

Terminal Evaluation of the UNEP/GEF Project
“Adapting coastal zone management to climate change
considering ecosystems and livelihoods” GEF ID 4568
(2014-2023)





Front cover photo credits: Marie-Ange Baudoin. Reinforced coastline in Toamasina, picture taken in May 2025.

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Adapting coastal zone management to climate change considering ecosystems and livelihoods GEF ID 4568 2014-2023

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About the Evaluation

Joint Evaluation: No

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Brief Description: This report is a Terminal Evaluation of a UNEP/GEF project Adapting coastal zone management to climate change considering ecosystems and livelihoods implemented between 2014 and 2023. The project's overall development goal was to address the high vulnerability to climate change of Madagascar's coastal areas, as well as a limited capacity to adapt to the negative impacts of this climate change. 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 UNEP, and the relevant agencies of the project participating countries.

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Foundation/NGO	No
Private Sector	No
UN Body	No
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¹ This data is used to aid the internet search of this report on the Evaluation Office of UNEP Website

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List of acronyms and abbreviations

AF: Adaptation Fund

AF-Rice: Project “Promoting climate resilience in the rice sector through pilot investments in Alaotra-Mangoro region”

BNCC-REDD+: National Coordination Office for Climate Change / Reducing Emissions from Deforestation and Forest Degradation

BSP: Bali Strategic Plan for Technology Support and Capacity Building

CAR: Cash Advance Requests

CCA: Climate Change Adaptation

CDA: Aquaculture Development Centre

CER: Regional Environmental Committee

CSO: Civil Society Organization

CTA: Chief Technical Advisor

DDR: Regional Development Directorate

DEFIS: Development of Inclusive Agricultural Sectors

DRAEP: Regional Directorate of Agriculture, Livestock and Fisheries

DREDD: Regional Directorate of Environment and Sustainable Development

EbA: Ecosystem-based Adaptation

EIA: Environmental Impact Assessment

FGD: Focus Group Discussion

GEF: Global Environment Facility

GoM: Government of Madagascar

GSAP: Governance and Supervision Arrangements, Partnerships

HYPR: Half-Yearly Progress Report

IA: Implementing Agency

ICZM: Integrated Coastal Zone Management

ICZMP: Integrated Coastal Zone Management Plan

IEO: Independent Evaluation Office

IFAD: International Fund for Agricultural Development

IGA: Income-generating activity

INDC: Intended Nationally Determined Contribution

IOC: Indian Ocean Commission

KII: Key Informant Interview

LCO: Learning, Communication and Outreach

LDCF: Least Developed Countries Fund

LMMA: Locally Managed Marine Area

M&E: Monitoring and Evaluation

MADR: Ministry of Agriculture and Rural Development

MDG: Millenium Development Goal

MEDD: Ministry of Environment and Sustainable Development

MEEMF: Ministry of Environment (Ministère de l'Environnement, de l'Ecologie, de la Mer et des Forêts)

MEF: Ministry of Environment and Forests

MPPATE: Ministry of Agriculture, Livestock and Fisheries

MRHP: Ministry of Marine Resources and Fisheries

MTR: Mid-term Review

MTS: Medium-Term Strategy

NAP: National Adaptation Plan

NAPA: National Adaptation Programme of Action

NPC: National Project Coordinator

NC-ICZM: National Committee for Integrated Coastal Zone Management

NDC: Nationally Determined Contribution

NGO: Non-Governmental Organization

PAN-GIZC: National ICZM Action Plan / Strategy

PAZC: Projet d'Adaptation des Zones Côtières (Coastal Zone Adaptation Project)

PCU: Project Coordination Unit

PIR: Project Implementation Report

PNLCCC: National Policy to Fight against Climate Change

PoW: Programme of Work

PQD: Project Quality Design

Prodoc: Project Document

PROSPERER: Support Programme for the Rural Microenterprise Poles and Regional Economies

PSC: Project Steering Committee

RC-ICZM: Regional Committee for Integrated Coastal Zone Management

RDP: Regional Development Plan

RF: Results Framework

RVE: Results Verification Exercise

SAHA: Support Programme for Rural Development

SAPPHIRE: Western Indian Ocean Large Marine Ecosystems Strategic Action Programme Policy Harmonization and Institutional Reforms

SARCOF: Southern Africa Climate Outlook Forum

SDG: Sustainable Development Goal

S-SC: South-South Cooperation

TE: Terminal Evaluation

TM: Task Manager

ToC: Theory of Change

ToR: Terms of Reference

UNEP: United Nations Environment Programme

UNFCCC: United Nations Framework Convention on Climate Change

V7V: Vatovavy-Fitovinany Region

VOI: Vondron'olona Ifotony (community associations)

VSLA: Village Savings and Loan Associations

WIOMER: Western Indian Ocean Marine Ecoregion

WIOSAP: Implementation of the Strategic Action Programme for the protection of the Western Indian Ocean from land-based sources and activities

WWF: World Wildlife Fund

Table 1: Project Identification Table

GEF Project ID/SMA ID ² :	4568		
Implementing Agency (UNEP Division/Branch/Unit):	UNEP, Climate Change Adaptation Unit / Adaptation and Resilience Branch / Climate Change Division	Executing Agency:	Ministry of Environment and Sustainable Development (Madagascar)
Sources of Funding (Co-finance):	Country ³ : Madagascar	Institution ⁴ Name/Type: Government of Madagascar	
Relevant SDG(s):	Goal 13 Climate Action \ Targets 13.1, 13.2, 13.3 \ Indicators: 13.3.2, 13.B.1 Goal 14 Life Below Water \ Target 14.2 \ Indicator 14.2.1		
MTS (at approval):	MTS 2014-2017	UNEP approval date:	November 2014
POW Output(s) number/reference (applicable for projects approved pre-2022)	POW Output: Subprogramme 1 PoW 2014-15 Output 2 and Output 4	POW Expected Accomplishment(s) number/reference (applicable for projects approved pre-2022):	POW Expected Accomplishment: Expected accomplishment A: Ecosystem-based and supporting adaptation approaches are implemented and integrated into key sectoral and national development strategies to reduce vulnerability and strengthen resilience to climate change impacts
Sub-programme:	Climate Action	Programme Coordination Project:	N/A
UNEP approval date:	November 2014	GEF approval date:	July 2014
GEF Operational Programme #:	GEF-5	GEF Strategic Priority:	CCA-1; CCA-2; CCA-3
Project type:	Full-Size project (FSP)	Focal Area(s):	Climate Change Adaptation
Expected start date:	August 2014	Actual start date:	November 2014
Planned completion date:	August 2019	Actual operational completion date:	March 2023
Planned total project budget at approval:	USD 17,387,500	Actual total expenditures reported as of 30 December 2023:	USD 5,167,080
GEF grant allocation:	USD 5,337,500	GEF grant expenditures reported as of 30 December 2023:	USD 5,076,896
Expected Medium-Size Project/Full-Size Project co-financing:	USD 12,050,000	Secured Medium-Size Project/Full-Size Project co-financing:	USD 14,926,451(PIR FY 2022)

² SMA refers to the ID provided by the Integrated Planning, Management and Reporting Solution (IPMR) system, which was introduced by UNEP in July 2023.

³ Where applicable, list countries who have provided project funds and/or co-finance.

⁴ Indicate where funding institutions are any/all of the following: Foundation/NGO; Private Sector; UN Body; Multilateral Fund; Environment Fund.

No. and dates of formal project revisions:	4	Date of last approved project revision:	June 2022
No. of Steering Committee meetings:	8	Date of Last Steering Committee meeting:	9 July 2021
Mid-term Review/ Evaluation budgeted:	May 2017	Mid-term Review/ Evaluation (actual date):	July 2019
Terminal Evaluation (planned date):	December 2022	Terminal Evaluation (actual date):	October 2025
Coverage - Country(ies):	Madagascar	Coverage - Region(s):	Africa
Dates of previous project phases:	N/A	Status of future project phases:	N/A

Executive Summary

Project background

1. The project "Adapting coastal zone management to climate change considering ecosystems and livelihoods" (*Adaptation de la gestion des zones côtières au changement climatique, en tenant compte des écosystèmes et des moyens de subsistance*) hereinafter referred to as "PAZC", was funded by the Least Developed Countries Fund (LDCF) of the Global Environment Facility (GEF) from 2014 to 2023.
2. PAZC was designed to reduce vulnerability and enhance climate resilience in Madagascar's coastal communities by expanding Ecosystem-based Adaptation (EbA) approaches to restore key ecosystems in four vulnerable coastal regions and by strengthening institutional and community capacity for sustainable ecosystem management and broader EbA implementation. It also aimed to promote sustainable economic activities – such as value chains like apiculture and ecotourism – particularly targeting women and youth. By helping communities adopt sustainable livelihoods that support ecosystem regeneration, PAZC was intended to improve both environmental and community resilience to climate impacts.
3. PAZC was approved by the Global Environment Facility (GEF) on July 31, 2014, and launched in November 2014, with a theoretical closure in November 2019. However, following delays in implementation, as well as those resulting from the COVID-19 pandemic, several no-cost extensions were granted during the course of the project, amounting to a 40-month no-cost extension to allow sufficient time for the completion of the project and achievement of its planned outcomes, with the effective completion date in March 2023. The Implementing Agency for this project was United Nations Environment Programme (UNEP). The Executing Agency was the Ministry of Environment and Sustainable Development (MEDD). The total project budget was USD 17,387,000, of which USD 5,337,500 was to be funded by the GEF and USD 12,050,000 from co-financing. Additionally, UNEP received agency fees amounting to USD 533,750.

This evaluation

4. The Terminal Evaluation (TE) aimed to assess the overall performance of PAZC and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The TE had 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 UNEP, the Malagasy Government (Ministry of Environment and Sustainable Development, and Ministry of Agriculture), and other government and non-government agencies and institutions. Lessons of operational relevance for future project formulation and implementation were identified, and recommendations formulated during the evaluation process.

Key findings

5. PAZC was strongly aligned with the UNEP Medium Term Strategy (MTS), Programme of Work (POW), and Strategic Priorities, including the Bali Strategic Plan for Technology Support and Capacity Building (BSP) and South-South Cooperation (S-SC). By reducing climate change vulnerability and contributing to sustainable coastal livelihoods PAZC was aligned with two of the Sustainable Development Goals (SDGs) and Millenium Development Goals (MDGs). The project was also strongly aligned with regional and sub-regional policies, national environmental priorities and frameworks.
6. There was strong complementarity between PAZC and existing/planned initiatives in Madagascar. Several initiatives were considered as effective inputs to PAZC, with opportunities for collaboration and upscaling of awareness raising and livelihoods development interventions. In addition, the interventions under PAZC have been taken up by new initiatives for continued support since the end of the project.

7. PAZC was determined to be highly relevant for Madagascar, aligned with national strategic priorities, as well as those of the GEF and UNEP for climate change adaptation in coastal areas. PAZC helped create favourable conditions for Madagascar's National Adaptation Plan (NAP) to address coastal ecosystem vulnerabilities. Project interventions were designed based on extensive stakeholder consultations to ensure that they were responsive to local needs. Capacity building was undertaken to strengthen institutions and frameworks for integrated coastal zone management (ICZM) across the target regions. Despite some design flaws – notably, the high degree of dispersion of intervention sites and a focus on single activities for sites – PAZC was adaptively managed and well communicated. The achievements of PAZC were realised despite several external challenges, including political instability, the occurrence of extreme climate events and the impacts of the global COVID-19 pandemic.
8. The outcomes of the project were largely achieved, and the relevant deliverables were well reported and made available for the TE. Outcome 1 delivered risk analyses, flood maps, mandates for regional ICZM committees and regional ICZM action plans to inform the establishment of a regional, multi-sectoral coordinating mechanism for climate change adaptation in Madagascar. Outcome 2 resulted in the restoration of coastal vegetation, such as mangroves, which have generated co-benefits for coastal livelihoods. In addition, agriculture-based income-generating opportunities were established and piloted within target communities. The construction of coastal protection infrastructure under Outcome 2 experienced a number of challenges, which could affect their long-term effectiveness. Nonetheless, these infrastructures have fulfilled their goal up to now. Outcome 3 produced an updated national ICZM strategy, adaptation was mainstreamed into regional development plans, and capacity building was undertaken to increase the ability of government and non-state actors to identify climate risks and engage in gender-sensitive adaptation planning and actions.
9. Challenges linked to the external context and project design limited the extent to which PAZC could catalyse a large-scale shift in policies, capacities and practices that would reduce climate change vulnerability in coastal areas at scale. Nonetheless, PAZC effectively established a strong basis for achieving this impact through raising awareness of coastal adaptation needs and piloting successful community-based adaptation experiences; these are continued through new initiatives.
10. PAZC was broadly compliant with UNEP's Financial Policies and Procedures but experienced several challenges with effective communication with the UNEP Finance Office and multiple delays with disbursements of funds.
11. The project was particularly cost effective in terms of project management arrangements, compared to other initiatives carried out in the region. However, budget was underestimated for the construction of coastal protection infrastructure, leading to a readjustment of these infrastructures' scope. The limited integration of risks and mitigation measures into the design of project activities resulted in damage and reduced functionality. Setbacks, including delays in the initial recruitment of the project team and the unstable political context, were managed effectively by the project team, advised by the CTA and the UNEP Task Manager. Delayed release of funds by UNEP was the main challenge to scheduling.
12. Project reporting for PAZC was found to be largely complete and of high quality, with monitoring activities and reporting successfully and consistently carried out despite external challenges.
13. The long-term sustainability of PAZC is limited given the significant political and financial challenges which will continue to undermine the effectiveness of its interventions. In particular, the financial dependence of public institutions on international support for the continuation of adaptation activities remains a challenge. A follow-on project from PAZC – PAZC 2 – was proposed by the National Project Coordinator (NPC) and Monitoring and Evaluation (M&E) Officer and supported by the UNEP Task Manager, in part with a view to ensuring the sustainability and upscaling of PAZC. The long-term sustainability of the project's outcomes is primarily ensured by the integration of climate change adaptation into national and regional development planning

instruments. A critical constraint is the absence of dedicated implementation budgets for both the national ICZM strategy and the regional strategies.

14. Project management and supervision of PAZC was effective, adaptive and responsive to both political instability and external challenges. The Project Coordination Unit (PCU) was able to implement the project despite high turnover in both the national government and within UNEP during the project. Effective communication with each new national and regional management team, together with the project's support for the activities of the Regional Directorates of Environment and Sustainable Development (Directions Regionales de l'Environnement et du Developpement Durable- DREDDs), helped ensure support for PAZC from MEDD and its National Coordination Office for Climate Change / Reducing Emissions from Deforestation and Forest Degradation (BNCC-REDD+) throughout the project.
15. The support provided by UNEP to the implementation of the project was satisfactory, with the exception of delays in the management of the cash advance requests. Absence of a UNEP office in Madagascar and autonomy of the national team contributed to ownership of the project by national and regional stakeholders.
16. The TE noted a high rate of national ownership in PAZC, assisted in part by the absence of a UNEP office in Madagascar and the relatively autonomy practiced by the national project team. Regional (DREDDs, Regional Chiefs) and local (mayors, traditional chiefs) stakeholders confirmed good cooperation with the PAZC team. But failure to consistently communicate with regional and local authorities was a risk to project implementation. There has been a lack of post-project ownership from relevant local institutions following the close of PAZC.
17. The project was aligned with national Environmental and Social Safeguards regulations and best practice. Following the MTR's recommendations, revisions to the PAZC Results Framework was undertaken to include two indicators with a gender-specific target to align with UNEP's Strategy for Gender Equality and the Environment. Several project activities aimed to improve income for women in partnership with women's groups. But KII's undertaken as part of the TE highlighted an insufficient focus on the inclusion of women and other vulnerable groups.
18. Efforts to communicate project activities and results and raise public awareness were undertaken through several channels and were demonstrably effective. The NPC organised communications on various channels to inform communities and local populations of the purpose of project activities.

Conclusions

19. Overall, the PAZC project achieved a rating of '**Satisfactory**' (see Table 2 below). This is largely due to the adaptive management skills and leadership of the PCU, which mitigated the significant political and external challenges faced by the project – including political instability, limited government budgeting, extreme weather events and the global COVID-19 pandemic. In addition to the external challenges, design weaknesses within the project – for example, the reliance on a 'pilot project' approach – reduce the probability of sustainability of project achievements and long-term climate resilience of the target communities.
20. Nonetheless, climate change adaptation models applied under PAZC are being replicated through other initiatives (i.e. continuing work with some project communities). Beneficiary communities were highly engaged in coastal adaptation interventions, which increased their climate resilience (during project implementation). PAZC also contributed to awareness raising about climate change vulnerability in Madagascar's coastal areas – especially at regional level, among governmental and non-governmental organisations.

Table 2: Summarised ratings table

Criterion	Rating
Strategic Relevance	Highly Satisfactory

Criterion	Rating
Quality of Project Design	Moderately Satisfactory
Nature of External Context	Highly Unfavourable
Effectiveness	Satisfactory
Financial Management	Satisfactory
Efficiency	Satisfactory
Monitoring and Reporting	Highly Satisfactory
Sustainability	Moderately Unlikely
Factors Affecting Performance	Satisfactory
Overall Project Performance Rating	Satisfactory

Responses to strategic questions (see details in section 6.1.1)

21. **Increasing institutional capacity building for coastal zone resource management:** Despite the high turnover and political instability, government stakeholders who benefited from PAZC demonstrate a good awareness of coastal adaptation needs and priorities in their region and/or for Madagascar as a whole; this was particularly notable at the regional level. Non-state stakeholders trained under the project also demonstrate an improved understanding of the role of ecosystem restoration in protecting climate-sensitive areas, as well as underpinning climate-resilient livelihoods.
22. **Integrating climate change into relevant national and sectoral policy instruments:** An updated national ICZM strategy to inform the establishment of a regional, multi-sectoral coordinating mechanism for climate change adaptation in Madagascar, revised Regional Development Plans, as well as Regional ICZM Action Plans were delivered. These remain in place in most target regions to inform and guide future development initiatives and investments.
23. **Project delivery against Madagascar's needs:** PAZC achieved the integration of climate change adaptation into national and regional development planning instruments, notably the national ICZM strategy and Regional Development Plans (RDPs). Despite this strategic alignment, the operational and financial capacity of regional institutions to implement prioritized adaptation measures remains limited.
24. **Effects of revisions in the Results Framework:** Following the 2016 Baseline Study, changes were made to the original Theory of Change (ToC) and Results Framework, with the intention of making the results more specific and measurable. Additional, minor modifications were proposed following the MTR to better mainstream gender issues and promote gender equity through the project. None of these amendments made a significant change to the project's original intended objectives.
25. **Gender considerations during project implementation:** While several interventions under the project had positive impacts for women, including agricultural activities and other income-generating opportunities (i.e. Rambo straws), positive gender impacts are limited - as gender quota for training were never met – as a result of the limited early consideration of gender.
26. **Application of Mid-term Review recommendations:** Seven recommendations were delivered in the MTR, and revisions were made in response and reflected in the 2020 budget revision. These included the development of gender-specific targets for Outcome 3, as well as an adjustment of activities under Outputs 1.1. and 3.3. These recommendations were implemented by the project team, as confirmed during the TE mission.
27. **Effects of the COVID Pandemic on project performance:** Limitations on in-country travel prevented project management staff from reaching intervention sites and negatively affected climate-smart agriculture activities by limiting the support available to beneficiaries from the

regional agronomist. Training for government representatives and ecotourism activities were delayed by constraints on public gatherings. Administrative delays were experienced, including the processing of bids and contracts, which contributed to the delay of procurement processes for coastal infrastructure activities.

28. **Results of the community-based interventions:** Community-based micro-projects focussed on fishing, forestry, ecotourism and agriculture (including vegetable production, livestock and beekeeping) value chains generated benefits for local communities particularly during project implementation. However, the micro-project approach employed was not always sufficient to create self-reliant and climate-resilient communities, with enough means and capacities to carry out economic activities launched or supported by the project after its completion. Without the support of PAZC, the review noted failure or imminent risk of failure among several micro-projects that have not been picked up by other initiatives since the close of the project.

