



Adaptation to Climate Change in the Coastal Zone of Vanuatu (also referred to as VCAP Project)



Terminal Evaluation Report

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i. Basic Project and Terminal Evaluation Information

Project Title: Adaptation to Climate Change in the Coastal Zone of Vanuatu	
Programme Period: 5 years Atlas Award ID: 00082472 Project ID: 00091375 PIMS # 4866 Project Period: November 2014 to November 2019 Management Arrangements: NIM PAC Meeting Date: May 2014	Terminal Evaluation (TE) Timeframe 21 June, 2019 TE contract signed and TE starts 28 June, 2019 Submission of Final Inception Report 08 July, 2019 Field mission starts 11 Aug., 2019 Presentation of Initial Findings 17 Aug., 2019 Submission of draft Terminal Evaluation Report 23 Aug., 2019 Submission of final Terminal Evaluation Report
Project country and Region: Vanuatu, Pacific Region Executing Entity/Implementing Partner: Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management. Implementing Entity/Responsible Partners: Ministry of Agriculture, Fisheries, Forestry and Biosecurity, Department of Local Authorities (DLA) of the Ministry of Internal Affairs, Public Works Department of Ministry of Infrastructure and Public Utilities, and the Ministry of Finance and Economic Management.	
Applicable GEF Strategic Objective and Program	- CCA-1: “Reduce vulnerability to the adverse impacts of climate change, including variability at local, national, regional and global level” - CCA-2: “Increase adaptive capacity to respond to the impacts of climate change including variability, at local, national, regional and global level
Applicable GEF Expected Outcomes	- Outcome 1.1: Mainstreamed adaptation into broader development frameworks at country level and in targeted vulnerable areas - Outcome 1.3: Diversified and strengthened livelihoods and sources of income for vulnerable people in targeted areas - Outcome 2.1: Increased knowledge and understanding of climate variability and change-induced risks at country level and in targeted vulnerable areas
Applicable GEF Outcome Indicators	- Outcome Indicator 1.1.1: Adaptation actions implemented in national/sub-regional development frameworks (no. and type) - Outcome Indicator 1.3.1: Households and communities have more secure access to livelihood assets (Score) – Disaggregated by gender and age - Outcome Indicator 2.1.1: Relevant risk information disseminated to stakeholders (Yes/No)

Terminal Evaluation Consultant

The VCAP Terminal Evaluation was carried out by **Patrick Sakiusa Fong**, an Independent consultant in the fields of natural resource management, climate change adaptation and project evaluation. Has successfully conducted consultancy work in the Pacific Islands region in the climate change adaptation and environment sectors, working mainly with international development organizations and national governments. He has also led multiple project and programme reviews and evaluation in the Pacific Islands region.

Acknowledgements

The Terminal Evaluation Consultant acknowledges the support of all who contributed to the review process including national and community representatives who provide their insights and feedback on the VCAP project, and Implementing Partners representatives, who provided valuable guidance on the whole TE process and comments on the draft Report. The Consultant thanks especially, the UNDP Analyst- Loraini Sivo, In-country Project Management Unit led by Project Coordinator- Mr. Jackson Tambe and the Project Technical Adviser- Mr. Matthew Hardwick.

ii. Executive Summary

This report presents the result of the Terminal Evaluation (TE) for the Adaptation to Climate Change in the Coastal Zone of Vanuatu project, also known as VCAP project. The terminal evaluation was conducted for the period 21 June- 30 August 2019 and involved two in-country mission and the rest was home-based. Participatory of project stakeholders together with triangulation of data from different sources were two of the core aspects of the VCAP TE process.

Apart from the review of documents related to the project including the Project Document (ProDoc), technical reports, project interim reports and meeting minutes, the Consultant also conducted detail interviews with project stakeholders. Project stakeholders include reps from the various national government departments, community reps from project sites and members of the Project Management Unit (PMU). Site visit to examine some of the infrastructural installation and general observation were done to confirm and compliment information gathered from the stakeholder consultation and review of project documents.

The findings from the VCAP terminal evaluation were analyzed to assess the general performance of the project, with the results presented in the various sections of this report. Important recommendations based on the findings of the TE process are provided towards the end of the report for improvement of future similar programs, and especially to guide GEF and UNDP programming in Vanuatu and the Pacific region.

Project Summary Table

Table 1: Project Title: Adaptation to Climate Change in the Coastal Zone of Vanuatu		
Programme Period: 5 years Atlas Award ID: 00082472 Project ID: 00091375 PIMS # 4866 Project Period: November 2014 to November 2019 Management Arrangements: NIM PAC Meeting Date: May 2014		Total resources required: \$38,927,253 Total allocated resources: \$38,927,253 • LDCF (GEF): \$8,030,000 • Co-financing: - Government \$21,170,341 - UNDP \$2,731,344 ○ Other \$6,995,568 Total \$30,897,253
Project country and Region: Vanuatu, Pacific Region Executing Entity/Implementing Partner: Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management. Implementing Entity/Responsible Partners: Ministry of Agriculture, Fisheries, Forestry and Biosecurity, Department of Local Authorities (DLA) of the Ministry of Internal Affairs, Public Works Department of Ministry of Infrastructure and Public Utilities, and the Ministry of Finance and Economic Management.		
Applicable GEF Strategic Objective and Program		• CCA-1: "Reduce vulnerability to the adverse impacts of climate change, including variability at local, national, regional and global level" • CCA-2: "Increase adaptive capacity to respond to the impacts of climate change including variability, at local, national, regional and global level"
Applicable GEF Expected Outcomes		• Outcome 1.1: Mainstreamed adaptation into broader development frameworks at country level and in targeted vulnerable areas • Outcome 1.3: Diversified and strengthened livelihoods and sources of income for vulnerable people in targeted areas

	Outcome 2.1: Increased knowledge and understanding of climate variability and change-induced risks at country level and in targeted vulnerable areas
Applicable GEF Outcome Indicators	- Outcome Indicator 1.1.1: Adaptation actions implemented in national/sub-regional development frameworks (no. and type) - Outcome Indicator 1.3.1: Households and communities have more secure access to livelihood assets (Score) – Disaggregated by gender and age - Outcome Indicator 2.1.1: Relevant risk information disseminated to stakeholders (Yes/No)
UNDP Environment and Sustainable Development Primary Corporate Outcome	Growth is inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded (Strategic Plan 2014-2017, Outcome 1)
UNDP Secondary Corporate Outcome:	Countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change (Strategic Plan 2014-2017, Outcome 5)
Expected Country Program Outcomes:	1. Sub-Regional Program Outcome 4 (UNDAF Outcome 1.1): Improved resilience of PICTs, with particular focus on communities, through integrated implementation of sustainable environment management, climate change adaptation/mitigation and disaster risk management 2. Sub-Regional Program Outcome 2 (UNDAF Outcome 5.1): Regional, national, local and traditional governance systems are strengthened, respecting and upholding human rights, especially women's rights in line with international standards.
Project objective	To improve the resilience of the coastal zone to the impacts of climate change in order to sustain livelihoods, food production and to preserve and improve the quality of life in targeted vulnerable areas
Project Outcomes	Component 1: Integrated community approaches to climate change adaptation - Outcome 1.1. Integrated CC-Adaptation plans mainstreamed in the coastal zone - Outcome 1.2. Improved climate resilience of coastal areas through integrated approaches Component 2: Information and early warning systems on coastal hazards - Outcome 2.1. Reduced exposure to flood-related risks and hazards in the target coastal communities. Component 3. Climate Change Governance - Outcome 3.1 Climate change adaptation enabling policies and supportive institutions in place - Outcome 3.2 Human resources in place at national, provincial and community levels Component 4. Knowledge Management - Outcome 4.1. Increased awareness and ownership of climate risk reduction processes at national and local levels.

1.2 Project Description (brief)

The Adaptation to Climate Change in the Coastal Zone of Vanuatu or VCAP project is a medium sized GEF funded project that was implemented in various project sites across Vanuatu for the period 2015-2019. The primary objective of VCAP is to improve the resilience of the coastal zone to the impacts of climate change in order to sustain livelihoods, food production and to preserve and improve the quality of life in targeted vulnerable areas. To achieve the objective, the project was designed to address a set of constraints related to social, institutional and ecosystem capabilities; facilitating development-based climate change adaptation strategies at village level, improving the integrated coastal management, applying the ecosystem-based adaptation approach, and working to make public conveyances climate proof.

In addition, the VCAP work is to strengthen the capacity to deliver timely climate related information to all communities in Vanuatu while also improving the quality accuracy and timeliness of weather forecasting, particularly to set up Community Disaster Committees and early warning systems. It is important to note that VACP also strive to promote sectoral policy, plans and strategies that explicitly recognize approaches to climate change adaption.

1.3 Evaluation Rating Table

Table 2: Evaluation Rating			
1. Monitoring and Evaluation	Rating	2. IA& EA Execution	Rating
M&E design at entry	S	Quality of UNDP Implementation	S
M&E Plan Implementation	MS	Quality of Execution - Executing Agency	MS
Overall quality of M&E	S	Overall quality of Implementation / Execution	S
3. Assessment of Outcomes	Rating	4. Sustainability	Rating
Relevance	R	Financial resources	ML
Effectiveness	MS	Socio-political	ML
Efficiency	S	Institutional framework and governance	L
Overall Project Outcome Rating	S	Environmental	ML
		Overall likelihood of sustainability	ML

Table 3: Detail ratings of evaluation criteria

CRITERION	CONCLUSION	RATING
Project Design and Formulation		
Analysis of LFA/Results Framework (Project logic /strategy; Indicators)	Intervention logic is coherent, however objective indicators are more of collection of outcome indicators. Objective indicators need to be results of outcome indicators.	Moderately Satisfactory (MS)
Assumptions and Risks	Logical and robust, and helped to determine activities and planned outputs, especially for externalities (i.e. effects of climate change). There have been minor gaps in the risks and risk management strategy.	Satisfactory (S)
Lessons from other relevant projects incorporated into project design	Lessons from similar national and regional projects incorporated in design, especially on project governance, partnership and stakeholder engagement, however these were not well articulated in the ProDoc.	Moderately Unsatisfactory (MU)
Planned stakeholder participation	Logical and complete stakeholder engagement plan presented in the PIF and project document, listing stakeholders from government, communities, NGOs and international development organizations.	Satisfactory (S)
Replication approach	Based on the project results achieved so far, much more efforts, through intensive media campaign and incorporation into government policies will be needed to expand the results of VCAP.	Moderately Satisfactory (MS)
UNDP comparative advantage	Aligned in aspects of capacity building and support for SDG-based planning, as well as experience in designing and implementing climate change adaptation and sustainable resource management projects. UNDP has a Country Office	Satisfactory (S)

	presence in Vanuatu and works closely with Government of Vanuatu on projects in the areas of GEF focal areas such as biodiversity, climate change, international waters as well as multi-focal areas.	
Management arrangements	Executed by Department for Climate Change Adaptation, Steering Committee (SC) that met bi-annually to review implementation progress, endorse work plans, provide guidance and assist in the resolution of any issues experienced during implementation.	Satisfactory (S)
Project Implementation		
Adaptive management	Delay during the initial phase due to cyclone and administrative issues led to implementation of measures that avoided further implementation delay. However, this also led to overspending in some outputs leading to incompleteness in others. Redesigned of Logframe after MTR resulted in changes to project indicators, extent of project activities and budget allocation. These changes resulted in adoption of more realistic targets for the project. Also, applying penalty for delays in contract has sustained the project for now.	Moderately Satisfactory (MS)
Partnership arrangements (with relevant stakeholders involved in the country/region)	Project has conducted extensive consultation with key stakeholders during project development phase. During project implementation, the Project Advisory Board Steering Committee, consisting of key Government ministries, Senior Supplier (UNDP) and Senior beneficiary (Govt counterparts) took active actions and met bi-annually to review implementation progress, endorse work plans, provide guidance and assist in the resolution of any issues experienced during implementation.	Satisfactory (S)
Feedback from M&E activities used for adaptive management	The quarterly, annual report from the project team to the Project Steering Committee, as well as the Project Implementation Reports were used as the main instruments to evaluate project progress, identify issues encountered during project implementation to determine adaptive management measures required. As a result of the feedback from the M&E activities, adaptive measures were undertaken during project implementation,	Moderately Satisfactory (MS)
Monitoring and evaluation: design at entry and implementation	ProDoc contained a Monitoring and Evaluation Plan and Budget that would be conducted in accordance with established UNDP and GEF policies and procedures. During project implementation, both UNDP as the IA and DCCA as the EA, as well as the Project Advisory Board were effective in monitoring and evaluation of activities and budget allocations with minor shortfalls. These shortfalls resulted in a few incomplete project outputs and partial achievement of project outcomes.	Satisfactory (S)
UNDP and Implementing Partner implementation / execution (*) coordination, and operational issues	UNDP as IA and DCCA as EA did not fully exercise prudent and quality management actions to ensure achievement of project outcomes and objectives in a timely manner. UNDP as the International Implementing Agency, as stipulated in the Management Arrangements, provided some strong support and guidance, however the arrangement undertook some	Moderately Satisfactory (S)

	adaptive management measures for some activities that resulted in partial achievement of project results.	
Project Results		
Overall results (Attainment of Objective and Outcomes)	Project has major success in attainment of Objectives and Outcomes, with only minimal shortfalls in some Outcomes.	Satisfactory (S)
Relevance	The project design and objectives were relevant to Vanuatu national resource management, CCA and development priorities	R
Effectiveness and Efficiency	Most project outcomes under project themes have been successfully achieved, however there were minor shortfalls in completion of some project outputs, especially for DLA and upland sectors.	Moderately Satisfactory (MS)
Country ownership	The project design and objectives were relevant to the national priorities and needs. Various government department work in partnership and collaboration in project implementation.	Satisfactory (S)
Sustainability	With the completion of the project, mechanism for continued financing of results and remaining outputs are in place, however commitment into the mechanism is not ensured.	Moderately Likely (ML)
Impact	The project has implemented majority of project activities that contributed to the achievement of the objective, and project has achieved majority of the project outcome and outputs stipulated with some minor shortfalls.	Satisfactory (S)
OVERALL CONCLUSION AND PROJECT RATING		Satisfactory (S)

1.4 Summary of conclusions, recommendations and lessons

Table 4

Issues	Recommendations
Sustainability of project benefits: The project does not have a clear Sustainability Plan or Exit Strategy (although UNDP has follow-up plans in the form of new programs, which might not be the same) and continuation of benefits may be in jeopardy unless concrete follow-up strategies and replication are rectified.	It is recommended that the PMU design with in-country stakeholders a project exit strategy, taking into consideration the achievement made by the project and also highlighting project shortfalls and seek specific stakeholders for taking over and sustaining each result or also, complete outstanding outputs.
Information management: The project has generated a good amount of data,	It is recommended that PMU work with in-country stakeholders to share these data,

information and knowledge some of which has been put out in publications, however, a lot is only found in electronic format and not readily accessible.	information and knowledge for use in national sectoral and integrated planning.
Follow-up intervention: The project has resulted in a lot of benefits and it will rely on other projects to replicate and further upscale to a more significant level. A follow-up intervention is recommended to further secure the investment made by the GEF, Government and UNDP.	It is commendable that Government proceeds with its plans to carry out a follow-up intervention. Such an intervention should first create a bridge between this project and the next in the form of a sustainability plan (Exit Strategy). It should have more focus on sectors where achievements were partially accomplished and also to address emerging issues.
Recommendations for future projects: • Development of a comprehensive risk register to include other risks found in VCAP, for instance political influence and changing stakeholder priorities and needs • Robust capacity building programs in project management and accounting, especially during initial phase is needed. • Clear standard operating procedures outlining core functions of project governance structures • Project implementation officially starts by signature of the ProDoc. However, the actual project implementation always starts effectively with a delay typically of several months. This inaugural period of several months should be reflected and taken into account in project design. • Project indicators and targets must be SMART: Specific, Measurable, Achievable, Relevant/realistic and Trackable/time-bound. If they are not, they create an administrative burden. Avoid vague indicators and indicators that are not measurable within the project implementation period and unrealistic targets. • Promote integrated approach in multi-sector project such as VCAP (Disaster risks management, upland management, marine resource management, climate proofing of infrastructure, water access, food security and community governance and policy development/realignment)	

iii. Acronyms and Abbreviations

AWS	Automatic Weather Stations
CCA	Climate change adaptation
CDC	Community Disaster Committee
CGL	Cumulative General Ledger
DEPC	Department of Environmental Protection and Conservation
DLA	Department of Local Authorities
NDMO	National Disaster Management Office
VFD	Vanuatu Fisheries Department
DARD	Department of Agriculture and Rural Development
EIA	Environmental Impact Assessment
EWS	Early Warning System
FAD	Fish Aggregating Device
GEF	Global Environment Facility
GoV	Government of Vanuatu
IA	Implementing Agency
ICZM	Integrated Coastal Zone Management
IPCC	Inter-governmental Panel on Climate Change
IWRM	Integrated Water Resource Management
JICA	Japan International Cooperation Agency
LMMA	Locally Marine Managed Area
M&E	Monitoring & Evaluation
MAGFF	Ministry of Agriculture, Quarantine, Forestry and Fisheries
MCCAMGEEDM	Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management
MESCAL	Mangrove Ecosystems for Climate Change Adaptation and Livelihoods Project
MFEM	Ministry of Finance and Economic Management
MIPU	Ministry of Infrastructure and Public Utilities
MMA	Marine Managed Area
MPA	Marine Protected Area
MIPU	Ministry of Works Communications and Transport Infrastructure & Public Utilities
NAB	National Advisory Board on Climate Change and Disaster Risk Reduction
NAPA	National Adaptation Program of Action
NBSAP	National Biodiversity Strategy and Action Plan
NCCAS	National Climate Change Adaptation Strategy
NDMP	National Disaster Management Plan
NGOs	Non-Governmental Organizations
NICZMF	National Integrated Coastal Zone Management Framework
PAA	Priority and Action Agenda (Government of Vanuatu)
PIR	Project Implementation Review
PIU	Project Implementation Unit proposed for V-CAP
PMU	Project Management Unit of the MCCAMGEDM

RBM	Result-based Management
PWD	Public Works Department
R2R	Ridge to Reef
SFM	Sustainable Forest Management
SLM	Sustainable Land Management
TE	Terminal evaluation
UNDAF	United Nations Development Assistance Framework
UNDP	United National Development Program
VANGO	Vanuatu Association of NGOs
V-CAN	Vanuatu Climate Adaptation Network
V-CAP	Adaptation to Climate Change in the Coastal Zone in Vanuatu
VDC	Village Development Committee
VMGD	Vanuatu Meteorological and Geo-hazards Department
VTSSP	Vanuatu Transport Sector Support Program

1. Introduction

This report presents the results and findings of the Terminal Evaluation (TE) for the Global Environment Facility (GEF) funded project titled, *Adaptation to Climate Change in the Coastal Zone of Vanuatu*, also referred to as VCAP. The two overarching objectives of TE as highlighted in the UNDP/GEF Monitoring and Evaluation Policy at the project level are to promote accountability for the achievement of GEF objectives through the assessment of results, effectiveness, processes and performance of the partners involved in GEF-funded project activities; and to promote learning, feedback and knowledge sharing on results and lessons learned among the GEF and its partners, as basis for decision-making on policies, strategies, programme management, and projects and to improve knowledge and performance.

The project is implemented by the United Nations Development Program (UNDP) with the Vanuatu Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management as the primary Executing Partner. According to the GEF and UNDP/GEF Monitoring & Evaluation Policies, the 2009 Handbook on Planning, Monitoring and Evaluating for Development Results, terminal evaluation is done towards the end of a project to:

- i. Monitor and evaluate results and impacts;
Analyze and evaluate effectiveness of the results and impacts that the project has been able to achieve against the objectives, targets and indicators stated in the project document;
- ii. Provide a basis for decision making on necessary amendments and improvements;
Assess effectiveness of the work and processes undertaken by the project as well as the performance of all the partners involved in the project implementation;
- iii. Promote accountability for resource use;
Provide feedback and recommendations for subsequent decision making and necessary steps that need to be taken by the national stakeholders in order to ensure sustainability of the project's outcomes/results; and
- iv. Document provide feedback on, and disseminate lessons learned.
Reflect on effectiveness of the available resource use; and document and provide feedback on lessons learned and best practices generated by the project during its implementation.

Conducted for the period 21 June- 30 August 2019, the terminal evaluation involved two in-country mission and the rest at home-based. Participatory of project stakeholders together with triangulation of data from different sources were two of the core aspects of the VCAP TE process to ensure quality and reliable information are gathered for the assessment. Apart from the review of documents related to the project including the Project Document (ProDoc), technical reports, project interim reports and meeting minutes, the Consultant also conducted detail

interviews with project stakeholders. Project stakeholders include reps from the various national government departments, community reps from project sites and members of the Project Management Unit (PMU). Site visit to examine some of the infrastructural installation and general observation were done to confirm and compliment information gathered from the stakeholder consultation and review of project documents.

The findings from the VCAP terminal evaluation were analysed to assess the general performance of the project, with the results presented in the various sections of this report. Important recommendations based on the findings of the TE process are provided towards the end of the report for improvement of future similar programs, and especially to guide GEF and UNDP programming in Vanuatu and the Pacific region.

1.1 Purpose of the evaluation

This terminal evaluation has been performed on a request of the UNDP country office in Fiji, which served also as the project Implementing Agency. It is a mandatory requirement of all GEF-funded UNDP projects. The main objective of the terminal evaluation is to provide an external (independent) assessment of the project and provide relevant decision makers with sufficient information to make an independent assessment of the performance of the GEF-funded VCAP project, especially in relation to the achievement of the overall project goal: “To improve the resilience of the coastal zone in Vanuatu to the impacts of climate change in order to sustain livelihoods, food production and preserve/improve the quality of life in targeted vulnerable areas”.

Specifically, the terminal evaluation has two primary purposes: (i) assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from the project, therefore provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNDP, GEF, Government of Vanuatu and communities. Therefore, the evaluation identifies lessons of operational relevance for future project formulation and implementation (especially for similar projects in the Pacific region or in-country).

Like all GEF Terminal Evaluations, this TE is being carried out:

- To promote accountability and transparency, and to assess and disclose levels of project accomplishments;
- To synthesize lessons that may help improve the selection, design and implementation of future GEF activities;
- To provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues; and,

- To contribute to the GEF Evaluation Office databases for aggregation, analysis and reporting on effectiveness of GEF operations in achieving global environmental benefits and on quality of monitoring and evaluation across the GEF system.

