

Evaluation Office of UN Environment



**Terminal Evaluation of the GEF funded UN Environment Project
“Implementing NAPA priority interventions to build resilience in
the most vulnerable coastal zones in Djibouti”**

FINAL REPORT



Mangrove rehabilitation site, Khor Ankor, Djibouti, April 2017

September 2017



Evaluation Office of UN Environment

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The Terminal Evaluation of the UN Environment / GEF project *“Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti”* was commissioned by the United Nations Environment Programme (UN Environment). This is the Terminal Evaluation, based on the available documents, the on-site field interviews and observations, and other stakeholder discussions conducted via electronic communications.

This report has been prepared by an independent consultant Evaluator and is a product of the Evaluation Office of UN Environment. The findings and conclusions expressed herein do not necessarily reflect the views of Member States or the UN Environment Senior Management.

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Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti

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ABOUT THE EVALUATION¹

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Brief Description: This report is a terminal evaluation of a UN Environment–GEF project implemented between 2010 and 2017. The project's overall development goal was to: *address the impacts of climate change on coastal ecosystems and communities by implementing a set of urgent measures that will strengthen the capacity to predict future changes, while helping local populations to adapt through the adoption of more sustainable production methods, particularly in the areas of water management, agriculture, fisheries and tourism.*

The evaluation sought to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UN Environment, the GEF and their executing partner, Government of Djibouti - Ministry of Habitat, Urbanism, and Environment (MHUE) and the relevant agencies of the project participating countries.

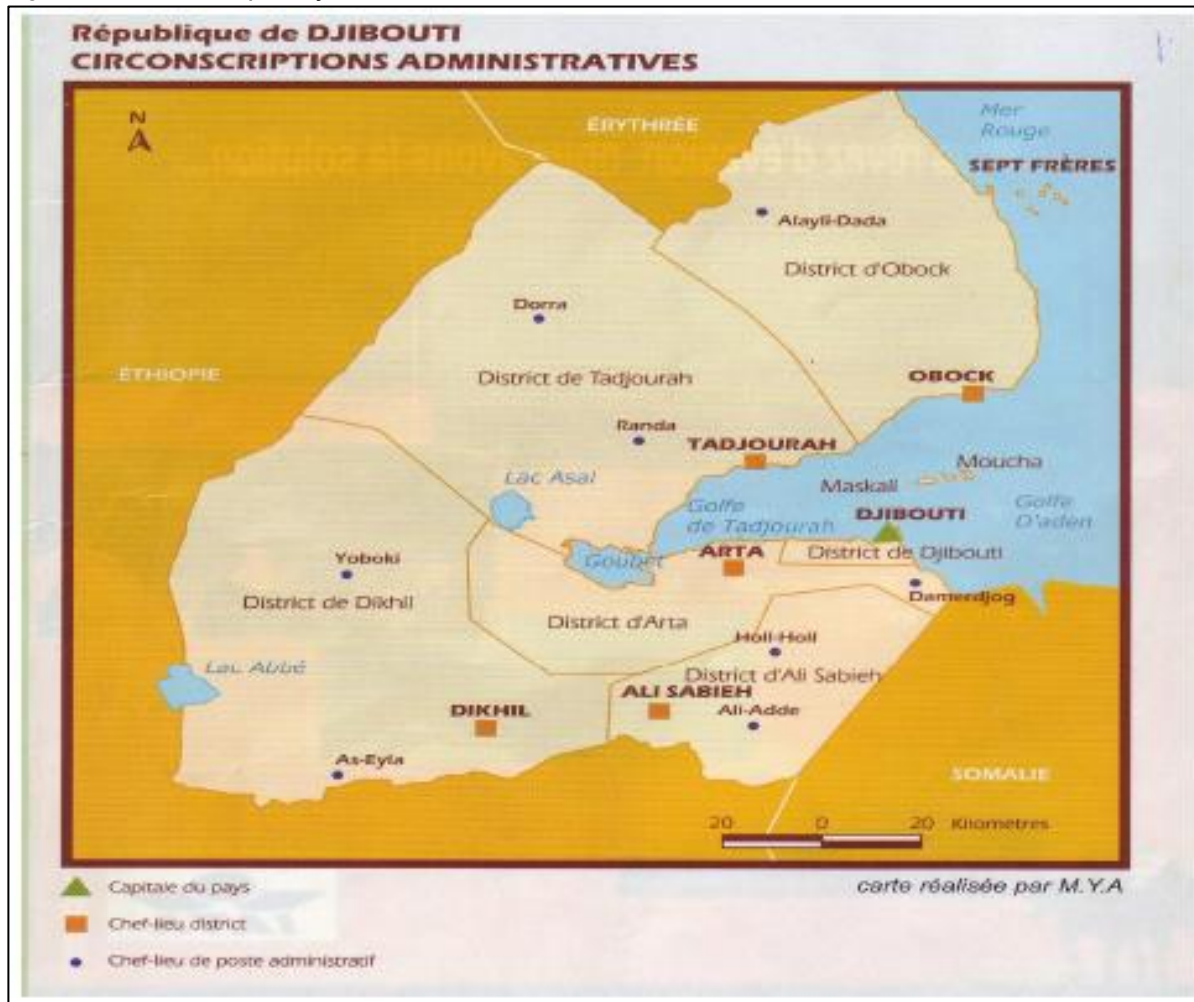
Key words: Coast; Coastal Ecosystem; Project Evaluation; Climate Change; Ecosystem Management; TE; Terminal Evaluation; GEF; GEF Project; Mangrove rehabilitation; Integrated Coastal Zone Management, ICZM

Short biography of the consultant

Ms. M.H. Louise Grenier has over 35 years of experience with all aspects of environmental and social management. She has worked in almost 30 countries (14 African countries). Key areas of competence include: Environmental Impact Assessment (EIA), Strategic Environmental Assessment (SEA); project management; technical advisor; quality assurance of environmental and social reports; institutional and capacity needs assessment and development for environmental and social management; project monitoring; project evaluation; and integration of climate mitigation and climate adaptation into development planning. Much of this work has entailed facilitating stakeholder involvement and participation in assessment and evaluation procedures.

¹ This data is used to aid the internet search of this report on the Evaluation Office of UN Environment Website

Figure 1: General Map of Djibouti



Source: NAPA 2006

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Abbreviations

ACAD	Association de Coopératives Agricoles de Damerjog
ADPE	Association de Développement et Protection de l'Environnement / Association for Development and Environmental Protection – Khor Angar
AFD	Agence Française de Développement / French Development Agency
AfDB	African Development Bank
ANM / NMA	Agence Nationale de la Météorologie / National Meteorological Agency
APPE	Association pour la Promotion de la Pêche et de l'Écotourisme / Association for the Promotion of Fisheries and Ecotourism – Khor Angar
ARR/PIR	Annual Performance Report / Project Implementation Review
AWP	Annual Work Plan
BSP	Bali Strategic Plan
CAMELOT	Coastal Area Modeling for Engineering in the Long Term
CARAD	Comprehensive Approach to Risk Assessment in Djibouti
CCA	Climate Change Adaptation
CERD	Djibouti National Research Centre / Centre d'Études et de Recherches
CHYN	International laboratory
CO	Country Office
COSMO	Coastal Zone Simulation Model
CSR	Corporate Social Responsibility
CTA	Chief Technical Advisor
DATE	Direction de l'Aménagement du Territoire et de l'Environnement / Environment and Land Use Planning Directorate (<i>renamed: DEDD</i>)
DEDD	Direction de l'Environnement et du Développement Durable / Department of Environment and Sustainable Development
DGEF-PRC	UN Environment's GEF Division (DGEF) - Project Review Committee (PRC)
DGT	Large Works Directorate
DRH	Department of Rural Hydraulics
EbA	Ecosystem-based Adaptation
EIA	Environmental Impact Assessment (study)
EM	Evaluation Manager
EU	European Union
EWS / SAP	Early Warning System / Système d'alerte précoce
FAO	Food and Agriculture Organisation of the United Nations / Organisation des Nations unies pour l'alimentation et l'agriculture
FMO	Fund Management Officer
FSP	Full-sized project
GEF	Fonds Mondial pour l'Environnement / Global Environment Facility
GHG	Greenhouse Gas
GIRE / IWRM	Gestion Intégrée des ressources en eau (Integrated Water Resources Management)
GIZC / ICZM	Gestion Intégrée des Zones Côtières (Integrated Coastal Zone Management)
ha	Hectare
HYCOS	Hydrological Cycle Observing System
ICPAC	IGAD Climate Prediction and Application Centre
ICZM	Integrated Coastal Zone Management (Gestion Intégrée des Zones Côtières)
IFAD	Fonds International de Développement Agricole / International Agricultural Development Fund

IGAD	Intergovernmental Authority on Development (Includes governments from the Horn of Africa, Nile Valley, and the African Great Lakes. The headquarter is in Djibouti City)
INDC	Intended Nationally Determined Contribution
INDS	Initiative Nationale de Développement Social / National Initiative for Social Development
IPCC	Intergovernmental Panel on Climate Change
IWRM	Integrated Water Resources Management (Gestion Intégrée des ressources en eau)
LDCF	Least Developed Countries Fund
M & E	Monitoring and Evaluation
MAEM-RH	Ministry of Agriculture, Livestock and Fisheries in charge of hydraulic resources / Ministère de l'Agriculture, de l'élevage et de la mer chargé des ressources hydrauliques
MAEM-DHR	MAEM, Hydraulics Division (Direction de l'Hydraulique Rural)
MAEM -DP	MAEM - Fisheries Division (Direction de la Pêche)
MHUE	Ministère de l'Habitat de l'Urbanisme et de l'Environnement / Ministry of Habitat, Urbanism and Environment
MPA	Aires Marine Protégées / Protected Marine Areas
MTR	Mid-term Review
MTS	Medium-term Strategy (2010-2013)
NAPA / PANA	National Adaptation Programme of Action / Plan d'Action National d'Adaptation
NGO	Non-Governmental Organization
NMA	National Meteorology Agency
ONEAD	National Water and Sanitation Office of Djibouti / Office National des Eaux et de l'Assainissement de Djibouti
PANE / NEAP	Plan d'Action National pour l'Environnement / National Environmental Action Plan
PCU / UCP	Project Coordination Unit / Unité de coordination du projet
PERSGA-SAP	Programme for Environmental Rehabilitation of the Red Sea and the Gulf of Aden (Strategic Action Programme) / Programme Régional pour la Sauvergarde de l'Environnement de la Mer Rouge et du Golfe d'Aden (Plan d'Action Stratégique)
PIF	Project Identification Form
PIR	Project Implementation Review
PM	Project Manager
PMC / CDP	Project Management Committee / Comité directeur du projet
PoW	Programme of Work
PPG	Project Preparation Grant
ProDoc	Project Document (the project design document)
PRSP	Poverty Reduction Strategy Paper / Stratégie de Réduction de la Pauvreté
PVA	Participatory Vulnerability Assessment
SAP (EWS)	Système d'alerte précoce / Early Warning System
SDE	Schemas Directeur de l'Eau / Water Master Plan
SESN	State Secretariat for National Solidarity / Secrétariat d'État à la Solidarité Nationale
SLR	Sea level rise
SNIFD	Stratégie d'Intégration des Femmes au Développement / National Strategy for the Integration of Women in Development
SSC	South-South Cooperation
TM	Task Manager
ToC	Theory of Change
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework / Stratégie d'aide au développement des Nations Unies
UNDP	United Nations Development Program

UNEP	United Nations Environment Program (now UN Environment)
UNEP EO	Evaluation Office
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
UNON HR	United Nations Offices at Nairobi, Human Resources Section
USD	US Dollars

Table 1. Project Identification Table

Executing Agency	Government of Djibouti - Ministry of Habitat, Urbanism, and Environment (MHUE)		
Project Partners:	Programme for Environmental Rehabilitation of the Red Sea and the Gulf of Aden (PERSGA), Government of Djibouti - Secrétariat d'État à la Solidarité Nationale, FAO, Ministry of Agriculture, Livestock and Fisheries in charge of hydraulic resources (MAEM-RH), National Water and Sanitation Office of Djibouti (ONEAD), Djibouti National Research Centre (CERD), Djibouti Livestock Export Facility, Association de Coopératives Agricoles de Damerjog (ACAD), Association de Développement et Protection de l'Environnement (Obock), Association pour la Promotion de la Pêche et de l'Écotourisme		
Sub-programme:	Climate Change	Expected Accomplishment(s):	
UN Environment approval date:	7 September 2010	Programme of Work Output(s):	
GEF project ID:	3408	Project type:	FSP
GEF Operational Programme #:	LDCF	Focal Area(s):	Climate Change Adaptation
GEF approval date:	17 May 2010	GEF Strategic Priority:	CCA-1; CCA-2
<i>Expected</i> start date:	July 2010	Actual start date:	September 2010
<i>Planned</i> completion date:	September 2014	Actual completion date:	March 2017
<i>Planned</i> project budget at approval:	US\$ 4,475,000	Actual total expenditures reported as of March 2017:	US\$ 1,880,646.48
GEF grant allocation:	US\$2,070,000	GEF grant expenditures reported as of [date]:	
Project Preparation Grant - GEF financing:	US\$75,000	Project Preparation Grant - co-financing:	US\$20,000
<i>Expected</i> Medium-Size Project/Full-Size Project co-financing:	US\$2,405,000	Secured Medium-Size Project/Full-Size Project co-financing (30 June 2016):	US\$2,339,000
First disbursement:	12 October 2010	Date of financial closure:	30 June 2017
No. of revisions:	2	Date of last revision:	16 April 2015
No. of Steering Committee meetings:	7	Date of last/next Steering Committee meeting:	Last: 22 March 2016 Next:
Mid-term Review/ Evaluation (<i>planned date</i>):	September 2012	Mid-term Review/ Evaluation (actual date):	September 2014–April 2015
Terminal Evaluation (<i>planned date</i>):	September 2014	Terminal Evaluation (actual date):	Feb.– June 2017
Coverage - Country(ies):	Djibouti	Coverage - Region(s):	Djibouti
Dates of previous project phases:	N/A	Status of future project phases:	N/A

Executive Summary

This is the Terminal Evaluation (TE) of the UN Environment / Global Environment Facility (GEF) project "*Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*". The main purpose of the TE is to provide evidence of results to meet accountability requirements, promote operational improvement and to share knowledge, results and lessons learned between UN Environment and its executing agencies.

The Project Context, Components, and Implementation Structure. Djibouti is a small, arid, coastal country. The mean annual precipitation is 150 mm, with much of it lost through run-off and evaporation. The availability of water is a key development constraint, affecting the population, livestock, and agriculture. The country and its predominantly coastal population are affected by climate change and climate variability, and the related impacts (e.g., temperature increase, decrease in rainfall, and longer drought periods). Sea level rise is affecting the coastal population, ecosystems, infrastructure, and freshwater aquifers. The climate model for 2050 predicts growing vulnerability for Djibouti's coastal zones and a likelihood that the impacts will intensify.

Djibouti's National Adaptation Programme of Action (NAPA) was developed in 2006. This was the *first* project designed to implement the NAPA in Djibouti, and one of UN Environment's first adaptation projects. The project objective was: *to address the impacts of climate change on coastal ecosystems and communities by implementing a set of urgent measures that will strengthen the capacity to predict future changes, while helping local populations to adapt through the adoption of more sustainable production methods, particularly in the areas of water management, agriculture, fisheries and tourism*. The three interlinked project components were: 1. Policies, planning and scientific capacities for adaptation; 2. Rehabilitation of key buffer ecosystems; and 3. Climate forecasting and early warning systems.

UN Environment was the GEF Implementing Agency. Ministry of Habitat, Urbanism, and Environment (MHUE) of Djibouti was the Executing Agency. The project was funded through the GEF Least Developed Countries Fund (GEF/LDCF). The total project cost was USD 4,570,000. GEF provided USD 2,070,000 from the LCDF; the expected co-financing was USD 2,405,000.

Evaluation Findings

A. Strategic Relevance. The project was strategically relevant. It was aligned with UNDAF priorities, 5 of the 6 crosscutting priority UN Environment Medium-Term Strategy themes and Programme of Work for 2010 to 2013, several Expected Accomplishments within the climate change theme, and two GEF focal areas (CCA-1 and CCA-2). It was designed to implement Djibouti's NAPA priority measures. The rating for *strategic relevance* is **Highly Satisfactory**.

B. Nature of External Context. Although prone to natural disasters (i.e., drought), Djibouti's overall external context is considered **moderately favourable** with a stable government and a low risk of conflict.

C. Quality of Project Design. Key *strengths* of the project design included: strategic relevance; governance and supervision model; problem analysis related to climate vulnerability; country ownership; and stakeholder participation. Key *weaknesses* included: insufficient attention to capacity assessment in the situation analysis; weak link between intended results and causality; insufficiently developed approach for knowledge management and sustainability, and weak preparation and readiness. Given the listed weaknesses, the overall rating for the *quality of project design* is **Moderately Satisfactory**.

D. Effectiveness. The project outputs were quite varied, including:

- Hydrogeological modeling; participatory vulnerability assessment; adapted decrees, norms, standards; and capacity development in ICZM and CSR in Component 1;
- Micro dams; rehabilitation of a desalination plan; rehabilitation of mangroves; improved cook stoves; fisheries activities; growing palm dates; assessment on the use of Prosopis and the potential for ecotourism; solar panels; and vegetable gardens in Component 2;
- Weather monitoring equipment; SLR monitoring gauge; and training and data treatment for climate monitoring in Component 3.

The various outputs show a mixed performance over the project period, but quite a few have a satisfactory rating. The *overall* rating for the delivery of the Components 1–3 *outputs* is: **Satisfactory**.

Regarding the **Component-1 outcome** (*Key actors have the necessary skills and scientific approaches for the adaptive management of coastal areas*), some outputs await government approval (e.g., decrees). Other outputs were completed at the very end of the project (e.g., hydrogeological model), and require fuller dissemination. The project developed two climate-adapted district plans (these are very generic). It would take significant effort to develop district-*specific* plans for the two project sites and then for all the other districts. In short, some further effort is needed to fully achieve Outcome 1 at district *and* at national level. Good progress was made towards **Outcome 2** (*Environmental vulnerability reduced at the 2 project sites*). However, there is some concern regarding the sustainability because outputs and activities contributing to Outcome 2 are diverse, but often at a very small scale. Even the larger output (e.g., mangrove rehabilitation) has sustainability issues, such as some uncertainty related to availability of future national or partner budgets to safeguard the mangrove rehabilitation sites until the trees are sufficiently large and availability of a secured budget to replant the remaining nursery mangrove seedlings. Full installation of *all* the project equipment will allow the project to more fully meet **Outcome 3** (*Climate forecasting and EWS information is systematically used by decision makers*), but there is evidence that decision makers are increasingly using climate data. The overall rating for the achievement of project **outcomes** is: **Moderately Unsatisfactory**.

The project's partially achieved direct outcomes are expected to *contribute* to the achievement of the **Intermediate States** and to delivering the **impact** (*'Social and environmental resilience of coastal areas increased'*). But without a Phase 2 (or other related follow-on project), achieving the impact becomes quite uncertain. A critical assumption to achieve the project impact is: *'Government and/or partners commit financing and other resources to implement and further develop the project-related climate-change-adaptation (CCA) legal framework, the local vulnerability reduction plans, and the CCA measures in coastal zones'*. The overall rating for the achievement of the project impact is: **Moderately Unsatisfactory**.

The overall rating for **Effectiveness** is: **Moderately Satisfactory**, lifted to an MS score by a relatively strong performance at 'output' level.

E. Efficiency. The executing agency implemented the project through existing institutions / partners, although initiating some of this collaborative work took some effort. The project duration was initially 4 years, but three no-cost extensions were granted to cover various delays associated with: 1. Slow inception; 2. Recruitment; 3. Slow negotiation of MOUs with partners; and, 4. Consultants not completing their TORs. The project's time efficiency and timeliness was affected by: capacity constraints; non-optimal sequencing of activities / outputs; project design (i.e., too many small, one-off activities); procedural changes; and staff turnover. The overall rating for the **efficiency** is: **Moderately Unsatisfactory**.

F. Monitoring and Reporting. The selected project indicators didn't always reflect the correct level in the logical framework. The TE budget was inadequate to cover the comprehensive TORs and the specific challenges of this particular project. There is evidence that some monitoring data was not fully utilized. For example, issues related to the insufficiency of communications were repeatedly mentioned, in the monitoring reports. In spite of the identified weaknesses, the monitoring and reporting met the official requirements and monitoring results were generally used to guide the project. The overall rating for monitoring and reporting is: **Moderately Satisfactory**.

G. Financial Management. The Evaluator did not receive complete financial information (only to June 2016). There is evidence showing general good communication between the parties regarding financial issues, but also some evidence indicating some budget planning capacity issues. Stakeholders found the cash-advance procedure (often done every 6 months during implementation of this project) was not ideal for project execution and it often took too long. The project was subject to external audits, which showed compliance to financial standards. Given the overall compliance to financial standards, the overall rating for **financial management** is: **Moderately Satisfactory**.

H. Sustainability. The project showed some *socio-political* and *institutional sustainability*. However, some project interventions didn't fully address *environmental sustainability* (e.g., irrigation practice). The *financial sustainability* of the project outputs and outcomes is *not* assured. There are no secure budgets or financial mechanisms to carry the outputs into the future (e.g., replace parts; maintain the fencing at the mangrove and the date-palm sites). Given that financial sustainability is unlikely, 'sustainability' is as a whole is rated as: **Unlikely**.

I. Factors Affecting Performance. The combined score for all seven factors contributing to *Factors Affecting Performance* is: **Satisfactory**. Note however, that *Preparation and readiness* and *Communication and public awareness* were rated as *moderately unsatisfactory*.

- *Preparation and readiness.* Some key documents needed to be developed during the inception period, but were never prepared (e.g., engagement plan, communication plan, and replication plan). The Evaluator's conclusion on '*preparation and readiness*' is that there was insufficient time / resources allocated to project design, which meant that much time was spent during the first years to clarify what could be done, given the available budget and context constraints. The rating for '*preparation and readiness*' is: **Moderately Unsatisfactory.**
- *Quality of project management and supervision.* The governance and oversight model was clear and appropriate. The rating for '*project management and supervision*' is: **Satisfactory.**
- *Country ownership and driven-ness.* There was good national ownership of project, as the project was designed to implement the 2006 NAPA priorities. The rating for '*country ownership and driven-ness*' is: **Satisfactory.**
- *Responsiveness to human rights and gender equity.* The project involved women in *certain* project activities. However, not all project activities attracted the interest of women. The rating for '*responsiveness to human rights and gender equity*' is: **Moderately Satisfactory.**
- *Stakeholder participation and cooperation.* Community stakeholders clearly appreciated the project and those interviewed had a notable and avid participation in project activities. To improve future projects, stakeholders highlighted the need for more targeted / strategic stakeholder engagement at the project formulation phase. The rating for '*stakeholder participation and cooperation*' is: **Satisfactory.**
- *Communication and public awareness.* The project used several communication *methods*: PMC meetings, workshops, website, and national and international networks. However, the project website was not updated regularly or in a systematic manner and was not operational during the time of the evaluation. Even though the evaluation shows that capacity was increased, awareness was raised and knowledge was shared to some extent, the approach to communications and knowledge management was not sufficiently structured, systematic, or comprehensive. The rating for '*communication and public awareness*' is: **Moderately Unsatisfactory.**
- *Catalytic role, replication and scaling up.* There is some evidence that aspects of the project are being 'replicated' or are 'catalyzing' other changes. The rating for '*catalytic role, replication and scaling up*' is: **Moderately Satisfactory.**

Conclusions. When considering the nine evaluation criteria, the project as a whole was rated as **Moderately Satisfactory.** The evaluation found good performance related to strategic relevance and good performance related to the following sub-criteria: achievement of outputs, project management and supervision, country ownership, and stakeholder participation. The evaluation also found some weaknesses related to the 'efficiency' criteria and these sub-criteria: achievement of outcomes, achievement of impact, financial sustainability, preparation and readiness, and communications and knowledge management.

Of note, the identified strengths and weaknesses of the project reflect the strengths and weaknesses of the project design and of the inception period. Of note, most weaknesses in project design are typically addressed during the project inception period. For this project, addressing the capacity constraints (and recruitment issues) was the priority issue. After inception, the project team spent much time clarifying the tentative activities/outputs listed in the project document, in line with actual needs and available budget. Having to spend so much time 're-designing' the activities and outputs and managing the capacity constraints lead to cumulative delays, 3 no-cost extensions, *and* a poor rating in this evaluation with respect to 'efficiency'. The Evaluator concludes that having a sub-optimal *project design* and *project inception period* handicapped this project in the first years of implementation. But, in the end, the project team still managed to complete most of its tasks, as can be seen by the large number of outputs and reports produced in late 2016 (and the good score for 'achievement of outputs'). At end of project, the outcomes are only partially achieved. The outputs can only continue to contribute to the achievement of outcomes, Intermediate States and ultimately to the overall impact *if they can be sustained and further developed in the post-project period.* In short, without secured government budgets, a Phase 2, or new partner projects, the project achievements may not be sustainable.

Lessons Learnt. This assessment provides 11 key lessons learnt, as summarized below.

1. Particularly relevant in the case of any Phase-1 project or one-phase-only project, spend more time and resources on developing a sufficiently detailed project design (whether a LCDF project or not)

At design phase (or at latest, during the inception phase) and when setting the budget:

2. Include the development of a sustainability mechanism as a distinct activity under each output (e.g., post-project maintenance arrangements).
3. Plan the project implementation schedule carefully, identifying all the activities that could create bottlenecks if not initiated immediately at start up.
4. As part of the Project Preparation Grant or Inception Period, conduct a detailed national capacity assessment, covering all the disciplines necessary to implement the project's planned outputs and activities (this includes referring to and analysing the relevance of any existing capacity assessment study).
5. Ensure that any international consultant input is attached to a local consultant, to ensure national capacity development in all the substantive areas of a project.
6. Develop the preliminary *Stakeholder Engagement Plan* at design stage to ensure that all key stakeholders and activity implementers are fully involved in the project formulation.
7. Include a '*knowledge and communications management*' output in the project design to ensure an adequate budget allocation and adequate recording and reporting on these aspects from the onset.
8. Conduct a gender analysis and develop a gender action plan.
9. Where relevant, designate '*fostering collaborative interministerial relationships and arrangements*' as a distinct output or activity.
10. To the extent possible, adapt the cash-advance system to suit local needs (identify improvements to the cash-advance system relevant to the Executing Agency and its local partners and improvements relevant to the Implementing Agency and Executing Agency).
11. Design the monitoring and reporting system to suit the needs of the partner and the executing agency (it should provide easy-to-use and easy-to-grasp information).

Recommendations. The evaluation report provides three key recommendations.

1. *A. Develop a Phase 2 for the 'NAPA priority interventions to build resilience in the most vulnerable control zones in Djibouti' project.*

Or

1. *B. If a Phase-2 project is not possible and to better ensure the sustainability of this NAPA-project effort, promote and support the integration of the NAPA project outputs, achievements, and/or components into other project proposals, such as the UNDP Green Climate Fund (GCF) National Adaptation Proposal.*

Otherwise:

2. Develop a detailed Exit and Dissemination Strategy for each project activity / output / product.
3. Commission the writing of a case study report to fully document the mangrove rehabilitation experience in Khor Angar.

Figure 2: Photograph of Djibouti's Coastal Environment



1. INTRODUCTION

1. Djibouti developed its National Adaptation Programme of Action (NAPA) to climate change in 2006. The NAPA proposed to enhance adaptation capacity through: understanding the main characteristics of climate hazards in Djibouti, the coping mechanisms to climate hazards and climate change at the grassroots level, and the existing programmes and institutional arrangements for addressing climate hazards and climate change. It aimed to *identify* and *prioritize* adaptation activities to climate hazards and climate change.
2. The UN Environment / GEF project "*Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*" was the first NAPA implementation project in Djibouti, developed to implement the NAPA priorities, especially the priority related to coastal areas. A Project Preparation Grant (PPG) of USD 75,000 (grant) and USD 20,000 (co-financing) was submitted in July 2008. The PIF was approved in August 2008. The CEO / GEF endorsed the project May 2010; UN Environment approved and launched the project in September 2010.
3. The total budget was USD 4.48 million, comprised of GEF / UN Environment USD 2.07 million and USD 2.4 million in co-financing. The project was funded through the GEF Least Developed Countries Fund (GEF/LDCF), supporting GEF's focal area of climate change adaptation, CCA-1, to reduce vulnerability and CCA-2, to increase adaptive capacity. It also supported the UN Environment Sub-Programme on climate change and the Medium-Term Strategy (MTS) 2010/2013 to strengthen the ability of countries to integrate climate change responses into national development processes. The project duration was 4 years initially, with the intended completion date of September 2014. It was extended to March 2017.
4. The project objective was: *to address the impacts of climate change on coastal ecosystems and communities by implementing a set of urgent measures that will strengthen the capacity to predict future changes, while helping local populations to adapt through the adoption of more sustainable production methods, particularly in the areas of water management, agriculture, fisheries and tourism.*
5. The GEF Implementing Agency was UN Environment, Ecosystems Division. The Executing Agency was the Government of Djibouti – Ministry of Habitat, Urbanism, and Environment (MHUE), supported by some key implementing partners, including: Programme for Environmental Rehabilitation of the Red Sea and the Gulf of Aden (PERSGA), Ministry of Agriculture, Livestock and Fisheries in charge of hydraulic resources (MAEM-RH), Djibouti National Research Centre (CERD), and National Meteorological Agency (NMA).

1.1 Main Purpose of the Evaluation

6. In line with the UN Environment's evaluation policy and the GEF Monitoring and Evaluation Policy (2010), a Terminal Evaluation (TE) must be conducted at project completion to assess project performance against a set of criteria and to identify actual and potential project outcomes and impacts. A TE aims to understand why and to what extent intended and unintended results were achieved. The main purpose of the evaluation is to:
 - Provide evidence of results to meet accountability requirements;
 - Promote operational improvement; and
 - Share knowledge, results and lessons learned between UN Environment and its executing agencies.
7. The CEO endorsement letter also states that the terminal evaluation will look at the impact and sustainability of results, the contribution to capacity development, and the achievement of global environmental benefits/goals. *It should also make recommendations for any further steps to ensure sustainability and replicability of the project's results.*
8. The Terms of References (ToR) for this TE highlight two additional strategic questions:

- I. Was the approach adopted by the project the best to address the impacts of climate change on coastal ecosystems and communities in Djibouti?
 - II. What were the core reasons for the implementation delays and what can be learned for future projects?
9. Of note, there was no *Project Terminal Report* available to facilitate this evaluation. *N.B. A Project Terminal Report typically summarizes the results achieved (objectives, outcomes, outputs), lessons learned, problems met and areas where results may not have been achieved. The evaluation proceeded without this key document.*

2. EVALUATION METHODS

10. **Annex 2** provides the Terms of Reference for the Terminal Evaluation (TE), whereas **Annex 6** provides a short curriculum vita of the evaluation consultant.
11. The Evaluator used a participatory approach to conduct the TE, keeping stakeholders in Djibouti and at UN Environment informed during the evaluation. This TE comprised four (4) distinct, but overlapping phases, as highlighted below: 1. *Inception Period*; 2. *Field Mission to Djibouti*; 3. *Data Analysis and Draft TE Report*; and 4. *Stakeholder Review and Finalizing the Report*.
12. ***Inception Period***: The inception period was conducted from February 9 to March 15, 2017. A desk review and analysis of the core project documents (e.g., Project Document – ProDoc) was conducted, as were a number of online meetings with UN Environment staff and the Project Coordinator. The result was presented in a draft Inception report. The draft included an assessment of the project design quality, a stakeholder analysis, a reconstructed Theory of Change (ToC), and the evaluation questions. The evaluation questions were extracted from the TOR, with some additional questions developed to reflect the findings of the project design review and the ToC exercise. The evaluation questions were organized under nine (9) evaluation criteria:
 - A. Strategic Relevance;
 - B. Nature of the External Context;
 - C. Quality of the Project Design;
 - D. Effectiveness (achievement of outputs and outcomes and likelihood of impact);
 - E. Efficiency of project execution;
 - F. Monitoring and Reporting;
 - G. Financial Management;
 - H. Sustainability (socio-political, financial, institutional and environmental sustainability);
 - I. Factors Affecting Project Performance (*project preparation and readiness; quality of project management and supervision; country ownership and driven-ness; responsiveness to human rights and gender equity; stakeholder participation and cooperation; communication and public awareness; and catalytic role, replication and scaling up of the project*).
13. UN Environment reviewed the draft *Inception Report* and the Inception Report was then finalized.
14. ***Field Mission to Djibouti***: A mission to Djibouti was conducted between March 29 and April 12, 2017 to interview project stakeholders. Based on a review of the project activities during the inception period, the evaluator requested that all field sites with on-the ground activities and all key stakeholders be visited during the field visit.
15. Due to time constraints or constraints related to logistical access (e.g., access to a boat), some field sites could not be visited. In such cases, the evaluator compensated by more carefully reading the available documents. For example, the fisheries activity was a relatively minor activity/output, and the Evaluator was able to interview the fisheries consultant and also carefully review the two reports on the fisheries activity, to compensate for not having a site visit.
16. These sites were not visited due to constraints: site of fisheries activities in Damerjog and in Khor Angar (time constraint); palm date sites in Damerjog (there was only time to visit the palm date sites

near Khor Angar); homesteads using cook stoves in Khor Angar (there was only time to visit homesteads using cook stoves in Damerjog). Other sites could not be visited (e.g., other mangrove cleaning sites) due to high tide during the field visit and lack of boat. (One cleaning site was viewed from a distance; another was reviewed based on the available documents). In the end, these representative field sites were visited:

Damerjog

- Four (4) solar pump sites and associated gardens;
- Three (3) micro-dams;
- Homesteads (2), with improved cook stoves;
- Two (2) weather station (1 installed and one under testing).

Khor Angar

- Two (2) mangrove rehabilitation sites;
- Four (4) mangrove nurseries;
- Site of mangrove cleaning;
- Site of canal works;
- Two date palm gardens (1 successful; 1 that failed);
- New mangrove rehabilitation site in Godorya.

17. The evaluation questions presented in the Inception Report were used as an interview guide, and were adapted to each specific stakeholder's sphere of knowledge, involvement or interest (e.g., strategic relevance questions were mainly addressed to senior management). **Annex 8** shows the full list of evaluation questions. Each 'semi-structured' interview aimed to provide topic / stakeholder-relevant 'open questions' to facilitate frank discussions, rather than yes/no answers. The following key stakeholders were met during the mission to Djibouti:

- i. Ministry of Habitat, Urbanism and Environment (MHUE) (senior management);
- ii. MHUE mangrove expert;
- iii. Project Coordinator;
- iv. Regional Focal Point Coordinator (Khor Angar);
- v. Djibouti National Research Centre (CERD)
- vi. Programme for Environmental Rehabilitation of the Red Sea and the Gulf of Aden (PERSGA);
- vii. National Meteorology Agency (NMA);
- viii. Ministry of Agriculture, Livestock and Fisheries (MAEM) in charge of Hydraulic Resources;
- ix. Ministry of Agriculture, Livestock and Fisheries (MAEM), Fisheries Consultant;
- x. International Fund for Agricultural Development (IFAD) project;
- xi. Private Sector (port representative);
- xii. Local Association;
- xiii. Contractor (for canal cleaning);
- xiv. Community beneficiaries: gardeners; users of the improved cook stoves; users of micro dams; Local Association; nursery workers; canal cleaning crew; and date palm growers.

18. The field visits allowed observations to be made and photographs to be taken to document various aspects of the project implementation (e.g., the condition of the fencing at the mangrove rehabilitation site) (See the project file for all the photographs from the field visit). Important project documents, especially many of the technical documents, were collected while in Djibouti. (See **Annex 5**, for the full list of documents. Also see Annex 15, for a digital copy of the reports received from Djibouti. Of note, the preliminary findings of the TE evaluation were presented to key stakeholders before leaving Djibouti (see Annex 12, *Djibouti Debriefing Presentation, April 11, 2017*).

19. **Annex 3** presents the *Calendar of Activities* for the TE, including the list of stakeholder meetings and field visits of the Djibouti mission.
20. ***Data Analysis and Draft TE Report*** (April 17 to May 15, 2017): The new technical reports were reviewed. **Annex 5** provides the full list of documents that were reviewed during the TE. The interview data was analyzed by theme and subtheme. Key findings were integrated into the text of the report. Some additional discussions were held post-mission by email or Skype, especially with UN Environment personnel and with the Project Coordinator.
21. The Evaluator kept in mind ‘*what happened as a result of the project*’ vs. ‘*what would have happened without the project intervention*’, meaning that the baseline situation and country trends were considered during the evaluation.
22. Quantitative (e.g., hectares replanted; % survival) and qualitative (e.g., level of satisfaction of stakeholder) data were used. All the collected evidence was analyzed and triangulated by using more than one source of information [i.e., interview data, project documents (e.g., progress reports or minutes of meetings), technical reports, and observations].
23. The Evaluator used UN Environment Evaluation Office TE template to structure the draft report, which covers the criteria / themes listed in **paragraph 12**, from strategic relevance to sustainability. Each criterion was rated on a 6-point scale from *highly satisfactory* (6) to *highly unsatisfactory* (1).
24. ***Stakeholder Review and Finalizing the Report***: A preliminary draft of the TE was developed by May 15, and submitted to UN Environment Evaluation Office (EO) for review. The EO submitted comments on the preliminary draft by June 2, 2017 and the evaluator revised the TE based on the EO comments.
25. The revised draft was submitted to stakeholders for review June 9, 2017. The ToC was further discussed with the Project Coordinator, and then agreed. Stakeholder comments were then integrated to generate the final Terminal Evaluation, which ensured that recommendations reflected the stakeholder comments.

Limitations

26. The field mission went well, but the time allocated and fixed budget couldn’t allow for a longer stay in Djibouti, which would have allowed more time to complete all the requirements (e.g., interviews with financial officer, who was unavailable in the time period).
27. Financial data was only available to June 2016. The Evaluator did not receive, as of June 2017, any information on the actual co-financing over the project period². There was only one Evaluator (and no local counterpart) to conduct this evaluation. It is better to have a team of at least two Evaluators, to share the work (e.g., one person takes notes, while the other questions stakeholders and then this role can be reversed). Stakeholders that were interviewed commented that it was critical to have a local counterpart to ensure in-country capacity development for evaluation.
28. All field materials (e.g., interview questions) had to be translated into French, which meant extra work.
29. There was no official project-generated Terminal Evaluation Report available for this evaluation. The Evaluator relied on the last Project Implementation Review (PIR) report (to June 2016), as well as stakeholder interviews.

² The co-financing report was to be prepared and made available to the evaluation in September 2017. According to the Task Manager, the project team has requested for an extension (in September 2017) to extend the project until December 2017.

30. The project was designed before UN Environment adopted a Theory of Change (ToC) methodology. It was very difficult *and* time consuming to apply a ToC methodology to this project, which had not used this logic during formulation.
31. The TORs are very comprehensive, actually requiring a *very* large amount of time. The budget allocated to the TE is small (the equivalent of 38 work days for an international consultant), while the time needed was more than 4 months of the Evaluator's time.

3. THE PROJECT

3.A Country Context

32. Djibouti is a small, arid, coastal country located in the Horn of Africa, at the crossing between the Red Sea and the Gulf of Aden. The mean annual precipitation is 150 mm, with much of it lost through runoff and evaporation. The availability of water is a key development constraint, affecting the population, livestock, and agriculture. There are no permanent freshwater bodies; the country depends on groundwater and seasonal wadi flows for its supply of potable water and for its water for agriculture and livestock. The water deficit was estimated at about 5 to 7 million m³ per year (NAPA 2006). Low aquifer recharge rates and seawater intrusion are some related challenges.
33. The country and its predominantly coastal population are affected by extreme climate events (e.g., sudden, high intensity precipitation leading to flooding), climate change and climate variability and the related impacts such as temperature increase, decrease in rainfall, variation in the pattern of the onset of rains and longer drought periods. Sea level rise (SLR) is affecting the coastal population, ecosystems, infrastructure, and freshwater aquifers. The climate model for 2050 predicts growing vulnerability for Djibouti's coastal zones and a likelihood that the above-mentioned impacts will intensify.
34. Djibouti's population is estimated at about 890,000. Most of the population is urban; the rural population, often semi-nomadic or nomadic pastoralists, is about 150,000 people. There are high levels of poverty, low food security, and low levels of health and education. Overall, unemployment rates are high and rural poverty is much higher than urban poverty.
35. Land agriculture accounts for 3% of GDP. Fisheries and tourism have good potential, but are undeveloped due to various constraints (e.g., lack of supporting infrastructure and equipment). Due to its strategic location, Djibouti is a hub for imports and exports to and from Africa. The service sector, which includes an increasing number of ports, accounts for 83% of the GDP.
36. The coastal ecosystems (i.e., coral reefs, estuaries and mangroves) are home to some endemic species, serve as buffer zones against flooding and SLR and provide livelihood options to the population. Of note, the coastal habitats already show signs of degradation due to overexploitation, pollution, and climate change, threatening the ability of these ecosystems to provide ecosystem services in the future.
37. The policy, institutional, and planning context and the capacity for sustainable resource management remain weak.

3.B Project Objective, the Three Components, and the Proposed Outputs and Activities

38. Djibouti's NAPA was developed in 2006. The NAPA objectives are:
 - Protect human life and livelihoods, resources, infrastructure and the environment;
 - Identify and implement urgent and immediate adaptation needs of communities;
 - Integrate adaptation measures and objectives into sectoral and national planning policies;
 - Sensitize communities, civil society and decision-makers on the extent of climate change impacts

and adaptation needs.

39. The project was the first project designed to implement NAPA objectives and priorities in Djibouti. The project aimed to strengthen the capacity to predict and prevent potential hazards through support to collection of climate data and provision of monitoring equipment. It aimed to strengthen capacity for integrated planning in the coastal zone through revising the legal framework to better manage water. In addition, two project sites representative of county issues were selected. To promote sustainable use and management of the ecosystems, the project field sites addressed viable and climate-adapted local livelihood options. Figure 3 shows the general location of the two project sites: Khor Angar in the North (which has mangroves) and Damerjog in the South (with issues related to agriculture and salt water intrusion).

Figure 3: Map of Djibouti and Location of Project Sites



Source: <http://www.un.int/wcm/content/site/djibouti/pid/3753>

40. The project document (ProDoc) states: *‘The objective of the project is to address the impacts of climate change on coastal ecosystems and communities by implementing a set of urgent measures that will strengthen the capacity to predict future changes, while helping local populations to adapt through the adoption of more sustainable production methods, particularly in the areas of water management, agriculture, fisheries and tourism’.*
41. In brief, the project comprised three interlinked components:
1. Policies, planning and scientific capacities for adaptation: This component focused on conducting studies to strengthen capacities for integrated coastal zone management (ICZM) and integrated water resources management (IWRM), revising and climate-proofing existing plans, guidelines, and norms, and establishing an interministerial forum to support capacity building in ICZM.
 2. Rehabilitation of key buffer ecosystems: This component focused on rehabilitating infrastructure,

promoting groundwater recharge, rehabilitating the Khor Angar mangrove, and supporting alternative and more-sustainable livelihoods.

3. Climate forecasting and early warning systems: This component provided tools to enhance decision-making, for example through supporting hydroclimatic monitoring and decentralized early warning and disaster management.
42. Table 2 (overleaf) summarizes the project components, and the expected outcomes and outputs, as *presented in the ProDoc*. Most outputs essentially remained the same over the implementation period, but some of the tentative activities provided in the ProDoc were dropped or revised during inception and implementation. Also, the Theory of Change (ToC) exercise (see Chapter 4, *Theory of Change*) clarified the outcomes, inserting *Intermediate States* in between the revised outcomes and the expected impact.

Table 2. Summary of the Project Components, Expected Outcomes and Outputs, and Tentative Activities (Original)

Project Objective: <i>To address the impacts of climate change on coastal ecosystems and communities by implementing a set of urgent measures that will strengthen the capacity to predict future changes, while helping local populations to adapt through the adoption of more sustainable production methods, particularly in the areas of water management, agriculture, fisheries and tourism.</i>		
Component 1: Policies, planning and scientific capacities for adaptation		
Outcomes	Outputs	Indicative activities
1. Increased capacity for adaptive management and enforcement capacity for integrated coastal zone management and vulnerability reduction	1.1 Detailed synthesis of vulnerability of coastal water resources in context of climate change	1.1.1 Conduct thorough hydrogeological modeling studies in Khor Angar and Damerjog areas to understand current and future water availability within a climate scenario
		1.1.2 Conduct participatory vulnerability assessments in coastal rural areas in 2 project zones
	1.2 Institutional mechanisms, adapted policies and guideline documents	1.2.1 Update the <i>Schéma Directeur de l'Eau</i> (Water Master Plan), drought guidelines and emergency procedures based on vulnerability assessments and climate scenarios
		1.2.2 Adopt appropriate guidelines on surface water mobilization
		1.2.3 Initiate interdepartmental dialogue towards creation of a national coastal planning commission or other intersectoral planning mechanism
	1.3 Revised standards or norms for sustainable coastal resource use, including water	1.3.1 Revise waste water treatment norms and guidelines governing the use of treated waste water in irrigation
		1.3.2 Update legal instruments governing coastal resources extraction, urban planning and ecotourism
	1.4 Updated skills among governmental and non-governmental stakeholders on climate change adaptation and ICZM	1.4.1 Acquire coastal modeling software and tools, deliver appropriate training [e.g., Dynamic and Interactive Vulnerability Assessment (DIVA), Coastal Zone simulation model (COSMO) or Coastal Area Modeling for Engineering in the Long Term (CAMELOT)], including through the development of a model for the coast
		1.4.2 Deliver training at community level on ICZM and sustainable coastal development
	1.5. A private sector engagement strategy	1.5.1 Create a consultative forum with major coastal private sector partners
		1.5.2 Deliver information and training to private sector partners, including on coastal vulnerability, adaptation and impact assessment
		1.5.3 Engage private sector partners in CSR activities to promote coastal rehabilitation and provide capacity development for communities to develop CSR project proposals for submission and financing by private sector companies
1.6 Long-term vulnerability reduction plans for Khor Angar/Damerjog developed at district level	1.5.4 Develop a set of key economic messages for private sector to gain understanding of coastal vulnerability and risk management	
	1.6.1 Undertake participatory development of district-level adaptation plans, including drought management procedures	
Component 2: Rehabilitation of key buffer ecosystems		
2. Environmental vulnerability reduced and resilience of coastal zone systems increased	2.1 Degraded watersheds and wadi shores rehabilitated in 2 project areas to reduce sea water intrusion and intense rains	2.1.1 Rehabilitate and update existing wells and boreholes in light of predicted water availability and salinity in the northern Region (Obock-Khor Angar)
		2.1.2 Rehabilitate and strengthen water retention works alongside wadis to retain water, recharge aquifers and prevent floods (Douda, Godorya wadis which cross the project sites)
		2.1.3 Test best available technology for artificial aquifer recharge from treated waste waters, including revision of applicable norms, around Damerjog and existing water treatment plants

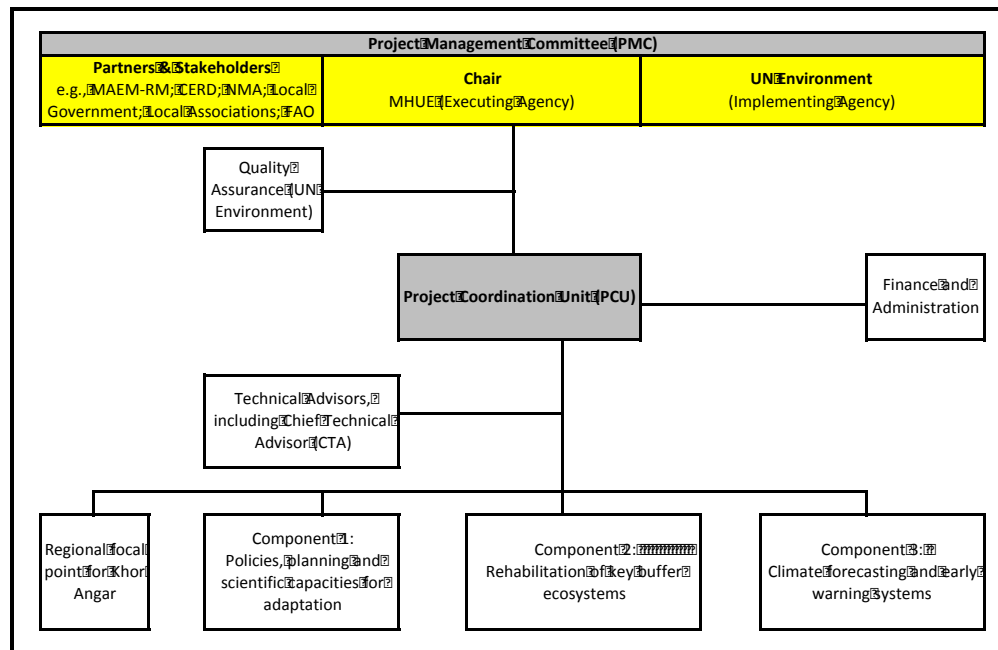
		2.1.4 Small accessible dams for controlling wadi flow, limiting floods and increasing groundwater recharge
	2.2 Mangrove rehabilitation in the north to reduce coastal erosion / floods from sea-level rise	2.2.1 Undertake dredging and replanting works in the Khor Angar mangrove with support of community
		2.2.2 Create vegetated buffer area around with salt tolerant species, grazeable and useable wood essences (including community woodlot management plans)
	2.3 Measures to reduce pressure on coastal buffer ecosystems put in place (fuel sources, fishing, community management, agriculture, fishing and ecotourism development)	2.3.1 Examine the potential for alternative energy at community level (biochar, solar ovens, wind) to reduce dependency on fuelwood
		2.3.2 Acquire equipment and training for sustainable fisheries in mangrove areas
		2.3.3 Develop community-based mangrove management, including no-take zones, user committees, and management and monitoring guidelines
		2.3.4 Promote reforestation with Date palm around wadi banks to reduce erosion, retain water, and provide alternate livelihoods and nutrition to local communities in Damerjog and Khor Angar
		2.3.5 Undertake research on appropriate management approach for <i>Prosopis</i>
		2.3.6 Train private sector partners and regional councils on the development of eco-tourism initiatives around the mangrove area and surrounding Marine Protected Areas
	2.4 Technologies for sustainable water extraction and alternative energy production acquired, including through training	2.4.1 Test the implementation of solar pumping to reduce water extraction rates
		2.4.2 Acquire solar pumps and monitor water extraction rates
		2.4.3 Train communities in sustainable water management
		2.4.4 Promote community based water allocation systems (including informal water rights)
3. Climate forecasting and early warning systems.		
3. Reduced losses from extreme climatic events and improved information for decision making	3.1 Geographic extension / coordination of existing early warning systems	3.1.1 Create a decentralized EWS for the northern region based on existing structures in Damerjog, Djibouti
		3.1.2 Undertake regular monitoring of vulnerability and adaptation in the coastal zones in coordination with other monitoring activities (FEWSNET, EWS, etc....) including development of indicators and data collection
	3.2 Sea-level rise impact monitoring system	3.2.1 Acquire equipment (maregraphe / tidal gauge) and data treatment infrastructure
	3.3 Hydroclimatic monitoring stations in 3 watersheds	3.3.1 Acquire hydroclimatic monitoring equipment and data treatment infrastructure and perform regular monitoring and data treatment while ensuring timely distribution of information (and provide training for district level monitoring officers)

Source: Extracted from the Project Document.

