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EXECUTIVE COMMITTEE OF  
THE MULTILATERAL FUND FOR THE  
IMPLEMENTATION OF THE MONTREAL PROTOCOL  
Sixty-third Meeting  
Montreal, 4-8 April 2011

**2011 WORK PROGRAMME OF THE WORLD BANK**

## COMMENTS AND RECOMMENDATION OF THE FUND SECRETARIAT

1. The World Bank is requesting approval from the Executive Committee of US \$280,000 for its 2011 Work Programme, plus agency support costs of US \$21,000. The Work Programme is attached to this document.
2. The activities proposed in the World Bank's Work Programme are presented in Table 1 below:

Table 1: World Bank's Work Programme

| Country  | Activity/Project  | Amount Requested (US \$) | Amount Recommended (US \$) |
|--|---|--------------------------|----------------------------|
| <b>SECTION A: ACTIVITIES RECOMMENDED FOR BLANKET APPROVAL</b>  |   |                          |                            |
| <b>A1. Project preparation</b>   |   |                          |                            |
| Jordan   | Project preparation for the refrigeration air-conditioning sector | 30,000                   | 30,000                     |
|  | Subtotal for A1:  | 30,000                   | 30,000                     |
| <b>SECTION B: ACTIVITIES RECOMMENDED FOR INDIVIDUAL CONSIDERATION</b>  |   |                          |                            |
| <b>B1. Technical Assistance</b>  |   |                          |                            |
| Global   | Resource mobilization for HCFC phase-out co-benefits study        | 250,000                  | *                          |
|  | Subtotal of B1:   | 250,000                  |                            |
|  | Subtotal A and B  | 280,000                  | 30,000                     |
| Agency support costs (7.5 per cent for project preparation and institutional strengthening, and for other activities over US \$250,000, and 9 per cent for other activities under US \$250,000): |   | 21,000                   | 2,250                      |
| <b>Total:</b>  |   | <b>301,000</b>           | <b>32,250</b>              |

\*Project for individual consideration or pending

### SECTION A: ACTIVITIES RECOMMENDED FOR BLANKET APPROVAL

#### A1. Project preparation

Jordan: Project preparation for the refrigeration air-conditioning manufacturing sector: US \$30,000

#### Project description

3. The World Bank requested US \$30,000 for the preparation of investment activities for Jordan for the air-conditioning sector as part of the HCFC phase-out management plan (HPMP). The World Bank indicated that there are a few enterprises in this sector that will be covered in the project preparation exercise.

#### Secretariat's comments

4. The Secretariat reviewed the World Bank's submission in detail and sought clarification where necessary. The Secretariat found the funding requested to be consistent with decision 56/16.

#### Secretariat's recommendation

5. The Secretariat recommends blanket approval for the request for the preparation of the investment activities for the air-conditioning manufacturing sector as part of the HPMP for Jordan at the funding levels indicated in Table 1 of document UNEP/OzL.Pro/ExCom/63/21.

**SECTION B: ACTIVITIES RECOMMENDED FOR INDIVIDUAL CONSIDERATION**

**B1. Technical Assistance**

Global: Resource mobilization for HCFC co-benefits (Scaling up financing for meeting Montreal Protocol obligations and beyond) (US \$250,000)

**Project description**

6. At the 62<sup>nd</sup> Meeting, the Executive Committee, in decision 62/23 decided to request the World Bank to defer the submission of a proposal for a technical assistance project for mobilizing resources to maximize climate benefits of HCFC phase-out and submit it to the 63<sup>rd</sup> Meeting with any new information that may be provided by the implementing agency. The World Bank re-submitted the same proposal with minor changes for the consideration of the 63<sup>rd</sup> Meeting of the Executive Committee.