The Terminal Evaluation was guided by the Guidance for Conducting Terminal Evaluation of UNDP-supported GEF-financed Projects (2014) and its guiding principles. In addition, the Consultant adhered to the following principles to ensure high professional standards are met at all levels:

- Providing evidence-based information that is credible, reliable and be useful process.
- Participatory and inclusive approach, ensuring participation of all involved and appropriate stakeholders and taking into account diverse viewpoints;
- Integrity and honesty in reporting strengths, weaknesses, successes and failures of the program design and implementation using robust evidence;
- The mixed method approach, which combines the qualitative and quantitative components described later in the document, were used to achieve the evaluation objectives and to respond to the specific evaluation questions as specified in the TOR.
- Adhering to high standards of compilation and handling of information.
- Working in accordance to the institutional arrangement highlighted in the TOR.

1.2 Scope & Methodology

The TE of VCAP was based around a participatory approach, ensuring full engagement and involvement of the in-country project management team, project beneficiaries and other in-country key stakeholders. The process as a whole aimed to provide succinct and useful feedbacks regarding the outcomes and general performance of VCAP. The Consultant reviewed evidence from a wide range of documentation relevant to the Project including project documentation (Project Document, Project Inception Report, Project Board Meeting Minutes, Quarterly Progress Report, Project Implementation Review reports etc.) as well as documentation from other relevant documents (records, technical reports, decisions, policies etc.). Interview with key stakeholders was used to supplement the written documentation and provide an opportunity for project management team and project beneficiaries to present their views and feedback directly to the TE Consultant.

The TE was developed in order to gain maximum input from key stakeholders in the limited time available. In line with this, most stakeholder interviews were conducted through face-to-face interviews. As far as is practicable, the TE process confirmed the credibility and reliability of evidence relating to key issues through ‘triangulating’ of information, which involves seeking views from different stakeholders on the issue and testing the alignment with written documentation/records. In line with the TOR, the TE process was undertaken in several stages:

1. Preparation / Inception note

The initial stage involved dialogue between the TE Consultant, UNDP Pacific–Fiji Office and in-country stakeholders to confirm the objectives, methodology, approach, and timeframe as well as clarifying points of ambiguity that was raised, with respect to the TOR. These elements were consolidated into an Inception Report, including methodology and timeframes that were submitted for validation.

2. Review of Project documentation

This stage comprised a review of existing documents and other relevant documentation available related to the VCAP project. This was done comprehensively, taking in documentation from a variety of sources including the project documents and general project documentations. The review of documentation focused on themes outlined in the TOR. As part of the TE process, the Consultant reviewed progress towards results. This was assessed based on data provided, amongst others, in the project document, project work plan, GEF Tracking Tools, and PIRs, as well as results verified in the course of the TE mission.

3. Field Mission

A field mission, with emphasis on stakeholder consultations to gather views and feedbacks regarding the VCAP project outcomes and impacts and general performance was conducted in-country for 11 days for the period 10-21 July 2019. In-country stakeholders that were consulted during the field mission include the Department of Climate Change Adaptation (DCCA), Department of Meteorology (DoM), Department of Environment (DoE), Department of Fisheries (DoFi), Department of Forestry (DoFo), Department of Livestock (DoL), Department of Agriculture (DoA), Department of Local Authorities (DLA), communities (project sites) and other relevant stakeholders to ensure evidence based information are reported as part of the terminal evaluation.

Stakeholder consultations were in the form of one-on-one key informant interviews, community meetings and focus group discussions. To ensure the full participation of all groups in the TE process, the three engagement approaches were used interchangeably. At the community level, one-on-one interviews and focus group discussion were conducted with women representatives, female community leaders and women's group. During community meetings, women were also encouraged to share their views on VCAP and how the project has affected them as a group. Table 5 summarizes the timeframe for the field mission and the different stakeholder groups that were consulted.

Table 5: Summary of field mission timeframe and stakeholder consulted

Date	Stakeholder/Community	Island/Group of Islands	Province
11-16 July, 2019	National government	Port Vila, Efate Island	Shefa province
17 July, 2019	Lungharegi	Loh Island in Torres group	Torba province
17 July, 2019	Rinuhe	Loh Island in Torres group	Torba province
17 July, 2019	Sola	Vanua Lava Island in Banks group	Torba province
18 July, 2019	Luganville	Santo Island	Sanma province
18 July, 2019	Burumba	Epi Island	Shefa province
19 July, 2019	Itamotou	Aniwa Island	Tafea province
19 July, 2019	Imalé	Aniwa Island	Tafea province
19 July, 2019	Isavaï	Aniwa Island	Tafea province
19 July, 2019	Ikaokao	Aniwa Island	Tafea province
19 July, 2019	Namsafoura	Aniwa Island	Tafea province
19 July, 2019	Anelgauhat	Aneityum	Tafea province

4. Initial Findings

Debriefing notes in the form of summary for key findings, conclusions and recommendations (vis-à-vis successful completion of this consultancy) for the mission was presented in the VCAP Project Board meeting on 12th August 2019. This presentation provided a good forum to confirm and clarify any issues found from the TE.

5. Drafting and Submission of Final TE Report

A draft of the Terminal Evaluation Report was prepared following the TE mission. The Report followed the structure set out in the TOR. In particular, findings were presented in the three key categories below:

1. *Project Design / Formulation*- Analysis of Logical Framework Approach (LFA) and Results Framework including the Project logic, strategies and indicators. Assessment of project assumptions and risks and level of incorporation of lessons from other relevant projects (e.g., same focal area) into project design. Analysis of planned stakeholder participation, replication approach, UNDP comparative advantage, linkages between project and other interventions within the sector and management arrangements
2. *Project Implementation*- Assessment of adaptive management (changes to the project design and project outputs during implementation), partnership arrangements (with relevant stakeholders involved in the country/region), feedback from M&E activities used for adaptive management, Project Finance, monitoring and evaluation, especially design at entry and implementation phase and analysis of UNDP and Implementing Partner implementation / execution (*) coordination, and operational issues
3. *Project Results*- Analysis of overall results (attainment of objectives), relevance, effectiveness and efficiency, level of country ownership, sustainability and impact

In accordance with UNDP/GEF evaluation requirements, the overall project performance, project results, implementation, stakeholder participation, and M&E systems and sustainability were rated, and colour coded using the standard UNDP- GEF rating and colour coded as presented in Table 2 and 3, with brief justifications based on findings. GEF evaluations should ideally focus on impacts but these are invariably long term, and rarely can they be seen within the lifetime of a project. However, a project can be rated on the results that it achieves that can be expected to lead to impacts, namely the Outcomes and Project Objective.

A draft TE report was prepared following the TE field mission. The draft report was circulated to the in-country team and UNDP team for reviews and comments. These reviews were then incorporated into the final report.

1.3 Structure of the evaluation report

The Evaluation Report has been structured as follows:

Executive summary- This chapter includes a comprehensive summary of the terminal evaluation process, main findings of the evaluation including ratings in terms of design, implementation, results, and also the recommendations and conclusions, in particular for future interventions related to climate change adaptation.

Introduction- The introduction includes a description of the purpose of the evaluation report and of its structure. The evaluation methods are briefly described and the evaluation matrix that details the main questions, indicators and potential sources of information is also referenced, as are the main questionnaires for stakeholders and beneficiaries. Finally, the chapter highlights the problems of evaluation and the approach in improvement of similar work.

Project description and development context- The chapter aims to provide the action framework for the VCAP project, by describing its context, the problems that it was to address, the immediate and development objectives, baseline indicators and the main stakeholders at the time of formulation.

Evaluation findings- As per ToRs, the evaluation reviewed the project design: this subchapter provides basic information on the project structure and stakeholders, a description of the main institutional stakeholders involved in implementing the project, including their role and responsibilities. The logical framework including validity of indicators, assumptions and risks has been analysed and put into context as were the assumptions and risks. The linkages with other interventions and participation of stakeholders in the intervention were assessed. As the project has been implemented by UNDP, its comparative advantage was also checked.

The subchapter on project implementation assesses the quality of management during the implementation of the project: it includes changes to the project design and project outputs during implementation, the partnership arrangements with relevant stakeholders involved in the country/region. It reviewed as well the M&E systems and their contribution to adaptive management for improved implementation. The financial aspects of the project were briefly scrutinized and the management quality of both the implementing and executing agencies were assessed. The chapter on project results reviews the project through the evaluation criteria: overall results, relevance, effectiveness, efficiency, country ownership, mainstreaming, sustainability and impact.

Conclusions/lessons learned and recommendations- The conclusions address the consistency between the actually achieved results and the initial project objectives. The evaluation estimated

the degree of achieving the specific objectives of the project and the targets by correlating the objectives of the project, initial results and activities planned, and the actual results from the analysis performed. The Consultant detailed the factors that contributed to the success or failure of the intervention for the entire project taking into account the efforts put in place by the different in-country stakeholders to correct and improve the project implementation Finally, the lessons learned are mentioned as a way to move forward for future programming.

A number of annexes attached to this report is provide as supplementary information.

2. Project description and development context

2.1 Country and development Context

Vanuatu is an island nation located in the Western Pacific Ocean. The country is an archipelago of over 80 islands stretching 1,300 kilometers from North to South. Vanuatu's terrain is mostly mountainous, with narrow coastal plains where larger islands are characterized by rugged volcanic peaks and tropical rainforests. It is located in a seismically and volcanically active region and has high exposure to geologic hazards, including volcanic eruptions, earthquakes, tsunamis and landslides. Vanuatu's tropical climate is moderated by the southeast trade winds and the annual average temperatures are between 23.5–27.5°C. Temperature changes in the country are strongly tied to seasonal changes in the surrounding ocean temperature. The country has two distinct seasons – a warm wet season from November to April and a cooler dry season from May to October.

Vanuatu has an estimated population of 299,882, up from the 2009 census figure of 243,000. The country is not densely populated, ranking 188th in the world with 20 people per square kilometer (51/sq mi). More than half of the population in Vanuatu live in rural areas, although Port Vila and Luganville have sizable populations. Port Vila is the largest city and capital with a population of 45,000, accounting for 19% of the country's total population. Vanuatu population growth rate is 2.4% per year. The country has a fertility rate of 3.82 births per woman, which has declined over the last sixty years but remains high. The country life expectancy is 71 years.

Vanuatu has a developing free market economy, which is based primarily on fishing and subsistence or small-scale agriculture. It also derives a high proportion of its revenue from customs duties, which bump up the cost of living for expatriates, and value added tax which, in 2005, raised approximately 37% of the Government's revenue. There is a considerable contrast between the developed international business areas of Vanuatu, particularly Port Vila, and the remainder of the country. As most exports are agricultural-based, for example, copra, coconut oil, kava, beef, timber, cocoa and coffee, Vanuatu is vulnerable to fluctuations in world commodity prices and especially, to the impacts of climate change. The effects of climate change on agriculture production, fisheries, human health, tourism and well-being will have the consequences of decreasing national income, while increasing key social and infrastructure costs. Climate change may affect all areas of life for Ni-Vanuatu people and impact women, men and young people in different ways.

In recent years, Vanuatu has positioned itself as a regional leader in the fields of Climate Change (CC) and Disaster Risk Reduction (DRR) having established a National Advisory Board for Climate Change and Disaster Risk Reduction (NAB) as a means of improving coordination and governance around the two issues. Vanuatu's implementation of the UNFCCC has progressed positively in

recent years as the national government and its various sector departments have actively engaged and also, civil society, academic, the private sector, development partners and regional agencies. Vanuatu's national vision as per the Government's Priority and Action Agenda (PAA) 2006- 2015 is "An Educated, Healthy and Wealthy Vanuatu". The goal of the Agenda is to raise the welfare of its people, and main agendas for action include growing the productive sector, especially agriculture and tourism, maintaining macroeconomic balance, raising public service performance, cutting costs associated with transport and utilities, and improving access to basic services such as health and education. The Government of Vanuatu is also committed to achieving MDG goals and targets and significant progress has been made towards achieving the MDG Goals.

2.2 Project start and duration

The inception of the VCAP project design started around 2011. Being a GEF-funded project, the first submission of the GEF Project Identification Form (PIF) was done on July 30, 2012. Feedback on the first submission were sent to UNDP and in-country stakeholders around end of August 2012 and incorporated in the revised PIF which was resubmitted to GEF on October 12, 2012. The full project proposal was developed and finalized by UNDP and in-country stakeholders together with approval by GEF throughout 2013 to early 2014.

The implementation of the VCAP project commenced in November 2014, the date in which the project document was signed. Due to damages caused by Cyclone Pam, a category 5 cyclone in most of the project sites, including difficulty in accessibility, coupled with limited project personnel as a result of slow recruiting processes, project implementation throughout 2015 and even the start of 2016 was slow. As a result, activities for the various sites were reprioritized to suit the changing priorities and needs of the project and government departments that were responsible for implementing the project. After these adjustments, proper project implementation started around mid-2016.

With funding from the Global Environment Facility (GEF) and collaborative efforts by UNDP Pacific Program, Vanuatu government, communities and other in-country stakeholders, VCAP focused on five of the adaptation options including: i) development of provincial/local adaptation and Integrated Coastal Management plans, ii) climate proofing of infrastructure design and development planning, iii) development of an efficient early warning system, iv) awareness raising and capacity building, and v) coastal re-vegetation and rehabilitation.

2.3 Problems that the project sought to address

Since the dawn of the new millennium, climate change in Vanuatu was already affecting the livelihoods of its populations through more frequent and extreme events such as high rainfall, droughts, cyclone, storm surges and fluctuating temperatures. The following climate change variables have been observed through reliable meteorological data gathered over the years:

- Being consistent with the global pattern of warming, annual maximum and minimum temperatures have increased in both Port Vila and Aneityum since 1950. Also, maximum temperatures have increased at a rate of 0.17°C per decade at Bauerfield Airport in Port Vila, and similarly at Aneityum, the rate of increase has been 0.18°C per decade.
- Since 1950, wet season rainfall for Port Vila show a decreasing trend. However, there are no clear trends in annual and dry season rainfall at Port Vila or annual and seasonal rainfall at Aneityum, however, over this period substantial variation in rainfall from year to year at both sites have been observed.
- Satellite data indicate sea level in Vanuatu has risen by about 6 mm per year since 1993.

Apart from climate change impacts, livelihood has also been affected by inappropriate land use, overexploitation of resources, increasing urbanization and population, resulting in economic disruption and increase vulnerability for rural communities in Vanuatu. In addition, limited national commitment and capacity to address climate change adaptation and disaster risk management due to insufficient awareness and limited financial resources diverted to other critical sectors (health, education, poverty reduction, etc.) are also factors that increase vulnerability of Vanuatu communities.

Being ranked as one of the most vulnerable country in the world in terms of climate change impacts due to its high exposure to natural disasters, scattered island geography, narrow economic base, inadequate communication and transportation networks, and limited capacity to cope with disasters including those caused or exacerbated by the effects of climate change, Vanuatu has over the years implemented programmes and initiatives to address these concerns. VCAP is one of these programmes and has provided valuable opportunities to the Vanuatu Government to increase the resilience of its communities to future climate change induced risks and to sustain livelihoods, food production and preserve and improve the quality of life in targeted vulnerable areas. In that context, VCAP focused on implementing multi-sector climate change adaptation measures to address most of the problems highlighted. Acknowledging the multi-sector problems and their linkages to climate change impacts, VCAP was designed to ensure a holistic approach is taken in climate change adaptation efforts in Vanuatu.

2.4 Immediate and development objectives of the project

The logic behind the VCAP project was to integrate long term climate change risks into development and resource management planning by (i) focusing on enhancing the adaptive capacity of stakeholders in Vanuatu through improvement and installation of important infrastructures (ii) incorporating adaptation to climate change risks and related vulnerabilities into existing institutional and decision-making processes ("mainstreaming") at both the community and national planning levels, (iii) environment restoration to improve ecosystem services and values (iv) improving knowledge management related to climate change impacts and adaptation at local and national level.

This was streamlined into one main project objective: 'Improving the resilience of the coastal zone to the impacts of climate change in order to sustain livelihoods, food production and to preserve and improve the quality of life in targeted vulnerable areas' with an emphasis on in-country capacity building, tangible measures to adapt to climate change and improve governance mechanisms at local and national level.

2.5 Baseline Indicators established

The project design has a comprehensive presentation of baseline indicators for project objective and outcomes. However, as indicated in section 5.1, indicators for the project objective are the aggregation rather than the results of the indicators for project outcomes and when incorporating the result-based management (RBM) tool, indicators for the project objectives should link project outcomes with reflections on development benefits. The baseline indicators in the design provide an actual measurement of climate change adaptation conditions in Vanuatu at the start of VCAP, against which subsequent progress during project implementation were able to be assessed.

The accuracy in the baseline indicators can be attributed to the positive participation of in-country stakeholders during the planning and designing phase of VCAP since they have better knowledge on country climate change adaptation situation due to years of experience working in their respective sectors, easy accessibility and familiarity with official statistics, research results and exposure to technical information sharing forum in the country. The following approaches were used for the establishment of the baseline indicators:

- A national inception workshop to commence the PPG phase held in Port Vila on 7-8th August 2013.
- Bilateral consultations with numerous stakeholder groups including national and sub-national government agencies, target group representatives, local organizations, development partners and INGOs and NGOs

- Extensive island-based community consultations using a comprehensive baseline survey. A total of 1,827 community members were surveyed (60.65% male: 39.35% female) through 33 village meetings.
- Consultations with donors, Council for Regional Organizations in the Pacific (CROP) agencies and other groups based in Fiji throughout the PPG phase.

2.6 Main stakeholders

The Project has been implemented by the GEF Implementing Agency, UNDP through its Multi-Country Office based in Suva, Fiji. The Executing Agency is the Vanuatu National Government - the Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management (MCCAMGEEDM) in which the Project Management Unit= (the primary executing unit), is housed. Responsible to the implementation of the various outputs are the Department of Meteorology and Geo-hazards, Department of Environmental Protection and Conservation, Department of Local Authorities (DLA), National Disaster Management Office (NDMO), Department of Agriculture & Rural Development (DARD), Department of Livestock (DoL), Vanuatu Fisheries Department (VFD), Public Works Department (PWD). Other stakeholders also include Water Resource Department, Provincial Governments and local government community representatives: Chiefly village councils, Ward / District councils, Area Council Representatives – in particular Area Secretaries, Island-level Community Disaster Committees.

A brief description of the stakeholders together with their national mandate and core functions is presented in Table 6 below.

Table 6: Listing of Stakeholders with national mandate and Core functions

Stakeholder	National mandate and core functions
Department of Climate Change Adaptation	Oversee climate change and adaptation work in the country and acts as the main executing agency. It is one of the departments with the Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management.
Meteorology and Geo-Hazards Department	Part of MCCAMGEEDM with main responsibility of providing high quality meteorological and geohazards services that are widely available and accessible, effectively applied, beneficial and highly valued by all sections of the community in Vanuatu.
Department of Environmental Protection and Conservation	Responsibilities include assessment of environmental impact of proposed developments; working with communities to establish Community Conservation Areas and working with municipal and provincial governments to manage waste and pollution. Department is part of MCCAMGEEDM.

Stakeholder	National mandate and core functions
Department of Local Authorities	The Department of Local Authorities within the Ministry of Internal Affairs is responsible for overseeing local government. Provide linkage between national government and community affairs.
National Disaster Management Office	Responsible for coordination of preparation and responses to emergencies and disasters across Vanuatu, part of MCCAMGEEDM.
Department of Agriculture and Rural Development	Part of the Ministry of Agriculture, Livestock, Forestry, Fisheries and Biosecurity (MALFFB). Core functions include building an agriculture sector that is robust and competitive, one that contributes to improved economic growth and trading opportunities, food security, reduction of poverty, and improved livelihoods in Vanuatu.
Department of Livestock	Supports local farmers do small scale intensive livestock farming through providing technical expertise and supplying livestock breeds. Also comes under the MALFFB.
Vanuatu Fisheries Department	Main role is the implementation and enforcement of fisheries management laws, policies, regulations and principles under the Vanuatu Fisheries Act. It is part of the MALFFB.
Public Works Department	Part of the Ministry for Infrastructure and Public Utilities and is dedicated to contributing to the achievement of the national development goals by providing safe, reliable and affordable infrastructure. Primary task of the department is to manage, maintain and develop the major national transport infrastructure assets – roads, ports and airports.
Water Resource Department	Regulate and coordinate water activities and project in Vanuatu. The department is part of the Ministry of Lands and Natural Resource
Vanuatu Red Cross Society (VRCS)	Provides communities with skills and services in first aid, health and sanitation, disaster preparedness, humanitarian law and emergency response. Established in the country on October 1982, VRCS has a total of 5 Provincial branches with its headquarters based in Port Vila.

2.7 Expected Results

The main project objective of VCAP is to improve the resilience of the coastal zone in Vanuatu to the impacts of climate change in order to sustain livelihoods, food production and preserve/improve the quality of life. To achieve this, the project has four main components, with the following associated outcomes:

Component 1: Integrated community approaches to climate change adaptation through the formulation and mainstreaming of adaptation plans including risk management, preparedness and response plans (*Output 1.1*); rehabilitation of threatened coastal ecosystems and resources

such as mangroves, coral reefs, and fisheries to support livelihoods and food production (*Output 1.2*); stabilization of coastal areas through re-vegetation and other ‘soft’ approaches (*Output 1.3*) and; improved resilience through climate proofing of selected public conveyance infrastructure in the coastal zone (*Output 1.4*).

Component 2: Information and early warning systems on coastal hazards including Automated Weather System (AWS) for real time monitoring of climate-related hazards (*Output 2.1*); timely release of early warnings against coastal flooding and storm surges through public media (*Output 2.2*); capacity building Vanuatu Meteorological and Geo-hazards Department (VMGD) staff in the operation and maintenance of AWS (*Output 2.3*)

Component 3: Climate change governance including review of legislation and national/sector policies with impacts on climate change adaptation (*Output 3.1*); capacity building of key national and provincial government agencies in areas of monitoring, evaluation and mainstreaming of climate-related policies and regulations (*Output 3.2*) and; empowerment of communities through participatory approaches in vulnerability assessments, planning and community-based adaptation measures and capacity building (*Output 3.3*).

Component 4: Knowledge management including the documentation and dissemination of best practices to all local and national stakeholders (*Output 4.1*) and; development of awareness, training and education programmes in Bislama and French (*Output 4.2*).

