potential, food secure, areas of Ethiopia (across 6 regions) and hence only covers a few of the many components of ESIF, namely, component 1.1 (participatory water based management in high potential areas), part of component 2 (rural land certification and administration) and component 6 (program management). SLMP2, which was launched in 2014, also includes a capacity building component for policy, institutional strengthening and knowledge management – corresponding to component 3 of the ESIF (capacity building)

The geographical focus of SLMP is confirmed in one of GM publications, as follows: “*The SLM Program is heavily focused on highland areas and the problems of arable agriculture. This is understandable in terms of the location of population and the stress facing the agro-ecological system on which the bulk of the Ethiopian population depends. However, the issues of land management facing lowland pastoral populations have received very little attention and are not addressed at all within the SLM Program*”. Over the years, the government has turned its attention to pastoralist areas. Discussion took place with donors as to whether this should become a component of SLMP. The government decided otherwise, however, with the 15-year Pastoral Community Development Project (PCDP) now entering its third phase. The PCDP comes under the responsibility of the Ministry of Federal Affairs.

The move to a programme-based approach in SLM remains positive and an important departure from the past, when “efforts to address land degradation were piecemeal and scattered throughout the country”. Furthermore, the SLMP follows an integrated, bottom-up approach to water-based management, with subcomponents land and gully rehabilitation, infrastructure construction, watershed management, and capacity building.

The SLMP is not an inter-agency / inter-ministerial SLM program. ESIF integrated approach to SLM hence still largely depends on good cooperation with other Ministries and agencies responsible for some of its components (notably rural energy, biodiversity, and impact mitigation), starting with the Ministry of Forestry and Environment. Ensuring effective coordination with the other government flagship programmes - namely the PCDP, the Productive Safety Net Programme, and the Agriculture Growth Program (AGP) - and other initiatives is also key. According to one interviewee, because those programmes often focus on different regions, synergy has not yet taken place.²

Concerning resource mobilisation, it is very likely that the move to a programmatic approach to SLM has helped to leverage more domestic and external resources. A decade ago, there was some concern that donor support will not be forthcoming for SLMP-1. Thanks to good results on the ground and strong government leadership, SLMP has significantly scaled up, with the new World Bank programme alone amounting to USD100m (with a new contribution from Norway amounting to USD43m), compared to USD29m (including USD9m GEF contribution) under SLMP1.

III.3 Honduras

Key IIF-related documents:

Estrategia Financiera Nacional Para La Implementación De La Cnuld En Honduras (2008)
Diagnóstico de las Finanzas Públicas y de la Cooperación orientado a MST: DGRH-SERNA
(2013)

Plan De Acción Nacional De Lucha Contra La Desertificacion Y Sequia (2014-22) (June 2014)

According to the 2014 UNCCD Country Report, Honduras does not have yet an IIF. However, Honduras IFS, which was prepared in 2008 with support from GM, comes with a series of tables listing the main sources of domestic and internal funding for SLM, using NAP (2005-21) as its reference. The document includes yearly budget estimates per NAP strategic axis, each estimate coming with a breakdown between domestic and foreign sources. Those data were subsequently updated in 2013 in a document called “Diagnóstico de las Finanzas

² Cooperation between the ministry of agriculture and the ministry of environment should be facilitated by clear divisions of responsibility, the former focusing on implementation and the latter on regulations. (Source: one informant)

Públicas y de la Cooperación orientado a MST: DGRH-SERNA, 2013” and used for the new NAP (2014-22), launched in June 2014.

Whereas aggregate estimates exist for each of the five NAP strategic axes, no data is available at a programmatic level and the funding gaps are not known. Work is ongoing to extract SLM expenses from the government “environment” budget line, which combined with information available in the IFS, should help to generate the required elements for an IIF.

In Honduras, all relevant Ministries, including Ministry of Natural Resources and Environment and the Ministry of Agriculture and Livestock, as well as lead institutes and organisations, were involved in the formulation of the NAP. The new NAP is to be coordinated by the already existing Inter-Agency Executive Committee on Climate Change (CICC), made of government, civil society, private sector and donor representatives. At a technical level, a CICC sub-committee on SLM will coordinate NAP implementation. Regional representation is also planned. The GM-supported 2008 IFS had proposed the establishment of inter-agency structures.