7. This request addresses three main areas: (a) monetization of future donor commitments (contributions) by using World Bank bonds to scale-up Multilateral Fund funding; (b) monetization of future carbon credits to finance the costs of climate-ozone benefits; and (c) tailor-made (pilot) financing scenarios for five donor (contributing) countries. The approach would consist of expert time to develop financial products and cash-flow scenarios and consultations with contributing countries. The detailed project description is included in Annex I to the Work Programme.

8. The table below provides a breakdown of the US \$250,000 requested by the World Bank:

| <b>Cost Components</b>  | <b>Cost (US \$)</b> |
|---|---------------------|
| Development of green financial products and cash-flow scenarios | 130,000             |
| Travel for donor consultation meetings                          | 50,000              |
| Development of country-specific scaled-up financing proposals   | 70,000              |
| <b>Total</b>  | <b>250,000</b>      |
| <b>Total with support costs</b>                                 | <b>268,750</b>      |

9. The request to the 62<sup>nd</sup> Meeting was for the same level of funding.

**Secretariat’s comments**

10. The Meeting of the Parties is responsible for the determination of contributions to the Multilateral Fund. It should be recalled that the issue of a special funding facility was brought to the attention of the Parties for several reasons, including whether it could be established without a mandate from the Parties. Similarly, the request of the World Bank to scale-up contributions may be an issue for study and consideration at the level of the Parties, in cooperation with the Ozone Secretariat and Treasurer, instead of the Executive Committee since the Committee does not have responsibility for additional contributions. The World Bank indicated that the proposed concept was not related to additional contributions but rather to advance future contribution commitments. Actual contributions could be higher or lower depending on the replenishment negotiation at the Party level. Moreover, the dialogue proposed to underpin this analysis would not impinge on the role of the Treasurer, but would supplement its work given that the end objective of the proposal is to contribute to the financial mechanism of the Montreal Protocol. Exact levels of contributions for each triennium would only be determined at the level of the Meeting of the Parties.

11. The future of carbon credits and the risk associated with entrance into the carbon markets is part of the analysis that the Bank would undertake for this aspect of the request. The Bank intends to review existing funding mechanisms including the Clean Development Mechanism (CDM) and non-CDM methodologies for the possibility of their use in securing additional resources for climate co-benefits. The

future of the CDM should be addressed by the Kyoto Protocol by the end of the year. Therefore, the Bank was asked about the timeliness of its request with respect to carbon credits given the uncertainty with respect to the future of the CDM at this time. The Bank indicated that, along with many other stakeholders, it remains certain that, with or without the CDM, carbon trading will continue to operate. It further indicated that the identification of innovative financing options was critical to meeting the financing needs of Article 5 countries.

12. The third element of the study would result in the development of financing scenarios for five contributing countries. Each scenario would be elaborated to reflect budgetary cycles and constraints of contributing countries, while also providing comparison in terms of global environmental benefits and financial risks. It was suggested to the Bank that the development of country-specific financing options for contributing countries may not be an appropriate use of Multilateral Fund resources that are intended for the benefit of Article 5 countries. The Bank indicated that the direct beneficiaries of funds mobilized on the basis of the outcomes of the proposed analysis would be Article 5 countries. While the scale-up proposal would not benefit donors per se, Multilateral Fund financing will most likely have to be augmented. The Bank believes that the provision of innovative financing scenarios that can strategically inform projected funding needs and demand would be valuable to contributing countries.

#### **Secretariat's recommendation**

13. The Executive Committee may wish to consider whether scaling up future contributions, monetization of future carbon credits, and scaling up financing scenarios for five contributing Parties should be funded as resource mobilization.