3.C Project Implementation Structure and Partners

43. UN Environment was the GEF Implementing Agency; the Ministry of Habitat, Urbanism, and Environment (MHUE) of Djibouti was the Executing Agency. Figure 4 shows the arrangements for project management and coordination, highlighting the relationship between the Project Management Committee (PMC) and the Project Coordination Unit (PCU). The PMC was tasked with monitoring and assessing project implementation and, as required, proposing revisions, modifications and adjustments to correct any negative impacts. The PCU was tasked with the day-to-day operations and monitoring.

Figure 4: Project Management and Coordination



Source: Modified from Mid-term Review, page 21.

3.D Stakeholders

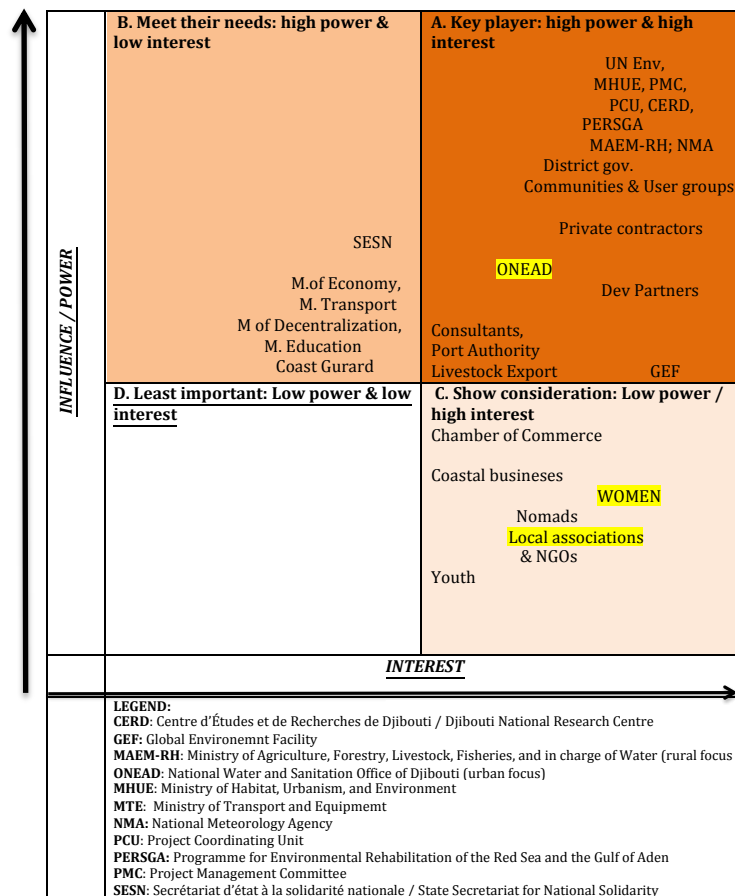
44. According to the ProDoc, key Government agencies and key community-level stakeholders participated in the design of the project, specifically, in the process of generating the NAPA priorities, but also during the PPG process, when data was collected at local level.

45. The project targeted a broad range of stakeholders at national and local level. Component 1 (*Policies, planning and scientific capacities for adaptation*) and Component 3 (*Climate forecasting and early warning systems*) had a stronger national-level focus, involving some key ministries (MHUE and MAEM) and key national institutes (CERD and NMA). In contrast, Component 2 (*Rehabilitation of key buffer ecosystems*) had a strong local focus with on-the-ground activities, involving PERSGA, regional/district government, local associations, and community members, including women and semi-nomadic people. The key stakeholders attended the inception workshop in June 2011, where the project planning and arrangements were discussed.

46. The TE relied heavily on Chapter 2.5 of the ProDoc (*Stakeholder Mapping and Analysis*) to complete its stakeholder analysis during the Inception period. The ProDoc provided an overview of different social groups and institutions likely to affect or be affected by the project activities, and outlined how stakeholders would / could participate or benefit from the project.

47. The Evaluator’s stakeholder analysis during the inception period did not find any major gap in the *identification* of stakeholders at the project formulation stage, but there were some gaps in the stakeholder *analysis*. For instance, the role and responsibilities of some stakeholders was not always clearly stated in the ProDoc. The Evaluator’s list of stakeholders was longer than what is presented in the ProDoc. For one, the National Meteorological Agency (NMA) became operational in 2014. It had a key role as of 2014 in implementing Component 3.
48. The Evaluator’s stakeholder analysis during the TE inception phase identified the following key stakeholders deemed to have high interest and from high-to-medium influence:
- UN Environment, MHUE, PMC, PCU, CERD, PERSGA, MAEM-RH, NMA, ONEAD, & GEF;
 - District / local government;
 - Communities and their user groups;
 - Private contractors (e.g., contractor for the mangrove canal cleaning);
 - Development Partners.
- 49.
50. Figure 5 summarizes the findings of the stakeholder analysis conducted during the TE inception (and as revised slightly during the detailed TE evaluation).

Figure 5: Summary Findings on Stakeholder Influence and Interest



51. **Annex 9** shows the full stakeholder analysis prepared during the TE inception. This stakeholder analysis remained accurate during the TE, with only a few modifications: ONEAD was less influential, as it was not involved in project implementation; its proposed activity was completed

with another partner. The local Women's Association in Damerjog had a key implementation role in the Damerjog-Component 2 activities (gardens; solar pumps; and improved cook stoves) and a Women's fisheries association had a key role during implementation of fisheries training in Khor Angar. In sum, women and local associations proved to be relatively important and influential stakeholders during implementation.

52. Stakeholder participation was at the root of the implementation strategy for this project. The ProDoc (in numerous locations) refers to developing a stakeholder engagement plan during the project's inception to ensure the full consultation of vulnerable populations, in particular women, and as a tool to deploy an effective communications strategy during the project life. However, this key document was never produced. Instead, the project adopted a 'direct contact' approach to engage stakeholders (e.g., telephone calls, face-to-face visits, workshops, and email). (Also refer to Chapter 5.I.V Stakeholder Participation and Cooperation).

3.E Changes in Design During Implementation

53. The project was launched in September 2010; the Inception workshop was conducted in June 2011. Significant capacity constraints were encountered during the project implementation period, and most notably at start up. There were delays with identifying and hiring qualified consultants for the management and technical positions. Some TORs had to be advertised several times before the positions could be filled. Some positions once filled yielded poor-quality work, and significant revisions to the reports were requested. In one case, the consultant failed to submit a report, and the position had to be re-advertised. The capacity issues caused cumulative delays. Some solutions (e.g., contracting the CERD to complete most of the expert studies) were eventually found, but also entailed other types of delays (e.g., delays related to signing a MOU). Altogether, the project implementation was quite delayed in the early years.
54. The outputs over the project life remained essentially as presented in the ProDoc (see Chapter 3.B, Table 2, for the original activities, outputs and outcomes). However, (and of significant effect on the timeliness of project implementation), the activities identified during the project design required significant clarification and revising, most notably over the early years of project implementation. The text below lists some of the changes to the activities during implementation, which together contributed to project delays.
55. Some activities were cancelled, and the budget had to be allocated to another activity. For instance, *Activity 2.1.3 (Test best available technology for artificial aquifer recharge from treated waste waters, including revision of applicable norms, around Damerjog and existing water treatment plants)* was being completed by another partner by the time the project was mobilized.
56. There was a significant difference of opinion regarding whether one activity was necessary and whether, given the available data, the activity would yield a model sufficiently accurate to be useful (*Activity 1.1.1: Conduct thorough hydrogeological modeling studies in Khor Angar and Damerjog areas to understand current and future water availability within a climate scenario.*) In the end, and after much debate, UN Environment required that the activity be conducted.
57. Some activities had to be more clearly defined and limited in scope to reflect the available budget. For example, *Activity 1.2.1: Update the Schéma Directeur de l'Eau (Water Master Plan), drought guidelines and emergency procedures based on vulnerability assessments and climate scenarios*, assumed that a revised Water Master Plan existed, and that the project would update it by climate-proofing the plan. There was no revised plan to work with, and the budget for 1.2.1 was not at all sufficient to undertake the full exercise. It took some time and much discussion to identify an activity that could be funded under the available budget that would also support the larger work of revising the Water Master Plan at a future date.
58. To fit the budget, *Activity 2.1.1 [Rehabilitate and update existing wells and boreholes in light of predicted water availability and salinity in the northern Region (Obock–Khor Angar)]* was defined as emergency repair measures to the Khor Angar desalination plant.
59. *Activity 2.4.1 (Test the implementation of solar pumping to reduce water extraction rates)* was irrelevant, as the technology has been successfully used in Djibouti for many years.
60. Component 3 activities were initially allocated to CERD as an interim measure, until NMA became operational in 2014. As a new organization, NMA slowly but steadily took on the responsibilities of Component 3 in 2015 and 2016, in pace with its organizational development. (The pace was slower than what was expected by project management).
61. Mainly due to the capacity constraints, the delays related to signing MOUs, and the need to more carefully design and select activities, three no-cost extensions were needed during project Implementation: Extension #1 to December 2015; Extension #2 to December 2016; Extension #3 to March 2017.

3.F Project Financing

62. The total project cost was USD 4,570,000. GEF provided USD 2,070,000 from the LCDF; the co-financing was USD 2,405,000; the PPG was USD 75,000; and the PPG co-financing, USD 20,000.
63. Table 3 outlines the initial GEF / UN Environment budget, subdivided into five (5) sections: three (3) project components, project management, and monitoring and evaluation. The Evaluator adjusted the presentation of the figures given in the ProDoc: the cost of the CTA was allocated to *Component 1* in the ProDoc, but is allocated to *Management* in Table 3. Expense data was available to June 2016.
64. At the time of writing the TE, there was no report on the actual co-financing. (Co-financing refers to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the private sector and beneficiaries). See Annex 4.
65. Once the last expense reports are submitted in 2017, it is expected that the full budget will be accounted for.

Table 3. GEF/UN Environment Project Costs

Component / ToC Outcome	Planned project budget	Revised Project budget	Total expenditures (June 2016)*	Expenditure ratio (actual / planned)
Outcome 1: Key actors have the necessary skills and scientific approaches for the adaptive management of coastal areas	275,000	141,731.25	89,887.24	0.63
Component 2. Environmental vulnerability reduced at the 2 project sites	1,005,000	1,109,454	1,020,839.91	0.92
Component 3: Climate forecasting and EWS information is systematically used by decision makers	460,000	226,668.41	168,261.12	0.74
Monitoring and Evaluation	59,000	79,500.00	44,500.00	0.56
Project Management	271,000	512,646	505,912.61	0.99
Total	2,070,000	2,070,000	* 1,829,401	0.88

Source: Budget data, 2016.

Note that the spending under the outcomes appears low in June 2016 because some key activities, for instance, the hydrogeological modeling (and workshop) (in Outcome 1), the 2nd contract to clear the mangrove canal (in Outcome 2), and some equipment purchase (in Outcome 3) had not been completed or invoiced yet.

4. THEORY OF CHANGE

4.A The Logframe

66. The project was developed before UN Environment adopted a Theory of Change (ToC) methodology. Therefore, the results framework and intervention logic presented in the ProDoc were analyzed during the TE Inception period to generate the *ToC at Design* and then further analysed during the detailed study to generate the *ToC at Evaluation*. The *ToC at Design* and *ToC at Evaluation* showed some logical and coherent pathways and causal links. The ToC exercise also highlighted the issues listed below.

67. **Insufficient attention to the sequencing of outputs (and activities³).** Some activities and outputs should have been viewed as interlinked, and their implementation could have been facilitated by careful attention to the sequencing. As an example, *Output 1.1 (Detailed synthesis of vulnerability of coastal water resources in context of climate change)* should have been completed before *Output 1.6 (Long-term vulnerability reduction plans for Khor Angar and Damerjob developed at district level)* as Output 1.6 could have reaped the benefits of the hydrological models developed under Output 1.1. However, for a number of reasons, the hydrological models were completed at the very end of the project.
68. **Unclear scope and scale of some outputs.** Some outputs, which appear in writing as quite comprehensive, were not matched with a consequential budget, and had to be scaled-down. *Output 2.1 (Degraded watersheds and wadi shores rehabilitated in 2 project areas)* had a budget of USD 58,000, and had to be limited to conducting some small emergency renovations at the desalination plant in Khor Angar. *Output 2.3 (Measures to reduce pressure on coastal buffer ecosystems put in place)* had many different activities. Actually, there was very little budget for the fisheries (USD 14,000) and ecotourism (USD 10,000 for a consultant) activities. Only small consumables (e.g., fish nets and cold boxes) could be purchased to support the fishing activity and only a 10-day input could be provided by the ecotourism consultant.
69. **Some outputs combined two different outputs.** Output 1.1 comprised a *hydrogeological model* and *two participatory vulnerability assessments* (covering the two project areas). *Output 1.2* comprised *Output 1.2.i (Institutional mechanism)* and *Output 1.2.ii (Adapted policies and guideline documents)*.
70. **The activities listed under one output were unlikely to fully achieve the stated output, as defined by the logframe.** *Output 1.5 (A private sector engagement strategy)* was very narrowly interpreted to mean conducting 2, 2-day workshops: one in 2015 and another in 2016. The 2015 workshop covered many topics: climate change, adaptation measures, impact assessment, and Corporate Social Responsibility (CSR). The 2015 workshop event was viewed as fulfilling *Activity 1.5.1: Create a consultative forum with major coastal private sector partners* and *Activity 1.5.2: Deliver information to the private sector*. Of note, there was no other listed activity to sustain or nurture that nascent private sector forum in 2015. The second 2-day workshop held in 2016 focused on awareness raising on CSR and was viewed as consolidating the private sector forum. A report / *plan* entitled '*Potential for CSR in Djibouti*' was written subsequent to the 2016 workshop to achieve *Activity 1.5.3: Engage private sector partners in CSR activities*. The Evaluator argues that a paper on the '*potential*' to engage the private sector in CSR is not the same as '*engaging the private sector in CSR activities*'. The latter implies actually conducting some CSR activities.
71. In short, Output 1.5 (and its activities) would have benefited from more analysis at the design stage to generate realistic activities/outputs, and a stronger analysis on how to sequence the activities. The *ToC at Evaluation* redefines Output 1.5 as *Private sector forum established and private sector trained in coastal issues and in CSR* to better reflect what happened and what was feasible given the available resources.
72. **The organizational context and actual needs over the project life evolved.** At project start up, CERD was allocated *Component 3 (Climate forecasting and early warning systems)* as an interim measure, due to some previous experience in the thematic area. Once the National Meteorological Agency (NMA) was established in 2014, Component 3 and its budget lines were transferred to NMA. Overall, the ProDoc did not fully assess and clarify the organizational context and roles and responsibilities related to Component 3. Once NMA became operational, the scope of the Component-3 outputs and activities was clarified to reflect actual needs, NMA

³ Even though 'activities' are not usually listed in a ToC exercise, the activities of this project are germane to this ToC discussion because they were not always fully conceived, were sometimes 'outputs', and required much discussion to clarify.

responsibilities (they supply climate data to Disaster Management Department / EWS department), and the available budget.

73. ***There was no distinction between district-level and national-level outcomes.*** As first noted in the TE Inception Report, the ProDoc did not explicitly distinguish between outputs and outcomes at district level / project sites and the outputs and outcomes that could be expected at national level. To deal with this ambiguity, Table 4 (overleaf) and the ToC (see Figure 6) highlight when outputs were being implemented at district / project site level and when they were being implemented only at national level. However, not all the ambiguity related to district vs. national level can be resolved at this time. For instance, in Component 1, some activities were conducted only at district level, and then these district-level activities were mixed with national-level activities to generate an output, which cannot easily be assigned to district level or national level (e.g., Output 1.1, which has a hydrogeological model and two participatory vulnerability assessments).
74. ***Clarifying the Outcomes and Adding Intermediate States.*** Overall, the *ToC at Evaluation* clarifies the expected outcomes, to better capture what can be expected by the end of the project, especially given the issue of district-level vs. national-level outputs. To highlight the steps to achieve the impact, *Intermediate States* were added to help close the gap between outcome-level results and the project impact.
75. All of the above highlight some deficiencies during the project design period.
76. Table 4 (overleaf) compares the logical framework from the ProDoc and the logical framework derived from the *ToC at Evaluation*. The results framework has not changed fundamentally, but some outputs and outcomes were redefined to reflect the available budget, to clarify meaning, or to generate a logical sequence to impact level, using an *Intermediary State* to achieve the impact. (The text shown in ***bold*** highlights the more significant changes to the logical framework.

Table 4. Logical Framework of the Project Document vs. Logical Framework based on Theory of Change at Evaluation

Logical Framework (Project Document)			Logical Framework based on Theory of Change at Evaluation			
Component Outputs	Outcomes	Objective	Component Outputs	Outcomes	Intermediate States	Impact
1: Policies, planning and scientific capacities for adaptation			1. Policies, planning and scientific capacities for adaptation			
1.1 Detailed synthesis of vulnerability of coastal water resources in context of climate change	1. Increased capacity for adaptive management and enforcement capacity for integrated coastal zone management and vulnerability reduction	Impacts of climate change on coastal ecosystems and communities addressed	1.1 Detailed synthesis of vulnerability of coastal water resources in context of climate change (<i>hydrogeological model covered 5 regions; participatory vulnerability assessment covered 2 districts</i>)	1. Key actors have the necessary skills and scientific approaches for the adaptive management of coastal areas	All policies, plans (including district-level vulnerability reductions plans for all coastal districts), programs, standards / norms, and projects affecting Djibouti's coastal areas are revised to integrate climate change adaptation	Social and environmental resilience of coastal areas increased
1.2 Institutional mechanisms, adapted policies and guideline documents			1.2.i Study on the current state of water infrastructure completed (as input to adapting water policy & guidelines)			
1.3 Revised standards or norms for sustainable coastal resource use, including water			1.2.ii Institutional mechanisms for ICZM established			
1.4 Updated skills among governmental and non-governmental stakeholders on climate change adaptation and ICZM			1.3 Revised standards or norms for sustainable coastal resource use, including water developed			
1.5. A private sector engagement strategy			1.4 Government and non-governmental stakeholders trained in climate change adaptation and ICZM			
1.6 Long-term vulnerability reduction plans for Khor Angar/Damerjog developed at district level			1.5 Private sector forum established and private sector trained in coastal issues and in CSR			
			1.6 District level plans revised to integrate climate change and to reduce vulnerability (for Khor Angar and Damerjog)			
2: Rehabilitation of key buffer ecosystems			2. Rehabilitation of key buffer ecosystems			
2.1 Degraded watersheds and wadi shores rehabilitated in 2 project areas to reduce sea water intrusion and intense rains	2. Environmental vulnerability reduced and resilience of coastal zone systems increased		2.1. Degraded watersheds & wadi shores rehabilitated in 2 project areas to reduce sea water intrusion and intense rains	2. Environmental vulnerability reduced at the 2 coastal-area project sites	Measures to rehabilitate coastal habitats, reduce pressure on coastal ecosystems & use water sustainably <u>are applied along the entire Djibouti coast</u>	
2.2 Mangrove rehabilitation in the north to reduce coastal erosion / floods from sea-level rise			2.2 Mangrove rehabilitated in the north to reduce coastal erosion / floods from sea-level rise			
2.3 Measures to reduce pressure on coastal buffer ecosystems put in place (fuel sources, fishing, community management, agriculture, fishing and ecotourism development)			2.3 Measures to reduce pressure on coastal buffer ecosystems put in place (fuel sources, fishing, community management, agriculture, and ecotourism development)			
2.4 Technologies for sustainable water extraction and alternative energy production acquired, incl. training			2.4 Technologies for sustainable water extraction and alternative energy production acquired, installed and maintained by local population (includes training)			
3. Climate forecasting and early warning systems			3. Climate forecasting and early warning systems			
3.1 Geographic extension / coordination of existing early warning systems	3. Reduced losses from extreme climatic events and improved information for decision making		3.1. Climate monitoring system expanded and made fully operational (to support climate forecasting and EWS)	3. Climate forecasting & EWS info is systematically used by decision makers	Preventative measures systematically taken in response to climate forecasting and early warning data, reducing losses from extreme climatic events	
3.2 Sea-level rise impact monitoring system			3.2 Sea-level rise impact monitoring system expanded			
3.3 Hydroclimatic monitoring stations in 3 watersheds			3.3 Analysis, interpretation, and dissemination of meteorological data facilitated (including through training)			

4.B Impact Drivers and Assumptions

77. The ProDoc identified a number of risks and assumptions at the output, outcome, and impact level. In line with UN Environment guidance for the '*Use of Theory of Change in project evaluations*', 'risks' were transformed into 'positive statements', which converts the risk into an 'assumption'. *Assumptions* that can be influenced by the project or by UN Environment were more-correctly labeled '*impact drivers*'. If the 'assumption' refers to an aspect that *cannot* be influenced by the project, it is presented as an 'assumption'.
78. Of note, not all relevant assumptions and impact drivers are listed in the ProDoc. The *ToC at Evaluation* diagram (overleaf) *adds* the following impact drivers and assumptions:

New Drivers

- All co-financing is available in a timely manner
- There is good coordination / easy collaboration between all partners

New Assumptions

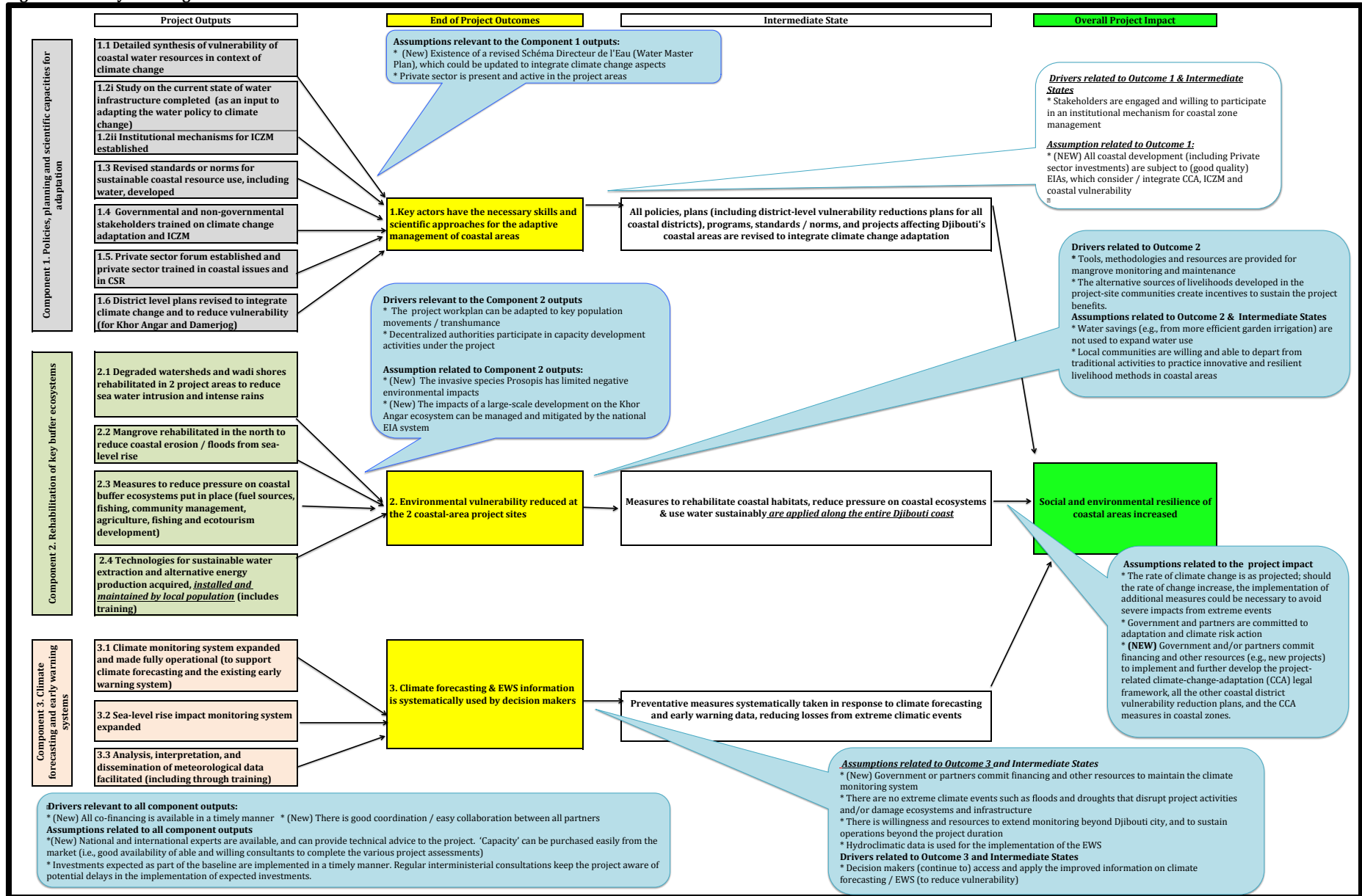
- National & international experts are available, & can provide technical advice to the project
- 'Capacity' can be purchased easily from the market (i.e., good availability of able and willing consultants to complete the various project assessments)
- Existence of a revised Schéma Directeur de l'Eau (Water Master Plan), which could be updated to integrate climate change aspects
- The invasive species *Prosopis* has limited negative environmental impacts
- Private sector investments along the coast are ecosystem friendly
- The impacts of a large-scale development on the Khor Angar ecosystem can be managed and mitigated by the national EIA system

NEW Assumptions related to Outcomes, Intermediate States, and Impact:

- All coastal development (including Private sector investments) are subject to (good quality) EIAs, which consider / integrate CCA, ICZM and coastal vulnerability
- Government or partners commit financing and other resources to maintain the climate monitoring system
- Government and/or partners commit financing and other resources (e.g., new projects) to implement and further develop the project-related climate-change-adaptation (CCA) legal framework, all the other coastal district vulnerability reduction plans, and the CCA measures in coastal zones.

79. Figure 6 shows the *ToC at Evaluation*, which captures the above discussion, including the discussion on risks and assumptions. The reconstructed *ToC at Design* was discussed with UN Environment at TE Inception and during the review of the preliminary draft.
80. Although several attempts were made to discuss the *ToC at Evaluation* with the Djibouti project team during and after the mission to Djibouti, the Djibouti stakeholders have not commented on the ToC.

Figure 6: Theory of Change at Evaluation



5. EVALUATION FINDINGS

81. It should be emphasized again here that this was the first adaptation LDCF project in Djibouti, and one of UN Environment's first (if not the first) LDCF project *The learning curve for all parties was predictably steep, and the Evaluator does keep that in mind in her scoring.*

5.A Strategic Relevance

5.A.I Alignment with GEF focal areas and strategic priorities

82. The project focused on GEF's climate change adaptation (CCA) focal areas:

- CCA-1: Reduce vulnerability to the adverse impacts of climate change, including variability at local, national, regional level;
- CCA-2: Increase adaptive capacity to respond to the impacts of climate change, including variability at local and national level.

5.A.II Alignment with UN Environment's strategy, policies and mandate

83. The project was aligned with UNDAF priorities (2002–2007), which address the preservation and better planning and management of water resources and social development. The project was well aligned with at least 5 of the 6 crosscutting priority themes of the MTS and PoW for 2010–2011 and 2012–2013, i.e., *Climate change; Disasters and conflicts; Ecosystem management; Environmental governance; and Resource efficiency*. N.B. The project did not explicitly address *Harmful substances and hazardous waste*, which is the 6th MTS priority theme. The project was best aligned with these 'climate change' Expected Accomplishments of MTS 2010–2013:

- Adaptation planning, financing and cost-effective preventative actions are increasingly incorporated into national development processes that are supported by scientific information, integrated climate impact assessments and local climate data;
- Improved technologies are deployed and obsolescent technologies phased out, financed through private and public sources including the Clean Development Mechanism;
- Country policymakers and negotiators, civil society and the private sector have access to relevant climate change science and information for decision-making.

84. With respect to '*disasters and conflicts*', the project conducted some habitat rehabilitation, contributing to '*environmental management contributes to disaster risk reduction and conflict prevention*'.

85. The project was consistent with the Bali Strategic Plan (BSP) and South-South Cooperation (SSC) to the extent that it supported capacity building and provided access to information on technology. It specifically strengthened the capacity of the national and local government to achieve environmental goals, targets and objectives. It promoted efficiency and effectiveness by promoting an integrated approach for optimal use of resources (e.g., ICZM) and by building on existing capacities (e.g., the project fully involved CERD — the national research centre).

86. The project covered several thematic areas listed in the BSP, including: biological diversity and the issue of invasive species; climate change; freshwater resources; conservation of wetlands; oceans and seas and coastal area; renewable energy; environmental emergency preparedness and response; and food security and environment. The project supported the use of scientific information for decision-making by strengthening national capacities for data collection, research, analysis, and monitoring.
87. It was consistent with SSC to the extent that it applied some proven southern experience and expertise (e.g., micro dams). The project promoted some South-South cooperation through the exchange of regional experiences and regional expertise (e.g., PERSGA, a regional organization, was involved in both project design and implementation; the results of the CERD *Prosopis* demonstration project were presented at an FAO workshop in Kenya, generating much regional interest).

5.A.III Relevance to global, regional and national environmental issues and needs

88. As mentioned in Chapter 3A (*Country and Project Context*), Djibouti is highly vulnerable to climate change and climate variability impacts. With submission of its NAPA in 2006, Djibouti gained access to the LDCF. The LDCF is managed by the GEF under the UNFCCC. The fund focuses on climate change adaptation (CCA) in LDCs and the preparation and implementation of NAPAs. The LDCF objectives are to: i) Reduce vulnerability of people, livelihoods, physical assets and natural systems to climate change; ii) Strengthen institutional and technical CCA capacities; and iii) Integrate CCA into policies, plans, and processes. The project was the first GEF Full-size Project (FSP) in Djibouti to implement NAPA priority measures and the first major climate change project in Djibouti. It thus contributed to making climate change prominent on the national agenda.
89. The project implemented NAPA priorities, focusing on: i) Promoting adapted and sustainable water extraction; ii) Harvesting and conservation technologies; iii) Promoting livelihoods; iv) Diversification; v) Sustainable management; vi) Conservation and reforestation for flood prevention and mitigation; vii) Flood control; and viii) Sea-level rise mitigation.
90. The project was consistent with the national 2004 *Poverty Reduction Strategy Paper (PRSP)*, specifically, the pillar for social development and environment. This pillar foresees: implementation of a disaster prevention strategy for drought and flood prevention; promotion of food security through alternative livelihoods; protection of the environment; and prevention of climate induced disasters.
91. The project was well aligned with the country's 2006 *Social Development Initiative (INDS)*, the *National Action Plan on Environment (PANE)*, and the *Environment Law* through its focus on sustainable management of water resources, mobilization of surface water, and reduction of rural poverty.
92. The project was consistent with some regional strategies. PERSGA⁴, for instance, supports the implementation of environmental conventions and best practices related to coastal areas at regional level. The project built on the Coastal Zone Management Plan developed under the GEF-PERSGA regional project.

⁴ PERSGA, *the Regional Organization for the Conservation of the Environment of the Red Sea and Gulf of Aden*, is an intergovernmental body for the conservation of the coastal and marine environments in the Red Sea, Gulf of Aqaba, Gulf of Suez, Suez Canal, and Gulf of Aden surrounding the Socotra Archipelago and nearby waters. Member states include: Djibouti, Egypt, Jordan, Kingdom of Saudi Arabia, Somalia, Sudan and Yemen. PERSGA's legal basis is the 19821 Regional Convention for the Conservation of the Red Sea and Gulf of Aden (or Jeddah Convention).

PERSGA is one of the leading marine conservation organizations operating in the Red Sea region. It promotes conservation, environmental protection and the wise use of natural resources throughout the region, and helps coordinate programmes, which are occurring in different countries to ensure that the benefits and experiences of national programmes are spread throughout the region. It aims to foster the growth of each country's capacity to assess and protect its marine environment. See: <http://www.persga.org/inner.php?mainid=1>

5.A.IV Complementarity with other interventions

93. Given the scarcity of human and financial resources in Djibouti, the project aimed to build on and complement ongoing government programmes and donor-supported activities to promote synergies and learning. According to the ProDoc, the project complemented activities being executed by IFAD, UNDP, FAO, WFP, AFD, and PERSGA.
94. Through its co-financing arrangements (e.g., with FAO), the project aimed to promote sustainable livelihoods and food security, through surface water harvesting and development of sustainable fisheries.
95. The project built on some previous or ongoing efforts, for instance, at time of the design, the World Bank was installing an early warning system (EWS) and disaster prevention system, and the Project was to extend the lessons to national level or to the project sites.
96. However, as mentioned under Chapter 3.E (*Changes in Design during Implementation*) and Chapter 4 (*Theory of Change*), some activities / outputs were found redundant (e.g., the testing of solar pumps) or not within the mandate of a new institution (e.g., EWS is under Disaster Department, not the NMA), so the conclusion here is that the project should have strengthened its complementarity with other interventions, especially through more intensive stakeholder consultation during project design.

The overall rating for the project's strategic relevance is *Highly Satisfactory* (5.5)

5.B Nature of the External Context

97. Although prone to natural disasters (i.e., high temperatures, drought, and floods), Djibouti's overall external context is considered moderately favourable with a stable government and a low risk of conflict. The PIR 2016 mentions some small delays related to a change in government. The Inception workshop report mentions some potential for border conflicts near Khor Angar, but in general, Djibouti is considered stable. There were no extraordinary political circumstances that affected project performance during the project period.
98. The country is subject to natural hazards and extreme climate events, such as high temperatures, droughts and floods. There were no extreme climate events over the project period, but it should be noted that field activities do tend to slow down in summer, due to the extreme heat.
99. It should be emphasized here that Djibouti is a Least Developed Country (LDC). As such, it was anticipated that there would be significant in-country capacity constraints. This did affect project performance, especially in the first years.

The overall rating for External Context is: *Moderately favourable* (3.8)

5.C Quality of Project Design

100. A project design was reviewed during the TE Inception period, based on an analysis of the core project documents and interviews with the Evaluation Manager, two ex-Task Managers, the current Task Manager, and the Project Manager. Table 5 provides a summary of the project design assessment, with scores. (Annex 10 presents a summary of the design review, as updated during the detailed evaluation period). Below the strengths and weaknesses of the project design are summarized.

Strengths

- Although prone to natural disasters (i.e., high temperatures, drought, and floods), the overall external *context* was considered moderately favourable with a stable government and a low risk of conflict.
- The project was *strategically relevant*. It was well aligned with UN Environment MTS and PoW, GEF priorities, the vision of the BSP and SSC, regional and national environmental priorities, and was complementary to some other interventions.
- The *governance and supervision model* was comprehensive, clear and appropriate and the UN Environment roles and responsibilities and the roles of the Project Management Committee (PMC) were clearly defined.
- The ProDoc provided a good *problem analysis* related to climate vulnerability.
- Each project component was expected to build on the activities, outputs and outcomes of the other two components, contributing to the *efficiency* and *effectiveness* of the overall project. (This was however more difficult to achieve in practice. See Chapter 5F. Efficiency.)
- The project had a strong component in habitat rehabilitation, and hence negative environmental impacts were considered unlikely.

Weaknesses

- The *situation* at national level and at the two project sites could have been better analyzed (e.g., the weakness of the private sector at the project sites and general capacity issues).
- Of significant importance, the expected plans (stakeholder engagement plan; communications plan; replication plan) were *not completed* during the *project preparation* period;
- The *intended results and causality* could have been more explicit. The impact drivers and assumptions were incomplete. It was more realistic to expect some outcomes at district level, rather than at national level.
- The *logical framework* provided some baseline; targets; milestones; responsibilities; and a monitoring budget. However, the intervention logic (e.g., sequencing of outputs) and the workplan (i.e., timing) could have been improved.
- Although the *capacity* issues of the *partners* were identified in general in the ProDoc, there was never a robust capacity needs assessment conducted. A capacity assessment of the *consulting sector* would also have been useful. The workplan was to be implemented by a rather large number of different types of experts, and several on very short-term inputs. *This proved difficult in practice.*
- The roles and responsibilities of the external partners could have been more clearly specified. *There should have been more coordination between international donors, for instance, on EWS and on the future role of the NMA.*
- Making *agreements and developing partnerships* proved more challenging than anticipated, but the various issues were resolved over time.
- The approach to *knowledge management* and the plans for the dissemination of results and lessons learnt during and at end of project were insufficient.

- There were *no* obvious deficiencies in the *budget and financial* planning at design stage. However, capacity constraints and other issues (e.g., redundant activities) lead to annual budget revisions and 3 no-cost extensions.
- The ProDoc identified a number of *risks*. However, not all assumptions are listed; not all risks / drivers are identified; and not all risks were mitigated.
- The stakeholder *identification* was good, but the stakeholder *analysis* was incomplete (e.g., no attention given to stakeholder interests / influence; limited attention to capacity issues; incomplete understanding of what other entities were planning).
- *Gender and indigenous peoples* were mentioned in the ProDoc, but full integration of gender and indigenous peoples was to be developed during the Inception Period, and documented in a *Stakeholder Engagement Plan*; *this plan was never developed*.
- The ProDoc does consider some aspects of a *sustainability strategy*, mentioning that a replication strategy would be developed during the inception phase and that up-scaling plans would be developed during project implementation. *An explicit strategy / plan for replication and up scaling was not produced*.

Table 5. Summary of the Project Design Assessment

	Section	Rating (1-6)	Weight	Total (Rating x Weight)
A	Nature of the External Context	3.8	0.4	1.52
B	Project Preparation	3.5	1.2	4.2
C	Strategic Relevance	5.3	0.8	4.24
D	Intended Results and Causality	3.4	1.6	5.44
E	Logical Framework and Monitoring	4	0.8	3.2
F	Governance and Supervision Arrangements	5.0	0.4	2.0
G	Partnerships	3.6	0.8	2.88
H	Learning, Communication and Outreach	3.3	0.4	1.32
I	Financial Planning / Budgeting	3.5	0.4	1.4
J	Efficiency	3.5	0.8	2.8
K	Risk identification and Social Safeguards	3.4	0.8	2.72
L	Sustainability / Replication and Catalytic Effects	3	1.2	3.6
M	Identified Project Design Weaknesses/Gaps	3.3	0.4	1.32
			Total Score	36.64
				Moderately Satisfactory: 3.66

Highly Unsatisfactory = < 2;

Unsatisfactory = >2 to 3;

Moderately Unsatisfactory= > 3 to 3.5;

Moderately Satisfactory = > 3.5 to 4

Satisfactory: > 4 to < 5;

Highly Satisfactory= > 5 to 6.

* score is reversed

The TE finds that the project was strategically relevant and had good governance arrangements, but the logical links between project activities, outputs, and outcomes and impacts was insufficiently developed. The project design did not sufficiently differentiate whether impacts would be felt at district level vs. national level. Knowledge management, sustainability and replication were insufficiently addressed at design or inserted into the tasks for the inception period.

The expected plans for stakeholder engagement, knowledge management and sustainability / replicability were *not prepared* during the project preparation period (inception).

It is noted that this was the first LDC adaptation project in Djibouti and also one of UN Environment's first adaptation projects.

The overall rating for project design quality is: Moderately Satisfactory (3.66)

5.D Effectiveness

101. As noted in Chapter 4, a ToC was *not required* when the project was designed and approved. The ToC exercise was undertaken as part of this evaluation process. The *ToC at Evaluation* rephrased some of the outputs to reflect implementation and to establish a clearer causal pathway from outputs (goods and services) to outcomes (changes in behaviour) and intermediate states, and then to the ultimate impact (long-term collective change of state). The *ToC at Evaluation* also differentiated outputs at district level from outputs at national level.
102. As noted in Chapter 1 (**paragraph 9**), there was no Terminal Progress Report available for this TE. To understand the extent to which the project delivered its outputs, the Evaluator relied on the PIR 2016 (covering to June 2016), the stakeholder discussions conducted during the April 2017 field visit, and the technical reports obtained in April and May 2017.

5.D.I Achievement of Outputs

103. *Based on an analysis of the available management and technical reports and an analysis of the stakeholder interviews, the project has mostly delivered its planned outputs.* Table 7 (at end of this subsection, page 51) summarizes the performance under all outputs. Below, outputs are reviewed by Component.

Component 1: Policies, Planning and Scientific Capacities for Adaptation

104. Component 1 had 6 outputs (and about 14 activities, with some activities actually being outputs or sub-outputs). Various aspects of the Component-1 outputs are discussed below.
105. ***Output 1.1: Detailed synthesis of vulnerability of coastal water resources in the context of climate change.*** This output combines two lower-level outputs, listed as activities in the ProDoc: i) A hydrogeological modeling study (*originally targeting the 2 project sites*); and ii) Two participatory vulnerability assessments.
106. The execution of the hydrogeological modeling was quite delayed, for a number of reasons, including a disagreement initially on whether the activity would yield a useful model given the available data. Ultimately, an international consultant was appointed in March 2016 to collect national and international data and to assess the feasibility of developing a hydrological model. Concluding that a reliable model could be built based on available data, the consultant in conjunction with CERD and ICPAC analyzed the water resource availability and the impact of climate change on 5 regions in Djibouti, delivering a draft report in November 2016 and a final report in May 2017⁵.
107. The participatory vulnerability assessments at the two project sites were also delayed. The 1st national consultant did not complete the work, due to finding another work opportunity. A second national consultant was hired in January 2016; she completed the vulnerability scores and her report⁶ in October 2016, based on the methodology and indicators developed during the 2010 baseline study. The report shows an increased adaptive capacity and improved vulnerability scores in the two local communities during the project life. The consultants for the 2010 and for the 2016 assessment spent much time conducting a field survey. This information is *not* fully summarized, utilized, or presented in the 2010 report and not at all presented in the 2016 report.

⁵ Modélisation de cinq systèmes aquifères dans les régions de l'intérieur de la République de Djibouti (Ali Sabieh, Dikhil, Tadjourah, Obock et Arta) / *Modeling of five aquifer systems in the interior of the Republic of Djibouti (Ali Sabieh, Dikhil, Tadjourah, Obock and Arta)*. 2017.

⁶ Rapport d'Évaluation Rurale Participative des communautés de Damerjog et Khor Angar et les plans d'adaptations aux changements climatiques des régions d'Obock et Arta / Participatory Rural Assessment Report of the Damerjog and Khor Angar communities and the climate change adaptation plans of the Obock and Arta regions. 2016.

108. Of note, *Output 1.1* was called: *Detailed synthesis of vulnerability of coastal water resources in the context of climate change*. It is clear that two reports were produced at activity / sub-output level to contribute to Output 1.1: A hydrological model for 5 regions and two local vulnerability assessments (Khor Angar and Damerjog). It is less clear what is meant with respect to 'detailed synthesis of vulnerability of coastal water resources in the context of climate change'. The Evaluator does not think that it can logically be expected that two local vulnerability assessments plus 5 regional hydrological models can fully yield '*a detailed synthesis of vulnerability of coastal water resources*'.

Sub-evaluation rating related to Output 1.1: Moderately Satisfactory (3.6)

109. The *ToC at Evaluation* split the original Output 1.2 (*Institutional mechanisms, adapted policies and guidelines documents*) into *Output 1.2.i: Study on the current state of water infrastructure (as an input to adapt the water policy to climate change)* and *1.2.ii Institutional mechanisms for ICZM established*. (Refer to Table 4. Logical Framework of the Project Document vs. Logical Framework based on Theory of Change at Evaluation, p. 17).
110. Initially, **Output 1.2.i** itself comprised two activities: a. *Update Schéma Directeur de l'Eau (Water Master Plan), drought guidelines and emergency procedures based on vulnerability assessments and climate scenarios*; and b. *Update or adopt guidelines on surface water mobilization*. The budget was not sufficient to revise the Water Master Plan. The budget related to the two activities was merged and after much discussion between CERD, MHUE, MAEM, and the PMC, it was decided to fund one study on water management infrastructure in relation to climate change adaptation. The consultant was hired in January 2016. He assessed the effectiveness and current state of six micro-dams, three reservoirs and a number of underground water tanks *to inform the revisions of the Water Master Plan* (in the future). He also summarized the findings of a more comprehensive study conducted in 2015 on potable water sources. The report⁷ was submitted July 2016. The original intent of the sub-output (*to adapt policies and guideline documents to climate change*) remains fully relevant, although not achieved here.
111. **Output 1.2.ii: Institutional mechanisms for ICZM established**. The idea to establish a national multi-sectoral coastal zone planning and management committee was put forward at the November 2014 ICZM workshop (also see Output 1.4 below). In follow-up to this workshop, a legal expert drafted the relevant decree⁸. The degree was submitted to the Council of Ministries and awaits approval. The National Committee for ICZM will start meeting only once the decree is passed.

Sub-evaluation rating related to Output 1.2: Moderately Satisfactory (3.7)

112. **Output 1.3: Revised standards or norms for sustainable coastal resource use, including water developed**. This output comprised two sub-outputs / activities: *Activity 1.3.1: Revise wastewater treatment norms governing the use of treated wastewater in irrigation* and *Activity 1.3.2: Update legal instruments governing coastal resources extraction, urban planning and ecotourism*.
113. A consultant produced a report on wastewater norms⁹ in 2014; the legal consultant then drafted

⁷ Etude d'évaluation et de capitalisation des acquis des projets de mobilisation des eaux de surface / Assessment study on the achievements of the projects to mobilize surface waters. 2016.

⁸ *Projet de Décret relatif à la mise en place et à la gestion du comité national pour la gestion intégrée des zones côtières* / Draft Decree on the Establishment and Management of the National Committee for Integrated Coastal Zone Management.

⁹ *Rapport Normes des eaux usés: Mise en oeuvre des interventions prioritaires du PANA pour l'extension de la résilience des zones côtières les plus vulnérables de Djibouti* / Report on Wastewater Standards: Implementation of priority NAPA interventions to enhance the resilience of the most vulnerable coastal areas of Djibouti. 2014.

the law defining the norms for wastewater release and reuse in agriculture¹⁰. The draft law was submitted to the national stakeholders for review (e.g., MHUE, ONEAD, CERD, Ministry of Health, Ministry of Agriculture). The text was finalised and the law now awaits approval, having been submitted to the Council of ministries.

114. Under 1.3.2, a background document was prepared on coastal resources in 2014¹¹. Subsequently, the legal consultant drafted the law to protect coastal zones¹². This law awaits approval.

Due to the fact that the regulatory texts await approval, the sub-evaluation rating related to Output 1.3 is: Moderately Satisfactory (4) (instead of 'satisfactory')

115. **Output 1.4: Government and non-governmental stakeholders trained in climate change adaptation and ICZM.** Output 1.4 comprised two activities: *Activity 1.4.1 (Acquire coastal modeling software and tools and deliver appropriate training, including through the development of a model for the coast) and Activity 1.4.2 (Deliver training at community level on ICZM and sustainable coastal development).*

116. A hydrogeological modelling workshop was conducted in May 2017, using the May 2017 report mentioned under Output 1.1.

117. The ICZM workshop was conducted in November 2014. Eighty (80) national and regional officers having an important role in the management and use of coastal areas attended the workshop and were sensitized to the importance of coastal planning. The ICZM consultant's report and workshop presentations focused on: 1. Djibouti coastal management system and ICZM case studies from the Horn of Africa; 2. Establishing a mechanism to consult stakeholders on ICZM; and 3. Key messages for capacity building and communicating with coastal actors and populations. At 'community level', the PVA consultant trained 30 community members (15 men and 15 women) in ICZM, based on the report prepared by the international ICZM expert.

The training for modelling was conducted very late (May 2017). There was no workshop report to review the quality of the May 2017 workshop and the quality of the community-level ICZM training. The sub-evaluation rating related to Output 1.4 is: Moderately Satisfactory (4).

¹⁰ *Projet de loi relative aux rejets des eaux usées traitées et de la réutilisation des eaux usées traitées pour l'agriculture en République de Djibouti / Draft law on the discharge and the reuse of treated wastewater for agriculture in the Republic of Djibouti.*

¹¹ *Plaidoyer en faveur de l'équilibre entre aménagement et protection des espaces littoraux / Advocacy in Favour of Balancing the Development and the Protection of Coastal Areas. 2014.*

¹² *Projet de loi n °XX relatif à la protection du littoral / Bill XX on the protection of the coastline.*

118. Initially, **Output 1.5** focused on the development of a *private sector engagement strategy*. During the *ToC at Evaluation*, the output was renamed '**Private sector forum established and private sector trained in coastal issues and in CSR**' to better structure the causal links (from activities to output and to outcome). The output entailed two, 2-day workshops: one in 2015 and the second, in 2016. The 2015 workshop trained private sector participants in climate change, impact assessment, and coastal issues, and established the private sector forum.
119. The second workshop promoted Corporate Social Responsibility (CSR), a fairly new concept in Djibouti. The CSR consultant submitted his report¹³ in February 2016, outlining a roadmap for how to proceed with CSR in Djibouti. The steps include: 1. Getting the private sector to agree on the CSR initiative; Appointing the Chamber of Commerce as the CSR coordinator; Creating a CSR Unit within the Chamber of Commerce to coordinate the CSR action plan; Disseminating training modules on CSR; and Establishing a charter, with monitoring system, and incentives (e.g., tax exemptions).
120. The private sector training events were viewed as very useful by the workshop attendees. As an example, the port representative mentioned that by attending the project workshop, the port's network of possible future collaborative relationships was expanded. This participant also stressed that the workshop was a good start, but the private sector needs further guidance on environmental and social activities.
121. It was noted in this CSR report that the in-country CSR activities have to date been based on the interest of company directors or specific requests, rather than on a CSR strategy. *A structured CSR approach could yield a higher contribution*. Regarding CSR and ecotourism, the introduction of a more structured approach to CSR and ecotourism and the creation of a label would enhance visibility, attract a dedicated clientele, and provide funds to manage protected areas. *Implementing the road map as identified during the CSR consultancy would require a distinct project to be carried out by a private sector representative*.

The private sector output was delayed, especially given that there was little private sector activity in the project areas. In spite of the challenges, two useful (albeit pioneer) workshop activities were undertaken by the project. It is unclear if / how this activity can be followed up.

Considering the above, the sub-evaluation rating related to Output 1.5 is:

Moderately Satisfactory (4)

122. During the *ToC at Evaluation*, the original **Output 1.6** (*Long-term vulnerability reduction plans for Khor Angar/Damerjog developed at district level*) was revised to: **District level plans revised to integrate climate change and to reduce vulnerability (for Khor Angar and Damerjog)**. Only one activity was listed under Output 1.6: *Activity 1.6.1: Undertake participatory development of district level adaptation plans, including drought management procedures*. This was part of the TOR for the participatory vulnerability assessment (PVA) consultant. As mentioned in Output 1.1, the execution of the PVA work was delayed. The 1st national PVA consultant did not complete the work; a second national consultant was hired in January 2016. In addition to completing the vulnerability assessments, the PVA TORs required the consultant to propose, in collaboration with local authorities and local communities, revisions to the current District Development Plans for Obock and Arta, with the aim of integrating adaptation to climate change.

¹³ Identifications des conditions de mobilisation des partenaires du secteur privé en faveur d'une RSE à Djibouti / Identifying the conditions for the mobilization of private sector partners in favor of CSR in Djibouti. 2016.

123. The consultant's final report was received in October 2016¹⁴. The Evaluator reviewed the report and the climate change adaption inputs for: 1. Obock; and 2. Arta. Table 6 compares the inputs provided by the Consultant to the Obock and Arta Regional Plans, showing that the inputs to the district plans are generic and essentially identical. It is also unclear whether the inputs were discussed with local government. The Evaluator concludes that to obtain a substantial input here would have required a substantial budget. This work needs further effort and collaboration with local government.