Concerning resources, one of the key challenges identified by Honduras stakeholders is the involvement of the Ministry of Finance so as to ensure SLM funding plans are coherence with national processes. There are no examples of new project development as a result of the IFS and new NAP.

III.4 Senegal

Key IIF-related documents:
Cadre National D’investissement Stratégique Pour La Gestion durable Des Terres
(CNIS/GDT)
(November 2014)
Plan d’Action National de Lutte contre la désertification et de gestion durable des terres
(PAN/LCD-GDT) (June 2014)

In Senegal, the IIF was developed using the SIF approach developed by TerrAfrica.

The elaboration of the CNIS/GDT followed an extensive participatory approach. It was supported by the World Bank under its USD4.8m (2009-12) SLM Project – Component D (USD0.7m). Component D promotes a cross-sectoral and programmatic approach to SLM and consisted of developing a SIF using TerrAfrica methodology, institutionalising the SLM Committee, and developing a national database incorporating information on SLM technologies and approaches.

SIF’s participatory approach paid off: According to the final evaluation of the WB SLMP project, cross-sectoral coordination in SLM improved “*because the project incorporated*

mechanisms for the implementing agencies and other stakeholders to collaborate, particularly on developing the SIF". A validation workshop was organized in May 2012 and the report was submitted to the Ministry of Agriculture and Rural Equipment.

The CNIS-GDT was subsequently updated under the new government, with GM support. The final document was approved by an inter-ministerial committee (chaired by the Prime Minister) in November 2014. This step appeared necessary to revive and reinforce the government's ownership for the initiative.

The approval of CNIS by an inter-ministerial committee constituted a performance indicator in the European Commission's sector budget support in sustainable development / environment. Another performance indicator was to formalise cooperation between the ministries of agriculture and environment by constituting a joint working group. This performance indicator was also achieved.

After the CNIS/GDT was approved by government, a primatorial decree was issued in early 2015, confirming the establishment of an inter-ministerial and inter-agency national committee and its executive secretariat to supervise guide and implement CNIS/GDT. This decree formalizes the role and cooperation of the ministries of agriculture, environment, livestock, local governance and economy and finances in SLM and should therefore support and reinforce SLM inter-sectoral approach in the country. Donor representatives will be represented. Donor-government coordination also takes place within the broader aid architecture through two sector working groups (rural development and environment).

As well as providing technical assistance to update CNIS/GDT, the GM supported the drafting of an IFS, also carried out in 2013-14. The two exercises were well coordinated. The IFS document provides an exhaustive mapping of funding sources (domestic and international) for SLM and makes a number of recommendations to support resource mobilisation in the country.

Looking more specifically at IIF as a product, the CNIS/GDT comes with an extensive integrated framework of programmes, with detailed information about their costs, timing, status and financing gaps. The lead implementing agencies and breakdown of the sources of funding (domestic, donors) per programme are not mentioned. With 90 projects in 12 programmes, CNIS/GDT remains heavily project-driven.

The CNIS/GTD was updated when the country's NAP (PAN/LCD-GDT) was being revised under the leadership of the Ministry of Environment. The two documents were finalised four months apart in 2014. CNIS/GDT entails a stronger programming component than the PAN/LCD-GDT. Although consultation took place amongst those responsible for drafting the two documents and some PAN/LCD-GDT programmes feature in the CNIS/GDT and vice-versa,

the two documents only remain partially aligned. Each document comes with a very different set of strategic objectives.

CNIS/GDT cost estimates were used to calculate the overall cost of implementing PAN/LCD-GDT. At CFAfr780bn, the PAN/LCD-GDT figure is broadly in line with CNIS/GDT's own aggregate figure of CFAfr788bn, but its timeframe is very different: 15 years against 5 for the CNIS/GDT. Similarly, PAN/LCD-GDT priority programmes over the next five years are estimated at CFAfr257bn, while those in CNIS/GDT total CFAfr99b over the next three years. The fact that CNIS/GDT and PAN/LCD-GDT were developed around the same time may have caused unnecessary duplication of work.

Concerning resource mobilisation, the European Union approved in August 2014 a disbursement of USD8.5bn for its sector budget support in environment. The next phase of its budget support will include performance indicators on SLM. Other donors that have provided support to SLM in the past include Germany, US, the African Development Bank, FAO and GEF.