29. **Lessons learned** through the project's evaluation are summarised below (see section 6.2):

- Lesson Learned #1:** *Climate-adaptive, realistic, well-informed and flexible planning is required when designing, budgeting for, and implementing adaptation interventions – in particular grey infrastructure – in order to minimise risk.*
- Lesson Learned #2:** *Climate change impacts need to be considered when designing, costing, and implementing grey infrastructure.*
- Lesson Learned #3:** *Large-scale or scalable interventions are more effective than small, dispersed interventions, and reducing dispersion of activities to instead promote complementarity among interventions can increase their resilience.*
- Lesson Learned #4:** *Thorough risk assessment and mitigation plans – including for climate change-related risks, as well as political and international crises – are needed to reduce risks of delays or damages to project Outputs*
- Lesson Learned #5:** *Frequent/ continuous training and capacity building on climate change are beneficial to government and non-government stakeholders, including the project coordination team.*
- Lesson Learned #6:** *A robust financial and institutional sustainability strategy should be designed and implemented during the project's last year to ensure the continuation of key achievements when funding ends*

30. Likewise, the **recommendations** of this evaluation are summarised below (see section 6.3):

- Recommendation #1:** *Continue supporting project beneficiary communities through PAZC 2 and other (non-GEF) initiatives – e.g. current government initiatives in the fisheries and blue economy sector – to ensure efforts made and successes achieved under PAZC are not lost due to the low sustainability of the micro-projects.*
- Recommendation #2:** *Promote an integrated ecosystem restoration/income-generating activity (IGA)/value chain approach – including gender-sensitive value chains – while building the climate resilience of local communities to ensure the sustainability of the project's Outcomes, and to support the project exit strategy.*
- Recommendation #3:** *Strengthen local project ownership by engaging all relevant decentralized institutions and private sector actors from project onset and ensuring their full participation in project implementation.*
- Recommendation #4:** *Early preparation of relevant documents/ reports underpinning the project launch (e.g. staff TORs, fiduciary risk analysis, technical studies) will ensure timely start of the project and reduce anticipated implementation delays.*

1 INTRODUCTION

31. The project titled "Adapting coastal zone management to climate change considering ecosystems and livelihoods" (*Adaptation de la gestion des zones côtières au changement climatique, en tenant compte des écosystèmes et des moyens de subsistance – PAZC*) was funded by the Least Developed Countries Fund (LDCF) of the Global Environment Facility (GEF) from 2014 to 2023.
32. The main problem identified in the project document is the high vulnerability of Madagascar's coastal areas to climate change, as well as a limited capacity to adapt to the negative impacts of this climate change. Non-climatic factors exacerbate this problem: poverty, high population densities and rapid urbanization, excessive dependence on rain-fed agriculture and natural resources, poor management of these natural resources, limited use of climate-adapted techniques and technologies, and an inadequate legislative framework to address climate threats.
33. In response to these challenges, PAZC was designed as a five-year project, aimed at addressing the high vulnerability to climate change of Madagascar's coastal areas, as well as the limited capacity to adapt to the negative impacts of this climate change. This would be done through the improvement of institutional capacities, concrete coastal adaptation interventions, and the integration of climate change into policies and planning. This project was executed by the National Coordination Office for Climate Change / Reducing Emissions from Deforestation and Forest Degradation (BNCC-REDD+) of the Ministry of Environment and Sustainable Development (MEDD – previously known as Ministry of Environment and Forests, MEF).
34. The implementing agency for this project was United Nations Environment Programme (UNEP). PAZC contributes to Expected Result 1a of the **UN Environment Programme (UNEP) Programme of Work (PoW) 2014-2015**, namely: "countries advance their National Adaptation Plans, integrating ecosystem-based adaptation." It also contributes to the following **GEF-5 Strategic Objectives**:
- Climate Change Adaptation (CCA) 1: "adaptation integrated into general development frameworks at the national level and in particularly vulnerable areas";
 - CCA 2: "better knowledge and understanding of climate variability and climate-induced threats at the national level and in particularly vulnerable areas"; and
 - CCA 3: "successful demonstration, deployment, and transfer of relevant adaptation technologies in target areas."
35. The project was approved by the Global Environment Facility (GEF) on July 31, 2014. Its implementation effectively began in November 2014, with a theoretical closure in November 2019. However, following delays in implementation, as well as those resulting from the COVID-19 pandemic, several no-cost extensions were granted during the course of the project (see Table 8). This amounted to a 40-month no-cost extension to allow sufficient time for the completion of the project and achievement of its planned outcomes, with the effective completion date in March 2023. The total project budget was USD 17,387,000, of which USD 5,337,500 was funded by the GEF and USD 12,050,000 from co-financing. Additionally, UNEP received agency fees amounting to USD 533,750.
36. In line with the UNEP Evaluation Policy⁵ and Programme Manual⁶, the UNEP Evaluation Office has commissioned an independent Terminal Evaluation (TE). According to the Terms of Reference, the TE aims to assess project performance (in terms of relevance, effectiveness and

⁵ <https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies>

⁶ <https://wecollaborate.unep.org>

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 UNEP, the Malagasy Government (Ministry of Environment and Sustainable Development, and Ministry of Agriculture), and other government and non-government agencies and institutions. Lessons of operational relevance for future project formulation and implementation may be identified, and recommendations formulated during the evaluation process. Practitioners and planners of climate change adaptation, in Madagascar and elsewhere (including within UNEP), may be part of the audience of this TE.

2 EVALUATION METHODS

37. The Terminal Evaluation (TE) served two main objectives: (i) to present evidence of the project's outcomes for accountability purposes, and (ii) to support operational enhancements, foster learning, and encourage knowledge sharing among UNEP and primary stakeholders in Madagascar.
38. Accordingly, the TE sought to extract key lessons from PAZC to inform the design and implementation of future initiatives, particularly any subsequent phases. By examining the project's achievements, challenges, and the adjustments made along the way, the evaluation has offered practical insights to help enhance the effectiveness and impact of upcoming efforts.
39. A central component of the evaluation was the analysis and revision of the project's Theory of Change (ToC). The final version, which is included in Section 5 (Theory of Change at Evaluation) was a foundational element consistently referenced throughout the evaluation.
40. Consistent with UNEP's evaluation protocols, PAZC was assessed using nine core criteria. Additionally, cross-cutting themes such as human rights and gender equality were taken into account. The evaluation criteria were further broken down into sub-categories and guided by key analytical questions. The UNEP Evaluation Office has developed a ratings matrix detailing the main elements required to be demonstrated at each level for these criteria. This matrix allowed for evaluation criteria to be rated on a six-point scale, ranging from Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U) and Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU). After considering all evidence, ratings against each criterion were weighted to derive the Overall Project Performance Rating, with the greatest weight placed on outcome achievement, followed by sustainability dimensions.
41. The TE was undertaken as a comprehensive assessment utilizing a participatory approach, ensuring that key stakeholders remain informed and actively consulted throughout the evaluation process. The consultant maintained close communication with the project team, facilitating information exchange during the evaluation to enhance stakeholder ownership of the findings.
42. In this context, the evaluation exercise aimed to address the following key strategic questions:
 - Q1: Despite previous ad hoc attempts to adapt, the capacity to address climate change impacts in Madagascar had remained limited. What aspect(s) of this LDCF intervention in Madagascar had the greatest impact on: (i) increasing institutional capacity building for coastal zone resource management, and (ii) integrating climate change into relevant national and sectoral policy instruments?
 - Q2: To what degree of success did the project deliver a sustainable and resilient coastal development strategy /coastal management plans that was adapted to Malagasy's needs?
 - Q3: What, if any, were the most notable effects (positive and/or negative) to the amendments introduced to the project's original results framework, following the Baseline Study that was completed in 2016, and has there been any significant deviation to the project's original intention (i.e. its intended objective as designed in the approved Project Document)?
 - Q4: With regard to the issue of gender in the rehabilitation and conservation of coastal zone resources, how and to what extent has project performance been affected by the integration or absence of gender considerations during project implementation?
 - Q5: To what extent were the recommendations from the Mid-Term Review actioned upon, and with what results?

- Q6: What changes were made to adapt to the effects of the COVID-19 pandemic and how might those changes have affected the project's performance?

43. Additional questions were also addressed by the evaluation, including:

- Community-based Project Implementation: Were the community interventions (i.e. support to climate-resilient livelihoods, ecosystem restoration) executed as planned, and was their efficacy demonstrated and documented to contribute to the project's outcomes?

44. The evaluation considered three guiding principles:

- Why things happened that way in that context?
- What contributions and changes the project brought to the context?
- What lessons have been learnt and how can they be taken forward?

45. The evaluation employed a mixed-methods approach, integrating both quantitative and qualitative techniques for data collection, underpinned by a participatory methodology. Quantitative methods were primarily used to analyze financial documentation, while qualitative methods supported the triangulation of both primary and secondary sources. These qualitative approaches provided deeper insight into the activities carried out across various levels of project implementation—both institutional and operational.

46. Moreover, qualitative data helped examine subjective and contextual elements, capturing the views and experiences of beneficiaries, partners, and stakeholders. This enabled a more comprehensive understanding of project outcomes and contributed to interpreting and explaining the results more effectively.

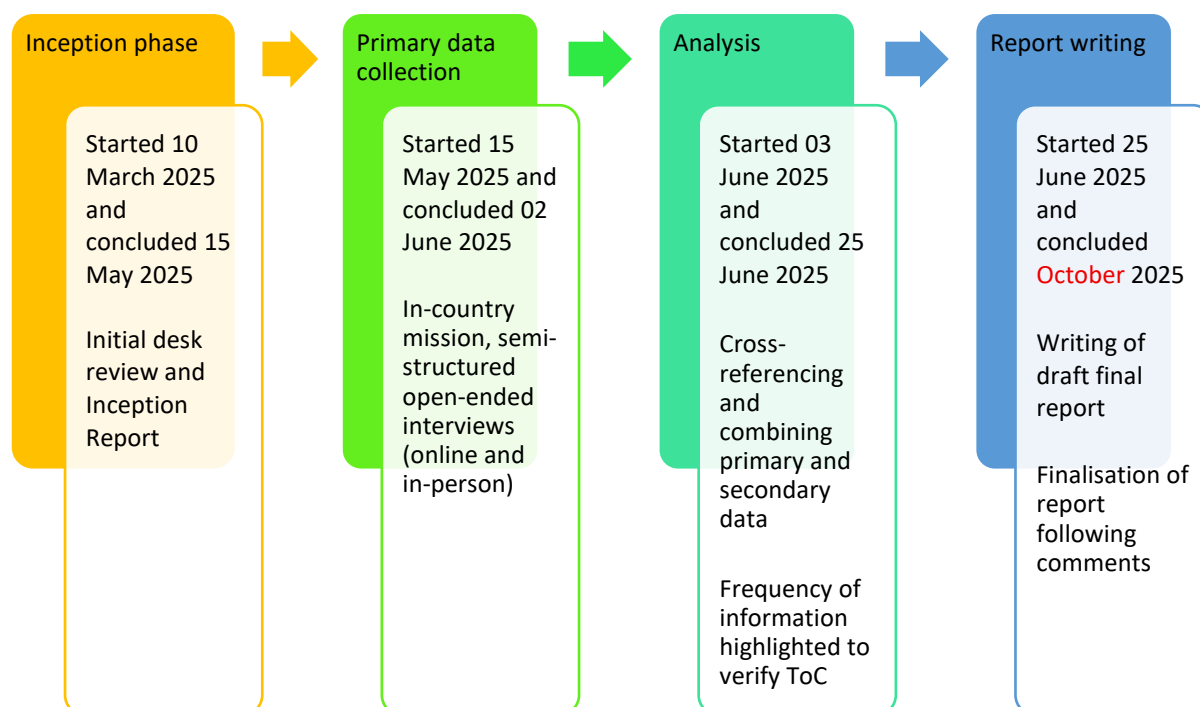
47. The methodological framework emphasized the active engagement of stakeholders, which was also noted during data collection in two of the project's target areas. The evaluation actively involved institutional stakeholders – including government representatives and implementing agencies – and project service providers (consultants/ NGOs) to ensure their perspectives were considered at all stages of the project's execution. This participatory process was essential not only to foster local ownership of the evaluation but also to collaboratively identify national priorities and context-specific solutions. Beyond assessing project implementation, the Evaluation Consultant used this participatory approach to capture lessons learned and pinpoint areas for enhancement – critical inputs for formulating practical and relevant recommendations.

48. To ensure the inclusion of potentially excluded groups (excluded by gender, vulnerability, disability, or marginalization), the literature review in the specific documentation was carried out and ad hoc questions were asked during the interviews. At the same time, visits to the target areas were requested and the observations made were useful for verifying the follow up of the gender approach and the inclusion of vulnerable groups. Throughout the evaluation process and in the drafting of the TE Report efforts have been made to represent the views of both mainstream and more marginalised groups.

49. The methodology also relied on an analytical dimension that identified the causal factors of the observed results, not necessarily measuring the magnitude of the project's "impact" in the sense of measuring what would have happened if the project had not taken place. Instead, the analysis considered the context in which PAZC was implemented and checked the observed results against those predicted by the theory of change, reconstructing explanations of the progress made and the limits of the achievements, considering the constraints and opportunities for the program actors at each stage of implementation.

50. **Phases of the Terminal Evaluation:** The TE process was divided into several phases as indicated in Figure 1 below.

Figure 1: Overview of phases of the Terminal Evaluation



2.1 Data Collection Methods

51. The evaluation employed a **mixed-methods approach**, making use of both primary and secondary data sources to ensure a comprehensive and evidence-based assessment of the project's relevance, effectiveness, efficiency, sustainability, and impact. Primary data was collected through key informant interviews (KIIs) with project stakeholders, including implementing and executing agency staff, government counterparts, and community representatives. Field visits were also undertaken to selected project sites to directly observe outputs and outcomes.
52. Secondary data was gathered through a systematic review of relevant project documentation, including the Project Document (ProDoc), Result Verification Report, Project Implementation Reports (PIRs), the Mid-Term Review (MTR), financial and audit records, and national policy frameworks. This desk-based review provided the required contextual information and supported verification of reported results.
53. The desk-based review of relevant documents (see Annex IV for full list) included:
 - Project design documents, logical framework, and budget
 - Annual work plans and implementation reports (half-yearly and annual)
 - Progress reports from collaborating partners
 - Meeting minutes and relevant correspondence
 - Project Implementation Reports and Tracking Tool
 - Study reports (needs assessments, vulnerability profiles, etc.)
 - Training materials and MTR
 - Results Verification Report
 - Evaluations of similar projects
 - Terminal Evaluation review reports from related interventions

- Implementation of the Strategic Action Programme for the protection of the Western Indian Ocean from land-based sources and activities (WIOSAP) (<https://wedocs.unep.org/handle/20.500.11822/47407>)
- Western Indian Ocean Large Marine Ecosystems Strategic Action Programme Policy Harmonization and Institutional Reforms (SAPPHIRE)

54. Key Informant/Qualitative Interviews: A stakeholder analysis was used to identify priority stakeholders for consultation, namely those with a high interest and degree of influence in PAZC. In addition, stakeholders representing the project implementation structure and partners were identified for interviews. Individual and group interviews were conducted remotely and in Madagascar with diverse project stakeholders (see Annex V for details), including:

- UNEP Task Manager and the project management team within the Executing Agency
- Project Chief Technical Advisor (CTA)
- National Project Director
- Regional Directorates and other decentralised entities in targeted areas
- Representatives of the project beneficiary communities, including women
- Relevant resource persons, CSO or NGO representatives

55. Quantitative Analysis of Financial Data: A detailed quantitative analysis of the financial data was undertaken as part of the TE. This analysis involved examining budget allocations, expenditures, and financial reports related to the project. Project budget allocations were compared with expenditures to evaluate the project's financial performance. In parallel, interviews were conducted with key stakeholders involved in the project, including project coordinator, CTA, team members, and UNEP Task Manager (*unfortunately the UNEP and project coordination team financial officers were not available for interviews*). These interviews provided valuable insights into the budget allocation process, spending patterns, and any challenges encountered during the project implementation. Simultaneously, a thorough review of relevant documents such as project proposals, budget plans, and financial reports was undertaken. This document analysis helped in understanding the context in which budget decisions were made and assessing their impact on the project's financial health.

56. Visits to Selected Project Sites: The evaluator conducted site visits to two of the PAZC target regions (see Table 3)⁷. During these visits, observations were made regarding the current state and maintenance of project sites, ecosystems, and infrastructure, and interviews held with community members, local CSOs, and other relevant local representatives. The purpose of the field visit was to assess the benefits and sustainability of the alternative economic activities introduced or supported by PAZC, the state of the restored coastal areas and the benefits of these ecosystem-based solutions as well as grey infrastructure in terms of reducing climate change vulnerability in the long-term. The participatory and multi-method approach aims to ensure a thorough, inclusive, and well-documented evaluation of the project's effectiveness, impact, and sustainability.

⁷ Please note that Vatovavy Fitovinany was split into 2 regions, after this project was written.

Table 3: Mission schedule

Date/ time	Location	Individual/ institution
26/05/2025	Antananarivo	UNFCCC Focal Point, BNCC-REDD+ Chief of Adaptation Service, BNCC-REDD+ Former Director of BNCC-REDD+ Directeur de la Coordination de la planification et de la Valorisation du Territoire Maritime, Ministry of decentralisation and planning Chef de Projet AMPIANA2 Ministère de la Pêche et de l'Economie Bleu Director of BNCC-REDD+
27/05/2025	Morondava, Menabe region	National Project Coordinator (NPC) Members of the ICZM Regional Committee (RC-ICZM) NGO - mangrove restoration for Menabe Director of DREDD Representatives of the Fishermen Cooperative President of the honey producer Association LOVASOA and his wife (also member) Various members of the market gardening association
30/05/2025	Toamasina, Atsinanana Region	Regional Office / Former regional coordinator, PAZC 1 DRAE Director of DREDD during PAZC Members of the RC-ICZM General Secretary of the Mayor, Toamasina Former consultant for PAZC
	Antananarivo	National Project Coordinator (NPC) for PAZC 2

2.2 Sampling Methods

57. The mission took place in Antananarivo and two of the project regions, namely Menabe and Atsinanana; these were selected based on their accessibility, and availability of the project partners at the time of the mission – *which took place two years after project completion*. Within each region, meetings were organised within key project partner institutions, for which one-to-two representatives per institution were interviewed. The representatives were selected as those who were in place during the implementation of PAZC when possible – noting that PAZC's activities ended between 2022–2023 and staff turnover within institutions in Madagascar is significant. Table 4 describes the number and type of respondents interviewed during the TE, along with their location and sample size compared to the total project's stakeholders, beneficiaries and locations.
58. Within the communities, arrangements were made prior to the mission with the head of the Associations involved in PAZC; they were accompanied by other association members available at the time of the visit. Unfortunately, two of the three project sites visited had faced challenges to maintain project activities – i.e. the hives in the beekeeping site in Morondava (Menabe) were affected by the varroa mite, leading to the death of 50% of the colonies and a stop to the honey-

making activities. Therefore, the beekeepers were not on-site (except for the President of the Association MAROFOTOTRA and his wife, with whom the appointment was made). Likewise, in Kimony (Menabe), few fishermen were present as the fish smoking equipment and fridge, provided to FITAHIASOA Association, were out of order.

Table 4: Table of respondents

Stakeholders - Individuals			A. Total number involved (M/F)	B. Number contacted (M/F)	Sample size (% B/A) ⁸	C. Total number responded Total (M/F)	Response rate (% C/B) ⁹
Project Team	Project Team (with management responsibilities e.g. Project Management Unit)	Implementing agency	2 (0M/2F)	2 (0M/2F)	100%	1 (0M/1F)	50%
		Executing agency(ies)	4 (4M/0F)	2 (2M/0F)	50%	2 (2M/0F)	50%
Beneficiaries	Direct Beneficiaries: (e.g. duty bearers, gatekeepers, training participants, etc.)		279 (204M/75F) ¹⁰	n/a ¹¹	n/a	21 (18M/3F)	n/a
			234 (125M/109F) ¹²				
Stakeholders - Entities			A. Total number involved	B. Number contacted	Sample size (% B/A) ¹³	C. Total number responded	Response rate (% C/B) ¹⁴
Partners	Project implementing/ executing partners (receiving project funds)		2	2	100%	2	100%
	Project collaborating/ contributing partners ¹⁵ (not receiving project fund)		2	2	100%	2	100%
Field Visits	Region / country / locality ¹⁶		A. Total number sites ¹⁷		B. Number sites visited		Sample Size (%B/A) ¹⁸
	Menabe region		5		3		60%
	Boeny region		4		0		0%
	Vatovavy Fitovinany region		6		0		0%
	Atsinanana region		4		1		25%

2.3 Data Analysis Methods

59. The first set of data which was analysed consisted of information extracted during the desk review (i.e., ProDoc, MTR, technical and financial reports submitted by the project implementing/executing partners) to determine the level of correspondence with the initially

⁸ Percentage of people involved in the project who were contacted.

⁹ Percentage of people contacted who responded.

¹⁰ Output 3.1: 146 participants, 36% women; Output 3.2: local NGOs (102), private sector (17) and local governments (14) with 133 participants (17% women)

¹¹ The number of people in the communities that were contacted is not known; the Project coordinator contacted the presidents of the 3 community associations and not each member of the association.

¹² Beneficiaries of micro-projects from 10 associations

¹³ Percentage of entities involved in the project who were contacted.

¹⁴ Percentage of entities contacted who responded.

¹⁵ Contributing partners may be providing resources as either cash or in-kind inputs (e.g. staff time, office space etc.).

¹⁶ In case of a global project, the unit of analysis is 'region'. In case of a regional or multi-country project, the unit of analysis is 'country'. In case of a single country project, the unit of analysis is 'locality', which could refer to a city, town, village, etc.

¹⁷ The total number of sites refers to i) coastal strengthening intervention sites (dike, sand embankment); ii) ecosystem restoration sites; and iii) climate-resilient livelihood micro-projects. The details are as follow: 1 seawall rehabilitated, 2 cash crop production micro-project, 1 banana multiplication micro-project, and 1 honey production micro-project, 1 strip of coastline revegetated in Vatovavy Fitovinany; 1 seawall/groynes combination rehabilitated/upgraded, 1 strip of coastline revegetated, 1 support to sale of local fishes micro-project and 1 production of improved chicken and ducks micro-project in Atsinanana; 2 mangrove ecosystems restored around particular targeted villages, 1 tilapia production micro-project, 1 support to sale of local vegetables micro-project in Boeny region; and 1 mangrove ecosystem restored around particular targeted villages, 1 support to vegetable production micro-project, 1 support to sale of honey micro-project, 1 support to production and sale of smoked fishes micro-project, 1 ecotourism micro-project in Menabe region.

¹⁸ Percentage of total number project sites in each region, country or locality that were visited.

approved activities, outputs and financial disbursements listed in the ProDoc. The initial findings were structured in the form of a gap analysis which identified potential deviations and areas requiring more focus. Once this phase was completed, specific site visits were planned to capture additional information from direct and indirect beneficiaries to determine whether the information contained in the technical and financial reports needed to be clarified. Descriptive, diagnostic, qualitative and quantitative data analysis techniques were subsequently applied to reach the findings required in the TE process.

2.4 Ethical Considerations

60. Data was collected with respect for ethics and human rights issues. The interviews were conducted with the explicit consent of the interviewee, and the use of their content is strictly internal to the Evaluation Consultant. All pictures were taken, and other information gathered after prior informed consent from people, all discussions remained anonymous, and all information was collected according to the UN Standards of Conduct.

2.5 Challenges, Limitations and Mitigation Measures

61. The TE took place two years after the completion of project activities. This delay is attributable in particular to procedural delays in completing the project final closure and audits. This has impacted the TE in terms of availability of key project partners and beneficiaries; and well as institutional memory of the project. During the field visits, few community members were present in two out of the three visited sites. Finally, only two intervention regions were visited by the evaluation team, because of accessibility issues and availability of project partners. The challenges encountered, and mitigation measures undertaken by the Evaluation Consultant during the TE process are summarised in Table 5 below.