Sub-evaluation rating related to Output 1.6: Moderately Unsatisfactory (3.3)

124. Considering all of the above, the rating for the Component 1 outputs is Moderately Satisfactory. The project can document progress on '*policies, planning and scientific capacities for adaption*, but the outputs are either brand new (and have yet to be fully exploited, e.g. hydrogeological modeling) or await approval by government. ***Also, some outputs are left dangling (e.g., CSR report), without an anchor connecting them to the next logical implementation step.***

Sub-evaluation rating related to Component 1: Moderately Satisfactory (3.77)

¹⁴ Rapport d'Evaluation Rurale Participative des communautés de Damerjog et Khor Angar et les plans d'adaptations aux changements climatiques des régions d'Obock et Arta / *Participatory Rural Assessment Report of the Damerjog and Khor Angar communities and the climate change adaptation plans of the Obock and Arta regions*. 2016.

Table 6. Climate Change Adaptation Plans for Obock and Arta Regions

OBOCK			ARTA		
Axis 1: Promoting the rational management of natural resources and the environment					
Problem	Solution	Program	Problem	Solution	Program
Wind and water erosion	* Riverbank protection for soil and water conservation * Fight against water erosion (reforestation with local species)	1) Development of oasis agriculture 2) Integrated development of the coastline, the coastal plain of Obock, Dalay-Doumeira and the watersheds	Wind and water erosion	* Riverbank protection for soil and water conservation * Fight against water erosion (reforestation with local species)	1) Development of oasis agriculture 2) Integrated development of the coastline, the coastal plain of Obock, Dalay-Doumeira (sic) and the watersheds
Degradation of vegetation cover	* Reforestation * Creation of green spaces * Fight against water erosion (reforestation with local species) * Prohibit abusive cut of greenwood		Degradation of vegetation cover	* Reforestation * Creation of green spaces * Fight against water erosion (reforestation with local species, * Prohibit abusive cut of greenwood	
Salinization of water and soil	Diversification of water resources		Salinization of water and soil	Diversification of water resources	
Mangrove degradation on the coast	Integrated management of marine and coastal resources (protection of mangroves)		Mangrove degradation on the coast	Integrated management of marine and coastal resources (protection of mangroves)	
Improvement of the banks and destruction of agricultural terraces by floods	Construction of dams upstream of the agricultural zones in order to reduce the flood force and to favor the recharge of the infero-flow layers		Improvement of the banks and destruction of agricultural terraces by floods	Construction of dams upstream of the agricultural zones in order to reduce the flood force and to favor the recharge of the infero-flow layers	
Axis 2: Promotion of an eco-citizenship for the protection of the environment incl. the preservation of biodiversity, natural terrestrial and marine environments.					
Lack of an information framework	Establishment of a permanent information system on the effects of climate change (drought and desertification)	Absence of an information framework	Establishment of a permanent information system on the effects of climate change (drought and desertification)		
More operational warning system	* Revitalize the warning system * Rehabilitate an efficient hydro-climatic network on a regional scale	More operational warning system	* Revitalize the warning system * Rehabilitate an efficient hydro-climatic network on a regional scale		
Improvement of knowledge about the potential of resources and their preservation	* Developing awareness-raising materials in French and in national languages * Involve opinion leaders (including religious leaders) in raising awareness * Organize training and retraining sessions for people and management staff * Capitalize local knowledge and know-how through the exchange of successful experiences between populations	Improvement of knowledge about the potential of resources and their preservation	* Developing awareness-raising materials in French and in national languages * Involve opinion leaders (including religious leaders) in raising awareness * Organize training and retraining sessions for people and management staff * Capitalize local knowledge and know-how through the exchange of successful experiences between populations		
Axis 3: Promotion of the mechanisms of resilience and adaptation of communities to the effects of climate change					
Low household income	Income generating activities	Low household income	Income generating activities		
Deforestation for energy reasons	* Promotion of wind and solar energy * Construction and extension of improved fireplaces	Deforestation for energy reasons	* Promotion of wind and solar energy * Construction and extension of improved fireplaces		
Not listed	Not listed	Low income and employment opportunities in agriculture, livestock and local tourism	* Sensitization of populations * Training on new techniques in sectors * Modernize the technical platform by, among other things, adequate equipment * Development of agro-pastoral schemes and their light equipment; * Rehabilitation of small local hydraulic infrastructures (mainly cemented wells & underground tanks) to ensure that households have access to drinking water & allow the watering of animals and the practice of some irrigated agricultural crops		

Source: Extracted from *Rapport d'Evaluation Rurale Participative des communautés de Damerjog et Khor Angar et les plans d'adaptations aux changements climatiques des régions d'Obock et Arta / Participatory Rural Assessment Report of the Damerjog and Khor Angar communities and the climate change adaptation plans of the Obock and Arta regions. 2016.*

Component 2: Rehabilitation of Key Buffer Ecosystems

125. This component had four (4) key outputs, and about 16 activities.
126. **Output 2.1: Degraded watersheds & wadi shores rehabilitated in 2 project areas to reduce sea water intrusion and intense rains.** Four (4) activities were initially identified to support this output, as described below.
127. *Activity 2.1.1: Rehabilitate and update existing wells and boreholes in light of predicted water availability and salinity in the northern Region (Obock–Khor Angar).* The project team signed an MOU with the Ministry of Agriculture (MAEM) – Water Department. For this activity, it was finally clarified to conduct urgent rehabilitation measures at the water desalination plant in Khor Angar in 2015. The well pipe¹⁵, pump, generator set, and osmosis membrane were changed. The preferred solution would have been to convert the plant to solar power, but the budget was not sufficient. An Islamic Development Bank project was expected to further support this activity with subsequent equipment. Given the very reduced scope of activity in Khor Angar, it cannot really be said that ‘degraded watersheds & wadi shores were rehabilitated in the **2 project areas**’ (perhaps only in Damerjog, as described in next paragraph).
128. The budgets for Activities 2.1.2–2.1.4 were merged to construct 3 micro dams in Damerjog:
- *Activity 2.1.2: Rehabilitate and strengthen water retention works alongside wadis to retain water, recharge aquifers and prevent floods.*
 - *Activity 2.1.3 Test best available technology for artificial aquifer recharge from treated waste waters, including revision of applicable norms, around Damerjog and existing water treatment plants.* Initially, the treated-wastewater activity was to investigate the best way of reusing treated wastewater from the water treatment centre of Doua. As this activity was already being conducted by ONEAD through a private company (STEREAU), this budget was reallocated to building a micro dam.
 - *Activity 2.1.4: Small accessible dams for controlling wadi flow, limiting floods and increasing groundwater recharge.*
129. The project team signed an MOU with MAEM – Department of Large Works in July 2015 to construct the micro dams. The expected benefits included: i) Reducing the speed of water runoff thereby reducing the damages caused by intense rains; ii) Retaining surface water to increase surface water availability and groundwater recharge thereby increasing water availability for agricultural activities; and iii) Retaining sediments carried in running water.
130. The field visit to Djibouti in April 2017 verified that the communities appreciate having the three micro dams, allowing them to grow vegetables for own-consumption and/or for selling to the market, leading to improvements in living standards. The communities are claiming the groundwater level in the neighbouring wells has increased. There are no official measurements of the groundwater level and it cannot be stated definitively whether and to what extent the increase in the water level is due to rainfall events or to the presence of the micro dams. Nevertheless, field observations and testimonies of beneficiaries indicate clear local benefits. Local water committees have been trained to maintain the infrastructure. Beneficiaries also mentioned that nearby communities are asking if similar dams could be built in their areas to improve water availability for their agricultural plots. N.B. The TE consultant did not receive any information during the period of the evaluation on whether this LDCF project spurred other government plans to fund additional micro-dams. Figure 7 shows photographs of a micro dam built by the project.

¹⁵ The Water Department discovered that the galvanized pipes only last about 6 months due to the aggressiveness of the saline water. MAEM now knows that it’s better to use the more expensive stainless steel pipes, which last 4 years than the galvanized pipes. (This can be considered an ‘un-intended’ lesson learnt!)

Figure 7: Photographs of Upstream and Downstream of a Micro Dam in Damerjog



In spite of the fact that ‘degraded watersheds and wadi shores’ were not rehabilitated in one of the project sites (Khor Angar) due to budget restrictions, this output was successfully completed and provides clear community benefits.

Sub-evaluation rating related to Output 2.1 is: Satisfactory (5)

131. **Output 2.2: Mangrove area rehabilitated in the north to reduce coastal erosion / floods from sea-level rise.** Two (2) key activities were identified to support this Output, as discussed below.
132. *Activity 2.2.1: Undertake dredging and replanting works in the Khor Angar mangrove with support of community.*
133. Mangrove cleaning (i.e., removing dead wood to promote water circulation), setting up nurseries to grow mangrove seedlings, and fencing off areas to protect the replanted mangrove seedlings began in earnest by 2012. By June 2016, 50 hectares (ha) of mangrove had been cleaned; 4 nurseries were in operation, growing more than 10,000 seedlings; and 40,000 mangrove trees over 15 ha were planted in 3 fenced-in plantation areas.
134. The Evaluator visited the mangrove rehabilitation works in April 2017. Figure 8 shows a photograph of a mangrove with lots of dead wood to be cleared and an example of dead wood that was removed from a mangrove during a cleaning exercise. It was noted by the community chief that cleaning mangroves at a large scale would require significant equipment and budget.

Figure 8: Photographs of Cleaning Dead Wood from the Khor Angar Mangroves



Dead wood in a mangrove (top); Dead wood cleared from a mangrove (bottom)



Source: The two photographs were taken by the Project Coordinator, Mr. Mohamed Ahmed Djibril.

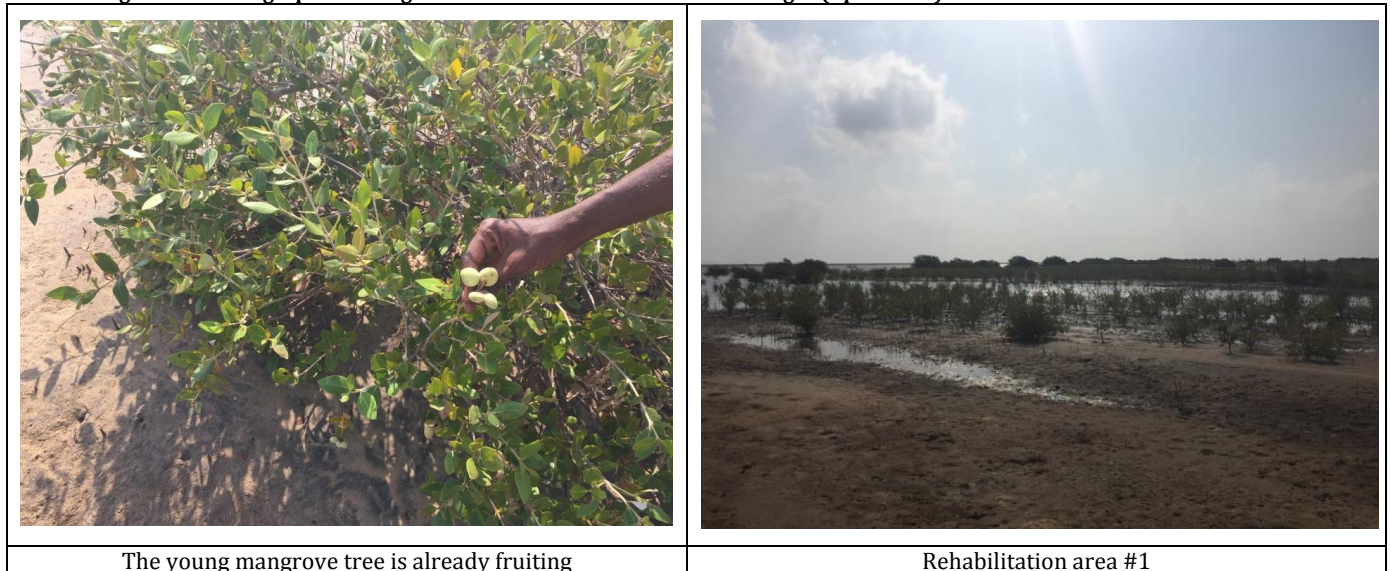
135. At the time of the evaluation visit in April 2017, the four (4) nurseries were full of seedlings. It was unclear when/if the seedlings would be moved to a rehabilitation site, and what budget could fund this work (see Figure 9). The project set up three rehabilitation sites, over the project period.

136. Figure 10 shows the vibrant growth at one rehabilitation site.

Figure 9: Photographs of Two Mangrove Nurseries in Khor Angar (April 2017)



Figure 10: Photographs of Mangrove Rehabilitation Site #1 in Khor Angar (April 2017)



137. Figure 11 shows the type of fencing that was installed to safeguard the new replanted mangrove seedlings. The photographs highlight the issue that the barbed wire used in fencing tends to corrode quickly due to the harsh marine environment; the wire needs to be replaced almost yearly. The budget to replace the fencing had yet to be secured at the time of the TE visit in April 2017.

138. Figure 12 shows another mangrove rehabilitation site (this one newly planted).

Figure 11: Photographs of Corroded Fencing at Mangrove Rehabilitation Site #1 (April 2017)



Figure 12: Photographs of the Mangrove Rehabilitation in Khor Angar (Site #2; April 2017)



Newly transplanted mangrove seedlings (left)
New rehabilitation site at a distance, showing fencing and general location (right)

139. In 2014, the project prepared a hydrology / mangrove-habitat report (including attention to mangrove vegetation types at global level). The report concluded that periodic dredging was required to preserve the channel functionality. Two experts (one hydrogeologist and one civil engineer) conducted the feasibility study for the canal construction. The Department of Large Works was awarded the contract in September 2015 to do the dredging. The field check in March 2016 found that the canal was already blocked because the removed sand had been placed on the canal banks instead of being transported further away as stipulated in the ToRs. This contract was hence cancelled.
140. Another contract to clear a mangrove canal was issued at the end of 2016, and the work was conducted in January and February 2017. The Evaluator met with the community chief, contractor, and work crew during the April 2017 field visit. The Contractor indicated that as soon as the sand is cleared, the canal starts filling again.
141. It should be reviewed as to whether the canal cleaning activity is correctly designed and/or worthwhile, before proceeding.

Figure 13: Photographs at the Canal Clearing Operation at Mangrove Site in Khor Angar



Activity 2.2.2: Create vegetated buffer area around with salt tolerant species, grazeable and useable wood essences (including community woodlot management plans)

142. The mangrove expert explained that other plant species can't survive in the salty soils in Khor Angar. It was decided to plant as much *Avicennia* mangrove species as possible to buffer the *Rhizophora* species plantation. By June 2016, 2 hectares of *Avicennia* had been planted to buffer the *Rhizophora* trees.
143. The mangrove expert also developed an exit plan for the mangrove area¹⁶. This 'exit' plan lists all

¹⁶ Site Specific Plan for Restoration Building Resilience and Sustainable Management of Khor Angar Mangrove Area. Draft January 2016. (PERSGA)

the activities that need to be conducted and maintained over time. N.B. The 'exit plan' is not so much an *exit* plan, but rather an 'ongoing workplan'.

The mangrove rehabilitation work has been the hallmark of this project from the beginning. It is viewed as a general success by all, including by PERSGA at regional level. There are however some sustainability issues at end of project, and for that reason the Evaluator gives a 'satisfactory' score (rather than a 'highly satisfactory' score).

Sub-evaluation rating related to Output 2.2: Satisfactory (4.5)

144. **Output 2.3: Measures to reduce pressure on coastal buffer ecosystems put in place at the 2 project sites (fuel sources, fishing, community management, agriculture, and ecotourism development).** Component 2 also focused on community level sustainable resource management to provide communities with sustainable livelihoods, add incentives to sustainably use resources, and reduce human pressure on fragile ecosystems. Some promising economic activities were supported by the project as presented below, including renewable energy (improved cook stoves), fisheries, management of mangroves, date palm cultivation, eco-tourism, and agriculture (vegetable gardens).

Renewable Energy

145. *Activity 2.3.1: Examine the potential for alternative energy at community level (biochar, solar ovens, wind) to reduce dependency on fuelwood.* Government policy is to develop renewable energy across the country, decentralize electricity production, and achieve 100% green energy use. CERD assessed (for this project) the potential of renewable energies in the two study areas, investigating mainly solar and wind energy options. CERD's November 2014 study report¹⁷ on renewable energy focused on: 1. Determining the energy needs of the local population; 2. Identifying and evaluating the potential sources of energy; 3. Making recommendations on the types of sustainable energy to use. This study recommended solar electrification, solar power stations, and solar cooking. In particular, CERD recommended conducting a pilot project to water some gardens with a solar photovoltaic system (see Activity 2.4 on solar-powered water pumps used in the Damerjog gardens).

Sub-activity for Renewable Energy: Improved Cook Stoves

146. Almost all households in the two project areas use wood and charcoal for cooking. MHUE and CERD agreed to introduce energy-efficient cook stoves in Damerjog and Khor Angar, substituting the less-energy-efficient traditional 3-stones cook stove. The aim was to reduce the consumption of fuel wood and avoid deforestation and habitat degradation, and therefore increase resilience in the two coastal areas. The project selected a simple model that requires few materials (clay soil: 12 kg; sand: 2–3 kg; cement: 4kg; and water: 4–5 l), and little maintenance and space. The participants in the training (mainly women) were informed about the benefits of the improved cook stove, practiced the manufacturing steps (e.g., mixing the clay), and then built their own cook stoves (98 stoves were built)¹⁸. The community viewed this activity as relevant and useful. The Evaluator observed the operation of this improved cook stove during the April 2017 site visit (See Figure 14).

¹⁷ Etude des Potentialités des énergies renouvelable dans les localité de Damerjog et zones études / Study on the Potential of Renewable Energies in Damerjog and in the Study Areas. CERD. 2014.

¹⁸ Rapport de la formation de 50 ménages de Damerjog et 50 ménages de Khor Angar sur les techniques de fabrication des fours améliorés et sur la fabrication des 100 fours améliorés et 1 four amélioré de cantine / Report of the training of 50 households in Damerjog and 50 households in Khor Angar on manufacturing techniques for improved cook stoves, and on the manufacture of 100 improved cook stoves and 1 improved canteen stove'. September 2016.

Figure 14: Photographs of the Improved Cook Stove

	
<p>Training practice in how to build an improved cook stove.</p> <p><i>Source:</i> The two photographs in the left column were extracted from the report listed in Footnote 18.</p>	<p>Damerjog woman demonstrating the use of her improved cook stove.</p> <p><i>Source:</i> Photograph (right) taken by Evaluator in April 2017.</p>

Fisheries

147. *Activity 2.3.2: Acquire equipment and training for sustainable fisheries in mangrove areas.* This activity aimed to implement sustainable fishing activities as an adaptation-and-poverty-alleviation strategy. MHUE in collaboration with the MAEM (Fisheries Department) distributed 60 fishing kits (i.e., fishing nets, iceboxes, fishing lines, hooks, clam forks, crabs and lobster baskets) and provided the related training — awareness raising related to environmental protection and practical training in sustainable fishing techniques for shrimp, clams, and small pelagic fish (See Figure 15).

Figure 15: Fisheries Training in 2015



Source: Photograph was extracted from the report listed in Footnote 19.

148. The equipment and training aimed to highlight the economic value of the mangrove, thereby raising incentives for local communities to maintain the ecosystem. In total, 25 men and women were trained in Khor Angar and 35 men and women were trained in Damerjog in 2015¹⁹. Cooperative Fishing Associations were established to encourage responsible activities around the mangrove areas. In Khor Angar, the project interacted with a men's association, and also a Women's Fisheries Association (composed of 11 women). The Fisheries Department consultant noted the remarkable commitment of the women fishers to work for the protection of the environment, evidenced through the women's keen and avid participation in awareness raising seminars on sustainable development and participation in the activities related to sustainable fisheries²⁰. Figure 16 shows an example of two keen fisher women from the project areas.
149. Overall the fishers appreciated the training and new knowledge provided by the project, but lamented the lack of substantive equipment and infrastructure. As fishers, they need solar energy; ice to conserve the catch; transport from the beach to the village; and wheelbarrows and fish crates. It was suggested by the Fisheries consultant that it is better to design a 'complete' project / or complete 'output', rather than this type of one-off mini-scale activity (e.g., a more complete project would have supported fishing equipment, conservation of the catch, *and* transport of the catch to market).

¹⁹ Deuxième et dernier rapport de missions de formations sur les techniques de capture des espèces peuplant les mangroves / Second and last report of training on techniques to capture mangrove species. 2016.

²⁰ Rapport de missions de formations sur les techniques de capture des espèces peuplant les mangroves / Report of training missions on techniques to capture mangrove species. 2015.

Figure 16: Photographs of Fisher Women keenly interested in Environmental Protection



Source: Photograph was extracted from the reported listed in Footnote 20.

150. Although this was a small activity, the Fisheries consultant noted that some fishers moved from fishing solely with a single line to fishing with a net; the women's fishing cooperative in Khor Angar started with 6 members and increased to 11 fisher women; and revenue from fishing increased. The project has contributed to stimulating an increased interest in fishing in the two project areas: there were 2 fishing boats in one area in 2014 and now there are 15 boats in 2017²¹. It was emphasized that this was the first time that a project in Djibouti targeted boat-less fishers (*les pêcheurs à pied*) – fishers that usually use single lines from shore.

151. It was also mentioned that now there are other projects working in the small-scale fisheries sector: the PRAREV-IFAD project for the Loyada-Damerjog zone; the Islamic Bank project for the Khor Angar region, and a World Bank project – all of which install ice rooms at the fish landing area. The new projects cannot really be considered 'replication' of the project, but they are to some extent a continuation of the small activities started by this NAPA project.

Mangrove Management

152. *Activity 2.3.3: Develop community-based mangrove management, including no-take zones, user committees, and management and monitoring guidelines.* The PERSGA mangrove expert conducted this training in April 2015, and submitted his draft in January 2016. The community level validation workshop was conducted in May 2016 and the report was finalized also in May 2016, appending a management map that was developed in collaboration with community members²².

²¹ Personal communication with Fisheries consultant, April 2017.

²² Site Specific Plan for Restoration and Sustainable Management of Khor Angar Mangroves provides a set of priority actions for the conservation, and sustainable use and development of mangroves and associated resources at Khor Angar in the Republic of Djibouti, January 2016 (draft) and May 2016 (final report).

Date Palm

153. *Activity 2.3.4: Promote reforestation with date palm around wadi banks to reduce erosion, retain water, and provide alternate livelihoods and nutrition to local communities in Damerjog and Khor Angar.* As part of the MoU with CERD in 2014, 300 date-palm trees were purchased and planted in the CERD nurseries. In 2015, 60 date palms were planted in three communally-managed gardens in Damerjog and 50 trees were planted in two gardens in Khor Angar. The objective was to test whether the date palm could grow in the selected sites. Mixed results were obtained to date in the harsh soil and water conditions, and about 40% of the trees died in the early tries. The Evaluator visited two (2) date palm gardens in Khor Angar, one successful and the other not. It was concluded that the shallow well of the failed site was too salty (see Figure 17). It should be noted that the fencing at the date palm site will have to be maintained for years to protect the trees from the camels and it will be more than 7 years before the trees are old enough to fruit.

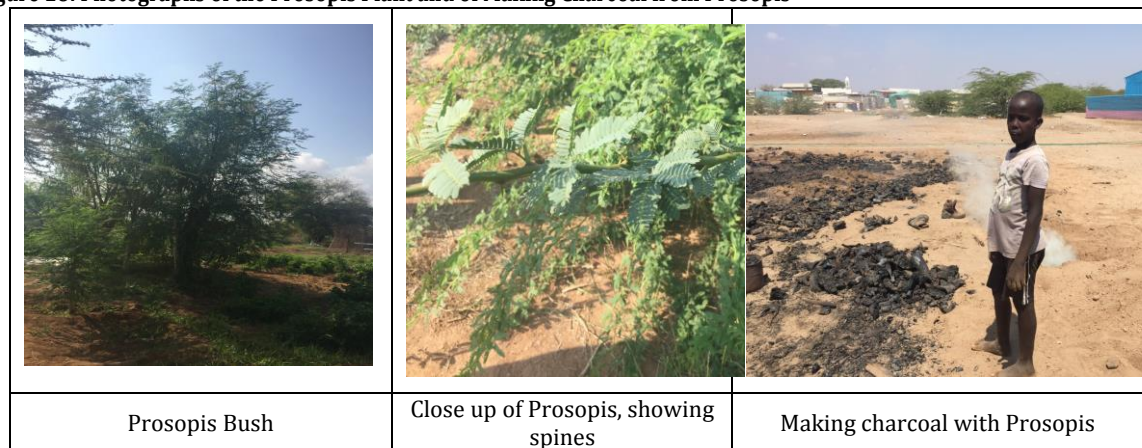
Figure 17: Photographs of the Successful Date Palm Site near Khor Angar (April 2017)



Prosopis Research

154. *Activity 2.3.5: Undertake research on appropriate management approach for Prosopis.* The invasive species Prosopis was introduced into Damerjog-Douda and Ambabo-Tadjourah in 1986/1987 as part of an UNDP/UNSO/Ministry of Agriculture desertification control program.
155. Currently, there are conflicting views on the Prosopis plant: some want its complete eradication, while others propose to manage it sustainably, given that it can grow in arid areas. CERD identified actions to support the sustainable management of Prosopis in Damerjog, aiming to contain the spread of Prosopis in areas that are already invaded by using it – a solution that was agreeable to both viewpoints. CERD studied the economic benefits of producing charcoal and food items (e.g., animal feed) from Prosopis. The report²³ recommended to: Promote the use of various Prosopis products (e.g., charcoal, flour, cakes, honey and beverages); Implement labour-intensive efforts to control the Prosopis by thinning and systematically removing seedlings to prevent re-invasion; Establish incentives to commercialize and market Prosopis-based products; and, Support scientific research on the impacts of invasive plants. The photographs in Figure 18 show the Prosopis plant.

Figure 18: Photographs of the Prosopis Plant and of Making Charcoal from Prosopis



156. During the April 2017 visit, the community members said that they were grateful that they could make a living making charcoal from Prosopis.
157. *Activity 2.3.6: Train private sector partners and regional councils on the development of ecotourism initiatives around the mangrove area and surrounding Marine Protected Areas.* An international consultant in ecotourism assessed the potential to develop ecotourism in the two project sites in early 2014. She provided a short analysis of tourism in Djibouti and the tourism products currently on offer. Her report also provides: a SWOT analysis of Djibouti tourism potential; some principles to develop a tourism regulation; a sample *Code of Conduct for Tourists*; examples of how the ecotourism potential was developed elsewhere in Africa (e.g., Kenya, Tanzania, Senegal); some sustainable development principles for the tourism sector; and a brief road map on the next steps to develop a sustainable ecotourism sector (e.g., conduct key training activities)²⁴. The tourism expert noted that Damerjog does not have tourism infrastructure or services, but the village has a nearby wildlife refuge and it has a strategic location close to the capital. The potential to develop mangrove ecotourism was assessed as good in Khor Angar. Before developing ecotourism products,

²³ Identification des meilleurs approches de gestion durable du Prosopis dans la plaine alluviale de Damerjog / Identification of the best sustainable management approaches for Prosopis in the Damerjog alluvial plain. 2014.

²⁴ Proposition de développement de l'écotourisme dans les zones de mangrove de Damerjog et de Khor Angar / Proposal for the development of ecotourism in the mangrove areas of Damerjog and Khor Angar. 2014.

the expert recommended to first develop the legal framework, a monitoring and evaluation programme, capacity building of stakeholders (e.g., guides and community-based organisations), and site-specific feasibility studies, cost-analyses, and market studies to define the tourism strategy. *This was a short-term, one-off 15-day consultancy input.*

158. The identified ecotourism opportunities were briefly discussed at the private sector forum workshops in May 2015 and February 2016 (Output 1.5). ***It is unclear how to move forward on the identified road map for ecotourism.***

Several measures to reduce pressure on coastal buffer ecosystems were studied or implemented under this output (e.g., renewable energy and improved cook stoves, sustainable fisheries, palm date agriculture, and ecotourism). Each had a small budget for equipment and/or one or two short-term technical inputs. Although each activity represents an interesting avenue to pursue, it is unclear whether any of the (isolated) measures will or can be sustained without attaching it to a larger process.

The sub-evaluation rating related to Output 2.3 is: Moderately Satisfactory (4), rather than 'satisfactory' because of the sustainability issues.

159. **Output 2.4 Technologies for sustainable water extraction and alternative energy production acquired, installed and maintained by local population (includes related training at community level).** Up to four (4) key activities were identified to support this Output, as described below.

160. *Activity 2.4.1: Test the implementation of solar pumping to reduce water extraction rates.* This activity was cancelled because solar power has been in use for a long time to pump water from boreholes. *Having this activity listed in the ProDoc suggests a weakness in the stakeholder consultation procedure for this part of the project design.*

Solar-powered water pumps and Damerjog gardens

161. *Activity 2.4.2: Acquire solar pumps and monitor water extraction rates.* Damerjog is known for its crop gardens (e.g., tomatoes, green peppers, watermelons and melon). Farmers have used over-dimensioned motor pumps to pump water from deep wells (6 –12 m). The excessive pumping was contributing to the intrusion of seawater into the water table, with the pumped water becoming saltier over time. In some areas, the soil has become non-cultivable (and the gardens were abandoned). Also, the increasing price of gasoline to operate the pumps was making it costly for farmers to grow crops.
162. The CERD study on renewable energy (see Activity 2.3.1) recommended using solar energy to exploit water points. Solar water pumps have a lower water extraction rate than fuel pumps, thereby reducing water wastage and the salinisation of water resources. Three solar pumps were installed in three pilot gardens in Damerjog in September 2015. Based on the positive results in the three pilot gardens (i.e., decreased water pumping rate and increase availability of water throughout the year), an additional 15 solar water pumps were installed by June 2016. The Evaluator visited 4 solar water pumps / 4 gardens in Damerjog in April 2017 (See Figure 19).

Figure 19: Photographs showing Solar Panels, Water Pump, and Water Reservoir in Damerjog



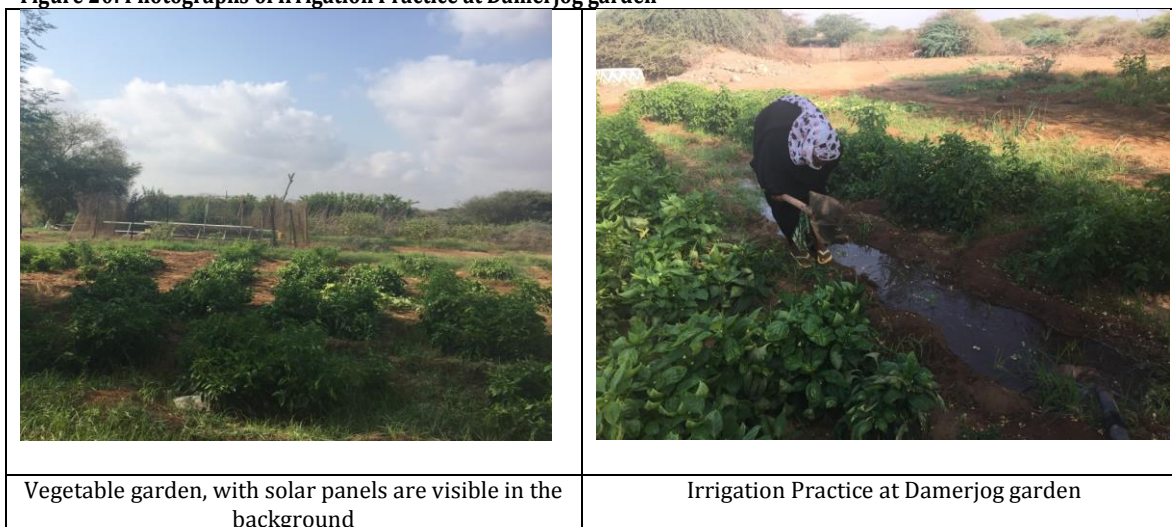
163. The Evaluator interviewed the President of the Local Association, who manages on a voluntary basis the community programs in Damerjog. She said that having access to solar energy has re-dynamized the gardening activity, with some abandoned gardens being put back into production. There are now 60 gardens: 10 run by men and 50 run by women. Fifteen (15) types of crops are grown in the gardens. The President noted that the people who have gardens are considered fortunate. She now urges other farmers to build water reservoirs, even without project support.
164. The CERD report on renewable energy (see Footnote 17) highlighted that there can be maintenance issues at local level. For example, some wind or solar power pumps were installed in several localities, but the system in one location was no longer used for lack of spare parts and follow-up. The CERD study also cautioned that the sustainable use of solar pumping required regular (annual) training on the operation and use of the system and the establishment of a monitoring and maintenance team.
165. The maintenance costs of the solar panels are expected to be near zero for a period of 4 to 5 years, except for the daily cleaning of the solar panels. Good quality equipment (German made) was purchased under the project, to ensure good performance over time. The project provided training focused on equipment maintenance. The President of the Local Association emphasized that her Association will ensure that the equipment is well maintained so that it lasts a long time: the

beneficiaries do not want to go back to expensive thermal power. **However, it is unclear how the solar pumping system will be maintained over the longer term.**

166. *Activity 2.4.3: Train communities in sustainable water management.* The PIR 2016 reports that this activity was integrated into the Water Department’s MOU for the rehabilitation of the desalination plant in Khor Angar in October 2015 and integrated into the training on using the solar pumps in Damerjog provided in August 2016 by the company installing the solar equipment.

167. As mentioned in **paragraph 162**, the Evaluator visited four (4) gardens while in Damerjog. She observed the irrigation practices; the irrigation practices seemed wasteful, as large amounts of water were allowed to run along the agricultural ditches (See Figure 20).

Figure 20: Photographs of Irrigation Practice at Damerjog garden



168. The ProDoc mentions that the project will investigate the use of drip irrigation. Water conservation / efficient irrigation practices, although still quite relevant, was missing from the ‘water management’ practice at the gardens visited during the April 2017 visit.

169. *Activity 2.4.4: Promote community based water allocation systems (including informal water rights).* The PIR 2016 reports that the project established local community-based water management committees near the desalination plant in Khor Angar and at the three micro dams in Damerjog. According to PIR (2016), the committees are operational, maintain the infrastructure and regulate water use and the exploitation of the sand that accumulates in the dams. There was no opportunity to meet the water committees during the April 2017 visit. The Evaluator cannot say whether the committees will continue to meet in the future.

CERD reports that they have seen a change of behaviour and attitude in the Damerjog community, from one that was sceptical of solar energy to one that has experienced the benefits of solar power. The solar water pumps and gardening activity are generally impressive. However, further training in water-efficient irrigation and further monitoring and support to ensure long-term sustainability of the equipment would enhance this effort.

Sub-evaluation rating related to Output 2.4: Satisfactory (4.5), but with some concerns over the longer-term sustainability.

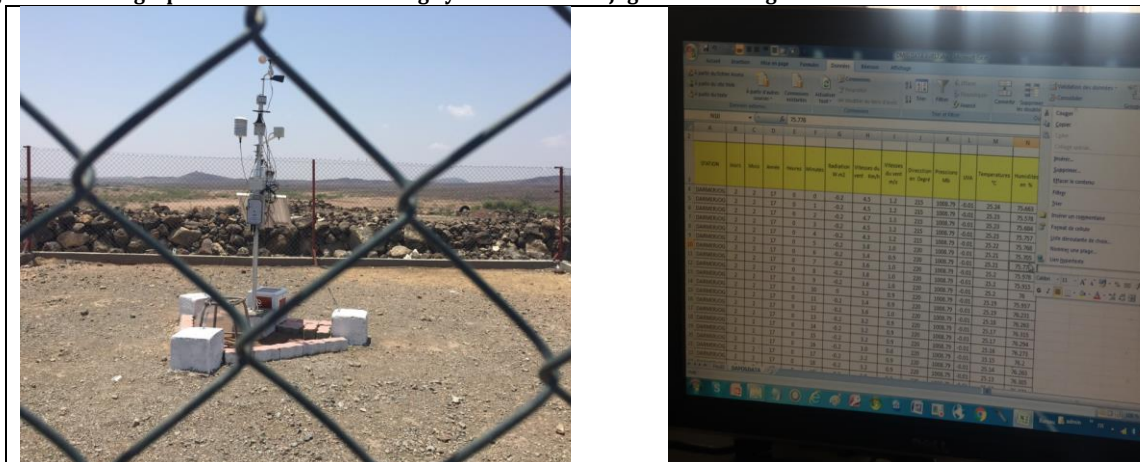
170. Component 2 had a high number of activities / outputs. Overall, these were evaluated as Satisfactory (4.5), with some concerns over the longer-term sustainability.


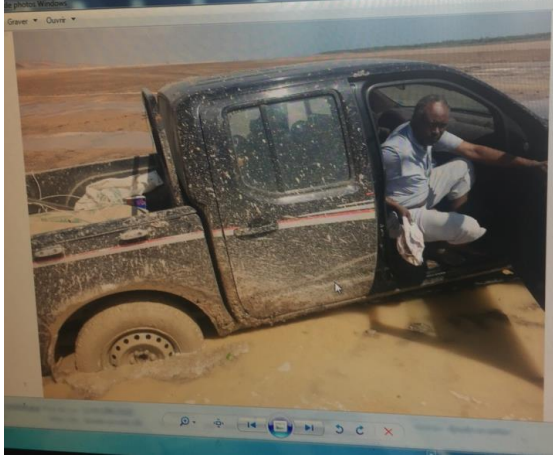
Sub-evaluation rating related to Component 2: Satisfactory (4.5), with some concerns regarding sustainability over the long term

Component 3: Climate Forecasting and Early Warning Systems.

- 171. Component 3 had three (3) key outputs, and 4–5 activities. NMA was established and became operational in 2014; it signed an MOU with the project in 2015 to implement Component 3, taking over from CERD.
- 172. During the *ToC at Evaluation*, *Output 3.1: Geographic extension / coordination of existing early warning systems (EWS)* was redefined as **Output 3.1: ‘Climate monitoring system expanded and made fully operational (to support the EWS)**. Output 3.1 was redefined to fill agreed needs and mandates and to fit the available budget. At the time of the April 2017 field visit, NMA clarified that the EWS is with the Ministry of the Interior, Disaster Management Department. NMA, on request, supplies climate data to the Disaster Management Department.
- 173. The 2015 MOU between MHUE and NMA included a proposal to purchase equipment to strengthen the existing climate-monitoring system. The said equipment aimed to make the “sentinel” weather-monitoring network fully operational. Some technical problems were encountered with the existing equipment, and NMA delayed the equipment purchase until after the technical problems were resolved to ensure that the appropriate equipment was purchased.
- 174. NMA emphasized that there is a lot of ‘invisible’ work, which often can lead to implementation delays related to *getting* equipment and *installing* it. In short, buying / receiving equipment is just one step embedded in an equipment-procurement / management system. The full steps can include: 1. Procuring the equipment and procuring government budgets to manage the equipment over the long term; 2. Testing the equipment; 2. Preparing the site to receive the equipment; 3. Formulating the local agreements (e.g., local people need to understand why a station is being installed, before an agreement can be reached; this can take a lot of time); 4. Installing the equipment (including, making necessary arrangements to get to remote sites); and 5. Conducting other field work (including maintenance of the equipment over time).
- 175. The equipment was purchased in 2016. Of the 5 automatic weather-monitoring stations purchased with project funds, the Damerjog station is now operational and supplying live data that can be accessed by stakeholders. The Khor Angar station will be installed inside a military camp for added security, after completing the equipment testing (See Figure 21). Of note, the Khor Angar site is secure, but difficult to access. Special arrangements need to be made to go to the site (e.g., boat transfer with the support of the Marine Department).
- 176. The three other new stations are still boxed up. They will be installed after testing, which takes at least 1 month.

Figure 21: Photographs of Weather Monitoring System for Damerjog and Khor Angar



Weather monitoring station in Damerjog	Live, on-line data from the automatic weather monitoring system in Damerjog
	
<p>The automatic weather monitoring station to be installed in Khor Angar (being tested at NMA office in Djibouti city in April 2017).</p>	<p>Example of the challenges related to doing field work in the remote areas that receive climate monitoring equipment (near Khor Angar site)</p>

177. As a new institution, NMA emphasized that it is proceeding slowly and cautiously with the installation of project equipment, and in step with its capacity development. NMA's general philosophy is that before agreeing to receiving or installing equipment, it tries to secure the related government financing for vehicles and other related support (e.g., maintenance and field visit budget). N.B. This government process takes typically 6 – 8 months.
178. NMA felt quite pressured by the project to deliver the activities on a strict, fixed schedule, no matter the challenges encountered. A fuller understanding of the challenging context, instead of a 'tick box approach' to having activities completed on schedule, would have been appreciated. It was noted that the project's M&E system mainly reports on what has not been completed or achieved (e.g., equipment has not been installed), rather than on the progress that was made (e.g., a local agreement to install equipment).
179. Another issue was related to budget advances and disbursement. The NMA equipment needed to be ordered and paid in full from the United Kingdom, but the UN Environment budget procedure did not allow this type of full, up-front disbursement. NMA had to find another solution to avoid cash flow problems.
180. On the very positive side, this project allowed NMA to move from having 5 to 10 automatic weather-monitoring stations and from 35 to 60 rain gauges. As a result, the weather-monitoring system is now more efficient / comprehensive. NMA is pleased to report that with the project's support, it achieved in 1 year what they had programmed to do in 5 years (or by 2019). They now have a national weather network. The equipment is robust, and is expected to last for 6 to 10 years, even in this climate, which degrades equipment more quickly than other climates.
181. The NMA work is a good example of synergy with other ongoing activities or institutions. In the words of the NMA, the World Bank (and IPAC at national level) created the weather monitoring system, whereas UN Environment brought the system to maturity.
182. The NMA communications expert maintains a blog, with articles, lists of achievements, and forecasts. The Evaluator received the social media links in April 2017 (see footnote) ²⁵.

²⁵ ANM has the following social media links:
[TWITTER @ANMdeDjibouti](https://twitter.com/ANMdeDjibouti) ; <https://twitter.com/anmdeDjibouti>

The Evaluator views NMA's cautious approach to equipment purchase and installation as valid, and in step with NMA's steady (but cautious and slow) organizational development process.

The sub-evaluation rating related to Output 3.1 is Moderately Satisfactory (4.0), in spite of the delays encountered because of the well-reasoned approach.

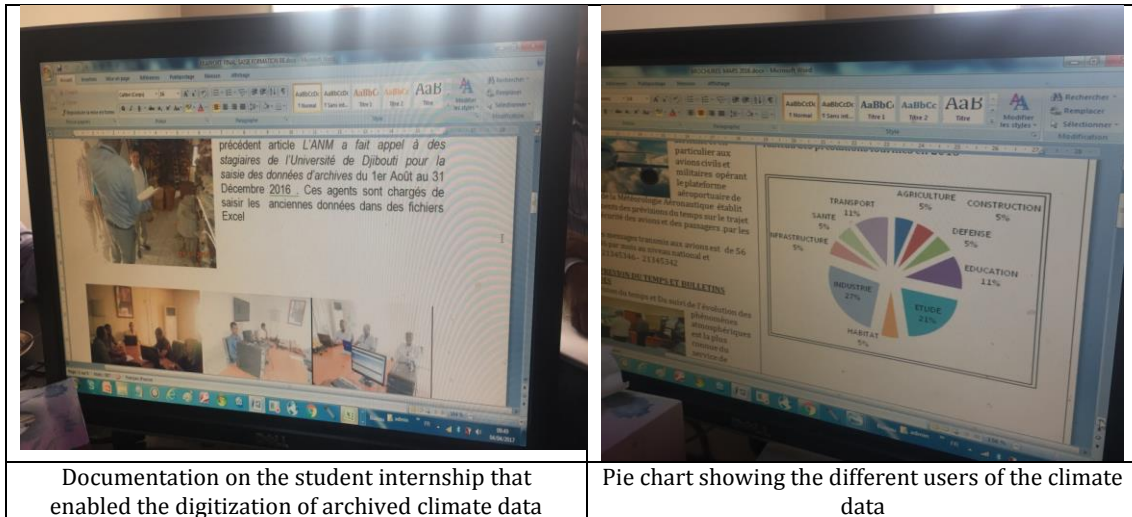
183. **Output 3.2: Sea-level rise impact monitoring system expanded.** One (1) activity was identified to support this output – *Activity 3.2.1: Acquire equipment (maregraphe / tidal gauge) and data treatment infrastructure*. As part of the MoU signed with NMA, a mareograph was purchased in March 2016 to monitor SLR. The equipment was installed, but some data transmission issues need to be resolved for its full operation. It is expected that this problem will be overcome soon.

Sub-evaluation rating related to Output 3.2: Moderately Satisfactory (4), in spite of operational issues.

184. **Output 3.3.** The original output (*Output 3.3: Hydroclimatic monitoring stations in 3 watersheds*) and original activity [*Activity 3.3.1 Acquire hydroclimatic monitoring equipment and data treatment infrastructure and perform regular monitoring and data treatment while ensuring timely distribution of information and provide training for district level monitoring officers*] were rephrased, given that the related equipment was purchased under Output 3.1 and that monitoring, treatment and transmission of climate information is part of NMA's mandate. (That is, there was no need for the project to perform regular monitoring, data treatment and timely distribution of climate information). The *ToC at Evaluation* renamed this output to: **Analysis, interpretation, and dissemination of meteorological data facilitated (including through training)**.
185. The project provided IT equipment (software, hard drives, and printers) to NMA in 2015 to facilitate data treatment and archiving. NMA staff were trained in: i) Treatment, analysis and interpretation of meteorological data; ii) Climate modelling; iii) Maintenance of the material; and iv) Collection and transmission of meteorological data.

186. The project also supported student internships. The students worked for 6 months to digitize all the archived meteorological data. One fee (USD 2,000) supported all of that work, including the student per diem. *This is an example of cost-effectiveness!* This newly digitized data can now be accessed by all.
187. NMA now provides good quality climate information to stakeholders in a timely manner. The climate data has many different users. The Evaluator was shown a pie chart showing the different users (See Figure 22).

Figure 22: Photographs showing the Students who Digitized the Archived Meteorological Data and Pie Chart showing the Different Users of NMA's Climate Data



188. Output 3.3 shows some cost efficiency, through using students to digitize the archived climate data. Overall, Output 3.3 is evaluated as *satisfactory*.

Sub-evaluation rating related to Output 3.3: Satisfactory (4.5)

189. Component 3 started late, as explained above. It had a strong focus on technical training and purchasing and installing equipment. Some equipment has not been installed yet, but NMA is following a valid, but cautious approach to the equipment installation. The component showed some cost efficiency, through using students to digitize the archived climate data. Overall, Component 3 is evaluated as *satisfactory* (4.2).

Sub-evaluation rating related to Component 3: Satisfactory (4.17), in spite of delays

Overall Rating for all Outputs

190. The discussion in Chapter 5.D.1 was necessarily detailed, and attempted to capture all the outputs of the three Components. Table 7 summarizes the scores of all the outputs. The outputs are quite varied, including:

- Conducting studies on hydrogeological modeling; conducting participatory vulnerability assessments; developing decrees, norms and standards; and supporting capacity development in ICZM and CSR in Component 1;
- Building micro dams; rehabilitating mangroves; building improved cook stoves; conducting fisheries activities; growing palm dates; assessing the use of Prosopis; assessing the potential for ecotourism; and installing solar panels and vegetable gardening in Component 2;
- Installing weather monitoring equipment; installing one SLR monitoring gauge; and training and data treatment for climate monitoring in Component 3.

The various outputs show a mixed performance over the project implementation period – quite a few have a satisfactory rating, even though there are some concerns about sustainability over time. Some outputs *aka* activities are not connected to any other process, and are presented and implemented as one-off activities/outputs. Their sustainability is questionable.

Nevertheless, the overall rating on the delivery of all 14+ outputs is:

Satisfactory (4.15)

Table 7. Summary of Performance at Output Level

Component	(ToC) Outcome	Outputs	Rate	COMPONENT RATING	ALL OUTPUTS
1: Policies, planning and scientific capacities for adaptation	1. Scientific approaches and skills for the adaptive management of coastal areas documented and widely-disseminated among key actors	1.1 Detailed synthesis of vulnerability of coastal water resources in context of climate change (completed) (<i>participatory vulnerability assessment at 2 project sites</i>)	MS: 3.6	MS: 3.77	
		1.2.i Study on the current state of water infrastructure completed (<i>as an input to adapting the water policy to climate change</i>)	MS: 3.7		
		1.2ii Institutional mechanisms for ICZM established			
		1.3 Revised standards or norms for sustainable coastal resource use, including water developed	MS: 4.0		
		1.4 Government and non-governmental stakeholders trained in climate change adaptation and ICZM	MS: 4.0		
		1.5 Private sector forum established and private sector trained in coastal issues and in CSR	MS: 4.0		
		1.6 Long-term vulnerability reduction plans for Khor Angar/Damerjog developed at district level	MU: 3.3		
Component 2: Rehabilitation of key buffer ecosystems	2. Environmental vulnerability reduced <u>at the 2 coastal-area project sites</u>	2.1. Degraded watersheds & wadi shores rehabilitated in 2 project areas to reduce sea water intrusion and intense rains	S: 5.0	S: 4.5	S: 4.15
		2.2 Mangrove rehabilitated in the north to reduce coastal erosion / floods from sea-level rise	S: 4.5		
		2.3 Measures to reduce pressure on coastal buffer ecosystems put in place (fuel sources, fishing, community management, agriculture, and ecotourism development)	MS: 4		
		2.4 Technologies for sustainable water extraction and alternative energy production acquired, <u>installed and maintained by local population</u> (includes training)	S: 4.5		
3. Climate forecasting and early warning systems	3. Improved information available for decision making (e.g., climate forecasting and EWS information)	3.1. Climate monitoring system expanded and made fully operational (to support climate forecasting and the existing early warning system)	MS: 4	S: 4.17	
		3.2 Sea-level rise impact monitoring system expanded	MS: 4		
		3.3 Analysis, interpretation, and dissemination of meteorological data facilitated (including through training)	S: 4.5		

Highly Unsatisfactory = < 2;

Unsatisfactory = >2 to 3;

Moderately Unsatisfactory= > 3 to 3.5;

Moderately Satisfactory = > 3.5 to 4

Satisfactory: > 4 to < 5;

Highly Satisfactory= > 5 to 6.

5.D.II Achievement of Outcomes

191. As noted in Chapter 5.D.I above, there were significant changes in the scope and content of the ProDoc activities and outputs during implementation. In addition, the outcomes had to be clarified, and intermediate states needed to be added to fill the logical gaps to reach the project impact. The paragraphs below assess to what extent the delivery of all the outputs will produce the short- and medium-term institutional changes identified as outcomes.

Outcome 1: Key actors have the necessary skills and scientific approaches for the adaptive management of coastal areas

192. The project outputs under Component 1 ranged from: conducting studies on hydrogeological modeling; participatory vulnerability assessments; developing decrees, norms, standards; and supporting capacity development in ICZM and CSR.

193. Stakeholders affirmed at the time of the April 2017 field visit that scientific approaches and skills for adaptive management were increased and disseminated, especially by attending the project workshops and using the resources from the project website (and through various other partner websites). The Evaluator reviewed the technical reports and can attest that most technical reports provide useful knowledge, skills, approaches and data for adaptive management (See Annex 5 for the full list of documents reviewed during this evaluation). Post project, the project reports provide good references and a sound basis for subsequent work on adaptive management.