# 2011 WORK PROGRAM

PRESENTED TO THE 63<sup>rd</sup> MEETING  
of the EXECUTIVE COMMITTEE

WORLD BANK IMPLEMENTED  
MONTREAL PROTOCOL OPERATIONS

7 February, 2011

## **WORK PROGRAM FOR WORLD BANK-IMPLEMENTED MONTREAL PROTOCOL OPERATIONS**

1. This proposed work program for Bank-Implemented Montreal Protocol Operations is prepared on the basis of the 2011 World Bank Business Plan, also being submitted for the consideration of the Executive Committee at its 63rd meeting.
2. The proposed 2011-2014 World Bank Business Plan consists of investment and non-investment activities to assist Article 5 partner countries to meet their first two HCFC reduction targets, the 2013 freeze and the 2015 10% reduction. The Business Plan includes, in addition to deliverables associated with previously approved and new investment activities, requests to extend support for implementation of existing institutional strengthening projects in 4 countries, and a global study on resource mobilization for HCFC co-benefits.
3. The value of deliverables contained in the proposed 2011 World Bank Business Plan, including investment and non investment activities, totals US \$54,345 million, including agency support costs. Funds will be used to support both new and previously approved activities.
4. The proposed 2011 Business Plan includes deliverables of 9 investment activities in 6 countries, totaling US \$51,659 million. These include submission of annual work programs for 2 previously approved multi-year projects and 7 new HCFC sector phase-out plans.
5. The proposed 2011 Business Plan allocates US \$50,235 million (97% of total investment deliverables for the year) to support national and sectoral HCFC phase-out work in China, Indonesia, Jordan, Thailand and Vietnam. The Business Plan also allocates US \$1,424 million (2% of the total investment deliverables for the year) to support previously approved MYA activities in India and Vietnam.
6. The proposed 2011 Business Plan also includes requests to extend support for implementation of two existing institutional strengthening projects in the Philippines and Thailand, totaling US \$0,568 million.
7. With regard to the proposed global study on resource mobilization to maximize HCFC co-benefits, with Decision 62/23, the Executive Committee decided to defer consideration of the request to its 63rd Meeting. As a result, the World Bank is resubmitting this request as part of its 2011 Work Program Amendment for the consideration of the 63<sup>rd</sup> Meeting of the Executive Committee. An updated concept note for this proposed activity, along with an associated breakdown of projected costs, is included in Annex I.

8. The proposed 2011 Work Program, which is being submitted for consideration at the 63<sup>rd</sup> Meeting of the Executive Committee, includes 2 funding requests, outlined below and in Table 1:

- i. one (1) funding request for project preparation in the refrigeration A/C sector in Jordan; and,
- ii. one (1) for a global resource mobilization initiative, which proposes initiation of a comprehensive analytical and feasibility work on scaling up financing for meeting Montreal Protocol obligations and beyond.

*Table 1: Funding Requests Submitted for Consideration of the 63<sup>rd</sup> Meeting of the Executive Committee*

| <b>Country</b> | <b>Request (US\$)*</b> | <b>Duration</b>              | <b>Description</b>  |
|----------------|------------------------|------------------------------|---|
| Jordan         | 30,000                 | January 2011 – December 2011 | Project preparation in the refrigeration A/C sector   |
| Global         | 250,000                | January 2011 – December 2011 | Resource Mobilization for HCFC Phase-out Co-benefits Study, a concept note for which is included in the Work Program under Annex I. |
| Support Costs  | 21,000                 |                              |   |
| <b>Total</b>   | <b>301,000</b>         |                              |   |

**Annex I****CONCEPT NOTE****SCALING UP FINANCING FOR MEETING  
MONTREAL PROTOCOL OBLIGATIONS AND BEYOND****Background**

The decision of the Parties to the Montreal Protocol to accelerate HCFC phase-out in 2007 held much promise for the environment; not only in terms of moving an impressive record of ozone protection measures to an earlier completion but by recognizing the relationship of these measures to the climate. Part of Decision XIX/6 also assured countries operating under Article 5 that full incremental costs for accelerated HCFC phase-out would be covered. It is only now, three years later, as Article 5 countries complete their HCFC Phase-out Management Plans under the Multilateral Fund (MLF) and the Executive Committee's HCFC policies evolve, that the actual funding requirements are better understood.