3. Findings

In line with the methodology, the Evaluation findings are based on documented evidence, supplemented by interviews with stakeholders. The following document types proved of most use to the Evaluation with the full listing provided in Annex C:

- Documents relating to the Project's design and approval
- Reports produced by the PMU for the implementing and responsible partners and UNDP.
- Documents produced in the course of the Project (e.g. workshop reports, Steering Committee reports; reports commissioned under the Project, PIR)
- Documentation from other agencies (e.g. WCPFC)

3.1 Project Design / Formulation

3.1.1 Analysis of LFA/Results Framework (Project logic /strategy; Indicators)

The VCAP project document (ProDoc) is used as the main reference for this section of the TE analysis. Some information for this review was also drawn from Project performance and difficulties encountered during the implementation. An analysis of the quality of the logical framework and/or results framework took effect based on the Theory of Change (ToC). Even though the ProDoc does not have a clearly defined ToC illustration or narration, it clearly highlighted the problem to be addressed by VCAP and the desired outcomes and approaches to be undertaken for proper implementation.

VCAP was designed to strengthen climate related information management capacities for all population in Vanuatu and at the same time also contributing to improved accuracy and timeliness of weather forecasting. Also, some of the interventions related to ecosystem-based adaptation, sustainable agriculture and climate proofed public infrastructure were designed to address the concern about food security, fresh water availability and the access to health, education and market facilities. These interventions are clearly related to gender and social inclusion requirements identified in the project design. Also, VCAP has acknowledged that women face socio-cultural and political disadvantages because of their limited access to economic assets and decision-making, posing important obstacles to climate change adaptation. The VCAP project log frame reflects a coherent and sound intervention logic/vertical approach. The ProDoc clearly defined the project objectives, outcomes, outputs, activities and milestones, with key stakeholders responsible for the project activities properly identified, and financial inputs appropriately budgeted. VCAP was designed with an objective to improve the resilience of the coastal zone in Vanuatu to the impacts of climate change in order to sustain livelihoods, food production and preserve/improve the quality of life. To ensure alignment with the Vanuatu National Adaptation Plan, the project addressed three of eleven priorities identified in the NAPA including: 1) community-based marine resource management, 2) integrated coastal zone management, and 3) mainstreaming climate change into policy and national planning processes.

To achieve the objective, the project focused on (i) community level implementation of integrated adaptation options as outlined in the NAPA including development of provincial / local adaptation and ICM plans, climate proofing of infrastructure design and development planning, development of an efficient early warning system and coastal re-vegetation and rehabilitation (ii) awareness raising and capacity building at local and national level in climate change adaptation (iii) mainstreaming climate change considerations and adaptation into national governance systems. These three focal areas are reflected in the four main components of the project and associated project outputs.

Apart from being clear, relevant and coherent, the logframe still lacked in some areas. The TE confirmed one of the findings from the MTR process that indicators of the project objective level are the aggregation rather than the results of the outcome level indicators. By incorporating the result-based management (RBM) tool, objective level indicators should link project outcomes with reflections on development benefits. Also, the project targets at design phase miscalculated the scale and costs of project activities, let alone the scale of project coverage and this resulted in the adjustment of the Logframe during project implementation phase to provide more realistic targets and SMART indicators for the project.

Another important point to note is the usage of the term resilience in the project objective, a word which does not easily meet the SMART criteria. Resilience in the context of impacts of climate change in a community is not a stand-alone word but a combination of processes (physical, social, economic, governance, administrative, political etc) that facilitate the ability of a community to respond to, withstand, and recover from climate-related shock. Therefore, developing indicators to fairly reflect improve in resilience would be complicated and may not be applicable contextually. A more SMART and applicable term to suit the context of VCAP would be adaptive capacity, which generally mean the ability to adapt.

3.1.2 Assumptions and Risks

Assumptions and risks for the project and for each of the four outcomes are clearly described and found to be logical and practical. Table 7 highlights the possible risks to the overall implementation of VCAP as identified in the project design. Apart from these, the ProDoc also have specific and clear possible risks related to each project outcome. The project design therefore, has a comprehensive and relevant list of possible project risks, with some helped determine activities and planned outputs.

Table 7: Major risks from project design and TE feedback

Type	Description of Risk	Terminal Evaluation Feedbacks
Organization	Limited capacity in government agencies to implement the project and sustain project outcomes. There are a limited number of civil servants who are keen to deliver government services to isolated communities and the significant financial resource constraints facing most government agencies further impede effective field work.	The project encountered this risk during implementation phase, and it came up with measures to address the risk. Some of the measures adopted by VCAP which were identified during the design phase included conducting capacity building programs for most project components to in-country stakeholders and using a coordinated approach by the implementing partner with other agencies involved to leverage on training opportunities and resources available.
Organization	Lack of data to design adaptation measures. Adaptation measures highlighted in the ProDoc include some technical activities, with their design needing good and quality data, which is not available in-country.	Even though encountered at minimal level, VCAP utilised the knowledge and skills together with standards and practices available at national level with the compliments of local knowledge in the implementation of activities that needed data in the design of adaptation measures. This is especially in the agriculture, water, infrastructure and marine sectors.
Organization	Weak coordination and communication amongst project partners may impede project progress. The different partners representing the different sectors focus individually in implementing sectoral activities mandated by the Vanuatu national government, with VCAP being a multi-sector project, this risk is relevant.	As a way to avoid this risk, the project utilised some of the counter measures that were identified during the project designing phase. These include the establishment of a Project Management (PMU) with the role of overseeing the whole operations and management of the project and also, the establishment of a clear coordination mechanism amongst VCAP partners, in the form of a Project Steering Committee (PSC), which provided a mechanisms that ensures partners inputs at all levels (national, provincial and project site committees)
Operational	Participation by communities may not come at a level necessary to ensure project success. Since most VCAP activities are implemented at the community-level, which might have different priorities and needs, their participation in the VCAP project is not fully guaranteed.	VCAP mostly used participatory approaches in its engagement with communities and this provided communities with a sense of ownership of the project and positive responses to the needs of the project. Additional activities through community capacity building, awareness and communications programs also helped in this regard. Seeing the benefits of the project in addressing adaptation and sustainable livelihood, communities in all project sites cooperated and participated fully and this was a catalyst in achievement of the project objectives.
Operational	Gender and social inequality may impede project progress and achievements. Due to cultural context, equal participation of all groups might not be achieved, hence affect the project as a whole.	The participatory approach adopted by VCAP helped in ensuring inclusive participation of all groups in all the project sites. However, having specific activities aimed at vulnerable groups such as women and youths would have been one of the successful measures to address this risk.

Type	Description of Risk	Terminal Evaluation Feedbacks
Operational	Ineffective coordination across implementing partners and Responsible Parties for project activities.	The existence of Memorandum of Understanding (MOU), outlining specific roles and responsibilities between key implementing partners in the initial phase of VCAP, together with the appointment of dedicated project focal point from a Director-level (with an alternate) from each project partner are measures adopted by the project to address this risk. Another measure includes the recruitment of officers and posted to the various government departments with their main role to undertake project-related activities under their respective sectors. Continuous technical meetings among these officers and PMU ensured that these officers are up to date with implementation of respective project activities.
Political	Large tracts of land under customary ownership could be an impediment to CC-A if landowners do not cooperate. Adaptation measures highlighted in the ProDoc involves multiple land owning unit with different views and getting their full consensus can be a challenge, hence affecting implementation of project activities	VCAP used participatory approaches in its engagement with communities and this provided communities with a sense of ownership of the project and positive responses to the needs of the project. Understanding the benefits of the project in addressing adaptation and sustainable livelihood, customary landowners in all project sites cooperated and participated fully and this was a catalyst in achievement of the project objectives.
Political	Political instability. Sudden changes in the political spheres would mean high probability of changes in national mandates and priorities leading to variation in prioritization of VCAP project implementation.	The overall political environment at national government and local level in Vanuatu during the VCAP life cycle can be described as stable and did not have any influence in the project. However, a related risk encountered by the project during the implementation phase is political interference on the ways project activities were implemented and this was mainly influenced by decision-makers at national level.
Environment	Climate change risks- Natural disasters and Extreme climate events such as cyclones or severe droughts will affect the progress of project	Cyclone Pam struck Vanuatu in 2015, the first year of project implementation. Being a Category 5 cyclone, the damage was estimated to cripple 56% of Vanuatu's GDP. This resulted in the delay of project implementation for a year due to changes in government priorities and needs, focusing especially on responses and rehabilitation for cyclone damages.
Environment	Environmental impacts potential of some infrastructure related activities. VCAP activities include construction and upgrading of important infrastructure and if identified to pose threats to the environment, these activities would need to be relooked at or even halted.	The design of project activities, especially roads during implementation considers environment and social safeguards, however some minor adjustment to the operation would have fulfilled these safeguards.

Type	Description of Risk	Terminal Evaluation Feedbacks
Environment	Invasive species may be introduced or spread by project related activities. Some of the VCAP activities include the introduction of species which are proven to be resistance to climate change impacts, however are not indigenous in the project sites.	All species introduced to the project sites have been approved by the relevant departments and have proven to have no negative effects to the surrounding environment.

3.1.3 Lessons from other relevant projects incorporated into project design

Lessons from relevant national and regional projects were incorporated into the project design, especially on project governance, partnership and stakeholder engagement approach. The VCAP project governance is very similar to other projects previously implemented by UNDP in having a Project Management Unit (PMU), comprising of key project technical staff, a Project Steering Committee consisting mainly of representatives from key stakeholders and Technical Working Group, whose main role is providing technical advice and strategic directions for the project.

According to results from stakeholder consultation, VCAP promotes integrated and community approaches in execution of the project and this basically due to lessons from the usage of these approaches together with other useful lessons from similar previous projects successfully implemented in Vanuatu and the Pacific region including the following:

- Coping with Climate Change in the Pacific Island Region (CCCPR) project by GIZ with the objective of strengthening the capacities of Vanuatu communities to cope with the impacts of climate change
- Vanuatu Community Resilience (VCR), a joint project supported by UNDP, FAO, UNICEF and implemented by the Government of Vanuatu (GoV) in 2005- 2015, with the objective of improving awareness in issues relating to CCA and DRR in Vanuatu communities.
- Promoting Climate Resilient Urban and Transport Infrastructure Urban and Rural Infrastructure (PACC), a UNDP and Ministry of Climate Change project that demonstrates the integration of climate change risk reduction in road design in Epi, Shefa Province with the objective of reducing vulnerability and increasing resilience to climate change of project beneficiaries.
- KfW Development Bank Recovery Support for Tropical Cyclone Pam project in Vanuatu with SPC's support.
- The Pacific Risk Resilience Programme (PRRP) project was implemented by UNDP, DLA, Ministry of Climate Change and DSPPAC to support the Government of Vanuatu's efforts to achieve resilient development outcomes as outlined in the National Sustainable Development Plan 2016 – 2030 and Climate Change and Disaster Risk Reduction Policy 2016-2030.

3.1.4 Planned stakeholder participation

The VCAP project has a logical and complete Stakeholder Engagement Plan (SEP), as presented in the PIF and ProDoc. In both documents, there is clear listing of the various stakeholders that can contribute to the successful implementation of VCAP, ranging from national government department, communities, NGOs and international development organizations. Stakeholder core functions and activities together with their roles in implementation of VCAP are well articulated in the SEP. In the SEP, the following responsibilities related to VCAP work were clearly outlined for these national stakeholders and during project implementation actual stakeholder interaction was very compatible with that presented in the SEP, as each stakeholder took the lead role in implementing the assigned roles and responsibilities during implementation.

Table 8: Stakeholder participation in VCAP

Stakeholder	Planned roles and responsibilities
Department of Climate Change Adaptation	• House the Project Management Unit (PMU) to oversee the operation of VCAP implementation to ensure high quality delivery of the project • Monitoring and Evaluation of V-CAP in line with Project Document and GEF CEO Endorsement Proposal • Identify and guide the overall alignment and conformity with Vanuatu Climate Change Policy and NAPA
Vanuatu Meteorology & Geo-Hazards Department	• Implementation of VCAP Component 2 with the guidance and support from the PIU • Integration of meteorological information collected with V-CAP support into national systems. Integration of early warning systems supported by V-CAP into national systems
Department of Environmental Protection and Conservation	• Provide technical staff and institutional support for implementation of specific elements of VCAP Component 1 • Link V-CAP sites and integration of Community Conservation Areas into the National PA system • Review, finalization and appropriate implementation of the National Integrated Coastal Zone Management Strategy at the National Level
Department of Local Authorities	• Delivering component 1.1.1 on community engagement in CC Adaption planning for building community resilience • Facilitate and support provincial and Area Council governance arrangements for all V-CAP sites
National Disaster Management Office	• Contribute to component 1.1.1 of V-CAP delivery in 6 provinces in Vanuatu • Support communities, Area Councils and Provinces to establish and operate Community Disaster Committees with community disaster management plans through training, capacity building and plan development
Department of Fisheries	• Leadership and support to implementation of V-CAP Component 1.2.1 and ensuring facilitation of provincial level inputs

	• Development of fisheries management components of Integrated Coastal CC Management Plans, including working with appropriate parties to finalize the approval process
Department of Agriculture	• Provision of technical support and guidance to component 1.2.2 and on climate resilient crops and related species in V-CAP sites
Department of Forestry	Provide technical support and guidance to component 1.2.2 and nursery construction and operation in selected sites
Department of Livestock	• Technical support and guidance to component 1.2.2 – particularly in Santo and of extension on cattle and Impact on the environment in V-CAP sites
Public Works Department	• Responsible for delivery of road related rehabilitation of component 1.2.3 and develop guidance and standards with VTSSP and other partners to develop building codes and specifications for ‘climate proofing infrastructure’
Department of Rural Water Supply	• Participation in workshops and meetings and provision of technical support and guidance into component 1.2.2.
Provincial Governments	• All provincial governments played a key role in planning for the delivery of V-CAP during the PPG • Provincial governments supporting and leading appropriate elements of delivery of component 1, in particular the mainstreaming of climate change adaptation. Monitoring of project activities, in-kind support to project delivery.
Area Council Representatives	• Involved in development of PPG in field sites. Area Councils and Area Council Secretaries were identified in the SEP as the engine of delivery of Component 1 of V-CAP at each of the six sites

3.1.5 Replication approach

The logic behind the demonstration sites and other physical interventions was that successful results would benefit project beneficiaries through improvement in their adaptive capacity to climate change impacts and lessons learned would feed into the development of national strategies or future programming for replication of project results and opportunities. This positions VCAP as one of the lead projects in Vanuatu for climate change adaptation from which other stakeholders would pick up the most relevant methodologies, approaches and interventions for scaling up.

For lessons learned on best practices to be widely available and known, the project design had a clear strategy in the form of Component 4, which specifically focuses on project knowledge management. Outputs from this component include the documentation and dissemination of best practices to all local and national stakeholders and shared globally in appropriate mechanisms (development, populating and maintenance of national website for CC (*Output 4.1*) and; development and implementation of awareness, training and education programmes in

Bislama and French (*Output 4.2*). To support Component 4, the VCAP Communications Strategy was developed during the design phase, with the aim of capturing best practices and lessons learned based on the large amount of information and valuable knowledge generated by VCAP.

3.1.6 UNDP comparative advantage

The VCAP project is aligned with UNDP comparative advantage in aspects of capacity building and support for SDG-based planning, as well as experience in designing and implementing climate change adaptation and sustainable resource management projects. UNDP has a Country Office presence in Vanuatu and works closely with Government of Vanuatu on projects in the areas of GEF focal areas such as biodiversity, climate change, international waters as well as multi-focal areas. The project also incorporates integrated policy development, in-country human resources development, institutional strengthening, and non-governmental and community participation.

Being a multi-sector project, VCAP addresses issues related to climate change adaptation, environment, water access and security, agriculture, infrastructure, sustainable livelihood and food security, which is also compatible with GEF's Frameworks and strategies for sustainable development (FSSD). FSSD supports:

- Integrating sustainable management of environment and natural resources into Poverty Reduction Strategies, key national development frameworks and sector strategies
- Adopting and implementing National Strategies for Sustainable Development for integrating responses to economic, social, and environmental issues
- Setting targets and demonstrating progress towards environmental sustainability

3.1.7 Management arrangements

VCAP was to be implemented on the guidance of the UNDP's National Implementation Modality (NIM) framework, together with guidelines agreed by UNDP and the Government of Vanuatu. UNDP's NIM framework focuses on development of national systems and capacities and utilizing them for the implementation of UNDP supported projects.

According to the Project Document:

- UNDP Multi-country Office based in Fiji was to be the lead implementing agency and responsible for overseeing all phases of VCAP and reporting to GEF
- Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management was to be the implementing partner and lead executing agency
- The executing partners and responsible entities comprised of the Ministry of Agriculture, Fisheries, Forestry and Biosecurity, Department of Local Authorities (DLA) of the Ministry of Internal Affairs, Public Works Department of Ministry of Infrastructure and Public Utilities, and the Ministry of Finance and Economic Management.

The project was to be monitored by a Steering Committee (SC) or Project Advisory Board (PAB), that would meet bi-annually to review implementation progress, endorse work plans, provide guidance and assist in the resolution of any issues experienced during implementation. The Director General (DG) of MCCAMGEEDM was the designated Chair of the SC/PAB, however, during implementation the committee was co-chaired by the Directors of the various national government departments and included representation from the lead implementing agency, implementing partner and lead executing agency and the executing partners and responsible entities.

Also, a Technical Working Group (TWG) was established to guide the implementation of the project activities and resolve some technical issues that affected the implementation of project activities. The Technical Working Group would meet to approve any technical matters that arise for implementation of project activities. The TWG also consist of the Directors of Responsible Partners and the Implementing Partner.

3.2 Project Implementation

3.2.1 Adaptive management

The project has deployed a number of adaptive management measures and the most significant measures are discussed in this section. Firstly, due to the impacts caused by cyclone PAM in March 2015, VCAP encountered significant delays during the initial phase of project implementation. Delay was also attributed to the slow process and mechanism in recruitment of PMU staff and site coordinators. Full commencement of VCAP activities started in the second quarter of 2016, instead of the last quarter of 2014 (project start period). As a result, VCAP reprioritized implementation of project activities to ensure percentage of Cumulative General Ledger (CGL) delivery against total approved amount (in prodoc) and percentage of CGL delivery against expected delivery of a reporting year were up to par and at the same time, achievement of project outcomes was progressing steadily.

In addition, at the beginning of 2017, two additional tropical cyclones further affected the progress of project implementation, especially in some of the outputs. To compensate this, VCAP teamed up with the post-cyclone stakeholders and implemented some response and rehabilitation activities in some of the sites. These activities were still aligned with the pre-planned project activities, however timing and approach in implementation were adjusted. One noticeable example is the implementation of water supply projects in communities within the Torres Islands a year earlier than scheduled, as part of the pre-cyclone response and rehabilitation efforts.

To address the overall project delays and some issues with project design, especially targets and indicators in the Logframe, the project amended and produced a redesigned Logframe after the Mid-Term Review process. The redesigned Logframe presented more SMART indicators and especially, achievable and more realistic end of project targets. This is the most significant adaptive management measure that the project implemented since it ensured that project outcomes and objectives are achieved.

3.2.2 Partnership arrangements (with relevant stakeholders involved in the country/region)

As already mentioned, being a multi-sector project VCAP fostered partnership arrangements during its implementation phase, especially for national government departments and in-country organizations. Through these partnership arrangements, the project was effective to implement project activities and achieve project outcomes and increase outreach. Being specific and sectorial in their core functions and responsibilities, each national department mostly work on its own in delivering national mandates and priorities.

During the project planning and development phase, these department were approached and consulted comprehensively on areas they can contribute to for achievement of VCAP objectives. Also, during the implementation phase, these government departments were part of the Project Steering Committee and took active actions and met bi-annually to review implementation progress, endorse work plans, provide guidance and assist in the resolution of any issues experienced during implementation. However, the project encountered some difficulties in working with the Vanuatu Fisheries Department and this was mainly due to shifting priorities of the department and changes in proposed approach for community-based marine managed areas, with Fisheries putting more emphasis on research and inventory studies.

In addition, the majority of VCAP activities are implemented at community-level, therefore partnership arrangement between national stakeholders and community level organizations was strengthened through the project.

Knowledge and skills needed for implementation of some project outputs were not available within the national government departments, especially for development of Community Climate Change Adaptation Development Strategy (C3ADS), Disaster and Climate Change Response Plan (CCCRP) and knowledge management tools, resulting in the partnership arrangement with non-government organization (NGO). Vanuatu Red Cross Society (VRCS) was contracted and led the development of community CCCRP while CChange took the lead role in development of knowledge management materials.

Even though there were clear partnership arrangements amongst the various government departments, the TE process found no concrete evidence of PMU or the Project Board having active collaboration with partners or potential partners from civil society, private sector, international cooperation or NGOs. At least, not as a part of the partnership strategy defined previously and clearly executed systematically, in order to achieve active partnerships related to VCAP objectives and outcomes.

3.2.3 Feedback from M&E activities used for adaptive management

The quarterly, annual report from the project team to the Project Steering Committee, as well as the Project Implementation Reports (PIR) were used as the main instruments to evaluate project progress, identify issues encountered during project implementation to determine adaptive management measures required. Also, feedback from the MTR was part of the M&E activities and was useful in focusing the project in achieving project outcomes and objective. As a result of the feedback from the M&E activities, adaptive measures were undertaken during project implementation, as highlighted in 5.2.2.

3.2.4 Monitoring and evaluation: design at entry and implementation (*)

The VCAP ProDoc contains a Monitoring Framework and Evaluation (MFE) section that outlines plan of action for project M&E. The MFE was planned to be conducted in accordance with the CC Adaptation Tracking Tool (AMAT) and UNDP M&E frameworks. Table 9 highlights the planned M&E activities at project design phase and how these were implemented during the project implementation phase.