194. It is not assured however, that the 'approaches and skills' are being widely disseminated. A number of reports were produced in late 2016 and even into May 2017. At end of project, the dissemination of some of the project's 'scientific approaches and skills' for adaptive management is still in its early stages. For instance, the legal framework developed under Outputs 1.2 and 1.3 (e.g., ICZM committee decree) must still pass through government, before being disseminated and implemented. There is no phase 2 to this project, so (*timely*) implementation of the new legal framework once approved cannot be guaranteed, and will be subject to securing a government budget or other budget. Also, some activities / outputs (e.g., 1.6 District level plans) were not completed to a high standard, and also only covered the two districts of the two project sites. So it cannot be said that all the 'key actors have the necessary skills and scientific approaches for the adaptive management of coastal areas'.

Drivers and Assumptions related to Outcome 1

195. The ProDoc and ToC exercise identified a number of risks, drivers, and assumptions.

196.

197. Table 8 presents the drivers and assumptions affecting the full achievement and continuance of Outcome 1, as well as an indication as to whether the assumptions and drivers proved valid over the project period or are likely to prove valid in the post-project period. Of note, some assumptions did not hold (e.g., existence of a Water Master Plan; an active private sector in the project areas), which added to the project delays, as the output / activities had to be redefined during implementation.

198. It is unknown when the legal framework will be approved and then implemented, so it is unknown whether the stakeholders will avidly participate in implementation of the new framework (see driver #4,

199.

200. Table 8).

201. The Evaluator did not receive or review any coastal EIAs, and hence cannot assess whether or not driver #5 (listed in

202.

203. Table 88 below) will hold.

Table 8. Validity of Assumptions and Drivers for Component 1

	Assumptions and Drivers	Valid: yes or no?	Comment
	Component 1 / Outcome 1		
	<i>Assumptions related to Component 1 outputs:</i>		
1.	Existence of a revised Water Master Plan, which could be updated to integrate climate change aspects	No	There was no revised Water Master Plan. This caused delays, as it took some time to design a suitable activity to contribute to this effort in the future.
2.	Private sector is present and active in the (two) project areas	No	There was limited private sector activity in the two project areas, and the output had to be reformulated. Far less could be achieved with respect to private sector involvement because of this invalid assumption.
3.	Decentralized authorities participate in capacity development activities under the project	Yes	Based on interviews, there was good participation at local level
	<i>Drivers specifically related to Outcome 1:</i>		
4.	Partners are engaged and willing to participate in an institutional mechanism for coastal zone management	?	The institutional mechanism (decree for the ICZM committee) awaits approval, so it is unknown whether and when this driver will be validated.
5.	Private sector investments are subject to Environmental Impact Assessments (administered by MHUE); these EIAs consider ICZM and impacts on coastal vulnerability. Impacts of large-scale development can be managed by EIA process	?	The Evaluator did not have a chance to assess the quality and content of coastal EIAs nor the performance of the EIA system in Djibouti.

Given that some key project outputs were produced at the end of the project, the above *uncertainty* about when the new legal framework will be passed (and then implemented), and only having 2 *generic* climate-adapted district plans, it can only be said that a small number of key actors have the necessary skills and approaches for the adaptive management of coastal areas. The overall rating with respect to fully achieving Direct Outcome 1 is: Moderately Unsatisfactory (3.4)

Outcome 2: Environmental vulnerability reduced at the 2 project sites

204. The project outputs under Component 2 ranged from: building micro dams; rehabilitating a desalination plant; rehabilitating mangroves; building improved cook stoves; conducting fisheries activities; growing palm dates; assessing the use of Prosopis; assessing the potential for ecotourism; and installing solar panels to pump water to grow vegetables.
205. Based on the PVA consultant's final report, there was a change in the index of vulnerability at the two project sites over the project period, with Damerjog improving from a score of 25 (quite vulnerable) to 9 (less vulnerable) and Khor Angar improving from 21 to 9. The project positively contributed to the seven (7) indicators of vulnerability used in setting the project baseline (see Footnote ²⁶ for the full list of indicators). Based on the achievement of activities/outputs under Component 2 and the improvement in the index of vulnerability, the Evaluator concludes that *some* progress was made towards '*reducing environmental vulnerability at the 2 project sites*'.
206. However, there is some concern regarding the sustainability of the various measures initiated under Component 2. The many outputs and activities contributing to Outcome 2 are diverse, but often very small in scope. Some activities were implemented as one-off initiatives (e.g., ecotourism consultancy; provision of small fishing equipment that has already needed to be replaced; and short training session on ICZM). The small outputs/activities were not anchored to any further support, and may not survive past the project end date (except as documented, case study references).
207. The larger-scope output / activities also show some sustainability issues. For the rehabilitated mangroves to more fully reduce environmental vulnerability at the project site in the future and for the ecosystem to provide environmental benefits requires safeguarding the young trees over the medium term and until the trees are quite tall. A mangrove rehabilitation process is longer than a Phase-1 project cycle. Of note, the maintenance of the fencing at the mangrove rehabilitation site does not have a guaranteed budget at the moment. Of note, the 2016 *Site Specific Plan for Restoration Building Resilience and Sustainable Management of Khor Angar Mangrove Area* assumes that the mangrove work at Khor Angar is maintained during the post-project period. ***There is no obvious budget provision for this.***

Drivers and Assumptions related to Outcome 2

- 208.
209. Table 9 presents the drivers and assumptions affecting the full achievement and continuance of Outcome 2, as well as an indication as to whether the assumptions and drivers proved valid over the project period or are likely to prove valid in the post-project period. Of note, it is unknown at this time whether the assumptions and drivers will hold beyond the project end date, mainly due to not having guaranteed financial budgets in the post-project period to maintain and monitor the project achievements that contribute to a 'reduction in environmental vulnerability at the two project sites'. Simply put, further support is needed from government or other future projects to support and maintain the achievements of Outcome 2. See

1. ²⁶ At the start of the project, the project team developed an index of vulnerability comprised the following project-relevant indicators, to capture the baseline situation:

- i. Access to sustainable and improved water extraction technologies
- ii. Mangrove status
- iii. Alternative livelihoods
- iv. Access to new energy resources (solar, wind)
- v. Capacity for natural resource management and ICZM
- vi. Existence of Policy on ICZM and IWRM (relevant to Component 1)
- vii. Infrastructure for EWS (relevant to Component 3)

Table 9. Validity of Assumptions and Drivers for Component 2

Assumptions and Drivers	Valid: yes or no?	Comment
Component 2		
<u>Assumptions related to Component 2 outputs:</u>		
The invasive species <i>Prosopis</i> has limited negative environmental impacts	?	The environmental impacts of <i>Prosopis</i> have not been explicitly studied in the project areas, and are unknown. The project opted to 'manage' rather than eradicate <i>Prosopis</i> – a solution that satisfied environmental and economic concerns at this point in time.
The impacts of a large-scale development on the Khor Angar ecosystem can be managed and mitigated by the national EIA system	?	There is no explicit monitoring system (with budget) to monitor the impacts of large-scale developments on the Khor Angar ecosystem
Private sector investments are subject to Environmental Impact Assessments (administered by MHUE). The EIAs consider ICZM and impacts on coastal vulnerability.	?	Stakeholders mentioned that the general capacity to enforce EIA requirements and to conduct EIA has improved since 2010, due to now having more consultancy firms. However, there was no chance to review the quality of the EIAs conducted in Djibouti, with respect to integrating coastal management issues.
Water savings (e.g., from more efficient garden irrigation) are not used to expand uses	?	Local Association in Damerjog mentioned that there are an increasing number of gardens (over an expanded area). This needs to be monitored.
Local communities are willing and able to depart from traditional activities to practice innovative and resilient livelihood methods	Yes, <i>partial evidence</i>	Women in the two project areas quickly adopted the improved cook stoves; fishers were keen to learn new and more sustainable fishing techniques
<u>Drivers relevant to the Component 2 outputs:</u>		
The project workplan can be adapted to key population movements / transhumance	Yes	The project adapted its program to the semi-nomadic communities
The alternative sources of livelihoods developed in the project-site communities create incentives to sustain the project benefits	?	There is no guaranteed funding source at this time to maintain livelihood measures in the post project period (e.g., rehabilitated mangrove sites; spare parts for the solar panel).
<u>Drivers related to Outcome 2:</u> Tools, methodologies and resources are provided for mangrove monitoring	?	There is no guaranteed funding source to monitor the mangrove in the post-project period.

Given the post-project sustainability issues, the overall rating with respect to achieving Direct Outcome 2 is: Moderately Unsatisfactory (3.4)

Outcome 3: Climate forecasting and EWS information is systematically used by decision makers

- 211. The project outputs under Component 3 ranged from Installing weather monitoring equipment; installing one SLR monitoring gauge; and training and data treatment for climate monitoring in Component 3.
- 212. Implementation of the activities / outputs of this component began late, i.e., in 2015 and 2016, given that the new NMA was not yet functional at the start of the project. This component focused on building capacity (e.g., provision of equipment and training).
- 213. At end of project, some equipment still needs to be installed and one piece of equipment needs to become operational. Of note, NMA took a cautious and slow approach in its organizational development in step with its capacity development. It has built the necessary groundwork to provide improved climate data for decision making. It has integrated ‘sustainability’ and ‘securing budgets’ to support its system of operation into its *modus operandi*. NMA can now provide improved climate data to decision makers.

Drivers and Assumptions related to Outcome 3

- 214. Table 10 presents the drivers and assumptions affecting the full achievement and continuance of Outcome 3, as well as an indication as to whether the assumptions and drivers proved valid over the project period or are likely to prove valid in the post-project period.
- 215. Of note, most of the assumptions identified for Component 3 were not relevant, as NMA’s mandate is related to the provision of climate data, and not specifically EWS. There is some evidence climate information is being used by decision makers (see NMA brochure, in Annex 15, showing a pie chart of the various climate data users, by sector for 2015).

Table 10. Validity of Assumptions and Drivers for Component 3

Assumptions and Drivers	Valid: yes or no?	Comment
Component 3		
<u>Assumptions related to Outcome 3:</u>		
There is willingness and resources to extend the EWS to areas beyond Djibouti city, and to sustain operations beyond the project duration	N/A	The project supported NMA, who supplies the Disaster Department (in charge of the EWS) with climate data, on request. The project did not directly deal with the Disaster Department
Hydroclimatic data is used for the implementation of the EWS	N/A	As above
<u>Drivers related to Outcome 3</u>		
Coordination with partners active in early warning and disaster response in Djibouti to ensure that relief interventions (e.g., in the case of droughts or floods) are also directed towards the two project zones)	N/A	There was no extreme weather event during the project life.
Decision makers access and apply the improved information on climate forecasting / EWS (to reduce vulnerability)	yes	Evidence was provided showing an increasing number of users of climate data.

The overall rating with respect to achieving Direct Outcome 3 is: Moderately Satisfactory (3.7)

Overall Rating for All Outcomes

216. There are sustainability issues related to both Outcomes 1 and 2. There is still some equipment to install under Component 3 / Outcome 3, but Outcome 3 has integrated some sustainability measures. The average overall rating on the delivery of project outcomes is moderately unsatisfactory (3.5)

The overall rating on the delivery of all three (3) project Outcomes is: Moderately Unsatisfactory (3.5)

5.D.III Likelihood of Impact

217. The UN Environment Decision Tree methodology provides the general framework to assess the likelihood of impact. Table 11 extracts the outcomes and intermediate states developed as part of the Chapter-4-ToC exercise to facilitate the discussion on the '*likelihood of impact*' and indicates whether the assumptions and drivers related to the Intermediate States are likely to 'hold'.

Table 11. Likelihood of Impact along Causal Pathway

Direct Outcomes	Achieved? Yes /no	Likely to be achieved soon? (yes/no)	Rating (likely / unlikely)	Assumptions to move to Intermediate State	Will the assumption hold (yes /no)	If the assumption can hold, are there effective drivers? (yes or no)	Intermediate State and likelihood to be achieved (Y/N)	Assumptions & Likelihood of impact
1. Key actors have the necessary skills and scientific approaches for the adaptive management of coastal areas	Partially	Some aspects could be <u>achieved</u> , but require further organizational and financial support (e.g., approval and implementation of new legal framework). Other aspects are not likely to be <u>achieved soon</u> . Of note, <u>vulnerability reduction plans were only initiated in the 2 project sites</u> . The two plans are very generic. There are other partner projects and government activities that support cc adaptation, but it is unclear whether other coastal district-level vulnerability reduction plans will be completed under other funding.	Overall, <u>somewhat unlikely to achieve full outcome</u>	All coastal developments (including private sector investments) are subject to (good quality) EIAs, which consider / integrate CCA, ICZM and coastal vulnerability	<u>It is unknown whether this assumption will hold.</u> According to stakeholders, capacity to conduct EIAs has improved over the project period, with many new consulting firms emerging to complete this type of work. However, the Evaluator did not have access to completed EIA documents to verify that coastal EIAs now integrate cc adaptation into the policies, plans, programs, and projects affecting coastal areas	<u>Yes, there is possibly an effective driver:</u> <i>'Stakeholders are engaged and willing to participate in an institutional mechanism for coastal zone management'</i> . One indication of this is that stakeholders avidly participated in the ICZM workshop. This avid participation has the potential to continue <i>once the legal framework is approved, but there is no guarantee.</i>	All policies, plans (including district-level vulnerability reductions plans for all coastal districts), programs, standards / norms, and projects affecting Djibouti's coastal areas integrate climate change adaptation and are implemented along entire Djibouti coast by all stakeholders (including private sector stakeholders) <u>Unlikely to be achieved without focused attention and budget</u>	Impact: Social and environmental resilience of coastal areas increased Assumption: Government and/or partners commit financing and other resources to implement and further develop the project-related climate-change-adaptation (CCA) legal framework, the local vulnerability reduction plans, and the CCA measures in coastal zones
2. Environmental vulnerability reduced at the 2 coastal-area project sites	Partially	<u>The direct outcome may not be fully achieved.</u> There are other partner projects and government activities that support cc adaptation, <u>but these are in different locations</u>	Overall, <u>somewhat unlikely to achieve full outcome</u>	Water savings (e.g., from using solar-powered water pumps) are not used to expand water use Local communities are willing and able to depart from traditional activities to practice innovative and resilient livelihood methods in coastal areas	<u>These 2 assumptions run the risk of not holding.</u> Water savings in Damerjog are leading to expansion of agriculture. If the mangrove is not protected until the trees are large enough, it will likely be damaged by livestock (and new livelihood methods could be abandoned)	<u>Yes, there are drivers, but these drivers may not 'hold' over the post-project period.</u> The drivers are: * Tools, methodologies and resources are provided for mangrove monitoring and maintenance * The alternative sources of livelihoods developed in the project-site communities create incentives to sustain the project benefits.	Measures to rehabilitate coastal habitats, reduce pressure on coastal ecosystems & use water sustainably <u>are applied along the entire Djibouti coast</u> , increasing the resilience of coastal zone <u>Unlikely to be achieved without additional budgets, and continued focused attention on project areas and on other coastal areas.</u>	Impact unlikely to be achieved
3. Climate forecasting & EWS information is systematically used by decision makers	Partially	<u>Perhaps this outcome will be achieved.</u> There was some effort to secure a national budget to maintain the project achievements.	<u>Somewhat likely to achieve full outcome</u>	Government or partners commit financing and other resources to implement and sustain the climate monitoring There are no extreme climate events such as floods /droughts that disrupt project activities, or damage ecosystems and infrastructure	<u>Maybe the 1st assumption will hold.</u> There are no obvious follow-on partners, but NMA has made efforts to secure its maintenance budget. Future climate events are not known.	<u>Yes, there are effective drivers:</u> <i>Decision makers (continue to) access and apply the improved information on climate forecasting / EWS (to reduce vulnerability)</i>	Preventative measures systematically taken in response to climate forecasting and early warning data, reducing losses from extreme climatic events <u>Somewhat likely to be achieved, as stakeholders are already using the new climate data</u>	

218. Table 11 shows that the project impact is unlikely to be achieved. The partially achieved outcomes can *only contribute* to the achievement of all the Intermediate States and ultimately to the overall impact.
219. There is no Phase 2 planned for this project. The Evaluator considers it unfortunate, given that at end-of-project, several outputs (and hence outcomes) are left ‘dangling’, and not fully anchored to a ‘next step’. Some of the project’s contribution to Intermediate States and to the impact may be lost. In short, without secured government budgets, a Phase 2, or new partner projects, the project achievements are not likely to be sustainable and are unlikely to fully deliver the expected outcomes, the intermediate states, and the project impact.
220. There are two other LDCF projects and various other projects (e.g., IFAD project with a component on mangrove rehabilitation in Godorya) that will contribute to achieving the listed impact. However, the new LDCF projects do not work in the same locations as this project (LDCF1).
221. The ProDoc of the LDCF2²⁷ lists the linkages and overlaps with this NAPA coastal project. LDCF2 aims to: 1) Improve access to water; ii) Restore mangroves; and iii) and Develop sustainable fisheries and ecotourism around the restored mangroves. LDCF2 expects to build on the lessons learned from this LDCF1 project (e.g., the protocols developed for mangrove restoration at the Khor Angar site; information on water re-use for agriculture). LDCF2 will also benefit from the capacity developed within government and other key institutes under LDCF1, integrating the enhanced capacity into its Project Steering Committee (PSC) or into project activities / outputs. Similarly the LDCF4 which already has a Project Identification Form (PIF), will benefit from LDCF1 (e.g., the LDCF4 will benefit from the project’s experience with vulnerability assessments, agriculture, and groundwater recharge work). (N.B. LDCF3 is being implemented by UNDP).
222. It seems that the LDCF2 and LDCF4 will benefit significantly from the achievements of the LDCF1, but it seems unlikely at this time that the LDCF2 and LDCF4 will contribute to the sustainability of this pioneer LDCF1.

**The overall rating on the likely delivery of Intermediate States and the impact is:
Moderately Unlikely (3.3)**

223. Considering the project’s performance under *achievement of outputs* (all 3 Components, S: 4.15), potential to achieve all 3 outcomes (MU: 3.5), and potential to achieve Intermediate States and the Impact (MU: 3.3), the overall rating for effectiveness is considered moderately satisfactory (3.65), buoyed up to an MS rating by the relatively strong performance under outputs.

The overall rating for Effectiveness is: Moderately Satisfactory (3.65)

5.E (Cost and Time) Efficiency

5.E.I Delays and No-cost Extensions

224. Although this project had its specific reasons for delays, it is not unusual for a Phase-1 project to encounter some lengthy delays, especially in the first couple of years. The project duration was initially 4 years (2010–2014). The project team highlighted in 2011 that the lengthy inception period (September 2010 –June 2011) would likely lead to a project extension, but the formal request for an extension was not made at that time.
225. The Mid Term Review (MTR) in 2014 *formally* reported significant delays, which were attributed to various reasons, including: 1. Slow inception period, especially due to capacity constraints; 2. Recruitment issues; 3. Slow negotiation of MOUs with project partners; and, Consultants not completing their TORs. Very little of the budget had been spent by 2014 and few activities / outputs were achieved in Years 1 and 2. The

²⁷ The LDCF2 project combines Ecosystem-based Adaptation (EbA), hard infrastructure, and institutional and capacity development activities to reduce climate vulnerability of communities living in the Hanlé Plains and coast of Tadjourah Region. The new project will: i) Restore degraded *Acacia* woodlands and mangroves; ii) Install infrastructure to combat droughts and floods (e.g., gabion walls; solar-powered borehole pumps); and iii) Establish agro-pastoral plots to increase agricultural productivity and diversify livelihoods; iv) Apply rainwater harvesting techniques and contouring; iv) Apply improved climate-resilient agricultural techniques (e.g., drip irrigation); and v) Support climate-resilient alternative livelihoods (e.g., apiculture, aviculture and marketing of crafts).

2014 MTR identified the delays as a major risk to the project. And, the first formal request for extension was made in 2014, extending the project (at no cost) to December 2015. (There was a second and third extension granted to facilitate the completion of the activities and outputs).

226. Given the nature of the delays (mostly related to context), the requested extensions seem unavoidable, in retrospect.
227. Overall, the project progress was stronger from mid-2014 to end of 2016; the project largely made up lost time, and the context improved (e.g., MOUs were successfully negotiated and the capacity constraints eased, with CERD completing much of the research studies).

This was a Phase 1 project (and Phase 1 projects tend to have delays), but having to request 3 project extensions is significant.

**The sub-evaluation rating related to 5.E.I: Delays and No-cost Extension is:
Moderately Unsatisfactory (3.5)**

5.E.II Time Saving Measures, Timeliness and Synergy

228. The project had some issues related to time efficiency and timeliness, as discussed below.
229. **Capacity constraints and timeliness.** The implementation of activities and outputs was affected by capacity constraints and delays in recruitment (e.g., some TORs had to be advertised more than once; some consultants were hired and never completed the work or produced work at a quality lower than expected, requiring significant revisions). This affected the timing and timeliness of the outputs and activities, and the sequencing of inputs (also see next paragraph regarding 'sequencing').
230. **Timeliness, synergy and (non-optimal) sequencing of activities.** The three (3) project components were meant to be inter-related. Each component was expected to build on the activities, outputs and outcomes of the other two components: e.g., in theory, the sustainability of the rehabilitated ecosystems in Component 2 was supported by the Component-1 national-level capacity building efforts in policy and regulatory framework and the Component-3 monitoring efforts.
231. **In practice,** activities and outputs were done out of sequence e.g., Activity 2.1.1 (*micro dams*) was completed before Activity 1.1.1 (*hydrological modeling*). The community level adaptation plans (Output 1.6.1) were developed without reference to the revised policy documents (Outputs 1.2 and 1.3). The hydrological modeling (Output 1.1.1) was to feed into Output 1.6 (vulnerability reduction plans), but 1.6 was completed before Output 1.1.1 was finalized. The full activation of the ICZM forum (Output 1.2.3) awaits the approval of the relevant Decree. This forum was not in a legal position to support the revisions of standards or norms (Output 1.3). Overall, the project lost some of its effectiveness and cost efficiency because the sequence of activities and outputs was not always efficient and correct. *This does suggest that the stakeholder coordination within a component, between the three (3) components, and between external stakeholders should have been stronger during the project life and from design phase to completion, to better support synergy and timeliness.*
232. **The costs related to having an insufficient project design and having too many small activities.** The ProDoc proposed some activities for each output. Due to the vague unclear activities listed in the ProDoc (also see Chapter 5.D1, *Achievement of Outputs*), much time was spent on re-planning and downsizing the activities to 'fit' the available budget. In practice, some activities / outputs were only allocated a small budget (e.g., Activity 2.1.1 on rehabilitating existing wells) and a smaller activity had to be designed in light of the budget. Some activities were one-off activities (e.g., the sub-activities in 2.3.5 on Prosopis and on training the private sector in ecotourism) with no follow-on activity envisaged under the project.
233. The Evaluator concludes that there were too many planned activities and outputs, and the financial resources were spread too thinly. It would have been more time efficient to select a smaller number of fully resourced and fully-planned activities/outputs (which would have saved time with respect to planning, budgeting, and recruiting). The general impression is that a more focused project would have been both more time and cost efficient.
234. **Procedural changes.** The change in UN and GEF financial procedures caused some delays, including extra work, also subjecting project staff to another learning curve (also see *Chapter 5.E: Financial Management*).
235. **Staff turnover.** The CTAs and UN TM changed 4 and 5 times (respectively), which was beyond the

control of the project. This caused a bit of delay according to the project team, with each new staff having to quickly learn about the project. Some of the institutional memory was undoubtedly lost with the frequent staff changes, but based on the available documents, the Evaluator cannot detect any significant disruptions related to the staff changes and timeliness, other than the one mentioned by the project team.

The project had some timing and timeliness issues, some of which stemmed from the project design.

Sub-evaluation rating related to 5.E.II: Time Saving Measures and Timeliness is: Moderately Unsatisfactory (3.3)

5.E.III Synergies and Building on Pre-existing Institutions, Agreements, and Partnerships

236. **Institutions and Partnerships.** The executing agency (MHUE) implemented the project through existing institutions / partners, that is, through CERD, MAEM, NMA, regional government and local communities (Khor Angar and Damerjob). At time of project design, NMA (new institution for meteorology) was yet established, but as soon as it was, the project team made an agreement with NMA and the Component 3 outputs were transferred from the CERD to NMA.
237. Of note, the conclusion of agreements and the development of partnerships proved to be more challenging and more time-consuming than expected (e.g., CERD and NMA). Eventually all matters were resolved.

Sub-evaluation rating related to 5.E.III: Synergies and Building on Pre-existing Institutions, Agreements and Partnerships is: Moderately Satisfactory (3.7)

Due to having 3 no-cost extensions and a number of issues related to poor timeliness and lack of synergy, overall rating related to 5.E. Efficiency is: Moderately Unsatisfactory (3.5)

5.F Monitoring and Reporting

238. The Evaluator reviewed the monitoring framework and monitoring reports completed over the project life (e.g., ProDoc, PIRs, and MTR).

5.F.I Monitoring Design and Budget

239. The monitoring and evaluation (M&E) plan was considered consistent with GEF and UN Environment monitoring and evaluation policy. Monitoring tasks and reporting tasks were clear. Appendix 4 of the ProDoc provided the results framework, including some SMART²⁸ and verifiable indicators, baseline, end-of-project targets, and risks and assumptions for the project objective and for Outcomes 1 to 3. ProDoc Appendix 6 showed some key deliverables and the mid-term and end-of-project benchmarks and deliverables. Appendix 7 showed the M&E budget.
240. Some of the indicators were revised in September 2010, when C4 EcoSolutions – a South African consultancy firm – completed the baseline report. **Annex 11** (*Project Indicators and Drivers and Assumptions*) shows the approved project indicators. Not all the drivers and assumptions were identified in the ProDoc or during the Inception period. Annex 11 also shows the complete list of drivers and assumptions, as per *ToC*.
241. Of note, the selected project indicators didn't always reflect the correct level in the logical framework. The project indicators for objective / impact level included: *Number of staff trained*; *Number of policies and plans integrating climate change*; and *Number of hectares rehabilitated*. These types of 'quantitative' measures are well suited for activity and output level, or for outcome level (if a qualitative aspect is also included). What needed to be monitored at the objective / impact level in this project was evidence showing that resilience was improving and that climate change impacts on coastal ecosystems and communities were being addressed (e.g., positive change in livelihood).

²⁸ SMART indicators are specific, measurable, achievable, relevant, and time-bound.

242. A few outcome indicators do measure 'change'. However, most of the indicators used at the *outcome* level also show *some* confusion related to 'level' of the logical framework. 'Outcome' indicators included: '*Number of science-based vulnerability assessments*'. The latter is like an *output* indicator, and does not clearly measure a change in capacity or behaviour or the degree to which an outcome, such as capacity for adaptive management has been achieved.
243. Of note, the ProDoc did not provide indicators for each output. Also of note, as the project refined the activities and outputs during implementation, the indicators should have been revised to reflect the re-defined activities/outputs. This was not done.
244. Overall, the **monitoring plan** was not a detailed plan: it set out the general responsibilities, identified the key related M&E events (e.g., inception workshop, annual and 6-month reports, mid-term and final evaluation), and outlined the budget.
245. Regarding the monitoring budget, the MTR and the TE have the same budget (USD 25,000) (or about 38 work days for an international consultant, when travel and per diems are extracted for the sum). Although the TE Evaluator cannot comment on how adequate this budget was for the MTR, it is noted that the TE took the Evaluator more than 3 times the allotted time to complete. In brief, the UN Environment TE methodology is very comprehensive, and covers the whole project period. With many outputs / activities completed in late 2016, there was a lot more technical material to review during the TE, in comparison to the MTR.

Sub-evaluation rating related to 5.F.I: Monitoring Design and Budget is:

Moderately satisfactory (3.7)

5.F.II Monitoring Implementation

Monitoring

246. The monitoring exercise was tightly linked to the 6-month progress reports, the PIR annual reports, the 2014 MRT, the annual Task Manager visit, and the annual CTA visit. The evidence linking monitoring data to adaptive management is quite *mixed*.
247. *Some* monitoring data was used for adaptive management. For example, in 2012, a risk related to work flow and capacity was identified as potentially causing major delays. It was noted that there were very few local experts to conduct the project's technical studies, and most of the qualified experts were employed by CERD. To overcome the capacity constraints, PIR (2012) proposed to work at the institutional level by subcontracting CERD to implement many of the research activities. This was implemented, and even with delays related to signing a collaborative agreement, the studies were then completed. The 2014 MTR recommended to hold more frequent PSC meetings to strengthen stakeholder engagement and indeed there were two PSC meetings in 2014 and two in 2015.
248. There is also evidence that the monitoring data was not fully utilized. In 2012 (but also mentioned in the subsequent annual PIRs and in the 2014 MTR), issues related to the sufficiency of external communications were noted. The recommended action was to develop a communications plan and a website. A website was established, but the operation of the website was less than ideal, with successive PIRs and the MTR noting that the website maintenance was not efficient and must be improved. An explicit communications plan was never developed. 'Adequacy of communications' remained an issue during the project life, as reiterated in PIR 2016: '*communication of project activities, results and lessons learnt to various stakeholders at the national and local levels must be strengthened; publications and communication campaigns should be considered as part of this action*'.
249. The Evaluator did not obtain any information on whether the GEF tracking tool was completed, and therefore cannot comment on whether the TE findings mirror the findings of the GEF tracking tool²⁹.
250. It is difficult to fully compare the PIR findings (including the last PIR in 2016) with this TE, as many activities and outputs were completed in late 2016, whereas PIR 2016 covers to June 2016. The PIR focused more on completion of activities, whereas the TE more closely looked at the quality of the outputs / activities. The PIRs did however identify from early on some of the key persistent issues, also highlighted in this TE: financial sustainability, communications, and knowledge management, showing a measure of

²⁹ The GEF tracking tool was not yet a requirement when the project was approved. Therefore, it was not used.

accurate monitoring.

Sub-evaluation rating related to 5.F.II: Implementation is:

Moderately Satisfactory (3.8)

5.F.III Project Reporting

251. UN Environment financial- and especially the progress-reporting requirements were considered heavy by the Executing Agency (EA). Although capacity constraints contributed to the EA's perception that the reporting requirements were a heavy burden, the progress reports also tended to be lengthy and repetitive. In addition, some of the project reports had to be translated from French into English. Much energy was devoted by the Executing Agency to generate the project monitoring reports (and the financial reports). Similarly, the UN Environment TM indicated that obtaining reports and verifying their content was time consuming.
252. UN Environment and GEF approved the PIR reports, and it can be assumed that the reports therefore met their requirements. However, the Evaluator (and also the project team) found the PIR report format unwieldy, yielding reports that were too long and complicated, and hard to navigate (e.g., lengthy tables, with a lot of blank space). The Evaluator found it difficult to use a PIR to understand project progress, to view the planning, or to locate the issues and solutions. For one, the project planning was mixed into the progress reporting (without a clear heading separating previous progress, current progress, and plans for the future). The above listed challenges regarding reporting suggest that further attention to the design and the streamlining of the progress reporting format and structure would benefit all, including the Implementing- and Executing Agencies.
253. The reporting focused significantly on the 'percent completed' for each activity / output. Partners were sometimes subjected to strong pressure to quickly complete their 'activity'. Some partners felt that UN Environment did not understand all the implementation steps and all the field challenges – *a point somewhat related to the insufficient output/activity design (see 5C. Quality of Project Design). For example, some activities entailed multiple steps and the steps were not sufficiently considered at design phase and hence not initially integrated into the implementation schedule*). According to some partners, a 'tick-the-box approach' to monitoring and reporting and to checking whether or not an activity was completed did not sufficiently explain and capture the context challenges nor the actual lengthy steps and procedures.
254. Regarding *access to reports*, and in particular technical reports, the Evaluator spent some time trying to locate the various technical reports, as these were not readily available. Many technical reports were received during the mission to Djibouti; a few technical reports were received only *after* the mission. Hence, most of the technical reports were read *after* the April 2017 Djibouti visit. (It would have been better to read the technical reports before the field visit).

Given that the report monitoring met the official requirements, but had some weaknesses, the sub-evaluation rating related to 5.F.III: Reporting is:

Moderately Satisfactory (3.8)

255. In summary, although there are areas that could have been improved in the monitoring framework and its implementation (as listed above), It suffices to say that enough monitoring did take place during the project life with attention to detail and content. The monitoring results were generally used to guide the project.

Sub-evaluation rating related to 5.F: Monitoring and Reporting

Moderately Satisfactory (3.77)

5.G Financial Management

256. *Chapter 3.F, Project Financing* (p. 14) comments on the incompleteness of the financial information (only to June 2016) at the time of the TE. Also, the financial reports provided to the Evaluator did not provide a clear overview of the spending by components, outputs, and activities. The Evaluator generated a budget overview by component, based on the budget presented in the ProDoc and the expense report to June 2016 (provided by the Project Manager). As mentioned in *Chapter 3.F*, the Evaluator made some corrections to the presentation of budget lines (e.g., CTA costs were initially allocated to Component 1, rather than to Project Management). (See Table 3. GEF/UN Environment Project Costs, page 14). It is expected that the budget will be fully consumed, once all the expenses are accounted for in 2017.
257. *Note that the spending under the outcomes appears low in June 2016 because some key activities, for instance, the hydrogeological modeling (and workshop) (Outcome 1), the 2nd contract to clear the mangrove canal (Outcome 2), and some equipment purchase (Outcome 3) had not been completed or invoiced yet.*
258. There was no report on actual co-financing, hence Chapter 3.F [**Error! Reference source not found.** (p. **Error! Bookmark not defined.**)] only provides the planned co-financing. According to PIR (2016), co-financing was an issue initially (for example, there was no budget to buy a car, and a budget had to be identified). As of June 2016, the PIR (2016) mentions that of the expected \$2,405,000 in co-financing, \$2,339,000 had been realized. PIR 2016 (p. 62) also makes a general statement that '*Cumulative reporting over the project lifetime indicates that the co-finance appears to go beyond what was expected, although this has not been very visible*'. The Evaluator did not obtain any report on co-financing, and cannot therefore substantiate that statement.
259. There were no obvious gaps in the budget and financial planning at the design stage. However, once the project team began to more clearly define the activities and outcomes, it became clear that the budget for some activities/outputs was too small or that some ProDoc activities were no longer relevant. Managing the capacity constraints and other issues (e.g., redefining and clarifying the activities) resulted in annual budget revisions (e.g., after each PMC meeting) and 3 no-cost extensions.
260. The Evaluator reviewed the quarterly financial reports for 2012 to 2016, including the back and forth communications between the Project Manager (PM) and the Task Manager (TM). The Evaluator did not find any evidence of major dissent over budget issues over the project period, based on the provided financial files. However, quarterly financial reports often had the same exchanges between the PM and the TM. Typical TM requests to the PM included: *Provide more details on the purpose of an activity; Place this expense under another budget line; and/or Provide the technical report or physical product of an activity.* The TM confirmed that the same errors (i.e., budget being reported in the wrong category or expenses that had not been approved beforehand) appeared several times over the project period, despite the TM's routine attempts to correct the same. The requests for corrections were promptly answered, showing in general good communication between financial and project management staff. It is unclear to the Evaluator why the same requests had to be made so often and over the years, but this does suggest a capacity issue.
261. The financial system allowed for strict financial management. One issue identified by project stakeholders was that the financial procedures changed during the project life, requiring relearning by the project team and resulting in some delays as the new system came into operation. Specifically, the Umoja system was introduced in March 2015 at the UN Secretariat, which affected UN Environment and its cash advance procedures into 2016.
262. Another issue is that the financial system was not always in tune with the domestic requirements. Cash advances were requested on a 6-month basis; these could take up to several months to be approved; the latter was not practical for the project.
263. Some procurement procedures were also not compatible with the national financial system. For example, NMA mentioned that one international procurement procedure was particularly challenging, as their supplier required full up-front payment, whereas the UN financial procedures could not accommodate this. NMA had to find its own solution to this financial impasse.
264. The project team indicated that a 6-month cash advance system makes it difficult to do good planning and that the cash-advance system took too much time. Annual budget planning is more appropriate to the context, rather than budget planning every 3 to 6 months. **Stakeholders recommended that the cash-advance system be improved under the LDCF2 and LDCF4 projects** towards an annual cash advance system.
265. It took some time to initiate the financial auditing process: the first financial audit was conducted in 2012, for expenses in 2010 and 2011. Thereafter, financial audits were conducted yearly and in a relatively timely manner. The auditors did not find any abnormalities in the use of the grant funds, and the project

spending was consistent with the terms of the agreement. The general conclusion is that after some delay with submitting expenses to an annual financial audit, there was good compliance with relevant UN financial management standards and procedures.

266. The TM and Financial Management Officer (FMO) also confirmed that there were no financial irregularities and that an appropriate level of communication took place between PM, TM, and FMO, each being responsive to budget requests and clarifications.

267. Table 12 summarizes financial management across the life of the project and assesses the adequacy of financial information provided for this evaluation.

Table 12. Financial Management

Financial management components:	Evidence/ Comments <i>See text under 5.E</i>
1. Questions relating to financial management across the life of the project:	<i>MS</i>
Compliance with financial requirements and procedures of UN Environment and all funding partners (including procurement rules, financial reporting and audit reports etc)	S (4.2)
Timeliness of project financial reports and audits	MS
Quality of project financial reports and audits	S
Contact/communication between the PM/TM & FMO	S
PM/TM & FMO responsiveness to addressing and resolving financial issues	*MS (3.7)
2. Questions relating to financial information provided during the evaluation:	<i>MU (3.3)</i>
Provision of key documents to the Evaluator (based on the provision of A-F below)	MU
A An up-to-date 'Co-financing and Project Cost's table	MU
B A summary report on the project's annual financial expenditures during the life of the project.	To June 2016
C Financial documents from Mid-Term Evaluation/Review (where appropriate)	Y
D All relevant project legal agreements (e.g. SSFA, PCA, ICA) – where appropriate	Y
E Associated financial reports for legal agreements (where applicable)	N/A
F Copies of any completed audits	Y
Demonstrated knowledge by the PM/TM & FMO of partner financial expenditure	?
PM/TM & FMO responsiveness to financial requests during the evaluation process	MU
Overall rating	<i>MS: 3.73</i>

Note: *Resolving financial issues could take too much time.

Up-to-date financial information was not available for this evaluation. Nevertheless, the financial reporting complied with standards: Moderately Satisfactory (3.73)

5.H Sustainability

268. The sustainability of the project is addressed under 4 sub-titles: I. Socio-political sustainability; II. Institutional Sustainability; and III. Environmental Sustainability, and IV. Financial Sustainability.

5.H.I Socio-political Sustainability

269. Consultation was conducted with communities and government during the NAPA formulation and the project preparatory phase, helping to align the project with national and local needs.

Community-level socio-political sustainability

270. The ProDoc mentions that by addressing local needs (e.g., livelihood improvement or more secure access to water), communities would have an incentive to sustain and maintain measures / equipment in the post-project period. Local authorities, local associations, traditional and religious leaders and community members were involved during project implementation at the project sites. Stakeholder interviews and observations in both Khor Angar (with local chief, sub-prefect, Regional Point Coordinator, local contractor, and nursery workers) and in Damerjog (with charcoal maker, users of the improved cook stoves, gardeners using solar pumps, users of the micro dams, and President of the Damerjog Local Association) confirm community interest and general commitment to sustaining the project assets.

Government-level socio-political sustainability

271. Given the harsh climate and increasing impacts related to climate variability and climate change, the Government of Djibouti is committed to climate change mitigation and adaptation. It ratified the United Nations Framework Convention on Climate Change (UNFCCC) in 1995, developed its National Adaptation Programme of Action (NAPA)³⁰ in 2006, and developed a second national communication (submitted to the UNFCCC in 2014). Djibouti's continuing commitment to adapting to climate change can also be seen in its 2015 Intended Nationally Determined Contribution (INDC)³¹, which commits the country to step up its fight against the effects of climate change (e.g., Djibouti committed to reducing its GHG emissions by 40% by the year 2030, compared to 2010 baseline – representing close to 2 Mt of CO₂e). In that sense, the project outputs and outcomes had the commitment of senior managers and decision makers and this political framework supports the project results. In addition, the project outputs include decrees and regulations, which by definition will enter the realm of socio-political sustainability, *once approved*.
272. However, the Evaluator did not obtain a copy of government budgets that explicitly confirm budget allocation to implementing NAPA priorities and other climate change mitigation and adaptation measures. Of note, as a LDC, much of the budget to fulfill climate change commitments is expected from international sources.
273. The *ToC at Evaluation* highlights that some project activities and outputs were at district level. Much work remains to expand the gains made under the project to cover the entire Djibouti coast (e.g., developing vulnerability reduction plans for all districts). Also, the project only worked on a very small portion of the policies, plans, standards and norms. Many other policies, plans, and standards need to be adapted to climate change (e.g., agricultural policy, including livestock policy; irrigation policy; transport policy, including port development policy; tourism policy; and gender policy).

Considering the above, the sub-evaluation rating related to 5.H.I: Socio-Political Sustainability is 'likely' (4.5)

5.H.II Institutional Sustainability

274. The general scope of the project (i.e., climate change adaptation) was within the MHUE's mandate and within the mandate of its key partners. The project had a strong focus on capacity building. The reports generated using project support remain as excellent resources. Skills such as practical knowledge about rehabilitation practices were transferred to MHUE (e.g., MHUE now does mangrove rehabilitation on its own, without PERSGA or other external expertise). The project used existing institutional structures and processes to implement the project, strengthening overall capacity to implement climate change adaptation. Once government approves the new decrees, these become part of the institutional legal framework. The MHUE now has 2 other LCDF projects, which involve (or will involve) much of the same partners. The institutional capacity built under this LCDF1 will serve the follow-on projects. The above indicates a measure of institutional sustainability.

Sub-evaluation rating related to 5.H.III: Institutional Sustainability is: Likely (4.5)

5.H.III Environmental Sustainability

275. ProDoc (4.1) stated that the key technical options for adaptation were selected based on their potential to mitigate climate change impacts and to rehabilitate degraded ecosystems. That is, selected options had technical feasibility *and* were environmentally effective adaptation options. Components 1 and 3 mainly have a national focus, with activities geared towards capacity development and the development of the policy, legal, and planning framework, and technical studies to support this work. These are expected to support environmental sustainability in the long term. Component 2 aimed to restore and enhance

³⁰ The NAPA priorities focus on: 1. Promoting adapted and sustainable water extraction; 2. Harvesting and conservation technologies; 3. Promoting livelihoods; 4. Diversification; 5. Sustainable management; 6. Conservation and reforestation for flood prevention and mitigation; 7. Flood control; and 7. Sea-level rise mitigation.

³¹ http://www4.unfccc.int/ndcregistry/PublishedDocuments/Djibouti%20First/INDC-Djibouti_ENG.pdf

ecosystem services. This was expected to enhance environmental sustainability in a general manner, improve rural livelihoods and reduce vulnerability in 2 project sites. Based on the results of this evaluation, the above arguments remain logically sound.

276. However, some activities where relatively small inputs, such as the fisheries component, and only focused on supplying small materials (e.g., fish nets) and some short training. There has been no follow-up since then to see whether the cooperatives (including a woman's cooperative) are still active and whether fishers continue to integrate sustainable practices. Based on the fisheries consultant's report (see Footnote 20 for the reference), it can be said that awareness of fishing problems increased among targeted fishers. But without repeat training, the risk is that 'environmental sustainability issues' will be forgotten. Without continued attention, it cannot be said that this will lead to a sustainable livelihood. A complete activity (e.g., equipment to conserve and to transport the fish to a market) with a concomitant budget is more conducive to being sustainable.
277. Some project interventions didn't fully address environmental sustainability. For example, even though using solar panels to operate the water pumps at the Damerjog gardens has decreased water extraction rate, the irrigation practice did not look water efficient (See Figure 20: Photographs of Irrigation Practice at Damerjog garden, page 45). There was no opportunity during the project life to integrate drip irrigation (and sustainable water practices) at the gardens in Damerjog. Of note, CERD's 2014 hydrology work (and previous work) concluded that it was important to apply water management in Damerjog. This remains to be done.

Sub-evaluation rating related to 5.H.IV: Environmental Sustainability is: Moderately Unlikely (3.5)

5.H.IV Financial Sustainability

278. Financial resources are scarce at all levels in Djibouti. At end of project, there are many financial sustainability issues, as listed below:
- The project equipment and materials have a lifespan (e.g., barb wire; solar panels; water pumps; rain gauges). For instance, local experts mentioned that the solar panels are likely to last 5 to 7 years³² because equipment does not last long in Djibouti's harsh climate. There is no financial mechanism to replace parts (e.g., inverters) or equipment in the future.
 - It will take several years to see whether the palm trees can bear fruit and provide livelihood support. The mangrove trees will begin to provide more environmental and social benefits in a few years. All the while, the fencing protecting the date palm and the mangrove trees will have to be maintained and replaced. It seems unlikely that the community will have funds to replace the fencing by themselves.
 - The canal clearing at the mangrove site must be regularly repeated. Without a secured budget, this will not happen. (In the previous mangrove rehabilitation project in Khor Angar in 2004/2005 involving some canal clearing, once the funds ended, the efforts ended – documented in the baseline report for this project).
 - The mangrove nurseries currently have thousands of plants that have yet to be transplanted to a mangrove rehabilitation site. The transplantation work requires a significant budget.
 - Once the decrees are approved, there remains all the work associated with operationalizing the new legal framework. There is no secured budget to operationalize the ICZM forum (e.g., hold forum meetings to conduct the inter-sectoral planning) or a budget to enforce the wastewater decree.
 - There is no secured budget to revise and adapt the other policies, standards, and plans relevant to coastal management (e.g., transport policy; other district level vulnerability plans) to climate change.
 - A lot of the community training at the two project sites was conducted using a face-to-face approach, due to literacy issues. Without repeat training (and a budget to conduct routine training), knowledge regarding 'ecosystem benefits' or about 'sustainable fishing practices' will be lost.
 - MHUE needs to monitor various aspects of the post-project situation (e.g., mangrove rehabilitation in Khor Angar). There is no secured budget to do so.
279. The MTR highlighted that the financial perspective at the end of the project was unclear. It was recommended that the post-project funding sources be considered when developing the exit strategy. New funding sources needed to be identified before the end of the project to ensure the continuity and up scaling of project activities. Mechanisms and opportunities to generate resources after the end of the project needed

³² A quick Internet search indicated that a good solar panel is likely to perform well for 25 years, but it is not clear whether this estimate is relevant to harsher climates.

to be investigated (e.g., to manage the new infrastructures; to keep tracking hydrological and meteorological data for climate prediction and disaster prevention; and to sustain the ecosystem rehabilitation).

280. This comprehensive financial planning for the post-project period remains to be done. The financial sustainability of the project outputs, outcomes, and ultimate impact is *not* assured.

Sub-evaluation rating related to 5.H.II: Financial Sustainability is: Unlikely (2.5)

Overall Assessment of Sustainability

281. The MTR recommended that the project assess whether a transitional phase during which the project interventions and outputs were transferred to the local population and the local authorities was relevant.
282. The ProDoc did *not* provide an exit strategy. However, the project team recently developed a brief exit strategy. The new but brief exit strategy includes some aspects of the post-project financial sustainability (e.g., identification of a budget to maintain the fencing in the rehabilitated mangrove areas). But, as mentioned elsewhere in this report, *the exit strategy is incomplete. Overall, a number of activities require additional support to safeguard their sustainability.*

The overall average rating related to 5.H: Sustainability is: Moderately likely (3.8)

However, as financial sustainability is unlikely, 'sustainability' is as a whole is Unlikely (2.5)

5.I Factors Affecting Performance

283. The TORs for this TE advise to integrate the *factors affecting performance* into the text of the other themes (e.g., strategic relevance or sustainability). This was done to a certain extent, but other points are noted below under each factor.

5.I.I Project Preparation and Readiness

284. The detailed assessment of the project design during the TE Inception and also during this detailed evaluation (see Chapter 5B, Quality of Project Design) concluded that the ProDoc provided a comprehensive analysis of the root causes and threats for Djibouti's vulnerability to climate variability and climate change. However, some important parts of the situation analysis were incomplete or superficially analyzed, e.g., the weakness of the private sector and other capacity constraints. A more detailed analysis of the capacity of key target groups (e.g., private sector) and co-financers (e.g., associations), and a more detailed analysis on the availability of expert resources would have been useful during project preparation.
285. It was also mentioned under *Chapter 5.G (Monitoring and Reporting)* that there was some confusion with respect to outcome and impact indicators (with some issues related to having 'output' indicators serving in position of outcome and impact indicators).
286. It was also mentioned throughout *Chapter 5* that the list of tentative activities was too vague, too long, and too varied; some of the proposed activities were found not relevant or were being conducted by others. In the end, the project was spread too thin, with a tendency to have many small activities with small budgets (which meant little could actually be planned and executed).
287. The inception period was very long; it dealt with many aspects (including developing the community baseline), but it failed to sufficiently clarify all the Component outputs and activities. The ProDoc identified some key documents that needed to be developed during inception (e.g., engagement plan, communication plan, and replication plan), but the documents were never developed. Overall, even after the prolonged inception period, the project was *not* ready to jump start implementation.
288. The Evaluator's conclusion on this issue of '*preparation and readiness*' is that there was insufficient time / resources allocated to project design, which meant that much time was wasted and frustration generated during the first years to simply figure out what useful thing could be done, given the available budget and context constraints.

The overall rating related to 5.I.I: Preparation and Readiness is:

Moderately Unsatisfactory (3.3)

5.1.II Quality of Project Management and Supervision

289. The governance and oversight model was clear and appropriate. The roles and responsibilities of the Task Manager (TM), MHUE, and the PMC were clearly defined. The day-to-day activities were managed through the Project Coordination Unit (PCU), with a Project Manager, a Chief Technical Advisor (CTA), administrative support, and other consultants. A Regional Focal Point Coordinator facilitated activities in Khor Angar, located about 200 km away.
290. **Task Manager (TM) and Chief Technical Advisor (CTA).** UN Environment as the GEF implementing agency was responsible for project oversight. The TM supervised the overall implementation, approving and providing feedback on technical and administrative reports (e.g., PIRs) and staying in routine contact with the Project Manager using Google Chat (Skype is not available in Djibouti). The key TM roles were: Conducting annual project site visits; Reviewing / approving / finalizing various project reports (e.g., Annual PIR; Financial audits; MTE; TE); and Backstopping. Both the CTA and the TM provided technical and management support and advice. The DGEF-PRC noted that due to capacity issues, the TM and the CTA could end up *'regularly crossing over into an executing role, if the project was to succeed'* (sic). (The Evaluator understood the DGEF-PRC statement to mean that the TM and CTA would need to provide technical expertise, implementation capacity, coaching and/or on-the-job-training, until capacity was strengthened). It was anticipated in the PRC that this 'executing role' would be phased out gradually so as to transfer capacity to the national team. According to the longest serving TM, project management did improve over time, showing some level of successful skills transfer.
291. As mentioned previously, the CTA and the TM changed 4 and 5 times respectively. Undoubtedly, this added to the implementation challenges and slowed down implementation. Each new person had to learn the job and the local team had to re-explain what had happened previously.
292. It should also be noted that the CTA and TM conducted most of their work remotely, with about one field visit per year. The Executing Agency mentioned that having a continuous presence in country could facilitate implementation (e.g., UNDP has an office in Djibouti).
293. The **Project Management Committee (PMC)** was established to guide the project and make decisions. The membership included: UN Environment, Executing Agency, sectoral ministries, NGOs, and Co-financing partners. Representatives of partner and co-financing organizations were invited to the PMC meetings, as needed.
294. The project stakeholders were interviewed in April 2017 on the functioning of the PMC. The PMC members (e.g., CERD) emphasized the usefulness of the PMC meetings, which provided an opportunity to be informed on progress, discuss issues, and direct the project. Some members even mentioned that they would have appreciated even more frequent meetings.
295. The PIRs mentioned that the attendance of the PMC lacked continuity. The Evaluator analyzed the attendance over the seven (7) PMC meetings and found that continuity was fairly adequate. Although none of the members had perfect attendance, at least the person-most-involved from each agency was generally in attendance. The CTAs attended 5 of 7 PMC meetings; and the TMs attended 4 of 7 meetings. The PIR report implied that more routine CTA and Task Manager attendance would have needed more advanced planning to accommodate the need for international travel.
296. **MHUE**, as the executing agency, was responsible for coordinating activities with the other ministries and agencies. The partners (e.g., CERD and ANM) interviewed in April 2017 indicated that the Executing Agency provided good leadership.
297. The Evaluator's overall impression on the quality of the project management and supervision is favorable. The project management had a dedicated national and international staff, interested in the project results. Given all the challenges already discussed in this report (e.g., limited capacity, distant field sites, change in management and supervision, and changes in procedures), management and supervision can be said to have functioned well.