One of the most prominent aspects of Article 5 country consumption of HCFC is the rate of growth in a relatively short period. This rate of growth is directly related to economic development in emerging economies which are rapidly building a consumer-base, particularly in the refrigeration sector where the rate of growth has reached 20% in some cases. Consequently, HCFC-22 represents more than 80% of total HCFC consumption in developing countries. Moreover, the rapid growth has resulted in an actual volume of consumption of HCFCs that is double that of the volume of CFCs at their peak of use: the consumption baseline of HCFCs in metric tonnes risks to be 3-4 times that of the CFC baseline for Article 5 countries.

Decision XIX/6 also brought needed attention to the linkages between the phase-out of ozone depleting substances (ODS) with other environmental benefits, notably climate benefits. This relates to not only seeking alternatives with low global-warming potential but also taking advantage of low carbon emissions from increased energy efficient equipment and minimizing HCFC emissions during the long phase-out period. Developing countries therefore have the political and environmental impetus to go beyond a simple replacement of ODS to ensure that the alternatives also do not have climate repercussions.

As a result of concern regarding these two issues, discussion in the MP community on project funding has been increasingly linked to the possibilities and options for leveraging additional support to the MLF – if it becomes necessary for ensuring that countries can not only first and foremost meet their MP obligations, but also to assist countries that wish to include climate co-benefit considerations into their HCFC phase-out programs, in accordance with Decision XIX/6 of the Parties.

**Scaling-up MLF Funds to Address Possible Funding Gaps and Phase-out with  
Climate Benefits**

The need for additional funding to complement the amount traditionally provided under the MLF can be considered as a matter directly related to compliance. In order to meet the basic, incremental costs related to the HCFC freeze and 10% reductions in developing countries, preliminary World Bank analysis shows that MLF financing would most likely have to be increased. To further incorporate climate benefits for countries wishing to do so which in some cases would involve conversions and technologies not considered eligible or considered a technology upgrade, even more financing would be needed.

Given the institutional and policy framework created through the MLF which has proven extremely effective in supporting Article 5 countries in phasing out Annex A and B substances, the most ideal starting point for increased financing is the MLF itself. While there is value in seeking other sources of financing, such as under GEF or carbon finance, augmenting available funds for programming now under the MLF would remove some uncertainty, particularly with the first HCFC phase-out obligations right around the corner. Thus one proposal to augment financing would be to take advantage of the predictability of regular contributions to the MLF and utilize market mechanisms to raise funding as required for project implementation under the MLF.

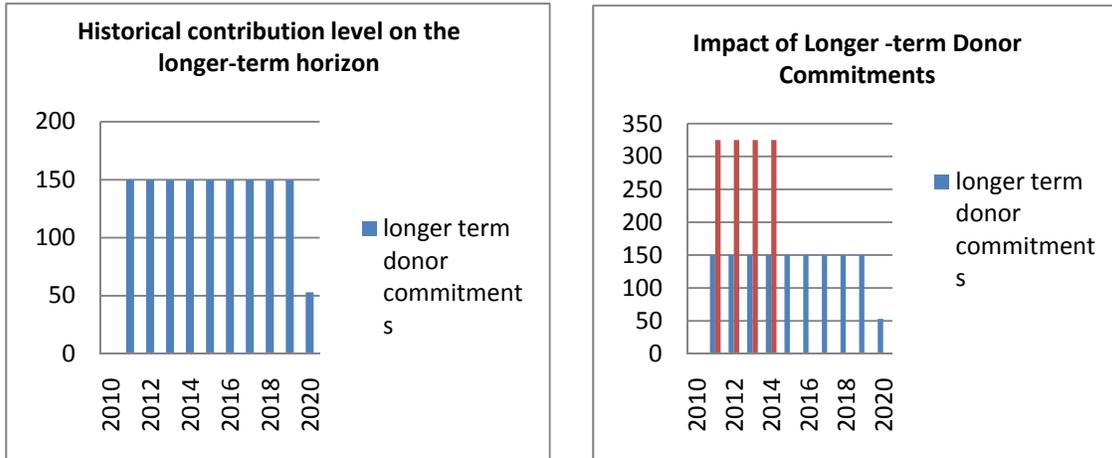
### ***Market Mechanism Options for Raising Required Funds***

Scaling-up the current available levels of MLF funding can be approached in two complementary ways.