For SLM issues to start benefiting from donor budget support, it is essential that CNIS projects and programmes are incorporated in the respective Ministries' medium-term expenditure frameworks (MTEF). The same stands for domestic resources. It is hence encouraging to see that half of the CNIS/GDT projects already originate from the various Ministries' MTEFs. The next challenge is to ensure that these same projects feature in the Ministries' annual workplans and in the country's yearly budgeting exercise. According to GM calculations, of the 37 SLM-related projects recorded in Senegal in 2013/13, totalling CFAfr466bn, 6.7% was paid by the national budget and 93.3% was paid by external funds.

IV. Findings on IIFs performance

IV.1. Relevance

Relevance to the Convention

Unlike the NAPs, IIFs are not requested in the UNCCD provisions. They are nonetheless a core component of The Strategy and the backbone of the GM support to countries. Under strategic objective 4, parties are invited to *"mobilise and improve the targeting and coordination of national, bilateral and multilateral financial and technological resources in order to increase their impact and effectiveness"*.

At an operational level, affected country Parties are encouraged to *"develop IIFs for leveraging national, bilateral and multilateral resources with a view to increasing the effectiveness and impact of interventions"*. (operational objective 5 Financing and Technology Transfer, Outcome 5.1).

IIF are “*designed to fully complement UNCCD National Action Programmes*” (source: GM: New Perspectives on Land Finance). They were in fact developed in recognition that first generation of NAPs has not been sufficiently operational and failed to mobilise resources. Complementarity between NAPs and IIFs should also ensure a coordinated UNCCD approach to scaling up SLM in country parties, regardless of whether support is provided by the UNCCD secretariat or the GM.

GM supports the establishment of IIFs through the IFS: “*The ultimate objective of the IFS is to ensure adequate, predictable, and sustainable financing by leading the way to the establishment of an Integrated Investment Framework (IIF)*”. (Source: IFS for SLM, GM, 2008). Conversely the UNCCD secretariat is supporting country parties to align their NAPs to The Strategy, notably to its operational objectives: 1. Advocacy, awareness raising and education; 2. Policy Framework; 3. Science, technology and knowledge; 4 Capacity Building and 5. Financing and Technology transfer.

Relevance to aid effectiveness agenda

A response to the aid effectiveness paradigm, IIF promotes a programme-based approach to SLM by:

Supporting alignment to country priorities: In principle, IIFs should reflect NAP priorities. They are also the product of broader processes and/or strategies that are formally approved and signed by the governments (e.g. Senegal, Cambodia).

Supporting alignment to country processes: A particular feature of GM’s approach is to focus on domestic resource mobilisation for SLM. Particular emphasis is put on mainstreaming SLM into the countries’ policies and sector strategies, so that SLM becomes fully integrated in the country’s medium-term expenditure frameworks (MDTF) and hence eventually in the country’s budget.

Promoting donor coordination: All donors are expected to align their strategies and choice of interventions to IIFs, and in so doing, ensure their support to SLM in a coordinated manner and with a minimized risk of duplication. This approach is all the more relevant and needed in countries that face a fragmented project portfolio, which is often the case in SLM.

At the same time IIF differs from other programme-based approaches:

IIF is not sector-focused and hence is different from the sector-wide approach that characterise social sectors, such as health and education. Instead, IIF promotes an integrated approach to SLM, reflecting SLM cross-sectoral characteristics: “*Land is rarely, if ever, seen to warrant its own dedicated sector. Its impact, however, across other sectors related to natural resource management is cross-cutting, including in the areas of education, trade and*

finance". (Source: GM: New Perspectives on Land Finance). In so doing, IIFs seek to provide a platform or mechanism for effective cross-Ministerial coordination, helping them to become a "set of investment programmes and projects, when taken as a whole provide an effective response" for SLM" (source: IIF Guidance)³

IIFs do not seek to generate new aid modalities, such as basket funding or sector budget support, which, as well as bringing donor resources together, get them to use common procurement and reporting systems. Donors can, instead, decide to coordinate their actions under the IIF but keep their own project modalities or requirements, or provide budget support to countries where SLM has been successfully mainstreamed in the government policies and budget.

Relevance to the country context

While sound in design, there are challenges to the relevance of the IIF, once set in a country context.

Firstly, it assumes that governments are (or will eventually be) willing to prioritise expenditures on SLM. Mixed results – as discussed in the following section –, however, indicates that this has not always been the case. With government leadership comes the additional challenge of fostering cooperation between key Ministries that are often competing for resources to support IIF's inter-sectoral approach.