Table 9: M&E Design at Entry and TE Feedback on Implementation

M&E Design at Entry	TE Comments Based on Implementation
Project start: A Project Inception Workshop (PIW) to build ownership for the project results and to plan the first-year annual work plan. Other key issues to be addressed include clarity on roles and responsibilities of project stakeholders; roles, functions, and responsibilities within the project's decision-making structures, including reporting and communication lines, and conflict resolution mechanisms; finalize the first annual work plan; review and agree on the indicators, targets and their means of verification, and recheck assumptions and risks; detailed overview of reporting, monitoring and evaluation (M&E) requirements; M&E work plan and budget to be agreed and scheduled; financial reporting procedures and obligations, and arrangements for annual audit; Plan and schedule PB meetings.	The PIW happened on 09/08/2013 and was attended by various stakeholders including national government, international development agencies, international donors and local NGOs. Key outputs from this KIW include agreement on project components and overall design; agreement on Project Work Plan; presentation of useful site selection criteria based on the VTSSP project; discussion of VGMD plans, current capabilities and proposed project activities; refined site selection criteria listed in PIF and completion of initial selection. The PIW however, did not produce a clear direction of the project structures and especially, the roles and responsibilities of the stakeholders within the project governance system.
Quarterly: Progress made shall be monitored in the UNDP Enhanced Results Based Management Platform. The risk log shall be regularly updated in ATLAS. Other ATLAS logs can be	PMU had been submitting quarterly reports since project inception, with few delays due to late submission from site coordinators. The

M&E Design at Entry	TE Comments Based on Implementation
used to monitor issues, lessons learned etc... The use of these functions is a key indicator in the UNDP Executive Balanced Scorecard.	quarterly progress reports have been addressing the sections required in the template include the progress of project implementation, updating of risk log and lessons learned.
Annually- Annual Project Review/Project Implementation Reports (APR/PIR): Prepared annually to monitor progress made since project start and in particular for the previous reporting period. Combines both UNDP and GEF reporting requirements. APR/PIR includes mostly progress made toward project objective and project outcomes, project outputs delivered per project outcome (annual), lesson learned/good practice, annual Work Plan and other expenditure reports, risk and adaptive management	The APR/PIR have been developed annually since the first year of project implementation and each yearly report meets both the UNDP and GEF reporting requirements.
Periodic Monitoring through site visits: UNDP CO and the UNDP-GEF staff will conduct visits to project sites based on the agreed schedule in the project's Inception Report/Annual Work Plan to assess first hand project progress. A Field Visit Report/BTOR will be prepared by the UNDP-CO and UNDP-GEF and will be circulated no less than one month after the visit to the project team and Project Board members.	As part of project implementation, staff from PMU conducted site visits to implement and at the same time, did monitoring of project progress. Also, one of the Project Board meetings was held in Santo, with site visits conducted by members of the Board and UNDP staff. Due to the isolation of some sites, site visit by UNDP-CO and UNDP-GEF to all the sites did not eventuate, as evidence from the lack of a Field Visit Report/BTOR.
Mid-term of project cycle: V-CAP will undergo an independent Mid-Term Evaluation after 2 years of project implementation which is expected to be in Mid-2016.) The Mid-Term Review will determine progress being made toward the achievement of outcomes, key lessons learnt and will identify course correction if needed. In particular it will focus on the identification of progress of implementation in field sites.	The MTR was conducted for the period May-August 2018, instead of the planned period. One of the major outcomes of the MTR was the revision of the project Logframe. The revised Logframe presented more SMART indicators and realistic end of project targets. These changes are presented in the next table
Learning and knowledge sharing: Results from the project will be disseminated within and beyond the project intervention zone through existing information sharing networks and forums. The project will identify and participate, as relevant and appropriate, in scientific, policy-based and/or any other networks, which may be of benefit to project implementation though lessons learned.	Apart from materials produced by CChange, VCAP did not fully implement this M&E activity as evident from the lack of reporting and documentations

Amendment to the indicators as shown in Table 10, was one of the main outcomes of the MTR process, providing a more SMARTI list of indicators for the remaining duration of VCAP and realistic targets for the project.

Table 10: Amendment to Project Indicators and Targets based on MTR

	Indicators at Project Design	Revised Indicators post-MTR	End of Project Target at Project Design	Revised End of Project Target post-MTR
Project Objective: To improve the resilience of the coastal zone to the impacts of climate change in order to sustain livelihoods , food production and preserve and improve the quality of life in targeted vulnerable areas	- Number of vulnerable communities /villages/are as with enhanced resilience to climate change through effective planning and action for climate change	- Number of fishery assets, small livestock breeds, and new resistant crops introduced to diversify community incomes and increase food security. - Number of people benefited from having better access to markets, schools and health facilities which was provided through resiliency of public works assets (rural roads, bridges, water crossings, etc.) - Number of protected areas established in the coastal and upland areas that assist to preserve water, provide for food and protection against climate and coastal hazards.	- 30 villages in 8 Local Area councils designing and implementing effective CC adaptation plans to enhance CC resilience	- At least 8 FADs, 8 solar freezers, 30 technical packages have been delivered consisting of small and improved livestock breeds and new resilient crops; including training on the use and maintenance of the assets - A total of 25,000 community members with better access to markets, education and health facilities - At least 8 protected areas in coastal areas and other 2 in upland areas linked by biological corridors under the R2R approach, have been established with the clear endorsement of surrounding communities
	- Percentage of the population in target sites covered by effective the 24/7 early warning system	- Percentage of the population in target sites covered by effective the 24/7 early warning system	- 100% of Vanuatu population receives high quality early warning in a timely manner using of the multiple communication lines	- 100% of Vanuatu population with access to mobile networks and radio signals receive high quality early warning in timely manner through multiple communication lines
	- Policies in place to support Climate change adaptation enabling policies and supportive institutions in place	- Policies in place to support Climate change adaptation enabling policies and supportive institutions in place	- Integrated coastal zone management framework incorporating resilience though climate change adaptation supported by appropriate sectoral and cross sectoral policy and legislation	- Integrated coastal zone management framework incorporating resilience though climate change adaptation supported by appropriate sectoral and cross sectoral policy and legislation

	Indicators at Project Design	Revised Indicators post-MTR	End of Project Target at Project Design	Revised End of Project Target post-MTR
Outcome 1: Integrated community approaches to climate change adaptation <i>Outcome 1.1.</i> Integrated CC-Adaptation plans mainstreamed in the coastal zone	- Dev. of Community CC-Development Adaptation Strategies (CCCADS) at the village level using common indicators across all project sites - CDC established and operational with specific plans developed in targeted communities and at Area Council level	- Community CC-Development Adaptation Strategies (C3ADS) at village level using common indicators across all project sites, reflecting management actions and norms for coastal, up-lands, waters, infrastructures and disaster preparedness related to EWS. - Community Disaster Committees established and operational with specific plans developed in targeted communities and at Area Council level	- 30 Community CC-Development Adaptation Strategies (CCCADS) at the village level using common indicators across all project sites - CDC established and operational in at least 30 communities, 8 Area Councils & 1 District - 8 Area Councils with operational Disaster Plans and equipped to respond to enhance resilience to climate related natural disasters	- At least 30 C3ADS at village level using common indicators across all project sites, including gender and social inclusion. The 30 C3ADS are framed into the Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030. - At least 15 CDC's have been established or strengthened in VCAP intervention sites, equipped and trained. Also 8 Area Councils & 1 District equipped and trained. At least 30% trained people are women. - 5 Area Councils trained on Disaster Management Response and have Disaster Management Plans developed
<i>Outcome 1.2</i> Improved climate resilience of coastal areas through integrated approaches	- Length of coastline placed under improved integrated coastal management to improve ecosystem-based adaptation	- Number of ecosystem-based fisheries management actions are clearly integrated with the Community CC-Development Adaptation Strategies (C3ADS) - Number of communities that have defined "taboo areas" in up-land and are implementing Land Degradation Neutrality (LDN) practices in their croplands.	- Community Integrated Coastal Zone Management Plans (CICZM Plans) established integrating "kustom tabu" areas to enhance ecosystem resilience food production and livelihood support for local communities in 30 locations - Six additional 6 additional Community Conservation Areas (CCAs) to national PA network - Tabu areas / CCAs/ MPAs linked together through Area Council ICZM Plans to ensure integration of planning processes - Knowledge sharing and integrated development of coastal areas. - Community, including women and youth, participating in the	- 9 communities have defined "Taboo Area" in the coastal areas, where there were previously no protected areas and are implementing ecosystem-based fishery actions. - At least 9 Fisheries Association has the knowledge and suitable tools to monitoring and to evaluate successes, difficulties, benefits and challenges from ecosystem-based fishery and "taboo areas". - At least 40% of trained people are youth/men who are able to implement ecosystem-based fishery monitoring and evaluation. - In project-selected sites, communities are managing sustainable community water systems, increasing water security for 2,000 people

	Indicators at Project Design	Revised Indicators post-MTR	End of Project Target at Project Design	Revised End of Project Target post-MTR
			monitoring, evaluation and management of CICZM Plans in 30 sites - Improve ecosystem resilience and health	- Intervention in at least 7 erosion “hotspots”, related to hydric sustainability of community water systems. - 30 communities have defined "Taboo Areas" in up-lands and implementing interventions to address Land Degradation Neutrality (LDN) in crops lands. These communities will be monitored on the effectiveness of their actions plans through an institutional level monitoring mechanism. - At least 30 communities have been trained on mechanisms to community trainings delivered in LDN practices, conservation, Taboo Areas, etc
	Enhanced resilience of terrestrial coastal areas to minimize erosion, provide clean water resources to both communities and ecosystems enhancing the livelihoods of coastal communities	- Number of communities that have defined "taboo areas" in up-land and are implementing Land Degradation Neutrality (LDN) practices in their croplands.	- Development of 30 Upland Management CCA Plans (UMCCAP) for coastal catchment with actions to reduce run-off resulting in improved turbidity of rivers, streams and coastal waters and a reduction of nutrient-rich sediment reaching the coastal area - 20 Erosion “hotspots” with action resulting in reduced erosion - Reduction in cases of water borne illnesses in communities affected by improved catchments - Enhanced agricultural productivity - Increased water security for 2,000 people	- In project-selected sites, communities are managing sustainable community water systems, increasing water security for 2,000 people - Intervention in at least 7 erosion “hotspots”, related to hydric sustainability of community water systems. - 30 communities have defined "Taboo Areas" in up-lands and implementing actions/practices to address Land Degradation Neutrality (LDN) in crops lands. These communities will be monitored on the effectiveness of their actions plans through an institutional level monitoring mechanism.
	Number of public conveyances climate proofed to provide long-term use by vulnerable	Number of public conveyances climate proofed to provide long-term use by vulnerable communities •	- 10 pedestrian bridges established - 4 water crossings rehabilitated - 10 km of road rehabilitated - 6 pedestrian walking paths “climate proofed”	- 10 pedestrian bridges established - 4 water crossings rehabilitated - 10 km of road rehabilitated - 6 pedestrian walking paths “climate proofed” - Total of 10,000 community members with better access to markets, education and health

	Indicators at Project Design	Revised Indicators post-MTR	End of Project Target at Project Design	Revised End of Project Target post-MTR
	coastal communities		- Total of 10,000 community members with better access to markets, education and health	
Outcome 2: Information and early warning systems on coastal hazards <i>Outcome 2.1</i> Reduced exposure to flood-related risks and hazards in the target coastal communities	- Better quality accuracy and timeliness in weather forecasting, particularly for extreme events such as extreme rainfall events, storm surges, tropical depressions and cyclones informing EWS - VMGD has established an effective 24/7 service for monitoring, forecasting and public advisory for early warnings, able to cover all Vanuatu territory - Strengthened capacity within VMGD to deliver timely climate related information to all communities in Vanuatu		- By the end of the project at least 100% of targeted V-CAP communities receiving timely and accurate early warnings of coastal hazards including floods, cyclones and other natural disasters and respond to early warnings and take the appropriate actions following the warning (disaggregated by gender and age) - Better quality meteorological forecasting available for all people of Vanuatu - Higher quality data available for meteorological forecasting available for all people of Vanuatu - Better quality meteorological forecasting in Vanuatu, particularly in relation to extreme climate events	- By the end of the project at least 100% of targeted V-CAP communities receiving timely and accurate early warnings of coastal hazards including floods, cyclones and other natural disasters and respond to early warnings and take the appropriate actions following the warning (disaggregated by gender and age) - Better quality meteorological forecasting available for all people of Vanuatu VMGD has real time data flow received from 6 new Automatic Weather Stations. - At least 6 VMGD's staff member has received trainings to enhance data analysis, using up-grade computer systems to display satellites data and global/regional weather and climate models. - The 24/7 weather and coastal monitoring service has been established and works 100%, including procedures for Public Advisory Service under the WMO standards, linked with an Early Warning System at national level that provide direct support at least 30 CDCs.
Outcome 3. Climate Change Governance <i>Outcome 3.1</i> Climate change adaptation enabling policies and	Number of sectoral policies, plans and strategies explicitly recognising approaches to climate change adaption	Number of sectoral policies plans and strategies explicitly recognizing approaches to climate change adaption	- Reform agenda established to incorporate climate change into key sectors - NICZM Framework is finalised and approved - Revised EIA policy and legislation - 1 additional sectoral policy recognising and incorporating CC inclusive	Support the development of 3 policies/acts or strategies/frameworks to focus on CCA/DRR/Natural Resource Management/ Livelihood Improvement identified by the implementing agencies and are gender and socially inclusive

	Indicators at Project Design	Revised Indicators post-MTR	End of Project Target at Project Design	Revised End of Project Target post-MTR
supportive institutions in place	and a reform agenda adopted		of gender and social inclusion considerations	
<i>Outcome 3.2</i> Human resources in place at the national, provincial and community levels	Number of trained staff to implement CC resilience and CCA at the national, provincial + community levels	Number of trained staffs with enough resources to implement CC resilience and adaptation at the national, provincial and community levels	60 staff trained and implementing approaches to planning for integration of climate change into local level planning at provincial and community levels (gender-disaggregated data will be presented)	12 trainings addressing local level community resilience (disaster risk resilience, climate change adaptation, community planning) is delivered to 30 communities including leaders, men/women gender and youth representatives
Outcome 4: <i>Outcome 4.1.</i> Increased awareness and ownership of climate risk reduction processes at the national and local levels.	- Practices demonstrated and shared by the project adopted by other parties (replication) and adopted by local communities - Development of 10 sets of training and awareness materials	- Practices demonstrated and shared by the project adopted by other parties (replication) and adopted by local communities - Development of 10 sets of training and awareness materials	- Traditional conservation practices strengthened and implemented in climate change adaptation plans, policies and action (10 sites) to enhance R2R resilience to CC - Increased awareness and action incorporating the role of “natural solutions” natural resource plans and management (10 sites) - Specific exchange programs for field staff, women’s and youth groups on identified climate change resilience topics - Increased private sector awareness and identification of opportunities to engage in building CCA resilience. - Approaches demonstrated by V-CAP shared by and adopted by other local communities (replication)	- Increased awareness and action incorporating the role of “natural solutions” natural resource plans and management (10 communities or villagers) - Specific exchange programs for field staff, women’s and youth groups on identified climate change resilience topics - Secondary schools in V-CAP sites undertaking climate awareness and capacity building activities

	Indicators at Project Design	Revised Indicators post-MTR	End of Project Target at Project Design	Revised End of Project Target post-MTR
			- Secondary schools in V-CAP sites undertaking climate awareness and capacity building activities	

The analysis on M&E design at entry and implementation suggests that VCAP had a comprehensive list of M&E activities at project design, which were very useful in refocusing the project to ensure outcomes and objectives are achieved. Also, the reporting through the PIR is consistent with the findings of the terminal evaluation process with some minor inconsistencies, for instance reporting on the livestock and greenhouse activities were over exaggerated as compared to the situation at the site. However, adherence to the M&E framework, especially for financial expenditures and reporting by PMU and partners within the project governance structure during implementation would have resulted in a higher rating. For this case, the **rating for M&E design at entry and implementation is Moderately Satisfactory (MS)**.

3.2.5 Project Finance

The TE assessed the differences between the actual expenditure in Table 11 and the leveraged co-financing is presented as Table 12. The VCAP project, being GEF funded has been monitored through the UNDP's Atlas financial system and financial report presented in the Combined Delivery Report (CDR). The structure of Atlas system has budget lines that do not correspond with project activities, for instance the budget lines include for example Local consultants, International consultants, Equipment, Travel are grouped per project outcomes and not in more detail. Thus, it is not possible to track actual expenditures by project outputs or project activities. The budget and actual disbursement spent per activities are not available to track from the Atlas accounting system used, however this information is available to some extent and accuracy from PMU responsible for specific project segments.

VCAP project was financed through GEF with 8.030 million US dollar. As of October 2019, US\$ 7,796,722 about (97%) of the project total budget, has been dispersed. However, around US\$ 233,278 (3%) remain in the Project budget, mainly to pay for remaining project staff salary and other basic administration costs. The logic behind VCAP was to increase the adaptive capacity of project beneficiaries through a bottom---up approach with demonstration activities (outcome 1 and 2) and top---down approach to inform decision makers to effectively respond to climate change threats (outcome 3 & 4), hence a significant amount of resources was allocated for Outcome 1 and also, Outcome 2.

Analysis of initial budget provided in the ProDoc and actual disbursement during project duration suggest that proper monitoring of budget for each project outcome was practiced, with very slight variation. However, monitoring of finances to ensure all Outputs and Activities within a project Outcome are implemented was lacking, resulting in the incompleteness of some activities towards the final phase of the project due to shortage of funding.

An initial financial audit was conducted by Ernst & Young around April 2017 to cover for the period 1 January 2016 to 31 December 2016. A second audit was conducted by the same firm towards the end of 2017 to cover for the 2017 financial year, with an Audit Report produced and dated 31 December 2017. A third revised financial audit was conducted by Lochan & Co Chartered Accountants by end of 2018 to cover for the 2018 financial year. These yearly financial audits suggest that VCAP ensured that its financial performance and compliance are checked on a regular basis.

The TE found no clear evidence of co-financing. Project financial annual reporting and audit focused on GEF/UNDP financial contributions and this reporting does not record any co-financing received from project Implementing/Responsible Partners (Project Executive). However, PMU did provide some figures on co-financing, mainly through the various government department in the form of cash or in-kind contribution. VCAP was able to mobilize local cash co-financing for the project implementation of a total of 2,946,098USD (PWD with 2,860,559USD and DLA with 85,540USD) and 21,306,672USD worth of in-kind contribution by Vanuatu Meteorology and Geo-Hazard Department, Department of Climate Change, Department of Local Authorities, Public Works Department, Agriculture Department and Fisheries Department.

At the time of the TE, the total project co-financing budget spending for the period 2015-2019 is estimated at 24,252,771USD, of which the GEF financing of 7,796,722USD represents 32% of the total budget. The total co-financing ratio to GEF financing is around 3:1, which indicates low value for money for GEF and suggests that the project does represent a low-cost effective use of GEF resources.

Table 11: Project budget (as of ProDoc) and actual disbursement

Outcome/ Year	2015	2016	2017	2018	2019	Total Budget	2015	2016	2017	2018	2019	Total Disbursement
OUTCOME 1	1,770,510	1,603,360	1,153,540	956,680	515,910	6,000,000	241,031	843,330.74	2,465,904	2,096,573	289,504	5,936,344
OUTCOME 2	734,100	106,500	94,500	64,900		1,000,000	0	399,572.33	434,271	157,046	57,919	1,048,809
OUTCOME 3	116,025	98,675	49,925	18,700	16,675	300,000	0	8,232.55	26,777	61,889	27,504	124,403
OUTCOME 4	93,740	61,140	74,540	60,040	60,540	350,000	14,539	18,596.09	62,843	166,467	14,245	276,691
OUTCOME 5	87,829	87,829	71,500	68,671	64,171	380,000	42,772	68,173.03	84,556	163,090	13,007	371,600
Grand Total	2,802,204	1,957,504	1,444,005	1,168,991	657,296	8,030,000	299,384	1,337,286	3,076,912	2,678,671	404,467	7,796,722

Table 12: Co-financing identified to the project

Table 9. Co-financial information												
Item	GEF			UNDP			National and Local Government			Other partners		
	Budget	Actual	%	Budget	Actual	%	Budget	Actual	%	Budget	Actual	%
Component 1	6.000.000	5,936,344		1.731.344	907.226	52	23.412.771	23,412,771	100	3.074.000	74.000	2
Component 2	1.000.000	1,048,809					420.000	420,000	100			
Component 3	300.000	124,403		1.000.000	377.628	38	168.000	168,000	100			
Component 4	350.000	276,691										
Component 5 (management)	380.000	371,600					252.000	252,000	100			
Total	8.030.000	7,796,722		2,731,344	1,836,364		24,252,771	24,252,771		3.007.400	74.000	

3.2.6 UNDP/IA Partner implementation/execution coordination and operational issues (*)

UNDP as IA and Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management (MCCAMGEEDM) as EA exercised prudent and quality management actions to ensure achievement of project outcomes and objectives in a timely manner. UNDP as the International Implementing Agency, as stipulated in the Management Arrangements, provided strong support to and worked cooperatively with MCCAMGEEDM during project implementation, suggested and undertook adaptive management to ensure achievement of project results.

Overall, MCCAMGEEDM has also been very efficient in coordinating project activities and project governance with other national government departments, resulting in each department implementing assigned sector-based activities. However, MCCAMGEEDM had not been very efficient in project budget monitoring, and this led to the incompleteness of some project activities in some sectors towards the final phase of project implementation due to overspending in other sectors. Also, the lack of capacity of some site and sector coordinators resulted in the slow and incompleteness of some project activities.

Despite delay in the operational completion of the project, for all their individual and collective efforts and strong support exercised throughout project implementation to successfully achieve the project results and ensure sustainability, the **ratings for IA and EA coordination and cooperation is Satisfactory (S)**.

3.3 Project Results

3.3.1 Overall results (Attainment of Objective and Outcomes) (*)

Table 9 below highlights the analysis of overall project results based on comparison of project implementation status during the TE period, with the end of project targets. Overall, VCAP had been successful in achieving its intended objective and outcomes, even though minor issues would have been improved during project implementation phase.