**1. Monetization of donor commitments to scale-up MLF funding.** In order to address a possible funding deficit by 2015 and any additional gaps in future years, one possible approach would be to take advantage of the donors' ongoing support to the MP and its programs and monetize *future* donor commitments, which have historically been stable and consistent in value in the twenty year history of the MLF. This approach would imply using market instruments that would allow the MLF to borrow against future commitments in order that funds are available as needed for MLF project financing requirements. Following a long-term trajectory, repayment of the borrowing made by the MLF would stem from future donor commitments. This approach would build on the successful pilot of the International Finance Facility for Immunization (IFFIm) that used capital markets to monetize long-term legally-binding donor commitments for promoting accelerated immunization of children worldwide.

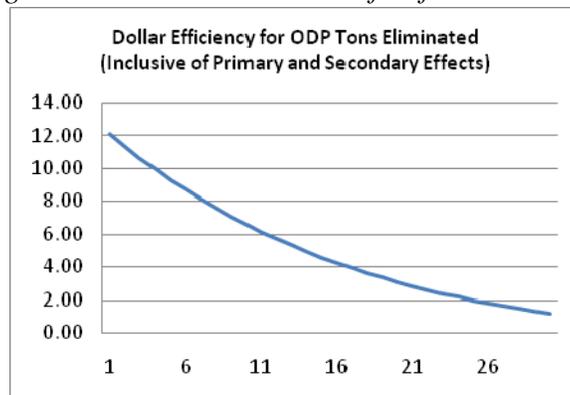
The frontloading mechanism that would be designed to meet the objectives of the MP would take into account the specific nature of the MP and MLF. The design of the potential financial structure would depend on the nature of the MP donors' future commitments, their willingness to extend their commitment periods, ability to scale up immediate contributions, the need to provide credit enhancement to the future flows, and other policy and institutional considerations.

Figures 3 and 4. Long-term MLF contribution levels based on historical data versus the impact of donor commitments



Using market mechanisms to frontload the MLF’s future cash flow contributions stream would involve paying financial returns to the market participants (capital markets, financial organizations, etc), resulting in an additional cost to the MLF. While increasing the overall costs to the MLF to implement its agreed target reduction, the borrowing costs would be more than offset by the environmental “return” of such frontloading. MLF projects clearly demonstrate significant environmental benefits when making funds available earlier. More immediate financing would also support CO<sub>2</sub> reductions from more energy efficient technologies, avoidance of HCFC leakage over time and reduction of HCFC banks and servicing needs. The diagram below quantifies the environmental benefit of borrowing against future commitments: US\$1 spent in year 1 buys 12 times the environmental benefit than US\$1 spent in year 30<sup>1</sup>.

Figure 5. Environmental Benefit of Frontloading

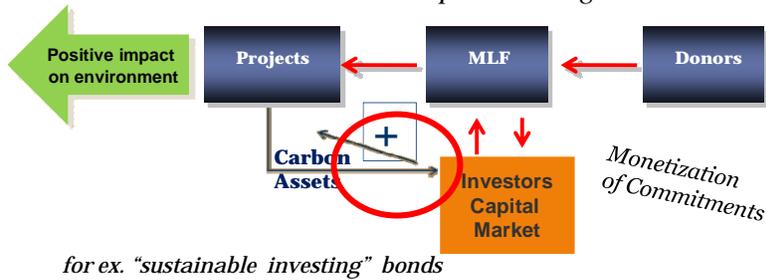


**2. Monetizing future carbon credits to finance the costs of climate-ozon benefits.** Carbon assets, once verified, become entitlements to the project entity, and are redeemable in the future. Various mechanisms exist to monetize these assets such as primary market carbon funds and secondary market exchanges, although these do not