**The overall rating related to 5.1.II: Project Management and Supervision is:
Satisfactory (4.5)**

5.1.III Country Ownership and Driven-ness

298. As previously stated, the project was designed to implement the 2006 NAPA priorities, addressing

urgent and immediate national adaptation needs. The project also built on other government plans and policies.

299. Although late in starting up (1st PMC meeting in December 2012), the PMC was a valued national mechanism to discuss, manage, and steer the project, and by default, inculcate ‘country driven-ness’.
300. The very part-time in-country presence of the CTA and TM (although challenging at times) also meant that the project was more fully nationally managed and implemented.
301. One small ‘glitch’ occurred during implementation. The relevance or necessity of one specific activity was discussed. In one case, UN Environment insisted on a specific activity, even though national expert opinion was not to carry out this activity. In the end, the activity was conducted, and it is proving useful (i.e., hydrogeological modeling). The Evaluator concludes that having UN Environment insist on the activity in line with the approved GEF document rubbed against a ‘strong country ownership’ (and even though the output of this activity is now proving useful).
302. To further support ‘country ownership’ (and capacity development), stakeholders suggested that any international consultant be attached to a local consultant, to ensure national capacity development (and national ownership) in all the substantive areas of a project.

The overall rating related to 5.I.V: Country Ownership and Driven-ness is: Satisfactory (4.8)

5.I.IV Responsiveness to Human Rights and Gender Equity

303. The Evaluator did not receive any information on whether human rights and gender equity were used to select the project sites. The ProDoc briefly mentions that nomadic and semi-nomadic persons were fully engaged in project design (and then in implementation). The ProDoc says that it addressed gender by:
- Listing the government sectoral initiatives that serve as backdrop to the project, including the government’s *Strategy to Integrate Women into Development (SNIFD)*;
 - Stating that efforts to promote gender equity will be integrated into project activities and management, including through the use of gender-disaggregated indicators, the promotion of gender-equitable participation in project structures and committees, and through the integration of gender-based groups in community-based activities;
 - Highlighting that the *Stakeholder Engagement Plan* to be developed during the inception period would ensure full consultation of vulnerable populations, in particular women.
304. The PIR reports routinely emphasized the need to involve woman more explicitly in project activities. During the TE April 2017 site visit (and during the review of the project’s technical reports), the Evaluator did not find much specific evidence on gender inequalities in access to and control over natural resources or specific vulnerabilities of women and children to environmental degradation or disasters. However, it is noted that women gardeners mentioned that when there are severe droughts, livestock (usually a male responsibility) have priority access over water, when compared to gardens. And, children are quite involved in making charcoal (and at greater risk with respect to air quality issues).
305. The Evaluator did note that work is quite segregated by gender: women did most of the vegetable gardening and are the primary users of the cook stoves; only a small number of women fish, and only from shore; men are more likely to use fishing boats, when available. Men did most of the mangrove rehabilitation work and women and children were observed making charcoal. This gender bias or preference in work was mirrored in how men and women participated in the project activities.
306. The Evaluator found a good number of women participating in the following project activities: Project workshops; Agriculture (Damerjog gardens); Community associations (e.g., the president of the community association in Damerjog is female); and Fishing (an association of women fishers in Khor Angar). The fisheries technical report explicitly highlights the avid interest and participation of women fishers in environmental protection in Khor Angar.
307. The Evaluator’s conclusion is that the project did over time make some explicit efforts to promote gender equity, integrate women and gender into project activities and management, and integrate gender-based groups in community-based activities. In the end, the project seems to have made a good effort to involve women in *certain* project activities. However, not all project activities attracted the interest of women. For example, women were *not* involved (and probably were not interested in being involved) in the canal renovation. (See Figure 13: Photographs at the Canal Clearing Operation at Mangrove Site).
308. The *Stakeholder Engagement Plan* mentioned in the ProDoc and in paragraph 303 (last bullet) was never developed. To more fully integrate a gender perspective throughout the project cycle requires a more

explicit effort (e.g., a gender analysis at time of project formulation and a gender action plan covering the full implementation period). The same effort is needed to integrate a perspective focused on other vulnerable populations, such as nomads and semi-nomads.

The overall rating related to 5.IV: Responsiveness to Human Rights and Gender Equity is: Moderately Satisfactory (4.0)

5.I.V Stakeholder Participation and Cooperation

309. **Consultation and Participation.** The ProDoc emphasized that stakeholder participation was at the root of the project's implementation strategy. The PIF and the TORs for the PPG stated that the project interventions were developed and prioritized through consultation with the affected communities at the two project sites during the environmental diagnostic and during the selection of solutions.
310. The ProDoc repeatedly mentioned that the results of stakeholder analysis and consultation were to be used to develop a *detailed* Stakeholder Engagement Plan during the inception period, to ensure the full consultation of vulnerable populations, in particular women. This plan was to be a tool to deploy more effective communications during project implementation. There was *no* explicit Stakeholder Engagement Plan developed for the project. The Evaluator views this as a lapse / weakness in the inception period. Stakeholder involvement evolved over the project life, and a more careful tracking of stakeholders through the regular update of an explicit Stakeholder Engagement Plan could have strengthened stakeholder participation and cooperation.
311. **Associations.** In spite of the above critique, the community-level stakeholders met during the April 2017 field visit clearly appreciated the project; they had had a notable and avid participation in project activities. The project often worked through local associations to implement activities (e.g., gardens, improved cook stoves, fishing, water and energy use). The project training was provided to the various groups, often in the premises of the Associations.
312. Another example of good participation and collaboration was the use of student internships by NMA to digitize all the archived weather data. Students were given a modest stipend to conduct this important baseline work. [See Chapter 5.D.I (*Achievement of Outputs*) to review photographs that document stakeholder participation].
313. **Partnerships, Cooperation, and Collaboration.** The MTR stated that effective partnerships were established, but were not fully functional at year 3 of the project. Indeed, some partnership agreements required extensive negotiations and caused significant implementation delays (e.g., CERD). Of note, the project team did underestimate the amount of time and effort needed to coordinate activities and to build partnerships with other departments and other agencies.
314. One PIR report noted that initially, the different ministries didn't want to share information and were not keen to work together. This showed a lack of experience with working on crosscutting and inter-departmental issues. The stakeholders had to learn about the benefits of collaboration. There is now a better climate for inter-departmental work and this can be considered an unexpected benefit of this project. In addition, some new relationships / partnerships have been forged (e.g., with port)
315. The ProDoc stated that all related government authorities and partners were also consulted during the PPG. This may be true, but at least two key stakeholders during the April 2017 Djibouti field visit mentioned that to improve project design and project implementation in the future requires *more* strategic stakeholder engagement, starting at the project formulation phase. Specifically, it was recommended that *all* stakeholders envisaged to be involved in project implementation should be consulted during project design.
316. **Coordination.** The international donor community had previously focused on the EWS (through 2009 CARAD program, 2011 EU-funded / IGAD / HYCOS project). This project took a long time to clarify the activities under Component 3. Once NMA took over the Component-3 outputs, the focus veered towards climate data (and the NMA mandate) and away from EWS (which is with the Disaster Department). In retrospect, *there should have been more coordination/engagement between international donors at the design phase on at least the EWS issues and on activities related to wastewater.*

Given the above discussion, the overall rating related to 5.III: Stakeholder Participation and Cooperation is:

Satisfactory (4.5)

5.I.VI Communication and Public Awareness

317. **Communications.** Only Component 3 had an explicit concern with sharing information, and NMA now provides access to climate data through its website (a password is needed). Otherwise, the ProDoc said that activities to support knowledge generation and dissemination would be *mainstreamed* into the project during implementation. Communications, information and awareness raising were to be supported from the *general project management budget*, rather than through an explicit budget line. Communications and knowledge management implicated all implementers, including the CTA, whose TORs indicated that the CTA would assist in knowledge management, communications and awareness raising – 1 of 5 key CTA tasks. The Evaluator confirms that there was no explicit budget for communications and that various ‘communications / knowledge management’ activities (e.g., newspaper articles, pamphlets, theatre play ect.) were funded from the general project management budget.
318. The ProDoc stated that a *Public Awareness and Communications Strategy* would be developed during the inception phase. PIR (2012) mentions that a *Communications Plan* was under development, but an actual explicit communications, public awareness, and/or knowledge management strategy / plan *document* was never developed.
319. The ProDoc did identify several communication *methods*: PMC meetings, workshops (e.g., awareness raising workshops and training workshops), websites (project and partner agency websites) and national and international networks. The Evaluator can confirm that all of these methods were used during project implementation, based on the provided reports. The Project Manager, the Executing Agency, and the executing partners were the key communication channels during project implementation. The communication lines between all key partners were strengthened, starting in 2011, especially through direct contact (telephone and face-to-face visits with CERD, MAEM, NMA, and regional / local government). The project team commented that the (initial) communication process was easier if the two partners had a history of good communications. *Now, subsequent projects can benefit from the strengthened communication links.*
320. **PMC meetings.** As mentioned elsewhere in this report, the PMC meetings were a key mechanism to inform core stakeholders on the project progress. The stakeholders interviewed during the April 2017 field visit said that the PMC meetings served as excellent communications and knowledge sharing venues.
321. **Workshops.** The stakeholders interviewed during the April 2017 field visit affirmed that workshops were excellent communications tool and key knowledge sharing events. ***Awareness raising workshops.*** A number of workshops were conducted at community level, to raise awareness on climate change and environmental protection. Community members attested that the project enhanced their awareness and knowledge about climate change and other substantive issues during the workshops (e.g., knowledge on mangrove restoration; solar panel maintenance), and that they are using their new knowledge.
322. Of note, there is little physical evidence (in the form of a workshop report or a copy of the training materials) related to the community-level training. It is true that many people at community level are illiterate, and face-to-face interactions and interactive teaching are the preferred approach. But, without a report, there is no record of the training or of the training content. Apparently, some posters were produced for the training, but the Evaluator didn’t get an example of the posters. The project also established a school club (in Khor Angar) to protect the mangrove in Khor Angar; even a drama play was conducted. There are photographs of the school-based activity, but the Evaluator did not obtain a copy of the awareness raising material presented to the school children. Videos were produced documenting the drama play and the mangrove rehabilitation project. The TE Evaluator was unable to download the actual video files due to file size, but she was provided with a YouTube link to two project-related videos (the YouTube link is provided in the footnote³³).
323. **(Formal) Training Workshops.** The stakeholders agreed that the technical training enhanced their technical skills. The formal training workshops were also the venue / mechanism to share and transfer

³³ YouTube Links:

Drama play for World Environment Day

[Pièce de théâtre de sensibilisation pour la Journée Mondiale de l'Environnement à Djibouti part2](https://www.youtube.com/watch?v=sQG1Xq5BOZw)

<https://www.youtube.com/watch?v=sQG1Xq5BOZw>

Khor-Anghar Mangrove Rehabilitation project

[Repotage Mangroves Khor-Anghar](https://www.youtube.com/watch?v=TuXb79Do5Q8)

<https://www.youtube.com/watch?v=TuXb79Do5Q8>

knowledge from international consultants to national and local staff. The Evaluator was provided with *some* technical reports, which included the workshop training materials (e.g., ICZM technical report and training report). The Evaluator expected to have a workshop report, including presentations, for each project workshop. *The project should have captured (for easy future retrieval) a full copy of all training materials in a useable format (e.g., PowerPoint), for re-use in the future.*

324. **Websites.** In general, the ProDoc and stakeholders identified websites as potentially effective knowledge management / sharing tools. The project set up a website (<http://www.pzc-djib.com/>) in 2012/2013, but it was not updated regularly or in a systematic manner. According to the PIR reports, the project website was not used consistently to showcase the project achievements during implementation (e.g., to share achievements with stakeholders outside Djibouti). The website was not operational during the period of the TE, so the Evaluator could not assess the extent to which the website was actually used to disseminate project knowledge. Notwithstanding the above, the plan is to keep the website in operation during LCDF2 and LCDF3.
325. Key partners also shared some project information on their own websites or blogs. For example, PERSGA provided information on the Khor Angar mangrove rehabilitation on its website. The NMA blog provided information on its new weather stations.
326. **Networks.** Only one international workshop/event was recorded in one PIR report: project information was shared at the: “*Adaptation Practitioners Day*” workshop in December 2012 (in Qatar). During the April 2017 interviews, CERD mentioned that they presented their Prosopis research at the FAO *Great Wall Conference* in Kenya (where this presentation generated much interest). The Evaluator did not find any other record of network events being used to disseminate project results, but this could be because the project did not fully monitor and record ‘communications and knowledge management’ against an indicator.
327. The Evaluator analyzed the budget expense reports, noting the billing for a Communications expert and some fairly routine communications events (e.g., press articles, one theatre play, participation in World Environment day; and t-shirts). Year after year, the CTA or the TM would ask for clarifications on the communications activity, as it had not been explicitly planned. Over the years, these comments were inserted into the PIR report regarding the project’s communications / knowledge sharing activities:
- Communication of project activities, results and lessons learnt to various stakeholders at the national and local levels must be strengthened;
 - Communications on the project should be reinforced;
 - Publications and communication campaigns should be considered (especially at local level);
 - The reports / articles and knowledge products were not being sent to UN Environment, despite repeated requests by the TM to obtain the project products (this is documented in the various PIR reports);
 - The project website was not updated frequently enough;
 - The website should be used to more consistently showcase achievements to those outside Djibouti;
 - The valuable lessons learnt on how to cultivate and restore mangrove species, especially *Avicennia* needs to be captured and disseminated after project implementation (to upscale project activities in other areas of the country, including for the 2nd LDCF project
 - **An action plan was needed to improve all aspects of communications and knowledge management.**
328. Otherwise, there is partial evidence (as summarized above) that activities to support knowledge generation and dissemination were *mainstreamed* into the project during implementation. But, the above discussion demonstrates that the project’s communications and knowledge management approach was not systematic. The project’s approach for communications, public awareness, and knowledge management should have been stronger and more explicit to ensure knowledge dissemination.

Conclusions regarding Communications and Awareness

329. The project design did not provide an explicit activity or output for knowledge management or dissemination. Without an explicit output, the reporting on communications and knowledge dissemination was less thorough. (Note that the PIR reports had *Section D: Communications Output*, but it was not linked to a specific ‘activity’ and ‘communications activities’ were only occasionally and partially reported here). An explicit communications plan was never developed. *The Evaluator concludes that not enough was done in terms of explicit knowledge storage and knowledge dissemination, both at the project level and at the level of UN Environment.*
330. Even though the evidence shows that capacity was increased, awareness was raised and knowledge was

shared, the approach to communications and knowledge management was neither sufficiently structured nor comprehensive. During the April 2017 visit, the PM implied that knowledge sharing is not yet the norm in Djibouti. To begin to make knowledge sharing more of a norm in Djibouti, UN Environment could 'lead by example' and explicitly add a knowledge management project activity/output to its subsequent LDCF projects (see Chapter 6, Lesson 7).

331. The ProDoc emphasized that the *Stakeholder Engagement Plan* to be developed during the inception phase would serve as a basis for developing key messages for target groups. The plan was to be a tool to deploy more effective communications strategies during implementation. As repeatedly mentioned, this stakeholder engagement plan was *not* developed.
332. Also at issue, at the end of the project, an explicit plan to disseminate the project results and the lessons learnt is relevant and needed.

The overall rating related to 5.I.VI: Communications and Public Awareness is

Moderately Unsatisfactory: (3.5)

5.I.VII Catalytic Role, Replication and Scaling Up of the Project

333. It should be mentioned that core aspects of the NAPA project (i.e., the coastal measures and the mangrove rehabilitation) were founded on coastal work conducted in the 1990s and 2000s. So the NAPA project itself was catalyzed / is a replication based on previous work. According to one partner, the NAPA project consolidated some of the earlier work, providing actual field trials.
334. The ProDoc (p. 46) stated that a *Comprehensive Replication Strategy* would be developed during the inception phase. The ProDoc also said that plans for upscaling key project activities (e.g., mangrove rehabilitation and water infrastructure adaptation) would be developed during project implementation. This was not explicitly done.
335. The Evaluator did not find any specific evidence that the pilot site efforts were being replicated from the specific pilot site to district level. However, there is potential for that to happen, as some of the training targeted district personnel and district representatives participated in the PMC (i.e., district representatives have some of the knowledge and skills to replicate the project activities at district level).
336. The ProDoc expected that the integration of co-financing within the national investment budget would facilitate replication and upscaling to other areas in the country. It was also assumed that the strengthening of capacities among key government stakeholders would enable continued mainstreaming of climate considerations into sectoral planning and decision-making. Based on the analysis of the available documents and the April-2017 Djibouti interviews, there is some evidence that aspects of the NAPA project are being "replicated" or are 'catalyzing' other changes.
337. Here are some examples of the project having a catalytic role. The field trial results tested various concepts, and a change in behaviour or attitude can now be detected at the community level. According to CERD, the Damerjog community initially had a bias against solar-powered pumps, due to misinformation. The project demonstrated the good performance of solar-powered pumps and local people now endorse the technology; there are requests to install solar panels elsewhere. According to CERD, the *Prosopis* study (i.e., economic evaluation on producing charcoal using *Prosopis*) led government to adopt a policy of supplying refugee camps with charcoal made with *Prosopis*, rather than forest wood. Once the decree for the ICZM forum is approved, it is expected to catalyze further changes, as inter-ministerial dialogue and cooperation becomes integrated into government procedure.
338. Examples of replication can be noted with respect to the mangrove rehabilitation work. The Khor Angar mangrove rehabilitation project was PERSGA's first mangrove rehabilitation project. PERSGA views the Khor Angar mangrove work as a success and the case is featured within their regional network (enhancing the potential of having project features replicated at regional level). At the local level, the mangrove rehabilitation work has spread to Tadjourah (under LDCF2) and to a nearby island (World Bank). The Khor Angar community helped train the community in Tadjourah. The new IFAD project has a mangrove rehabilitation component (the rehabilitation of 200 ha of mangrove in Godorya), which relies on the expertise that MHUE gained during the NAPA project. MHUE monitors and evaluates all the IFAD rehabilitation activities on a monthly basis, on its own (without technical assistance from PERSGA). (This also demonstrates good skill transfer from PERSGA to MHUE during the NAPA project).

339. Notwithstanding the above, the Evaluator concludes that a systematic approach via implementation of an actual *Replication / Scaling up Strategy and Action Plan* would have yielded more results under this theme.

Sub-evaluation rating related to 5.H.VII: Catalytic Role and Replication is: Moderately Satisfactory (4.0)

340. The seven factors considered under ‘*Factors Affecting Performance*’ are scored as shown below:

- Project Preparation and Readiness: MU (3.3)
- Quality of Project Management and Supervision: S (4.5)
- Responsiveness to Human Rights and Gender Equity: MS (4.0)
- Country Ownership and Driven-ness: S (4.8)
- Stakeholder Participation and Cooperation: S (4.2)
- Communications and Public Awareness: MU (3.5)
- Catalytic Role and the Replication and Scaling up of the Project: MS (4.0)

The overall average rating related to the 7 ‘Factors Affecting Performance’ is: Satisfactory (4.04)

341. Considering the nine evaluation criteria, the project is assessed as **Moderately Satisfactory (3.8)**.

A. Strategic Relevance		HS	5.5
B. Nature of External Context		MF	3.8
C. Quality of Project Design		MS	3.66
D. Effectiveness		MS	3.65
E. Efficiency		MU	3.5
F. Monitoring and Reporting	MS		3.77
G. Financial Management		MS	3.73
H. Sustainability		U	2.5
I. <u>Factors Affecting Performance</u>		S	4.09
		MS	3.8

342. Table 13 (overleaf) summarizes key evaluation findings and the evaluation scores from Sections A to I. It highlights the good performance with respect to: A. Strategic relevance, and good performance for the following sub-criteria: D. Effectiveness: ‘*achievement of outputs*’; E. Financial management: ‘*compliance with UN Environment standards and procedures*’; H. Sustainability: ‘*socio-political sustainability* and ‘*institutional sustainability*’; and I. Factors affecting performance: ‘*country ownership and driven-ness*’.

343. Table 13 also highlights some underperformance with respect to: D. Effectiveness (‘*Achievement of Outcomes*’ and ‘*Likelihood of impact*’); E. Financial Management (‘*completeness of financial information*’); F. (Time & Cost) Efficiency; H. Sustainability (‘*financial sustainability*’); and I. Factors Affecting Performance (e.g., ‘*project preparation and readiness*’ and ‘*communications and public awareness*’).

Table 13. Summary of Evaluation Findings by Criteria

Criteria	Summary Assessment	Rating
A. Strategic Relevance	The project was strategically relevant.	HS: 5.5
1. Alignment to MTS and POW	The project was aligned with UNDAF priorities (2002–2007), 5 of the 6 crosscutting priority themes of the MTS and PoW for 2010–2011 and 2012–2013, and several Expected Accomplishments within the climate change theme.	HS
2. Alignment to UNEP/GEF/Donor strategic priorities	The project focused on GEF's climate change adaptation (CCA) focal areas: CCA-1 and CCA-2.	HS
3. Relevance to regional, sub-regional and national environmental priorities	The project was designed to implement Djibouti's NAPA priority measures; it was consistent with key national documents (e.g., 2004 <i>Poverty Reduction Strategy Paper</i>), and a key regional strategy (i.e., coastal zone management strategy).	HS
4. Complementarity with existing interventions	The project complemented activities being executed by IFAD, UNDP, FAO, WFP, AFD, and PERSGA. It also built on some previous efforts (e.g., World Bank's input to the EWS). However, some project activities / outputs were found redundant suggesting that the project should have strengthened its stakeholder consultation during project design to achieve higher synergy.	S
B. Nature of External Context	Although prone to natural disasters (i.e., high temperatures, drought, and floods), Djibouti's overall external context is considered moderately favourable with a stable government and a low risk of conflict.	MF: 3.8
C. Quality of Project Design	Key <i>strengths</i> of the project design included: strategic relevance; governance and supervision model; and problem analysis related to climate vulnerability. Key <i>weaknesses</i> at the sub-criteria level included: insufficient attention to capacity assessment in the situation analysis; and (under-developed) approach to knowledge management, sustainability, and replication and up scaling. The project preparation period did not produce the explicit and expected plans. The intended results and causality and the logical framework were also weak (there was no theory of change). The project design did not sufficiently differentiate whether impacts would be felt at district level vs. national level.	MS: 3.66
D. Effectiveness	The overall rating for Effectiveness is: <i>Moderately Satisfactory (3.65)</i> , <u>lifted to an MS score</u> by a relatively strong performance at 'output' level.	MS: 3.65
1. Achievement of outputs	The project outputs (and activities) were clarified during implementation to ensure a good fit with actual needs and available budget. Many listed 'activities' were actually 'outputs'. The various outputs show a mixed performance over the project period, but quite a few have a satisfactory rating (even though there are some concerns about sustainability over time). Some outputs/activities were implemented as small, one-off activities/outputs: their sustainability is questionable. The <i>overall</i> rating for the delivery of the outputs of all three Components is: <i>Satisfactory (4.15)</i> .	S (4.15)
2. Achievement of direct outcomes	Regarding the Component 1 outcome (<i>Key actors have the necessary skills and scientific approaches for the adaptive management of coastal areas</i>), some outputs await government approval (e.g., decrees). Some outputs were completed at the very end of the project (e.g., hydrogeological model), and require fuller dissemination. The project developed 2 climate-adapted district plans (these are very generic). It would take significant effort to develop climate-adapted, <u>district-specific</u> plans for the two project sites and then for all the other districts. So some further effort will be needed to fully achieve Outcome 1 at district <u>and</u> at national level. (MU: 3.4). Good progress was made towards Outcome 2 (<i>Environmental vulnerability reduced at the 2 project sites</i>). However, there is some concern regarding the sustainability because outputs and activities contributing to Outcome 2 are diverse and large in number, but often at a very small scope or scale. Even the larger output (e.g., mangrove rehabilitation) has sustainability issues. (MU: 3.4). Implementation of the Component 3 activities / outputs began in earnest in 2015 and 2016. Full installation of <u>all</u> the project equipment will allow the project to more fully meet Outcome 3 (<i>Climate forecasting and EWS information is systematically used by decision makers</i>), but there is evidence that decision makers are increasingly using the climate data. (MS: 3.7). The overall rating for the delivery of project <i>outcomes</i> is: <i>Moderately Unsatisfactory (3.5)</i> .	MU (3.5)

Criteria	Summary Assessment	Rating
3. Likelihood of impact	The project's partially achieved direct outcomes <i>contribute</i> to the achievement of the Intermediate States (and to delivering the ultimate impact of 'Social and environmental resilience of coastal areas increased'). But without a Phase 2, achieving the impact becomes quite uncertain. A critical assumption to achieve the project impact is: 'Government and/or partners commit financing and other resources to implement and further develop the project-related climate-change-adaptation (CCA) legal framework, the local vulnerability reduction plans, and the CCA measures in coastal zones'. The overall rating for the delivery of the project impact is Moderately Unsatisfactory: 3.3.	MU (3.3)
E. Efficiency	The project duration was initially 4 years. Three no-cost extensions were granted to cover various delays associated with: 1. Slow inception; 2. Recruitment; 3. Slow negotiation of MOUs; and, 4. Consultants not completing their TORs. (MU: 3.5) Time efficiency and timeliness was affected by: capacity constraints; non-optimal sequencing of activities / outputs; project design (i.e., too many small, one-off activities); procedural changes; and staff turnover. The executing agency implemented the project through existing institutions / partners. (MU: 3.3). The conclusion of agreements and the development of partnerships proved to be more challenging and more time-consuming than expected, but eventually all matters were resolved. (MS: 3.7). Due to having 3 no-cost extensions, and some issues related to poor timeliness and poor synergy, the overall rating for the <i>efficiency</i> is: <i>Moderately Unsatisfactory (3.5)</i> .	MU: 3.5
F. Monitoring and Reporting	Although there were weaknesses in the design and budgeting of the monitoring system, in the use of monitoring information for adaptive management, and also weaknesses in the reporting format, the monitoring met the official requirements and monitoring results were used to a good extent to guide the project.	MS: 3.77
1. Monitoring design and budgeting	The monitoring and evaluation (M&E) plan was considered consistent with GEF and UN Environment monitoring and evaluation policy. However, the selected project indicators didn't always reflect the correct level in the logical framework. For example, outcome indicators were more suited for activity and output level. There were no indicators at output level. Regarding the monitoring budget, the MTR and the TE had the same budget. The TE budget was inadequate to cover the comprehensive TORs & the specific challenges of this particular project. (MS: 3.7)	MS
2. Monitoring implementation	The monitoring exercise was tightly linked to the 6-month progress reports, the PIR annual reports, the 2014 MRT, the annual TM visit, and the annual CTA visit. <u>Some</u> monitoring data was used for adaptive management. There is also evidence that monitoring data was not fully utilized. For example, PIR 2012 and subsequent annual PIRs and the 2014 MTR mention that external communications were insufficient, but 'adequacy of communications' remained an issue during the project life. (MS: 3.8)	MS
3. Project reporting	UN Environment and GEF approved the PIR reports, so the reports therefore met their requirements. The Evaluator (and also the project team) found the PIR report format unwieldy, yielding reports that were too long and complicated, and hard to navigate (e.g., lengthy tables, with a lot of blank space). The project planning was mixed into the progress reporting (without a clear heading separating previous progress, current progress, and plans for the future). According to some partners, a 'tick-the-box approach' to monitoring and reporting and to checking whether an activity was completed did not sufficiently explain and capture the context challenges. (MS: 3.8).	MS
G. Financial Management	Up-to-date financial information was not provided for this evaluation. Nevertheless, the financial reporting complied with the financial standards. The overall rating was considered moderately satisfactory.	MS: 3.73
1. Completeness of project financial information	The Evaluator did not receive complete financial information (only to June 2016). The information was also not in the form/format required (e.g., no financial summary by output / activity). The Evaluator did not receive any information on actual co-financing, but PIR 2016 indicated co-financing had exceeded expectations. (MU: 3.3)	MU
2. Communication between finance and project management staff	Some issues were regularly raised during the review of quarterly financial reports (e.g., <i>provide more details on the purpose of an activity that didn't feature in the planning</i>). This shows general good communication between the parties and also some budget planning and capacity issues. The budget communications tended to take a lot of time. Also, stakeholders found the 6-month cash-advance procedure not ideal for project planning and execution; an annual budget would have been more suitable. (MS: 3.7)	MS
3. Compliance with UN Environment standards and procedures	The 1 st financial audit was completed in 2012, which is rather delayed. Once initiated, external audits showed compliance to financial standards. (S: 4.2)	S
H. Sustainability (the lowest score is used)	The overall average rating related to <i>Sustainability</i> is: Moderately likely (3.8). However, given that financial sustainability is unlikely, 'sustainability' as a whole is 'unlikely'.	Unlikely: 2.5

Criteria	Summary Assessment	Rating
1. Socio-political sustainability	The project addressed local needs (e.g., more secure access to water), providing incentive to sustain and maintain measures in the post-project period. Local stakeholders were involved during project implementation. The Government of Djibouti is committed to climate change mitigation and adaptation: it ratified the UNFCCC, developed a NAPA and published its INDC. The project developed some new legal tools, which are expected to provide some socio-political sustainability, once approved. It is noted that the project only climate-adapted a small number of policies, plans, standards and norms. Many other policies, plans, and standards need to be adapted to climate change (e.g., agricultural policy, including livestock policy). (Likely: 4.5)	Likely
2. Institutional sustainability	The general scope of the project (i.e., climate change adaptation) was within the MHUE's mandate and within the mandate of its key partners. The project had a strong focus on capacity building and the project used existing institutional structures and processes to implement the project. Once government approves the new decrees, they will become part of the institutional legal framework. Altogether, this indicates a measure of institutional sustainability. (Likely: 4.5)	L
3. Environmental sustainability	The project's key technical options for adaptation were selected based on their potential to mitigate climate change impacts and to rehabilitate degraded ecosystems. However, some activities where relatively small inputs, such as the fisheries component, and only focused on supplying small materials (e.g., fish nets) and some short training. A complete activity (e.g., equipment to conserve and to transport the fish to a market) with a concomitant budget is more conducive to being sustainable. Some project interventions didn't fully address environmental sustainability. For example, even though using solar panels to operate the water pumps at the Damerjog gardens has decreased water extraction rate, the irrigation practice did not appear water efficient. (Moderately Unlikely: 3.5).	MU
4. Financial sustainability	Financial resources are scarce at all levels in Djibouti. There are no secure budgets or financial mechanisms to: replace parts (e.g., inverters) or equipment in the future; maintain the fencing for the mangroves and the date palms; or transplant the rest of the nursery trees. There is no secured budget to operationalize the new decrees, once approved. Comprehensive financial planning for the post-project period remains to be done. The financial sustainability of the project outputs and outcomes is <i>not</i> assured. (Unlikely: 2.5)	U
I. Factors Affecting Performance	The overall rating for the seven (7) factors affecting performance is MS (3.79)	S: 4.09
1. Preparation and readiness	The detailed assessment of the project design concluded that: a more detailed situation analysis [e.g., capacity assessment] was needed during project preparation; the indicators for outcomes and impacts should have been improved; the list of tentative activities was too vague, too long, and too varied; and some proposed activities were not relevant. Some key documents needed to be developed during inception (e.g., engagement plan, communication plan, and replication plan), but were never prepared. The Evaluator views this as a fairly significant lapse / weakness in the inception period. The Evaluator's conclusion on ' <i>preparation and readiness</i> ' is that there was insufficient time / resources allocated to project design, which meant that much time was spent during the first years to clarify what could be done, given the available budget and context constraints. The score for ' <i>preparation and readiness</i> ' is MU: 3.3	MU (3.3)
2. Quality of project management and supervision	The governance and oversight model was clear and appropriate. The CTA and the TM changed 4 and 5 times respectively. Each new person had to learn the job and the local team had to re-explain what had happened previously. The stakeholders found the Project Management Committee (PMC) meetings useful, providing an opportunity to be informed on progress, discuss issues, and direct the project. Given the project challenges (e.g., capacity constraints, especially in the first few years; distant field sites; changes in management and supervision personnel; and changes in procedures), management and supervision can be said to have functioned well. (S: 4.5)	S (4.5)
3. Responsiveness to human rights and gender equity	In compliance with annual PIR recommendations, the project made a good effort to involve women in <i>certain</i> project activities. However, not all project activities attracted the interest of women. For example, women were <i>not</i> involved (and probably were not interested in being involved) in the canal renovation. To more fully integrate a gender perspective during the entire project cycle requires a more explicit effort (e.g., a gender analysis at time of project formulation and a gender action plan covering the full implementation period). (MS: 4.0)	MS (4.0)
4. Country ownership and driven-ness	The project was designed to implement the 2006 NAPA priorities, so it addressed urgent and immediate national adaptation needs. The very part-time in-country presence of the CTA and TM (although challenging at times) also meant that the project was more fully managed and implemented domestically. To further support 'country ownership' (and capacity development), stakeholders suggested that any international consultant be attached to a local consultant, to ensure national capacity development (and national ownership) in all the substantive areas of a	S (4.8)

Criteria	Summary Assessment	Rating
	project. (S: 4.8)	
5. Stakeholders participation and cooperation	Community stakeholders were clear in their appreciation for the project and those interviewed had a notable and avid participation in project activities. Of note, the project team did underestimate the amount of time and effort needed to coordinate activities and to build partnerships with other departments and other agencies. To improve project design and project implementation in the future, stakeholders highlighted that there needs to be <u>more</u> stakeholder engagement, starting at the project formulation phase. (S: 4.5)	S (4.5)
6. Communication and public awareness	The project used several communication <i>methods</i> : PMC meetings, workshops, website, and national and international networks. The stakeholders viewed the communication methods as effective. However, the project website was not updated regularly or in a systematic manner and was not operational during the time of the TE. The ProDoc stated that a <i>Public Awareness and Communications Strategy</i> would be developed during the inception phase. The PIR (2012) mentions that a <i>Communications Plan</i> was under development, but the Evaluator did not find an actual communications, public awareness, and/or knowledge management strategy. Even though the evidence shows that capacity was increased, awareness was raised and knowledge was shared, the approach to communications and knowledge management was not sufficiently structured, systematic, or comprehensive. <i>An action plan (with an explicit budget) was needed to improve all aspects of communications and knowledge management. At end of the project, an explicit plan to disseminate the project results is relevant and needed.</i> (MU: 3.5)	MU (3.5)
7. Catalytic role, replication and scaling up	The ProDoc stated that a <i>Comprehensive Replication Strategy</i> would be developed during the inception phase. This was not explicitly done. Nonetheless, there is some evidence that aspects of the NAPA project are being 'replicated' or are 'catalyzing' other changes. The project demonstrated the good performance of solar-powered pumps and local people now endorse the technology; there are requests to install solar panels elsewhere. The <i>Prosopis</i> study led government to adopt a policy of supplying refugee camps with charcoal made with <i>Prosopis</i> , rather than forest wood. The mangrove rehabilitation work has spread to Tadjourah (under LDCF2) and to a nearby island (World Bank). The new IFAD project has a mangrove rehabilitation component, which relies on the expertise that MHUE gained during the NAPA project. Notwithstanding the above, the Evaluator concludes that a systematic approach via implementation of an actual <i>Replication / Scaling up Strategy and Action Plan</i> would have yielded more results under this theme. (MS: 4.0)	MS (4.0)
Overall project rating		Total score for 9 criteria is 34.2 / 9 MS: 3.8

Highly Unsatisfactory = < 2;
Moderately Satisfactory = > 3.5 to 4

Unsatisfactory = >2 to 3;
Satisfactory: > 4 to < 5;

Moderately Unsatisfactory= > 3 to 3.5;
Highly Satisfactory= > 5 to 6

6. CONCLUSIONS AND RECOMMENDATIONS

6.A Conclusions

344. Chapter 5 reviewed the project using nine evaluation criteria. When considering the nine evaluation criteria, the project as a whole was assessed as ***Moderately Satisfactory***. The evaluation found good performance related to strategic relevance and good performance related to the following sub-criteria: achievement of outputs, project management and supervision, country ownership, and stakeholder participation. The evaluation also found some weaknesses related to the 'efficiency' criteria and these sub-criteria: achievement of outcomes, achievement of impact, financial sustainability, preparation and readiness, and communications and knowledge management.
345. Of note, the identified strengths and weaknesses of the project reflect the strengths and weaknesses of the project design and of the inception period. The weaknesses associated with project design and the inception period included: weak link between intended results and causality; insufficiently developed approach for stakeholder engagement, knowledge management and sustainability; and insufficient attention to capacity constraints.
346. The *Theory of Change* methodology was not in use at the time of this project formulation, so it is not too surprising to find a weak link between the project's intended results and causality.
347. The ProDoc indicated that some key documents would be developed during the inception period: stakeholder engagement plan, communication and knowledge management plan, and sustainability and replication plan. In the end, these core documents were never produced. Failing to produce these plans during the inception period as preconceived in the project design resulted in less than optimal performance under those thematic headings.
348. Of note, most weaknesses in project design are typically addressed during the project inception period. For this project, addressing the capacity constraints (and recruitment issues) was the priority issue.
349. Because the *project inception* focused on capacity and recruitment issues, the first years of the project operation then focused on the other project design weaknesses. After inception, the project team spent much time clarifying the tentative activities/outputs listed in the ProDoc, in line with actual needs and available budget. Having to spend so much time 're-designing' the activities and outputs and managing the capacity constraints lead to cumulative delays, 3 no-cost extensions, and a poor rating in this evaluation with respect to 'efficiency'. Also, with so many activities / outputs, the project resources (e.g., budget resources and human resources) were spread quite thinly.
350. The TORs for this TE requested that the evaluator identify the core reasons for the implementation delays. In brief, delays were related to capacity constraints, recruitment issues, and the vague project design. Time efficiency and timeliness was also affected by non-optimal sequencing of activities / outputs; slow negotiation of MOUs with some partners; project design (i.e., too many small activities); procedural changes; and staff turnover.
351. The Evaluator concludes that having a sub-optimal *project design* and *project inception period* handicapped this project in the first years of implementation. But, in the end, the project team still managed to complete most of its tasks, as can be seen by the large number of outputs and reports produced in late 2016 (and the good score for 'achievement of outputs').
352. At end of project, the outcomes are only partially achieved. The outputs can only continue to contribute to the achievement of outcomes, Intermediate States and ultimately to the overall impact if they can be sustained and further developed in the post project period. In short, without

secured government budgets, a Phase 2, or new partner projects, the project achievements may not be sustainable.

353. The TORs for this TE ask the Evaluator to consider whether the approach adopted by the project was the best approach to address the impacts of climate change on coastal ecosystems and communities in Djibouti. The Evaluator has to say yes & no. “Yes” in the sense that the project addressed policy-level issues (e.g., legal framework), general capacity issues (e.g., data availability) and on-the-ground measures to develop more sustainable livelihoods and to rehabilitate coastal ecosystems. This multi-pronged approach is a valid approach, as sustainability is multi pronged.
354. On the other hand, it was not the best approach because the approach was too ambitious given the available human and financial resources. Too much was expected from this project, which was:
- a) The first LCDF project in Djibouti;
 - b) One of UN Environment’s first climate adaptation project;
 - c) A one-phase-only project (sustainable livelihoods and rehabilitated habitats take longer than one project cycle).
355. This project made a valiant effort to ‘do it all’, but needs to secure funding to maintain and further develop its achievements.

6.B Lessons Learned

356. The important lessons are summarized below, based on the findings presented in Chapter 5 and Chapter 6A (*Conclusions*) (above). Each ‘lesson’ is preceded by some explanatory text. The eleven (11) lessons are relevant to the design phase (or at latest, during the inception phase) and when setting the budget.
357. This project had some activities and outputs that were too vague; some were not relevant; some activities were being executed by another party; and some activities were isolated one-off activities (with questionable sustainability). The evaluation concludes that the project design was under-resourced. The relatively weak project design significantly affected the inception period, as well as project implementation, effectiveness and efficiency.
358. Spending more time on project design will facilitate the inception period, and facilitate implementation and the delivery of project results. A robust ToC analysis at design phase will help ensure that any design flaw is noted and corrected at formulation stage.
359. If a fully detailed project design cannot be completed during the formulation phase, it must be completed during the inception period. The project management should explicitly check that all the requirements of a sound project design are completed during project formulation and/or inception period.

Lesson 1: Particularly relevant in the case of any Phase-1 or one-phase-only project, spend more time and resources on developing a sufficiently detailed project design (whether a LCDF project or not).

Spend more time, and technical, management and budget resources on developing a sufficiently detailed project design, which has relevant fully-developed activities that are adequately budgeted and linked to a logical framework and Theory of Change.

360. This project was evaluated as likely to have socio-political and institutional sustainability. There were issues of environmental sustainability in some of the measures; the financial sustainability was viewed as unlikely. Sustainability should be fully addressed at project design

stage (or during inception phase at the latest). Where relevant, each output can have a dedicated activity focused on developing its sustainability mechanism.

Lesson 2: Include the development of a sustainability mechanism as a distinct activity under each output (e.g., post-project maintenance arrangements).

The sustainability mechanism for each output will then be developed during the project implementation phase. Relevant sustainability mechanisms could include detailing the post-project maintenance arrangements, arrangements for the dissemination of report findings or finding an institutional home for a particular output (e.g., the proposed CSR coordination centre). Project management should check that this has been completed.

361. During the project, some activities and outputs were conducted out of sequence, as a result of delays in some key activities /outputs, decreasing the potential for synergy between project activities, outputs, and outcomes.

Lesson 3: Plan the project implementation schedule carefully, identifying all the activities that could create bottlenecks if not initiated immediately at start up.

Project management should check that this has been completed.

362. Capacity constraints significantly affected *project timing and efficiency*. In the first years, it was particularly difficult to recruit competent national and international experts.

Lesson 4: As part of the Project Preparation Grant or Inception Period, conduct a detailed national capacity assessment, covering all the disciplines necessary to implement the project's planned outputs and activities (this includes referring to and analysing the relevance of any existing capacity assessment study).

*Adjust the work plan to the national capacity constraints.
Conduct all the basic training to fill basic capacity gaps during the inception period (e.g., reporting and financial management requirements).
Project management should check that this has been completed.*

363. Due to capacity constraints at the national level, some international experts were hired to conduct various assessments. To maximize the opportunity for national capacity development, all international consultants (e.g., ecotourism consultant or CSR consultant) should work with local counterpart consultants.

Lesson 5: Ensure that any international consultant input is attached to a local consultant, to ensure national capacity development in all the substantive areas of a project.

Project management should check that this has been completed.

364. The community-level and government-level stakeholders had a notable and avid participation in project activities. However, the approach was a bit ad hoc, as the *Stakeholder Engagement Plan* that was to be developed during the inception period, was never developed. To improve project design *and* project implementation in the future, stakeholder engagement should be more structured and strategic, starting at the project formulation phase. For example, all the stakeholders having a role during implementation should be fully consulted during formulation. In this project, that would have avoided listing the 'testing of solar water pumps' as

an activity in the ProDoc, as consultation with the relevant stakeholders envisaged to be involved in the implementation of this activity would have determined that there was no need to conduct this activity.

Lesson 6: Develop the preliminary Stakeholder Engagement Plan at design stage to ensure that all key stakeholders and activity implementers are fully involved in the project formulation.

*Revise the Stakeholder Engagement Plan on an annual basis during implementation.
Project management should check that this has been completed.*

365. Communications and knowledge management were fairly ad hoc over the project period. The same can be said regarding the approach to 'replication'. There was no formal and separate activity / output called '*communications and knowledge management*' or '*replication strategy*'; there was no separate budget line; there was no formal communications and knowledge management plan or replication plan. The reporting on communications, knowledge management and replication was also ad hoc. As an example, the training at community level was mainly conducted face-to-face and delivered orally (e.g., community-level training on ICZM, fisheries, solar cell maintenance, and water resources management). The Evaluator did not find any training reports documenting the content of the community training or any document that evaluated the effectiveness of that training. The next consultant engaged to do a similar activity (either within the same project or under a different project) will need to start from scratch, rather than building on the previous community-level training experience.

Lesson 7: Include a '*knowledge and communications management*' output in the project design to ensure an adequate budget allocation and adequate recording and reporting on these aspects from the onset.

*This output should also fully cover the knowledge-and-communications management of community-level activities.
Project management should check that this has been completed.*

366. A good number of women participated in *certain* project activities. In fact, women and local associations proved to be relatively important, competent and influential stakeholders during implementation of this project. The 2nd LDCF project should make further use of local associations, and specifically, local women's associations. However, the approach to gender equity was fairly *ad hoc*. To more fully integrate a *human-rights-and-gender perspective* during the full project cycle requires a more explicit effort. It is unclear how not having a gender analysis and gender action plan affected the project implementation and results. However, it can be highlighted that it was only once the fieldwork had started that the fisheries consultant discovered that there were women fishers in Khor Angar. A gender analysis at time of formulation and a gender action plan would have highlighted key gender-sensitive activities and constraints from the onset and then activities could have been designed to be more gender inclusive from the onset.

Lesson 8: Conduct a gender analysis and develop a gender action plan.

*The implementation of the gender action plan should be a distinct activity/output so that implementation progress can be monitored.
Project management should check that this has been completed.
The 2nd LDCF project should make further use of local associations, and specifically, local women's associations.*

367. It was noted by the project team that implementing activities is easiest when the Executing Agency is in control of the resources (e.g., can directly contract an expert). Implementation is more challenging when a collaborative framework has to be developed. The lesson learnt is that interministerial collaboration takes much time and effort.

Lesson 9: Where relevant, designate 'fostering collaborative interministerial relationships and arrangements' as a distinct output or activity.

*The implementation of collaboration can then be monitored.
Project management should check that this has been completed.*

368. The practice during this NAPA project was to develop an annual revised budget and to also revise the budget as needed after each Program Committee Meeting (PCM). This was viewed as onerous (in part due to the relatively weak project design and relatively undefined activities that required activity redesign/clarification and frequent revisions to the budget for actual implementation). In addition, the cash-advance procedure was not ideal for local project planning and execution. Stakeholders indicated that it could take up to several months to process a cash advance (although some of these delays were actually associated with the UN-wide change in the financial management system in 2015–2016). In another case, an international vendor required full payment up front. This was not possible under the financial management system. The local partners had to find another workable solution.
369. To the extent possible, the cash advance system needs to be adapted to facilitate local execution. To the extent possible, adapt the cash-advance system to suit local needs.

Lesson 10: To the extent possible, adapt the cash-advance system to suit local needs (identify improvements to the cash-advance system relevant to the Executing Agency and its local partners and improvements relevant to the Implementing Agency and Executing Agency).

The executing agency would have found a yearly cash-advance system (or longer) more suitable. If a 1-year advance system is not possible, ensure that the implementing agency, the executing agency, and the executing agency's partners have high capacity for budget planning and for processing the paperwork for cash advances in a timely way (this could entail additional financial management training).

370. The monitoring format was unwieldy, producing reports that were hard to navigate, use, and understand. The approach focused heavily on "ticking a box" to reflect % completion. The reporting failed to sufficiently acknowledge implementation challenges. It also did not provide the technical reports.
371. Design the monitoring and reporting system to suit the needs of the partner and the executing agency (it should provide easy-to-use and easy-to-grasp information).

Lesson 11: Design the monitoring and reporting system to suit the needs of the partner and the executing agency (it should provide easy-to-use and easy-to-grasp information).

*The reporting system should focus on positive achievements and on areas for improvement.
The reporting format should clearly differentiate between previous progress, progress in the reporting period, and plans for the next reporting period.
The format should avoid lengthy tables with lots of blank space.*

To enhance knowledge management, the monitoring format should require that the various technical reports or final products (e.g., project pamphlets) completed in the reporting period be appended to the report.

6.C Recommendations

372. In reference the mangrove rehabilitation output in Khor Angar, the stakeholders interviewed in April 2017 indicated that it was not the right time to end the project. The Evaluator concludes the same for many other project outputs and activities. Ideally, and based on the evidence provided in Chapter 5, the project should have a Phase 2 to continue and sustain the work initiated under the project and to obtain the full expected benefits. The task of *'building resilience in the most vulnerable coastal zones in Djibouti'* is generally incomplete, and specifically, it has not been completed in the two project zones.

373. If there is no possibility to have a Phase 2, at minimum, there is a need to 'safeguard' or 'anchor' the project's various activities and output. Chapter 5 shows that various activities / outputs are ongoing and some require additional funding, and at least some ongoing monitoring. Other activities are 'dangling', without a clear next step. Examples include:

- The nurseries have many plants that need to be transplanted;
- The barbed wire must be replaced practically every year at the mangrove rehabilitation site, and that until the trees are more mature. The budget to replace the barbed wire is not assured;
- Once decrees are approved by government, they will need a budget to start implementation as soon as possible (e.g., conducting the inter-ministerial ICZM forum);
- The project produced various reports (e.g., ecotourism and CSR). These have not been widely disseminated and there is no obvious next step.

Responsible Party: UN Environment and/or Other Partners

Recommendation 1a: Develop a Phase 2 for the 'NAPA priority interventions to build resilience in the most vulnerable control zones in Djibouti' project.

The Phase-2 project should at minimum continue the Phase-1 work and retain the Phase-1 project sites. It could also consider adding a project site.

OR:

Recommendation 1b: If a Phase-2 project is not possible and to better ensure the sustainability of this NAPA-project effort, promote and support the integration of the NAPA project outputs, achievements, and/or components into other project proposals, such as the Green Climate Fund (GCF) National Adaptation Plan (NAP) Proposal.

Responsible Party: Mainly Project Manager and UN Environment Task Manager

Recommendation 2: Develop a detailed Exit and Dissemination Strategy for each activity / output / product in consultation with stakeholders.

Systematically review each activity / output / key product to identify an exit and dissemination strategy

for each activity / output / key product. At the very least, the full Exit and Dissemination Strategy should identify:

- a) The immediate next step needed to take forward each activity / output / product;
- b) A source of financing;
- c) An implementing body.

If possible, “hook” each activity / output / product to a government agency / department, who agrees to carry the activity / output / product forward or to disseminate the knowledge product (e.g., the ecotourism report). Each responsible government agency / department to agree the ‘next step’ in relation to an activity / output / product and to agree a budget. (This may entail some lobbying).

Or, if possible, “hook” each activity / output / knowledge product to another project (e.g., ‘hook’ garden irrigation issues in Damerjog to the irrigation activities in the LCDF2. For example, if LCDF2 conducts training on water-efficient irrigation, Damerjog to ‘hook’ into the training opportunity too).