Table 5: Challenges identified during the TE inception phase

Challenges identified	Risk	Mitigation Measures	Status at the Data Collection Phase
The TE is taking place 2 to 3 years after completion of most project activities – particularly those supporting local communities	Former community beneficiaries are no longer available	Beneficiaries were contacted in advance of the field mission	Few beneficiaries were present during two of the three site visits
The TE is taking place 2-3 years after completion of training of regional and national institutions, strengthening of RC-ICZMs, and the project's planning and policy interventions	Institutional memory losses and/or unavailability of partners are likely	Representatives of key institutions were contacted in advance of the field mission	The TE team was able to interview many representatives of national and regional institutions; some of them were however not at all, or very little, involved in the project or had limited recollection
As the project was completed in 2023, most staff members of the PCU have completed their contract	Unavailability of PCU members to facilitate field visits will limit the scope of the review	The National Project Coordinator (NPC), still under contract for the project, was mobilised early by the TM to ensure his availability to accompany the mission. He, in turn, ensured the availability of former regional coordinators and beneficiaries for the 2 regions visited	Only 2 project sites were visited during the mission, however the National Project Coordinator (NPC) and two regional coordinators were available to accompany the mission and inform partners ahead of time for KIIs

3 THE PROJECT

3.1 Context

62. Coastal communities in Madagascar, including those in the target regions, heavily depend on coastal ecosystems for their livelihoods, well-being, and protection against climate change impacts. These ecosystems support over 75%¹⁹ of the local population by providing vital resources for fisheries, agriculture, and non-timber forest products, while also shielding coastal areas from storms, erosion, and flooding.
63. However, these ecosystems are increasingly degraded due to human activities and climate change. Madagascar is in fact highly vulnerable to climate hazards – particularly cyclones, which have historically caused extensive damage and loss of life, and are heightening the vulnerability of coastal populations. Deforestation, unsustainable fishing, and rising sea temperatures further contribute to habitat loss and biodiversity decline, threatening food security and health.
64. Despite the importance of ecosystem-based adaptation (EbA), most restoration efforts in Madagascar have been small-scale, poorly supported, and lacking sustainable local management structures. Many Locally Managed Marine Areas (LMMAs) remain under-resourced and are not equipped to operate independently, highlighting the need for stronger institutional support and community capacity-building.
65. PAZC was designed to reduce vulnerability and enhance climate resilience in Madagascar's coastal communities by expanding EbA approaches to restore key ecosystems in four vulnerable coastal regions and strengthen institutional and community capacity for sustainable ecosystem management and broader EbA implementation. It also aimed to promote sustainable economic activities – such as value chains like apiculture and ecotourism – particularly targeting women and youth. By helping communities adopt sustainable livelihoods that support ecosystem regeneration, PAZC was intended to improve both environmental and community resilience to climate impacts.

3.2 Results Framework

66. This section presents the results of the project's logical framework and applied strategies. The overall goal of PAZC was to reduce the vulnerability of the coastal zone of Madagascar to adapt to the adverse effects of climate change. Specifically, its objective was *“to reduce the vulnerability of coastal communities in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana to the effects of climate change through capacity-building of governing institutions and concrete coastal adaptation interventions”*. Project activities were organised around three interlinked components as follows:
 - **Component 1: Institutional capacity development.** Outputs under this component include climate change vulnerability studies, the establishment or strengthening of regional coordination mechanisms for adaptation to climate change, and its integration into Integrated Coastal Zone Management (ICZM) through the development of ICZM strategies for the four target regions.
 - **Component 2: Coastal rehabilitation and management for long-term resilience.** This component focuses on the restoration of ecosystems to strengthen resilience to climate change (mangroves and forests), livelihoods improvement and the introduction of sustainable alternative livelihoods, and the demonstration of technologies for the protection and rehabilitation of coastal productive assets adjacent to restored ecosystems.

¹⁹ World Bank. 2013. Madagascar Country Environmental Analysis (CEA). Taking stock and moving forward. 139 p

- **Component 3: Upscaling and mainstreaming adaptation measures into national ICZM policies and development strategies.** This component encompasses training to increase institutional capacity of government officials to identify climate risks and integrate these risks into frameworks, strategies and legislative instruments, training to non-state stakeholders to participate in adaptation planning and adaptation actions, and the development of recommendations to integrate climate change into regional development frameworks, strategies and laws related to ICZM (including regional development plans).

67. Following a baseline study that was undertaken between 2015–2016, amendments were made to the original Results Framework that was in the CEO Endorsement and Project Document; this was done to make the results more specific and measurable, based on the information that was collected through the Baseline Assessment. The ToC and Result Framework (RF) were revised based on this study conducted. These changes reflected a substantive amendment and therefore were recorded in the GEF Project Implementation Report (PIR) of 2016, confirming GEF's awareness of the revision. Additional, minor modifications were proposed following the MTR – adjusting the wording in Outcome 3, and rephrasing Output 3.3. Table 6 below presents an overview of the project components, programmed Outputs, expected Outcomes and performance indicators.

Table 6: Results Framework (abridged version, based on the 2016 Revision)

Components	Outcomes / Outputs	Indicators and targets
Component 1: Institutional capacity development	OUTCOME 1: Strengthened institutional capacity to address climate change impacts in the project sites (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	Institutional capacity score of Regional Integrated Coastal Zone Management Committees (RC-ICZMs) in Atsinanana, Boeny, Menabe and Vatovavy Fitovinany to effectively identify, prioritize, implement, monitor and evaluate adaptation strategies and measures. Target: By project end point, RC-ICZMs in targeted regions achieve an institutional capacity score of 6 (at least).
	Output 1.1: Tools updated/developed to identify climate change vulnerability – including climate-related risks – for the four targeted coastal regions (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	Number of Climate Change Vulnerability Risk Analyses, maps of flood-prone zones and crop models updated for each project region (Atsinanana, Boeny, Menabe and Vatovavy Fitovinany). Targets: By project mid-point, at least 4 ClimateChange Vulnerability Risk Analyses, 4 maps of flood-prone zones and 4 crop models (1 of each for each region) have been updated and disseminated to relevant government institutions.
	Output 1.2: A regional, multi-sectoral coordinating mechanism for climate change adaptation strengthened in Menabe and established in Boeny, Vatovavy Fitovinany and Atsinanana.	Number of mandates for RC-ICZMs in targeted coastal regions developed/updated to promote planning for climate change adaptation in Integrated Coastal Zone Management sectors and presented to these committees. Targets: By project mid-term, four mandates for RC-ICZMs developed/ updated (i.e. for RC-ICZMs in each region) to include a reference to climate change, adaptation or resilience.
	Output 1.3: ICZM strategies developed for the four coastal regions (in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana).	Number of Integrated Coastal Zone Management strategies developed for regions targeted by the project (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana). Target: By the end of the project, four Integrated Coastal Zone Management strategies developed (i.e., one for each region targeted by the project).
Component 2: Coastal rehabilitation and	OUTCOME 2: Adaptation technologies (including ecosystem restoration, protective	Number and type of infrastructure items strengthened, and coastal ecosystems restored to withstand the effects of climate change.

Components	Outcomes / Outputs	Indicators and targets
management for long-term resilience	infrastructure and livelihood improvement) are implemented to decrease the sensitivity of communities in Atsinanana, Boeny, Menabe and Vatovavy Fitovinany to climate change.	Targets: By project end point, at least: • 1 seawall rehabilitated in Manakara; • 1 seawall/groyne combination rehabilitated/upgraded in Toamasina; • 2 strips of coastline revegetated (1 in Manakara and 1 in Toamasina); and • 3 mangrove ecosystems restored around particular targeted villages (Ampitsopitsoka and Mahajamba in Boeny region, and Belalanda/Bemangonga in Menabe region).
	Output 2.1: Mangroves restored in Boeny and Menabe, and coastal shorelines revegetated in Manakara and Toamasina	Area (ha) of degraded mangroves restored in Boeny and Menabe, with annual survivorship of 60% (at least). Length (km) of shoreline adjacent to the planned infrastructure in Toamasina and Manakara stabilised through revegetation, with annual plant survivorship of 60% (at least). Targets: By the end of the project, at least 300 ha degraded mangroves in Boeny and 50ha degraded mangroves in Menabe are restored. At least 2 km of the shoreline length adjacent to the planned infrastructure stabilised through revegetation.
	Output 2.2: Sector-based action plans developed and implemented to improve livelihoods of targeted communities in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana	Number of sector-based action plans developed and implemented to improve livelihoods under conditions of climate change at project intervention sites. Targets: By the end of the project, at least 4 are developed: 1 for fisheries-related activities, 1 for agriculture-related activities (including vegetables, livestock and beekeeping), 1 for eco-tourism-related activities and 1 for forest-related activities
	Output 2.3 Technologies for protection and rehabilitation of coastal productive assets are demonstrated adjacent to restored ecosystems	Length of sea wall (km) constructed/ rehabilitated in Manakara to manage the effects of climate change. Length of combined groynes and seawall (km) upgraded in Toamasina to manage the effects of climate change. Targets: By the end of the project, at least: • 1 km of sea wall constructed and rehabilitated in Manakara; • 1 km of existing protection systems (groynes and sea walls combined) is restored and completed in Toamasina.
Component 3: Mainstreaming adaptation measures into national ICZM policies and development strategies	OUTCOME 3: Integration of climate change adaptation into activities, strategies, frameworks and laws in Madagascar is enhanced.	Climate change integration score of: (i) revised national Integrated Coastal Zone Management (ICZM) strategy; (ii) Regional Development Plans (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana); and (iii) Recommendations developed through the LDCF project for national laws. Increase in awareness of targeted NGOs and private sector stakeholders on climate change and relevant adaptation options. Targets: By project end point:

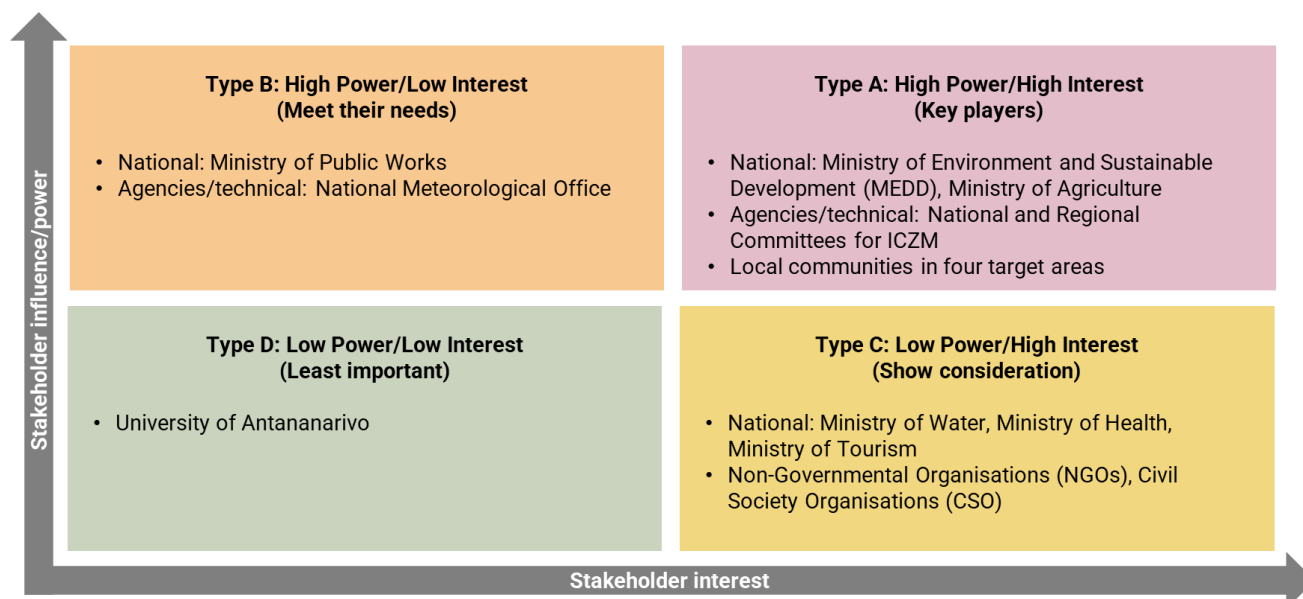
Components	Outcomes / Outputs	Indicators and targets
		- The national Integrated Coastal Zone Management (ICZM) strategy has been revised to achieve a score of 6 (at least); - Regional Development Plans have been revised to achieve scores of 6 (at least); and - Recommendations for integrating climate change adaptation into laws achieve a score of 4 (at least). By project end point, the awareness of targeted NGOs and private sector stakeholders is increased by at least 30%
	Output 3.1: Training provided to increase institutional capacity of government officials to identify climate risks and integrate these risks into frameworks, strategies and legislative instruments.	Number of government officials from MEEMF, MADR, MRHP and MPPATE trained at national and regional level on: (i) identifying climate risks; (ii) identifying best-practice options for adapting to these risks; and (iii) integrating the adaptation interventions into development planning. % of women trained Targets: By project end point, at least 200 people trained. At least 40% of those trained are women
	Output 3.2: Training provided to non-state stakeholders to participate in adaptation planning and adaptation actions.	Number of people from NGOs and the private sector trained on: (i) participating in regional adaptation planning processes; and (ii) integrating climate change considerations into their activities. % of women trained Targets: By project end point, at least 100 people are trained. At least 50% of those trained are women
	Output 3.3: Recommendations provided to integrate climate change into regional development frameworks, strategies and laws related to ICZM.	Number and type of Regional Development Plans and strategies updated to integrate climate change adaptation. Number of reports on recommendations to integrate climate change adaptation into laws related to Integrated Coastal Zone Management. Targets: By the end of the project, at least: 4 Regional Development Plans updated to integrate climate change adaptation (Atsinanana, Boeny, Menabe and Vatovavy Fitovinany); 1 ICZM strategy updated to integrate climate change adaptation; and 3 reports on recommendations to integrate climate change adaptation into laws related to ICZM (1 report for the EIA law, 1 report for the fisheries law, 1 report for the protected areas law).

3.3 Stakeholders

68. This section analyses the influence and interest levels of each stakeholder group regarding the project's outcomes. It also provides details on their involvement in project design, potential roles and responsibilities during project implementation, and anticipated changes in their behaviour throughout the project's execution. Based on UNEP's Stakeholder Analysis Guidance, the

project's key stakeholders have been characterised based on their interest and influence, as shown in Figure 2 below.

Figure 2: Stakeholder classification as a function of interest and influence



69. The stakeholder analysis, elaborated in Table 7 below, was used to inform the stakeholder engagement strategy for the TE.

Table 7: Stakeholder analysis²⁰

Institution	Category	Comments
Ministries and Departments (national)		
Ministry of Environment and Forests (MEF) – <i>now Ministry of Environment and Sustainable Development (Ministere de l'Environnement et du Developpement Durable MEDD)</i>	A	This was the project executing agency. MEF (<i>nowadays MEDD</i>) and its regional branches (<i>Direction Regionale de l'Environnement et du Developpement Durable, DREDD</i>) participated actively in the field mission and consultation process underpinning the project design. During project implementation, MEDD was responsible for coordinating all project activities, particularly interventions pertaining to ecosystem restoration, which are directly aligned with the Ministry's mandate and interests. Within MEDD, the Department of Climate Change (DCC – <i>nowadays called BNCC-REDD+: National Coordination Office for Climate Change / Reducing Emissions from Deforestation and Forest Degradation</i>) had a direct interest in the project, given their mandate to coordinate all climate change-related interventions in Madagascar. BNCC-REDD+ hosted the Project Coordination Unit.
Ministry of Agriculture	A	The Ministry was involved during the project design phase, particularly regarding the selection of interventions for agriculture and sustainable livelihoods, promoted under Component 2 of the project. During project implementation, the Ministry was responsible for monitoring these specific interventions; while at the same time, training was to be provided to its staff members on climate-resilient agriculture and livelihoods practices. This aimed to ensure the Ministry will continue promoting climate-resilience through its portfolio, beyond the project.
Ministry of Public Work	B	The Ministry has a mandate in infrastructure development in Madagascar. As the project planned to build coastal infrastructure increasing the climate-resilience of coastal areas, the Ministry was initially consulted during the design phase to understand the state of existing coastal infrastructure and need for rehabilitation or construction in the project

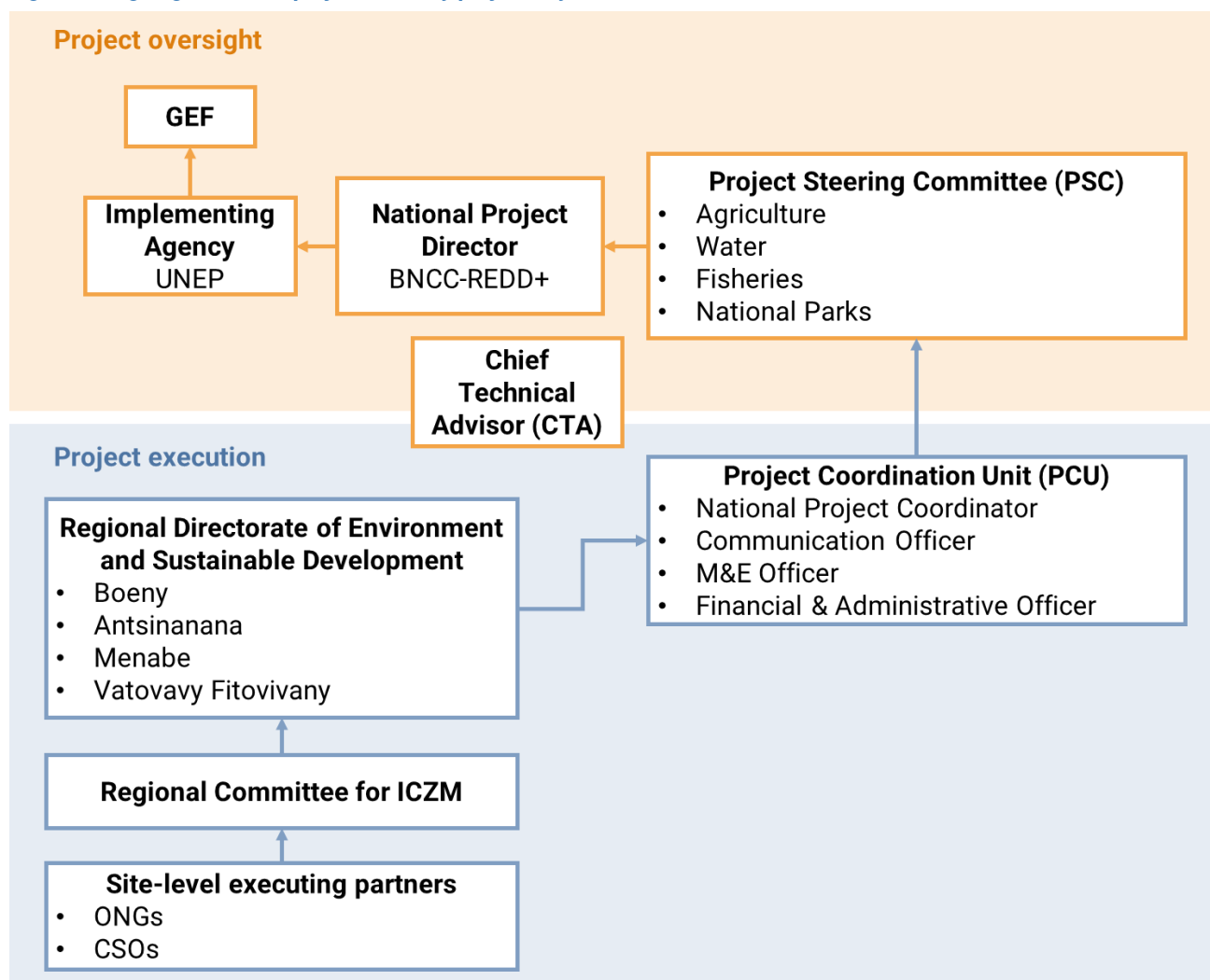
²⁰ This analysis is solely based on the review of the Project Documents

Institution	Category	Comments
		target areas. During the project implementation, the Ministry was in charge of supervising infrastructure-related interventions, while its staff members received training on mainstreaming climate change considerations into infrastructure design and plans, in order to sustain such interventions beyond the project.
Other sector ministries: Ministry of Water, Ministry of Health, Ministry of Tourism	C	These sectoral ministries were consulted to provide baseline information pertaining to water-related infrastructure in the target project areas and their tourism potential (as a possible livelihood activity to be supported by the project). Their input served to design project interventions that support water access for climate-resilient livelihood activities (including for ecotourism and agriculture), or activities related to tourism. During project implementation, these ministries were to supervise any interventions related to their sector.
Agencies and technical institutions (national and decentralised)		
National Meteorological Office	B	The Office provided key data to inform the project design (e.g. climate trends and projections; status of hydro-climate monitoring equipment). During project implementation, the office was in charge to produce downscaled climate model that would support the development of climate risk assessments for the target regions.
National and Regional Committees for Integrated Coastal Zone Management	A	The National ICZM Committee, an existing institution in Madagascar before the project, provided baseline information on regulations and institutional framework pertaining to coastal zone management at regional and national levels in Madagascar, and on the level of climate change integration into this framework. This information informed the design of project interventions pertaining to strengthening capacities, knowledge and tools to support climate-resilient management in the coastal zones of Madagascar. The National Committee was a main executing partner for the project's Component 1, overseeing the development of the national ICZM strategy; while Regional Committees were to be created by the project in three of its areas (all except Menabe, where a Regional Committee was already in place when the project started, and was in charge of project monitoring in the region).
Local communities, women and minorities		
Local communities in the four target areas	A	Communities in the target areas were consulted at the beginning of the project design phase. They directly influenced the type of project interventions specially under Component 2; however, it is unclear from the project documents if women and minorities were consulted separately in order to identify specific interventions that would particularly benefit them. During the project implementation, communities were key project beneficiaries, as they were recipient of technical and material support to develop and scale up climate-resilient livelihoods, and were sensitised on the environmental, climate resilience, and socio-economic benefits of restoring and protecting their ecosystems.
Non-governmental organisations and community-based associations		
Non-Governmental Organisations (NGOs), Civil Society Organisations (CSO)	C	NGOs and CSOs were mobilised as executing partners for selected project interventions including mangrove restoration in the target coastlines. However, it is unclear if they were consulted to inform the project design and if they influenced its implementation, other than through providing contract-based services.
Research and academia		
University of Antananarivo	D	Identified as a potential partner to conduct climate change vulnerability assessments in the target regions and to collect data and findings on project implementation. It is however unclear if this stakeholder was consulted to inform the project design.