<sup>1</sup>This analysis is based on the conservative assumption of zero inflation throughout the considered period.

directly address the need to increase the amount of project finance at an early stage of the project. Carbon credits redeemable in the future could be used by the project entity to increase the financing available at an early stage of the project. It may be possible to advance financing (e.g. commercial loans, bonds) against these future carbon assets to fund projects before the assets are generated, using the future stream of carbon revenues to repay the financing, over time. As with the previous approach, the result would be an acceleration of funds available for ozone-related project finance.

Figure 6. MLF Process with Scaled-up Financing and Carbon Assets

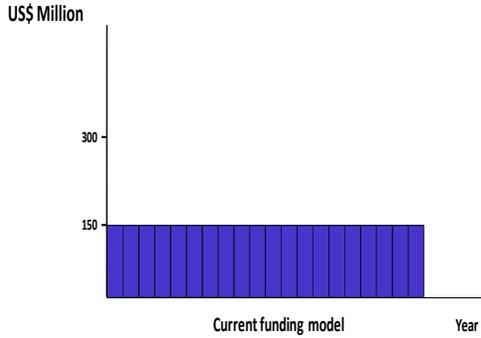


In addition, it may be possible to use carbon assets to enhance the creditworthiness of projects, which would enable financial entities (banks, investors or multilaterals) to improve the terms of financing (such as increased financing amounts, decreased cost of financing, increased loan maturity, etc.). As a credit enhancing instrument, asset titles would be transferred or posted as collateral to the benefit of financiers, to reduce the potential loss to the financier in case of a default by the borrowing entity. This approach entails the most uncertainty and would have to be more carefully evaluated to determine if it can be a viable mechanism.

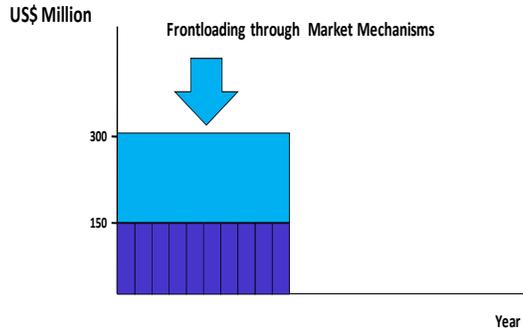
The sequence of these possible approaches for providing financing under the MLF of the Montreal Protocol, in terms of funds available for immediate disbursement, is depicted in the figures below following the baseline scenario.

Figure 7. Current MLF Funding Approach plus the three Proposed Mechanisms to Scale-up Funding

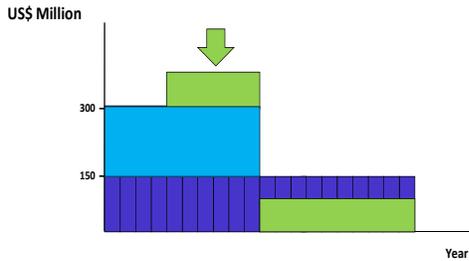
**Business as Usual  
Market**



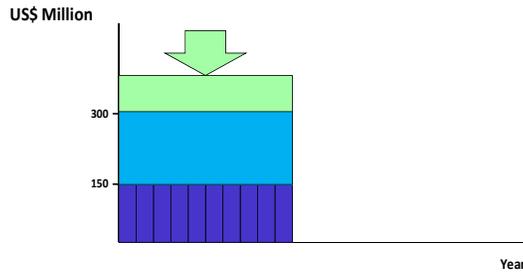
**Advancing Funding through the  
Market**



**Potential Revenue from Carbon Markets**



**Additional Project Financing Using Future  
Carbon Revenue**



These complementary approaches would maximize the level of upfront financing. In fact, because of the inherent link between new alternative technologies and climate and energy efficiency at the project level, it is easily foreseeable that MP projects lead to climate benefits, which in turn can generate carbon assets that would help finance MP project activities.