Color Coding
Green: completed, indicator shows successful achievement
Yellow: indicator shows expected completion by the end of the project
Red: indicator shows poor achievement – unlikely to be completed by project closure

Table 12 Overall project results, achievement and ratings

	Indicators	End of Project Target	Status During TE Period, Comments and Ratings
Project Objective: To improve the resilience of the coastal zone to the impacts of climate change in order to sustain livelihoods , food production and preserve and improve the quality of life in targeted vulnerable areas	- Number of fishery assets, small livestock breeds, and new resistant crops introduced to diversify community incomes and increase food security.	- At least 8 FADs, 8 solar freezers, 30 technical packages have been delivered consisting of small and improved livestock breeds and new resilient crops; including training on the use and maintenance of the asserts	Achieved- Total of nine Fish Aggregative Devices (FADs) have been installed, seven of 8 targeted solar freezers have been distributed and two aquaculture programs established. More than 30 technical packages have been delivered to project sites and include improved livestock breeds and new resilient crops.
	- Number of people benefited from having better access to markets, schools and health facilities which was provided through resiliency of public works assets (rural roads, bridges, water crossings, etc.)	- A total of 10,000 community members with better access to markets, education and health facilities	Achieved-. More than 10,000 community members in Aniwa, Pentecost, South Santo, South Malekula and Epi now have better access to markets, education and health facilities through construction or improvement of pedestrian bridges, water crossings, roads and pedestrian walking paths.
	- Number of protected areas established in the coastal and upland areas that assist to preserve water, provide for food and protection against climate and coastal hazards.	- At least 8 protected areas in coastal areas and other 2 in upland areas linked by biological corridors under the R2R approach, have been established with the clear endorsement of surrounding communities	Achieved- Nine protected areas have been established in coastal areas, together with completion of six detailed marine ecosystem health baselines. There is an absence of upland protected areas with biological corridor linkages under R2R approach.
	- Percentage of the population in target sites covered by effective the 24/7 early warning system	- 100% of Vanuatu population with access to mobile networks and radio signals receive high quality early warning in timely manner through multiple communication lines	Achieved- 100% of Vanuatu population with mobile phone network coverage, social media and FM radio reception receive timely and accurate warnings for coastal hazards including floods, cyclones and other natural hazards, as result of the installation of six Automatic Weather Station installed across the country. Also, the Integrated Weather Forecasting System (IWFS) at the Vanuatu Meteorology and Geo-Hazard department (VMGD) has been upgraded.

	Indicators	End of Project Target	Status During TE Period, Comments and Ratings
Outcome 1: Integrated community approaches to climate change adaptation <i>Outcome 1.1.</i> Integrated CC-Adaptation plans mainstreamed in the coastal zone	- Community CC-Development Adaptation Strategies (C3ADS) at village level using common indicators across all project sites, reflecting management actions and norms for coastal, up-lands, waters, infrastructures and disaster preparedness related to EWS.	- At least 30 C3ADS at village level using common indicators across all project sites, including gender and social inclusion. The 30 C3ADS are framed into the Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030.	Achieved- A total of 48 C3ADS have been developed, finalized and adopted across all project sites. These C3ADS is aligned with the Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030, National Sustainable Development Plan (NSDP) 2016-2030, National Environment Policy and Implementation Plan (NEPIP) 2016-2030 and South Malekula Area Council Disaster Plan
	- Community Disaster Committees established and operational with specific plans developed in targeted communities and at Area Council level	- At least 15 CDC's have been established or strengthened in VCAP intervention sites, equipped and trained. Also 8 Area Councils & 1 District equipped and trained. At least 30% trained people are women.	Achieved- A total of 48 CDCs was established by the project across the project sites and fully in operational.
		- 5 Area Councils trained on Disaster Management Response and have Disaster Management Plans developed	Achieved- VCAP through Red Cross Vanuatu and DLA conducted training to 5 Area Councils on Disaster Management Response. Disaster Management Plans for the 5 area councils have also been developed.
<i>Outcome 1.2</i> Improved climate resilience of coastal areas through	- Number of ecosystem-based fisheries management actions are clearly integrated with the Community CC-Development	- 9 communities have defined "Taboo Area" in the coastal areas, where there were previously no protected areas and are implementing ecosystem-based fishery actions.	Achieved- Nine taboo areas implementing ecosystem-based fisheries measures have been established in Aniwa and Epi islands, after community consultation and consensus achieved amongst stakeholders including community leaders and chiefs.

	Indicators	End of Project Target	Status During TE Period, Comments and Ratings
integrated approaches	Adaptation Strategies (C3ADS)	At least 9 Fisheries Association has the knowledge and suitable tools to monitoring and to evaluate successes, difficulties, benefits and challenges from ecosystem-based fishery and "taboo areas". - At least 40% of trained people are youth/men who are able to implement ecosystem-based fishery monitoring and evaluation.	Partially achieved- Planned capacity building programs for community stakeholder in the area of monitoring to evaluate successes, difficulties, benefits and challenges from ecosystem-based fishery and "taboo areas" were not conducted. However, the project conducted several fisheries related trainings as part of the implementation of activities at these project sites. A total of six training on FADs, two each on fishing technology and fish handling and one each on local canoe building skills and aquaculture were conducted across Epi, Aniwa, Torres, South Santo and South Malekula.
	- Number of communities that have defined "taboo areas" in up-land and are implementing Land Degradation Neutrality (LDN) practices in their croplands.	- In project-selected sites, communities are managing sustainable community water systems, increasing water security for 2,000 people	Achieved- 5 ground-water with solar pumps have been installed in Torres Islands together with rain water catchment systems and gravity feed water systems in Epi. These programs increased water security in 6691 people, including children, women and other vulnerable groups in these communities.
		- Intervention in at least 7 erosion "hotspots", related to hydric sustainability of community water systems.	Achieved- Apart from intervention in 7 erosion hotspots, 13 other sites were identified by the Upland team at the various project sites. Intervention activities to reduce the erosion in the 7 sites include: • Planting of Vertiver grass with a deep root system of 2 meters into the ground, which can hold the soil in place from eroding away during heavy rainy season. • Setting up green-house nurseries to raise and distribute trees and fruit seedlings to farmers in the communities for replanting in deforestation areas.

	Indicators	End of Project Target	Status During TE Period, Comments and Ratings
		- 30 communities have defined "Taboo Areas" in up-lands and implementing actions/practices to address Land Degradation Neutrality (LDN) in crops lands. These communities will be monitored on the effectiveness of their actions plans through an institutional level monitoring mechanism. - At least 30 communities have been trained on mechanisms to community trainings delivered in LDN practices, conservation, Taboo Areas, etc	Partially achieved- There is an absence of defined "Taboo Areas" in up-lands, however, other relevant work for upland PA include capacity building programs in LDN practices, conservation, Taboo Areas, etc delivered in 49 communities and development of 49 Upland Management Climate Change Adaptation Plans for the following sites: West Epi: 5, Aniwa: 3, Central to East Pentecost: 5 at Central and 7 at East Pentecost = 12, Torres: 4, South Malekula: 5, South Santo: 4, North Erromango: 3, South Erromango: 7, Futuna: 3, Anietyum: 3, South Santo: 4. Also, compilation of baseline information from Fisheries, Environment, Agriculture, PWD, and other stakeholders for CICZM planning has been done.
	Number of public conveyances climate proofed to provide long-term use by vulnerable coastal communities	- 10 pedestrian bridges established	Achieved- Thirteen, pedestrian bridges have been constructed or improved across all sites with 2 in West Epi, 9 in Central to East Pentecost and 2 at South Malekula.
		- 4 water crossings rehabilitated	Achieved- Five water crossings have been rehabilitated on Epi Island, together with 2 drift crossings and 2 culverts at south Malekula, 6 culverts at Pentecost.
		- 10 km of road rehabilitated	Achieved- Approximately 60 km of road across most sites were rehabilitated with 5 km in Aniwa, 14km in Pentecost, 22 km in Epi, 9 km in Malekula and 10 km South Santo
		- 6 pedestrian walking paths "climate proofed"	Achieved- More than 6 pedestrian walking paths in Penetecost, Malekula and Epi have been climate proofed by the project.
		- Total of 10,000 community members with better access to markets, education and health	Achieved- A total of more than 10,000 community members now have better access to markets, education and health with 5,647 at West Epi, 341 at Aniwa, 5,641 at South Malekula, 6,387 at Pentecost and 300 at Araki, South Santo.

	Indicators	End of Project Target	Status During TE Period, Comments and Ratings
Outcome 2: Information and early warning systems on coastal hazards <i>Outcome 2.1</i> Reduced exposure to flood-related risks and hazards in the target coastal communities	- Better quality accuracy and timeliness in weather forecasting, particularly for extreme events such as extreme rainfall events, storm surges, tropical depressions and cyclones informing EWS - VMGD has established an effective 24/7 service for monitoring, forecasting and public advisory for early warnings, able to cover all Vanuatu territory	- By the end of the project at least 100% of targeted V-CAP communities receiving timely and accurate early warnings of coastal hazards including floods, cyclones and other natural disasters and respond to early warnings and take the appropriate actions following the warning (disaggregated by gender and age) - Better quality meteorological forecasting available for all people of Vanuatu VMGD has real time data flow received from 6 new Automatic Weather Stations. - At least 6 VMGD's staff member has received trainings to enhance data analysis, using up-grade computer systems to display satellites data and global/regional weather and climate models. - The 24/7 weather and coastal monitoring service has been established and works 100%, including procedures for Public Advisory Service under the WMO standards, linked with an Early Warning System at national level that provide direct support at least 30 CDCs.	Achieved- 100% of Vanuatu population with mobile phone network coverage, social media and FM radio reception receive timely and accurate warnings for coastal hazards including floods, cyclones and other natural hazards, as result of the installation of 6 Automatic Weather Station installed across the country. Achieved- These 6AWS have improved and provided better quality and more reliable Integrated Weather Forecasting System (IWFS) at the Vanuatu Meteorology and Geo-Hazard department (VMGD). Apart from the 6 Meteorology Observatory Officers based at 6 stations, other staff within VMGD also received a series of training to enhance data analysis, using up-grade computer systems to display satellites data and global/regional weather and climate models
Outcome 3. Climate Change Governance <i>Outcome 3.1</i> Climate change adaptation enabling policies and supportive institutions in place	Number of sectoral policies plans and strategies explicitly recognizing approaches to climate change adaptation	Support the development of 3 policies/acts or strategies/frameworks to focus on CCA/DRR/Natural Resource Management/ Livelihood Improvement identified by the implementing agencies and are gender and socially inclusive	Partially achieved- Limited success in mainstreaming can be attributed to limited policy expertise and technical support provided to countries, limited collaboration across national policy agencies, and lack of strategic leadership by national implementing agencies despite regional efforts to develop a "mainstreaming guide". Earlier country-specific analysis and policy engagement could have identified appropriate entry points and secured high-level support for policy changes.
<i>Outcome 3.2</i> Human resources in place at the national, provincial and community levels	Number of trained staffs with enough resources to implement CC resilience and adaptation at the national, provincial and community levels	12 trainings addressing local level community resilience (disaster risk resilience, climate change adaptation, community planning) is delivered to 30 communities including leaders, men/women gender and youth representatives	Achieved- Community consultations on development of CCA measures together with development of ICMZ, CCA and DRR Plans mostly addressed local level community resilience in more than 30 sites.

	Indicators	End of Project Target	Status During TE Period, Comments and Ratings
Outcome 4: <i>Outcome 4.1.</i> Increased awareness and ownership of climate risk reduction processes at the national and local levels.	- Practices demonstrated and shared by the project adopted by other parties (replication) and adopted by local communities	- Development of 10 sets of training and awareness materials	Achieved- Cchange, a Fiji-based NGO together with other in-country stakeholders have developed more than 10 training and awareness materials on CCA and NRM.
		- Increased awareness and action incorporating the role of “natural solutions” natural resource plans and management (10 communities or villagers)	Achieved- As part of the identification of 20 Erosion “hotspots” by the Upland team at the various project sites, awareness programs were also carried out on the roles of “natural solutions” and natural resource plans in more than 10 communities, hence have improved community awareness.
		- Secondary schools in V-CAP sites undertaking climate awareness and capacity building activities	Achieved- Awareness and capacity building programs in climate change impacts and adaptation have been conducted at Teruja Secondary School, Anietyum and at Burumba Secondary School, Epi, with a total of 200 participating students.

Apart from partially achieved of some project outcomes, others were fully achieved by the project. **Rating for Overall results through attainment of project objective and outcomes is Satisfactory.**

3.3.2 Relevance (*)

VCAP is very relevant to Vanuatu as its aligned with the NAP of Vanuatu and the National Sustainable Development Plan 2016-2030. The project addressed eight of the eleven national adaptation strategies and priorities as highlighted in the National Adaptation Plan of Action (NAPA) including:

1. Agriculture & food security (preservation/processing/marketing, modern & traditional practices, bartering)
2. More resilient crop species including traditional varieties
3. Land use planning and management (modern & traditional agricultural practices, early warning including traditional systems)
4. Water management policies/programmes (including rainwater harvesting)
5. Community based marine resource management programmes (modern & traditional/aqua-culture)
6. Mainstream climate change considerations into infrastructure design and planning (modern & traditional, EIA)

7. Sustainable Livestock farming and management
8. Develop Integrated Coastal Zone Management (ICZM) programmes, including mangroves & coastal flora management plan.

In relation to the National Sustainable Development Plan 2016-2030, VCAP addressed the following goals:

- A dynamic public sector with good governance principles and strong institutions delivering the support and services expected by all citizens of Vanuatu
- A nation that ensures our food and nutrition security needs are adequately met for all people through increasing sustainable food production systems and improving household production
- A strong and resilient nation in the face of climate change and disaster risks posed by natural and man-made hazards
- A nation which utilizes and sustainably manages our land, water and natural resources
- A nation committed to ensuring the conservation and sustainable management of our biodiversity and ecosystems
- Sustainable and well-maintained infrastructure and services for all, through inclusive and effective
- A strong rural economy that creates opportunities, enables the development of rural communities and increasingly contributes to national prosperity partnerships

In terms of UNDP programming VCAP is relevant to the UNDP Pacific Strategy 2018-2022, a Multi-Country Sustainable Development Framework in the Pacific Region. It is in line with the following outcome of the Pacific Strategy; Outcome 1: Climate Change, Disaster Resilience, and Environmental Protection, Outcome 2: Gender Equality, Outcome 3: Sustainable and Inclusive Economic Empowerment, Outcome 4: Equitable Basic Services and Outcome 5: Governance and Community Engagement

In addition, VCAP is in line with GEF Operational Program (OP) 2 on Coastal, Marine, and Freshwater Ecosystems, OP 9 on Integrated Land and Water Multiple Focal Area Operational Program, OP 11: Promoting Environmentally Sustainable Transport, OP 12: Integrated Ecosystem Management and OP 13: Conservation, Sustainable Use of Biological Diversity Important to Agriculture and OP 15: Operational Program on Sustainable Land Management.

At the global level, VCAP addresses and in line with some components of the majority of Sustainable Development Goals (SDG) for the 2030 Agenda for Sustainable Development including:

- Goal 1. End poverty in all its forms everywhere

- Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture
- Goal 5. Achieve gender equality and empower all women and girls
- Goal 6. Ensure availability and sustainable management of water and sanitation for all
- Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all
- Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
- Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development
- Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

Rating for relevance is Relevant

3.3.3 Effectiveness and Efficiency (*)

Despite the early delays in project implementation, majority of the planned outputs have been successfully implemented and with outcomes and objectives achieved towards the end of project completion. Effectiveness has been achieved mainly through the following physical interventions, which have contributed to improved adaptive capacity of VCAP beneficiaries to the impacts of climate change:

- Installation of AWS for real time monitoring of climate-related hazards, which provide timely release of early warnings against coastal flooding and storm surges
- Improvement and climate proofing of vital community infrastructure such as area council buildings, water supply, roads, pedestrian bridges, water crossing and pedestrian walking paths;
- Rehabilitation and restoration of threatened coastal ecosystems and resources such as coastal forest, mangroves, coral reefs, and fisheries
- stabilization of coastal areas through re-vegetation and other 'soft' approaches

However, VCAP effectiveness was not strong in the implementation of interventions related to governance and clearly translating them into achievement of project objective. These interventions include the formulation and mainstreaming of adaptation plans including risk management, preparedness and response plans together with review of legislation and national/sector policies with impacts on climate change adaptation. Also, VCAP had limited effectiveness in the capacity building and knowledge management component of the project.

In relation to project efficiency, VCAP had been able to implement all project activities with the allocated GEF resources, while additional activities not originally included in the project

(construction of MCCAMGEEDM office and additional integrated physical interventions) were also supported by the project and at some point, with additional co- financing from the national government. Efficiency can also be demonstrated by the day-to-day project management functions directly assumed by the project Chief Technical Advisor (CTA), technical consultant during the early phase of the project and by the Project Manager after being recruited into the post. Several randomly selected activities have been screened for cost-effectiveness, such as road construction and climate proofing of key infrastructures and have been found to be cost-effective and priced competitively based on effective tender procedure through the Vanuatu national procurement system.

These actions have enhanced implementation capacity and facilitated the successful achievements of project objectives and all the project outcomes and outputs. The wide representation and close involvement of national government, communities and other key in-country stakeholder in project development, their strong support and active participation as members of the Project Steering Committee during implementation added to the efficient implementation of the project activities. Effective coordination and collaboration among the key in-country stakeholders also contributed to an efficient and reasonably smooth project implementation. **Rating for Effectiveness and Efficiency is Satisfactory (S).**

3.3.4 Country ownership

Extensive and in-depth consultation with targeted project beneficiaries at site, provincial and national level helped in understanding the real adaptation needs of outer island communities and capacity needed in meeting these needs. Through these consultations, VCAP was designed to build on community strengths and capabilities, hence project activities were relevant to beneficiaries and fosters ownership and commitment.

Also, the project design was relevant to the national development priorities and the Priorities identified in the NAP of Vanuatu to reduce vulnerability of the population from the impacts of climate change. Some key indicators of national level ownership and support for VCAP include the establishment of PMU within MCCAMGEEDM, national government ministries and department taking the lead role in implementing project activities within respective sector (eg. DoF lead fisheries and marine management activities), support and commitment by project beneficiaries (eg. communities providing labour during construction of greenhouse, food security programs and other infrastructure) and consolidated efforts through partnership and collaboration by relevant stakeholders in project implementation. Also, the establishment of site coordinators by DLA at each site to support VCAP work is a good example of how the government of Vanuatu have ownership of VCAP

3.3.5 Mainstreaming

Gender mainstreaming was systematic throughout all phases of VCAP, starting from project design to implementation. Even though there was an absence of specific project activities for women, their participation and perception throughout the project were always sorted through specific gender-based consultations. Throughout the various project phases, VCAP does not promote or contribute to any negative impact on gender equality and women's empowerment but fosters them through the implementation of relevant project activities such as climate proofing of essential services and infrastructure, promotion of socio-economic benefits and sustainable livelihood. Some of the targets within the project log frame, specify how women were going to be impacted by the project interventions and strategies.

VCAP contributed to poverty alleviation directly by supplying solar freezers for fish storage and indirectly through transport improvement by facilitating movement of goods and people for trade (e.g. road and airstrip rehabilitation). Several food security demonstration activities (marine PAs, improved breed of livestock, climate-resistant crops and nurseries) might significantly contribute to poverty alleviation should they be scaled-up. Also, improved governance was most significant through the partnership and collaboration of government departments by forming the Project Steering Committee and Technical Working Group.

3.3.6 Sustainability (*)

The evaluation is required to determine the prospects for sustainability on a number of dimensions of the project outcomes and results. Project sustainability was analyzed in the three components including institutional, financial and environment using the rating system below:

Likely	There are no risks affecting this dimension of sustainability
Moderately Likely	There are moderate risks that affect this dimension of sustainability
Moderately Unlikely	There are significant risks that affect this dimension of sustainability
Unlikely	There are severe risks that affect this dimension of sustainability

In order for VCAP to achieve sustainability of results and completion of partially achieved outcomes towards end of project period, the ProDoc outlined specific measures and approaches that were taken during project design phase and those that needed to be taken during implementation phase. Overall ranking for project sustainability is Moderately Likely (ML).

Sustainability	Moderately Likely (ML)
Institutional sustainability	Moderately Likely (ML)
Financial Sustainability	Moderately Likely (ML)

Institutional Sustainability: The project was designed after extensive consultations with in-country stakeholders including government agencies, development partners, specialist agencies, local communities and key beneficiaries to ensure appropriate adaptation needs and way forward for improving adaptive capacity were identified. Also, particular efforts had been made to align the project with government priorities, policies and new initiatives and as earlier highlighted, V-CAP was aligned and played a major role in supporting specified elements of the NAPA. Capacity building programs for in-country stakeholders involved in the implementation had been a key element of the project and this ensure that all knowledge and skills acquired are retained in Vanuatu post-VCAP period. However, some key capacity building programs to achieve total institutional sustainability for a few sectors were not delivered due to funding constraints, including the operation and maintenance of the installed water systems in Torres islands, construction, operation and maintenance of greenhouse and livestock programs and monitoring of taboo areas for community-based adaptive management.

Financial sustainability: Since VCAP is well aligned with national government policies and strategic directions, the various key government departments involved with implementation see project interventions to be part of respective department core function and national mandate. For instance, PWD has indicated in the VCAP project Board meeting on September 2019 that it will extend the farm access road that was climate proofed by the project to reach communities in eastern Pentecost island. With this scenario, it is expected that these government departments will continue and expand these interventions through national institutional budgetary resources and through existing donor funding programs. However, being a small island developing state, Vanuatu would still need continuing external aid funding.

5.3.6.3 Environment sustainability

Rating for environment sustainability is Moderately Likely (ML). The approach used by VCAP in enhancing resilience of natural ecosystems and associated natural resources to future climate change entails a ridge to reef manner, whereby upland management together with coastal and marine ecosystems are addressed holistically. Since environment systems are inter-linked, the R2R approach adopted by the project through specific activities ensured better environmental outcomes. The project established upland and marine Managed/Protected Areas and also worked to strengthen legal aspects of Pas and these activities lead to improved health of natural habitats including coastal forests, mangroves, seagrass and importantly coral reefs. The effects from improved health of natural habitats include increased productivity and abundance of species and overall environment sustainability.

3.3.7 Impact

Impacts at community level

There is an absence of project documentation to explicitly highlight verifiable impacts, however the TE process relied on anecdotal evidence provided by the project beneficiaries and on-field observation for analysis of this section. The project activities related to construction of roads and pedestrian bridges, rehabilitation of water crossings, airstrip and roads together with climate proofing of pedestrian walking paths have provided project beneficiaries with better access to markets, education and health. Before project implementation, communities' access to markets, education and health during adverse weather conditions were always restricted due to flooding, slippery access and poor infrastructure conditions. According to community stakeholders, the activities implemented by the project have allowed communities to still access essential services, even during adverse climatic conditions and have also reduced overall community travel time to half.