Secondly, the IIF focuses on public spending and is not well suited to promoting innovating funding. While there may be scope to include innovative programmes, such as public-private partnership, into the frameworks, these programme will typically be less about addressing a funding gap and more about providing the right set of incentives to relevant actors.

Assumptions about IIFs are unpacked further in section V.

IV.2. Effectiveness

The performance indicator related to IIFs for national reporting on progress toward of The Strategy is as follows:

Number of affected country Parties, subregional and regional entities whose investment frameworks, established within the integrated financial strategy (IFS) devised by the Global Mechanism (GM) or within other integrated financing strategies, reflect leveraging national, bilateral and multilateral resources to combat DLDD / Global target ≥ 50 per cent by 2014.

³ Cross-agency programme-based approach can be found in the area of public finance management reforms.

As analysed in the Committee for the Review of the Implementation of the Convention (CRIC) documentation reviewing financial support for the implementation of the Convention (2015), *“the trend in the number of countries to have established IIFs increased from 11 per cent in 2008–2009 to 25 per cent in 2010–2011 and to 36 per cent in 2012–2013. An increase can be observed among all five regions: Africa, Asia, LAC, CEE and NMED, with a total of 62 affected country Parties that have established IIFs (36 per cent) in 2012–2013 (previously 12 and 17 affected country Parties that had established IIFs for 2008–2009 and 2010–2011 respectively)”*. Taken into consideration ongoing efforts, CRIC concludes that it is likely that the target of 50 per cent could be achieved by 2014.

This performance indicator does not provide disaggregate information about the scope and quality of the 62 IIFs presently established. In the absence of an IIF definition or standards, the country reports submitted to UNCCD are likely to reflect different views and perceptions of what constitutes an IIF, leading alternatively to yes or no answers. A more qualitative analysis is needed.

(1) IIF is used to identify SLM funding gaps

A review of key documents in the four selected countries shows that not all IIF are equally aligned to NAP and/or comprehensive.

While Honduras and Cambodia’s ongoing efforts to establish IIFs are fully embedded in the formulation of their new NAPs, in Ethiopia, entirely new priorities and programmes have been developed to support the ESIF. In Senegal, the NAP and CNIS-GDT were finalised and launched four months apart. There were some good attempts to reconcile both documents: some NAP projects have been included in the CNIS-GDT and vice versa, yet each document comes with a different set of strategic objectives and timeframe. Further effort seems to be needed to ensure coherent UNCCD programming at national level. This is further discussed in section IV.3.

Not all IIFs display the same level of details. Through the use of IFS, countries have generally managed to identify the level of resources available for SLM from donor agencies and ministries. In Senegal and Ethiopia, extensive frameworks have been developed, showing the funding gap per interventions and programme sub-components respectively. Donor interventions are well captured in their documents. Honduras and Cambodia NAPs estimate the level of funding required (per SO for the former and per programme for the latter), but the funding gap is not known. In Honduras, work is ongoing to extract SLM expenses from the government’s “environment” budget line and an estimated breakdown of domestic and external sources is given for each SO. In Cambodia, a separate excel sheet has been developed to match donor interventions against NAP. Yet no country has a detailed breakdown of sources of funding per programme and/or intervention.

IIFs have only been recently finalised and established in all focus countries but Ethiopia. It is hence too early to assess the extent to which IIFs have - or will become- live documents that are updated regularly to reflect SLM resource flows and with them, progress in addressing SLM funding gaps. In Ethiopia, this update exercise is only carried out for the few ESIF components that fall under the SLM Programme. What is evident is that establishing IIF has proved a time- and resource- consuming exercise. This is all the more so in countries, where resources for SLM exist but are characterised by a proliferation of project-based activities. Senegal IIF, for example, presently counts more than 90 projects over 12 programmes.

(2) IIF is used to coordinate resource allocation about SLM.

Quality of participatory process

Limited documentation makes it difficult to assess the extent and quality of stakeholder participation in each country. The rationale for using a participatory approach to develop an IIF is two-fold: to promote a cross-sectoral approach to SLM, and with it, get line ministries and donors to coordinate their actions; and to get potential investors on board.

All relevant ministries participated in the exercise in Ethiopia, Honduras, and Senegal. In Cambodia, the formulation of NAP was mostly done by the large and powerful agriculture, fishery and forestry ministry while consultations with other ministries appear to have taken place ad hoc. The lead ministry's broad mandate explains such approach, with participation focusing on getting the ministry's departments to coordinate their actions and find greater synergy.