Other sources of funding, such as GEF or carbon funds, should also be sought to complement MLF funding particularly where MP projects intersect with the climate agenda, in order to maximize ozone and climate benefits, thereby accelerating the benefits resulting from the reasons mentioned above (HCFC bank avoidance and leakage, energy efficiency, etc.).

The market mechanisms presented above entail some inherent financial and market risks. Such risks were addressed in the structure of the IFFIm vaccination program in the World Bank, upon which this concept is based. In brief, these risks could be managed through adequate financial policies, with innovative approaches to sharing or distributing the risk (depending on the structure chosen in the end).

## **Objective**

The objective of this proposed resource mobilization activity is to further develop the concept outlined above of scaling-up funding within the existing replenishment and financing framework of the MLF.

## **Scope of the Work**

Using the example of the IFFIm program which has successfully employed the use of commitments by a group of donors to raise upfront money for scaling up vaccination for children, the work would entail developing various donor scenarios to contribute to a program to scale up MLF financing for both the first approach, monetization of commitments and the second approach, monetization of future carbon credits. The key aspects to investigate will be donor support, scenarios of increased funding to the MLF, the costs of frontloading, the risks, and the financial mechanisms (such as bonds, IBRD balance sheet, etc) to employ.

The scenarios would give the Parties, particularly donors, concrete examples of how they might contribute to these approaches within the parameters of their governments and political systems. These examples would look at various timeframes, amounts (partial commitments, full commitment) and forms of contributions and commitments vis-à-vis front loading needs and cash flow requirements of the Fund in the short and longer term. Analysis would focus on funding required as compared to the global demand for and capacity to absorb specific project activities (financing funding gaps, accelerating HCFC phase-out and financing climate benefits). The work would identify in concrete terms the possible risks and corresponding structures and approaches to mitigate the risks, as well as the costs of the proposed scheme, and lay-out the roles of the different MLF actors in its implementation. It would consider the legal and governance implications of the financial mechanisms chosen to scale up the funds. Finally, the proposed resource mobilization study would delve into the environmental and economic benefits of frontloading for stepped up replacement of HCFCs.

## **Approach**

The work will require analyses and a feasibility study on the level of demand as well as on the level of the markets. Thus funding scenarios will be elaborated in consultation with various types of donors (based on their political/governance systems) and 1-2 country case studies will be developed to capture demand and capacity to absorb scaled-up financing.

## **Timetable**

Upon approval by the MLF Executive Committee of the resource mobilization study to explore approaches to scale-up funds under the MLF through monetization of donor commitments and of carbon credits, the work would unfold immediately on two tracks, consultations with donors and analysis and feasibility work. A work plan will be prepared to capture required consultations and associated locations. Every effort would be made to combine these consultations with various international or regional meetings of

concerned ministries. Consultations would be scheduled between the 63<sup>rd</sup> and 64<sup>th</sup> Executive Committee meetings.

The analytical and feasibility work would require 8-10 months from approval.

### Preparation Cost Breakdown

| Element   | Description   | US\$           |
|---|---|----------------|
| Development of green financial products and cash-flow scenarios | Expert time (internal Bank and external financial engineering specialists, carbon market specialists, etc..) to develop a range of green financial products and overall cash-flow scenarios   | 130,000        |
| Travel for donor consultation meetings                          | Travel to relevant Parties to discuss means of financing, involving review of various existing funding mechanisms, identification of potential sources of financing, and development of approaches and project models for securing such resources | 50,000         |
| Development of country-specific scaled-up financing proposals   | Design and development of various tailor-made financing scenarios and proposals for scale-up, informed by in-depth consultation with interested donors  | 70,000         |
| <b>Total</b>  |   | <b>250,000</b> |