Where relevant, ‘integrate’ the LDCF1 project activities / outputs / products into other funding proposals (e.g., GCF proposal).

The Executing Agency and Programme Management Committee (PMC) should then review, provide input to, and approve the detailed Exit and Dissemination Strategy.

374. Several PIR reports indicated that the project would document the lessons learnt from the mangrove rehabilitation site. PERSGA has done this to a certain extent; the project also produced a video on the mangrove rehabilitation work (<https://www.youtube.com/watch?v=TuXb79Do5Q8>). However, the project should fully document the mangrove rehabilitation work in Khor Angar to capture the experience more fully for dissemination purposes and to serve as institutional memory.

Recommendation 3: Commission the writing of a case study report to fully document the mangrove rehabilitation experience in Khor Angar.

The case study can be disseminated widely.

Annex 1: Response to Stakeholder Comments

An agreement has been reached between the evaluator and key stakeholders on all comments provided for the draft evaluation report.

Annex 2: Evaluation Terms of Reference

Terminal Evaluation of the UN ENVIRONMENT/GEF project “Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti”

PROJECT BACKGROUND AND OVERVIEW

Project General Information

Table 1. Project summary

Executing Agency	Government of Djibouti - Ministry of Urbanism, Habitat and Environment (MHUE)		
Participating countries	Djibouti		
UNEP PIMS ID:			
Sub-programme:		Expected Accomplishment(s):	
UNEP approval date:		PoW Output(s):	
GEF project ID:	3408	IMIS number	LDL/2328-2725-4B55
Focal Area(s):	Climate change/ Adaptation	GEF OP #:	LDCF
GEF Strategic Priority/Objective:	CCA-1: Reduce vulnerability to the adverse impacts of climate change, including variability at local, national, regional CCA-2: Increase adaptive capacity to respond to the impacts of climate change, including variability at local, national.	GEF approval date:	17 May 2010
Project Type:	FSP	GEF Allocation	US\$2,070,000
UNEP Approval date	7 September 2010	Date of first disbursement	12 October 2010
Actual start date	September 2010	Planned duration	60 months
Expected Start Date:		Actual start date:	September 2010
Planned completion date:	September 2014	Actual completion date:	December 2016 (Possibly to be extended to March 2017)
Planned project budget at approval:	US\$2,070,000	Total expenditures reported as of [date]:	
Disbursement as of 30 June 2016	US\$1,810,113.56	GEF grant expenditures reported as of [date]:	
PPG GEF cost:	US\$75,000	PDF co-financing:	US\$20,000
Expected FSP co-financing:	US\$2,405,000	Secured FSP co-financing:	
Total cost	US\$4,570,000	Date of financial closure:	
No. of revisions:	2	Date of last revision:	16 April 2015
Mid-term review/ evaluation (planned date):	September 2012	Mid-term review/ evaluation (actual date):	September 2014
Date of last Steering Committee meeting:	22 March 2016	Terminal Evaluation (actual date):	

(Source: 2015-2016 PIR)

Project rationale

1. The project “Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti” was developed to respond to the priorities reflected in the National Adaptation Programme of Action (NAPA) for Djibouti. According to the project document, the project was also designed to be aligned with the Djibouti UNDAF priorities (2002-2007).
2. According to the project document, Djibouti (at the time of project design) is a water-scarce country which depends on groundwater and seasonal ‘wadi’ flows for drinking water and agriculture since it does not have any permanent freshwater bodies. Climate change is likely to result in changes in precipitation regimes that will further worsen the situation; variations in the onset of rains have been noted, along with an increase in the number of intense precipitation events. According to the project document and Djibouti’s 1st National Communication, there has been a marked trend towards decreased precipitation. Therefore, the vast majority of the population is deemed highly vulnerable to climate variability.
3. In addition to changes in precipitation patterns, Djibouti is also likely to be impacted by climate change induced sea level rise and consequent flooding. This is a particular concern since large proportion of Djibouti’s population as well as infrastructure is located in the coastal area. Sea level rise poses further potential risks to water security, since it might increase salt water intrusion in coastal aquifers therefore damaging water quality and reducing water availability. Coastal ecosystems, such as coral reefs, estuaries and mangroves, have the natural capacity to act as buffers against sea level rise and flooding. However, in Djibouti, these coastal ecosystems play a key role in the subsistence of coastal communities. The mangroves are showing signs of deterioration due to overharvesting. Moreover, climate change, through increases in temperature, has resulted in coral bleaching. In combination with depletion of the mangroves, this has a negative impact on the fish stocks and marine biodiversity in general, upon which many communities rely for their livelihoods. The degradation of the coastal ecosystems therefore can reduce the ability of the coastal ecosystems to buffer against the effects of climate change, in addition to reducing the opportunities of people to benefit from the ecosystems for their livelihoods.
4. The project sought to respond to the combined climate change threats represented by changes in the precipitation regime (increased droughts combined with more frequent intense rains) and sea level rise (coastal erosion, mangrove degradation, flooding and the intrusion of saltwater in coastal aquifers). The baseline analysis of the project identified, among others factors, that there was generally an inadequate level of institutional capacity for coastal zone management in Djibouti, particularly considering the impacts and risks from climate change, that the policy framework for coastal zone development was not sufficient and there was no platform for engaging in a discussion in integrated planning for the coast. Therefore, the project aimed at strengthening adaptive capacity of both government and communities in Djibouti to adjust practices and livelihoods to these climate change threats, thus addressing the root causes of climate change vulnerability. The project aimed at providing institutional capacity strengthening (climate-proof coastal planning, support in climate data collection and analysis) and actions targeted towards the main natural resources users to provide them with resilient and no-regrets adaptation options. This was to be done through the rehabilitation of key buffer ecosystems (mangroves, shorelines and vegetated floodplains), demonstration of innovative coastal management techniques, practices and tools, and through the provision of alternative development pathways for communities that help reduce pressures on fragile coastal ecosystems. In addition, the project aimed at removing a number of key barriers to achieving resilience and better adaptive capacity, such as lack of technical tools and infrastructural means, poverty and lack of access to services.
5. The project was implemented in Djibouti, in two project sites which were selected, according to the project document, due to their vulnerability to climate change and since they represented the major aspects of the ecology and climate conditions in Djibouti, thereby enabling learning by demonstration and the scaling up of lessons learned and best practices. The regions, Obock-Khor Angar in the North of Djibouti and Atar-Damerjog in the South are considered among the most vulnerable due to the marginalization and poverty among communities, as well as the fragility of the ecosystems that form the basis of their subsistence. The anticipated impacts of climate change are

likely to exacerbate the underlying vulnerability and to have potentially irreversible impacts on communities and ecosystems. The Khor Angar region has one of the last mangroves of Djibouti and hosts a small community of semi-pastoralists who derive their livelihoods from coastal resources and livestock. The village of Damerjog on the other hand is located in the coastal sedimentary plain and hosts the two major wadis of Djibouti.

6. The project document identified as project stakeholders all vulnerable sectors of Djiboutian society, including the rural coastal communities. Other stakeholders included community-based associations, the private sector, including port infrastructure, touristic installations and the Livestock Quarantine and Export Center and the local and central administration of Djibouti.

Project objectives and components

7. The project objective as defined in the project document was to address the impacts of climate change on coastal ecosystems and communities by implementing a set of urgent measures that will strengthen the capacity to predict future changes, while helping local populations to adapt through the adoption of more sustainable production methods, particularly in the areas of water management, agriculture, fisheries and tourism. The project activities, outputs and outcomes were divided into three components (Table 2). Some revisions have been made to the project outputs in the course of the project implementation period.

Table 2. Planned project components, outcomes and outputs (Source: Project document)

Outcomes	Outputs
Component 1. Policies, planning and scientific capacities for adaptation	
1.1 Increased capacity for adaptive management and enforcement capacity for integrated coastal zone management and vulnerability reduction	1.1.1 Detailed synthesis of vulnerability of coastal water resources in context of climate change 1.1.2 Institutional mechanisms, adapted policies and guideline documents; 1.1.3 Revised standards or norms for sustainable coastal resource use, including water; 1.1.4 Updated skills among governmental and non-governmental stakeholders on climate change adaptation and ICZM; 1.1.5. A private sector engagement strategy; 1.1.6 Long-term vulnerability reduction plans for Khor Angar/Damerjog developed at district level.
Component 2. Rehabilitation of key buffer ecosystems	
2.1 Environmental vulnerability reduced and resilience of coastal zone systems increased	2.1.1 Degraded watersheds and wadi shores rehabilitated in 2 project areas to reduce sea water intrusion and intense rains; 2.1.2 Mangrove rehabilitation in the north to reduce coastal erosion/floods from sea-level rise; 2.1.3 Measures to reduce pressure on coastal buffer ecosystems put in place (fuel sources, fishing, community management, agriculture, fishing and ecotourism development); 2.1.4 Small barriers to control sea water intrusion and prevent flooding in Damerjog put in place; 2.1.5 Technologies for sustainable water extraction and alternative energy production acquired, including through training; 2.1.6 Community training for management and maintenance of measures and incentives.
Component 3. Climate forecasting and early warning systems	

3.1 Reduced losses from extreme climatic events and improved information for decision making	3.1.1 Geographic extension / coordination of existing early warning systems; 3.1.2 Sea-level rise impact monitoring system; 3.1.3 Hydro-climatic monitoring stations in 3 watersheds; 3.1.4 Decentralized training for hydro-climatic monitoring.
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8. In line with the adaptation benefits listed below, the project document further lists two additional expected outcomes, which are not presented in the project’s logical framework: ‘better capacities for improving freshwater availability for current and future development; promotion of water harvesting, extraction and management technologies that are adapted to decreased rainfall’ and ‘reduced vulnerability in targeted communities, including through the promotion of alternative sources of livelihoods as a climate risk mitigation strategy’.

9. The project document defines five ‘adaptation benefits’ which the project was to contribute to, namely;

- Reduced vulnerability and increased resilience of coastal zone systems, including the protection of important livelihood sources;
- Reduced losses from extreme climatic events and improved information for decision making;
- Reduced vulnerability in targeted communities, including through the promotion of alternative sources of livelihoods as a climate risk mitigation strategy;
- Increased capacity for adaptive management and enforcement capacity for integrated coastal zone management (ICZM), integrated water resources management (IWRM) and vulnerability reduction;
- Better capacities for improving freshwater availability for current and future development; promotion of water harvesting, extraction and management technologies that are adapted to decreased rainfall.

10. According to the project document, the global environmental benefits that the project aimed at contributing were related to the restoration or/and maintenance of key ecological services, more precisely:

- Maintenance of critical ecosystem supporting services, including restoration of ground water recharge capacity;
- Improvement of the delivery of key ecosystem provisioning services, including ensuring sustainable supply of potable water for rural and urban communities, resilient agricultural livelihoods, improved food production from household gardens and sustainable supply of fuelwood to meet local energy needs, as well as improved fisheries restocking through the maintenance of nesting grounds;
- Improvement in important ecosystem regulating services, including improved local climate, enhanced resistance to the effects of drought and reduced soil erosion through improved flood control.

Executing and Implementing Arrangements

11. The project was implemented by UN Environment and executed by the Ministry of Urbanism, Habitat and Environment of Djibouti (MHUE) in close cooperation with sectoral ministries. UN

Environment was to be responsible for overseeing and monitoring the project implementation process as per its rules and procedures. MHUE was to coordinate with national line ministries and agencies to implement project activities, to be responsible for the implementation of the activities financed through co-financing instruments of the donors and to be accountable to UN Environment for the proper use of funds provided to it and for the quality, timely and effectiveness of the services it provides and activities it carries out. A project management committee (PMC) was to be established, comprising of MHUE, UN Environment, leading staff in line ministries at national level and local governments of the project site, as well as non-governmental partners and bilateral and multilateral partners. The PMC was to steer the project implementation process and among others, approve annual work plans and procurement plans. Furthermore, the PMC was to hold the authority to establish sub-committees or Task Teams in order to provide sectoral or thematic guidance to project implementation.

12. A Project Coordination Unit was to be created to undertake day-to-day operations for the project. MHUE was to appoint a project manager who was to monitor the implementation progress and to be responsible for the organizational back up of the project, preparation of annual plans and reports. The project manager was also to serve as the secretary of the PMC. Furthermore, a Regional Project Focal Point was to be recruited or designated to facilitate the coordination and implementation of activities in Khor Angar due to its remoteness from the capital.

Project Cost and Financing

13. The project was funded through the Least Developed Countries Fund (LCDF) of the GEF. The total budget of the project at approval was US\$ 4,475,000, from which US\$ 2,070,000 was from the GEF and US\$ 2,405,000 was co-financing.

Table 3. Project funding sources and planned budget at approval (source: Project Document)

Funding source	Planned funding	% of total funding
GEF LDCF	2,070,000	46%
Co-financing		
Cash		
PERSGA	170,000	
Government of Djibouti (MHUE)	300,000	
Government of Djibouti - Secrétariat d'état à la solidarité nationale (SESN)	550,000	
FAO	50,000	
<i>Sub-total</i>	<i>1,070,000</i>	<i>24%</i>
In-kind		
MHUE	215,000	
MAEM-RH	300,000	
ONEAD	300,000	
CERD	110,000	
Djibouti Livestock Export Facility	200,000	
FAO	50,000	
Association de Coopératives Agricoles de Damerjog (ACAD)	60,000	
Association de Développement et Protection de l'Environnement (Obock)	50,000	
Association pour la Promotion de la Pêche et de l'Écotourisme	50,000	
<i>Sub-total</i>	<i>1,335,000</i>	<i>30%</i>
Total	4,475,000	100%

Implementation Issues

14. The project document identified the following risks related to project management; 1) project could encounter delays due to the lack of nationally-available expertise and human resources, 2) investments expected as part of the baseline could be delayed, 3) private sector investments along the coast could further accentuate ecosystem vulnerability.

15. The project underwent a mid-term review in 2014, and was assigned an overall rating of “moderately satisfactory”. The project implementation review (PIR) for the GEF fiscal year of 2015-2016 rated the overall project progress towards meeting project objectives as “marginally satisfactory”. The project had experienced significant delays, which have resulted in a total of two years of no-cost extensions being granted. However, the 2015-2016 PIR reported advances on achieving the project objective and several of the planned outcomes, and noted that some of the past delays and challenges in project implementation had been overcome.

Objective and Scope of the Evaluation

16. In line with the UN Environment Evaluation Policy³⁴ and the UNEP Programme Manual³⁵, the Terminal Evaluation (TE) is undertaken at completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UN Environment and the main project partners. Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation [especially for the second phase of the project, if applicable].

17. In addition to the evaluation criteria outlined in section 5, below, the evaluation will address the **strategic questions** listed below.

- (a) Was the approach adopted by the project the best possible to address the impacts of climate change on coastal ecosystems and communities in Djibouti? Does the approach have room for improvement?
- (b) What were the core reasons behind the delays the project experienced in its implementation? What can be learned for future projects to reduce the likelihood of similar situations?

Overall Approach and Methods

18. The TE of the Project will be conducted by independent consultants under the overall responsibility and management of the Evaluation Office of UN Environment (EOU) in consultation with the UN Environment Task Manager, the UN Environment GEF Coordination Office and the Coordinator of the Climate Change Sub-programme.

19. It will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used to determine project achievements against the expected outputs,

³⁴ <http://web.unep.org/evaluation/policy-standards/evaluation-policy>

³⁵ http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf

outcomes and impacts. It is highly recommended that the consultant(s) maintains close communication with the project team and promotes information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings.

20. The findings of the evaluation will be based on the following:

(a) **A desk review of:**

- Relevant background documentation, inter alia NAPA of Djibouti, UNEP Medium-Term Strategy for 2010-2013 and the respective Programmes of Work;
- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
- Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, project PIRs, meeting minutes, relevant correspondence etc.;
- Project Mid-Term Review report
- Documentation related to project outputs;
- Evaluations/reviews of similar projects.

(b) **Interviews (individual or in group) with:**

- UN Environment Task Managers (past and present);
- UN Environment Fund Management Officer;
- Members of the Project Management Committee;
- Members of the Sub-committees and Task Teams;
- Project Manager;
- Other members of the Project Coordination Unit;
- Senior officials at the Executing Agency (MHUE);
- Key project consultants, in particular the Chief Technical Advisor (CTA)
- Project partners, including Government of Djibouti, PERSGA, FAO, Djibouti National Research Centre, Djibouti Livestock Export Facility, Association de Coopératives Agricoles de Damerjog, Association de Développement et Protection de l'Environnement.
- Project stakeholders, including a good representation of members of the rural coastal communities, including women, disadvantaged members of the society including members of vulnerable groups, representatives of community-based associations, representatives of the private sector including port infrastructure and touristic installations;
- Other relevant resource persons.

(c) **Evaluation visits**

- The terminal evaluation will include a visit Djibouti to meet with the project partners and a wide range of different stakeholders, including coastal communities. Interviews conducted during the evaluation visit will be conducted independently by the evaluation consultant.

(d) **Surveys and other data collection tools**

- The terminal evaluation will deploy other data collection tools, such as surveys, as appropriate. The evaluation consultant will provide a detailed plan of the methods to be used in the evaluation inception report.

Key Evaluation principles

21. Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different

sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.

22. The evaluation will assess the project with respect to **a minimum set of evaluation criteria** grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the achievement of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance. The evaluation consultants can propose other evaluation criteria as deemed appropriate.

23. **Ratings.** All evaluation criteria will be rated on a six-point scale. Section 5, below, outlines the scope of the criteria and the ratings table in Annex 1 provides guidance on how the different criteria should be rated. A weightings table will be provided in excel format to support the determination of an overall project rating.

24. **Baselines and counterfactuals.** In attempting to attribute any outcomes and impacts to the project intervention, the evaluators should consider the difference between *what has happened with, and what would have happened without, the project*. This implies that there should be consideration of the baseline conditions, trends and counterfactuals in relation to the intended project outcomes and impacts. It also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions, trends or counterfactuals is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

25. **The “Why?” Question.** As this is a terminal evaluation and a follow-up project is likely [or similar interventions are envisaged for the future], particular attention should be given to learning from the experience. Therefore, the “Why?” question should be at the front of the consultants’ minds all through the evaluation exercise. This means that the consultants need to go beyond the assessment of “what” the project performance was, and make a serious effort to provide a deeper understanding of “why” the performance was as it was. This should provide the basis for the lessons that can be drawn from the project. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultants to explain “why things happened” as they happened and are likely to evolve in this or that direction, which goes well beyond the mere review of “where things stand” at the time of evaluation.

26. A key aim of the evaluation is to encourage reflection and learning by UNEP staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons.

27. **Communicating evaluation results.** Once the consultant(s) has obtained evaluation findings, lessons and results, the EOU will share the findings and lessons with key stakeholders. Evaluation results should be communicated to key stakeholders in a brief and concise manner that encapsulates the evaluation exercise in its entirety. There may, however, be several intended audiences, each with different interests and needs regarding the report. The Evaluation Manager will plan with the consultant(s) which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some or all of the following; a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

Evaluation Criteria

(Supplementary information on approaches is available in the Approaches Guidance document)

Strategic Relevance

The evaluation will assess, in line with the OECD/DAC definition of relevance, '*the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor*'. The evaluation will include an assessment of the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies at the time of project approval. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

1. *Alignment to the UNEP Medium Term Strategy³⁶ (MTS) and Programme of Work (POW)*

The evaluation should assess the project's alignment with the MTS and POW under which the project was approved and include reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW.

2. *Alignment to UNEP/GEF/Donor Strategic Priorities*

Donor, including GEF, strategic priorities will vary across interventions. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building³⁷ (BSP) and South-South Cooperation (S-SC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology, and knowledge between developing countries. GEF priorities are specified in published programming priorities and focal area strategies.

3. *Relevance to Regional, Sub-regional and National Environmental Priorities*

The evaluation will assess the extent to which the intervention is suited or responding to the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented. Examples may include: national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc.

4. *Complementarity with Existing Interventions*

An assessment will be made of how well the project, either at design stage or during the project mobilization, took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies) that address similar needs of the same target groups. The evaluation will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include UNDAFs or One UN programming. Linkages with other interventions should be described and instances where UNEP's comparative advantage has been particularly well applied should be highlighted.

Factors affecting this criterion may include:

³⁶ UNEP's Medium Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes.

³⁷ <http://www.unep.org/GC/GC23/documents/GC23-6-add-1.pdf>

- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness

Quality of Project Design

The quality of project design is assessed using an agreed template during the evaluation inception phase, ratings are attributed to identified criteria and an overall Project Design Quality rating is established. This overall Project Design Quality rating is entered in the final evaluation ratings table as item B.

Factors affecting this criterion may include (at the design stage):

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity

C. Nature of External Context

At evaluation inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval). This rating is entered in the final evaluation ratings table as item C. Where a project has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, the overall rating for Effectiveness may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together. A justification for such an increase must be given.

D. Effectiveness

1. Achievement of Outputs

The evaluation will assess the project's success in producing the programmed outputs (products and services delivered by the project itself) and achieving milestones as per the project design document (ProDoc). Any *formal* modifications/revisions made during project implementation will be considered part of the project design. The achievement of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their usefulness and the timeliness of their delivery.

The evaluation will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision³⁸

³⁸ In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UNEP.

2. Achievement of Direct Outcomes

The achievement of direct outcomes is assessed as performance against the direct outcomes as defined in the reconstructed³⁹ Theory of Change. These are the first-level outcomes expected to be achieved as an immediate result of project outputs. The evaluation should report evidence of attribution between UNEP's intervention and the direct outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UNEP's contribution should be included.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity
- Communication and public awareness
- Catalytic role and replication

3. Likelihood of Impact

Based on the articulation of longer term effects in the reconstructed TOC (i.e. from direct outcomes, via intermediate states, to impact – see Annex 2), the evaluation will assess the likelihood of the intended, positive impacts becoming a reality. The Evaluation Office's approach is outlined in detail in the Approaches Guidance available on the EOU website, www.unep.org/evaluation. Essentially the approach follows a 'likelihood tree' from direct outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

The evaluation will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects. Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental, Social and Economic Safeguards.⁴⁰

Ultimately UNEP and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-term or broad-based changes. However, the evaluation will assess the likelihood of the project to make a substantive contribution to the high level changes represented by UNEP's Expected Accomplishments, the Sustainable Development Goals⁴¹ and/or the high level results prioritised by the funding partner (Eg. GEF focal areas).

³⁹ UNEP staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during an evaluation will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any changes made to the project design. In the case of projects pre-dating 2013 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the evaluation.

⁴⁰ Further information on Environmental, Social and Economic Safeguards (ESES) can be found at <http://www.unep.org/about/eses/>

⁴¹ A list of relevant SDGs is available on the EOU website www.unep.org/evaluation

Factors affecting this criterion may include:

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity
- Country ownership and driven-ness
- Communication and public awareness
- Catalytic role and replication

E. Financial Management

Financial management will be assessed under three broad themes: completeness of financial information, communication between financial and project management staff and compliance with financial management standards and procedures. The evaluation will establish the actual spend across the life of the project of funds secured from all donors. This expenditure will be reported, where possible, at output level and will be compared with the approved budget. The evaluation will assess the level of communication between the project manager and the fund management officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach. The evaluation will verify the application of proper financial management standards and adherence to UNEP's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision

F. Efficiency

Under efficiency the evaluation will assess the cost-effectiveness and timeliness of project execution. Cost-effectiveness is the extent to which an intervention has achieved, or is expected to achieve, its results at a lower costs compared with alternatives. Timeliness refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The evaluation will also assess to what extent any project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The evaluation will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe.

The evaluation will give special attention to efforts by the project teams to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. to increase project efficiency. The evaluation will also consider the extent to which the management of the project minimised UNEP's environmental footprint.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision
- Stakeholder participation and cooperation

G. Monitoring and Reporting

The evaluation will assess monitoring and reporting across three sub-categories: 'project reporting'; 'monitoring design and budgeting' and 'monitoring implementation'.

1. Project Reporting

UNEP has a centralised Project Information Management System (PIMS) in which project managers upload six-monthly status reports against agreed project milestones. This information will be provided to the Evaluation Consultant(s) by the Evaluation Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team. The evaluation will assess the extent to which both UNEP and donor reporting commitments have been fulfilled.

2. Monitoring Design and Budgeting

Each project should be supported by a sound monitoring plan that is designed to track progress against SMART indicators towards the achievement of the projects outputs and direct outcomes. The evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation.

3. Monitoring Implementation

The evaluation will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards projects objectives throughout the project implementation period. It will also consider how information generated by the monitoring system during project implementation was used to adapt and improve project execution, achievement of outcomes and ensuring sustainability. The evaluation should confirm that funds allocated for monitoring were used to support this activity.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Responsiveness to human rights and gender equity

H. Sustainability

Sustainability is understood as the probability of direct outcomes being maintained and developed after the close of the intervention. The evaluation will identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved outcomes. Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention.

1. Socio-political Sustainability

The evaluation will assess the extent to which social or political factors support the continuation and further development of project direct outcomes. It will consider the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards. In particular the evaluation will consider whether individual capacity development efforts are likely to be sustained.

2. Financial Sustainability

Some direct outcomes, once achieved, do not require further financial inputs, e.g. a decision to formally revise a policy. However, in order to derive a benefit from this outcome further management action may still be needed e.g. to undertake actions to enforce the policy. Other direct outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new resource management approach. The evaluation will assess the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the direct outcomes of a project have been extended into a future project phase. The question still remains as to whether the future project outcomes will be financially sustainable.

3. Institutional Sustainability

The evaluation will assess the extent to which the sustainability of project outcomes is dependent on issues relating to institutional frameworks and governance. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the project outcomes after project closure.

Factors affecting this criterion may include:

- Stakeholders participation and cooperation
- Responsiveness to human rights and gender equity
- Communication and public awareness
- Country ownership and driven-ness
- Catalytic role and replication

Factors and Processes Affecting Project Performance

These factors are rated in the ratings table, but are discussed as cross-cutting themes as appropriate under the other evaluation criteria, above.

1. Preparation and Readiness

This criterion focuses on the inception or mobilisation stage of the project. The evaluation will assess whether appropriate measures were taken to either address weaknesses in the project design or respond to changes that took place between project approval, the securing of funds and project mobilisation. In particular the evaluation will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements.

2. Quality of Project Management and Supervision

In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping and supervision provided by UNEP.

The evaluation will assess the effectiveness of project management with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); communication and collaboration

with UNEP colleagues; risk management; use of problem-solving; project adaptation and overall project execution.

3. Stakeholder Participation and Cooperation

Here the term 'stakeholder' should be considered in a broad sense, encompassing all project partners, duty bearers with a role in delivering project outputs and target users of project outputs and any other collaborating agents external to UNEP. The assessment will consider the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the project life and the support given to maximise collaboration and coherence between various stakeholders, including sharing plans, pooling resources and exchanging learning and expertise.

4. Responsiveness to Human Rights and Gender Equity

The evaluation will ascertain to what extent the project has applied the UN Common Understanding on the human rights based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the evaluation will assess to what extent the intervention adheres to UNEP's Policy and Strategy for Gender Equality and the Environment.

In particular the evaluation will consider to what extent project design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

5. Country Ownership and Driven-ness

The evaluation will assess the quality and degree of engagement of government / public sector agencies in the project. The evaluation will consider the involvement not only of those directly involved in project execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices. This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised.

6. Communication and Public Awareness

The evaluation will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The evaluation should consider whether existing communication channels and networks were used effectively and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the evaluation will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

7. Catalytic Role, Replication and Scaling Up (note: this factor is under revision)

The evaluation will assess the extent to which the project has played a catalytic role or promoted replication and/or scaling up. Playing a catalytic role and supporting replication and scaling up are all examples of multiplier effects i.e. ways in which the benefits stemming from the project's funded activities are extended beyond the targeted results or the targeted implementation area.

More specifically, the *catalytic role* of UNEP interventions is embodied in their approach of supporting the creation of an enabling environment and encouraging partners/others to work towards common environmental goals. A catalytic role can be demonstrated through replication or scaling up. *Replication* refers to approaches being repeated or lessons being applied in different geographic areas or among different target groups. *Scaling up* refers to approaches being adopted on a much larger scale. Both replication and scaling up are often funded by other sources. Piloting innovative approaches and demonstrating how new knowledge can be applied is a common method used to stimulate replication and justify the scaling up of efforts. Fundamentally, all these roles imply cost-savings in the sense that effective approaches or evidence have been established that can be applied by others or elsewhere, without the duplication of investment or effort.

Evaluation Deliverables and Review Procedures

28. The evaluation team will prepare:

- **Inception Report:** (see Annex 3 for Inception Report outline) containing an assessment of project design quality (Annex 4), a draft reconstructed Theory of Change of the project, project stakeholder analysis, evaluation framework and a tentative evaluation schedule.
- **Preliminary Findings Note:** typically in the form of a powerpoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings. In the case of highly strategic project/portfolio evaluations or evaluations with an Evaluation Reference Group, the preliminary findings may be presented as a word document for review and comment.
- **Draft and Final Evaluation Report:** (see Annex 5 for Evaluation Report outline) containing an executive summary that can act as a stand alone document; detailed analysis of the evaluation findings organised by evaluation criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.

Evaluation Bulletin: a 2-page summary of key evaluation findings for wider dissemination through the EOU website.

29. **Review of the draft evaluation report.** The evaluation team will submit a zero draft report to the Evaluation Manager and revise the draft in response to their comments and suggestions.. Once a draft of adequate quality has been accepted, the Evaluation Manager will share the first draft report with the Task Manager, who will alert the EOU in case the report contains any blatant factual errors. The Evaluation Manager will then forward the first draft report (corrected by the evaluation team where necessary) to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to the draft report will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the evaluation team for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

30. The UNEP Evaluation Office will assess the ratings in the final evaluation report based on a careful review of the evidence collated by the evaluation consultants and the internal consistency of the report. Where there are differences of opinion between the evaluator and UNEP Evaluation Office on project ratings, both viewpoints will be clearly presented in the final report. The UNEP Evaluation Office ratings will be considered the final ratings for the project.

31. The Evaluation Manager will prepare a **quality assessment** of the zero draft and final draft report, which is a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against the criteria specified in Annex 6.

32. At the end of the evaluation process, the Evaluation Office will prepare a Recommendations Implementation Plan in the format of a table to be completed and updated at regular intervals by the Task Manager. The EOU will track compliance against this plan on a six monthly basis.

Logistical arrangements

33. This TE will be undertaken by an independent evaluation consultant contracted by the UNEP Evaluation Office. The consultant will work under the overall responsibility of the UNEP Evaluation Office and will consult with the EO on any procedural and methodological matters related to the evaluation. It is, however, the consultant’s individual responsibility to arrange for his/her travel, visa, obtain documentary evidence, plan meetings with stakeholders, organize online surveys, and any other logistical matters related to the assignment. The UNEP Task Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultant to conduct the evaluation as efficiently and independently as possible.

The Evaluation Consultants

34. For this evaluation, an independent evaluation consultant will be contracted. Details about the specific responsibilities of the consultant are presented in Annex 7 of these TORs. The consultant should have a minimum of 10 years of technical / evaluation experience, including of evaluating large, regional or global programmes and using a Theory of Change approach; and a broad understanding of large-scale, consultative assessment processes and factors influencing use of assessments and/or scientific research for decision-making.

35. By undersigning the service contract with UN Environment/UNON, the consultants certify that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project’s executing or implementing units.

Schedule of the evaluation

36. Table 4 below presents the tentative schedule for the evaluation.

Table 4. Tentative schedule of the terminal evaluation

Milestone	Deadline
Evaluation consultant contracted	6 February 2017
Inception Report	28 February 2016
Evaluation Mission (Djibouti)	2 weeks in early March 2017
Zero draft report	Early April 2017
Draft Report shared with UNEP Task Manager	Late April 2017
Draft Report shared with stakeholders	Early May 2017
Final Report	Mid-May 2017

Consultant’s Terms of Reference

The evaluation consultant will be contracted for 5 months spread over the period 10 January 2017 – 30 May 2017. The consultant will be responsible for conducting the terminal evaluation, in close consultation with the UN Environment Evaluation Office, and timely delivery of the evaluation outputs as described in the ToR of the evaluation. The consultant will lead the evaluation design, data collection and analysis and report-writing. More specifically:

Inception phase of the evaluation, including:

- conduct a preliminary desk review and introductory interviews with project staff;
- draft the reconstructed Theory of Change of the project;
- prepare the evaluation framework;
- develop the desk review and interview protocols;
- draft the survey protocols (if relevant);
- plan the evaluation schedule;
- prepare the inception report, including comments received from the Evaluation Office.

Data collection and analysis phase of the evaluation, including:

- conduct further desk review and in-depth interviews with project implementing and executing agencies, project partners and project stakeholders;
- conduct an evaluation mission to Djibouti, visit the project locations, interview project partners and stakeholders, including coastal communities. Ensure independence of the evaluation and confidentiality of evaluation interviews.
- keep the Task Manager informed of the evaluation progress and engage the Task Manager in discussions on evaluation findings throughout the evaluation process; and
- regularly report back to the Evaluation Office on progress and inform of any possible problems or issues encountered.

Reporting phase, including:

- write the main evaluation report, ensuring that the evaluation report is complete and coherent both in substance and style;
- liaise with the Evaluation Office on comments received and ensure that comments are taken into account during finalization of the main report;
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the evaluation consultant and indicating the reason for the rejection; and
- prepare a 2-page summary of the key evaluation findings and lessons;
- prepare the executive summary of the terminal evaluation report in French.

Managing relations, including:

- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- communicate in a timely manner with the Evaluation Office on any issues requiring its attention and intervention.

The evaluation consultant shall have had no prior involvement in the formulation or implementation of the project and will be independent from the participating institutions. The consultant will sign the Evaluation Consultant Code of Conduct Agreement Form.

The evaluation consultant will be selected and recruited by the UN Environment Evaluation Office through an individual consultancy contract.

Key selection criteria

- Advanced university degree in environmental sciences or other relevant environmental, political or social science areas;
- Extensive evaluation experience, including evaluations of GEF or other international donor funded projects and using the theory of change approach;
- Experience in working in least developed countries;

- Excellent interpersonal and communication skills;
- Broad understanding of climate change adaptation issues, watershed management, coastal management and the related policy change processes. Sound understanding of the NAPA processes;
- Knowledge of the UN system and specifically of UN Environment;
- Knowledge of the GEF;
- Excellent spoken and written skills in English and French;
- Attention to detail and respect for deadlines;
- Minimum of 10 years of professional experience.

The fee of the evaluation consultant will be determined on a deliverable basis and paid upon acceptance of expected key deliverables by the UN Environment Evaluation Office. Costs of travel, including air tickets and daily subsistence allowance will be paid separately.

Deliverables:

- Inception report
- Draft main report incorporating Evaluation Office comments as required
- Final main report incorporating comments received from evaluation stakeholders as appropriate, including a “response to comments” annex, bulletin summarising evaluation findings, executive summary in French.

Schedule of Payment:

Deliverables	Percentage payment
Inception report	20% of fees
Submission and approval of the draft evaluation report	40% of fees
Submission and approval of the final evaluation report, evaluation bulletin and executive summary in French	40% of fees

Annex 3: Calendar of TE activities

Calendar of Activities for the Terminal Evaluation of the “Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti” project

Date & Location	Timing	Activity	Key Person / Entity
1) Inception Period			
February 9 to March 8		<ul style="list-style-type: none"> Draft Inception Report 	Evaluator, UN Environment staff, Project Coordinator
March 8 to 14, 2017		<ul style="list-style-type: none"> UN Env. Review of Draft Inception Report 	UN Environment Evaluation Office
March 15, 2017		<ul style="list-style-type: none"> Final Draft Inception Report 	Evaluator
2) Mission to Djibouti			
Thur.-Fri. 29/31	Transit	<ul style="list-style-type: none"> Travel to Djibouti 	
Saturday, April 1 <i>Djibouti city</i>	Morning	<ul style="list-style-type: none"> Evaluator worked on questionnaires 	<ul style="list-style-type: none"> Mohamed Ahmed Djibril, Coordinat schouneh@hotmail.com
	Mid-day	<ul style="list-style-type: none"> Debriefing with Project Manager, to discuss the calendar of activities, available documents, and theory of change 	
	Afternoon	<ul style="list-style-type: none"> Evaluator revised: <ul style="list-style-type: none"> The calendar, based on discussions Developed a summary table for the financial assistant to complete 	
Sunday, April 2 <i>Djibouti city</i>	Morning	<p>Kick-off meeting for evaluation at: Ministry of Habitat, Urbanism, and Environment MHUE / DEDD</p>	<ul style="list-style-type: none"> Houssein Rirache Robleh, Direction de l'Environnement et du Développement Durable (DEDD) housseinrirach@yahoo.fr
	Afternoon	<p>Discussions: 14:00 to 16:00</p> <ul style="list-style-type: none"> Djibouti National Research Centre / CERD (overview with DG) CERD meetings related to: <ul style="list-style-type: none"> Hydrological model; Other studies: <i>Prosopis</i> study; solar pumps; renewable energy / cook stove; date-palm study; mangrove 	<ul style="list-style-type: none"> Jalludin Mohamed, Directeur Général CERD, mohamed.jalludin@gmail.com Abdourahman Daher, Directeur, abd_daher@yahoo.fr Daha Hassan Daher, Chercheur, fat_ahad@hotmail.com

Date & Location	Timing	Activity	Key Person / Entity
		buffer	<ul style="list-style-type: none"> Nacer Mohamed Nacer, technicien, nas_ma_nas2@yahoo.fr
Monday, April 3 <u>Djibouti city</u>	Morning	Discussions: 0930 to 12:00 <ul style="list-style-type: none"> PERSGA / mangrove expert (and community based mangrove management plan) 	<ul style="list-style-type: none"> Dr Salim M. Al-Moghrabi, Environmental Expert (Directeur ?) Mr. Habib Abdi Houssein, Programme Coordinator (who had been briefed by Dr Ahmed Khalil – the project’s mangrove expert).
	Afternoon	<ul style="list-style-type: none"> Processing of interview notes Preparation for next meeting Reading new documents (technical reports) 	
Tuesday, April 4 <u>Djibouti</u>	Morning	Discussions: <ul style="list-style-type: none"> ANM / NMA: overview meeting; Specific meetings: re: climate monitoring / EWS / sentinel network; mareograph (office) installation and operation Visit equipment/monitoring site(s) Discuss training received IGAD partnership 	<ul style="list-style-type: none"> Osman Saad Said, Directeur Général ANM, osman.saad@aeroport-jib.aero Abdourahman Youssouf Nour, Directeur Général Adjoint, abdou_kouka@yahoo.fr Mahado Salah Waiss, Ingénieur, mahi92.saleh@gmail.com
	Afternoon	<ul style="list-style-type: none"> Processing of interview notes Preparation for next meeting Reading new documents (technical reports) 	

Date & Location	Timing	Activity	Key Person / Entity
Wednesday, April 5 <u><i>Djibouti</i></u>	Morning	<p>Discussions:</p> <ul style="list-style-type: none"> • MAEM: Direction de l'Hydraulique Rurale • IFAD / FIDA 	<p>Discussions:</p> <ul style="list-style-type: none"> • Ahmed Abdoul-Galil Ahmed , Direction de l'Hydraulique Rurale (DHR), Ingenieur Specialiste en Eau et Developpement Durable ; Ministere de l'Agriculture et de l'Eau. Telephone : 77639444 ; Email : ahmed_cavalier11@yahoo.fr • Monsieur ABDI KAYAD MALOW ; Chef du Service Ingénierie et Travaux ; Telephone : 77830652 ; Email : abdikayad01@gmail.com • Mme Beydane Mohamed Miyir, Coordinatrice du Programme, Programme d'appui a la réduction de la vulnérabilité dans les zone de pêches côtières (PRAVEV) (IFAD / FIDA b.miyir.prarev@gmail.com)
	Afternoon	<ul style="list-style-type: none"> • Processing of interview notes • Preparation for next meeting • Reading new documents (technical reports) 	
Thursday, April 6 <u><i>Damerjog</i></u>	Morning	<p>Site visits & Discussions (Damerjog)</p> <ul style="list-style-type: none"> • Observations made on <i>Prosopis</i>: (photograph of seed pod) • Visit to 4 solar pump sites / 4 gardens. Discuss with farmers benefits of solar pump, better access to water, livelihoods, and training received. Observe and photograph equipment and gardens. 	<ul style="list-style-type: none"> • On site discussions & request name of contact person(s) from CERD • Refer to photographs of site visit
	Late morning	<p>Mini-dams (up to 2 or 3):</p> <ul style="list-style-type: none"> • Discussions with: <ul style="list-style-type: none"> ○ Beneficiaries (women & men) ○ Community based management committee 	<ul style="list-style-type: none"> •

Date & Location	Timing	Activity	Key Person / Entity
<p>Thursday, April 6</p> <p><u>Damerjog (continued)</u></p>		<ul style="list-style-type: none"> ○ People receiving training in <i>sustainable water management</i> ● Visit to Local Association (ACAD) to discuss general project activities with the president ● Visit to beneficiaries of cook stoves: Discuss project with beneficiaries use of improved cook stove (women) (took photographs) ● Quick visit to new weather stations / mareograph (see photograph) ● Return to Djibouti 	
	<p>Late Afternoon</p>	<ul style="list-style-type: none"> ● Private Sector Engagement (venue: Sheraton, where Ms. Zeinab was attending another workshop) 	<ul style="list-style-type: none"> ● Mme Zeinab Ismael, Suitability Coordinator ; Port des Doraleh ; since 2015. (She attended a project workshop in Feb. 2016) ; zeinab.ismael@dpworld.com
<p>Friday, April 7</p>	<p>Djibouti city</p>	<p>10:00 to 12:00 pm</p> <ul style="list-style-type: none"> ● Discussions with Fisheries Consultant about training and activities undertaken within this sub-activity ● Reading documents obtained in country 	<ul style="list-style-type: none"> ● Mr. Mohamed Chehem, Fisheries consultant (who conducted the fisheries training); ● mohamedchehem@yahoo.fr ● +253 77 81 59 13
<p>Saturday, April 8</p> <p><u>Khor Angar</u></p>	<p>Mid day to late afternoon</p>	<ul style="list-style-type: none"> ● Drive to Obock, to be relatively close to Khor Angar 	<ul style="list-style-type: none"> ● Evaluator; Mangrove expert ● Coordinator; Driver
<p>Sunday, April 9</p> <p><u>Khor Angar</u></p>	<p>Morning</p>	<p>Site visits & Discussions at:</p> <p>Mangrove rehabilitation sites:</p> <ul style="list-style-type: none"> ● Visit to 2 mangrove replantation sites (with many new mangrove trees), 4 mangrove nurseries, areas that were cleaned (with dead wood piles); ● Visited the site of canal-clearing works ● Visited new mangrove rehabilitation site in Godoria <p>Date Palm:</p> <ul style="list-style-type: none"> ● Visited the site where palm dates have been 	<p>On site discussions with:</p> <ul style="list-style-type: none"> ● Mr. Houmed Ali Omar, Regional Focal Point Coordinator ● Chief, Mr. Isse Youssouf Mohamed ● Sub-Prefect: Mr. ● Mohamed Houmed Ahmed New Contractor (hired to clean the canal) (private sector) ● Mr. Hassan Haissama Gouda

Date & Location	Timing	Activity	Key Person / Entity
		planted (one successful, where it is concluded that the watering hole has fresh water) and one where the plantations died (where it is concluded that the water source was too salty.)	(HHaissama@gmail.com); Tel: 77647529
	Afternoon	<ul style="list-style-type: none"> • Return travel to Djibouti city (4 hour trip) 	
Monday, April 10 Djibouti	All day	<ul style="list-style-type: none"> • Reading documents obtained in country • Analyzing the information to date, to draw some preliminary findings • Developing the debriefing presentation 	<ul style="list-style-type: none"> • Evaluator
Tuesday, April 11	Morning	<ul style="list-style-type: none"> • Developing the debriefing presentation • Participating in Debriefing workshop • Brief meeting (by chance) with IUCN biodiversity project 	<ul style="list-style-type: none"> • Houssein Rirache Robleh, Direction de l'Environnement et du Développement Durable (DEDD) housseinrirach@yahoo.fr
	Afternoon	<ul style="list-style-type: none"> • Work with Djibril on questionnaire 	
	Departure	<ul style="list-style-type: none"> • Return journey 	
3) Data Analysis and Draft TE Report			
Monday April 17 to May 15, 2017		<ul style="list-style-type: none"> • Data analysis, draft report writing 	<ul style="list-style-type: none"> • Evaluator, UN Environment, and Project Coordinator
4) Stakeholder Review of Draft Report			
May 16 to Sept. 9		<ul style="list-style-type: none"> • Stakeholder review (in particular UN staff) 	<ul style="list-style-type: none"> • UN Environment, Evaluator Office • Stakeholders
5) Final Report			
Sept. 11-13		<ul style="list-style-type: none"> • Revising the draft based on all comments 	<ul style="list-style-type: none"> • Evaluator

Annex 4: Summary of Co-Finance Information

(and statement of project expenditure by activity)

Table 2: Co-financing Table (information as per June 2016. The final co-financing information was not available for the evaluation).

Co financing (Type/Source)	UN Environment own financing		Government (US\$1,000)		Other* (US\$1,000)		Total (US\$1,000)		Total Disbursed US\$1,000
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual (June 2016)	
- Grants									
<i>PERSGA</i>					170,000		170,000		
<i>MHUE</i>			300,000				300,000		
<i>Government of Djibouti</i>			550,000				550,000		
<i>SESN</i>									
<i>FAO</i>					50,000		50,000		
- Loans									
- Credits									
- Equity investments									
- In-kind support									
<i>MHUE</i>			215,000				215,000		
<i>MAEM-RH</i>			300,000				300,000		
<i>ONEAD</i>			300,000				300,000		
<i>CERD</i>			110,000				110,000		
<i>Djibouti Livestock Export Facility</i>					200,000		200,000		
<i>FAO</i>					50,000		50,000		
<i>ACAD</i>					60,000		60,000		
<i>ADPE (Obock)</i>					50,000		50,000		
<i>APPE (Khor Angar)</i>					50,000		50,000		
Totals			1,775,000		630,000		2,405,000	*2,339,000	

* Source: PIR 2016

Table 3: Financial Management Table

NON-GEF AND GEF PROJECTS		
Financial management components:	Rating	Evidence/ Comments
3. Questions relating to financial management across the life of the project:		
Compliance with financial requirements and procedures of UN Environment and all funding partners (including procurement rules, financial reporting and audit reports etc)	HS:HU	
Timeliness of project financial reports and audits	HS:HU	
Quality of project financial reports and audits	HS:HU	
Contact/communication between the PM/TM & FMO	HS:HU	
PM/TM & FMO responsiveness to addressing and resolving financial issues	HS:HU	
4. Questions relating to financial information provided during the evaluation:		
Provision of key documents to the evaluator (based on the provision of A-F below)	HS:HU	
A. An up-to-date 'Co-financing and Project Cost's table	Y/N	
B. A summary report on the project's annual financial expenditures during the life of the project.	Y/N	
C. Financial documents from Mid-Term Evaluation/Review (where appropriate)	Y/N	
D. All relevant project legal agreements (e.g. SSFA, PCA, ICA) – where appropriate	Y/N	
E. Associated financial reports for legal agreements (where applicable)	Y/N	
F. Copies of any completed audits	Y/N	
Demonstrated knowledge by the PM/TM & FMO of partner financial expenditure	HS:HU	
PM/TM & FMO responsiveness to financial requests during the evaluation process	HS:HU	
Overall rating		

Annex 5: List of Documents Consulted

Strategic Documents

1. UNEP / Bali Strategic Plan / South-South Cooperation / Clearing House Mechanism. 1 page.
<http://62.160.8.20/bsp/staticpages/mandate.aspx>
2. United Nations Environment Programme Medium-term Strategy (MTS) 2010–2013, Environment for Development. 30 pages.
3. UN Environment. MTS Proposed biennial programme and support budgets for 2010-2011. Report by the Executive Director. 2008. 103 pages.
4. NAPA 2006. *Programme d'Action National d'Adaptation aux changements climatiques*. Ministère de l'Habitat, de l'Urbanisme, de l'Environnement et de l'Aménagement du Territoire, UNEP, GEF. October 2006. 83 pages.

NAPA Project Documents

5. Project Identification Form (PIF); Project Type: Full-sized Project; The Least Developed Countries Fund (LDCF). January 20, 2008. 9 pages.
6. Request for Project Preparation Grant (PPG); Project Type: Full-sized Project; The Least Developed Countries Fund (LDCF). July 08, 2008. 6 pages.
7. Check List for the Full Proposal; Completion by SPO for submission to DGEF PRC. For the project: *Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*. Reviewers: AlJuras, M. Zieren, K. West, S. Twomlow, P. De Bakker, and G. Colville. 8 pages.
8. Djibouti co-financing letter.pdf ; 15 pages (found in: *Prodocs + CEO endorsement* portfolio, of the drop box of the project files).
https://www.dropbox.com/sh/vl483w3ys8ano6m/AABPOMMaOvryyd_0Sk7QhOXNa?dl=0
9. Djibouti CEO endorsement.doc. 26 pages. (found in: *Prodocs + CEO endorsement* portfolio, of the drop box of the project files).
https://www.dropbox.com/sh/vl483w3ys8ano6m/AABPOMMaOvryyd_0Sk7QhOXNa?dl=0
10. Project Document for *Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*. UN Environment. 2010? 95 pages.

NAPA Project Management and Implementation Documents

11. Baseline information and indicators for the Djibouti LDCF Project: *Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*. Prepared by C4 EcoSolutions: Dr. Raphael Kongor, Sarah Fox and Dr. Anthony Mills. September 2010. For: The Department of Land Use Planning and Environment (DATE) Ministry of Housing, Urbanism, Environment and Land Use Planning, Republic of Djibouti. 92 pages.
12. Inception Workshop Report for the Project: *Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*. Inception Workshop date: 6 June 2011, Djibouti. Prepared by: Glwadys Aymone GBETIBOUO, C4 EcoSolutions, Cape Town. South Africa. July 2011. 16 pages.
13. Mid-term Review: *Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*. April 2015. Alexandre Borde. UNEP/GEF. 78 pages.
14. Progress Information Review (PIR) / UN Environment & GEF. 2012, 45 pages.
15. PIR 2013, 61 pages.

16. PIR 2014, 55 pages.
17. PIR 2015, 63 pages.
18. PIR 2016 (1 July 2015 to 30 June 2016). 71 pages.
19. Stratégie de Sortie (Exit Strategy). Provided by Task Manager in March 2017. (2 pages).
20. Terms of Reference (version Sept 2016). *Terminal Evaluation of the UN Environment / GEF project: Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*. 34 pages.

Component 1 Technical Reports:

Participatory Vulnerability Assessment (and District Development Plans)

21. Rapport d'Evaluation Rurale Participative des communautés de Damerjog et Khor Angar et les plans d'adaptations aux changements climatiques des régions d'Obock et Arta / *Participatory Rural Assessment Report of the Damerjog and Khor Angar communities and the climate change adaptation plans of the Obock and Arta regions*. Document préparé par Madame Ifrah Ali Ahmed. Document préparé pour le Ministère De l'Habitat, de l'urbanisme et de L'environnement, Direction de l'Environnement et du Développement Durable. 39 pages. Octobre 2016.