3.4 Project Implementation Structure and Partners

70. The UNEP Climate Change Adaptation Unit (CCAU) (at present in the Adaptation and Resilience Branch of Climate Change Division) was the **Implementing Agency (IA)** – providing supervisory and technical oversight for the project. The then Ministry of Environment and Forests (MEF) – now Ministry of Environment and Sustainable Development (*Ministère de l'Environnement et du Développement Durable, MEDD*) – acted as the **Executing Agency**. In this role, MEDD was responsible for all project management, monitoring and self-assessment at country level, technical guidance and reporting. The Director of the National Climate Change Coordination Office (BNCC-REDD+) took the role of **National Project Director**.
71. The **Project Steering Committee (PSC)** members (18 no.) comprised representatives from national and regional government, including:
- President of the National Committee for Integrated Coastal Zone Management (NC-ICZM) (*Comité National de Gestion Intégrée des Zones Côtières*) (1)
 - Presidents of the ICZM Regional Committees (RC-ICZMs) (*Comité Régional Gestion Intégrée des Zones Côtières*) (4): Menabe, Vatovavy Fitovinany, Boeny, and Atsinanana
 - Directors of Regional Development (4): Menabe, Vatovavy Fitovinany, Boeny, and Atsinanana
 - Ministry of Agriculture (1)
 - Ministry of Livestock (1)
 - Ministry of Water (1)
 - Ministry of Fisheries (1)
 - Regional Directors of MEDD (4): Menabe, Vatovavy Fitovinany, Boeny, and Atsinanana
 - General Directorate of the Sea (1)
 - General Directorate of Forests (1)
 - Ministry of Regional Planning (1)
 - Ministry of Public Works (1)
 - Ministry of Tourism (1)
 - Ministry of Finance (1)
 - General Directorate of Meteorology (1)
72. The **Project Coordination Unit (PCU)** comprised the Director of the National Coordination Office for Climate Change (BNCC-REDD+), National Project Coordinator (NPC), National Communication Officer, M&E Officer, Financial & Administrative Officer, and Chief Technical Advisor (CTA). An organigram with key project stakeholders is provided in Figure 3 below.

Figure 3: Organigram of the project with key project key stakeholders



3.5 Changes in Design during Implementation

73. PAZC was approved by the Global Environment Facility (GEF) on July 31, 2014. Its implementation effectively began in November 2014, with a theoretical closure in November 2019. In 2015, progress towards implementation was limited to inception activities – including: (i) the inception workshop; (ii) recruitment and nomination of project staff (project coordinator, M&E officer, administrative and financial officer, communication officer, Chief Technical Advisor, and regional staff); (iii) setting-up of project accounts, first cash advance disbursement and purchase of equipment; and (iv) an inception mission to the four targeted regions and community mobilization (PIR, 2016). PAZC entered full implementation in 2016 (PIR, 2016).
74. The Mid-Term Review (MTR) undertaken in 2019 found the overall performance of PAZC to be ‘Highly Satisfactory’ despite challenges related to the political climate, dispersion of the intervention sites and initial delays in procurement processes (MTR, 2019). Several recommendations were made in the MTR, all of which were addressed through subsequent revision of the project’s outcomes, outputs and indicators. A high-level overview is provided in Table 8 below.
75. Starting in 2020, the COVID-19 pandemic and associated response measures in Madagascar slowed project implementation considerably. Limitations on in-country travel prevented project management staff from reaching intervention sites and negatively affected climate-smart agriculture activities by limiting the support available to beneficiaries from the regional

agronomist (PIR, 2020). Training for government representatives and ecotourism activities were delayed by constraints on public gatherings. Administrative delays were experienced, including the processing of bids and contracts, which contributed to the delay of procurement processes for coastal infrastructure activities²¹.

76. Several no-cost extensions were granted during the course of the project in response to these delays (see Table 8 below). This amounted to a 40-month no-cost extension (to March 2023) to allow sufficient time for the completion of the project and achievement of its planned outcomes as a result of these delays.

Table 8: Summary of PAZC revisions

Version	Date	Changes	Reference
Rev 0: CEO Endorsement	July 2014	N/A	CEO ED
Rev 1: Baseline Study	March 2016	Results Framework adjusted following the Baseline Study: - Indicators and targets adjusted for greater consistency with the outputs and outcomes, in particular for Outcomes 1, 2 and 3, and Outputs 1.2, 1.3, 3.1, 3.2 and 3.3. - Ensured that SMART (specific, measurable, attainable, relevant and time-bound) indicators were used. - Adjustments in wording of some outputs and outcomes. - Activity 8 (studies on cost-effectiveness, the gender dimension and the resilience of livelihoods) replaced by the funding of community adaptation initiatives ("micro-projects").	PIR (2021)
Rev 2: MTR	January 2020	Recommendations made in the MTR included: - Recommendation 1. Strengthen the financial and operational sustainability of the Regional ICZM Committees. - Recommendation 2. Re-direct resources from Activity 4 (development of a production systems outlook for 2050 for selected agricultural value-chains) to focus efforts on the dissemination and ownership of already-developed tools and studies (e.g. studies of climate change impacts and vulnerability, and mapping of flood-prone zones), and modify the Output 1.1 indicator and its target as well as the project budget accordingly. - Recommendation 3. Organize the transfer of responsibility for the monitoring of rehabilitated mangroves from NGOs to local communities. - Recommendation 4. Conduct an analysis of market opportunities for vegetable gardening products, and if necessary, provide support in identifying and accessing further opportunities. - Recommendation 5. Seek to mobilize co-financing for the construction of the planned coastal protection infrastructure. - Recommendation 6. Re-direct resources from activities 24 and 25 (revision of fisheries and protected areas laws and EIA legislation), revise the Output 3.3 indicator and its target accordingly, and reformulate Outcome 3 and Output 3.3. - Recommendation 7. Continue efforts to promote gender equality in the implementation of the project interventions on the ground.	MTR (2019) PIR (2021)

²¹ Interviews conducted with local communities indicated a limited impact of COVID-19 on their livelihoods: farmers and fishermen would continue selling their products in the region or to nearby communities, without experiencing the travel and other constraints felt at central level.

Version	Date	Changes	Reference
		Revisions made to address MTR recommendations were reflected in the 2020 budget revision. - Output 1.1: Replace Activity 4 (production systems outlook for agricultural value chains, including crop modelling) with enhancing the dissemination of the already-developed tools (vulnerability assessment and maps of flood-prone areas) through targeted workshops in the regions. - Output 3.3: Revision of laws and regulations determined to be less aligned with overall project focus and approach and recommended redirecting resources from these activities to e.g. the dissemination of tools developed under Component 1, and the further development of the Rambo value chain.	
Rev 3: No-cost extensions	March 2019	- Due to delays in the initial start of the project, and later on delays due to challenging procurement processes and the COVID-19 pandemic, a 40-month no-cost extension was granted. - The no-cost extensions were reflected in budget revisions in 2019, 2020, 2021 and 2022 where the remaining funds were rephased to additional implementation months.	PIR (2021)
	April 2020		PIR (2021)
	Feb 2021		PIR (2021)
	June 2022		PIR (2022)

3.6 Project Financing

77. Table 9 and Table 10 below provide an overview of the project financing, including co-financing, reflecting the information available for the TE as of 01 July 2025.

Table 9: Expenditure by outcome/output at TE

Project Component	Outcome	Output	Estimated cost at design (USD)	Actual Cost/ Expenditure (USD)	Expenditure Ratio
Component 1: Institutional capacity development	Outcome 1: Strengthened institutional capacity to address climate change impacts in the project sites (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	Output 1.1: Tools updated/developed to identify climate change vulnerability –including climate-related risks – for the four targeted coastal regions (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	301,937.50	185,897.70	0.62
		Output 1.2: A regional, multi-sectoral coordinating mechanism for climate change adaptation strengthened in Menabe and established in Boeny, Vatovavy Fitovinany and Atsinanana	108,750.00	122,595.50	1.13
		Output 1.3: ICZM strategies developed for the four coastal regions (in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	168,595.00	123,398.64	0.73

Project Component	Outcome	Output	Estimated cost at design (USD)	Actual Cost/ Expenditure (USD)	Expenditure Ratio
	Sub-total Outcome 1		579,282.50	431,891.84	0.75
Component 2: Coastal rehabilitation and management for long-term resilience	Outcome 2: Adaptation technologies (including ecosystem restoration, protective infrastructure and livelihood improvement) are implemented to decrease the sensitivity of communities in Atsinanana, Boeny, Menabe and Vatovavy Fitovinany to climate change	Output 2.1: Mangroves restored in Boeny and Menabe, and coastal shorelines revegetated in Manakara and Toamasina	195,400.00	191,956.54	0.98
		Output 2.2: Sector-based action plans developed and implemented to improve livelihoods of targeted communities in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana	1,348,820.00	1,441,973.19	1.07
		Output 2.3: Technologies for protection and rehabilitation of coastal productive assets are demonstrated adjacent to restored ecosystems	2,140,000.00	2,227,117.93	1.04
	Sub-total Outcome 2		3,684,220.00	3,861,047.66	1.05
Component 3: Mainstreaming adaptation measures into national ICZM policies and development strategies	Outcome 3: Integration of climate change adaptation into activities, strategies, frameworks and laws in Madagascar is enhanced	Output 3.1: Training provided to increase institutional capacity of government officials to identify climate risks and integrate these risks into frameworks, strategies and legislative instruments	153,125.00	94,074.28	0.61
		Output 3.2: Training provided to non-state stakeholders to participate in adaptation planning and adaptation actions	65,000.00	31,250.00	0.48
		Output 3.3: Recommendations provided to integrate climate change into regional development frameworks, strategies and laws related to ICZM	509,375.00	446,424.03	0.88
	Sub-total Outcome 3		727,500.00	571,748.31	0.79
Outcomes total			4,991,002.50	4,864,687.81	0.97
Project Management and Coordination			346,497.00	472,811.70	1.36
Total Project Costs			5,337,499.50	5,337,499.51	1.00

Table 10: Co-Financing as of the TE

Co-financing (Type/Source)	UNEP own Financing (US\$)		Government (US\$)		Other* (US\$)		Total (US\$)		Total Disbursed (US\$)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
– Grants	1,000,000	1,130,000	8,380,000	13,371,451			9,380,000	14,501,451	14,501,451

Co-financing (Type/Source)	UNEP own Financing (US\$)		Government (US\$)		Other* (US\$)		Total (US\$)		Total Disbursed (US\$)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
– Loans									
– Credits									
– Equity investments									
– In-kind support			2,670,000	425,000			2,670,000	425,000	425,000
– Other (*)									
Totals	1,000,000	1,130,000	11,050,000	13,796,451			12,050,000	14,926,451	14,926,451

4 THEORY OF CHANGE AT EVALUATION

78. The project Theory of Change (ToC) was presented as a diagram in Annex 14 of the Prodoc. The ToC and Results Framework (RF) were revised by the project team based on a baseline study conducted at project onset, in 2016. Additional, minor modifications were proposed following the MTR – adjusting the wording in Outcome 3, and rephrasing Output 3.3.
79. **Reconstructing the Theory of Change:** a reconstruction of the ToC was undertaken during the inception of this terminal evaluation, based on a desk review of the Project Document, the Mid-term Review (MTR) Report, and the 2016 Baseline Study. In the reconstructed ToC at MTR, minor modifications to Outputs 2.2 and 3.2 were suggested by the reviewer to better mainstream gender issues and promote gender equity through the project (see Table 11 below). These adjustments served to better capture and measure the intended results and pathways of change. The reformulated statements have been used to reconstruct the project's Theory of Change at evaluation (see Figure 4).
80. The ToC was used in this project evaluation as the central framework for understanding how the interventions have contributed to observed outcomes. By aligning both quantitative and qualitative analyses with the ToC's causal pathways, the evaluation explored not only whether expected results were achieved, but how and why they occurred. The TE mission was essential in corroborating the evidence presented in support of the project implementation.
81. The ToC at evaluation also suggested additional assumptions underpinning the successful achievement and sustainability of the project's Outcomes.
82. **Project assumptions as per CEO Endorsement:**
- The institutional context is conducive to the application of newly acquired skills and to the upscaling of demonstrated technologies
 - The physical and alternative livelihoods measures will be sufficient to reduce exposure to extreme events and to build adaptive capacity
 - The ecosystems are not in a state that is beyond recuperation and will function appropriately after rehabilitation and under appropriate management
 - Increased livelihoods and income do not act as a perverse incentive for local communities to continue to encroach on fragile coastal ecosystems
83. **Additional assumptions that the reconstructed ToC suggests are:**
- No domestic or international instability/crisis impairs project implementation and the sustainability of planned Outcomes
 - No extreme weather events severely impact project sites
84. **Causal Pathways:** The project aimed to achieve three complementary Outcomes, which, combined together, would enable a shift towards a climate resilient management of coastal zones in Madagascar, and thereby a reduction of the climate change vulnerability of its coastal population (Impact) – with a particular focus on Menabe, Boeny, Vatovavy Fitovinany, and Atsinanana.
85. Interventions to strengthen governance systems, capacities and planning are combined with the demonstration of climate-resilient solutions to reduce coastal communities' climate vulnerability, which could be replicated and upscaled beyond the project. More precisely:
- Project activities under Component 1 (Institutional capacity development) enhance governance systems and tools, and develop Integrated Coastal Zone Management strategies that mainstream climate change adaptation, thereby strengthening the environment underpinning enhanced resilience in Madagascar (Outcome 1);

- Building on the analysis conducted under Component 1, the project activities under Component 2 (Coastal rehabilitation and management for long-term resilience) pilot on-the-ground interventions to restore degraded ecosystems, protect communities against climate change impacts, and boost the climate-resilience of local livelihoods, along with income generation, to sustainably mitigate vulnerability to climate change (Outcome 2); and
- Project activities under Component 3 (Mainstreaming adaptation measures into national ICZM policies and development strategies) support capacity building and knowledge dissemination among government and non-government stakeholders to facilitate the mainstreaming and planning of adaptation solutions, as part of all future coastal development strategies and frameworks (Outcome 3).

86. These interventions tackle the identified barriers limiting the capacity to cope with climate change impacts in Madagascar, namely:

- Limited knowledge and capacity to effectively identify climate change and assess potential impacts on coastal zones;
- Degraded coastal ecosystems and unsustainable coastal resources management; and
- Inadequate consideration of climate change adaptation measures in sectoral and development policies.

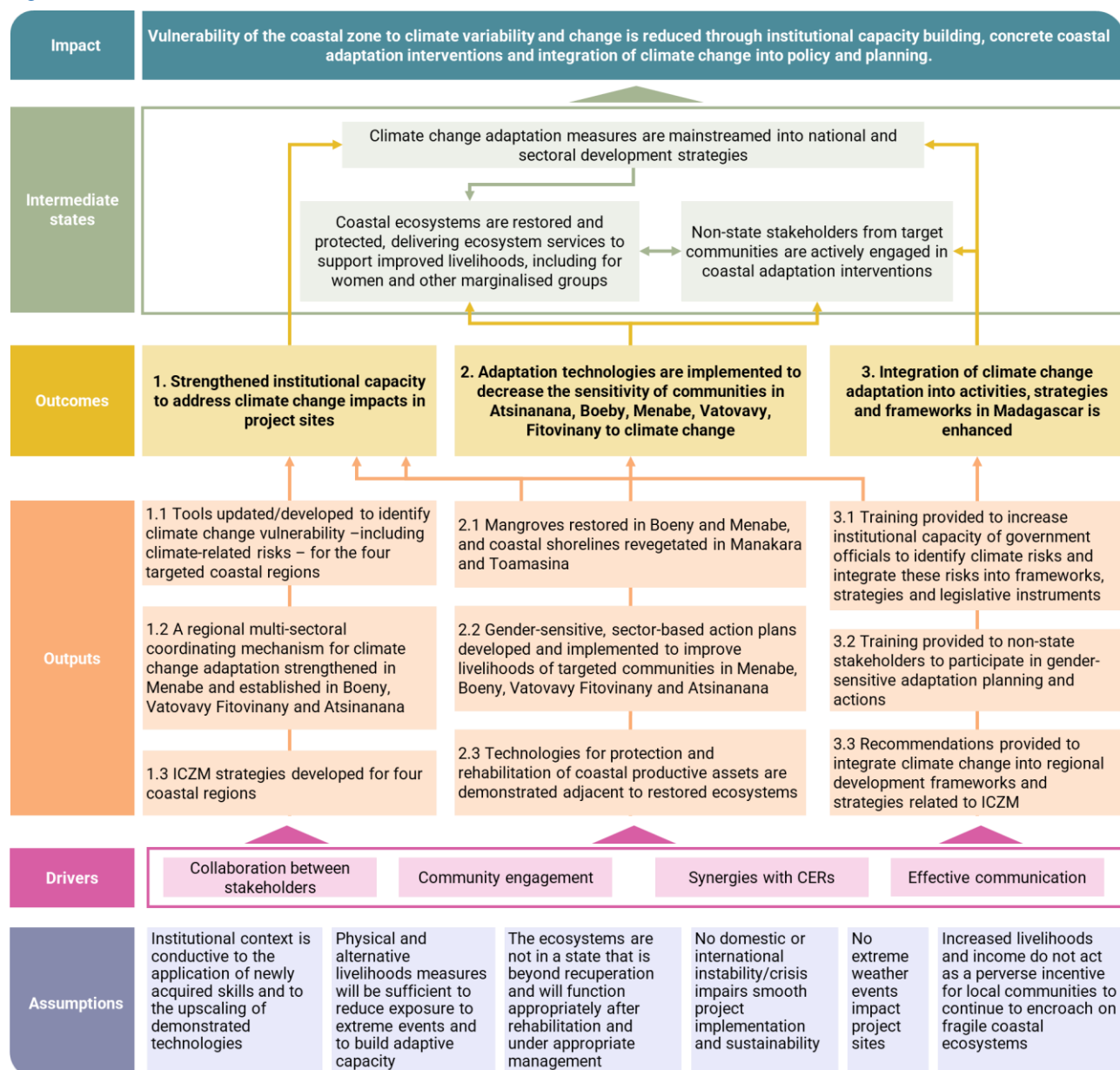
Table 11: Reconstructed Theory of Change

Formulation in original ProDoc	Results following baseline assessment (2016)	Reformulated Statement at TE	Justification for Reformulation
Impact: To reduce the vulnerability of the coastal zone of Madagascar and to build the capacity to adapt to the adverse effects of climate change Objective: To reduce vulnerability of the coastal zone to climate variability and change and climate variability through institutional capacity building, coastal protection and integration of climate change into planning	Project Objective (Long-term Outcome): To reduce vulnerability of the coastal zone to climate variability and change through institutional capacity building, concrete coastal adaptation interventions and integration of climate change into policy and planning	Impact: Vulnerability of the coastal zone to climate variability and change is reduced through institutional capacity building, concrete coastal adaptation interventions and integration of climate change into policy and planning	Reduced repetition and clearer communication of long-term project impact
N/A	N/A	Intermediate State 1: Coastal ecosystems are restored and protected, delivering ecosystem services to support improved livelihoods, including for women and other marginalised groups Intermediate State 2: Non-state stakeholders from target communities are actively engaged in coastal adaptation interventions Intermediate State 3: Climate change adaptation measures are mainstreamed into national	Intermediate State(s) have been introduced in the reconstructed ToC to identify key changes beyond the project outcomes that are required to occur in order for the intended Impact to be realised. These interrelated intermediate states highlight the importance of effective governance-level support for coastal zone adaptation, as well as the realisation of community-owned interventions and tangible benefits from these interventions related to sustainable livelihoods

Formulation in original ProDoc	Results following baseline assessment (2016)	Reformulated Statement at TE	Justification for Reformulation
		and sectoral development strategies	that support the most vulnerable groups – including women.
1.1 Strengthened institutional capacity to address climate change impacts in project sites	Outcome 1: Strengthened institutional capacity to address climate change impacts in the project sites (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	(No changes made)	
1.1.1 Climate change vulnerability and risks for the four coastal regions	Output 1.1: Tools updated/developed to identify climate change vulnerability –including climate-related risks – for the four targeted coastal regions (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	(No changes made)	
1.1.2 A coordinating mechanism for climate change adaptation is established in project sites	Output 1.2: A regional, multi-sectoral coordinating mechanism for climate change adaptation strengthened in Menabe and established in Boeny, Vatovavy Fitovinany and Atsinanana.	(No changes made)	
1.1.3 Comprehensive adaptation plans developed for four coastal regions	Output 1.3: ICZM strategies developed for the four coastal regions (in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana).	(No changes made)	
1.2 Restored and projected coastal zone	Outcome 2: Adaptation technologies (including ecosystem restoration, protective infrastructure and livelihood improvement) are implemented to decrease the sensitivity of communities in Atsinanana, Boeny, Menabe and Vatovavy Fitovinany to climate change.	(No changes made)	
2.1.1 Shorelines are rehabilitated through restoration of protective ecosystem services	Output 2.1: Mangroves restored in Boeny and Menabe, and coastal shorelines revegetated in Manakara and Toamasina	(No changes made)	
2.1.2 Sustainable natural resource use practices and alternative livelihoods introduced in project sites	Output 2.2: Sector-based action plans developed and implemented to improve livelihoods of targeted communities in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana	Output 2.2: Gender-sensitive, sector-based action plans developed and implemented to improve livelihoods of targeted communities in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana	It is important to ensure that the promotion of alternative, climate-resilient livelihoods equally benefits women and men, through supporting activities in which women are engaged.

Formulation in original ProDoc	Results following baseline assessment (2016)	Reformulated Statement at TE	Justification for Reformulation
2.1.3 Technologies for protection and rehabilitation of coastal productive assets are demonstrated adjacent to restored ecosystems	Output 2.3 Technologies for protection and rehabilitation of coastal productive assets are demonstrated adjacent to restored ecosystems	(No changes made)	
3.1 Climate change adaptation measures are mainstreamed into national and sectoral development strategies, and in on-state stakeholder actions or planning	Outcome 3: Integration of climate change adaptation into activities, strategies, frameworks and laws in Madagascar is enhanced.	(No changes made)	
3.1.1 Training provided to increase institutional capacity of government officials to develop resilient standards, legislative instruments, norms and sectoral plans	Output 3.1: Training provided to increase institutional capacity of government officials to identify climate risks and integrate these risks into frameworks, strategies and legislative instruments.	(No changes made)	
3.1.2 Training provided to non-state stakeholders to participate in adaptation planning and adaptation actions	Output 3.2: Training provided to non-state stakeholders to participate in adaptation planning and adaptation actions.	Output 3.2: Training provided to non-state stakeholders to participate in gender-sensitive adaptation planning and actions	It is important to ensure stakeholder understand the gender-differentiated impacts of climate change and are able to plan and implement gender-sensitive adaptation actions that promote equity and empower women.
3.1.3 Existing strategies and laws are modified to integrate climate change adaptation with adequate budgetary allocations for implementation	Output 3.3: Recommendations provided to integrate climate change into regional development frameworks, strategies and laws related to ICZM.	(No changes made)	

Figure 4. ToC at evaluation



5 EVALUATION FINDINGS

5.1 Strategic Relevance

5.1.1 Alignment to UNEP MTS, POW and Strategic Priorities

87. A summary of the alignment of PAZC to relevant UNEP priorities is presented in Table 12, with details following below.