Concerning donor involvement, donors were very much involved from the early stage of the drafting process in Senegal CNIS and Ethiopia ESIF. The establishment of Cambodia NAP mostly involved national stakeholders, even though technical and financial support was received from UNDP and the GM. Similarly, in Honduras, the elaboration of the NAP was mostly a domestic process, with support from FAO, although consultations with donors were carried out to inform Honduras IFS and 2013 financial resource diagnosis.

Establishment of permanent structures

Using a participatory approach to establish an IIF is not enough to secure lasting stakeholders coordination. A key IIF-related activity is to have the right institutional arrangements set up to ensure continuous feedback, communication, and cooperation from partners. These institutional arrangements typically take place within a broader aid architecture linking government with partners.

Specific inter-ministerial and inter-agency structures have been set up in Ethiopia and Senegal to oversee the implementation of the SLM integrated strategies. In Ethiopia, the SLM technical committee was already in place during the ESIF elaboration. The committee is now

a sub-group of the technical working group for rural economic development and food security, comprising government and donor officials. The national committee in Senegal – launched in early 2015 – has yet to become operational. In Honduras, NAP will be coordinated by the already existing inter-agency committee on climate change. There is no inter-agency structure in Cambodia to support the implementation of NAP, although the responsible Ministry is expected to use existing technical working group to cooperate with other ministries.

Resource coordination

IIFs help to ensure that the allocation of resources across main SLM areas of intervention is balanced. Much depends on the quality of the processes that support its elaboration. Informants were generally of the opinion that such a balance had been achieved in the respective documents. They noted, however, that those documents were also in need of updating to capture the latest government strategies and initiatives, especially those that were likely to attract significant funding. Examples given included the Green Growth Initiative in Cambodia, and, the Climate Resilient Green Economy strategy in Ethiopia.

Whereas it is too early to test SLM integrated approach in Honduras and Senegal, Ethiopia has had a few years of experience in implementing ESIF. The SLM committee is said to be working well and the ESIF is soon to be subject to a mid-term review. Evidence shows that coordination within the multi-donor SLM programme (SLMP) is also effective. Donors and government are now using a common M&E framework and resource flows are closely monitored and coordinated. While this shows the benefit of moving toward a programme-based approach to SLM, it is important to emphasize that the SLMP is much narrower in scope than the ESIF and only includes components that fall under the responsibility of the ministry of agriculture. The SLMP goes so far as providing a platform for coordinated assistance from donors but does not support inter-sector cooperation. According to a number of informants, cooperation between SLMP and with other SLM-related programmes is in need of strengthening. As far as far as evidence shows, there has been no systematic attempt to monitor and update ESIF's full list of programmes, their costs, financial resources, and funding gaps.

(3) IIF is used to inform funding decisions and project development about SLM.

There is no direct evidence to show that the IIF participatory process has generated new funding interest and/or opportunities for SLM. At the same time, informants do see the IIF-related strategies as key reference documents that set government priorities, according to which the donor support is expected to be received. In Cambodia, a project funded by the Asian Development Bank and GEF, currently under development, is well aligned to the new NAP.

This intermediary outcome is only one step away from the IIF final objective of leveraging resources for SLM. In Ethiopia, the move towards a programme-based approach has helped to mobilise new resources, with the World Bank-funded SLMP increasing from USD29m in phase 1 to USD100m in phase 2. Others contributing donors include GIZ, Canada, the EU and IFAD. Although the very existence of ESIF may have helped, according to the informants, strong government leadership and good results on the ground are the main success factors.

It is also important to mention that the lengthy process involved in formulating the documents may have delayed some donors' decision to invest in SLM. Remarkably, the World Bank and UNDP did support the formulation of CNIS-GDT and NAP in Senegal and Cambodia respectively as part of a broader set of pilot SLM interventions. Yet because of continuous delays in finalising these two documents, they did not subsequently mainstream SLM in their strategy of engagement for the countries.

IV.3. Efficiency

Developing IIFs has taken a long time. The formulation of the Cambodia NAP (due for finalisation and validation this year) took eight years. In Senegal, a first CNIS-GDT was formulated over a four-year period (2009-12) before being updated and validated by government two years later. In Ethiopia, ESIF was piloted in 2006-08 and finally launched in 2010. Much depends on the extent to which the formulation of IIF builds on existing processes. In Cape Verde, for example, establishing the IIF was a relatively straightforward task.