Water Resources and Modeling

22. Rapport sur les ressources en eau de surface et souterraine de la République de Djibouti. Cartographie, évaluation et gestion des ressources d'eau de la sous-région IGAD, Projet sous régional. Mr. Jalludin Mohamed, Djibouti, Octobre 2009. 30 pages.
23. Analyse et Evaluation Socioéconomiques des Ressources en Eau de la République de Djibouti : Rapport Provisoire. 2009 ? Consultant National ; Malik M. Garad. 33 pages.
24. Ressources en eau à Damerdjog et Khor Angar (Draft). Document préparé par le Ministère de l'Enseignement Supérieur et de la Recherche, Centre d'Etude et de Recherche de Djibouti. CERD. Document préparé pour le projet Zone Côtière. Mars 2014. 39 pages.
25. Etude d'évaluation et de capitalisation des acquis des projets de mobilisation des eaux de surface. Version finale. Dr. Idris Bexi. Juillet 2016. 91 pages.
26. Modélisation de cinq systèmes aquifères dans les régions de l'intérieur de la République de Djibouti (Ali Sabieh, Dikhil, Tadjourah, Obock et Arta) / *Modeling of five aquifer systems in the interior regions of the Republic of Djibouti (Ali Sabieh, Dikhil, Tadjourah, Obock and Arta)*. Evaluation de l'impact conjoint du changement climatique et des activités humaines sur la disponibilité actuelle et future et la durabilité des ressources en eau souterraine. Rapport Provisoire. Prof. Moumtaz Razack, Consultant international, avec la collaboration de Dr Jalludin Mohamed Et Dr Abdourahman Houmed-Gaba Maki, Consultants nationaux, Novembre 2016. 194 pages.
27. Modélisation de cinq systèmes aquifères dans les régions de l'intérieur de la République de Djibouti (Ali Sabieh, Dikhil, Tadjourah, Obock et Arta) / *Modeling of five aquifer systems in the interior of the Republic of Djibouti (Ali Sabieh, Dikhil, Tadjourah, Obock and Arta)*. Evaluation de l'impact conjoint du changement climatique et des activités humaines sur la disponibilité actuelle et future et la durabilité des ressources en eau souterraine. Rapport Final. Prof. Moumtaz Razack, Consultant international, avec la collaboration de Dr Jalludin Mohamed Et Dr Abdourahman Houmed-Gaba Maki, Consultants nationaux, May 2017. 195 pages

ICZM

28. Processus de Gestion Intégrée de la Zone Côtière en République de Djibouti, Rapport final de mission d'expertise en GIZC / *Integrated Coastal Zone Management Process in the Republic of Djibouti, Final Report. ICZM Expert.* Document préparé pour le Ministère de l'Habitat, de l'Urbanisme et de l'Environnement. Document préparé par AIRAUD Frédéric, Novembre 2014, (page 1 to 52, of the 84 page pdf document).
 - Annexe 1: Liste des participants
 - Annexe 2: Programme de l'atelier
 - Annexe 3: Présentation sur les principes et l'approche de la GIZC
 - Annexe 4: Présentation sur les enjeux et problématiques de la zone côtière
 - Annexe 5: Présentation sur l'élaboration d'une vision commune et des objectifs de gestion du littoral
 - Annexe 6: Présentation sur les modalités de création et de fonctionnement d'une Commission Nationale du Littoral
 - Annexe 7: Présentation sur les stratégies de communication pour une gestion durable du littoral
29. Projet de Décret relatif à la mise en place et à la gestion du Comité national pour la gestion intégrée des zones côtières / Decree on the Establishment and Management of the National Committee for Integrated Coastal Zone Management. 6 pages.
30. Projet de loi n °XX relatif à la protection du littoral / Bill / law XX on the protection of the coastline. 7 pages.
31. Plaidoyer en faveur de l'équilibre entre aménagement et protection des espaces littoraux / Advocacy in Favour of Balancing the Development and the Protection of Coastal Areas. Ministère de l'habitat, de l'urbanisme et de l'environnement; Direction de l'aménagement du Territoire et de l'environnement. Mr. Habib Ibrahim Mohamed, Consultant National en Aménagement du Territoire et Aménagement urbain. 27 pages. 2014.

Waste Water

32. Rapport Normes des eaux usées: Mise en oeuvre des interventions prioritaires du PANA pour l'extension de la résilience des zones côtières les plus vulnérables de Djibouti / Report on Wastewater Standards: Implementation of priority NAPA interventions to enhance the resilience of the most vulnerable coastal areas of Djibouti. Dr Mohamed Osman Awaleh; Consultant (en traitement des eaux usées); Mars – Mai 2014. 103 pages.
33. Projet de loi relative aux rejets des eaux usées traitées et de la réutilisation des eaux usées traitées pour l'agriculture en République de Djibouti / Draft law on the discharge and the reuse of treated wastewater for agriculture in the Republic of Djibouti. 6 pages

Corporate Social Responsibility

34. Identifications des conditions de mobilisation des partenaires du secteur privé en faveur d'une RSE à Djibouti / Identifying the conditions for the mobilization of private sector partners in favor of CSR in Djibouti. Equipes INSUCO; M. Damien Buchon and Dr. Pascal Rey February 2016. 63 pages.

Component 2 Technical Reports:

Mangrove

35. Etude de faisabilité sur la restauration hydrologique de la mangrove de Khor Angar: la mangrove de Khor Angar / Feasibility study on the hydrological restoration of the Khor Angar mangrove: the Khor Angar mangrove. Ministère de l'Habitat de l'Urbanisme et de l'Environnement. Rapport final. M. Alessandro Aubry. Consultant international. Juin 2014. 50 pages.
36. Site Specific Plan for Restoration Building Resilience and Sustainable Management of Khor Angar Mangrove Area. Draft January 2016 / May 2016. An exit plan for the pilot mangrove site under

the Djibouti LDCF Project: *Implementing NAPA priority interventions to build resilience in the most vulnerable coastal zones in Djibouti*. The Regional Organization for the Conservation of the Environment of the Red Sea and Gulf of Aden (PERSGA) and Ministry of Housing, Urban Development, Environment and Spatial Planning (MHUEAT). 18 pages.

Renewable Energy

37. Etude des Potentialités des énergies renouvelable dans les localité de Damerjog et zones études / Study on the Potential of Renewable Energies in the Damerjog and study areas. Ministère de l'enseignement supérieur et de la recherche. Institut de Sciences de la Terre. Centre d'Etudes et de recherche De Djibouti. CERD. Juillet 2014. 35 pages.

Cook Stoves

38. Rapport de la formation de 50 ménages de Damerjog et 50 ménages de Khor Angar sur les techniques de fabrication des fours améliorés et sur la fabrication des 100 fours améliorés et 1 un four amélioré de cantine / *Report of the training of 50 households in Damerjog and 50 households in Khor Angar on manufacturing techniques for improved cook stoves, and on the manufacture of 100 improved cook stoves and 1 improved canteen stove*. Ministère de l'Habitat, de l'Urbanisme, de l'Environnement; Programme d'Action National pour l'Adaptation aux Changements Climatiques: Projet de mise en oeuvre des interventions prioritaires pour renforcer la Résilience dans les zones côtières les plus vulnérables de Djibouti. Mr. Nacer Mohamed Nacer: Consultant National. August and September 2016. 14 pages.

Prosopis (Invasive Species)

39. Identification des meilleurs approches de gestion durable du Prosopis dans la plaine alluviale de Damerjog / Identification of the best sustainable management approaches for Prosopis in the Damerjog alluvial plain. Ministère de l'Enseignement Supérieur et de la Recherche, Centre d'Etude et de Recherche de Djibouti (CERD), Institut des Sciences de la Vie. 2014. 33 pages.

Ecotourism

40. Proposition de développement de l'écotourisme dans les zones de mangrove de Damerjog et de Khor Angar / Proposal for the development of ecotourism in the mangrove areas of Damerjog and Khor Angar. Document préparer pour le Ministère de l'Habitat de l'urbanisme de l'environnement et de l'aménagement du territoire, par Nathalie Maisonneuve. Mars 2014. 64 pages.

Fisheries

41. Rapport de missions de formations sur les techniques de capture des espèces peuplant les mangroves / Report of training missions on techniques for capturing mangrove. Juin –juillet 2015. Préparer par Mr. Mohamed Chehem, Consultant pêche. Pour le Ministère de l'Habitat de l'urbanisme de l'environnement et de l'aménagement du territoire, Direction de l'environnement et de l'aménagement du territoire. 24 pages.
42. Deuxième et dernier rapport de missions de formations sur les techniques de capture des espèces peuplant les mangroves / Second and last report of training missions on mangrove species capture techniques. Novembre–Décembre 2015. Préparer par Mr. Mohamed Chehem, Consultant pêche. Pour le Ministère de l'Habitat de l'urbanisme de l'environnement et de l'aménagement du territoire, Direction de l'environnement et de l'aménagement du territoire. 22 pages.

Other LDCF Project Documents

43. Project Identification Form (PIF). May 2017. *Increasing knowledge and capacity for mainstreaming climate change adaptation into regional development plans in Djibouti's Gobaad Plain and Tadjourah Ville*. 28 pages.
44. Project Document for: *Implementing adaptation technologies in fragile ecosystems of Djibouti's central plains*. 2014. 239 pages.

Annex 6: Short CURRICULUM VITAE of M.H. Louise Grenier

<u>Family name:</u>	Grenier	<u>First names:</u>	Marie Helene <u>Louise</u>
<u>Year of birth:</u>	17 January 1960		
<u>Place of birth:</u>	Canada	<u>Nationality:</u>	Canadian
<u>Civil Status:</u>	Married		
<u>Present employer:</u>	Independent		

Key Qualifications:

Ms. Grenier has over 35 years of experience with all aspects of environmental and social management, especially within a developing country setting. She has worked in almost 30 countries (14 African countries) to develop Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA) policies and guidelines, conduct environmental and social assessments in different sectors (e.g., agriculture, water, transportation, energy, and climate change), develop and implement related Environmental and Social Management Plans (EMPs), implement development projects as chief technical advisor, conduct quality assurance of environmental and social reports, train government personnel in environmental and social management, and monitor and evaluate various projects and programs for environmental and social impacts, integration of climate mitigation and climate adaptation, and achievement of planned results. Much of this work has entailed facilitating stakeholder involvement and participation in assessment and evaluation procedures.

Louise also has extensive experience with sector support programmes and project cycle management. She has formulated, implemented, reviewed, and evaluated environmental and social projects, components, and programs. Louise has excellent English writing skills, having written or edited a number of peer-reviewed international publications on environmental and social issues. She has proven skills as team leader, coordinator, and chief technical advisor for donor-funded sectoral projects and components.

Education:

1988–1990 Master in Environmental Studies (waste management & organizational theory); York University, Canada.

1997 5 of 6 GIS / data management courses, Mohawk College, Ontario, Canada.

1977–1981 Bachelor of Science (Honours) Ecology, University of Guelph, Canada.

Employment Record:

2009–present Freelance Environmental Consultant (e.g., environmental assessment expert, evaluation, monitoring, and quality assurance expert, expert for the Green Climate Fund accreditation process);

1999–2009 CarlBro / Grontmij Denmark, associate consultant (environmental assessment expert –EIA and SEA; team leader; evaluation, monitoring, and quality assurance expert);

1981–1999 Freelance Consultant (environmental expert; environmental assessment expert; team leader).

Country Experience:

Benin, Botswana, Burkina Faso, Canada & Canadian Arctic, Denmark, Djibouti, Egypt, Georgia, Ghana, Indonesia, Laos, Kenya, Luxembourg, Macedonia, Malaysia, Montenegro, Mozambique, Rwanda, Samoa, Senegal, Serbia, Swaziland, Tanzania, Togo, Vietnam, and Zambia

Language Skills:

Language	Reading	Speaking	Writing
English (mother tongue, dominant)	Excellent	Excellent	Excellent
French (mother tongue)	Excellent	Good	Good
Indonesian	Good	Fair	Fair

Annex 7: Quality Assessment of the Evaluation Report

All UN Environment evaluations are subject to a quality assessment by the Evaluation Office. This is an assessment of the quality of the evaluation product (i.e. evaluation report) and is dependent on more than just the consultant's efforts and skills. Nevertheless, the quality assessment is used as a tool for providing structured feedback to the evaluation consultants, especially at draft report stage. This guidance is provided to support consistency in assessment across different Evaluation Managers and to make the assessment process as transparent as possible.

	UN Environment Evaluation Office Comments	Draft Report Rating	Final Report Rating
Substantive Report Quality Criteria			
<p>Quality of the Executive Summary: The Summary should be able to stand alone as an accurate summary of the main evaluation product. It should include a concise overview of the evaluation object; clear summary of the evaluation objectives and scope; overall evaluation rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the evaluation ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic evaluation questions), lessons learned and recommendations.</p>	<p>Draft report: Executive summary summarizes findings for each section and evaluation criteria. The section is slightly too long, and could benefit from focusing it on the key findings.</p> <p>Final report: Same as above</p>	S	S
<p>I. Introduction A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the evaluation; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate); implementing partners; total secured budget and whether the project has been evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.) Consider the extent to which the introduction includes a concise statement of the purpose of the evaluation and the key intended audience for the findings?</p>	<p>Draft report: The introduction covers all required information in a concise manner.</p> <p>Final report: Same as above</p>	HS	HS

<p>II. Evaluation Methods</p> <p>This section should include a description of how the <i>TOC at Evaluation</i>⁴² was designed (who was involved etc.) and applied to the context of the project?</p> <p>A data collection section should include: a description of evaluation methods and information sources used, including the number and type of respondents; justification for methods used (e.g. qualitative/ quantitative; electronic/face-to-face); any selection criteria used to identify respondents, case studies or sites/countries visited; strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.).</p> <p>The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described. It should also address evaluation limitations such as: low or imbalanced response rates across different groups; extent to which findings can be either generalised to wider evaluation questions or constraints on aggregation/disaggregation; any potential or apparent biases; language barriers and ways they were overcome.</p> <p>Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views.</p>	<p>Draft report: Evaluation methods and information sources are adequately described but the site selection criteria should be described.</p> <p>Final report: Evaluation methods have been adequately described.</p>	MS	S
<p>III. The Project</p> <p>This section should include:</p> <ul style="list-style-type: none"> • <i>Context:</i> Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses). • <i>Objectives and components:</i> Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised) • <i>Stakeholders:</i> Description of groups of targeted stakeholders organised according to relevant common characteristics • <i>Project implementation structure and partners:</i> A description of the implementation structure with diagram 	<p>Draft report: Project context has been well presented.</p> <p>Final report: Same as above.</p>	S	S

⁴² During the Inception Phase of the evaluation process a *TOC at Design* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions). During the evaluation process this TOC is revised based on changes made during project intervention and becomes the *TOC at Evaluation*.

<ul style="list-style-type: none"> and a list of key project partners • <i>Changes in design during implementation:</i> Any key events that affected the project's scope or parameters should be described in brief in chronological order • <i>Project financing:</i> Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing 			
<p>IV. Theory of Change A summary of the project's results hierarchy should be presented for: a) the results as stated in the approved/revised Prodoc logframe/TOC and b) as formulated in the TOC at Evaluation. <i>The two results hierarchies should be presented as a two column table to show clearly that, although wording and placement may have changed, the results 'goal posts' have not been 'moved'.</i> The TOC at Evaluation should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors.</p>	<p>Draft report: The ToC could be revisited in terms of ensuring that result statements are at their correct levels. Drivers and assumptions should be differentiated and the narrative should explain why they are deemed critical.</p> <p>Final report: The ToC has been adequately presented.</p>	MU	MS
<p>V. Key Findings</p> <p>A. Strategic relevance: This section should include an assessment of the project's relevance in relation to UN Environment's mandate and its alignment with UN Environment's policies and strategies at the time of project approval. An assessment of the complementarity of the project with other interventions addressing the needs of the same target groups should be included. Consider the extent to which all four elements have been addressed:</p> <ol style="list-style-type: none"> 5. Alignment to the UN Environment Medium Term Strategy (MTS) and Programme of Work (POW) 6. Alignment to UN Environment/GEF/Donor Strategic Priorities 7. Relevance to Regional, Sub-regional and National Environmental Priorities 8. Complementarity with Existing Interventions 	<p>Draft report: Relevance has been adequately assessed. Relevance to UN Environment MTS priorities could be further specified.</p> <p>Final report: Same as above.</p>	S	S
<p>B. Quality of Project Design To what extent are the strength and weaknesses of the project design effectively <u>summarized</u>?</p>	<p>Draft report: Project design strengths and weaknesses have been well summarized.</p> <p>Final report: Same as above.</p>	S	S

<p>C. Nature of the External Context For projects where this is appropriate, key external features of the project's implementing context that may have been reasonably expected to limit the project's performance (e.g. conflict, natural disaster, political upheaval) should be described.</p>	<p>Draft report: Nature of external context has been well and briefly described.</p> <p>Final report: Same as above.</p>	S	S
<p>D. Effectiveness (i) Outputs and Direct Outcomes: How well does the report present a well-reasoned, complete and evidence-based assessment of the achievement of a) outputs, and b) direct outcomes? How convincing is the discussion of attribution and contribution, as well as the limitations to attributing effects to the intervention.</p>	<p>Draft report: Report provides a detailed assessment of the delivery of outputs. Achievement of outcomes is mainly focused on output-level achievements, and thus should be revised in regards the results documented and also by providing complete evidence to support the discussion.</p> <p>Final report: Delivery of outputs has been very well discussed. The assessment of achievement of outcomes could have been stronger.</p>	MU	MS
<p>(ii) Likelihood of Impact: How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact? How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed?</p>	<p>Draft report: The assessment should follow the ToC and provide evidence and a sound analysis on the progress towards intermediate states. The evaluation should discuss if assumptions and drivers hold. The likelihood tree should be used to determine the rating.</p> <p>Final report: The assessment of the likelihood of impact has been adequately presented.</p>	MU	MS
<p>E. Financial Management This section should contain an integrated analysis of all dimensions evaluated under financial management. And include a completed 'financial management' table. Consider how well the report addresses the following:</p> <ul style="list-style-type: none"> • <i>completeness</i> of financial information, including the actual project costs (total and 	<p>Draft report: Data on actual co-financing and final expenditure has not been provided to the evaluation, regardless of evaluation's requests. The evaluation addresses the required aspects based on the information available.</p>	MU	MU

<ul style="list-style-type: none"> per activity) and actual co-financing used • <i>communication</i> between financial and project management staff and • <i>compliance</i> with relevant UN financial management standards and procedures. 	<p>Final report: Same as above.</p> <p><i>(if this section is rated poorly as a result of limited financial information from the project, this is not a reflection on the consultant per se, but will affect the quality of the evaluation report)</i></p>		
<p>F. Efficiency To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including:</p> <ul style="list-style-type: none"> • Implications of delays and no cost extensions • Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • Discussion of making use of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc. • The extent to which the management of the project minimised UN Environment’s environmental footprint. 	<p>Draft report: Efficiency has been adequately discussed.</p> <p>Final report: Same as above.</p>	S	S
<p>G. Monitoring and Reporting How well does the report assess:</p> <ul style="list-style-type: none"> • Monitoring design and budgeting <i>(including SMART indicators, resources for MTE/R etc.)</i> • Monitoring of project implementation <i>(including use of monitoring data for adaptive management)</i> • Project reporting <i>(e.g. PIMS and donor report)</i> 	<p>Draft report: Monitoring and reporting has been adequately discussed. Some clarifications are needed, e.g. in regards GEF tracking tool and the MTR.</p> <p>Final report: Monitoring and reporting have been well discussed.</p>	MS	S
<p>H. Sustainability How well does the evaluation identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved direct outcomes including:</p> <ul style="list-style-type: none"> • Socio-political Sustainability • Financial Sustainability • Institutional Sustainability <i>(including issues of partnerships)</i> 	<p>Draft report: All aspects of sustainability have been discussed. However, attention should be paid that the section is discussing evidence for sustainability and not only plans at the project design.</p> <p>Final report: Assessment of sustainability has been</p>	MS	MS

	adequately discussed.		
<p>I. Factors Affecting Performance</p> <p>These factors are <u>not</u> discussed in stand-alone sections but are integrated in criteria A-H as appropriate. To what extent, and how well, does the evaluation report cover the following cross-cutting themes:</p> <ul style="list-style-type: none"> • Preparation and readiness • Quality of project management and supervision⁴³ • Stakeholder participation and co-operation • Responsiveness to human rights and gender equity • Country ownership and driven-ness • Communication and public awareness 	<p>Draft report: All required factors have been discussed. Some clarifications are needed, e.g. for responsiveness to human rights and gender equity.</p> <p>Final report: Factors affecting performance have been well discussed.</p>	S	S
<p>VI. Conclusions and Recommendations</p> <p>i. Quality of the conclusions: The key strategic questions should be clearly and succinctly addressed within the conclusions section? It is expected that the conclusions will highlight the main strengths and weaknesses of the project, and connect them in a compelling story line. Conclusions, as well as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.</p>	<p>Draft report: The section should provide answers to the key questions identified in the ToR. The section could focus on the key strengths and weaknesses of the project, instead of providing a summary of conclusions in regards all evaluation criteria.</p> <p>Final report: Conclusions have been adequately presented.</p>	MS	MS
<p>ii) Quality and utility of the lessons: Both positive and negative lessons are expected and duplication with recommendations should be avoided. Based on explicit evaluation findings, lessons should be rooted in real project experiences or derived from problems encountered and mistakes made that should be avoided in the future. Lessons must have the potential for wider application and use and should briefly describe the context from which they are derived and those contexts in which they may be useful.</p>	<p>Draft report: Lessons are based on evaluation evidence. They are quite numerous, thus the evaluator could consider focusing only on the most important ones. In cases, context and potential application should be more clearly described.</p> <p>Final report: Same as above.</p>	MS	MS
<p>iii) Quality and utility of the recommendations:</p> <p>To what extent are the recommendations proposals</p>	<p>Draft report: Recommendations are based on evaluation</p>	MS	MS

⁴³ In some cases 'project management and supervision' will refer to the supervision and guidance provided by UN Environment to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the executing agency and the technical backstopping provided by UN Environment.

for specific actions to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results. They should be feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when. Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.	findings. Context should be described in more detail, to better explain the importance of the recommendations. Final report: Recommendations have been adequately presented.		
VII. Report Structure and Presentation Quality			
i) Structure and completeness of the report: To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete?	Draft report: Structure follows EOU guidelines. Annexes were not included in the draft report. Final report: Report structure follows EOU guidelines.	MS	HS
ii) Quality of writing and formatting: Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow Evaluation Office formatting guidelines?	Draft report: The report is well written and formatted. The use of pictures helps to convey information. Final report: Same as above.	HS	HS
OVERALL REPORT QUALITY RATING		MS	S

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall quality of the evaluation report is calculated by taking the mean score of all rated quality criteria.

At the end of the evaluation compliance of the evaluation process against the agreed standard procedures is assessed, based on the table below. *All questions with negative compliance must be explained further in the table below.*

Evaluation Process Quality Criteria	Compliance	
	Yes	No
Independence:		
1. Were the Terms of Reference drafted and finalised by the Evaluation Office?	x	
2. Were possible conflicts of interest of proposed Evaluation Consultant(s) appraised and addressed in the final selection?	x	
3. Was the final selection of the Evaluation Consultant(s) made by the Evaluation Office?	x	
4. Was the evaluator contracted directly by the Evaluation Office?	x	
5. Was the Evaluation Consultant given direct access to identified external stakeholders in order to adequately present and discuss the findings, as appropriate?	x	
6. Did the Evaluation Consultant raise any concerns about being unable to work freely and without interference or undue pressure from project staff or the Evaluation Office?		x
7. If Yes to Q6: Were these concerns resolved to the mutual satisfaction of both the Evaluation Consultant and the Evaluation Manager?		
Financial Management:		
8. Was the evaluation budget approved at project design available for the evaluation?	x	
9. Was the final evaluation budget agreed and approved by the Evaluation Office?	x	
10. Were the agreed evaluation funds readily available to support the payment of the evaluation contract throughout the payment process?	x	
Timeliness:		
11. If a Terminal Evaluation: Was the evaluation initiated within the period of six months before or after project operational completion? Or, if a Mid Term Evaluation: Was the evaluation initiated within a six month period prior to the project's mid-point?	x	
12. Were all deadlines set in the Terms of Reference respected, as far as unforeseen circumstances allowed?	x	
13. Was the inception report delivered and reviewed/approved prior to commencing any travel?	x	
Project's engagement and support:		
14. Did the project team, Sub-Programme Coordinator and identified project stakeholders provide comments on the evaluation Terms of Reference?	x	
15. Did the project make available all required/requested documents?		x
16. Did the project make all financial information (and audit reports if applicable) available in a timely manner and to an acceptable level of completeness?		x
17. Was adequate support provided by the project to the evaluator(s) in planning and conducting evaluation missions?	x	
18. Was close communication between the Evaluation Consultant, Evaluation Office and project team maintained throughout the	x	

evaluation?		
19. Were evaluation findings, lessons and recommendations adequately discussed with the project team for ownership to be established?	x	
20. Did the project team, Sub-Programme Coordinator and any identified project stakeholders provide comments on the draft evaluation report?	x	
Quality assurance:		
21. Were the evaluation Terms of Reference, including the key evaluation questions, peer-reviewed?	x	
22. Was the TOC in the inception report peer-reviewed?	x	
23. Was the quality of the draft/cleared report checked by the Evaluation Manager and Peer Reviewer prior to dissemination to stakeholders for comments?	x	
24. Did the Evaluation Office complete an assessment of the quality of both the draft and final reports?	x	
Transparency:		
25. Was the draft evaluation report sent directly by the Evaluation Consultant to the Evaluation Office?	x	
26. Did the Evaluation Manager disseminate (or authorize dissemination) of the cleared draft report to the project team, Sub-Programme Coordinator and other key internal personnel (including the Reference Group where appropriate) to solicit formal comments?	x	
27. Did the Evaluation Manager disseminate (or authorize dissemination) appropriate drafts of the report to identified external stakeholders, including key partners and funders, to solicit formal comments?	x	
28. Were all stakeholder comments to the draft evaluation report sent directly to the Evaluation Office	x	
29. Did the Evaluation Consultant(s) prepare a response to all comments?	x	
30. Did the Evaluation Office share all comments and Evaluation Consultant responses with all those who were invited to comment?	x	

Provide comments / explanations / mitigating circumstances below for any non-compliant process issues.

<u>Process Criterion Number</u>	<u>Evaluation Office Comments</u>
15	Some financial information, such as co-finance data was not available
16	Some financial information, such as co-finance data was not available

Annex 8: Evaluation Questions

N.B. Questions were adapted to each stakeholder.

No.	Assessments & Evaluation Questions
1	<p>Strategic Relevance: <i>Was the activity/project suited to the priorities and policies of the target group, recipient, and donor?</i></p>
	<p>Was the project aligned to the UNEP Medium Term Strategy and Programme of Work?</p> <ul style="list-style-type: none"> • Identify contributions that the project made to the results of the MTS and POW. <p>Was the project aligned to UNEP/GEF/Donor Strategic priorities?</p> <p>GEF priorities:</p> <ul style="list-style-type: none"> • Refer to published program priorities and focal-area strategies. <p>UNEP: Bali Strategic Plan for Technology Support and Capacity Building – BSP:</p> <p>Did the project:</p> <ul style="list-style-type: none"> • Strengthen the ability to comply with international agreements and obligations at national level? • Promote, facilitate and finance environmentally sound technologies and strengthen frameworks for developing coherent international environmental policies? <p>South-South Cooperation – S-SC:</p> <p>Did the project:</p> <ul style="list-style-type: none"> • Promote the exchange of resources, technology, and knowledge between developing countries. <p>Was the project relevant to regional, sub-regional and national environmental protection priorities?</p> <ul style="list-style-type: none"> • Was the project suited or responding to the stated environmental concerns and needs of the country, sub-region or region? <p>Did the project complement existing interventions?</p> <p>At design or project mobilization stage, how and to what extent did the project take into account:</p> <ul style="list-style-type: none"> • Ongoing and planned initiatives that addressed similar needs (review UNDAF)? • Ongoing and planned programmes of other agencies? • Did the project team make efforts to ensure the project was complementary to other interventions? Did it aim for synergy? Did it avoid duplication of effort? • Describe linkages with other interventions; • Highlight where UN Environment had a comparative advantage.
2	<p>Effectiveness: Assess achievement of outputs & outcomes and likelihood of impact <i>N.B. Modifications made during implementation are part of the project design.</i></p>
	<p>Review achievement of Outputs:</p> <ul style="list-style-type: none"> • Assess quantity, quality, usefulness and timeliness of outputs; • Assess success in producing the programmed outputs (products and services) and achieving milestones as per ProDoc; • Explain the reasons for the success or shortcomings in delivering outputs.
	<p>Review achievement of (direct & immediate) Outcomes</p> <ul style="list-style-type: none"> • Assess performance against the defined direct outcomes (and the Theory of Change) • Report evidence of attribution between UN Environment’s intervention and direct outcomes.
	<p>Questions stemming from Project Design Review and TOC:</p> <ul style="list-style-type: none"> • Differentiate achievement of outputs / outcomes at district level from the achievements of outputs / outcomes at national level.
	<p>Questions stemming from Project Design Review and TOC:</p> <p>Re: assumptions and impact drivers</p> <ul style="list-style-type: none"> • Assess the full list of risks/drivers and assumptions • Assess which risks and which assumptions proved valid • Discuss to what extent risk mitigation measures were applied

No.	Assessments & Evaluation Questions
	<ul style="list-style-type: none"> • Discuss whether the large-scale private investment in Khor Angar has been approved and if yes, whether it completed an adequate EIA • Comment on whether private sector risks have been mitigated through implementation of EIA studies • Assess whether the project environmental and socio-economic impacts were fully identified and mitigated • Review the <i>Prosopis</i> work and comment on potential environmental impacts of the strategy to manage <i>Prosopis</i>
	<p>Review likelihood of positive or negative impacts:</p> <ul style="list-style-type: none"> • (Evaluator to) Develop a 'likelihood tree'; • Assess whether assumptions and drivers 'held'; • Identify any unintended positive or negative impacts; • Assess likelihood that the project will contribute to: <ul style="list-style-type: none"> ○ UNEP's Expected Accomplishments (EA) ○ The Sustainable Development Goals (SDG) ○ Results of the funding partner, e.g., GEF focal areas.
3	Financial Management:
	Assess completeness of financial information
	<p>Assess the communication between financial and project management staff:</p> <ul style="list-style-type: none"> • Was there a sufficient level of communication between the project manager and the fund management officer to effectively deliver the planned project? • Was the communications responsive and adaptive, leading to effective delivery? • To what extent did the project <i>and</i> the finance staff contribute to reporting: <ul style="list-style-type: none"> ○ Did the finance person review the narrative? ○ Did the project manager incorporate the financial status into the management process and into reporting?
	<p>Assess compliance with financial management standards & procedures, incl. UNEP's financial management policies</p> <ul style="list-style-type: none"> • Verify that proper financial management standards were applied • Verify adherence to UN Environment's financial management policies
	<p>Questions stemming from Project Design Review and TOC:</p> <ul style="list-style-type: none"> • Regarding the lapse of time between project concept, start up, and inception phase, assess to what extent this caused the slow start up (and ultimately, the no-cost extensions) • Assess how the slow start affected the project's 'complementary' design (and lead to having redundant activities which were already being conducted by others). • Review in more detail the reasons for delays and no-cost extensions, to extract lessons.
4	Efficiency of project execution
	<p>Review cost-effectiveness:</p> <ul style="list-style-type: none"> • Assess extent to which the intervention can/will achieve the results at a lower-cost compared with other alternatives.
	<p>Review timeliness of project execution:</p> <p><i>Assess whether:</i></p> <ul style="list-style-type: none"> • The activities were delivered according to expected timeframes • Events were sequenced efficiently • Extensions could have been avoided through stronger project management <p><i>Identify / assess:</i></p> <ul style="list-style-type: none"> • Any negative impact due to project delays and extension • Cost or time-saving measures that were put in place to maximize results within the secured budget and agreed project timeframe • Whether the project built on existing institutions, agreements, partnerships, data sources, and other programmes to build efficiency • How project management minimized the UNEP footprint
5	Monitoring and Reporting:

No.	Assessments & Evaluation Questions
	<p>Assess the project reporting:</p> <ul style="list-style-type: none"> Assess the extent to which UN Environment reporting commitments were fulfilled [i.e., Project Information Management System (PIMS); the Project Manager was to upload 6-month status reports] Assess the extent to which GEF reporting commitments were fulfilled (this includes the Tracking Tool and the Annual Project Implementation Report)
	<p>Assess the monitoring design system and budgeting:</p> <ul style="list-style-type: none"> Assess the quality of the monitoring plan and SMART indicators to track achievement of outputs and outcomes Assess whether the funds allocated to implement the monitoring plan were adequate.
	<p>Assess the implementation of monitoring: <i>Assess whether the monitoring system:</i></p> <ul style="list-style-type: none"> Was operational Facilitated timely tracking of results and progress towards objectives during implementation Provided information that could be used to adapt and improve project execution, achievement of outcomes, and ensure sustainability <p><i>Assess whether:</i></p> <ul style="list-style-type: none"> Funds allocated for monitoring were <i>actually</i> used for monitoring.
6	<p>Sustainability:</p>
	<ul style="list-style-type: none"> Assess whether direct outcomes will be maintained after project closure Identify key factors that can undermine or contribute to the persistence of achieved outcomes (some factors may be designed into the project; others can be contextual).
	<p>Assess the socio-political sustainability:</p> <ul style="list-style-type: none"> The extent to which social or political factors support the continuation of outcomes; The level of ownership, interest, commitment of government and other stakeholders to take project achievements forward. <p><i>Consider:</i></p> <ul style="list-style-type: none"> Whether individual capacity development efforts will be sustained
	<p>Assess the financial sustainability:</p> <ul style="list-style-type: none"> The extent to which the project outcomes depend on future funding to sustain benefits Whether the future project outcomes will be financially sustainable
	<p>Assess the institutional sustainability:</p> <ul style="list-style-type: none"> The extent to which the sustainability depends on issues related to institutional framework and governance Whether the institutional achievements (governance structures, policies, legal agreements...) are robust enough to continue delivering the benefits associated with the project outcomes after project closure
7	<p>Transversal Factors Affecting Project Performance (7)</p>
	<p>Preparation & Readiness:</p> <ul style="list-style-type: none"> Assess whether measures were taken to address weaknesses in the project design or to respond to changes that took place between project approval, securing funds, and project mobilisation <p><i>Consider:</i></p> <ul style="list-style-type: none"> The nature and quality of engagement with stakeholder groups by the project team, The confirmation of partner capacity Development of partnership agreements Initial staffing and financing arrangements
	<p>Questions stemming from Project Design Review and TOC: Capacity constraints</p> <ul style="list-style-type: none"> Identify lessons that were learnt related to the management of capacity constraints
	<p>Quality of Project Management and Supervision:</p> <ul style="list-style-type: none"> Assess the project management by the Executing Agency Assess the backstopping by UNEP Assess effectiveness of project management: Did project management provide leadership towards: <ul style="list-style-type: none"> Achieving the planned outcomes

No.	Assessments & Evaluation Questions
	<ul style="list-style-type: none"> ○ Maintaining productive partner relationships (including Steering Groups) ○ Communication and collaboration with UNEP colleagues ○ Risk management; Problem-solving; Project adaptation ○ Overall project execution
	<p>Questions stemming from Project Design Review and TOC re: Management: Review how the governance and supervision model worked in practice</p> <ul style="list-style-type: none"> ● Explain using an organigram the lines of authority between PMU and MUHEAT and PMU and Regional Focal Point ● Review the institutional location of Regional Focal point (advantages and disadvantages) ● Review attendance of PMC members ● Assess <u>how</u> the UN Environment roles and CTA responsibilities were conducted during implementation. ● Assess transfer-of-capacity between Task Managers, CTAs, and project team.
	<p>Stakeholder participation and cooperation: All project partners with a role in delivering outputs, users of project outputs, and any collaborating agent:</p> <ul style="list-style-type: none"> ● Assess the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the project life ● Assess the support given to maximise collaboration and coherence between various stakeholders, including: Sharing plans; Pooling resources; Exchanging learning and expertise <p>Questions stemming from Project Design Review and TOC: Stakeholder</p> <ul style="list-style-type: none"> ● Assess how the stakeholder analysis and the stakeholder involvement evolved / changed over the project life ● Provide examples where stakeholders improved activities and outputs through their involvement <p>Responsiveness to Human Rights and Gender Equity: <i>Assess to what extent the project applied / adhered to:</i></p> <ul style="list-style-type: none"> ● The UN Common Understanding on the human rights based approach (HRBA) ● The UN Declaration on the rights of Indigenous people ● UNEP's policy and strategy for gender equality and the environment <p><i>Assess to what extent the project design, implementation and monitoring considered:</i></p> <ul style="list-style-type: none"> ● Possible gender inequalities in access to and control over natural resources, especially at district level ● Specific vulnerabilities of women and children to environmental degradation or disasters ● The role of women in mitigating and adapting to environmental changes and engaging in environmental protection and rehabilitation
	<p>Transversal Factors Affecting Project Performance (7) (continued)</p>
	<p>Questions stemming from Project Design Review and TOC re: Gender and Indigenous people</p> <ul style="list-style-type: none"> ● Review extent to which the project was implemented in a gender-sensitive and gender responsive manner ● Review the gender balance in any co-management groups ● Review extent to which the project was sensitive to the explicit needs of its nomadic and semi-nomadic project-site communities
	<p>Assess country ownership and driven-ness</p> <ul style="list-style-type: none"> ● The quality and degree of engagement of government / public sector agencies in the project ● The involvement of people directly involved in execution and in technical or leadership groups <u>and</u> also the other representatives whose cooperation was needed for change ● The level of ownership of the outputs and outcome
	<p>Questions stemming from Project Design Review and TOC re: Partnerships</p> <ul style="list-style-type: none"> ● <i>Identify the lessons learnt regarding partnership arrangements & the evolution of the various partnerships</i>
	<p>Assess effectiveness of communication and public awareness:</p> <ul style="list-style-type: none"> ● Communication of learning and experience sharing between project partners and interested groups over the project lifetime ● Public awareness activities undertaken during implementation to influence attitude or shape behaviour among communities and civil society; ● Existing communication channels and networks and feedback channels ● Assess the sustainability of the website and any other 'knowledge sharing platform' (e.g., the two forums)

No.	Assessments & Evaluation Questions
	communication channel
	<p>Questions stemming from Project Design Review and TOC: re: Communications, knowledge management, and dissemination of project results</p> <ul style="list-style-type: none"> • Evaluator to locate: the <i>Stakeholder Engagement Plan</i>. If this document does not exist, assess the impact of <i>not having</i> a stakeholder management plan on project implementation • Review the adequacy of the stakeholder engagement plan with respect to communications and outreach • Review the budget spent on communication activities • Review adequacy of communications during the project life • Assess the performance of the project website as a communications tool (provide examples) • Assess in more detail the knowledge management approach over the project life • Review in detail any plan for disseminating results and sharing lessons in the post-project period • Review adequacy of project website and its sustainability. • Discuss how post-project dissemination of project results can be strengthened
	<p>Assess catalytic role, i.e., replication and scaling up:</p> <ul style="list-style-type: none"> • The extent to which the project played a catalytic role or promoted replication and/or scaling up • Identify any benefits stemming from the project’s funded activities that extended beyond the targeted result or implementation area • Identify any project approach that is being repeated or any project lessons being applied in different geographic areas or among different target groups • Identify project approaches that are being adopted on a larger scale. • N.B. This section is important for the connection between the district and national levels.
	<p>Questions stemming from Project Design Review and TOC: re: replication and scaling up of the project</p> <ul style="list-style-type: none"> • Assess the implementation and adequacy of the new (but brief) exit strategy, bearing in mind the local population and the local authorities. Provide any evidence that this project is being replicated and up-scaled elsewhere. Assess whether a transitional phase during which the project interventions and outputs are transferred to the local population and local authorities is relevant.
	<ul style="list-style-type: none"> • Identify any experienced or new outstanding critical issue related to this project

Annex 9: Stakeholder Analysis

Interest and Influence over Project Outcomes

Recall that the project outcomes are:

1. Increased capacity for adaptive management and enforcement capacity for integrated coastal zone management and vulnerability reduction
2. Environmental vulnerability reduced and resilience of coastal zone systems increased
3. Reduced losses from extreme climatic events and improved information for decision making

The table below shows the assessment of each stakeholder's interest and influence over the project outcomes, based on each stakeholder's role, responsibilities and specific interests.

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
GEF	<p><i>Project roles:</i></p> <ul style="list-style-type: none"> • Funding agency • (Development and Approval of) Project Implementation review (PIR) report (with PM and UN Environment) <p>N.B. GEF has also supported other related projects in Djibouti, e.g., creation of a network of Marine Protected Areas around the mangrove area</p>	H	M
UN Environment, especially the UN Environment task manager	<p><i>Project roles:</i></p> <ul style="list-style-type: none"> • Implementing Agency (IA) • Work closely with MHUEAT, the designated National Executing Agency • Responsible for overseeing and monitoring project implementation, as per its rules and procedures. Specific tasks include: <ul style="list-style-type: none"> ○ <i>Preparation of project supervision plan</i> ○ <i>Review quality of draft project outputs, provide feedback to the project partners, and establish peer review procedures to ensure quality of scientific & technical outputs</i> ○ <i>Project-monitoring site visits</i> ○ <i>PIR reports (with PM and DGEF)</i> ○ <i>TOR for the independent mid-term evaluation & Mid-term evaluation (with PM)</i> ○ <i>TOR for the independent terminal evaluation & Review of Draft Terminal Evaluation</i> ○ <i>Final expenditure statement (with PM)</i> 	H	H
Other Project Management Stakeholders			

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
Programme Management Committee (PMC)	<ul style="list-style-type: none"> • PMC Members: MHUEAT; UN Environment; line ministry staff at national level; local government at the two project sites; non-governmental partners, and bilateral and multilateral partners • Has authority to establish sub-committees or Task Teams to provide sectoral or thematic guidance to project implementation • Specific tasks include: <ul style="list-style-type: none"> ○ Steer project implementation ○ Make recommendations concerning the need to revise any aspect of the results framework or the M&E plan ○ Hold sessions every 6 months during implementation and additional meetings, if necessary ○ Must conduct the 1st PMC meeting within the first 10 months, following the inception ○ Approve annual work plans and procurement plans ○ Oversee the tendering processes for the administration of sub-contracts ○ Review project reports and deviations from the approved plans ○ Review and evaluate tenders, contracts, and terms of reference, in accordance with UN Environment and MHUEAT procedures ○ Facilitate the implementation of the project activities in respective agencies ○ Facilitate integration of project-inspired activities into existing programmes/ practices 	H	H
Project Coordination Unit (PCU)	<ul style="list-style-type: none"> • Undertake day-to-day operations for the project • Undertake day-to-day monitoring 	H	H
Project Manager (PM)	<ul style="list-style-type: none"> • Monitor the implementation of project progress • Responsible for the organizational back up of the project • Specific responsibilities and tasks include: <ul style="list-style-type: none"> ○ Secretary of the PMC and writing minutes of PCM meetings ○ Inform the PMC of any delays or difficulties faced during implementation so that appropriate support or corrective measures can be adopted in a timely manner ○ Oversee activities in the Damerjog area ○ Prepare Inception report, annual plans and reports, cash advance requests, progress reports, inventory of non-expendable equipment, co-financing report, final report, equipment transfer letter ○ Expenditure report (in collaboration with finance officer) ○ Final expenditure statement and mid-term evaluation (with UNEP) ○ PIR report (with UNEP/DGEF) 	H	H
Regional Project Focal Point	<ul style="list-style-type: none"> • Working under the PM's supervision, ensure delivery of Khor Angar activities (act as a relay for local activities) • Facilitate the coordination and implementation of activities in Khor Angar (from a based at an existing institution in Obock, Northern region, e.g., district administration office) 	H	H
Chief Technical	<ul style="list-style-type: none"> • Provide technical support to the PM, the technical consultants and other stakeholders to ensure that the overall 	H	H

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
Advisor	<p>technical direction of the project is maintained and flexibly-adapted to meet implementation challenges</p> <ul style="list-style-type: none"> • Quality assurance and technical review of the project’s written outputs (e.g., assessments) • Assist in drafting TORs for technical consultancies • Supervise the work of consultants • Assist in monitoring the technical quality of M&E system, and the quality of annual workplans, indicators and targets • Provide advice on suitable approaches and methodologies for achieving project targets and objectives • Assist in knowledge management, communications and awareness raising 		
Key Stakeholders at National Level			
General interest: Promote adaptation options in the country			
General constraint: <i>In general, the entities have few resources or human, technical and financial capacity</i>			
Ministry of Habitat, Urbanism, Environment and Land Use Planning (MHUEAT)	<ul style="list-style-type: none"> • Ministry in charge of: planning and executing environmental policies, coordinating the implementation of the government’s policy on environmental issues, and ensuring the participation of public and private stakeholders <p><u>MHUEAT specific capacity issues:</u></p> <ul style="list-style-type: none"> • Small number of professional staff, charged with delivering the ministry’s broad mandate • It doesn’t have decentralized offices to deliver on-the-ground technology, knowledge or enforcement • Initially, there was no coordinating forum for coastal zone issues <p><u>Project Roles:</u></p> <ul style="list-style-type: none"> • Executing agency at national level • Specific tasks include: <ul style="list-style-type: none"> ○ Coordination of all project activities, including coordination with national line ministries and agencies to implement project activities ○ Administrative and logistical support to the project ○ Delivery of specific inputs (e.g., services, expertise, and procurement of equipment) to the project ○ Produce specific outputs through a contractual agreement between MHUEAT and UN Environment ○ <i>Co-financing and In-kind financing:</i> Responsible for the implementation of the activities financed through co-financing instruments of the donors ○ Accountable to UN Environment for the correct use of project funds and for the quality, timely and effectiveness of the services and activities that it carries out ○ Annual audited report for expenditures (December 31) ○ Final audited report for project expenditures <p><u>From signed agreement (co-financing letters)</u></p> <ul style="list-style-type: none"> ○ The updating of standards and legislation governing the use of natural resources in the coastal environment; ○ The creation and maintenance of an interministerial dialogue and a platform for engagement of the private 	H	H

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
	sector, <ul style="list-style-type: none"> ○ The training of stakeholders in integrated coastal zone management, including the implementation of tools to support decision - making, ○ The training of stakeholders in integrated coastal zone management, including the implementation of tools to support decision - making ○ Exploration of the potential for the installation of renewable energies in the management of project areas to limit the overexploitation of water and wood resources, ○ The execution and monitoring of the project over its duration 		
<i>Specific involvement of MHUEAT's different directorates</i>			
MHUE – DEDD	<i>Project Role</i> <ul style="list-style-type: none"> • Overall management and coordination for the project • Development of agreements for work contracts for executing project activities 	H	H
MHUE–DEDD (Direction de l’Environnement et du Développement Durable)	<i>Project Roles:</i>	H	H
MHUEAT – Directory of Habitat and Urbanism (DHU)	<i>Project Roles:</i> <ul style="list-style-type: none"> • Update relevant legal texts governing installations in coastal areas • Participate in the strengthening of the Early Warning System (EWS) 	H	H
National Centre for Scientific Studies and Research (CERD)	<ul style="list-style-type: none"> • Conducting scientific assessment and research on natural resources • Conducting Environmental Impact Assessment studies (EIA) <i>Project Roles:</i> <ul style="list-style-type: none"> • Research on the management of <i>Prosopis</i> • Participate in efforts to extend the EWS • Provide resources to the date-palm reforestation activities • Provide technical assistance on hydrogeological surveys • <i>In-kind financing</i> Co-financing letter: <ul style="list-style-type: none"> • Development of hydrogeological models in the two project sites, integrating climate scenarios in order to determine the availability of water in the future • Propagation and provision of date pam plants, for reforestation and to develop alternative and efficient agriculture activities 	H	H

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
Ministry of Agriculture, Forestry, Livestock, Fisheries, and in charge of Water (MAEM-RH)	<ul style="list-style-type: none"> • Extension of the EWS project methodology, procedures and tools for floods, currently coordinated by CERD • Planning and executing the agricultural/forestry policies and projects, management of livestock, marine fisheries and aquaculture, and water resources in the country <p><i>Project Role:</i></p> <ul style="list-style-type: none"> • <i>In-kind financing:</i> its efforts are considered as co-financing • Assisting to combine IWRM and ICZM (in project activities) <p>Co-financing letter:</p> <ul style="list-style-type: none"> • Central Administration MAEM-RH: 300,000 USD • National Office for Water and Sanitation: 300,000 USD • Regional Livestock Export Center (CESE) 200,000 USD <ul style="list-style-type: none"> • The updating of standards and procedure for mobilizing surface water, in particular in close collaboration with the efforts of the project financed by the F.I.D.A and the other partners in the framework of the PROMES-GDT project. • Updating Wastewater Treatment Standards • Work to rehabilitate the water and drainage infrastructure in the project areas • Monitoring of flowing waters and rational management of groundwater including flood prevention • Revision of wastewater treatment standards to facilitate their reuse for agro-pastoral purposes • The demonstration of artificial recharge technologies for aquifers undertaken as part of the rehabilitation of water treatment infrastructures in the Djibouti region, which benefits from the support of the European Union • Research into the potential of Prosopis as a source of animal feed that can be marketed in support of our operations, while encouraging control of invasive and water - consuming species and generating income for vulnerable populations side. 	H	H
	<p><i>Specific involvement of MAEM's different directorates</i></p>		
MAEM-RH: Directorate of Agriculture and Forestry	<p><i>Project Role:</i></p> <ul style="list-style-type: none"> • Co-implementer for activities related to agricultural research and rehabilitation of forested areas 	Md	Md
MAEM-RH: Directorate of Fisheries	<ul style="list-style-type: none"> • Promotion of sustainable fisheries & aquaculture and efforts to reduce illegal fisheries <p><i>Project Role:</i></p> <ul style="list-style-type: none"> • Co-implementer for activities related to sustainable fisheries 	Md	Md
MAEM-RH: Directorate of Water	<ul style="list-style-type: none"> • Strengthening and up-scaling sustainable water extraction technologies using renewable energy • Water mobilization works (e.g., wells, boreholes, and hydrogeological analyses) <p><i>Project Role:</i></p>	H	H

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
ONEAD / Office National des Eaux et de l'Assainissement de Djibouti	<ul style="list-style-type: none"> • Co-implementer for activities related to mobilization, treatment, and management of water resources <p>Specific Interests:</p> <ul style="list-style-type: none"> • Testing managed aquifer recharge technologies using the water treatment infrastructure (ONEAD / World Bank) • Ongoing rehabilitation of water treatment plants (EU funding) <p>Project Role:</p> <ul style="list-style-type: none"> • <i>In-kind financing</i> 	Md	Md
National Meteorological Agency (NMA / ANM)	<ul style="list-style-type: none"> • Institutional and technical framework for stronger climate analysis and early warning • Provide meteorological and climate data to all national institutions, as needed • Work on: <ul style="list-style-type: none"> ○ Understanding of Climate Change ○ Disaster Management ○ ☑ Food Security ○ ☑ Environmental Protection. <p>Project Role:</p> <ul style="list-style-type: none"> • <i><u>N.B. NMS was not yet in operation at the time of project development</u></i> • Implementation of Component 3 activities on climate monitoring 	H	H
Government of Djibouti – Secrétariat d'état à la solidarité nationale (SESN)	<ul style="list-style-type: none"> • Co-financing of the project <p>Specific Roles / Interests:</p> <ul style="list-style-type: none"> • PMC member <p>From Djibouti co-financing letters</p> <ul style="list-style-type: none"> • <i>The social mobilization of all actors in the sub-region</i> • <i>Mangrove rehabilitation works, including the creation of a reforested barrier to maintain ecological services and reduce environmental vulnerability</i> • <i>Implementation of sustainable management practices for community mangroves, and research into the potential for exploitation of Prosopis as a source of animal feed</i> • <i>Promoting control of invasive and water-consumptive species and income generation for vulnerable coastal populations</i> 	Md	Md
PERSGA (Programme for the Rehabilitation of the Red Sea and the Gulf of Aden)	<ul style="list-style-type: none"> • A regional organization that is promoting integrated coastal zone management and the protection of the marine environment • Has supported: <ul style="list-style-type: none"> ○ The development of the coastal zone profile for Djibouti ○ Related capacity building initiatives in the region ○ Development of the '<i>National Program of Action for Protection of Marine Environment from Land Based</i> 	H	H