Table 12: Alignment to the UNEP Medium-Term Strategy (MTS), Programme of Work (POW), and Strategic Priorities

UNEP strategic document	Alignment with UNEP's mandate and thematic priorities	Level of alignment
MTS (2014–2017) ²²	- Strategic focus on three core areas - At approval: UNEP Marine and Coastal Strategy 2010, UNEP Medium-Term Strategy 2014–2017 (subprogrammes on Climate Change, Ecosystem Management, Environmental Governance and Resource Efficiency²³) - At closure: UNEP Medium-Term Strategy 2014–2017 (Ecosystem Management, Environmental Governance, Chemicals and Wastes), 2018–2021 (Healthy and Productive Ecosystems and Environmental Governance) and 2022–2025 (Climate Change and Nature Action subprogrammes)	Full
POW (2018–2019) ²⁴	- Contributes to Expected Result 1a of Climate Change Sub-Programme	Partial
Bali Strategic Plan for Technology Support and Capacity Building ²⁵	- Increasing capacity of GoM to: (i) comply with international agreements and obligations; (ii) promote, facilitate and finance environmentally sound technologies; and (iii) strengthen frameworks for developing coherent international environmental policies	Partial
South-South Cooperation ²⁵	- Facilitating exchange of resources, technology and knowledge between developing countries	Partial

88. PAZC was aligned to **UNEP's Climate Change Subprogramme**, as well as the subprogrammes on Healthy and Productive Ecosystems and Environmental Governance UNEP Medium-Term Strategy (MTS) 2014–2017 and 2018–2021. In the UNEP MTS 2022–2025, it was aligned to the subprogrammes on Climate Action and Nature Action.

89. PAZC was also aligned with **UNEP's strategy for 2022–2025**²⁶, particularly with the Climate Action indicators: (i) Number of national, subnational and private-sector actors that have adopted climate change mitigation and/or adaptation and disaster risk reduction strategies and policies with UNEP support; (iv) Positive shift in public opinion, attitudes and actions in support of climate action as a result of UNEP action; and (v) Positive shift among private sector actors in support of climate action as a result of UNEP engagement.

90. UNEP strategic priorities include the **Bali Strategic Plan for Technology Support and Capacity Building** (BSP) and **South-South Cooperation** (S-SC). The BSP relates to the capacity of governments to: (i) comply with international agreements and obligations at the national level; (ii) promote, facilitate and finance environmentally sound technologies; and (iii) to strengthen

²² Refer to the MTS under which the project was approved.

²³ UNEP (2015) Medium-Term Strategy 2014–2017 ([link](#))

²⁴ Refer to the POW under which the project was approved.

²⁵ If applicable.

²⁶ For People and Planet. Annex I: UNEP Programme of Work and Budget for 2022–2023 ([link](#))

frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries.

91. The project was consistent with Expected Result 1.a ("countries advance their National Adaptation Plans integrating ecosystem-based adaptation") of **UNEP's Climate Change Sub-programme**. It contributed to Indicator 1 (a), i) and (ii) of the **Programme of Work (PoW, 2018–2019)** of UNEP, namely:

- 1.a.i: Increase in the number of countries supported by UNEP with institutional arrangements in place to coordinate National Adaptation Plans; and
- 1.a.ii: Increase in the number of countries with the technical capacity to integrate ecosystem management into their National Adaptation Plans.

Rating for Alignment to UNEP MTS, POW and Strategic Priorities: *Highly Satisfactory*

5.1.2 Alignment to UNEP/GEF/Donor Strategic Priorities

92. PAZC contributes to the following **GEF-5 Strategic Objectives**:

- Climate Change Adaptation (CCA) 1: Adaptation integrated into general development frameworks at the national level and in particularly vulnerable areas;
- CCA 2: Better knowledge and understanding of climate variability and climate-induced threats at the national level and in particularly vulnerable areas; and
- CCA 3: Successful demonstration, deployment, and transfer of relevant adaptation technologies in target areas.

Table 13: Alignment to Donor/Partner Strategic Priorities

Donor or partner strategic document	Alignment with donor or partner strategic priorities	Level of alignment
GEF	- Contributes to three GEF Strategic Objectives	Partial
POW (2018-2019)	- Contributes to Expected Result 1a of PoW	Partial

Rating for Alignment to UNEP/GEF /Donor Strategic Priorities: *Highly Satisfactory*

5.1.3 Relevance to Global, Regional, Sub-regional and National Priorities

Global Environmental Priorities

93. The project was aligned with two of the 17 **Sustainable Development Goals (SDGs)**, as indicated in Table 14 below, namely Goal 13 Climate Action and Goal 14 Life Below Water. In addition, the project contributes to the achievement of **Millennium Development Goal (MDG) 1** (eradicate extreme poverty and hunger) and MDG 7 (ensuring environmental sustainability) by reducing climate change vulnerability and ensuring sustainable coastal livelihoods even in the face of potential climate shocks.

Table 14: SDGs with which the project was aligned

Goal	Targets
13: Take urgent action to combat climate change and its impacts	- 13.1 Strengthen resilience and adaptive capacity to climate-related disasters - 13.2 Integrate climate change measures into national policies and planning - 13.3 Build knowledge and capacity to meet climate change

Goal	Targets
14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development	- 14.2 By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts

Regional and Sub-Regional Priorities

94. Madagascar falls within the **Western Indian Ocean Marine Ecoregion (WIOMER)**, that encompasses the coastal and marine waters of the Comoros, Madagascar, Mauritius, France / Reunion and Seychelles. The highly biodiverse and increasingly threatened coastal and marine ecosystems of the WIOMER contribute significantly to livelihoods and survival of coastal communities. The protection of these ecosystems and their associated ecosystem services through PAZC is aligned with regional priorities within the WIOMER.
95. In addition, PAZC was aligned with Madagascar's regional priorities under the **Nairobi Convention**, the **Indian Ocean Commission (IOC)**, and the **Southern Africa Climate Outlook Forum (SARCOF)**. As a party to the Nairobi Convention, Madagascar works with other Western Indian Ocean nations to protect marine and coastal ecosystems and promote sustainable resource use. Through the IOC, Madagascar collaborates with neighbouring island states to address shared challenges related to climate change, biodiversity, and sustainable development. Additionally, by hosting and participating in SARCOF, Madagascar contributes to the development of regional seasonal climate forecasts that support resilience in agriculture, water management, and disaster preparedness across Southern Africa.

National Environmental Policies

96. Madagascar released its first **National Adaptation Programme of Action (NAPA)** in 2006, aiming to address urgent adaptation needs across five key sectors: agriculture and livestock, public health, water resources, coastal zones, and forestry. PAZC was undertaken in regions which were among the most vulnerable as identified in the NAPA, and was consistent with several priority actions under the NAPA, including:
- The rehabilitation and/or construction of dams and protective dikes (NAPA priority 1);
 - Support for the intensification of crop and livestock production, in particular through the acquisition of agricultural equipment, the distribution of inputs, and the development of income-generating activities in the various regional growth sectors (priority 3);
 - Installation of infrastructure such as dikes and groynes as the sea level rises (priority 6);
 - Rehabilitation of areas degraded by deflation with the reprofiling of the coastal ridge, installation of windbreaks through the reforestation of casuarina trees, mangrove plantations, riprap of the seashores/coastline and installation of wave breakers (priority 7); and
 - Reforestation of rural areas with reforestation plans with adapted/appropriate species (priority 8).
97. The **National Adaptation Plan (NAP)**²⁷ was adopted in 2022, and then served as the national strategic framework aimed at establishing mid- and long-term priority adaptation actions. Three strategic axes were proposed under the NAP, namely, (1) Strengthen governance and integration of adaptation; (2) Implement a priority sectoral action program; and (3) Finance adaptation to climate change.

²⁷ National Adaptation Plan of Madagascar (2022) ([link](#))

98. PAZC was aligned with the strategic pillars/axes of both the NAPA and NAP and was seen as establishing favourable conditions for the NAP to consider the vulnerability of coastal ecosystems and the criticality of their ecosystem services for climate change adaptation.
99. PAZC was also in line with Madagascar's **Intended Nationally Determined Contribution (INDC)** published in 2022, which identified aligned priority actions to be carried out before 2020, including: (i) strengthening the integration of climate change adaptation into policies and strategies; (ii) awareness-raising campaigns on the negative impacts of climate change and environmental degradation; (iii) development of pilot projects based on integrated models of resilient agriculture; and (iv) the restoration of natural forests. In particular, PAZC was aligned with two priority actions to be carried out in the 2020–2030 period under the INDC, namely:
- Strengthening of natural protection and reduction of the vulnerability of coastal areas affected by coastal erosion and the obliteration of the coastline (Menabe, Boeny); and
 - Restoration of natural habitats (forests and mangroves, lakes, rivers).
100. In line with international climate commitments – including the 2011 Cancun Adaptation Framework, the Bali Action Plan, and the ratification of the Paris Agreement – Madagascar published its first **Nationally Determined Contribution (NDC)** in 2015, with an update published in 2022 (**NDC 2**). The adaptation section of the NDC 2 outlines the country's climate vulnerabilities and adaptation priorities – with which PAZC is broadly aligned. In brief, the integration of climate risk reduction into all future investments, improving human, physical, and institutional infrastructure at every level, enabling more effective responses to climate threats. This is to be done through a combination of cross-cutting initiatives and targeted sectoral actions to enhance the resilience of the country's entire population by the year 2030.
101. PAZC also contributed to the updating of the **Regional Development Plans (RDPs)** of Vatovavy Fitovinany and Atsinanana to integrate climate change adaptation considerations. The 2016–2021 Menabe RDP already included these considerations; so PAZC was considered to have implemented activities that were consistent with the region's priorities in this area. Furthermore, the project was considered aligned to the objectives and priorities outlined in **Regional Development Plans (RRDPs)** – which are summarised in Table 15 below.

Table 15: Objectives and priorities under Regional Development Plans for the project regions of intervention

(First) Regional Development Plan (RDP, prepared in 2008)	Priorities/ objectives
Menabe RDP	- Global priority: Reduction of poverty in rural areas - o Objective 1: Improve food security through the diversification of food crops and the increase of processing units at the artisanal scale - o Objective 2: Increase household income by diversifying income resources in rural areas, promoting initiatives in rural entrepreneurship, and structuring and strengthening existing value chains - o Objective 3: Develop production and productivity by making quality seeds and inputs available to producers, as well as improving the dissemination of technical capacities
Vatovavy Fitovinany RDP	- Priority 1: Implementation of rural infrastructures necessary for the increase of production and improving agricultural productivity - Priority 2: Land tenure - Priority 3: Development and sustainable management of natural resources - Priority 4: Reduction of food insecurity - Priority 5: Promotion of rural entrepreneurship
Boeny RDP	- Priority: Stimulate the rural sector and effectively reduce poverty in the context of a green revolution and a thriving agricultural production

(First) Regional Development Plan (RDP, prepared in 2008)	Priorities/ objectives
	- Objective 1: Development of five areas of economic potential in order to better exploit the differences, similarities and interdependencies between districts and/or municipalities - Objective 2: Promotion of development centers to generate rapid and sustainable ripple effects in other towns, and secondary centers with specific major potential to reduce rural poverty - Objective 3: Increase of regional investments in sectors with high added value servicing potential areas and the establishment of institutional incentives - Objective 4: Promote rural market-oriented economy through the promotion of promising sectors
Atsinanana RDP	- Priority 1: Exploit the economic potential of the region and open up municipalities by improving agricultural practices, promoting value chains (litchi, banana, sugar cane, coffee, pepper and pineapple) and creating and developing economic infrastructures (water, land, rail and air transport, telecommunications) - Priority 2: Reform the management of public administration by decentralization and decentralization of powers and public services

102. PAZC was also strongly aligned with Madagascar's **National Action Plan for Coastal Areas (PAN-GICZ)** – the implementation document for the National Strategy for Coastal Area Development in Madagascar (updated 2019–2023) – as well as the **National Policy to Fight against Climate Change** (PNLCCC, 2008).

Table 16: Relevance to Global, Regional, Sub-regional and National Environmental Priorities

Strategic document or agreement	Alignment with global, regional, sub-regional, national environmental priorities	Level of Alignment <i>Full, partial, or not at all</i>
Sustainable Development Goals (SDGs)	- Aligned with Goal 13 Climate Action and Goal 14 Life Below Water	Partial
Millennium Development Goals (MDGs)	- Contributing to MDG 1 (eradicate extreme poverty and hunger) and MDG 7 (ensuring environmental sustainability) by reducing climate change vulnerability and ensuring sustainable coastal livelihoods	Partial
Western Indian Ocean Marine Ecoregion (WIOMER)	- Protection of marine ecosystems and their associated ecosystem services through PAZC is aligned with regional priorities within the WIOMER	Full
Nairobi Convention	- Collaboration with other Western Indian Ocean nations to protect marine and coastal ecosystems and promote sustainable resource use	Partial
Indian Ocean Commission (IOC)	- Collaboration with neighbouring island states to address shared challenges related to climate change, biodiversity, and sustainable development	Partial
Southern Africa Climate Outlook Forum (SARCOF)	- Contributing to the development of regional seasonal climate forecasts that support resilience in agriculture, water management, and disaster preparedness	Partial
National Adaptation Programme of Action (NAPA) National Adaptation Plan (NAP)	- Aligned with the strategic pillars/axes of both NAPA and NAP - Seen as establishing favourable conditions for the NAP to consider the vulnerability and criticality of coastal ecosystems and ecosystem services	Partial

Strategic document or agreement	Alignment with global, regional, sub-regional, national environmental priorities	Level of Alignment <i>Full, partial, or not at all</i>
Intended Nationally Determined Contribution (INDC)	- Aligned with two priority actions to be carried out in the 2020–2030 period under the INDC (strengthening of natural protection and reduction of the vulnerability of coastal areas and restoration of natural habitats – including mangroves)	Partial
Nationally Determined Contribution (NDC)	- Broadly aligned with national climate vulnerabilities and adaptation priorities outlined in NDC 2	Partial
Regional Development Plans (RDPs)	- Contributed to updating of RDPs of Vatovavy Fitovinany and Atsinanana to integrate climate change adaptation considerations - 2016–2021 Menabe RDP already included these considerations; so PAZC was considered to have implemented activities that were consistent with the region's priorities in this area	Full
First Regional Development Plans (RDPs)	- Aligned to the objectives and priorities of RRDPs for the 4 regions	Full
National Action Plan for Coastal Areas (PAN-GIZC)	- Strongly aligned with policy objectives	Full
National Policy to Fight against Climate Change	- Strongly aligned with policy objectives	Partial

Rating for Relevance to Global, Regional, Sub-regional and National Priorities: *Highly Satisfactory*

5.1.4 Complementarity with Existing Interventions/ Coherence

103. Seven existing interventions with which PAZC was aligned were listed in the ProDoc. These interventions overlapped with the project both in terms of geographic coverage and thematic areas – with several results areas identified as effective inputs to PAZC. Opportunities for coordination on awareness raising and on establishing a network of LMMA managers, among others, were also identified.

104. The listed interventions included:

- The **Support Programme for Rural Development (SAHA)**, supported by the Swiss Government since 2000, and which, at the time of the ProDoc had evolved into a new programme, the MATOY, which was active in the Menabe region.
- The **Tilapia Aquaculture Project** in Mahajanga (Boeny)
- The **German Malagasy Environmental Programme**
- GEF AFDB “**Enabling Climate Resilience in the Agriculture Sector in the Southwest Region of Madagascar**”
- UNEP/GEF “**Participatory Sustainable Land Management in the Grassland Plateaus of Western Madagascar**”
- UNEP/GEF “**Strengthening the Network of New Protected Areas in Madagascar**”: Coordination between the project and this initiative, which was cited as necessary in the ProDoc, was not obviously achieved.
- Lessons learned from Adaptation Fund/UNEP project “**Promoting climate resilience in the rice sector through pilot investments in Alaotra-Mangoro region**” (AF-Rice project) were used to support the effective implementation of PAZC. This was facilitated by the presence of the two project coordination units within the BNCC-REDD+, with regular exchanges that took place between the two project coordinators.

105. Table 17 further details the alignment of PAZC with other existing initiatives, despite a lack of formal coordination mechanisms.

Table 17: Summary of project alignment with national initiatives

Scope	Alignment
National level	- The Environmental Dashboard developed by the Office National de l'Environnement (ONE) provides reference data on ecosystems to monitor their evolution during restoration and conservation interventions. The data from the dashboards was used in the development of the ICZM adaptation plans and monitoring, as well as contributing a baseline to the dashboard for the project sites. The Environmental Dashboard contributed co-financing for the project.
Vatovavy Fitovinany	- IFAD's PROSPERER programme provided support for basket-weaving activities, but without support for the upstream production of "rambo" (<i>Lepironia articulata</i>). The latter was offered by the PAZC project. - IFAD's Development of Inclusive Agricultural Sectors (DEFIS) programme promoted the multiplication of bee colonies. This programme provided upstream support for the beekeeping sector developed by the PAZC project. - IFAD was also to provide aquaculture training to exploit the potential of the restocking carried out by the project at the Ivakoany site.
Menabe	- In the district of Belo-sur-Tsiribihina, the World Wildlife Fund (WWF) carried out a mangrove restoration project on a site adjacent to the one where the project operated (village of Soanafindra Kaday). The community was able to benefit from the experience gained from working with WWF to carry out replanting and monitoring operations effectively with the project. - The project was able to leverage existing relationships between the local NGO Saragna in charge of mangrove restoration in the district of Belo-sur-Tsiribihina. - Lessons learned from WWF's ecotourism development project in Kivalo were used to inform the project's approach to its own ecotourism activities.
Boeny	- Associations benefiting from the project also benefited from technical and organisational support from the PROSPERER programme. - Local actors such as the NGO Blue Ventures or the EDEN Reforestation Project, were able to build their actions on the achievements of the project. - Fish farmers' associations working with the project benefited from expert support and equipment from the Aquaculture Development Centre (CDA) in Majunga.

106. A Project Managers' Coordination Working Group and regional coordination committees were to have been set up to maximise coordination with other relevant initiatives at national and regional levels. These committees were not established, in part because a Climate Change Technical Group was already in place at the start of the project. In addition, inter-project coordination was part of the mandate of the BNCC-REDD+. The absence of these committees does not seem to have been particularly detrimental to the implementation of the project and was compensated for by informal meetings between project teams and close follow-up using online communication platforms (e.g. Messenger), particularly in the regions of intervention.

107. An overview of the complementarity of PAZC with existing interventions in the country is provided in Table 18 below. The information is drawn from the Prodoc and MTR, and demonstrates the alignment of the project with national efforts towards effective ICZM and related areas of climate change adaptation.

Table 18: Complementarity with Existing Interventions/Coherence

Other initiatives by UNEP or other organisations	Complementarity (including collaboration, coordination and overlap or duplication)	Level of Alignment <i>Full, partial, or not at all</i>
Support Programme for Rural Development (SAHA) / MATOY	- Program was active in the Menabe region, broad alignment of objectives	Partial

Other initiatives by UNEP or other organisations	Complementarity (including collaboration, coordination and overlap or duplication)	Level of Alignment <i>Full, partial, or not at all</i>
Tilapia Aquaculture Project in Mahajanga	- Partial overlap of objectives	Partial
German Malagasy Environmental Programme	- Partial overlap of objectives	Partial
GEF AFD: Enabling Climate Resilience in the Agriculture Sector in the Southwest Region of Madagascar	- Partial overlap of objectives	Partial
UNEP/GEF: Participatory Sustainable Land Management in the Grassland Plateaus of Western Madagascar	- Partial overlap of objectives	Partial
UNEP/GEF: Strengthening the Network of New Protected Areas in Madagascar	- Partial overlap of objectives	Partial
Adaptation Fund (AF): Adapting to Climate Change in the Rice Sector	- Lessons learned were used to support the effective implementation of PAZC - Facilitated by the presence and regular exchanges between the two project coordination units within the BNCC-REDD+	Partial
RC-ICZMs	- PAZC was the preferred partner of the RC-ICZMs in the four intervention regions - RC-ICZMs were able to support the implementation of the project by attracting more attention and coordinating actions through its technical and financial support of the project	Full
Vondron'olona Ifotony (VOI) community associations	- Critical partners in the implementation of the project	Partial
IFAD PROSPERER programme	- PAZC offered support for upstream production of "rambo" (<i>Lepironia articulata</i>) essential to programme	Partial
IFAD Development of Inclusive Agricultural Sectors (DEFIS) programme	- Provided upstream support for the beekeeping sector developed by PAZC	Partial
IFAD	- IFAD was to also to provide aquaculture training to exploit the potential of the restocking carried out by the project at the Ivakoany site	Partial
World Wildlife Fund (WWF) mangrove restoration project (Belo-sur-Tsiribihina)	- Experienced gained from working with WWF allowed communities to carry out replanting and monitoring operations effectively for PAZC	Full
WWF ecotourism development project	- Lessons learned were used to inform PAZC approach to ecotourism	Partial
NGO: Saragna	- PAZC levered existing relationships for mangrove restoration in Belo-sur-Tsiribihina	Partial
NGO: Blue Ventures	- PAZC underpinned development of project actions	Partial
EDEN Reforestation Project	- PAZC underpinned development of project actions	Partial
Fish farmers' associations	- Fish farmers' associations working with the project benefited from expert support and equipment from the Aquaculture Development Centre (CDA) in Majunga	Partial

Rating for Complementarity with Existing Interventions/Coherence: *Highly Satisfactory*

108. Considering the information provided above, the relevance of PAZC has been rated as **Highly Satisfactory** in terms of alignment and coherence with major international, national and regional policies and strategies.

Rating for Strategic Relevance: Highly Satisfactory

5.2 Quality of Project Design

109. UNEP's criteria and templates were used to assess the Project Quality Design (PQD), the summary of which is provided in Table 19 below. The performance of project design was reviewed against 12 critical areas determining the soundness of the design. These areas with their scores and weights are summarized in Table 19, and the total weighted score shows that the overall quality of the project's design is rated as **Moderately Satisfactory**.