The participatory process, involving many ministers and sectors (not all of which appreciate the request to work together) has been time consuming.

The diagnosis work for IIF has also absorbed significant time and resources. This was already recognised in the GM Result and Impact assessment (RIAM) of the IFS (March 2013), which concludes, *"The efficiency of the process in terms of timeliness has been described as problematic in many instances. The length of time required conducting the diagnostics and gap analyses was deemed too long"*. With this diagnosis work also comes a risk of duplication, with each technical study producing its own analysis and sometimes prioritisation of SLM issues. In Senegal for example there was some duplication of work between CNIS-GDT and NAP, as those were developed in separate processes. RIAM recommendation is to follow a multi-track (rather than sequenced) approach to IFS as well as shorten the period allotted for conducting diagnostic studies to not last over six months.

Country circumstances also explain the delays. These include notably a change in government, as it was the case in Senegal, as well as limited capacity and availability from the lead Ministry to coordinate the process.

The above calls into question whether the IIF offers good value for money. On one hand, a participatory approach is necessary not only to get buy-in from key stakeholders but also to raise general awareness about SLM. Like in Ethiopia, it may take years to build the necessary political buy-in. On the other hand, lengthy processes can lead to stakeholder fatigue, loss of institutional memory, and over-reliance on technical expertise from consultants.

The cost of establishing IIFs is not known – in Cambodia, the UNDP SLM project completion report indicates that the bulk of the \$1.1 m allocated to this project was spent on NAP formulation. This was deemed too high in relation to the actual outputs generated.

IV.4. GM’s contribution

GM’s core activities to support the establishment of IIF in partner countries are captured in the GM multi-year workplan, which presents the following expected accomplishments and performance indicators for 2012-15:

Expected accomplishments	Performance indicators
Regional and sub-regional platforms relating to SLM financing are functioning and supported by the GM	The number of regional and subregional platforms relevant to SLM financing functioning and supported by the GM through partnerships Target for 2012 – 2013: 26
Adoption by affected country parties of SLM IFSs	The number of SLM Integrated Financing Strategies and IIFs supported by the GM endorsed by affected country Parties Target for 2012 – 2013: 25
Economic argument in support of SLM investment are generated	The number of country Parties that have assessed the economic value of land Target for 2012 – 2013: 21

Other GM activities under OO1 (advocacy, awareness raising and education) and OO2 (policy framework) are also relevant. Those include notably CSO engagement in IFSs and IIFs (outcome 1.3), and the number of IFS-related processes contributing to NAP revision and alignment (outcome 2.1).

The report on the performance of the Convention institutions and subsidiary bodies that was produced for the 2013 COP/CRIC sessions shows good progress against the above performance indicators:

- In 2012-13, the GM had supported 19 regional and sub-regional platforms related to SLM finance, including CAADP in Africa, the Central Asia Countries Initiative for Land Management (CACILM) in Asia and the Investment Platform for SLM (PIMAST) in Latin America.

- The GM supported the development of IFSs in 22 countries (5 in LAC, 10 in Africa and 7 in Asia), which has been validated at country level. GM support was often provided in the context of multi-stakeholder partnerships, including TerrAfrica.
- Assessment of the economic value of land and costs of land degradation was supported in 11 countries, one province and one-sub-region.

In addition, the GM facilitated the involvement of CSO in all IIF processes, and, ensured strong synergies between IIF/IFS and NAP alignment processes in 28 countries.

The above findings to a large extent corroborate with the evidence collected as part of this evaluation. The case studies, however, show that full alignment between the IIF/IFS and the NAP has not always been achieved. In countries where the IIF/IFS are a component of the new NAP, work is often needed to reconcile the two documents. For example, in Cambodia, the IFS was initially much broader in scope than the NAP, leading to very different financial estimates.

The GM's main limitation seems to be its lack of staff presence in partner countries, which affects its visibility and ability to keep up the "momentum" and support activities and changes after IIF/IFS completion. GM often uses long-term local consultants to compensate for this limitation. Close partnerships with larger agencies and initiatives, such as TerrAfrica and the UNDP, have also helped GM to "punch above its weight" and contribute to broader country-owned, donor-funded, processes.