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
	<p><i>Activities (NPA)</i> in Djibouti</p> <p>Project Role and Interests:</p> <p>During the Project Preparation Grant (PPG) activities, MHUEAT requested PERSGA to:</p> <ul style="list-style-type: none"> • Assist in the scientific and technical assessment for mangrove restoration, on the basis of PERSGA's previous assessment and monitoring of Khor Angar mangrove area • Assist in compiling outputs of the PPG activities to synthesize the full project document (the study was included in the ProDoc file, but under a separate document) • Provide co-financing and technical support <p>Co signed letters:</p> <ul style="list-style-type: none"> • Strengthening the national capacities for monitoring sea level • Coastal vulnerability assessment studies • Development of alternative livelihood sources and economic activities that reduce anthropogenic pressures and overexploitation of mangroves and coastal resources 		
Key Stakeholders at Decentralized Level			
<p>District Administrations:</p> <p>Obock and Atar</p> <ul style="list-style-type: none"> • <i>Regional Water Department (DATE)</i> • <i>Department of Rural Hydraulics (Public works?)</i> • <i>Large Works Directorate (DGT)</i> • <i>Marine Park</i> 	<ul style="list-style-type: none"> • Decentralized authorities in the project region <p>Project Roles:</p> <ul style="list-style-type: none"> • Provide logistical and administrative assistance to project implementation at decentralized level • District officers to participate as beneficiaries of capacity development efforts (e.g., DATE regional staff was trained in mangrove restoration) • Implementation of some works: <ul style="list-style-type: none"> ○ Pumping station at desalination plants ○ Canal rehabilitation (DGT) 	H	H
<p>Local Associations and NGOs</p> <ul style="list-style-type: none"> • <i>ACAD</i> • <i>ADPE</i> • <i>APFE</i> 	<p>General Constraints:</p> <ul style="list-style-type: none"> • Usually informal institutions with limited technical or expert capacity <p>Project Roles:</p> <ul style="list-style-type: none"> • <i>ProDoc indicated that they would provide in-kind financing (but this did not happen)</i> • Awareness raising and social mobilization • Realization of works (e.g., rehabilitation) • Definition of alternative livelihoods 	Md	L

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
	<ul style="list-style-type: none"> Participation in research 		
Rural communities at project sites & Natural resource user groups (<ul style="list-style-type: none"> Water User committees; Farmers / pastoralists / fishers / energy users 	<p><u>Specific interests</u></p> <ul style="list-style-type: none"> Access to local resources Food security <p><u>Project Roles:</u></p> <ul style="list-style-type: none"> Identification of local issues Beneficiaries of capacity development, new equipment & tools (e.g., fishing gear, solar pumps), alternative livelihoods (e.g., date palm and ecotourism initiatives) and research results (e.g., Prosopis management options) Partners in the rehabilitation of degraded buffer ecosystems 	H	H
<i>Vulnerable groups (especially at decentralized level)</i>			
Women (and gender issues in general)	<p><u>Specific interests</u></p> <ul style="list-style-type: none"> Access to the local natural resources (pasture, rangelands, mangroves, traditional fisheries) Income generating activities and poverty alleviation 	Md	L
Semi-nomadic pastoralists	<ul style="list-style-type: none"> Environmental education <p><u>Project Role:</u></p>	Md	L
Youth	<ul style="list-style-type: none"> Beneficiaries 	L	L
Other National Government Ministries			
Ministry of Economy, Finance and Planning	<ul style="list-style-type: none"> Implements and coordinates the national economic and financial policy and manages state resources <p><u>Project Roles:</u></p> <ul style="list-style-type: none"> Participate in project supervision, as a member of the PMC Awareness raising on climate change 	Md	Md
Ministry of Youth, Sport and Tourism <i>National Office for Tourism</i>	<ul style="list-style-type: none"> Development of tourism and protection of tourism sites <p><u>Project Role:</u></p> <ul style="list-style-type: none"> Coordinate activities related to the potential development of ecotourism, as an alternative source of livelihood 	Md	Md
Ministry of Transport and Equipment (MTE)	<ul style="list-style-type: none"> Management of port affairs, maritime navigation and safety at sea Prohibition of violation of laws on marine pollution, marine traffic, and protection of territorial waters and shores <p><u>Project Roles</u></p> <ul style="list-style-type: none"> Some oversight related to acquisition and rehabilitation works Realization of physical rehabilitation works 	Md	Md

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
	<ul style="list-style-type: none"> Integration of port affairs into the project 		
Ministry of Interior and Decentralization	<ul style="list-style-type: none"> Public security and implementation of the policy on decentralization Coordinates activities of the national police, civil protection and the activities of state representatives in the regions <p><u>Project Roles:</u></p> <ul style="list-style-type: none"> Participate in efforts to extend the EWS Act as a resource for liaising with regional and local authorities 	Md	Md
Ministry of Education	<ul style="list-style-type: none"> Education & Awareness, e.g., of school children 	Md	Md
Ministry of Women's Affairs	<ul style="list-style-type: none"> (from baseline) Installed solar power in Khor Angar, to reduce dependency on fuel wood (2 women were trained in India on how to install and repair solar power units) 		
Marine Force (Coast Guard)	<ul style="list-style-type: none"> Responsible for surveillance and control of national waters against violation of national environmental and fisheries legislation <p><u>Project Role:</u></p> <ul style="list-style-type: none"> Could be called upon to enforce regulations on Marine Protected Areas and to prevent illegal fisheries 	Md	Md
Private Sector, with general interest in coastal investment and coastal work			
Private contractors / sub-contractors	<ul style="list-style-type: none"> Work contracts (e.g., to clean and plant restoration sites or operate nurseries) 	H	H
Local and international consultants	<ul style="list-style-type: none"> Work contracts (e.g., to conduct studies, such as participatory rural assessment, hydrology) 	Md	Md
Djibouti Livestock Export Center	<ul style="list-style-type: none"> A semi-private facility for the treatment and export of livestock Interest: Access to clean water / control of pollution; interest in using <i>Prosopis</i> <p><u>Project Roles:</u></p> <ul style="list-style-type: none"> Provide technical and financial resources for the research on the best management approach for <i>Prosopis</i> <i>In-kind financing</i> 	Md	Md
Djibouti Chamber of Commerce	<ul style="list-style-type: none"> Non-profit, semi-autonomous group of private sector operators to promote the interests of the private sector <p><u>Project Roles:</u></p> <ul style="list-style-type: none"> Assistance for the development and delivery of messages and capacity building targeted to the private sector operator Awareness raising for the private sector 	Md	MD
Coastal businesses, fisheries, livestock, tourism	<ul style="list-style-type: none"> Impacts related to climate change and adaptation measures Coastal infrastructure Corporate social responsibility (CSR) 	Md	L

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
entrepreneurs, coastal restaurants, coastal hotels (at project site)	<ul style="list-style-type: none"> • <i>N.B. To some extent, the presence of an active private sector was assumed at the project sites during the project design. However, it was found to be very weak, at time of project start up.</i> 		
Port / Port Authority	<ul style="list-style-type: none"> • Port infrastructure • Adaptation of port sector • Access to clean water / control of pollution 	Md	L
Bilateral and multilateral development partners and list of specific partner projects and programmes			
General interest: Co-financing; Joint implementation; Knowledge sharing			
FAO	<p>Interests:</p> <ul style="list-style-type: none"> • Reduce and manage illegal fisheries • Promote sustainable fisheries management around mangrove areas • It has/is supporting the Ministry of Agriculture's efforts to promote sustainable fisheries and to curb illegal fishing <p>Project Role:</p> <ul style="list-style-type: none"> • Co-financing and <i>in-kind financing</i> to the project 	H	Md
IFAD	<p>Interests:</p> <ul style="list-style-type: none"> • Supporting the implementation of a large-scale programme for sustainable land management and mobilization of surface waters, together with UNDP, FAO, and WFP • Promoting rangeland rehabilitation and sustainable management and rainwater and run-off water harvesting for pastoral communities in some parts of Djibouti • Has supported the Project for the development of micro-credit system to farmers (PDMM-IFAD) 	H	Md
Agence Française de Développement	<p>Interests:</p> <ul style="list-style-type: none"> • Supporting, in partnership with IFAD, a reforestation initiative in the Day forest area • Support to the water and sanitation sector (with EU) <p>Project Role:</p> <ul style="list-style-type: none"> • Indicated its interest to join the project at a later date, including providing co-financing to support activities related to mangrove restoration 	H	Md
UNDP	<p>Interests:</p> <ul style="list-style-type: none"> • Implementation of Goal WASH UNDP project (on revising the national strategy for water) • Support to the Day forest integrated development Project (with EU) 	H	Md
EU and ONEAD	<p>Interest:</p> <ul style="list-style-type: none"> • Ongoing rehabilitation of water treatment plants • (from baseline: hydro-geological studies) 	Md	Md

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
UNICEF and WFP, with National Social Development Agency	<i>Interest:</i> <ul style="list-style-type: none"> Integrating food security and monitoring of food security into early warning system 	Md	L
USAID	<i>Interest:</i> <ul style="list-style-type: none"> Supported the quarantine regional center for livestock experts 	Md	L
African Development Bank	<i>Interest: TBD</i> <ul style="list-style-type: none"> (from baseline: hydro-geological studies) 	Md	L
Islamic Development Bank	<i>Interest:</i> <ul style="list-style-type: none"> Project managed by the Ministry of Agriculture to be launched soon with the objective of building climate change resilience in drylands of Khor Angar and Assamo. This four-year project will have a total budget of US\$14 million. The deadwood will likely be transformed into charcoal for use or sale by local communities A project to be launched soon to further support the project work at Khor Angar's water desalinization plant by providing funds to replace some complementary equipment and changing the filter membranes. <p>From PIR 2015: Several documentaries, interviews and articles have been produced on mangrove restoration in Khor Angar and the restoration activities are expected to be continued beyond the project implementation period under the Islamic Development Bank's project for building climate change resilience in drylands of Khor Angar and Assamo</p>	Md	Md
Japanese government	(from baseline: hydro-geological studies)		
World Bank & EU	<i>Interest:</i> <ul style="list-style-type: none"> The early warning system for Djibouti city (coordinated by the CERD) 	Md	H
	From MTR v3 The Early Warning Systems (EWS) were already financed by FAO and the World Bank, from discussion from various stakeholders. Four projects are currently supporting fisheries and coastal sustainability in Djibouti: <ul style="list-style-type: none"> The Islamic Development Bank funded project "Dryland Project", through its component "Dryland livelihoods (livestock, agriculture, fisheries)", finances a berthing quay, fishermen huts, a fishery treating hall, and other buildings and material up to US \$1.935.000. The World Bank/GEF funded project "Red Sea and Gulf of Aden Ecosystem Management"⁴⁴, through 		

⁴⁴ <http://www.worldbank.org/projects/P113794/red-sea-gulf-aden-strategic-ecosystem-management-gef-project?lang=en>

Stakeholder	Responsibilities / Project Roles / Specific interests	Interest	Influence
	<p>its component “Strengthening Coastal Communities” (US \$800.000), aims at reducing pressure on marine resources and at the provision of alternative livelihood income in such areas as fish processing, recreational fishing, eco-tourism and small-scale aquaculture.</p> <ul style="list-style-type: none"> - The IFAD’s “Programme to reduce vulnerability to climate change and poverty of coastal rural communities”⁴⁵, financed through an IFAD loan of US \$4.1 million and an Adaptation for Smallholder Agriculture Programme (ASAP) grant of US \$6.0 million, aims at supporting the resilience of coastal habitats and the co-managment of natural resources, supporting the reduction of vulnerability of coastal resources and value chains, and enhancing institutional and community adaptive capacities, in the rural areas of Obock, Tadjourah, Arta and Loyada. - The African Development Bank is financing a project (US \$1.0 million) to support fisheries in the area of Loyada, near Damerjog. <p>Finally, regarding the meteorological component of the project: a partnership has been signed between the National Meteorology Agency and IGAD, through which the following actions will complete the present project:</p> <ul style="list-style-type: none"> - Meteorological modeling - Maintenance - Installation of a water level recorder - Implementation of the IGAD-HYCOS project⁴⁶, which is a component of the IGAD Inland Water resources Management Programme. This project aims at providing adequate infrastructure for hydrological observations and appropriate regional cooperation in information exchange among the participating countries (Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, Sudan and Uganda). 		

Ongoing projects, according to CEO endorsement file

- The early warning system for Djibouti city coordinated by the CERD, which was established following the recent floods, and which benefited from World Bank emergency support. HOW come CERD did not advise on status of Component 3, at very start of project?
- Ongoing food security monitoring, supported by UNICEF, World Food Programme and the National Social Development Agency
- The promotion of sustainable fisheries and aquaculture and efforts to reduce illegal fisheries (MAEM-RH and FAO)

⁴⁵ <http://www.ifad.org/operations/pipeline/pn/Djibouti.htm>

⁴⁶ <http://www.igad-hycos.org/>

- The ongoing water mobilization efforts and local rural development programmes (MAEM-RH),
- The IFAD-supported sustainable land management and surface water harvesting programme,

The GEF-supported creation of a network of Marine Protected Areas around the mangrove area.

A number of other programmes are currently underway that will contribute to the project activities. These include the Social Development Fund (National), Support to the water and sanitation sector (French development Agency and European Union), food security assistance (e.g. the Special Program for Food Security and FEWS NET), rural development initiatives (e.g. Date Palm Project), the Project for the development of micro-credit system to farmers (PDMM-IFAD) the quarantine regional center for livestock exports (USAID), and the Day forest integrated development Project and the local development project (EU and UNDP

COMPONENT 3 was to complement: This will also be coordinated with current efforts to implement a project for the protection of the capital, Djibouti, against flooding, which is undertaken with financial support from the World Bank and the EU.

Annex 10: Summary of the Project Design Assessment

At TE Inception Phase and at TE Detailed Assessment Phase

	Section	Rating Inception phase: 1- 6	Rating Detailed Assessment phase: 1-6	Weight	Total Rating x Weight	Explanation
A	Nature of the External Context	3.3	3.3	0.4	1.32	Although prone to natural disasters (i.e., high temperatures, drought, and floods), the overall external context is considered moderately favourable with a stable government and a low risk of conflict.
B	Project Preparation	4.3	3.7	1.2	4.44	The ProDoc provides a good <u>problem analysis</u> related to climate vulnerability. However, the <u>situation</u> at the project sites could have been better analyzed (e.g., in terms of the issue of the invasive species <i>Prosopis</i> , the weakness of the private sector, other capacity issues. During the evaluation, it became evident that there was insufficient stakeholder consultation during project preparation and design. Although Component 2 activities related to mangrove rehabilitation rested on some good background work and stakeholder discussion, this is less so for the other outputs. For instance, it was not discovered until implementation that: 1. There were differing stakeholder opinions on whether conducting hydrogeological modeling studies was relevant or not; 2. It was not feasible to update the Water Master Plan (given the available budget and the fact that UNDP could not further support this work); 3. There were gaps in identifying existing experience (e.g, one activity said to test solar pumps, whereas there was no need to do this as there was already 20 years of in-country experience with the technology); 4. ONEAD had another partner to work on wastewater reuse. The stakeholder <u>identification</u> is good, but the stakeholder <u>analysis</u> is incomplete (e.g., no attention given to stakeholder interests / influence, and limited attention to capacity issues. Gender and indigenous peoples are well mentioned in the ProDoc, but the integration of gender and indigenous peoples were to be developed during the Inception Period, and compiled into a <u>Stakeholder Engagement Plan</u> (<i>this plan was not produced</i>).
C	Strategic Relevance	5.3	4.6	0.8	3.68	The project has significant strategic relevance. It was well aligned with UN Environment MTS and PoW, GEF priorities,

	Section	Rating Inception phase: 1- 6	Rating Detailed Assessment phase: 1-6	Weight	Total Rating x Weight	Explanation
						the vision of the Bali Strategic Plan and South-South Cooperation, regional and national environmental priorities, and was designed to be complementary to other interventions. Some ongoing or planned activities could have been more fully analyzed (e.g, the ONEAD wastewater work).
D	Intended Results and Causality	3.4	3.0	1.6	4.80	<p>The intended results and causality could have been more explicit. In short, the activities were not sufficiently identified and detailed (e.g., who should do an activity and what should be done) and it was unclear how some of listed activities could lead to the listed outputs and outcomes. Some ProDoc activities were 'outputs' (e.g., 1.1.1 Hydrogeological modeling studies). Several activities and outputs of the ProDoc were unclear, or poorly worded, and required much effort to clarify before implementation.</p> <p>Activity 1.21 (Update the Water Master Plan) is actually a significant activity, but only a small budget was allocated. It initially relied on some UNDP work, which did not materialize, and then took much discussion to clarify what could be done.</p> <p>One output could not be logically achieved by conducting the listed activity (e.g., <i>Activity 1.23: Initiate interdepartmental dialogue towards creation of a national coastal planning commission</i> is the only activity for <i>Output 1.2: Institutional mechanisms....</i> This required interpretation during implementation.</p> <p><i>Output 1.5, A private sector engagement strategy</i> was not based on an accurate baseline (i.e., with the exception of the port stakeholder(s), the private sector is generally weak, especially at the project sites); the list of activities vs. outputs in 1.5 is very confusing. For example, Activity 1.5.3 (<i>Engage</i> private sector partners in CSR activities) would have needed much more effort to move forward.</p> <p>It is unclear whether some outputs / outcomes will be at district level or at national level.</p> <p>The impact drivers and assumptions are incomplete. It is more realistic to expect outcomes at district level, than at national level on 2 of the 3 outcomes.</p>
E	Logical Framework	4.4	4	0.8	3.20	The logical framework provided some baseline; targets; milestones; and

	Section	Rating Inception phase: 1- 6	Rating Detailed Assessment phase: 1-6	Weight	Total Rating x Weight	Explanation
	and Monitoring					<p>responsibilities.</p> <p>SMART indicators were identified during project design, and these were slightly revised at inception period. There are indicators for most, but NOT all outputs, (e.g., there is no indicator for 2.1 (Degraded watersheds rehabilitated, whereas building micro-dams to increase aquifer recharge was a very successful project initiative). The ProDoc and inception period could have more systematically used the list of outputs (and sub-outputs presented as activities) to generate a more comprehensive indicator list, or, the list of indicators could have been updated during implementation to reflect all important activities / outputs.</p> <p>The budget for the mid-term review is the same as the terminal evaluation. It should be considered to increase the budget for terminal evaluation (compared to MTE), as the TE is a larger exercise.</p> <p>The intervention logic (e.g., sequencing of outputs) and the workplan (i.e., timing) could have been significantly improved.</p>
F	Governance and Supervision Arrangements	5.0	4.0	0.4	1.6	<p>The governance and supervision model was comprehensive, clear and appropriate and the UN Environment roles and responsibilities were clearly defined. An organigram showed the key management arrangements.</p> <p>In practice however, the CTA changed 4 times and the UN Task Manager also changed 5 times. That is a lot of change during project implementation; according to the project team, the staff changes added to the delays, with each new person having to get familiar with the project file. There were also a number of changes in procedures during implementation (e.g., new financial forms) that also required time to learn and to re-learn the modified procedures.</p>
G	Partnerships	3	3	0.8	2.4	<p>Although the capacity issues of the partners were identified in general in the ProDoc, there was never a robust capacity needs assessment conducted. Furthermore, the measures identified to mitigate capacity risks were weak. The roles and responsibilities of the external partners could have been more clearly specified.</p> <p><i>There should have been more coordination between international donors, for instance, on EWS.</i></p> <p>The time needed to build collaborative</p>

	Section	Rating Inception phase: 1- 6	Rating Detailed Assessment phase: 1-6	Weight	Total Rating x Weight	Explanation
						arrangements was not integrated into project design.
H	Learning, Communication and Outreach	3.3	2.3	0.4	0.92	The approach to knowledge management and the plans for the dissemination of results and lessons learnt at end of project were / are insufficient. The project did however set up a website, but it was not operational during the evaluation. It was planned that research studies and other project products would be widely disseminated through national and international networks, but this was not explicitly programmed (in practice, this only occurred to a limited extent). During the April 2017 visit to Djibouti, it was learned that in practice, obtaining the project reports usually entails a visit to the Ministry of Habitat (MHUE). There was no specific plan to disseminate the results and lessons learnt at the end of the project, although this has happened to some extent on its own (e.g. PERSGA website; MHUE website ect).
I	Financial Planning / Budgeting	3.5	3.0	0.4	1.2	The ProDoc activities and outputs were quite vague. When the activities and outputs were more clearly defined, then it became evident that the budget was insufficient to support the scope and scale of the activities and outputs. Capacity constraints and other issues (e.g., redundant activities) lead to annual budget revisions and about 3 no-cost extensions. Co-financing was an issue (at times).
J	Efficiency	3.75	3.75	0.8	3.0	The project was designed and then adapted in relation to duration and levels of secured funding. The project design made an effort to build on existing institutions. Synergies and complementarities were sought out. Making agreements and developing partnerships proved more challenging than anticipated, but the various issues were resolved over time. Each project component was expected to build on the activities, outputs and outcomes of the other two components, contributing to the efficiency and effectiveness of the overall project. However, no explicit mechanism was put in place to ensure the synergy between components. Resource mobilization (e.g., recruitment and completion of reports to the desired quality) was hampered by capacity constraints, resulting in 3 no-cost extensions.

	Section	Rating Inception phase: 1– 6	Rating Detailed Assessment phase: 1–6	Weight	Total Rating x Weight	Explanation
K	Risk identification and Social Safeguards	3	3	0.8	2.4	<p>The project had a strong component in habitat rehabilitation, and hence negative environmental impacts seemed unlikely. It remains unclear whether the project was subject to an impact assessment screening. The ProDoc identified a number of risks (in ProDoc Appendix 4 and in section 3.5). However:</p> <ul style="list-style-type: none"> • Not all assumptions are listed; • Not all risks are identified; • Not all risks are mitigated; • The project’s environmental footprint (including the footprint of management) was not assessed.
L	Sustainability / Replication and Catalytic Effects	3.75	2.75	1.2	3.3	<p>Some attention was given to the sustainability strategy, but it is quite theoretical <i>e.g., by addressing local needs, communities will have an incentive to sustain and maintain measures</i>. Also, the ProDoc mentions that a replication strategy would be developed during the inception phase and that up-scaling plans would be developed during project implementation; <i>this was not done</i>.</p> <p>The ProDoc did not provide an exit strategy. A brief exit strategy was prepared in January 2017, but it needs to be further detailed and also it will need to be approved by the executing agency. The ProDoc did not provide a strategy to promote scaling up and replication; this was to be done during inception. N.B. It was not done during inception.</p> <p>The ProDoc did not sufficiently address financial sustainability.</p> <p><i>Of note, some replication did occur (e.g., IFAD project with a component on mangrove rehabilitation), as MHUE now has the expertise for this.</i></p>
M	Identified Project Design Weaknesses / Gaps	4.5	3.5	0.4	1.4	<p>The ProDoc was revised to a certain extent in line with the DGEF PRC comments. There is one question on whether the risk associated with capacity should have been presented as a ‘<i>high</i>’ risk. It was decided that this was a ‘<i>medium</i>’ risk, based on having a CTA.</p> <p>The PRC did not flag the effort needed to establish collaborative agreements. The PRC did not flag the issue that there was a capacity constraint related to having a good supply of able and available consultants to conduct the technical work. This proved a critical issue during the first years of the</p>

	Section	Rating Inception phase: 1- 6	Rating Detailed Assessment phase: 1-6	Weight	Total Rating x Weight	Explanation
						project; the supply of consultants was quite limited.
				Total Score	33.66	3.37; Moderately Unsatisfactory

N.B. Highly Unsatisfactory = < 2; Unsatisfactory = >2 to 3; Moderately Unsatisfactory = > 3 to 3.5;
Moderately Satisfactory = >3.5 to 4 Satisfactory: >4 to < 5; Highly Satisfactory = >5

Annex 11: Project Indicators and Drivers and Assumptions

Objectives & Outcomes (ProDoc)	Objectives & Outcomes (ToC at Evaluation)	Project Indicators, as revised in September 2010	Drivers and Assumptions
<p>Project Objective: To address the impacts of climate change on coastal ecosystems and communities by implementing a set of urgent measures that will strengthen the capacity to predict future changes while helping local populations to adapt through the adoption of more sustainable production methods, particularly in the areas of water management, agriculture, fisheries and tourism.</p>	<p>Objective / impact (revised) <i>Social and environmental resilience of coastal areas increased.</i></p>	<ul style="list-style-type: none"> • Number of ha of fragile ecosystems restored • Number of government staff trained in and applying ICZM/IWRM principles • Number of policies and plans that take into consideration climate change risks and legislation governing the implementation of ICZM/IWRM principles • % change in vulnerability among local communities 	<p><u>Assumptions related to Outcomes and Impact</u></p> <ul style="list-style-type: none"> • The rate of climate change is as projected; should the rate of change increase, the implementation of additional measures could be necessary to avoid severe impacts from extreme events • Government and partners are committed to adaptation and climate risk action <p><u>NEW Assumptions and Drivers related to Outcomes, Intermediate States, and Impact:</u></p> <ul style="list-style-type: none"> • Government and/or partners commit financing and other resources (e.g., new projects) to implement and further develop the project-related climate-change-adaptation (CCA) legal framework, all the other coastal district vulnerability reduction plans, and the CCA measures in coastal zones.
<p>Outcome 1 Increased capacity for adaptive management and enforcement capacity for integrated coastal zone management and vulnerability reduction.</p>	<p>Outcome 1 (revised) <i>Key actors have the necessary skills and scientific approaches for the adaptive management of coastal areas</i></p>	<ul style="list-style-type: none"> • An effective institutional mechanism for ICZM/IWRM is in place at the government level • Implementable district level adaptation plans covering all project zones to reduce vulnerability • Number of socio-economic, ecological, hydroclimatic and hydrogeological assessments to understand the vulnerability of local communities and coastal ecosystems 	<p><u>Drivers related to Outcome 1 & Intermediate States</u></p> <ul style="list-style-type: none"> • Stakeholders are engaged and willing to participate in an institutional mechanism for coastal zone management <p><u>Assumption related to Outcome 1:</u></p> <ul style="list-style-type: none"> • All coastal development (including private sector investments) are subject to (good quality) EIAs, which consider / integrate CCA, ICZM and coastal vulnerability. <p><u>Assumptions relevant to the Component 1 outputs:</u></p> <ul style="list-style-type: none"> • (New) Existence of a revised Schéma Directeur de l'Eau (Water Master Plan), which could be updated to integrate climate change aspects • Private sector is present and active in the project areas
<p>Outcome 2 Environmental vulnerability reduced and resilience of coastal zone systems increased</p>	<p>Outcome 2 (revised) <i>Environmental vulnerability reduced at the 2 project sites</i></p>	<ul style="list-style-type: none"> • Area (ha) of mangrove restored and % of newly planted trees still alive 24 months after planting date: <ul style="list-style-type: none"> ○ Area (ha) increase in mangrove 	<p><u>Drivers related to Outcome 2</u></p> <ul style="list-style-type: none"> • Tools, methodologies and resources are provided for mangrove monitoring and maintenance • The alternative sources of livelihoods developed in the project-site communities

Objectives & Outcomes (ProDoc)	Objectives & Outcomes (ToC at Evaluation)	Project Indicators, as revised in September 2010	Drivers and Assumptions
		<ul style="list-style-type: none"> ○ Annual survival rate of saplings and/or seedlings planted ○ % of trees with clear signs of damage due to collecting for timber, fuel wood, forage and grazing by camel ● Decrease in water use and extraction rates ● Number of households with more secure access to innovative and resilient sources of livelihoods 	<p>create incentives to sustain the project benefits.</p> <p><u>Assumptions related to Outcome 2 and Intermediate States</u></p> <ul style="list-style-type: none"> ● Water savings (e.g., from more efficient garden irrigation) are not used to expand water use ● Local communities are willing and able to depart from traditional activities to practice innovative and resilient livelihood methods in coastal areas <p><u>NEW Assumptions related to Component 2 Outcome:</u></p> <ul style="list-style-type: none"> ● The impacts of a large-scale development on the Khor Angar ecosystem can be managed and mitigated by the national EIA system <p><u>Drivers relevant to the Component 2 outputs</u></p> <ul style="list-style-type: none"> ● The project workplan can be adapted to key population movements / transhumance ● Decentralized authorities participate in capacity development activities under the project <p><u>Assumptions related to Component 2 outputs:</u></p> <ul style="list-style-type: none"> ● (New) The invasive species Prosopis has limited negative environmental impacts ● (New) The impacts of a large-scale development on the Khor Angar ecosystem can be managed and mitigated by the national EIA system
<p>Outcome 3 Reduced losses from extreme climate events and improved information for decision making</p>	<p>Outcome 3 (revised) <i>Climate forecasting and EWS information is systematically used by decision makers.</i></p>	<ul style="list-style-type: none"> ● A comprehensive and operational EWS ● Availability and use of up-to-date and timely transmitted hydroclimatic data 	<p><u>Drivers related to Outcome 3 and Intermediate States</u></p> <ul style="list-style-type: none"> ● Decision makers (continue to) access and apply the improved information on climate forecasting / EWS (to reduce vulnerability) <p><u>Assumptions related to Outcome 3 and Intermediate States</u></p> <ul style="list-style-type: none"> ● (New) Government or partners commit financing and other resources to sustain the climate monitoring ● There are no extreme climate events such as floods and droughts that disrupt project activities and/or damage ecosystems and infrastructure ● There is willingness and resources to extend monitoring beyond Djibouti city, and to sustain operations beyond the project duration ● Hydroclimatic data is used for the implementation of the EWS
			<p><u>Drivers relevant to all component outputs:</u></p> <ul style="list-style-type: none"> ● (New) All co-financing is available in a timely manner ● (New) There is good coordination / easy collaboration between all partners <p><u>Assumptions related to all component outputs</u></p> <ul style="list-style-type: none"> ● (New) National and international experts are available, and can provide technical

Objectives & Outcomes (ProDoc)	Objectives & Outcomes (ToC at Evaluation)	Project Indicators, as revised in September 2010	Drivers and Assumptions
			<p>advice to the project. 'Capacity' can be purchased easily from the market (i.e., good availability of able and willing consultants to complete the various project assessments)</p> <ul style="list-style-type: none"> Investments expected as part of the baseline are implemented in a timely manner. Regular interministerial consultations keep the project aware of potential delays in the implementation of expected investments.

Annex 12: Outreach – Djibouti Debriefing Presentation, April 11, 2017

Évaluation finale du projet FEM / ONU ENVIRONNEMENT:

"Mise en œuvre des interventions prioritaires du PANA pour renforcer la résilience dans les zones côtières les plus vulnérables de Djibouti »

Louise Grenier
Consultante
le 11 avril, 2017

AGENDA ce matin

1. Le calendrier actuel
2. Objectif de l' évaluation finale
3. Approche pour cette évaluation
4. Table des matières du rapport finale
5. Les thèmes de l' évaluation
6. Constats préliminaires
7. Les prochaines étapes et le calendrier pour compléter le rapport final.

1. Résumé de la visite (Djibouti: 30 mars-11 avril)

Date	Itinéraire	Activités
Jeuudi-Vendredi 30/31	Tranait	• Voyage à Djibouti
Samedi, Avril 1	Tranait la journée	• Travail de préparation & Debriefing avec Coordinateur
Dimanche, Avril 2	Matin	• Réunion de démarrage (MISE EN ŒUVRE)
	Après midi	• CERD
Monday, Avril 3	Matin	• PERISA
	Après midi	• Travail de préparation
Mardi, Avril 4	Matin	• ANM / NMA
	Après midi	• Travail de préparation
	Matin	• MARE, Direction de l'Hydrologie Rural
Mercredi, Avril 5	Matin	• FIDA
	Après midi	• Travail de préparation
Jeuudi, Avril 6 Oumerg	Matin (Damerjog)	Visite de sites et discussions avec le personnel sur place: • Observations (Prosopis): 4 pompes solaires, 4 jardins, & 3 micro-barrages l'Association locale (ALAD) • Nouvelle station météorologiques
	Après midi	• Rencontre avec la Coordonnatrice de la durabilité du Port • Consultation au port & Travail de préparation
Vendredi, Avril 7	Matin - après midi	• Travail de préparation et Voyage à Obock
Sam, Avril 8 Rhor Angor	Matin	Visite de sites et discussions avec le personnel sur place • Mangrove: 2 sites de plantation, 4 garderies, ruelles nettoyées, le canal nettoyé; nouveau site de réhabilitation à Gohorta • Les palmiers dattiers: 2 petits sites, un récent et un ancien.
Dimanche, Avril 9 Rhor Angor	Matin	• Voyage de retour à Djibouti ville
	Après midi	• Travail de préparation avec Coordinateur
Lundi, Avril 10	Tranait la journée	• Debriefing / Compte rendu
Mardi, Avril 11	Fin de soirée	• Discussions finales (par exemple analyse budgétaire) • Voyage de retour (Djibouti)

2 Objectif de l'évaluation finale

Conformément à la politique d'évaluation de l'ONU Environnement et du FEM, une évaluation terminale doit être menée à l'achèvement du projet pour:

- Évaluer le rendement du projet par rapport à un ensemble de critères
- Identifier davantage les résultats et les impacts réels et potentiels du projet

Une évaluation terminale vise à comprendre pourquoi et dans quelle mesure des résultats ont été réalisés.

Les principaux objectifs de l'évaluation terminale sont les suivants:

- **Répondre aux exigences**
- Promouvoir l'amélioration opérationnelle
- **Partager les connaissances, les résultats et les leçons apprises.**

L'évaluation doit aussi répondre aux questions suivantes:

- L'approche adoptée par le projet était-elle la meilleure approche pour gérer / anticiper les impacts du changement climatique sur les écosystèmes côtiers et les communautés à Djibouti?

Comment l'approche du projet aurait pu être améliorée?

- Quelles ont été les principales raisons des retards du projet?

Que peut-on apprendre pour les projets futurs pour réduire les retards?

- L'objectif principal de l'évaluation est d'encourager la réflexion et l'apprentissage du personnel du PNUE et des acteurs clés du projet.

3. Approche: Les résultats de l'évaluation seront fondés sur l'analyse:

• De la documentation du projet, par exemple:

- Document de projet (+procès-verbaux des réunions)
- Rapports d'avancement annuels et de 6 mois
- **Rapport techniques** (une longue liste)

• Des discussions avec:

- PNUE
- Agence d'exécution (MHUE)
- Membres du Comité de gestion du projet
- Coordinateur du projet
- Principaux partenaires (CERD, ANM, MAEM, PERSGA, Associations)
- Consultants (Conseiller technique en chef - CTA)
- Les membres des communautés côtières rurales

• Des visites de terrain

4. Table des matières du rapport finale

1. Introduction
2. Méthodes d'évaluation
3. Le projet (contexte national, objectifs du projet et composantes)
4. Théorie du changement
5. **Résultats d'évaluation par thèmes (par exemple, pertinence stratégique ... durabilité, 13 thèmes)**
6. Conclusion, leçons apprises et recommandations

5. Les Thèmes de cette évaluation

- i. Conception de projet et préparation de projet
- ii. Pertinence stratégique du projet
- iii. La mesure dans laquelle le projet a été conçu/dirigé par le pays
- iv. Respects des droits de l'homme & l'égalité genre
- v. Efficacité (l'atteinte des résultats)
- vi. Coût-Efficacité (au moindre coût)
- vii. Gestion financière
- viii. Gestion / coordination / supervision du projet
- ix. Le suivi et les rapports de suivi
- x. Participation des parties prenantes
- xi. La communication, et gestions et partage des connaissances
- xii. Durabilité (socio-politique, financière, institutionnelle)
- xiii. Rôle catalytique et la réplication du projet

6. Constats préliminaires

i. Qualité de la conception du projet et préparation du projet

- Le Document du Projet a fourni une bonne analyse des problèmes liés à la vulnérabilité climatique, mais la situation sur les sites du projet aurait pu être mieux analysée (ex: faiblesse du secteur privé et les problèmes de capacité).
- Le programme d'activités et de résultats n'était pas clair. En juin 2011, certaines activités étaient menées par d'autres parties (travaux sur l'eau traitée) et certaines activités avaient déjà été complétées (Ex. test des pompes solaires).
- Le document du projet avait des faiblesses: il aurait dû fournir une analyse de situation plus détaillée et un ensemble plus détaillé d'activités.
- Je suppose que le budget et le temps consacrés à la formulation du projet étaient insuffisants.

ii. Pertinence stratégique:

- Le projet a-t-il été bien aligné ou était-il complémentaire avec vos priorités (priorités institutionnelles ou gouvernementales)

Sur la base des résultats des visites sur le terrain et de toutes les discussions:

- Le projet était stratégique en raison de son alignement avec le PANA, les rôles et mandat de l'agence d'exécution, et les objectifs stratégiques du PNUE.

iii. La mesure dans laquelle le projet a été conçu/dirigé par le pays

Le projet a été conçu pour mettre en œuvre la PANA. Donc, dans l'ensemble, cela indique une forte appropriation du projet par le pays.

Au cours de la mise en œuvre, la pertinence ou la nécessité d'activités spécifiques a été discutée.

Dans un cas, le PNUF a insisté sur une activité spécifique, même si l'opinion nationale n'était pas de mener à bien cette activité.

En fin de compte, l'activité a été menée et s'avère utile (par exemple, la modélisation).

L'évaluateur conclut que le fait que le PNUF insiste sur l'activité est contraire à une «forte appropriation par le pays du projet».

Heureusement, le rapport est jugé utile.

iv. Respects des droits de l'homme & l'égalité genre

Les rapports de progrès annuels ont souvent mentionné que le projet devrait impliquer davantage de femmes dans ses activités.

Au cours de cette évaluation finale, l'évaluateur a trouvé un bon nombre de femmes participant aux activités de projet:

- Ateliers de projet
- Agriculture (jardins de Damerjog)
- Pêche (une association de pêcheurs à Khor Angar)
- Les associations communautaires (par exemple, le président de l'association communautaire à Damerjog est une femme).

En fin de compte, le projet semble avoir fait un bon effort pour impliquer les femmes dans certaines activités de projet.

Pour améliorer la perspective de genre dans les projets à venir, il serait important de mener une analyse de genre et un plan d'action pour l'égalité entre les sexes pendant la conception du projet. Ce plan d'action pour le genre couvrirait le cycle du projet.

v. Efficacité par rapport aux produits et résultats.

• Dans quelle mesure le projet a-t-il atteint ses produits et résultats escomptés?

- Le projet atteindra-t-il son impact prévu?
- Évaluez la liste des risques et des hypothèses.

N.B.

- On s'attend d'avoir le rapport final pour mener une évaluation (j'ai reçu un rapport détaillé jusqu'en juin 2016). J'ai étudié en détail le dossier du projet de 2011 à juin 2016. (Dropbox)
- J'ai reçu un certain nombre de rapports techniques à Djibouti.
- ... L'analyse est en cours (40 activités?)

v. Efficacité (l'atteinte des résultats): Réalisation des outputs; résultats directs & probabilité d'impact

Commentaires:

- Le cadre logique du projet est modérément satisfaisant, en fournissant: ligne de base; cibles; jalons; responsabilités; et un budget pour le suivi.
- Cependant, la logique d'intervention (par exemple, la séquence d'activités outputs, et de résultats) et le premier plan de travail aurait pu être améliorée.
- Les risques et les hypothèses sont incomplètes
- Il semble plus réaliste de s'attendre à des résultats au niveau du district qu'au niveau national sur 2 des 3 résultats. *L'analyse est en cours.*

V1. Coût-efficacité de l'exécution du projet

- Évaluer la mesure dans laquelle le projet permettra d'atteindre les résultats à moindre coût par rapport à d'autres alternatifs.

- L'exécution du projet a-t-elle été effectuée à temps?
- Évaluer si les activités ont été:
 - Exécutées selon les délais prévus
 - Conduites dans une séquence efficace et correcte
- Identifier tout impact négatif dû aux retards et à l'extension du projet

V1. Coût-Efficacité (au moindre coût)

Le projet a fait de bons efforts pour renforcer les relations avec les institutions existantes. Cependant, la conclusion d'accords et le développement de partenariats se sont révélés plus difficiles que prévu.

Chaque composante du projet devrait être basée sur les activités, les outputs et les résultats des deux autres composantes, ce qui aurait contribué à l'efficacité globale du projet. Cependant, le projet a perdu une partie de son efficacité car la séquence d'activités et de résultats n'a pas toujours été efficace et correcte.

La mobilisation des ressources a été limitée par les contraintes de capacité (exemple: difficulté à recruter des consultants; certains consultants n'ont pas produit le rapport attendu et un nouveau consultant a dû être embauché pour compléter le travail).

Pour un certain nombre de raisons, y compris ce qui précède, il y a eu 3 extensions sans frais...

vii. Gestion financière

Il n'y avait pas de lacunes évidentes dans le budget au stade de la conception.

Cependant, une fois que l'équipe du projet a commencé à définir plus clairement les activités et les résultats, il est devenu évident que le budget était trop petit pour mettre en œuvre certaines activités.

La gestion des contraintes de capacité et d'autres questions (p. Ex. Redéfinir et clarifier les activités) a entraîné des révisions budgétaires annuelles et 3 extensions sans frais.

Le cofinancement était initialement un problème (par exemple, il n'y avait pas de budget pour acheter une voiture), mais en fin de compte, le cofinancement a dépassé les attentes.

L'analyse est en cours (à vérifier par les dossiers financiers).

viii. Gestion / coordination / supervision du projet

Qualité de la gestion et de la supervision du projet:

- La gestion du projet par l'agence nationale d'exécution
- Le soutien du PNUE
- Le soutien fourni par l'équipe de gestion du projet
- **Le rôle et le fonctionnement du Comité directeur**

Le modèle de gouvernance et de surveillance était clair et approprié.

Les rôles et les responsabilités du PNUE, de MHUE et du Comité de gestion de projet ont été clairement définis.

ix. Le suivi et les rapports de suivi

Les tâches de suivi et de reporting étaient claires. Cependant, le suivi s'est concentré trop sur les dépenses et le pourcentage d'achèvement relatif à chaque activité / production.

Les partenaires ont parfois subi de fortes pressions pour compléter rapidement leur «activité». Certains partenaires estiment que le PNUE n'a pas compris toutes les étapes et tous les défis sur le terrain pour mener à bien une activité.

Une «approche de coché» pour vérifier si une activité a été complétée ne raconte pas l'histoire des défis du contexte.

À l'avenir, il pourrait être plus positif de veiller à ce que les rapports de suivi se concentrent également sur les aspects positifs et sur les défis réels rencontrés.

Les rapports de suivi pourraient également annexer les différents rapports techniques.

x. Participation des parties prenantes

Les problèmes de capacité des partenaires ont généralement été identifiés dans le document de projet. Mais il n'y avait pas d'évaluation des besoins de capacité. En outre, les mesures identifiées pour atténuer les risques de capacité étaient faibles.

Les rôles et les responsabilités de tous les partenaires auraient pu être clairement définis.

Une évaluation plus complète au moment de la conception du projet des activités des donateurs et le rôle des parties prenantes et des organismes d'exécution du projet auraient évité divers problèmes (par exemple, la question de la nécessité de la modélisation hydrologique et du budget nécessaire pour réviser l'eau Plan directeur).

La conclusion générale est que la consultation et la coordination étaient insuffisantes lors de la conception du projet, probablement en raison d'un budget insuffisant pour la conception du projet.

xi. La communication, la gestion des connaissances, et le partage des connaissances

- Le projet a mis en place un site web (mais il n'est pas opérationnel pour le moment).
- D'autres parties prenantes clés ont leurs propres sites Web ou blogs ... (MHUE, PERSGA, ANM, CERD), qui ont été utilisés pour diffuser les résultats du projet.
- Des ateliers ont été organisés pour partager les activités du projet et les rapports de projets.
- Cependant, l'approche fournie dans le document de projet et aussi dans la mise en œuvre pour gérer et diffuser des connaissances semble insuffisante.

Au moment de cette évaluation, il n'était toujours pas clair si:

- Le site Web du projet restera opérationnel (il n'était pas opérationnel pour la durée de l'évaluation)
- Les principaux rapports des consultants seront diffusés plus largement (p. Ex., Rapport sur l'écotourisme, rapport CSR, rapport ICZM, etc.)
- Il existe de nouvelles activités liées aux rapports des consultants (plusieurs rapports ont fourni une feuille de route).

xii. Durabilité

- Évaluer si les résultats directs seront maintenus après la fermeture du projet.

Xii Durabilité (sociopolitique, financière, institutionnelle)

L'équipe du projet a récemment développé une stratégie de sortie (2 pages), **mais elle est incomplète**. Un certain nombre d'activités nécessitent un soutien supplémentaire pour préserver leur durabilité (par exemple, transplanter toutes les semences des 4 pépinières, maintenir les clôtures pour protéger les semis pendant plusieurs années; et trouver une solution réelle aux canaux de mangrove, qui se remplissent de sable dès que le sable est enlevé).

Certaines activités étaient **ponctuelles et très limitées**, comme la fourniture de produits de consommation aux pêcheurs (filets de pêche). Ce type d'activité de micro-échelle doit être évalué en détail. On peut dire que la sensibilisation aux problèmes de pêche a augmenté chez les pêcheurs ciblés, mais sans attention constante, on ne peut pas dire que cela mènera à des moyens de subsistance durables.

Une activité complète (par exemple, l'équipement pour conserver et transporter le poisson au marché) avec un budget substantiel aurait un impact plus important.

xii. Rôle catalytique ou la réplication du projet

Le document du projet indique qu'une stratégie de réplication et un plan d'expansion des activités seraient développés au cours de la mise en œuvre. **Les documents n'ont pas été développés.**

Sur la base de l'analyse des documents disponibles et des entretiens à Djibouti, certains éléments du projet sont «répliqués». Par exemple, le projet du FIDA a une composante de réhabilitation des mangroves, qui repose sur l'expertise acquise par MHUE lors du projet NAPA.

Points forts (préliminaire)

- Points forts (préliminaire)
- Le comité de pilotage était une entité très utile et a offert l'occasion d'informer les principaux intervenants sur l'avancement du projet
- En dépit des difficultés initiales liées à l'établissement d'accords, la coopération institutionnelle était bonne
- Le projet peut documenter les changements de comportement au niveau de la communauté et du secteur public; par exemple, les gens croient maintenant aux panneaux solaires
- Les gens peuvent maintenant fabriquer des produits utiles avec le *Prosopis*
- C'était la première fois qu'un projet faisait attention aux pêcheurs qui pêchent du rivage (habituellement avec une seule ligne de pêche) (pêche à pied).
- Un bon nombre de femmes ont participé au projet
- A l'usine de dessalement, ils ont découvert qu'il était préférable d'utiliser un tuyau inoxydable, qui est plus cher mais peut durer plus longtemps
- Certaines nouvelles relations / partenariats ont été forgées (avec port)

Gestion des connaissances, diffusion et réplication:

- Les ateliers ont été des événements clés du partage des connaissances
- En général, les sites Web ont été identifiés comme des outils efficaces de gestion / partage des connaissances (il existe un problème général avec la mise à jour des sites Web)
- Il existe de bons exemples de gestion et de diffusion du savoir. Par exemple, les résultats de l'étude sur le *Prosopis* (ICERD) ont été présentés lors de la conférence de la Grande Muraille au Kenya (avec FAO)
- Le succès de la mangrove Khor Angar s'est étendu à Tajurah (sous LDCT), à l'île voisine (sous la Banque mondiale) et au projet FIDA (Godoria).

Faiblesses

- Des efforts supplémentaires sont nécessaires pour partager les connaissances et les leçons tirées du projet (par exemple, la maintenance du site Web)

Leçons apprises:

- Concernant la préparation du projet: des consultations intensives avec toutes les parties prenantes sont nécessaires au stade du concept de projet pour faire un bon design
- En ce qui concerne la petite portée des activités du projet: la fourniture d'équipement nécessite un système complet de gestion et de soin de l'équipement (cela prend du temps)
- Les activités du projet devraient avoir une portée suffisante (si elles sont trop faibles, elles n'ont pas un impact significatif) (par exemple, seuls les petits équipements / matériaux pourraient être achetés pour la pêche et ont déjà dû être remplacés; par exemple, les filets de pêche.
- Ce qui est plus pertinent dans de nombreux cas, c'est un ensemble complet d'activités avec un budget considérable

Leçons apprises

Certains résultats du projet semblent très généraux, car ils ne comportent qu'une ou deux courtes consultations. Par exemple:

- Le rapport sur l'écotourisme: une courte visite pour étudier l'écotourisme ne permet pas une évaluation détaillée. Néanmoins, une feuille de route a été produite. Le projet n'a pas donné suite à cette première étape.
- Plan d'action régional: les deux plans d'action sont très génériques, il n'est pas clair si et comment les deux plans généraux peuvent être utiles.

Il vaut mieux formuler des «activités complètes» pour assurer un produit substantiel et pour s'assurer que les résultats seront utiles.

En ce qui concerne les rapports de suivi:

- Une approche qui va au-delà de "cocher une case" serait appréciée. Une approche «cocher la case» n'intègre pas les réalités des institutions locales et le contexte difficile.
- Les rapports de suivi devraient mettre en évidence les points positifs, ainsi que les faiblesses.

Faiblesses

Collaboration, renforcement des capacités et contraintes de capacité

- Pour créer une capacité dans le pays, toutes les activités du projet doivent impliquer des consultants locaux, même dans le cas de cette évaluation finale.

Durabilité:

- Les parties prenantes du site de mangrove ont déclaré que ce n'était pas un bon moment pour arrêter ce projet. Les activités nécessitent un financement supplémentaire.

Problèmes:

- Depuis le 28 février, il n'y a pas eu de salaire.
- Le fil de fer barbelé doit être remplacé chaque année. Le budget pour remplacer le fil de barbillé n'est pas assuré.
- Les pépinières ont de nombreuses plantes qui doivent être transplantées.
- Nettoyer et enlever le bois mort de la mangrove nécessite beaucoup de ressources et de temps.
- Travaux du canal: il n'est pas efficace d'enlever le sable. Il se remplit à nouveau. Une autre étude est nécessaire pour trouver une meilleure solution?

7. Les prochaines étapes

- Compléter l'analyse des documents (4 15?)
- Écrire la première version du rapport (3 prochaines)
- Le PNUE va examiner le rapport préliminaire.
- Écrire la version 2 du rapport sur la base des commentaires du PNUE.
- Après cela, les parties prenantes de Djibouti et le PNUE devraient faire des commentaires sur la 2ème version.
- Finaliser le rapport en fonction de tous les commentaires (3ème semaine de mai?)

Merci beaucoup de prendre le temps aujourd'hui pour discuter l'évaluation finale de votre projet.

J'espère que mon rapport final vous sera utile.

Louise