Table 19: Assessment of the PQD

	SECTION	Summary Assessment	SCORE (1-6)	WEIGHTING	TOTAL Rating x Weighting/10
A	Operating Context	The TE found the external context of the project challenging, particularly due to political instability, the COVID-19 crisis, and extreme climate events in the coastal zones.	4	0,4	0.16
B	Project Preparation	PAZC was built through extensive consultations and offers a clearly articulated climate change problem statement; yet, the TE found that consultations with women and other minority groups were limited.	5	1,2	0.6
C	Strategic Relevance	The project was fully aligned with Madagascar's strategic priorities and needs for coastal adaptation.	6	0,8	0.48
D	Intended Results and Causality	The TE identified notable gaps including limited articulation of how Outputs would address barriers and achieve planned Outcomes, and a lack of clearly identified drivers.	3	1,6	0.48
E	Logical Framework and Monitoring	While the project's Result Framework was well-elaborated, the geographical dispersion of project sites hindered PMU's capacity to conduct thorough monitoring.	4	0,8	0.32
F	Governance and Supervision Arrangements	The TE finds these satisfactory as the PMU staff capacity was adequate and its size efficient.	5	0,4	0.2
G	Partnerships	Overall, PAZC established strong partnerships within key government institutions at national and regional levels, as well as with partner NGOs; yet, those were not identified in the Prodoc and their role not clearly defined.	5	0,8	0.4
H	Learning, Communication and Outreach	The TE finds this was particularly well-done: production and dissemination of various communication products was underpinned by a full-time communication officer with sufficient resources allocated under the project's budget.	6	0,4	0.24
I	Financial Planning / Budgeting	The TE finds a major challenge due to the underbudgeting of the coastal grey infrastructure, while also noting that extreme climate events during the project resulted in changes in the coastal line, which impacted the planned design of the Taomasina dyke.	4	0,4	0.16
J	Efficiency	The TE finds the project efficient despite challenging external factors (i.e. political instability, extreme events and the COVID-19 crisis), thanks to the dynamism and skills of the PCU.	5	0,8	0.4

	SECTION	Summary Assessment	SCORE (1-6)	WEIGHTING	TOTAL Rating x Weighting/10
K	Risk identification and Social Safeguards	Risks linked to political instability and climate extreme could have been better anticipated and a more robust mitigation plan could have been elaborated.	3	0,8	0.24
L	Sustainability / Replication and Catalytic Effects	While the micro-projects funded by PAZC were designed based on extensive consultations with communities, a piecemeal approach along with a lack of robust financial strategy limited the overall project's sustainability and catalytic effects. Yet, these micro-projects constitute best practices, which have been replicated or continued through other initiatives.	4	1,2	0.48
M	Identified Project Design Weaknesses/Gaps	The project design showcases flaws including underbudgeting of key grey infrastructure and a lack of robust risk mitigation plan, which have challenged the achievement of planned Outcomes. Yet, PAZC was fully aligned with Madagascar's adaptation priorities for coastal areas and was flexible enough to support micro-projects that truly benefited local communities.	4	0,4	0.16
TOTAL SCORE (Sum Totals) – Moderately Satisfactory					4.32

1 (Highly Unsatisfactory)	< 1.83	4 (Moderately Satisfactory)	>=3.5 <=4.33
2 (Unsatisfactory)	>= 1.83 < 2.66	5 (Satisfactory)	>4.33 <= 5.16
3 (Moderately Unsatisfactory)	>=2.66 <3.5	6 (Highly Satisfactory)	> 5.16

110. In terms of the **Operating Context**, the main risks to PAZC were identified in the design phase as political instability, localised security risks within the country and the risk of extreme climate events in the coastal zone – notably cyclones. These risks were identified in the project risk table and in light of the nature of the risks, the measures through which they could be mitigated were considered reasonable. The ProDoc described the institutional, sectoral and policy context of PAZC. It noted the framing and structuring of the project within national development, climate change and environmental priorities – notably, the national programme on Integrated Coastal Zone Management (ICZM), the National Policy for ICZM and National Strategy for Sustainable Development of Coastal and Marine Zones. In addition, the ProDoc noted risks related to the operating context including limited political will to support the project, political instability, limited operational capacity to implement PAZC, poor stakeholder coordination, inadequate sensitisation of stakeholders and the impacts of extreme climate events. Subsequent project evaluations and reports noted that political instability, limited coordination, and extreme climate events had indeed had a negative impact on project implementation.

111. The impacts of the COVID-19 pandemic, which could not have been foreseen in project formulation, were also noted in subsequent evaluations and affected the overall **Efficiency** of the project. However, the evaluation notes that for other risks linked to political instability, limited coordination and climate change-related extreme events, a stronger risk mitigation plan should have been elaborated. As detailed in the following section, the dynamism and skills of the PCU facilitated navigation through political crises (e.g. development of a project process manual as hand over following changes in government staff). However, climate extremes, namely two cyclones that hit the East Coast in 2022 significantly affected project's target achievement; some of which would not be regained (i.e. ecotourism infrastructure in Atsinanana). Low interministerial coordination also led to the building of a river harbour on a coastal site in Manakara, previously restored by the project, thereby undermining its effectiveness in buffering erosion.

112. Project preparation for PAZC included a clearly articulated climate change problem statement, with noted institutional and socio-economic weaknesses. The stakeholder consultation process did include communities in the target regions. However, consultations with women and minority groups were limited, which does represent a gap in the project preparation process. While women's higher level of poverty in rural areas is noted, no clear analysis or evidence of their reliance on coastal ecosystems and climate change vulnerability is provided, nor of how the project was designed to specifically benefit them.
113. Overall, PAZC had Strategic Relevance for Madagascar; it aligned with Madagascar's strategic priorities, the GEF, and UNEP for climate change adaptation in coastal areas. PAZC helped create favourable conditions for Madagascar's National Adaptation Plan to address coastal ecosystem vulnerabilities and the importance of ecosystem services for adaptation; it also complemented several initiatives, including those by the IFAD and the WWF.
114. In terms of the Intended Results and Causality and the Logical Framework and Monitoring, it can be said that the project results framework was well-elaborated, and its workplan realistic. The **Governance and Supervision Arrangements** were satisfactory, with roles and responsibilities of the project implementation team well defined, while the PMU size was limited in staff number to undertake key roles, increasing the potential project efficiency. The various Outputs – focusing on institutional capacity strengthening, improved planning and management for coastal zones, ecosystem restoration and livelihood support to vulnerable communities – complemented each other well, in a consistent way to ensure progress towards the project's main impact.
115. Despite these positive findings, there were other notable gaps to be addressed under the Intended Results and Causality theme, as identified at the TE inception. The causal pathways in the Prodoc were not clearly and intentionally articulated to demonstrate how the project Outputs would address existing barriers and achieve the planned Outcomes. Risks and assumptions were presented but the drivers were not detailed. In addition, while the role and contribution of stakeholders in the project design were stated in the Prodoc, there was no mention of women or minority groups and no link to the causal pathways.
116. Gaps were also noted related to Partnerships. While the Prodoc suggested that local NGOs would execute specific project interventions, these partners were not identified in the Prodoc, and their role was not clearly defined.
117. Project interventions were also designed based on extensive consultations with the main beneficiaries within the government (including at regional level) and the communities. For the latter, the project design was flexible enough to enable the project team to define the exact project interventions for each community based on site investigation and consultations with the target beneficiaries. The Baseline Study contributed to adjust project's content and some targets to the reality of the selected sites. In addition, community micro-projects were included in the project, following a recommendation from the National Project Coordinator. These projects were co-identified with the target communities, in response to their needs. These micro-projects were further refined through investigation led by field experts ensuring all interventions were tailored to the communities' specific landscapes and characteristics. Unfortunately, these micro-projects were narrowly focused on single interventions either for ecosystem restoration or climate-resilient micro-activities – without connecting the beneficiaries to their wider context or markets, thereby missing an opportunity for supporting integrated, sustainable climate-resilient livelihoods. Likewise, project support to institutional and policy frameworks was designed to respond to the technical coastal adaptation needs of Madagascar, without including robust financial strategies to be sustained beyond the project. This limited the overall **Sustainability / Replication and Catalytic Effects** from the project.
118. Changes to the project design were also recommended following the MTR. More precisely, under Output 1.1, the MTR recommended to replace Activity 4 (production systems outlook for agricultural value chains, including crop modelling) with enhancing the dissemination of the

already-developed tools (vulnerability assessment and maps of flood-prone areas) through targeted workshops in the regions; and under Output 3.3, the MTR noted that the revision of laws and regulations seemed less aligned with overall project focus and approach, and recommended to redirect resources from these activities to e.g. the dissemination of tools developed under Component 1, and the further development of the Rambo value chain. Most of these changes were acted upon. The project team organised workshops in the 4 target regions to present and facilitate the use of the flood maps. These multisectoral, multi-stakeholder workshops targeted various regional services, including agriculture, fisheries, land planning and urban development, disaster risk reduction. Regarding the Rambo value chain, the project did not provide additional support as the community received support for increased production, marketing and sale of their product from another organisation (Ifandovana).

119. Despite the noted flaws to the project design, which threaten the sustainability of its Outputs and Outcomes, the Learning, Communication and Outreach for PAZC was particularly well-done thanks to sufficient resources made available through the project design phase. For example, the budget provided for a full-time communication officer and the NPC. It also enabled the production and dissemination of various communication products to raise awareness about climate change and coastal adaptation needs, or to showcase the project's main results. These were disseminated widely, towards the government, development partners like NGOs, and the population – using diverse channels including flyer and signs, radio podcast and TV documentary (i.e. showcasing honey production in Morondava). This resulted in a wide awareness of the project within Madagascar and abroad; and its replication through new and ongoing initiatives (see section 5.9.6 Communication and Public Awareness).

Rating for Project Design: Moderately Satisfactory

5.3 Nature of the External Context

120. Since the inception of PAZC, the political environment in Madagascar has been marked by instability, culminating with the inauguration of a new President in January 2019. This instability resulted in frequent changes in key government and project leadership positions, including the Minister of the Environment, Directors of the BNCC-REDD+ (project authority), region Governors, regional DREDDs, as well as administrative and financial officials.
121. Throughout the project period, eight different ministers headed MEDD and four different directors of the BNCC-REDD+ were appointed, reflecting the broader political transitions. These leadership changes and the related delays in fund disbursement from the national to regional levels posed challenges and necessitated a modification in project outputs (i.e. the project-revised Regional Development Plan of Atsinanana was replaced shortly after its validation by the region because of a change of Governor following elections). The current Director, in place since September 2018, has actively participated in project governance processes, including the Project Steering Committee meeting held on February 14, 2019.
122. The project's resilience amid political volatility is largely attributable to the adaptive management strategies employed by the Project Coordination Unit (PCU), with support from the CTA and UNEP. Notably, the Coordinator developed a comprehensive manual of procedures shortly after assuming office. This document, validated and commended by UNEP, has served as a consistent operational reference for incoming national and regional leaders, thereby preserving institutional memory and ensuring continuity of project activities. In fact, similar documents have been reproduced in other countries where UNEP operates, and political instability is prevalent (e.g. in the Comoros).
123. In response to heightened political and social instability in late 2018, a strategic decision was made to temporarily suspend procurement activities to mitigate the risk of irregularities. Additionally, political instability indirectly exacerbated national security concerns, particularly in

the Menabe region. This created logistical challenges for field operations, notably for travel between Morondava and project intervention sites. To address these concerns and maintain operational continuity, a temporary security officer was recruited to support the regional team.

124. The National ICZM committee in Madagascar was eliminated in 2022 by presidential decree due to the lack of financial resources and change of priorities within the government. This measure led to a trickle-down effect at regional level. The 2024 terminal Results Verification Exercise (RVE) report records that the committee had not held any meetings since early 2021 (COVID-19 period) at least, and it was no longer active at the time of the evaluation. Instead, another committee was to be created in Boeny, which would be tasked with addressing environmental concerns, namely, the Regional Environmental Committee (CER). This committee was to assume oversight of activities that the Regional ICZM Committee conducted previously and as of 2024, was reportedly awaiting the Governor's signature for official implementation.
125. External factors, including challenges with security, climate change impacts and the global COVID-19 pandemic also affected PAZC. The context of insecurity in certain regions (Menabe) complicated implementation during the first half of the project. In addition, despite mainstreaming climate-related risks into project interventions, climate change challenged and, sometimes, impaired the achievement of the project's Outputs. For example, the sea wall in Manakara was damaged by a cyclone stronger than expected (winds were recorded at over 200 km/h, while the climate models had anticipated maximum speed at 160 km/h), droughts affected aquaculture, the eco-tourism infrastructure and fishing ponds were destroyed during cyclones. Finally, as discussed in section 3.5 above (Changes in Design during Implementation), the COVID-19 pandemic and associated response measures in Madagascar slowed project implementation considerably – although the impacts seem to have been lightly felt at the local level, within the beneficiary communities.

Rating for Nature of the External Context: *Highly Unfavourable*

5.4 Effectiveness

5.4.1 Availability of Outputs

126. Outputs contributing to the achievement of Outcome 1 were fully achieved and the relevant deliverables, including risk analyses, flood maps, mandates for regional ICZM committees and regional ICZM strategies were developed. These documents were made available during the TE and a brief summary is presented in Table 20 below.

Table 20: Availability of outputs under PAZC Outcome 1

Outputs related to Outcome 1	Narrative assessment	Evidence
Output 1.1: Tools updated/developed to identify climate change vulnerability – including climate-related risks – for the four targeted coastal regions (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana) Indicator: Number of (a) climate change Vulnerability Risk Analyses, and (b) maps of flood-prone zones	The desk review and interviews conducted during the TE mission indicated that the following Outputs were made available to the project beneficiaries in a timely fashion (at MTR): (February 2016) Analyzing the vulnerability, impacts, and risks of climate change in four coastal areas in Madagascar: Menabe, Boeny, Atsinanana, and Vatovavy Fitovinany (July, November 2016) Training in vulnerability analysis and climate change adaptation (CCA) for local authorities: Menabe, Atsinanana, Vatovavy Fitovinany, and Boeny regions	- Project deliverables (made available to consultant) - PIR, activity, and progress reports - MTR report - RVE Report - Cross-checked through interviews with the project team and government stakeholders

Outputs related to Outcome 1	Narrative assessment	Evidence
Targets: 4 climate change vulnerability risk analyses, 4 flood maps (1 per region) updated and disseminated to relevant government institutions Performance: (a) 4 climate change vulnerability risk analyses and (b) 4 flood maps (1 per region) updated and disseminated	- (October 2016) Analysis of risks and impacts of climate change in four coastal areas in Madagascar: Menabe, Boeny, Atsinanana, and Vatovavy Fitovinany - (July 2016) Climate modeling of the four regions: Atsinanana, Boeny, Menabe, and Vatovavy Fitovinany - (November 2016) Hydrological study and spatial analysis of floodplains: case studies of areas in the regions of Menabe, Atsinanana, Vatovavy-Fitovinany and Boeny In addition, following MTR's recommendations, multi-stakeholder and multi-sectoral workshops were organised in each target region to disseminate the flood risk maps produced by the project (see Output 3.3 for further details). Results Verification Report noted at least four climate change Vulnerability Risk Analyses and four maps of flood-prone zones produced. Fully achieved	at national and regional level
Output 1.2: A regional, multi-sectoral coordinating mechanism for climate change adaptation strengthened in Menabe and established in Boeny, Vatovavy Fitovinany and Atsinanana Indicator: Number of mandates of regional ICZM committees Targets: 4 mandates for RC-ICZM developed/ updated Performance: 4 regional ICZM committees set up or strengthened	The project developed or updated four mandates for RC-ICZMs (i.e. for an RC-ICZM in each region) to include a reference to climate change, adaptation or resilience in 2016. Fully achieved <i>While the national ICZM committee was dissolved during the project, the regional committees have remained; however, their activities have slowed down since COVID-19 and were at full stop during the TE mission.</i>	- (October 2016) Technical Report No. 2 on the Formalization of Regional Committees for Integrated Coastal Zone Management and the Launch of the Process for Developing Regional Action Plans Integrating Climate Change Adaptation Measures - (September 2017) Final Report. Implementation of Coastal Zone Governance in Four Regions: Atsinanana, Boeny, Menabe, Vatovavy Fitovinany - (October 2017) Progress Report of the PAZC Project – National Committee for Integrated Coastal Zone Management - RVE Report - Cross-checked through interviews with representatives of regional ICZM committees
Output 1.3: ICZM strategies developed for the four coastal regions (in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	The project developed ICZM Action Plans in each target region with the regional ICZM committees – which were in charge of supervising the implementation of these plans. Fully achieved	- (June 2018) The National Committee for Integrated Coastal Area Management: ICZM National Action Plan

Outputs related to Outcome 1	Narrative assessment	Evidence
Indicator: Number of regional ICZM strategies (action plans) developed Targets: 4 strategies are developed Performance: 4 ICZM Action Plans developed and/or updated	<i>It is however noted that the Action Plan implementation slowed down since COVID-19 and had fully stopped at the time of the TE mission because of i) the dissolution of the national ICZM committee, leaving the regional committees without 'strategic guidance'; and ii) lack of financial resources among the regional committees. In addition, during the interviews, members of regional ICZM committees indicated that the Action Plans should be updated to reflect changes at the regional level, before resuming their implementation.</i>	(PAN-GIZC) Period 2018-2022 - (June 2018) Regional ICZM Action Plan of the Vatovavy Fitovinany Region (2018-2022) - (June 2018) Regional ICZM Action Plan of the Boeny Region (2018-2022) - (June 2018) Regional ICZM Action Plan of the Menabe Region (2018-2022) - (June 2018) Regional ICZM Action Plan of the Atsinanana Region (2018-2022) - RVE Report - Cross-checked through interviews with representatives of regional ICZM committees

127. Outputs contributing to the achievement of Outcome 2 were achieved to varying degrees and the relevant deliverables, were developed. These documents were made available during the TE and a brief summary is presented in Table 21 below.

Table 21: Availability of outputs under PAZC Outcome 2

Outputs related to Outcome 2	Narrative assessment	Evidence
Output 2.1: Mangroves restored in Boeny and Menabe, and coastal shorelines revegetated in Manakara and Toamasina Indicator: (a) Ha of mangroves restored, (b) Km of shoreline stabilized through revegetation Targets: (a) 350 ha restored: originally 300 ha (adjusted to 200 ha) in Boeny, and 50 ha (adjusted to 150 ha) in Menabe; (b) 2 km Performance: Ecosystem restoration has achieved its target – even beyond regarding the mangrove plantation in Menabe; the coastal stabilisation through revegetation has not been	The restoration sites were not visited during the TE except for the coastline in Toamasina. Based on the MTR report and the terminal Results Verification Exercise (RVE) report (2024), 200 ha of mangroves were restored in Boeny (target achieved) and 172.5 ha of mangroves have been restored in Menabe (target exceeded). Regarding the revegetation along the shoreline, the RVE report indicated the result is achieved in Manakara (Vatovavy Fitovinany); however, the TE mission confirmed that revegetation was not performed in Toamasina (Atsinanana). This is because all resources were mobilised to build the seawall, including cofinance from the government. However, the TE mission notes that the seawall is effective, and local vegetation has started to grow naturally along the wall. Fully achieved	- (November 2016) Inception report on the initial diagnostic analysis for mangrove planting and rehabilitation in the Boeny region - (December 2016) Initial diagnostic report: Stabilization of coastal shores by vegetation in the town of Mananjary, Vatovavy Fitovinany region - Initiation note: Subcontracting for the stabilization of coastal shores by vegetation in the town of Mananjary, Vatovavy Fitovinany region - (January 2017) Initial diagnostic analysis report for mangrove planting and rehabilitation in the Boeny region - (December 2017) Interim report for mangrove planting and rehabilitation in the Boeny region – Phase 2: Replanting and restoration

Outputs related to Outcome 2	Narrative assessment	Evidence
performed in Toamasina, without negatively impacting the project's Output	<i>The TE mission noted that this Output generated co-benefits for the population of Menabe, as in the restored mangrove areas, local communities have noticed growing population of fishes and small crabs, which they harvest. This evidence was noted during the MTR and confirmed during interviews conducted during the TE mission, with representatives of DREDD in Menabe, consultants and the NGO in charge of the mangrove restoration activity.</i>	- (November 2016) Inception report for the finalization of the initial diagnostic analysis for the restoration and rehabilitation of degraded and vulnerable mangroves to rehabilitate protective ecosystem services in the Menabe region - (February 2017) Initial diagnostic report on potential mangrove reforestation and restoration sites in the Menabe region - (July 2017) First interim report on the implementation of reforestation and restoration actions for degraded mangroves and vulnerable mangroves in the Menabe region - (June 2018) Third interim report on the implementation of reforestation and restoration actions for degraded and vulnerable mangroves in the Menabe region - (December 2018) Narrative report on the implementation of reforestation and restoration actions for degraded and vulnerable mangroves in the Menabe region - Mangrove restoration cross-checked through interviews with representatives of DREDD in Menabe region, consultants and NGO in charge of the restoration intervention - RVE Report
Output 2.2: Gender-sensitive, sector-based action plans developed and implemented to improve livelihoods of targeted communities in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana Indicator: Development and implementation of sector-based action plans (livelihoods) Targets: 4 Performance: 4 sector-based action plans were developed and fully implemented by the project, except for the ecotourism activity in Menabe, interrupted following damages from two cyclones	The project has developed sector-based reports to deploy climate resilient livelihoods in the target regions. These reports were implemented through <u>micro-projects</u>, which enabled local associations to propose their own activities that would contribute to increase their climate change resilience. 10 fishing, forestry, ecotourism and agriculture (including vegetable production, livestock and beekeeping) micro-projects were identified through a participatory process within each of the four regions, plans produced and implemented by the project. These include: - Community Initiative Micro-Projects – Atsinanana: - o Development, processing, and marketing of local products - o Promotion of improved poultry farming - Community Initiative Micro-Projects – Boeny:	- Several Excel files related to micro-projects and restructuring of agricultural plans - (2017) Mission report on the consultation and review meeting for the planning of resilient agriculture actions as part of adaptation to climate change - Support to the promotion of crop diversification and climate-resilient agricultural techniques such as market gardening, varietal improvement, and improved production techniques in the four regions (May 2017: Inception note, July 2017: Regional reports, December 2017: Final report, March 2018: Summary of missions carried out in the Vatovavy Fitovinany, Menabe, Boeny and Atsinanana) - Introduction of beekeeping technologies and promotion of beekeeping in and around mangroves in the Menabe region