Other activities such as establishment of marine and upland managed areas, greenhouse, resilient crop demonstration plot, solar deep freezer and livestock programs have improved food security to these communities. Anecdotal evidence from stakeholders have suggested that abundance of marine and freshwater species have improved as result of the managed areas, the greenhouse has enable communities to grow fruit trees till they are strong enough to be transplanted to forest or farming areas, the solar deep freezer has provided storage of marine products for longer period to be consumed locally or sold at urban markets and livestock programs have enhanced food source in these communities. Overall, these activities support and enhanced food security in these communities in the face of adverse climate change conditions.

Other activities such as construction/rehabilitation of Area Council offices and improvement of water supply system have positively impacted communities' adaptive capacity to climate change impacts.

The training, awareness workshops and other capacity building programs have enabled these communities to have the knowledge and skills in climate change adaptation. According to a number of key informants, the variations in climatic conditions over the past years are seen by communities as normal natural occurrences and that climate conditions will return to normal in future. However, through VCAP's capacity building programs these communities are now aware of the reasons for the variation in climatic conditions and especially, knowledge and skills to adapt to the ongoing climate change impacts have greatly improved.

During the period of the TE process, the majority of project activities have been successfully implemented with few other pending activities such as construction of DLA building and completion of road works in South Santo. The current status of project implementation together

with these positive feedbacks from project beneficiaries at community level have demonstrated progress towards achievement of more project impacts.

The project has also contributed to some negative social impacts such as communal disagreement on boundary of a few PAs and other components of some project activities, however this is only minimal in terms of overall project impacts. Also, impacts would have been complete if capacity buildings on operation and maintenance of infrastructure were carried out after the construction/rehabilitation phase of these activities.

Impacts at the national level

The implementation of VCAP has been predominantly focused within the government sectors and targeting in-country stakeholders and this led to a number of Intermediate Impacts at national level – capacity, awareness, demonstrations, governance frameworks, project tools and approaches. The next step to achieve truly national level impacts is dependent on the manner in which lessons learned and best practices from VCAP are absorbed in similar future programs, even though some non-VCAP sites have indicated interest in implementing similar projects in respective communities.

Global environmental impacts

VCAP addressed the GEF Operational Programme 8 (OP8): Water body based Operational Programme, specifically Outcome 1.2, which aims for an integrated approach towards management of upland and coastal environment and international waters environment. The goal of OP8 is to assist countries in making changes in the ways that human activities are conducted in a number of sectors so that the particular waterbody and its multi-country drainage basin can sustainably support human activities. The activities within VCAP fit well with the goal of OP8, which include the commitment by in-country stakeholders to leverage the intended sectoral changes to address climate change adaptation and applying R2R approach to address complex environmental problems.

4. Conclusions, Lessons Learned and Recommendations

4.1 Conclusion and Lessons learned

According to feedback from stakeholder consultations, VCAP has proven to be one of the very successful projects in Vanuatu, especially for its impact on the project beneficiaries. From improved access to market, education and health, the project has also positively affected biodiversity, community economic development, sustainable food sources and water security. Being situated in cyclone prone area of the tropics, VCAP is very relevant to the needs of Vanuatu in improving its adaptive capacity to the impacts of climate change. One of the strengths of VCAP is its focus on multi-level governance system with activities aimed at national and provincial government, communities and especially, vulnerable groups at project site level.

Some of the key lessons learned important for future programming are discussed below:

- **Achieving CC resilience needs a comprehensive project package:** VCAP has been identified by stakeholders as a good project example that aim to achieve resilience since it addresses multi-sectoral areas, as earlier discussed in Section 3.1.1. Apart from climate proofing essential infrastructure, VCAP also promotes soft measures or ecosystem-based solutions to compliment hard measures, integrated natural resource management through the R2R approach, promotes food and water security and some components that fosters community economic development.
- **LogFrame need to meet SMART and result-based criteria:** The initial Logframe for VCAP did not meet the SMART criteria, hence clearly measuring project results would not have been possible if the mid-term review (MTR) did not identify this weakness and address it accordingly. It should be noted that the LogFrame is not just a formality, but it is one of the critical project elements that GEF looks into for its funding. A proper definition and specification of the LogFrame is not a simple task. It ideally requires a combination of good theoretical knowledge with practical experience in drafting, application and evaluation of LogFrame. A short-term experienced consultant might thus be useful to assist in formulation of the LogFrame, or at least in reviewing the draft LogFrame definitions before the project is submitted for approval.
- **Recruitment processes need to identify the right candidate:** The project encountered lack of capacity and skills with some of the personal recruited for the various positions. This resulted in inefficiency of individual work output, leading to overall poor delivery of project activities and timely achievement of project outcomes.
- **Costing of activities from design phase is important:** Stakeholders from the PWD sector indicated that costings of proposed activities for the sector were not accurate from the design phase of VCAP. This resulted in over-spending for the allocated PWD budget and hence, affecting full delivery of some project activities and achievement of certain project outcomes. To avoid a repeat of this, awarded contracts need to create budget caps for successful contractors to work within the allocated budget or even down-scale activities and work within the budget.
- **Establishment of a strong project monitoring system:** The over-spending of activities budget line was the result of PMU having a very weak internal control system to record and report expenditures to UNDP. This weak system also led to non-compliance with internal guidelines and contract conditions for payment to contracts awarded to project vendor and inadequate competitive procurement procedures.

- **Integrated planning of activities for each sector to be encouraged:** Project fund utilization was low on the first year due to the slow government recruitment process as the focus at that time was on TC Pam recovery efforts. When PMU was fully operational on the second year, the pressure was on the team to focus on large-scale infrastructure expenditures so that project expenditures can be on par with the initial budget in the ProDoc. This initial focus on large-scale infrastructure was held with the belief that “smaller” activities such as improving the conditions of footpaths, building pedestrian bridges, creating Community Disaster Plans - could still be achieved with remaining project funds towards the end of the VCAP’s lifespan, however this was not possible due to lack of funds towards the final phase of project implementation. Integrating large-scale infrastructure expenditures with “smaller” activities for each sector is important to ensure all activities are achieved during the project implementation phase
- **Integrated sectoral planning of activities to be promoted.** This was primarily a challenge when VCAP began, as each Coordinator was housed within their individual departments and there was no central office space to facilitate easier coordination. After the Department of Climate Change established an office space, this was less of a challenge for the project team as there was effective coordination and planning together. The delivery of project outputs on Epi Island is a positive example of Coordinators working jointly, as the Upland Coordinator worked to install soft measures for erosion control along with infrastructure improvements supported by the PWD Coordinator.
- **Understanding of in-country and PICs needs is important for project team members:** During the project cycle, VCAP recruited several international Consultants to assist PMU in the implementation of the project. Due to cultural barrier and lesser exposure to work in PICs, providing the right deliverable can be a challenge and especially, tailor-made ideas to suit the context of these countries.

4.3 Recommendations

Issue: Sustainability of project benefits

- During the TE, it was noticed that the project does not have a clear written Sustainability Plan or Exit Strategy to outline how relevant national institutions are going take-up and complete incomplete project activities and to ensure the continuation of project benefits. Some of these incomplete activities include construction and climate proofing of Area Council offices in Loh island and South Santo, construction and operation of greenhouse in Loh island and Aniwa Island, introduction of livestock and operation of small-scale livestock farms and especially, capacity building on operation procedures and maintenance of these activities.

Recommendation:

- It is recommended that the PMU design with in-country stakeholders a project exit strategy, taking into consideration the achievement made by the project and also highlighting incomplete activities, especially for those with building materials already on-site and seek specific stakeholders for taking over and sustaining each result or also, complete outstanding outputs.

Issue: Information management

- Some of the useful data, information and knowledge generated by VCAP include marine ecosystem health and status, upland activities and management needs, water resource practices and needs and overall site-specific climate change adaptation priorities. Some of these knowledges have been put out in publications, however, a lot is only found in electronic format and not readily accessible.

Recommendation:

- It is recommended that PMU work with in-country stakeholders to share these data, information and knowledge for use in national sectoral and integrated planning, especially sharing with NAB and national government departments.

Issue: Combined budget for all Sub-Components

- Specifically, for Component 1, budget for associated activities which involved multiple partners from PWD, DLA, VFD, DARD, DoF, DoL, DoWR and DEPC were combined and this resulted in PWD spending in excess of their allocation, consequently leading to incomplete delivery of activities for the Upland, Livestock, Coastal and DLA sectors.

Recommendation

- Separation of budget lines for Sub-Components is needed to future projects to ensure all activities are fully delivered, especially for multi-sector projects such as VCAP

Recommendation addressed to UNDP

Issue: Follow-up intervention

- The project has resulted in a lot of benefits and it will rely on other projects to replicate and further upscale to a more significant level. A follow-up intervention is recommended to further secure the investment made by the GEF, Government and UNDP.

Recommendation:

- It is commendable that Government proceeds with its plans to carry out a follow-up intervention. Such an intervention should first create a bridge between this project and the next in the form of a sustainability plan (Exit Strategy). It should have more focus on sectors where achievements were partially accomplished and also to address emerging issues and needs at community and national level

Issue: Roles and responsibilities within the project governance structure not implemented accordingly

- The incompleteness of project activities in some sectors was mainly attributed to the complacency of the Steering Committee and PMU in how project fund is spent, which might be attributed to lack of understanding of the project expectations and procedures.

Recommendation

- Robust capacity building programs in project management and accounting, especially during initial phase is needed.
- Clear standard operating procedures outlining core functions of project governance structures

Recommendation for design and start period for future projects

- Project implementation officially starts by signature of the ProDoc. However, the actual project implementation always starts effectively with a delay typically of several months. This inaugural period of several months should be reflected and taken into account in project design.
- Development of a comprehensive risk register to include other risks found in VCAP, for instance political influence and changing stakeholder priorities and needs
- Project indicators and targets must be SMART: Specific, Measurable, Achievable, Relevant/realistic and Trackable/time-bound. If they are not, they create an administrative burden. Avoid vague indicators and indicators that are not measurable within the project implementation period and unrealistic targets.

5. Annexes

Annex A: Terminal Evaluation Terms of Reference

Annex B: Project Logical Framework

Annex C: List of documents to Reviewed

Annex D: Evaluation Questions

Annex E: Rating Scales

Annex F: Evaluation Consultant Code of Conduct and Agreement Form

Annex G: Evaluation Report Outline

Annex H: Summary of Field Visits

Annex I: List of Persons Interviewed

Annex J: Audit Trail

Annex K: Evaluation Report Clearance Form

ANNEX A: TERMINAL EVALUATION TERMS OF REFERENCE

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *Adaptation to Climate Change in the Coastal Zone in Vanuatu (VCAP)* (PIMS 4866)

The essentials of the project to be evaluated are as follows:

PROJECT SUMMARY TABLE

Project Title:	<i>Adaptation to Climate Change in the Coastal Zone in Vanuatu (VCAP)</i>			
GEF Project ID:	5049		<i>at endorsement</i> (Million US\$)	<i>at completion</i> (Million US\$)
UNDP Project ID:	00082472	GEF financing:	8,030,000	8,030,000
Country:	Vanuatu	IA/EA own:	2,731,344	2,731,344
Region:	Asia and the Pacific	Government:	21,170,341	20,360,216
Focal Area:	CCA-1, CCA-2	Other:	6,995,568	74,000
FA Objectives, (OP/SP):		Total co-financing:	30,897,253	23,165,560
Executing Agency:	UNDP	Total Project Cost:	\$38, 927,253	
Other Partners involved:	Ministry of Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management (MCCMG EEDM)	ProDoc Signature (date project began):		17 th November 2014
		(Operational) Closing Date:	Proposed: February 2019	Actual: December 2019

OBJECTIVE AND SCOPE

The project was designed to explicitly address three of eleven priorities identified in the NAPA including: 1) community-based marine resource management, 2) integrated coastal zone management, and 3) mainstreaming climate change into policy and national planning processes.

The Vanuatu Coastal Adaptation (VCAP) project has provided valuable opportunities to the Vanuatu Government to increase the resilience of its communities to future climate change induced risks such as declining coastal and marine resources and intensifying climate related hazards. To address the priorities of NAPA, VCAP had focused on five of the adaptation options including: i) development of provincial / local adaptation and ICM plans, ii) climate proofing of infrastructure design and development planning, iii) development of an efficient early warning system, iv) awareness raising and capacity building, and v) coastal re-vegetation and rehabilitation.

The overall objective of VCAP is to improve the resilience of the coastal zone and its communities to the impacts of climate change to sustain livelihoods, food production and preserve and improve the quality of life in targeted vulnerable areas.

VCAP has been focusing on improving community level adaptation to climate change to address major environmental and associated socio-economic problems facing coastal communities impacts by climate change such as land degradation, biodiversity loss and reef destruction, all of which severely undermines prospects for sustainable development and threaten the food security of communities.

VCAP has supported information and early warning systems on coastal hazards to address the current lack of systematic analysis and predictions of climate-related events. This is to allow coastal communities to be less vulnerable to the effects of climate change with improved information management and data dissemination systems in place.

Below in summary is the objective and outcome; the progress towards these is measured through the following indicators:

Objective/Outcomes	Indicators	Target by end of project relative to the baseline (unless specified otherwise)
Project Objective: To improve the resilience of the coastal zone to the impacts of climate change in order to sustain livelihoods, food production and preserve and improve the quality of life in targeted vulnerable areas		
	Number of fishery assets, small livestock breeds, and new resistant crops introduced to diversify community incomes and increase food security. Percentage of the population in target sites covered by effective the 24/7 early warning system Number of people benefited from having better access to markets, schools and health facilities which was provided through resiliency of public works assets (rural roads, bridges, water crossings, etc.) Number of protected areas established in the coastal and upland areas that assist to preserve water, provide for food and protection against climate and coastal hazards.	At least 8 FADs, 8 solar freezers, 30 technical packages have been delivered consisting of small and improved livestock breeds and new resilient crops; including training on the use and maintenance of the assets 100% of Vanuatu population with access to mobile networks and radio signals receive high quality early warning in timely manner through multiple communication lines A total of 25,000 community members with better access to markets, education and health facilities At least 8 protected areas in coastal areas and other 2 in upland areas linked by biological corridors under the R2R approach, have been established with the clear endorsement of surrounding communities

Outcome 1: Integrated community approaches to climate change adaptation		
1.1 Integrated CC-Adaptation plans mainstreamed in the coastal zone	Community CC-Development Adaptation Strategies (C3ADS) at village level using common indicators across all project sites, reflecting management actions and norms for coastal, up-lands, waters, infrastructures and disaster preparedness related to EWS.	At least 30 C3ADS at village level using common indicators across all project sites, including gender and social inclusion. The 30 C3ADS are framed into the Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030.
	Community Disaster Committees established and operational with specific plans developed in targeted communities and at Area Council level	At least 15 CDC's have been established or strengthened in VCAP intervention sites, equipped and trained. 8 Area Councils & 1 District equipped and trained. At least 30% trained people are women. 5 Area Councils trained on Disaster Management Response and have Disaster Management Plans developed
1.2.1 Improved climate resilience of coastal areas through integrated approaches	Number of ecosystem-based fisheries management actions are clearly integrated with the Community CC-Development Adaptation Strategies (C3ADS)	9 communities have defined "Taboo Area" in the coastal areas, where there were previously no protected areas and are implementing ecosystem-based fishery actions. At least 9 Fisheries Association has the knowledge and suitable tools to monitoring and to evaluate successes, difficulties, benefits and challenges from ecosystem-based fishery and "taboo areas". At least 40% of trained people are youth/men who are able to implement ecosystem-based fishery monitoring and evaluation.

	Number of communities that have defined "taboo areas" in up-land and are implementing Land Degradation Neutrality (LDN) practices in their croplands.	In project-selected sites, communities are managing sustainable community water systems, increasing water security for 2,000 people Intervention in at least 7 erosion “hotspots”, related to hydric sustainability of community water systems. 30 communities have defined "Taboo Areas" in up-lands and implementing actions/practices to address Land Degradation Neutrality (LDN) in crops lands. These communities will be monitored on the effectiveness of their actions plans through an institutional level monitoring mechanism. At least 30 communities have been trained on mechanisms to
	Number of public conveyances climate proofed to provide long-term use by vulnerable coastal communities	10 pedestrian bridges established 4 water crossings rehabilitated 10 km of road rehabilitated 6 pedestrian walking paths “climate proofed” Total of 10,000 community members with better access to markets, education and health

Outcome 2 Information and early warning systems on coastal hazards		
2.1. Reduced exposure to flood-related risks and hazards in the target coastal communities	Better quality accuracy and timeliness in weather forecasting, particularly for extreme events such as extreme rainfall events, storm surges, tropical depressions and cyclones informing EWS	By the end of the project at least 100% of targeted V-CAP communities receiving timely and accurate early warnings of coastal hazards including floods, cyclones and other natural disasters and respond to early warnings and take the appropriate actions following the warning (disaggregated by gender and age) Better quality meteorological forecasting available for all people of Vanuatu
	VMGD has established an effective 24/7 service for monitoring, forecasting and public advisory for early warnings, able to cover all Vanuatu territory	VMGD has real time data flow received from 6 new Automatic Weather Stations. At least 6 VMGD's staff member has received trainings to enhance data analysis, using up-grade computer systems to display satellites data and global/regional weather and climate models. The 24/7 weather and coastal monitoring service has been established and works 100%, including procedures for Public Advisory Service under the WMO standards, linked with an Early Warning System at national level that provide direct support at least 30 CDCs.
Outcome 3: Climate Change Governance		
3.1 Climate change adaptation enabling policies and supportive institutions in place	Number of sectoral policies plans and strategies explicitly recognizing approaches to climate change adaption	Support the development of 3 policies/acts or strategies/frameworks to focus on CCA/DRR/Natural Resource Management/ Livelihood Improvement identified by the implementing agencies and are gender and socially inclusive

3.2 Human resources in place at the national, provincial and community levels	Number of trained staffs with enough resources to implement CC resilience and adaptation at the national, provincial and community levels	12 trainings addressing local level community resilience (disaster risk resilience, climate change adaptation, community planning) is delivered to 30 communities including leaders, men/women gender and youth representatives
Outcome 4: Knowledge Management		
4.1 Increased awareness and ownership of climate risk reduction processes at the national and local levels.	Practices demonstrated and shared by the project adopted by other parties (replication) and adopted by local communities Development of 10 sets of training and awareness materials	Increased awareness and action incorporating the role of “natural solutions” natural resource plans and management (10 communities/villages) Specific exchange programs for field staff, women’s and youth groups on identified climate change resilience topics Secondary schools in V-CAP sites undertaking climate awareness and capacity building activities

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects. It will cover the entire programme under this project.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

EVALUATION APPROACH AND METHOD

An overall approach and method¹ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Evaluation Guidance for GEF Financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR ([Annex C](#)). The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to Vanuatu. Interviews will be held with the following organizations and individuals at a minimum: Ministry for Climate Change Adaptation, Meteorology, Geo-hazards, Environment, Energy and Disaster Management(MCCMGEEDM), Department of Fisheries, Department of Forestry and Department of Agriculture, Department of Local Authority, Public Works Department and the Vanuatu Meteorology (a list of stakeholders can also be referenced from the project document).

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework ([Annex A](#)), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in [Annex D](#).

Evaluation Ratings:				
1. Monitoring and Evaluation		rating	2. IA& EA Execution	rating

¹ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	rating	4. Sustainability	rating
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental:	
		Overall likelihood of sustainability:	

PROJECT FINANCE / COFINANCE

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		Partner Agency (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants			0	1,280,611			0	1,280,611
Loans/Concessions								
• In-kind support	2,731,344	2,631,344	24,252,771	714,864	3,007,400	82,669	29,991,515	3,428,877
• Other								
Totals	2,731,344	2,631,344	24,252,771	1,995,475	3,007,400	82,669	29,991,515	4,709,488

MAINSTREAMING

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.²

CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of **conclusions, recommendations and lessons**. Conclusions should build on findings and be based in evidence. Recommendation should be prioritized, specific, relevant, and targeted with suggested implementers of recommendations. Lessons should have a wider applicability to other initiatives across the region, the area of intervention and for the future.