V. Conclusions and Recommendations

V.1. Unpacking Assumptions

This evaluation has used interviews with stakeholders to draw a backward outcome mapping and with it, identify the pre-conditions or desired changes required to: (1) leverage resources for SLM (2) establish IIF as a live document. The mapping can be found in Annex 1.

Preconditions for leveraging resources for SLM

The mapping shows that the main assumptions for successful resource mobilisation are concerned with results, economic climate, capacity and government leadership.

- **Results:** SLM comes with the risk of being (under-) funded by a proliferation of small, timebound pilot projects or project components that are never scaled up to match the country's needs. As shown in Ethiopia, one of the key incentives for donors to work to scale and align their interventions to government priorities is the evidence, or promise, of good results. Ensuring that institutional structures are in place to capture, monitor and report those results is, hence, essential.
- **Economic climate:** As pointed by a number of informants, in small economies, domestic resources may simply not be there. In these countries, using an IIF to match resources against NAP priorities appears redundant. Much will indeed depend on the availability of assistance from elsewhere, starting with donors. Building an economic case for SLM is also key.
- **Government leadership:** SLM is a long-term investment and land is a sensitive matter. Governments may prefer to focus on other issues and priorities can change from one government to the next. However, some countries like Ethiopia have shown strong government leadership in addressing SLM.
- **Capacity:** Resource mobilisation for SLM requires the capacity to turn SLM priorities into bankable projects and familiarity with donor procedures. Yet some ministries may lack this capacity and skills. Importantly, key Ministries may have little incentives to develop joint projects and, in so doing, promote an integrated approach to SLM

Preconditions for establishing IIF as a live document

Government leadership is a key precondition to establish the IIF as a living document. Strong government leadership is needed not only during the formulation process but also to ensure that the right inter-agency, inter-ministerial structures are in place and operational.

In the four focus countries, documents have received varying levels of government attention. In Senegal, it took a revision of CNIS-GDT (and a performance indicator in the EU sector budget support framework) to get the ministerial council to approve the document. Similarly, the success of NAP in Cambodia will largely hinge on its formal approval by the government.

As confirmed by many interviewees, competition between ministries can act as a key hindrance to promoting an integrated approach to SLM. Setting up the right institutional structures is not sufficient: they also need to be functional. Government leadership is also needed to ensure that the right incentives exist within the respective ministries to cooperate. Donors can encourage inter-ministerial cooperation: for example, in Senegal, the EU has promoted cooperation between the ministry of environment and ministry of agriculture by making it a performance indicator in its sector budget support.

V.2. Overall conclusion

In conclusion, this evaluation finds that government leadership, the capacity of ministries to develop bankable projects, a result-driven approach, and the economic climate are essential pre-conditions for resource mobilisation, while the IIFs are not, *per se*, necessary. As shown in Ethiopia, when these conditions are met, scaling-up (through programming) may be possible for some (but not all) components of SLM. In this particular case, IIF can be useful in providing guidance for resource allocation. While IIFs have merits as an effective mechanism to improve the channelling of resources, the idea of the IIF as a programme-based, inter-sectoral SLM resource mobilisation tool remains highly ambitious. So far, the IIF participatory approach has shown a limited added value in generating new funding interest and/or opportunities.

Going a step further, evidence seems to indicate that IIF are in fact more effective and better value for money in countries where resources already exist and/or financial pledges have already been made. The same stands for other programme-based instruments (basket funding, budget support) where money comes first. Some informants, in fact, argue that unless resources exist (notably in the form of a lead donor), carrying out IIF is not worthwhile, as the incentives to go through such an intensive exercise do not exist.

V.3. Recommendations

Clarify IIF objectives and theory of change based on evidence collected so far that IIF is more effective as a tool for efficient resource allocation than as a tool for fundraising.

Promote GM activities as a coherent whole, which doesn't stop after IIF are established.

- As put by one key informant "setting up IIF is the easiest part, the difficult part begins when new partnerships and projects are negotiated".
- In some countries, providing technical support for project development, M&E, and working at a higher political level may be more important / needed than IIFs.

Consider the value for money of IIF and its related processes in small countries / economies where resource is scarce.

Where IIF are established, it is essential that:

- The links between IIF and NAP alignment, innovative financing and LDN are established and/or consolidated.
- IIFs come with a harmonised result framework (e.g. Ethiopia) and with it, the right institutional arrangements.

Annex 1: IIF backward outcome mapping and theory of change chart