Outputs related to Outcome 2	Narrative assessment	Evidence
	○ Compost production – establishment of a point of sale for agricultural products for PAZC beneficiaries ○ Sustainable development of freshwater tilapia fish farming at the community level - Community Initiative Micro-Projects – Menabe: ○ Production and sale of vegetables ○ Establishment of a honey point of sale ○ Smokery and sale of fish ○ Establishment of one ecotourism facility (small building) - Community Initiative Micro-Projects – Vatovavy Fitovinany ○ Establishment of premises, a mini-honey house for grouped beekeepers, and provision of extraction materials and equipment for a quality honey product in Ankazoharaka Nosiala (Fitama) ○ Establishment of a processing center for Rambo products, a composted fertilizer production unit, and a local supply and sales point for the Mangatsiotra producer community However, the ecotourism infrastructure set up by the project in the Menabe region were damaged by two cyclones in 2022, thereby halting all ecotourism-related activities. Partially achieved <i>The TE mission noted that this Output generated co-benefits for the population as the Rambo straw producers were connected to a local company that facilitates the sale of their straws across Madagascar and abroad – this continued at the time of the TE mission.</i> <i>The impacts of COVID-19 on this Output seem minimal, as field visits indicated that communities were able to continue selling their agri-products locally and within the region during the pandemic.</i>	(May 2016: Inception Note, May 2017: Interim Report, February 2018: Final Report) - Introduction of beekeeping technologies and promotion of beekeeping in the communes of Mangatsiotra, Anoloka, Nosiala, Marofody, Tsaravavy and Fanovelona, Vatovavy Fitovinany region (October 2016: Initial Assessment, June 2018: Final Report) - Introduction of new fish/crab farming and production techniques in the Atsinanana region and raising awareness among fishermen about fishing calendars and techniques (2017: Inception Note, Diagnostic Report) - Regional Tourism Promotion Strategy for the Boeny Region (October 2018) - Introduction of new fish and crab farming and production techniques in the Menabe region, and raising awareness among fishermen about fishing calendars and techniques (2017: Inception Note, December 2017: Diagnostic Report, October 2018: Interim Report) - (2017) Inception Report: Development of Fisheries and Aquaculture in the Vatovavy Fitovinany Region - Final Report to Develop Natural Forest Regeneration Activities at the Level of Local Communities in the Boeny Region (December 2016: Inception Report, January 2017: Diagnostic Report, June 2018: Final Report) - Cross-checked during the TE mission through field visits and discussion with the beneficiaries in Kimony (fishing association Fitahiasoa); in Marofototra (honey producers of Lovasa); and in Androvabe (vegetable producers of Miray-Fo); through interviews with consultants who participated to the design of the aquaculture activities; and interviews with representatives of the Menabe and Atsinanana regions.
Output 2.3: Technologies for protection and rehabilitation of coastal productive assets are	The TE mission confirms the seawall of Toamasina has been built, is currently in good shape and its length exceeded the revised project target of 1km thanks to strategic co-	- (June 2018) Environmental Impact Assessment (EIA) for the rehabilitation/construction of coastal protection infrastructure in

Outputs related to Outcome 2	Narrative assessment	Evidence
demonstrated adjacent to restored ecosystems Indicator: Length of sea wall Targets: 1 km Toamasina, 1 km Manakara Performance: Target exceeded in Toamasina; target for Manakara sea wall achieved, however the wall was damaged by cyclones during the project implementation phase (in 2022).	finance contributions (noting here that what was achieved with the project finance was 500m according to PIR). By initiating this initiative, the project has raised awareness within the government of the need to protect vulnerable coastal areas in Toamasina. A Presidential project was launched, based on the results of PAZC, to complement its seawall – using the technical studies produced by PAZC to expand the seawall over another km. The TE mission did not travel to the project site in Manakara; however the reception committee minutes indicate that the work was fully completed during the project's lifetime. In fact the project achieved the following: At Manakara Be - 209m of concrete sea wall - 300m of concrete road - 430m of beach replenishment with heavy sand embankments At Ampilao: - 120m of bank protection wall, - 430m of beach replenishment with heavy sand embankments Yet, it is understood, based on discussion with the National Project Director and Project Coordinator, that the seawall, which was built over 1km as per plan and complemented by a sand embankment, was damaged during a cyclone in 2022. While repairs were undertaken by the service provider, it remains weakened and potentially vulnerable to future climate extremes. It should also be noted a post-project decision from the Government was made to build a river harbour on the sand embankment (complementary to the seawall), which had been set up by the project in Manakara to protect the coast against erosion. Partially achieved <i>The TE mission also note that this Output generated co-benefits for the population of Toamasina, including to full use of the beach/ coastline for fishing activities (i.e. fishing, storing the boats), and rehabilitation of a direct road to the airport facilitating transport and economic development.</i>	the towns of Toamasina (Atsinanana region) - Feasibility Study for the rehabilitation/construction of coastal protection infrastructure in the city of Toamasina (June 2017: Inception Note, July 2017: Preliminary Study Report, September 2017: APS Study Report, December 2017: APD Study Report – Volume 1–2, Call for Tenders Documents) - Rehabilitation/Construction of coastal protection infrastructure in the city of Manakara-Be (March 2016: Reference to the skills of design offices and companies in major port and coastal works, June 2016: Concept Note, 2016: Call for Expression of Interest, June 2017: Inception Report, August 2017: Preliminary Study Report, November 2017: Summary Preliminary Project Report, January 2018: Detailed Preliminary Project Report) - Minutes of the Reception Committee Meeting, organised in Manakara in 2022 - Cross-checked during the TE mission through visit of the Toamasina seawall and interviews with representatives of the region and the city of Toamasina

128. Outputs contributing to the achievement of Outcome 3 were also achieved to varying levels of success, and the relevant deliverables were developed. These documents were made available during the TE and a brief summary is presented in Table 22 below.

Table 22: Availability of outputs under PAZC Outcome 3

Outputs related to Outcome 3	Narrative assessment	Evidence
Output 3.1: Training provided to increase institutional capacity of government officials to identify climate risks and integrate these risks into frameworks, strategies and legislative instruments. Indicator: Number of government officers trained Targets: 200, including at least 40% women Performance: 146 people (36% women) were trained in total	The desk review indicated that the project supported the development and implementation of a series of sectoral training programs on adaptation to climate change in the project regions and Antananarivo. During the TE mission, it was noted that staff members of various national and, especially, regional institutions have a good awareness of coastal adaptation needs and priorities in Madagascar (or within their region) – this, despite the high staff turnover that characterises the country. Partially achieved	- Development and implementation of a series of sectoral training programs on adaptation to climate change in the project regions and Antananarivo (Terms of Reference, April 2016: Inception Report, September 2016: Concept Note, November 2016: Mapping of actors related to adaptation in Madagascar, Trainer's Manual, December 2016: Mission Report) - Cross-checked during interviews with staff members of MEDD, DREDD and in the regional ICZM committees
Output 3.2: Training provided to non-state stakeholders to participate in gender-sensitive adaptation planning and actions Indicator: Number of NGOs /private sector trained Targets: 100 including at least 50% women Performance: 133 people (17% women) trained (not achieved for gender ratio)	The desk review indicated that the target was exceeded; however gender quota was missed. Interview was conducted during the TE mission with Saragna NGO – in charge of the mangrove restoration initiatives in Menabe – and the staff members have a good understanding of the role of ecosystem restoration in protecting climate-sensitive areas, as well as underpinning climate-resilient livelihoods. Fully achieved	- Training and awareness-raising workshops for non-state stakeholders on adaptation to climate change in the project regions (April 2017: Mission report, self-assessment scores) - Cross-checked during interviews with Saragna NGO
Output 3.3: Recommendations provided to integrate climate change into regional development frameworks, strategies and laws related to ICZM Indicator: Number of Regional Development Plans (RDP) /strategies with CC integrated Targets: 2 RDP and 1 strategy with CC integrated	The TE notes that, acting upon the MTR recommendation, Output 3.3 was modified from "Existing strategies and laws are modified to integrate climate change adaptation with adequate budgetary allocations for implementation" to "Recommendation" for doing so; furthermore, the MTR recommended to focus on disseminating the project-prepared climate change assessment tools, instead of investing resources and time to change laws. However, the output's targets were not revised to reflect the MTR's approved change. The project updated the National ICZM strategy to mainstream climate change	- National ICZM Action Plan (PAN-GIZC), 2018–2022, related supporting documents - (May 2017) Call for applications for the recruitment of a national consultant specializing in government planning - Terms of Reference - Vatovavy Fitovinany Regional Development Plan (RDP, 2017–2022) – and related reports - Atsinanana Regional Development Plan (RDP, 2018–2023) – and related reports

Outputs related to Outcome 3	Narrative assessment	Evidence
Performance: 2 RDPs and 1 national strategy with climate change integrated (2 RDPs had been revised by another initiative)	adaptation. The desk review and interviews led in the Atsinanana region during the TE mission indicated that the project effectively supported the revision of Atsinanana's and Vatovavy Fitoviany's Regional Development Plan, including the integration of climate change concerns. However, Atsinanana's RDP was modified shortly after its approval, due to a change of Governor in the region. In the regions of Menabe and Boeny, RDPs mainstreaming climate change concerns were developed under other initiatives. The reviewer further notes, based on discussions with the Project Coordinator, that multi-stakeholder and multi-sectoral workshops were organised in each target region to disseminate the flood risk maps produced by the project (supporting Output 1.1), further facilitating the mainstreaming of climate change adaptation. Achieved	- Cross-checked during the TE mission through interviews with the Project Coordinator and representatives of the two visited regions

129. The outputs that were fully achieved included Outputs 1.1, 1.2, 1.3, Output 2.1, Outputs 3.2–3.3. These included the tools, mechanisms, strategies and plans underpinning adaptation of coastal areas that were produced and disseminated by the project. Coastal restoration targets with green interventions were achieved²⁸ (with cofinance support in Toamasina) and sector-based adaptation activities were designed and implemented based on community needs assessments. The TE mission observed that government and non-governmental stakeholders are aware of adaptation needs for coastal areas.

130. However, cyclones and other extreme climate events have damaged the project's coastal infrastructure and negatively affected livelihoods activities. Frequent changes in governance at the national and regional levels may have also limited the effectiveness of capacity building activities and the likelihood of post-project sustainability.

Rating for Availability of Outputs: *Satisfactory*

5.4.2 Achievement of Project Outcomes

131. An overview of the extent to which project Outcomes were achieved, based on the Reconstructed ToC (Figure 4), is shown in Table 23 below. PAZC achieved most of its Outcome indicators as per the revised Results Framework, largely due to the effective implementation and management of the project.

Table 23: Achievement of project outcomes

Outcome 1	Strengthened institutional capacity to address climate change impacts in project sites (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)
Performance against Indicator(s) and Target(s):	Indicator: Institutional capacity score of Regional Integrated Coastal Zone Management (R-ICZM) committees in Atsinanana, Boeny, Menabe and Vatovavy

²⁸ Grey infrastructure targets were not achieved at either site, as they were underbudgeted (source: UNEP Task Manager)

	Fitovinany to effectively identify, prioritize, implement, monitor and evaluate adaptation strategies and measures. Target: By project end point, regional R-ICZM committees in targeted regions achieve an institutional capacity score of 6 (at least). Performance: Refer to narrative assessment
Sources of Information /Evidence:	- Desktop review, including the terminal RVE Report and the regional ICZM action plans - Interviews with beneficiaries in two of the four target regions
Narrative Assessment:	RC-ICZMs were effectively established or strengthened in the target regions during the project and funding was provided to support their operationalisation. This funding served to organise missions to follow up all coastal restoration or protection initiatives in their region, initiate mangrove rehabilitation activities, organise awareness-raising events on the benefits of restored ecosystems, and beach cleaning events. Unfortunately, these activities came to a halt during the COVID-19 pandemic and slowed down afterwards because of the dissolution of the national ICZM committee. At the time of the TE mission, the regional committees were dormant, essentially due to a complete lack of operating budget. Capacity building was also implemented at national and regional levels – with a score slightly below target according to the RVE Report (2024). High staff turnover within MEDD and its regional branches may have hampered capacity strengthening efforts; however, interviews led during the TE mission indicated that members of MEDD, DREDDs, and other regional entities remain aware of adaptation needs for coastal areas. Overall, the TE notes a lack of functional national or regional institutions to implement coastal adaptation strategies in Madagascar. Nonetheless, awareness of coastal adaptation needs and priorities remains, despite the frequent staff turnover within MEDD and its regional branches.
Level of Achievement:	Partially achieved

Outcome 2	Adaptation technologies (including ecosystem restoration, protective infrastructure and livelihood improvement) are implemented to decrease the sensitivity of communities in Atsinanana, Boeny, Menabe and Vatovavy Fitovinany to climate change
Performance against Indicator(s) and Target(s):	Indicator: Number and type of infrastructure items strengthened and coastal ecosystems restored to withstand the effects of climate change Target: 1 sea wall/groyne (1 km) in Toamasina and 1 sea wall (1 km) Manakara rehabilitated; 2 strips of coastline re-vegetation (2 km of shoreline); 3 mangrove ecosystems restored (300 ha in Boeny and 50 ha in Menabe) Performance: 0.5 km seawall in Toamasina, expanded to 2 km through cofinance; 1 km of seawall in Manakara; no revegetation in Toamasina; 1 km of revegetation in Manakara; Boeny: 200 ha of mangrove re-vegetation; Menabe: 172.5 ha of mangrove re-vegetation
Sources of Information /Evidence:	- Desktop review, including the terminal RVE Report - Field visit/observation in Toamasina - Interviews with representatives of Menabe and Atsinanana regions, project team members and consultants
Narrative Assessment:	The original target of 1 km of seawall in Toamasina could not be met, and only 500 m of this infrastructure had been achieved according to the RVE Report. The target on number and type of infrastructure items strengthened by the project, and on the restoration of coastal ecosystems to withstand the effects of climate change was achieved. In Toamasina, the TE mission visited the restoration site and can confirm that the seawall was expanded through co-finance, is in good condition and provides socio-economic development co-benefits. In Manakara, the TE mission did not visit the site. However, KILs indicated that cyclones Batsirai and Emnati in 2022 damaged the wall, which was repaired by the service provider. However, the wall remains weakened from these events as they were stronger than expected (i.e. the seawall was built on the assumption that cyclone-related winds could reach 160km/hr; the 2022 cyclone

Outcome 2	Adaptation technologies (including ecosystem restoration, protective infrastructure and livelihood improvement) are implemented to decrease the sensitivity of communities in Atsinanana, Boeny, Menabe and Vatovavy Fitovinany to climate change
	had wind speeds of 220km/hr). In addition, the coastal reinforcement made by PAZC through sand embankment has been used as a site for the construction of a new river harbour. This has led to greater exposure of the coastal area to sea erosion, undermining the gains made under PAZC. The TE mission did not visit the project's mangrove restoration sites; however, KIIs indicated that the targets were achieved, and the sites remain protected by the local communities, who have taken full ownership of this initiative that provides direct benefits to them (e.g. small crabs and fish). Overall, the TE notes the success of the coastal restoration interventions – both using green and grey infrastructure. It appears that a combination of both measures is most efficient for the restoration – some sites like Toamasina necessitating grey structure to ensure their full protection. However, a lack of inter-sectoral coordination is noted and has affected the project's coastal protection in Manakara, as the government decided to finance a river harbour on the critical sand embankment brought by the project. Furthermore, the intensity of climate change continues to challenge efforts to protect coastal areas in Madagascar.
Level of Achievement:	Partially achieved

Outcome 3	Integration of climate change adaptation into activities, strategies and frameworks in Madagascar is enhanced
Performance against Indicator(s) and Target(s):	Indicators: Climate change integration score for national ICZM strategy and Regional Development Plans; Increase in awareness of targeted NGOs and private sector stakeholders. Targets: National Integrated Coastal Zone Management (ICZM) strategy has been revised to achieve a score of 6 (at least); and Regional Development Plans have been revised to achieve scores of 6 (at least). Awareness of targeted NGOs and private sector stakeholders is increased by at least 30% Performance: Adaptation mainstreamed in national ICZM and 2 RDPs achieving an average integration score of 6.7; Awareness score increased by 34% (based on RVE Report)
Sources of Information /Evidence:	- Desktop review, including the terminal RVE Report - Interviews with one trained NGO and project team - Review of the revised strategies/ plans
Narrative Assessment:	The National ICZM Strategy and Regional Development Plans (Vatovavy Fitovinany and Atsinanana) were revised to mainstream adaptation. Furthermore, climate change-related tools prepared by the project under Outcome 1 were disseminated in the target regions through workshops (revised target). This further contributes to facilitate the mainstreaming of adaptation in all coastal development activities. The TE mission also notes that awareness of climate change challenges and adaptation needs is prevalent at regional levels – among the NGO and the community-based Associations met during the mission. Overall, the targets under this outcome were achieved during the project. However, challenges remain because of institutional instability and weaknesses. The Atsinanana Regional Development Plan was modified shortly after its revision under PAZC, following a change of Governor in 2019. Further to this, the dissolution of the National ICZM committee in 2022, and limited resources currently available to the Regional ICMZ Committees to implement their action plans, negatively affect the long-term effectiveness and sustainability of the results under this outcome.
Level of Achievement:	Partially achieved

Rating for Achievement of Project Outcomes: *Satisfactory*

5.4.3 Likelihood of Impact Achievement

132. The objective of PAZC was to reduce the vulnerability of the coastal zone to climate variability and change through institutional capacity building, concrete coastal adaptation interventions and integration of climate change into policy and planning.

133. Likelihood of intermediate impacts:

- **Climate change adaptation measures are mainstreamed into national and sectoral development strategies:** National ICZM strategy and regional development plans mainstreaming adaptation are in place (excluding Atsinanana). However, their implementation is impaired by operational and institutional challenges (e.g. lack of funding, fragility of institutions). The TE found that adaptation measures were mainstreamed into relevant RDPs; however, implementation of these strategies is significantly impaired by financial and institutional challenges such as limited budget. MEDD and its regional branches have very limited budgets and were highly dependent on the project to support implementation. Moreover, the regional ICZM committees set up by the project have been weakened by their lack of anchoring within an institution (these are independent bodies), their lack of budget/ sustainability strategy, and the dissolution of the national ICZM committee. It is also unclear who, at national level, is implementing the national ICZM strategy since the dissolution of the committee. As a result, this intermediate impact cannot support the desired change of a reduction in the climate change vulnerability of coastal zones in Madagascar. In fact, several of the project's key assumptions did not hold: the institutional context, during project implementation, has not been conducive to reduce coastal vulnerability in the long-term. Furthermore, the COVID crisis has impaired the continuity of RC-ICZMs and their climate change adaptation activities, and RC-ICZMs' role was further reduced by the dissolution of the national committee.
- **Coastal ecosystems are restored and protected, delivering ecosystem services to support improved livelihoods, including for women and other marginalised groups:** No field visits were undertaken in the restored coastal ecosystems during the TE mission; however, the project team indicated that reforestation interventions using trees were not fully successful, as opposed to mangrove restoration sites, which remain protected by the communities who directly benefit from them. This is largely because the trees do not provide livelihoods to the beneficiaries in the way that the mangroves do (e.g. supporting fisheries or crab production). A more successful strategy would have been to use trees that can provide additional benefits, such as non-timber forest products (NTFPs). Alternatively, the reforestation efforts could have been aligned with other income-generating activities to incentivise protection by communities. The focus on a single intervention per site reduces the sustainability of the project outcomes. Instead, ecosystem restoration should be combined with interventions that incentivise communities to protect coastal ecosystems by improving their livelihoods in the context of climate change. This appears to have been achieved at least in the project's mangrove restoration site of Menabe, where communities continue to benefit from small fishes and crabs they collect in the mangroves. Therefore, there is partial contribution to the desired change of a reduction in the climate change vulnerability of coastal zones, underpinned (in one site) by effective project assumptions: supported alternative livelihood measure is reducing climate change exposure without leading to further encroachment on fragile ecosystems, and the restored ecosystems were not damaged beyond repair. A robust community engagement by the project team – using sensitisation and community participation in the restoration interventions of Menabe – was a key driver of this process.
- **Non-state stakeholders from target communities are actively engaged in coastal adaptation interventions:** Communities, local NGOs, schools and populations seem to still

be engaged in mangrove protection and restoration – as per KIIs – but the continuity of the project’s adaptation micro-projects is threatened in some communities. The micro-project approach focused on a single intervention per site. The singular focus on either ecosystem restoration or the production link of agriculture/ fishing value chains, is not sufficient to create self-reliant communities that can withstand crises, have savings to replace equipment, are connected to buyers and are resilient in the long-term. A high rate of failure is expected among the micro-projects that have not been picked up by other initiatives (for example, the aquaculture in Atsinanana which was picked up by another project) without the support of a project. Therefore, the intermediate impact cannot support the desired change of a reduction in the climate change vulnerability of coastal zones in Madagascar. In fact, the assumptions that the alternative livelihoods measures will be sufficient to reduce exposure to extreme events and to build adaptive capacity, and that no extreme weather events severely impact project sites did not hold, significantly affecting the project’s capacity to maintain communities actively engaged in adaptation interventions.

134. PAZC did not catalyse the large-scale shift in policies, capacities and practices that would reduce climate change vulnerability in coastal areas at scale. This is because of several challenges linked to the context and project design. At an institutional level, frequent reshuffling of government staff has impeded long-term capacity building and policy improvements. At local level, narrowly-focused pilot interventions have not been sufficient to build self-reliant, climate-resilient communities. Structurally, institutional and financial weaknesses continue to impair a long-term shift towards reduced climate change vulnerability. Extreme, unexpected climate events (such as severe cyclones) have also burdened the project.
135. However, PAZC has effectively set up a strong basis for achieving large-scale shift in policies, **capacities and practices to reduce climate change vulnerability, through raising awareness of coastal adaptation needs and piloting successful community-based adaptation experiences. Several of PAZC’s micro-projects are, in fact, continued or replicated through new initiatives, some of which started during the project’s implementation.** For example, during PAZC, project SWIOFish 1 (financed by the World Bank) replicated the aquaculture-related interventions (fish reproduction in lakes) and support to Village Savings and Loan Associations (VSLAs), as piloted by PAZC; this is continued through SWIOFish 2, in the region of Atsinanana. The aquaculture approach is currently further supported by the government, as it has been fully integrated into the Ministry of Fisheries’ Blue Economy strategy; therefore, it will guide future partners’ investments in the fishery sector. The Ministry of Fisheries had also planned to continue PAZC’s aquaculture micro-project through USAID’s funding, which fell short following the agency’s dismantlement. In Menabe and Boeny, USAID had taken over PAZC work on honey production and sale with its two associations (*unfortunately, USAID has recently ceased all interventions due to its dismantlement*). Project AD2M (*Projet d’Appui au Développement du Menabe et du Melaky – Phase II*²⁹) is targeting the same communities as PAZC in Belo sur Tsiribihina and Morondava (in Menabe) and continues to implement PAZC’s community-based approach for mangrove restoration: communities actively participate in the restoration process, while benefiting from the collection of small fishes and crabs. This PAZC approach is also currently being implemented by the WWF in other areas of the Tsiribihina delta and Menabe. Finally, the approved project PAZC-2 (GEF/LDCF funding) will carry on PAZC’s work with the communities of Boeny and Menabe, mainstreaming a value chain approach in the micro-projects originally supported by PAZC.
136. The main success of PAZC is the successful testing of climate adaptation models, adapted to coastal areas, which are still being replicated and scaled up through other initiatives – this includes mangrove restoration with robust community sensitization and engagement; fry

²⁹ Funded by IFAD and the ASAP Trust Fund ([link](#))

reproduction in fishponds; and support to the beekeeping value chain and associated Village Savings and Loan Associations (VSLAs). An adaptive project management team supported by dynamic CTA and TM has enabled target achievement. The communication on project's key Outputs was diverse and impactful – e.g. television documentary and radio podcast (see section 5.9.6) – and underpinned awareness raising among governmental and non-governmental institutions, and population in the target regions and beyond. The PAZC model is acknowledged and has been replicated. In addition, the technical studies produced under PAZC for coastal protection in Toamasina were used to complement and scale up coastal area protection.