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in Suva, Fiji. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be *27 days* according to the following plan:

Activity	Timing	Completion Date
Preparation	<i>4 days</i>	<i>31st May 2019</i>
Evaluation Mission	<i>14 days</i>	<i>21 June 2019</i>
Draft Evaluation Report	<i>6 days</i>	<i>5 July 2019</i>
Final Report	<i>3 days</i>	<i>31 July 2019</i>

EVALUATION DELIVERABLES

² A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#)

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission	CB2 PMU, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

TEAM COMPOSITION

The evaluation team will be composed of *1 international evaluator who will be expected to travel to at least 3 project sites (similar to the MTR sites) and other possible sites that can be reached within the mission timeframe.* The consultants shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities. The evaluators selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The Team members must present the following qualifications:

Education (5%)

- A Master's degree in development, environmental science, natural resource management and/or related field

Experiences (65%)

- Minimum 5 years of relevant professional experience
- Knowledge of UNDP and GEF evaluation process and has lead evaluation process for at least 2-3 of UNDP/GEF funded projects
- Previous experience with results-based monitoring and evaluation methodologies;
- Technical knowledge in the targeted focal area(s)
- Experience working in Asia and the Pacific and has a good understanding of the environmental sector in the Pacific especially for Vanuatu would be an advantage;
- Experience working with communities, government sectors, NGOs and understands local protocols and customs and has excellent communication skills;

- Experience in the policy development processes associated with environment and sustainable development issues
- Demonstrable analytical skills;
- Project evaluation/review experiences within United Nations system will be considered an asset

A 30% rating is given to the financial proposal. Financial proposal must include:

- Daily Consultancy Fee (No fee range to be stated)
- Living Expenses while living in duty station for the period of work (only for those applicants living outside of duty station. Do not state UN DSA rate)

EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluations'

PAYMENT MODALITIES AND SPECIFICATIONS

%	Milestone
10%	At contract signing and submission of an approved workplan
40%	Following submission and approval of the final draft terminal evaluation report
50%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report with all attached annexes

APPLICATION PROCESS

Applicants are requested to apply online (indicate the site, such as <http://jobs.undp.org>, etc.) by 17th May 2019. Individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

ANNEX B: PROJECT LOGICAL FRAMEWORK

This project will contribute to achieving the following Program Outcome as defined in Sub-Regional Program Document 2013-2017: UNDAF Sub-Regional Program Outcome 4 (UNDAF Outcome 1.1) • Improved resilience of PICTs, with particular focus on communities, through integrated implementation of sustainable environment management, climate change adaptation/mitigation and disaster risk management • By 2017, inclusive economic growth is enhanced, poverty is reduced, sustainable employment is improved and increased, livelihood opportunities and food security are expanded for women, youth and vulnerable groups and social safety nets are enhanced for all citizens. Sub-Regional Program Outcome 2 (UNDAF Outcome 5.1) • Regional, national, local and traditional governance systems are strengthened, respecting and upholding human rights, especially women's rights in line with international standards Vanuatu UNDAF • Outcome 3.1: Alleviation of poverty and increased inclusive growth, employment and livelihoods with a focus on women and youth. Specific reference to Output 3.1.3: Improved and equitable access to markets, financial and business services for women and youth.
Sub-Regional Program Outcome Indicators (UNDP Sub-Regional Program Document): Outcome 4 • Share of budget resources earmarked for environmental sustainability, disaster risk management, climate change adaptation and mitigation; share of population with sustainable access to improved water sources and to renewable energy (disaggregated by gender and age); ratio of protected area to maintain biological diversity Outcome 2 • Number of countries to develop service delivery mechanisms to ensure greater equity and inclusion of most vulnerable in the population (including women, children, disabled and elderly) in the services rendered.
Primary applicable Key Environment and Sustainable Development Key Result Area: Growth is inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded (Outcome 1). Scaled up action on climate change adaptation and mitigation across sectors which is funded and implemented (Output 1.4.)
Applicable GEF Strategic Objective and Program: CCA-1: "Reduce vulnerability to the adverse impacts of climate change, including variability, at local, national, regional and global level" CCA-2: "Increase adaptive capacity to respond to the impacts of climate change, including variability, at local, national, regional and global level."
Applicable GEF Expected Outcomes: <u>Outcome 1.1:</u> Mainstreamed adaptation in broader development frameworks at country level and in targeted vulnerable areas

Outcome 1.3: Diversified and strengthened livelihoods and sources of income for vulnerable people in targeted areas					
Outcome 2.1: Increased knowledge and understanding of climate variability and change-induced risks at country level and in targeted vulnerable areas					
Applicable GEF Outcome Indicators:					
Outcome Indicator 1.1.1: Adaptation actions implemented in national/sub-regional development frameworks (no. and type)					
Outcome Indicator 1.3.1: Households and communities have more secure access to livelihood assets (Score) – Disaggregated by gender and age					
Outcome Indicator 2.1.1: Relevant risk information disseminated to stakeholders (Yes/No)					
	Indicators	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
Project Objective ³ To improve the resilience of the coastal zone to the impacts of climate change in order to sustain livelihoods, food production and preserve and improve the quality of life in targeted vulnerable areas	Number of fishery assets, small livestock breeds, and new resistant crops introduced to diversify community incomes and increase food security.	Malampa (11):11 fisheries total assets (7 ice-boxes in Malampa {private and govt / aid supported used for fisheries} 4 FADS). No resistant crops shared. Livestock, forestry unknown. Pentecost (1): 1 FAD in Melsisi. Unknown if resilient Ag / Forestry / Livestock species were introduced, not reported during assessments. Santo (5): 5 forestry species (distribution of resilient coconut species reported along with whitewood, mahogany, sandalwood, & tamarind species. Ag	At least 8 FADs, 8 solar freezers, 30 technical packages have been delivered consisting of small and improved livestock breeds and new resilient crops; including training on the use and maintenance of the assets	Presence of interventions on site Report identifying the benefits of the interventions – through newsletter, quarterly reports etc	Assumptions: • Target communities are willing to participate in the process of developing and implementing CC adaption plans • Project activities are fully participatory • Sufficient political commitment from key stakeholder governments are ensured throughout the life cycle of the project • Communities are able to identify and make use of suitable traditional and resilient methods of CC adaption. • The government is able to attract high-quality project staff Risks: • Communication issues with outer islands interferes with effective planning and implementation

³ Objective (Atlas output) monitored quarterly ERBM and annually in APR/PIR

		species likely- perhaps through PRRP but not reported. 0 FAD's (Cyclone Pam had destroyed 2 previous FAD's). Epi (4): 0 FAD's. 4 private ice-boxes used for fishing. Distribution of Ag / Forestry / Livestock species unknown. Ag officer located nearby but distribution of seedlings not reported. Torba (5): Ag species distributed in previous FAO / UNDP joint project on Loh Island only. Estimating around 5 species introduced through this project. No fisheries assets. No forestry assets. No resilient livestock breeds. Tafea (52) Aneityum: 0 FAD's. 0 functional ice boxes. Distribution of Ag / Forestry / Livestock species unknown, not reported			• Project unable to identify suitable/acceptable support mechanisms for communities • High cost of working in outer islands makes interventions uneconomic • Unable to attract and retain suitable staff
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		Aniwa (14): Agricultural resilient species shared through CARE Int - quantity of species unknown. FAO / UNDP Joint project at site that also introduced resilient species. Estimate of number of resilient species introduced prior to VCAP is 10 total. CARE introduced poultry projects so likely 1 improved breed was introduced. 2 private ice-boxes, 1 cooperative owned ice-box. 0 FAD's. Futuna (9): 1 ice-box; 0 FAD's; CARE Introduced estimated 8 new resilient species prior to VCAP. North Erromango (14): 2 private ice-boxes, 0 FAD's. Introduced species unknown - there was a forestry officer with a nursery containing resilient species here. CARE Int also			
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		introduced resilient species here - estimated number total 12. South Erromango (15): CARE introduced 1 poultry species, there is an agro-forestry nursery with around 12 resilient species. 2 ice-boxes and 0 FAD's.			
	Percentage of the population in target sites covered by effective the 24/7 early warning system	Many communities in V-CAP sites are remote and not able to receive warning	100% of Vanuatu population with access to mobile networks and radio signals receive high quality early warning in timely manner through multiple communication lines	Simulations Quality of warning data Feedback from communities (disaggregated by gender and age)	
	Number of people benefited from having better access to markets, schools and health facilities which was provided through resiliency of public works assets (rural roads, bridges, water crossings, etc.)	2,937 people benefitting from improved access to markets, school, health facilities at sites prior to VCAP provided through resilient public works assets	A total of 25,000 community members with better access to markets, education and health facilities	Progress Reports from PWD on resilient works completed Report endorsed by DLA confirming improved access for Area Council populations to	

				services referencing population details * Communication products showings completed resilient roadworks - video and newsletter formats	
	Number of protected areas established in the coastal and upland areas that assist to preserve water, provide for food and protection against climate and coastal hazards.		At least 8 protected areas in coastal areas and other 2 in upland areas linked by biological corridors under the R2R approach, have been established with the clear endorsement of surrounding communities		
Component 1: Integrated community approaches to climate change adaptation 1.1. Integrated CC-	Community CC-Development Adaptation Strategies (C3ADS) at village level using common indicators across all project sites, reflecting management actions and norms for coastal, up-lands, waters, infrastructures and disaster preparedness related to EWS.	Communities with Community Climate Change Adaptation Strategies (C3ADS) developed at village level using common indicators 12 of 30 villages have Community Disaster Committees	At least 30 C3ADS at village level using common indicators across all project sites, including gender and social inclusion. The 30 C3ADS are framed into the Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030.	Documentation of Plans developed for all selected communities, District and Area Council Sign-in sheets showing community participation in disaster planning	Assumptions: • All target communities are willing to participate in the process of developing and implementing CC adaption plans • Communities are able to identify and make use of suitable traditional and resilient methods of CC adaption.

Adaptation plans mainstreamed in the coastal zone	Community Disaster Committees established and operational with specific plans developed in targeted communities and at Area Council level	6 disaster management plans have been finalized at community level prior to VCAP 0 Districts & 0 Area Councils have Disaster Plans prior to VCAP	At least 15 CDC's have been established or strengthened in VCAP intervention sites, equipped and trained. Also 8 Area Councils & 1 District equipped and trained. At least 30% trained people are women. 5 Area Councils trained on Disaster Management Response and have Disaster Management Plans developed	process (disaggregated by gender and age) CDC's registered with NDMO, VMGD Formal written plans approved by relevant government agencies including PMU, NDMO, DLA in addition to Provinces. C3ADS documented and endorsed by DLA, UNDP & VCAP PIU	Risks: • Communication issues with outer islands interferes with effective planning and implementation • Project unable to identify suitable/acceptable support mechanisms for communities • High cost of working in outer islands makes interventions uneconomic • Unable to attract and retain suitable staff
1.2 Improved climate resilience of coastal areas through integrated approaches	1.2.1 Number of ecosystem-based fisheries management actions are clearly integrated with the Community CC-Development Adaptation Strategies (C3ADS)	0 eco-system-based fisheries management plans integrated with C3ADS at community levels	9 communities have defined "Taboo Area" in the coastal areas, where there were previously no protected areas and are implementing ecosystem-based fishery actions.	Plans developed for tabu areas and LMMA's using appropriate laws and regulations approved by province and authorities under ICZM framework	Assumptions: • Island communities able to link traditional practices in "tabu areas" with LMMA approaches to contribute to CC resilience • Suitable "soft infrastructure" investments have

			At least 9 Fisheries Association has the knowledge and suitable tools to monitoring and to evaluate successes, difficulties, benefits and challenges from ecosystem-based fishery and "taboo areas". At least 40% of trained people are youth/men who are able to implement ecosystem-based fishery monitoring and evaluation.	Training reports detailing eco-system based fisheries and Taboo Area capacity building for community stakeholders Sign-in sheets from Fisheries trainings for capacity building of community stakeholders, photos from Back to Office Reports, (dissagregated by age and gender) Taboo sites clearly documented within fisheries management plans and endorsed by community stakeholders	demonstrable impact on marine ecosystem resilience within project period - Communities able to clearly articulate links between upland coastal issues and coastal and marine water quality Risks: - Ridge to reef management approaches not able to demonstrate impact in five year time frame - Communities unwilling to expand the practice of "tabu areas" - Tabu areas not respected by all community members in surrounding areas - Uptake of knowledge is low and resilience not significantly improved - Communities unable or unwilling to address water supply issues due to land or ownership disputes.
	1.2.2 Number of communities that have defined "taboo areas" in up-land and are implementing Land Degradation Neutrality	0 communities with taboo areas in upland area that are also implementing LDN practices in croplands.	In project-selected sites, communities are managing sustainable community water systems, increasing water security for 2,000 people	Report from Water Dept endorsed by DLA verifying that Area Council populations benefiting from	

	(LDN) practices in their croplands.	Note: there were some upland conservation sites present before VCAP in a few locations such as Torres and Erromango, but these were not established while delivering and documenting LDN practices	Intervention in at least 7 erosion “hotspots”, related to hydric sustainability of community water systems. 30 communities have defined "Taboo Areas" in up-lands and implementing actions/practices to address Land Degradation Neutrality (LDN) in crops lands. These communities will be monitored on the effectiveness of their actions plans through an institutional level monitoring mechanism. 30 communities will be monitored on the effectiveness of their actions plans through an institutional level monitoring mechanism. At least 30 communities have been	improved water resources Documentation of water quality monitoring at site level *Report from DARD / Forestry in relation to hotspots endorsed by Water Department regarding erosion hotspots protecting sustainability of water systems Community Upland Management Plans clearly showing “taboo areas” and LDN practices endorsed by communities and representatives from MoAFFLB and DEPC • Agenda and Sign-In Sheets for community trainings delivered in LDN practices,	
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			trained on mechanisms to address LDN.	conservation, Taboo Areas, etc	
	1.2.3 Number of public conveyances climate proofed to provide long-term use by vulnerable coastal communities	Current public conveyance infrastructure (including roads, bridges, pedestrian walkways, river crossings and walking tracks) in poor and deteriorating condition due to flooding and erosion severely limits access to basic services Pedestrian river crossings do not exist resulting in injury and death, especially of children, people who are ill and those with physical disabilities during severe flooding. Erosion, water and climate related factors making public conveyance infrastructure to vehicles	• 10 pedestrian bridges established • 4 water crossings rehabilitated • 10 km of road rehabilitated • 6 pedestrian walking paths “climate proofed” • Total of 10,000 community members with better access to markets, education and health	Plans for development of infrastructure agreed with authorities and communities with due consideration to public use requirements and patterns, including the specific needs of women, children and people with disabilities Climate proofing of existing conveyance infrastructure (i.e. roads and bridges) and construction of new pedestrian infrastructure (i.e. river crossing and walkways) as per the specifications contained in Section 1.2.3. Public use surveys show improved school attendance,	Assumptions • Public Works will provide resource inputs as per the agreed schedule of works • Communities will contribute labour for infrastructure investments Risks • Land issues will arise in areas where access is required • Communities will not maintain infrastructure New public infrastructure will not be equitably shared by all community members; social problems could development

		Limited access to health, education and markets in extreme weather conditions.		greater use of health and other services and increased amount of market goods (disaggregated by gender and age) Village products sold at local outlets resulting in improved family income (disaggregated by gender and age)	
Outputs supporting Outcome 1					
• 1.1.1 CC adaptation plans, including risk management, preparedness and response plans, formulated in the context of ICM and in relation to assessed site-specific vulnerabilities, subsequently adopted and mainstreamed in planning processes for at least 6 priority vulnerable coastal communities • 1.2.1 Threatened coastal ecosystems and resources such as mangroves, coral reefs, and fisheries rehabilitated to support livelihoods and food production and increase climate resilience • 1.2.2 Coastal areas stabilized through re-vegetation and other ‘soft’ approaches to complement ‘hard’ measures • 1.2.3 Improved resilience through climate proofing of selected public conveyance infrastructure (roads, bridges, etc. implemented by the Public Works Department) in the coastal zone in at least 6 priority vulnerable coastal communities					
Outcome 2: Information and early warning systems on coastal hazards 2.1 Reduced exposure to	Better quality accuracy and timeliness in weather forecasting, particularly for extreme events such as extreme rainfall events, storm surges, tropical depressions and cyclones informing EWS	A warning system exists, however it is limited by access to up-to-date information and high quality information. Collection of weather-related data is manual, relies of 24/7 staffing	By the end of the project at least 100% of targeted V-CAP communities receiving timely and accurate early warnings of coastal hazards including floods, cyclones and other natural disasters and	Observations and reports from the annual mock drills Delivery of high quality training and full participation by relevant officials	Assumptions: • Appropriate Radio and other related infrastructure, which is the primary baseline project for covering 100% of population continues to operate under extreme conditions • NDMO has sufficient capacity and skills to implement the EWS

flood-related risks and hazards in the target coastal communities	VMGD has established an effective 24/7 service for monitoring, forecasting and public advisory for early warnings, able to cover all Vanuatu territory	and limited during weather related events A warning system exists; however, it is limited by access to up-to-date information, distribution networks and capacity of government to delivery timely warnings and information There are no special provisions or considerations regarding the needs of vulnerable groups of people including children, older people and those with a disability	respond to early warnings and take the appropriate actions following the warning (disaggregated by gender and age) Better quality meteorological forecasting available for all people of Vanuatu VMGD has real time data flow received from 6 new Automatic Weather Stations. At least 6 VMGD's staff member has received trainings to enhance data analysis, using up-grade computer systems to display satellites data and global/regional weather and climate models. The 24/7 weather and coastal monitoring service has been established and works 100%, including procedures for Public Advisory Service under	Ongoing monitoring and evaluation of plans which actively includes representatives of all community social groups including women. Data from weather stations reported in a timely manner External evaluation of weather data collation Disaster response plans prepared for villages and implemented inclusive of the needs of vulnerable groups in emergency situations	• Phone companies are willing to participate and provide services • There is sufficient technical capacity and human resources for installation of communication equipment Risks: • High turn-over among key stakeholders in the government and NGO sector during the project implementation results in loss of knowledge and experience • Access and communication is difficult with selected sites
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			the WMO standards, linked with an Early Warning System at national level that provide direct support at least 30 CDCs.		
Outputs supporting Outcome 2					
• 2.1.1 Automated system for real time monitoring of climate-related hazards such as coastal flooding, storm surges, sea-level rise designed, installed and maintained; trends in these climate impacts analyzed over time • 2.1.2 Timely release of early warnings against coastal flooding and storm surges through various public media, e.g., radio, internet, TV through applicable public-private partnerships with e.g., with Digicel; TVL – Telecom Vanuatu Ltd; commercial radio and TV stations • 2.1.3 Capacity of 18 VMGD staff in the operation and maintenance of AWS and in the analysis of data strengthened					
Outcome 3. Climate Change Governance 3.1 Climate change adaptation enabling policies and supportive institutions in place	Number of sectoral policies plans and strategies explicitly recognizing approaches to climate change adaption	Currently there are limited number of national sectoral policies, plans and strategies that incorporate climate change adaptation Currently there is no strategic framework for developing reform agenda for key sectors NICZM Framework is draft form (2010) Currently there are no written guidelines concerning incorporation of gender and social	Support the development of 3 policies/acts or strategies/frameworks to focus on CCA/DRR/Natural Resource Management/Livelihood Improvement identified by the implementing agencies and are gender and socially inclusive	Sectoral policies / plans incorporating climate change Minutes of meetings and discussions Policy reviews to support integration of CC into sectoral policies / plans	Assumptions: • Line agencies are willing to incorporate cc adaptation into sectoral policies and plans • Sufficient information exists on possible climate scenarios to identify appropriate sectoral responses • Suitable experts can be identified to deliver capacity building programs • Suitable trainees can be identified for capacity building activities at the community level Risks: • Insufficient capacity exists within line agencies to undertake the review

		inclusion in national or sector strategic or business plans regarding climate change			Insufficient and/or suitable policy responses are able to be identified for Vanuatu by key agencies due to lack of institutional capacity
3.2 Human resources in place at the national, provincial and community levels	Number of trained staffs with enough resources to implement CC resilience and adaptation at the national, provincial and community levels	Currently few staff with capacity for integration of CC Adaptation approaches at provincial and community levels	12 trainings addressing local level community resilience (disaster risk resilience, climate change adaptation, community planning) is delivered to 30 communities including leaders, men/women gender and youth representatives	Number of communities where training is adopted as part of the cc resilience adaptation practices Reports of training courses	
Outputs supporting Outcome 3 3.1.1 Legislation and national/sector policies with impacts on climate change adaptation reviewed and a policy reform agenda developed and implemented (e.g., finalization of draft National CC Policy; incorporation of CC into the EIA Policy, and sector policies in forestry, coastal fisheries, agriculture, water and sanitation; localization of existing policies) 3.2.1 Capacity building of key national and provincial government agencies (DEPC, PWD, Department of Internal Affairs, Departments of Fisheries, Forestry, Water) in areas of compliance and enforcement, monitoring and evaluation and mainstreaming of climate-related policies and regulations 3.2.2 Communities empowered to deal with climate change impacts in the coastal zone through a supportive Integrated Coastal Zone Management Framework					
Outcome 4: 4.1. Increased awareness and ownership of	Practices demonstrated and shared by the project adopted by other parties (replication) and adopted by local communities	Few (if any) villages adopting and using climate change and risk reduction approaches and	Increased awareness and action incorporating the role of “natural solutions” natural resource plans	Development and implementation of V-CAP communication strategy to increase	Assumptions: Suitable mechanism are able to be identified to reach all stakeholders at the community level

climate risk reduction processes at the national and local levels.	Development of 10 sets of training and awareness materials	incorporated into local and provincial level policies, plans and practices Currently few opportunities for communities and local authorities who are practicing or are interested in practicing innovative CC solutions to exchange information and learn from one another	and management (10 communities or villagers) Specific exchange programs for field staff, women's and youth groups on identified climate change resilience topics Secondary schools in V-CAP sites undertaking climate awareness and capacity building activities	awareness of key issues in relation to climate change adaption and building resilience Documentation of best practices at the community, provincial and national levels (reports, reviews) Website for the project linked to NAB related databases Project newsletters printed and shared with key stakeholders Community radio show / packages to share – 12 / Documentary films produced for each site (6 sites) Documentary / awareness films produced for key themes (4 themes e.g. Reef to Ridge,	• Teachers are willing to attend CC in-service courses and use learning materials developed by the project Risks: • Local communities are not willing to incorporate to incorporated local adaptation responses into plans • Communication materials are not able to reach target communities
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			erosion, MPA, climate change)	
			Development of sets of training and awareness materials on approaches to climate change adaption and EWS	
Outputs supporting Outcome 4 • 4.1.1 Best practices are captured, documented, and distributed to all local and national stakeholders and shared globally in appropriate mechanisms (development, populating and maintenance of national website for CC) through the NAB (National Advisory Board) • 4.1.2 Awareness, training and education programs developed and implemented for e.g. schools, households and the private sector; translated into Bislama and French as applicable and working with ongoing initiatives				

ANNEX C: LIST OF DOCUMENTS REVIEWED

General documentation

- UNDP Programme and Operations Policies and Procedures (POPP);
- UNDP Handbook for Monitoring and Evaluating for Results;
- UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects;
- GEF Monitoring and Evaluation Policy;
- GEF Guidelines for conducting Terminal Evaluations.

Project documentation

- Signed Project Document: Mainstreaming global environmental priorities in to national policies and programmes
- Quarterly Progress Report: 2015-2019
- Inception Workshop Report
- Signed AWP 2016-2019
- Financial Audit Report 2018
- Project board meeting minutes: what years are in records to put here
- Co-financing letters
- List and contact details for project staff, key project stakeholders, including Project Boards, and other partners to be consulted
- Project sites, highlighting suggested visits
- Mid Term Review (MTR) Report
- Management response to MTE;
- Project budget and financial data
- Project Tracking Tool (CCA), at the baseline and at the mid-term
- Annual Project Implementation Reports (PIRs) 2016 -2017
- Knowledge and legislation related products
- Community Profile Reports
- Epi VCAP Community Planning and Sector-Based Priority Setting
- Oversight mission reports
- UNDP Initiation Plans
- VCAP Tracking Tool

ANNEX D: EVALUATION QUESTIONS

Evaluative Criteria Questions	Indicators	Sources	Methodology
• To what extent is the project suited to local and national development priorities and policies?	•	•	•
• To what extent is the project is in line with GEF operational programs?	•	•	•
• To what extent are the objectives and design of the project supporting regional environment and development priorities?	•	•	•
• Has the project been effective in achieving the expected outcomes and objectives?	•	•	•
• To what extent has the project increased institutional capacity (at national and island level) to increase the resilience of coastal areas and community settlements in Tuvalu?	•	•	•
• How was the project been able to influence monitoring and evaluation for coastal resilience?		•	•
• What were the risks involved and to what extent were they managed?		•	•
• What lessons have been learned from the project regarding achievement of outcomes?		•	•

• What changes could have been made (if any) to the design of the project in order to improve the achievement of the project's expected results?		•	•
• How cost-effective were project interventions? To what extent was project support provided in an efficient way?	•	•	•
• How efficient were partnership arrangements for the project and why?	•	•	•
• Did the project efficiently utilize local capacity in implementation?	•	•	•
• What lessons can be drawn regarding efficiency for other similar projects in the future?	•	•	•
• Was project support provided in an efficient way?	•	•	•
• What risk have affected/influenced the project and in what ways?	•	•	•
• How were these risks managed?	•	•	•
• What lessons can be drawn regarding sustainability of project results?	•	•	•
• What changes could have been made (if any) to the design of the project in order to improve the sustainability of the project results?	•	•	•
• To what extent has the project contributed to, or enabled a) verifiable improvements in ecological status, b) verifiable	•	•	•

reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.?			
• What lessons can be drawn regarding contributions towards reduced environmental stress and/or improved ecological stress?	•	•	•
• What changes could have been made (if any) to the design of the project in order to improve the reduction of environmental stress and/or improve ecological status?	•	•	•

ANNEX E: RATING SCALES

Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution	
6: Highly Satisfactory (HS): no shortcomings	
5: Satisfactory (S): minor shortcomings	
4: Moderately Satisfactory (MS)	
3. Moderately Unsatisfactory (MU): significant shortcomings	
2. Unsatisfactory (U): major problems	
1. Highly Unsatisfactory (HU): severe problems	
Sustainability rating	
4. Likely (L): negligible risks to sustainability	
3. Moderately Likely (ML): moderate risks	
2. Moderately Unlikely (MU): significant risks	
1. Unlikely (U): severe risks	
Relevance ratings	
1. Relevant (R)	
2. Not relevant (NR)	
Impact Ratings	
1. Significant (S)	
2. Minimal (M)	
3. Negligible (N)	

ANNEX F: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form⁴

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name _____ **of** _____ **Consultant:** _____ Patrick Sakiusa
Fong

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *Suva, Fiji* on *Friday 20/12/2019*

Signature:  _____

⁴www.unevaluation.org/unegcodeofconduct

ANNEX G: EVALUATION REPORT OUTLINE⁵

- i. Opening page:
 - Title of UNDP supported GEF financed project
 - UNDP and GEF project ID#s.
 - Evaluation time frame and date of evaluation report
 - Region and countries included in the project
 - GEF Operational Program/Strategic Program
 - Implementing Partner and other project partners
 - Evaluation team members
 - Acknowledgements
- ii. Executive Summary
 - Project Summary Table
 - Project Description (brief)
 - Evaluation Rating Table
 - Summary of conclusions, recommendations and lessons
- iii. Acronyms and Abbreviations
(See: UNDP Editorial Manual⁶)
1. Introduction
 - Purpose of the evaluation
 - Scope & Methodology
 - Structure of the evaluation report
2. Project description and development context
 - Project start and duration
 - Problems that the project sought to address
 - Immediate and development objectives of the project
 - Baseline Indicators established
 - Main stakeholders
 - Expected Results
3. Findings
(In addition to a descriptive assessment, all criteria marked with (*) must be rated⁷)
- 3.1 Project Design / Formulation
 - Analysis of LFA/Results Framework (Project logic /strategy; Indicators)
 - Assumptions and Risks
 - Lessons from other relevant projects (e.g., same focal area) incorporated into project design
 - Planned stakeholder participation
 - Replication approach
 - UNDP comparative advantage
 - Linkages between project and other interventions within the sector

⁵The Report length should not exceed 40 pages in total (not including annexes).

⁶ UNDP Style Manual, Office of Communications, Partnerships Bureau, updated November 2008

⁷ Using a six-point rating scale: 6: Highly Satisfactory, 5: Satisfactory, 4: Marginally Satisfactory, 3: Marginally Unsatisfactory, 2: Unsatisfactory and 1: Highly Unsatisfactory, see section 3.5, page 37 for ratings explanations.

- Management arrangements
- 3.2 Project Implementation
 - Adaptive management (changes to the project design and project outputs during implementation)
 - Partnership arrangements (with relevant stakeholders involved in the country/region)
 - Feedback from M&E activities used for adaptive management
 - Project Finance:
 - Monitoring and evaluation: design at entry and implementation (*)
 - UNDP and Implementing Partner implementation / execution (*) coordination, and operational issues
- 3.3 Project Results
 - Overall results (attainment of objectives) (*)
 - Relevance(*)
 - Effectiveness & Efficiency (*)
 - Country ownership
 - Mainstreaming
 - Sustainability (*)
 - Impact
- 4. Conclusions, Recommendations & Lessons
 - Corrective actions for the design, implementation, monitoring and evaluation of the project
 - Actions to follow up or reinforce initial benefits from the project
 - Proposals for future directions underlining main objectives
 - Best and worst practices in addressing issues relating to relevance, performance and success
- 5. Annexes
 - ToR
 - Itinerary
 - List of persons interviewed
 - Summary of field visits
 - List of documents reviewed
 - Evaluation Question Matrix
 - Questionnaire used and summary of results
 - Evaluation Consultant Agreement Form

ANNEX H: SUMMARY OF FIELD VISITS

Date	Stakeholder/Community	Island/Group of Islands	Province
11-16 July, 2019	National government	Port Vila, Efate Island	Shefa province
17 July, 2019	Lungharegi	Loh Island in Torres group	Torba province
17 July, 2019	Rinuhe	Loh Island in Torres group	Torba province
17 July, 2019	Sola	Vanua Lava Island in Banks group	Torba province
18 July, 2019	Luganville	Santo Island	Sanma province
18 July, 2019	Burumba	Epi Island	Shefa province
19 July, 2019	Itamotou	Aniwa Island	Tafea province
19 July, 2019	Imalé	Aniwa Island	Tafea province
19 July, 2019	Isavaï	Aniwa Island	Tafea province
19 July, 2019	Ikaokao	Aniwa Island	Tafea province
19 July, 2019	Namsafoura	Aniwa Island	Tafea province
19 July, 2019	Anelgauhat	Aneityum	Tafea province

ANNEX I: LIST OF PERSONS INTERVIEWED

Name	Position	Organization/Community
1. Jackson Tambe	Coordinator VCAP	PMU at MCCAMGEEDM
2. Mike Waiwai	Director	Department of Environment
3. Esline Garabiti Bule (MGD)	Director	Meteorological and Geo-hazards Department
4. Erikson Sami	Director	Department of Water Resources
5. Leith Veremaito	Director	Department of Local Authority
6. Rexon Viranamangga	Director	Department of Forest
7. Antoine Ravo	Director	Department of Agriculture and Rural Development
8. Williams Naviti	Director	Department of Fisheries
9. Mathew Hardwick	Technical Specialist	Consultant, VCAP-Port Villa
10. Pakoa Leo	Sector coordinator	Agriculture and Water- VCAP
11. Raysen Vire	Sector coordinator	PWD- VCAP
12. Nettie Joseph	Finance officer	VCAP, MCCAMGEEDM
13. Lui Korah	District Administrator	Rovo Bay, Epi Island
14. Tousil Mael	Area Administrator	Vermaui, Epi Island
15. Jimma Kamy	Youth Rep	Burumba, Epi Island
16. John Reit	Chief Authority	Burumba, Epi Island
17. Joseph Merib	Transport Driver	Green Hill, Epi Island
18. Basil Maei	Chairman Council	Burumba, Epi Island
19. Lily Mahit	President	Women's group, Epi Island
20. Leipakoa Tanga	Representative	Women's group, Epi Island
21. Caro Willie	Representative	Youth group, Burumba, Epi Island
22. Lie Roy	Representative	Youth group, Burumba, Epi Island
23. Krita Mael	Community member	Masou village, Epi Island
24. Niki Dora	Community member	Imale village, Aniwa Island
25. Sera Naja	Community member	Ikaikau village, Aniwa Island
26. Natsau Kalulu	Community member	Isavai village, Aniwa Island
27. Leikoro Dick	Treasurer	Isavai village, Aniwa Island
28. Amis Ture	Community member	Isavai village, Aniwa Island
29. Weli Atta	Community member	Isavai village, Aniwa Island
30. Dan	Fisheries Officer	Aniwa Island
31. Nipaia Roy	Secretary	Isavai village, Aniwa Island
32. Nouka Edwin	Community member	Isavai village, Aniwa Island
33. Lenon Lucken Nouka	Secretariat	Aniwa Area Council, Aniwa Island
34. Tom Kaio	Observer- MGD	Anelgauhat village, Aneityum
35. Alvin Eldads	Observer- MGD	Sola, Vanua Lava
36. Reynold Surmat	Secretary General	Torba province
37. Ronald Bule	Farmer	Vansemwakel village, Pentecost

ANNEX J: AUDIT TRAIL

Audit Trail of comments received on draft TE Report [Draft Report October 2019].

The log below tracks comments on the draft TE report (version dated 23 September 2019. Comments are identified by the comment author and number in a 'track change' version provided to the Review Team on 13 November 2019. Comment location is identified by both the report heading/sub-heading, and by page numbers this version when printed in full (expanding the comments changes the layout and pagination).

Comment authors:

MA: Margarita Arguelles, UNDP HQ

ML: Merewalesi Laveti, UNDP Fiji MCO

LS: Loraini Sivo, UNDP Fiji MCO

Notes:

- The TE response column indicates briefly how the comments have been reflected in the TE Report
- [text insert] refers to instances where text has been added directly into the document (not all of these have a comment number in the track change version). Proposed text for insertion is written in italics.

Author	#	Pg. No./ Para No. / Report Section/ comment location	Comment / Feedback on the draft MTE report	MTR Team response / actions taken
ML	1	Pg. 8. 2 nd Table on UNDP Comparative Advantage	It might be a typo 'MDG' as it is supposedly to be SDG?	Edited
LS	2	Pg. 9. Table on Adaptive Management	I don't think that there were any changes to the output but rather from the changes to the targets and indicators.	Edited to reflect comment
ML	3	Pg. 9 Table on Partnership arrangements	Page 94 of the project document states Project board – National advisory board and not project steering committee. As per page 94, the project board is a decision making body of the project represented by the executive (Govt-IP), Senior Supplier (UNDP) and Senior beneficiary (Govt counterparts), Project assurance and PMU. Please explain how the project steering committee comes into establishment in the project. Was there a project document revision during the implementation phase resulting in the establishment of the project steering committee and its roles? Was this documented?	Edited to reflect comment. Interestingly, more project reports refer to Project Steering Committee, as compared to Project Advisory Board including: 1, RESUBMISSION Vanuatu LDCF Prodoc 28Aug 2014 Final1

				2. Project Board Meeting minutes
ML	4	Pg. 9 Table on Partnership arrangements	Responsible parties in this case would be the private sectors, institutions, NGOs government ministries that are responsible for delivering certain activities of the project. Responsible parties does not have the same role as the project board-national advisory board in reviewing and endorsing workplans. They may assist the project management unit in the consolidation of the AWP but does not approve or endorse it. The AWP is endorsed by the board. Please confirm this para.	Edited to reflect comment
LS	5	Pg. 9 Table on Monitoring and evaluation: design at entry and implementation	Narration seems to contradict the rating	Edited to reflect comment
LS	6	Pg. 10 Table on Overall results (Attainment of Objective and Outcomes)	Narration seems to contradict the rating	Edited to reflect comment
LS	7	Pg. 10 Table on Impact	Narration seems to contradict the rating	Edited to reflect comment
LS	8	Pg. 10 on Section 1.3	Can you put this in a table Issues and recommendations	Table formulated
LS	9	Pg. 11 last paragraph	Sorry not clear what this means..	Edited to reflect comment
LS	10	Pg. 17 on Section 1.2 Scope & Methodology, Paragraph 5	Enquiry on the total number of days for mission	Added
MA	11	Pg. 17 on 1.2 Scope & Methodology	The UNDP IEO quality reviewer will look at whether the principles and policy of gender equality and the empowerment of women were integrated in the evaluation's scope and indicators, as relevant. Therefore, it would be useful to mention any gender responsive tools and methodologies that were used for this evaluation.	Have added narration to reflect the comments. Refer to last paragraph on Pg. 17
LS	12	Pg. 19 on Table 3	Can you put colour coding to the rating and in table?	Table just shows the ratings used in each evaluation

				criteria, however a table has been added to address this
LS	13	Pg. 20 last paragraph	Insert recommendations too	Added in the sub-heading
LS	14	Pg. 25 on 2.6 Main stakeholders	Please put this into a table format with two columns	Information presented in a Table form
LS	15	Pg. 28 on 3. Finding	Please reference to the annex on the list of documents reviewed	Reference added
MA	16	Pg. 28 on 3.1 Project Design & Formulation 3.1.1 Analysis for Results Framework	The first paragraph of this section mentioned the project's Theory of Change. Include text on whether the Theory of Change was clearly defined and robust. Did it include a clear definition of the problem to be addressed and its root causes, desired outcomes, an analysis of barriers to and enablers for achieving outcomes, consideration of how to address barriers, a plan for a phased withdrawal of the project, and responses for the project to focus on?	Have added narration to reflect the comments. Refer to first paragraph on section 3.1.1 Analysis of LFA/Results Framework in Pg. 18
MA	17	Pg. 28 on 3.1 Project Design & Formulation	-Did the project aim to capture broader development impacts (i.e. income generation, gender equality and women's empowerment, improved governance, livelihood benefits, etc.) by using socioeconomic co-benefits and sex-disaggregated/gender-responsive indicators and targets, where relevant? -Evaluate the project's results in advancing gender equality and women's empowerment, including delivery of its gender action plan (if one was done) and the relevance of its gender analysis. -Assess any environmental and social risks as identified through the SESP in line with UNDP Social and Environmental Standards and the management measures outlined in the Project Document, SESP and any management plans, if relevant	Further analysis has been done on these aspects and texts have been added in the write-up.
LS	18	Pg. 29 on 3.1.1 Analysis of LFA/Results Framework, Paragraph 4.	Please explain how/why this had changed later in the implementation stage	Narration added to address comment
LS	19	Pg. 29 on 3.1.2 Assumptions and Risks, Paragraph 1	On what grounds were this identified as major. Could we just classify them as risks ??	Has changed to possible instead of major.
LS	20	Pg. 30 on 3.1.2 Assumptions and Risks, Table 6	The operational should be implementation??	The analysis is based on risks identified at project design how these were relevant

				during implementation. Since there is no section on implementation specifically allocated for risk analysis, I have included all aspects of project risks here.
LS	21	Pg. 33 on 3.1.4 Planned stakeholder participation	Please put into a table	Table formulated
LS	22	Pg. 34, Para.1 on 3.1.5 Replication approach	Do you think that the project achievements or interventions were replicated enough or what are the weaknesses	Analysis is on the quality and approach of replication strategies at project design. What has worked and need to be replicated is captured in the Conclusion/Lessons learned and recommendation section
LS	23	Pg. 34, Para.1 on 3.1.5 Replication approach	What then has worked that could be encouraged for replication	Analysis is on the quality and approach of replication strategies at project design. What has worked and need to be replicated is captured in the Conclusion/Lessons learned and recommendation section
LS	24	Pg. 35, Para 1 on 3.1.7 Management arrangements	Clarification needed on NIMI acronym	Edited to address comment
LS	24	Pg. 36, Para 3 on 3.1.7 Management arrangements	Not sure about this...the chair of the SC is the DG for the Ministry of Climate Change	Edited to address comment
LS	25	Pg. 37 on 3.2.1 Adaptive management	Were there any other activities across outcomes that had changed – please confirm this with PMU	There were some but these were the major adjustments to demonstrate project adaptive management of the project

LS	26	Pg. 37 on 3.2.2 Partnership arrangements	The project did face some difficulties working with Fisheries so can that be highlighted here please...	Added narration to address comment.
MA	27	Pg. 38 on 3.2.2 Partnership arrangements	-How did actual stakeholder interaction compare to what was planned in the project document and Stakeholder Engagement Plan? -Were women's groups, NGOs, civil society orgs and women's ministries adequately consulted and involved in project design? If not, should they have been? -Were stakeholder engagement exercises gender responsive? Was gender on the workshop agenda? Did women make up at least 30% of participants? Were women-only sessions held, if appropriate, and/or were other considerations made to ensure women's meaningful participation	Have added text in Section 3.1.4 Planned stakeholder participation on Page 38 and have added text to address comments
MA	28	Pg. 39 on 3.2.4 M&E	-Were PIR findings consistent with MTR and TE findings? -Was the Theory of Change reviewed or revised during implementation? -was the GEF OFP kept informed of M&E activities? -Comment on the extent to which the Project Team used inclusive, innovative, and participatory monitoring systems	Narration added to address comments. Only the logframe was revised and not the ToC, as there was none
LS	29	Pg. 45, last Para on 3.2.4 Monitoring and evaluation:	You missed a section on project finance. An analysis on project spending to date and co-financing. Let us know what financial reports do you need to do this bit	Added and is part of Section 3.2.5
LS	30	Pg. 49, last Para on Section 3.2.6	Just feel that there is not enough provided to give it this rating. What are some success experiences/example in terms of partnership and coordination that could support this rating. UNDP is happy to share some experiences with you	Added narration to address comment.
ML	31	Pg. 50, second row on Table 10	Can this data be disaggregated into sex (females: males) if better number of people leaving with disability that also benefitted?	Reporting is based on indicator for End of Project Target, which is "number of people..")
ML	32	Pg. 51 , first row on table	Need disaggregated data	Reporting is based on indicator for End of Project Target, which is "% of Vanuatu population..")

ML	33	Pg. 52, first row on table	Equivalent to what area? Ha?	Reporting is based on indicator for End of Project Target, which is “number of taboo area..”)
ML	34	Pg. 52, fourth row on table	Need disaggregated data on this.	Reporting is based on indicator for End of Project Target, which is “number of people..”)
MA	35	Pg. 55 on 3.3.2 Relevance	Include information on how the project is relevant to UNDP programming. Also include text on any linkages between the project and relevant SDG targets/indicators.	Have included two paragraphs that discuss VCAP relevancy to UNDP programming and SDG
LS	36	Pg. 58, first paragraph on 3.3.4 Country ownership	Please also include the setting up of DLA positions	This has been included in the text
LS	37	Pg. 58, 2 nd paragraph on 3.3.4 Country ownership	Give some examples	Examples provided in the text
MA	38	Pg. 59 on 3.3.5 Mainstreaming	-Assess the achievement of the gender action plan and the gender-related indicators of the results framework by reporting on the level of progress for each indicator at the time of the TE. Assess any other planned or unplanned gender results. -Is there any potential negative impact on gender equality and women’s empowerment? What can be done do to mitigate this? -Indicate which of the results areas described below the project contributed to gender equality. These results areas align with those included in the GEF CEO Endorsement Request and annual project implementation report. Indicate as many results areas as applicable and describe the specific results that were attributed to the project: - o Contributing to closing gender gaps in access to and control over resources; - o Improving the participation and decision-making of women in natural resource governance; - o Targeting socio-economic benefits and services for women.	Have added narration to address the comment. It is worthy to note that indicators for VCAP do not have specific gender ones.

LS	39	Page 59, 2 nd Paragraph on 3.3.6 Sustainability	Can you do a table like this for the other ranking.	Table formulated
LS	40	Page 60, 4 th Paragraph on 3.3.6 Sustainability	Can you give an example of the PWD work as they had mentioned in the board meeting..on what evidence on the ground supports this statement	Example has been added in the text
LS	41	Page 60, 5 th Paragraph on 3.3.6 Sustainability	Describe some of the activities implemented on the ground to support this	Examples have been included in the text
ML	42	Pg. 67 on 3.3.7 Impact	Need explicit elaborations on the below under this section as highlighted on page 9 of the TOR. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.	There is an absence of project documentation to explicitly demonstrate a & b, therefore the TE process relied on anecdotal evidence provided by the project beneficiaries and on-field observation to cover for this. Have added a paragraph for Point C though.
LS	43	Pg. 61, 1 st Paragraph on 3.3.7 Impact	Describe some of the hardship that they had previously faced that the project had resulted to positive impact	Narration added to address comment
LS	44	Pg. 61, 5 th Paragraph on 3.3.7 Impact	Provide example of communal disagreement	Narration added to address comment
LS	45	Pg. 62, 6 th Paragraph on 3.3.7 Impact	Check sub-title	Corrected

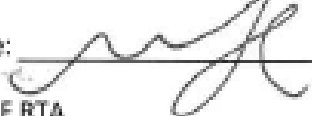
LS	46	Pg. 63 on 4. Conclusions, Recommendations & Lessons Learnt	Can you please put a narrative to the overall conclusion rather than jumping right into the issues? What has worked and no worked. Also, what are some of the lessons learnt from VCAP that could be adopted for future project planning. Recommendation should be actionable and who should it be directed to. It should be focused on addressing constrains and issues like you have done her. Please separate recommendation on what can be addressed now as the project closes and what are those that can be used for future project designing etc.	Have added narrative and lessons learned
LS	47	Pg. 67 on Annex 5.1: Term of Reference	Can you please put this as portrait	Adjusted to portrait
MA	48	Mission section	A section dedicated to “Project Finance and Co-finance” seems to be missing from the report. It was part of the TOR, so it should be included in the TE. When considering the effectiveness of financial planning, the TE team should consider the following for assessing project finance: • Variances between planned and actual expenditures, and the reasons for those variances • Identification of potential sources of co-financing as well as leveraged and associated financing; • Whether strong financial controls were established to allow the project management to make informed decisions regarding the budget at any time, and allow for the timely flow of funds and for the payment of satisfactory project deliverables; • Whether the project demonstrated due diligence in the management of funds, including periodic audits • Observations from financial audits, if any, and a presentation of major findings from audits • Any changes made to fund allocations as a result of budget revisions and the appropriateness and relevance of such revisions Complete the following co-financing table, which could be inserted in the “Project Finance and Co-finance” section or added as an Annex.	Added accordingly
MA	49	Annexes	Add the following to the Annexes: -Signed UNEG Code of Conduct form -Signed TE report Clearance form -Annexed in a separate file: TE Audit Trail	Added accordingly

ANNEX K: EVALUATION REPORT CLEARANCE FORM

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: Levan Bouadze

Signature:  Date: 04/02/20

UNDP GEF RTA

Name: _____

Signature: _____ Date: _____