Rating for Likelihood of Impact: *Moderately Unlikely*

Rating for Effectiveness: *Satisfactory*

5.5 Financial Management

5.5.1 Adherence to UNEP's Financial Policies and Procedures

137. During the TE it was determined, through KIs with the CTA and TM, that PAZC was broadly compliant with UNEP's Financial Policies and Procedures. However, information was limited as the project financial and administrative officer left at project end in 2023, and the UNEP Fund Management Officer was no longer in their position and did not respond to the request for interview.
138. It should also be noted that the last audit of PAZC was still ongoing at the time of the Terminal Evaluation, which had caused delays in payment for the final instalment owed to the service providers that built the coastal infrastructures in Toamasina and Manakara. The delay in the audit process was in part caused by a mismatch between the budget figures in cash advances and spending. The TE found that this occurred because cash advances were often delayed for PAZC (see below), with funds from another UNEP-MEDD project used to cover activity costs – being paid back months later. In addition, PAZC funding was used to temporarily cover the PPG costs for PAZC-2 – again as a result of delays in disbursement of funds.
139. Challenges related to delays in cash advancement also arose during the TE mission and appear to have been an ongoing challenge in the implementation of PAZC. The lack of cash flow has been a problem on several occasions, for two main reasons. On the one hand, UNEP has often delayed disbursing the sums requested via the Cash Advance Requests (CAR), in several cases because of irregularities observed with another project executed by the BNCC-REDD+. For example, 3 months elapsed between the submission of the 4th CAR (on 4 August 2016) and the disbursement of the funds (on 8 November 2016). Similarly, 3 and a half months separated the submission of the 5th CAR (on 2 February 2017) and the disbursement of funds (on 15 May 2017). These delays caused payment difficulties for the PCU, which had to suspend the payment of the team's salaries for several months. On the other hand, due to the changes in management at MEDD and BNCC-REDD+, the funds paid by UNEP have been withheld several times at the MEDD level before being made available to the project. Outside of UNEP, management changes within MEDD and BNCC-REDD+ as a result of government restructuring also delayed disbursement of funds for the project.

Rating for Adherence to UNEP's Financial Policies and Procedures: *Moderately Satisfactory*

5.5.2 Completeness of Financial Information

140. Budget revision reports were made available for the TE and audits clearly underlined fund transfers. Co-finance reports with amounts were produced but do not detail on how the co-finance projects complemented PAZC. Delays in cash transfers were experienced from UNEP to MEDD; and MEDD to PCU – both of which affected the implementation of the projects (see section 5.5.1 above). The ongoing last audit (2024) has delayed several service provider payments and project financial closure.
141. Through the desktop review and KIIs, the TE concluded that communication between the national project team and the TM had been effective. However, there appear to have been consistent challenges with transferring the project to a new accounting system, which took very long due to UNEP and UNON administrative delays, resulting in several delays in disbursement which affected both project implementation and the TE mission (see section 5.5.1 for additional discussion).

Rating for Completeness of Financial Information: *Satisfactory*

Table 24: Financial Tables

Financial management components:		Rating	Evidence/ Comments
Adherence to UNEP's/GEF's policies and procedures:			
		MS	The adherence to UNEP/GEF policies and procedures was rated as <i>Moderately Satisfactory</i>.
Any evidence that indicates shortcomings in the project's adherence ³⁰ to UNEP or donor policies, procedures or rules		No	Terminal evaluation: cash advances were often delayed for PAZC
Was first disbursement carried out within 9 months of UNEP's project approval date.		Yes	Date of CEO Endorsement: 31 July 2014 2014–2015 Audit Report: PAZC received total transfers of USD337,137.00 from UNEP between Nov 2014 and Dec 2015. - USD100,000.00 advanced on 28 Nov 2014 - USD237,137.00 advanced on 8 May 2015
Completeness of project financial information³¹:			
Provision of key documents to the evaluator (based on the responses to A-H below)		S	The completeness of project financial information was found to be <i>Satisfactory</i>.
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	ProDoc included financial table
B.	Revisions to the budget	Yes	Budget revision reports were provided for 2015–2022
C.	All relevant project legal agreements (e.g. SSFA, PCA, ICA)	Yes	PCA (PCA/2014/024), Amendment No.1 (2020), Amendment No.2 (2021), Amendment No.3 (2022), Amendment No.4 (2023)
D.	Proof of fund transfers	Yes	Outlined in Audit reports.
E.	Proof of co-financing (cash and in-kind)	Yes	In-kind co-finance flows are demonstrated through 2 reports; however, these reports only showcase

³⁰ If the evaluation raises concerns over adherence with policies or standard procedures, a recommendation maybe given to cover the topic in an upcoming audit, or similar financial oversight exercise.

³¹ See also document 'Criterion Rating Description' for reference

			disbursement without justifying how the cofinance was spent
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Budget revision reports were provided for 2015–2022 and include up to end-of-life values.
G.	Copies of any completed audits and management responses (<i>where applicable</i>)	Yes	Audit reports were made available
H.	Any other financial information that was required for this project (list):	N/A	N/A

Rating for Financial Management: Satisfactory

5.6 Efficiency

5.6.1 Cost Effectiveness of Activities and Achievement of Results

142. Additional costs were expected by the project team for the construction of infrastructure (Output 2.3) in Toamasina (Activity 19) and Manakara (Activity 18). Tenders received for the construction of the dyke in Toamasina exceeded the USD 500,000 provided for in the ProDoc by ~USD 200,000. Likewise, in Manakara, the tender significantly exceeded the available budget. As a result, both seawalls were downsized compared to initial target.
143. As of the Results Verification Exercise (RVE) (2024), it was reported that only 500 m of seawall had been constructed in Toamasina. The change in scope was reported to be as a result of changes in beach morphology following three cyclones which affected the area, as well as insufficient budget as reported in paragraph 141. The resulting seawall was not noted to have exceeded the proposed budget in the RVE. The TE mission noted that the downscale was compensated through strategic co-finance: a Presidential Project complemented PAZC to expand the seawall beyond the 500m financed by PAZC to a total of 2 km using the PAZC feasibility study, thereby overachieving the project's target. This is important evidence of project cost-effectiveness.
144. However, the TE notes that the limited integration of risks and mitigation measures (e.g. through capacity building for repair) within project activities have led to their damage. For example, the fish smoking chimney in the Kimony community, located by the sea in Menabe, was completely rusted and unusable at the time of the TE mission. Use of stainless steel would have avoided this damage. Likewise, several bee hives have been destroyed by heavy rainfalls; a more robust design and location in a protected area could have avoided this loss.

5.6.2 Cost Efficiency of Project Management

145. The project cost efficiency is underpinned by the small project team size (NPC, and Financial, M&E, Communication Officers), while its interventions included a diversity of activities and wide geographic distribution. This enabled the various project extension without raising the PMC too much – yet, above the GEF's limit of 5% of the project's cost. The project was also able to only keep the National Project Coordinator once all activities were completed to ensure full project completion.
146. Several factors contributed to the efficiency of the project, including:

- PCU members having the skills described in the ProDoc, and regional teams (technicians and agronomists) having a high degree of autonomy;
- Local organisations were engaged for the implementation of reforestation and mangrove restoration activities, rather than national or international organizations. In addition to cost savings, this allowed for a better anchoring of interventions in local contexts, as the selected NGOs are used to working with beneficiary communities; and
- The call for micro-projects (Activity 2.1.8), in addition to allowing a strong involvement of communities in identifying their needs and proposing solutions, made it possible to limit public tendering procedures. In addition, working with certain communities that benefited from support from other projects or partners made it possible to gain in efficiency in a shorter period of time, because PAZC was not obliged to go through the crucial structuring stage (in the case of the VOI community associations and associations supported by the Support Programme for the Rural Microenterprise Poles and Regional Economies, PROSPERER).

147. The TE also notes that the project involved a wide range of fields and expertise (institutional capacity building, regulations and strategies, agriculture, fishing, beekeeping, forestry, etc.), which made its implementation complex, requiring the identification of relevant experts for each field, and limiting the possible scale of each intervention (as funds were spread over various topics rather than focused). The number and choice of intervention regions is questionable. Their geographical distance made travel and regular follow ups by the project team, based in Antananarivo, challenging. Only one vehicle was made available for the project, limiting accessibility to some sites. This was pertinent too, given the geographical dispersion of intervention sites across four regions – all of which required a full day of travel from the national capital.

148. Again, this weakness of the project design was partly tackled through a dynamic and effective PCU. While the NPC was visiting each target region ± once every 2 months, regular follow up was supported through social media communication (Messenger, then WhatsApp) with the regional project team and consultants. The highly adaptive response of the NPC ensured that frequent updates on progress or problems encountered on the ground could be received. These efforts, together with the ability of local service providers to carry on with project activities relatively independently, prevented the lack of access being materially detrimental to PAZC. However, greater efficiency could have been achieved if some of the time and resources invested in travel could have been assigned to project activities. In addition, if significant challenges were encountered in implementation of PAZC, the dispersion of the intervention sites could have made these difficult to resolve.

5.6.3 Calendar Management

149. The implementation of PAZC was affected by several delays, which led to 4 no-cost extensions and a 40-month delayed closure date. The no-cost extensions were required first in 2019 (initial project closure date), and 2020, 2021 and 2022 thereafter. The reason for the first extension was delays in the initial recruitment of the project team, and the unstable political context until January 2019. The additional extensions are explained by the COVID-19 crisis, which led to the paralysis of project activities in 2020-2021. This 'frozen' time was however used efficiently by the project team – in particular the TM, CTA and National Project Coordinator – to initiate the development of a GEF PIF that would set the basis for PAZC 2.

150. The project extensions were unfortunately necessary with regards to the unstable political context (external project factor), marked by changes in the government including at MEDD, the project's Executing Agency. These setbacks were managed effectively by the project team, advised by the CTA and the Task Manager. For example, a project hand-over manual was developed by the project team and used to update new governmental staff about the project's

goal, interventions and required tasks by the government. This helped fasten the ownership by new government staff and reduce any hand-over delays. However, not all delays could be avoided: for example, each change at MEDD/ BNCC-REDD+ would result in a change of signatory for the project bank account; such process would take up to 4-5 months, thereby leading to delays in activity implementation or staff payment.

151. Furthermore, the COVID-19 crisis, also an external factor to the project, led to a halt in government work which affected the implementation of the project's interventions (no procurement processes or recruitments, no cash advance disbursements, etc.).
152. In addition to external factors, some internal factors also played a part in delaying project's implementation. Delays in the recruitment of the project team, lengthy handling of large procurements by the government, and delayed funds transfers by UNEP once the Cash Advance Requests had been validated (see also section 5.5.1) affected the project start, caused suspensions of the payment of salaries of the project team, or delayed activity implementation. These could have been avoided through early preparation of Terms of Reference documents and financial risk analysis, handing over large procurements to experienced partners (like UNOPS), and a close follow up on cash advance disbursements with UNEP's finance team.
153. Overall, the four project extensions seem justified, considering the unfavourable external context which significantly challenged the project's implementation. While the extension period might have been shortened by quicker/ smoother payment and procurement processes from the Government of Madagascar and UNEP, this remains difficult to quantify.
154. Measures to contain costs and save time were reportedly implemented by both UNEP and the project team, including:
 - A specific training session for all national adaptation Project Coordinators of the UNEP portfolio was organized in Nairobi. This allowed the NPC to exchange with their counterparts on the difficulties encountered and good practices adopted.
 - Adequate project handover among the various UNEP TMs: three UNEP Task Managers served as focal points for the project, but the transition did not particularly affect implementation.
 - The procedures manual developed by the NPC – a practice that was later extended to other UNEP projects – helped to limit the project's vulnerability to changes in the leadership of MEDD and BNCC-REDD+ and to ensure continuity of implementation.

Rating for Efficiency: Satisfactory

5.7 Monitoring and Reporting

155. Section 6 of the ProDoc included a standard Monitoring and Evaluation (M&E) plan, supplemented by an M&E plan with associated costs. This plan identified the information needed for M&E, the responsible parties, and the expected timeline. Responsibility for day-to-day M&E is vested in the PCU, in particular the M&E Officer under the authority of the NPC. The baseline study and the GEF Tracking Tools are mentioned, but their role is not well defined.

5.7.1 Monitoring of Project Implementation

156. The PCU included a full-time M&E Officer, and the CTA was very active and undertook frequent field missions to selected sites until the onset of restrictions in response to the COVID-19 pandemic. Those field missions were complemented by regular check-ups between the NPC and field consultants through social media (i.e. Messenger to share project implementation status and pictures) in order to confirm the good course of activity implementation, as well as to identify early problems and address them smoothly. These remote check-ups were necessary given the geographic dispersal of the project sites and the costs (time, financial

resources) to travel by road to all of them, which hindered the PCU capacity to visit all project sites on a regular basis. The NPC also ensured the presence of adequate technical experts to monitor costly work, for example working with an engineer to oversee the building of the dikes in Toamasina and Manakara.

157. Regarding the monitoring of project targets, a baseline study was finalized in March 2016, providing an opportunity to carry out a systematic review of the initial Results Framework, and to suggest a revision or reformulation of all indicators and targets, as well as certain results and outcomes.
158. An M&E strategy for the project was also produced in June 2016. This included the revised Results Framework, and defined tools for internal M&E (scorecards, quarterly dashboard, bi-annual review meetings for the PCU, annual evaluation interviews for project staff). A timeline for M&E was also presented. It should be noted, however, that the meetings of the Project Steering Committee, initially scheduled to take place every six months, took place once or twice a year.
159. All progress reports, Half-Yearly Progress Reports, and PIRs were found to be complete and well formulated. In addition, various communication products showcasing project's impacts and success stories were produced (see section 5.9.6).

Rating for Monitoring of Project Implementation: *Satisfactory*

5.7.2 Project Reporting

160. Project Implementation Reports (PIRs) and other progress reports shared by the project team were usually complete and gave a clear picture of the progress made and the difficulties encountered in each period concerned. It should be noted, however, that the PIRs, in the GEF standard format, do not provide for reporting of progress based on indicators at the output level, but only at the outcome level.
161. The mission reports of the CTA were clear and concise, as were the reports of meetings of the Project Steering Committee. Annual activity reports were produced by the PCU in a format that was accessible to a wide audience. These reports provided an overview of the actions carried out and the results obtained over the past year and thus constitute an effective communication medium that gives PAZC interesting visibility.
162. Reports from service providers following the close of activities were also noted to be of good quality. Overall, the TE found reports produced by PAZC were of high quality, facilitated in part by proofreading and revision by the PCU and the CTA.

Rating for Project Reporting: *Highly Satisfactory*

Rating for Monitoring and Reporting: *Highly Satisfactory*

5.8 Sustainability

5.8.1 Socio-political Sustainability

163. Several changes in the socio-political space during the implementation of PAZC negatively affected the project. The ongoing challenges associated with changes in national and regional government as discussed in section 5.3 (Nature of the External Context) in particular are likely to continue to affect the long-term sustainability of the outcomes of PAZC.
164. During the TE it was found that some community-level activities appear to be sustainable, including the training for beekeeping, empowering market gardeners, structuring value chains (Rambo), and establishing Village Savings and Loan Associations (VSLAs).

165. However, the TE mission also highlighted several risks to the sustainability of the project outputs. As discussed in section 5.4.3 above, a holistic value-chain approach is missing and would be essential to ensuring long-term sustainability. The fishermen benefiting from aquaculture (with fish breeding in ponds) are still working and have set up VSLAs that seem efficient. Whether there is ownership by DRAEP of this activity is unclear, and the work has been picked up by other projects to continue. Overall, most of the outputs are weakened by limited post-project financial support and those which remain functional have largely been picked up by new projects for support. The apiculture activity has been affected by varroa mite-related diseases; half of the colonies reportedly died two months before the TE mission and the remaining colonies were too weak to produce bees in adequate numbers. The community is not receiving sufficient help to fight the infection, and they were not trained for early detection and intervention.
166. Additional concerns were raised during the TE mission around the role and operationalisation of the Regional ICZM Committees and the related action plans, as well as the implementation of the national ICZM strategy. These are discussed in more detail in section 5.8.3, below.
167. Sustainability risks were noted during PAZC implementation and in part drove the development of a follow-up project – “PAZC 2”. It would be key to extend support to all PAZC communities through this or other follow-up initiatives.

Rating for Socio-political Sustainability: *Moderately Unlikely*

5.8.2 Financial Sustainability

168. The TE found that the seawall in Toamasina is the responsibility of the central government because it protects a national road. Given that government budgets are higher at the national level, repairs and maintenance of the infrastructure are thus more likely to be ensured in the long-term.
169. Regarding the ecosystem restoration interventions, the TE finds it key to insert IGAs to complement land restoration in order to ensure its continuation beyond the project. Likewise, the promotion of a complete value chain approach to support climate-resilience of local communities would strengthen the financial sustainability of the project; unfortunately, this was missing for a majority of the micro-projects funded by PAZC.
170. A follow-on project from PAZC – PAZC 2: Upscaling Ecosystem-based Adaptation for Madagascar’s Coastal Zones – was proposed during the COVID-19 pandemic by the NPC, M&E Officer and supported by the UNEP Task Manager, in part with a view to ensuring the sustainability of PAZC, as well as to upscale its results and best practices. PAZC 2 will continue working with regional ICZM bodies, focussing on Ecosystem-based Adaptation (EbA) approaches and establishing an enabling institutional environment to guide investment in coastal zones. While the construction of climate-resilient coastal protection infrastructure is considered a priority by stakeholders consulted during the TE, this aspect of PAZC 2 was reportedly removed by UNEP. This removal was in part a result of the damages suffered by the coastal infrastructure in Manakara established under PAZC during a cyclone, along with the high cost of infrastructure (as demonstrated in this PAZC project) and UNEP’s focus on EbA. Nonetheless, PAZC 2 has gained a lot of interest from key stakeholders and ministers – although with the result that the intervention areas will be similarly dispersed. Kicking off in the second half of 2025, PAZC 2 will also work in Menabe and Boeny, and it will take a more sustainable value chain approach to support the development of self-reliant communities.
171. The TE mission highlighted several outputs which remain tenuous as a result of limited financial support following the end of PAZC, including: (i) Kimony smoked fish production; (ii) Marofototra honey production; (iii) the role and operationalisation of Regional ICZM

Committees and their action plans; and (iv) the implementation of the national ICZM strategy. The underlying structural challenges, namely the persistent financial dependence of public institutions on international support for the continuation of adaptation activities, remain a challenge.

Rating for Financial Sustainability: *Moderately Unlikely*

5.8.3 Institutional Sustainability

172. The long-term sustainability of the project's outcomes is underpinned by the integration of climate change adaptation into national and regional development planning instruments, notably the national Integrated Coastal Zone Management (ICZM) strategy and the Regional Development Plans (RDPs); for as long as these instruments remain in place and are used to inform actions. Despite this strategic alignment, the operational capacity of regional institutions to implement prioritized adaptation measures remains limited, while the dissolution of the national ICZM committee calls into doubt the implementation of the national ICZM strategy.
173. A critical constraint is the absence of dedicated implementation budgets for both the national ICZM strategy and the RDPs, even though adaptation costs have been estimated in regional planning documents such as the Vatovavy Fitovinany (V7V) RDP and the Boeny Regional Tourism Promotion Strategy. Furthermore, the roles and responsibilities of various institutional stakeholders are either insufficiently defined or articulated in overly general terms, limiting their usefulness as a basis for coordinated action.
174. Institutional dependency of the PAZC project is another significant concern. Both the RC-ICZMs and, to a lesser extent, the regional DREDDs – particularly in the V7V region – relied heavily on PAZC support to execute climate adaptation activities. While the DREDDs' dependency can be partially attributed to broader national political and budgetary instability, the future viability of the RC-ICZMs post-project will hinge on their ability to secure alternative sources of funding to support their operations and implement concrete initiatives. The fact that RC-ICZMs were set up as independent bodies (without any institutional anchoring) is another challenge to their financing.
175. At the time of the MTR, PAZC was providing financial support to the RC-ICZMs (USD 1,000 per quarter). This funding covered only basic operational costs, such as meetings, member allowances, and limited outreach activities, underscoring the precarious financial footing of the mechanism in the absence of external support. The TE mission indicated that this support slowed down after COVID-19 period and had completely stopped once the project ended. Therefore, the RC-ICZMs are currently dormant.

Rating for Institutional Sustainability: *Moderately Unlikely*

Rating for Sustainability (Overall): *Moderately Unlikely*

5.9 Factors Affecting Performance and Cross-Cutting Issues

5.9.1 Quality of Project Management and Supervision

5.9.1.1 UNEP/Implementing Agency:

176. The TE notes that three Task Managers succeeded each other in charge of the project within UNEP, but without material impacts on the implementation of PAZC. Overall, the support provided by UNEP to the implementation of the project was satisfactory, with the exception of delays in the management of the cash advance requests (although in several cases these delays were due to irregularities with another project executed by the BNCC-REDD+) and in the

launch of the recruitment procedure for the MTR team. Positive points include: (i) the organization of the training for National Project Coordinators in Nairobi, which the PAZC NPC was able to benefit from; and (ii) the development of communication materials on the PAZC project, which solicited the interest of a potential U.S. importer for Rambo-based organic straws.

177. The TE also noted that the absence of a UNEP office in Madagascar and the resulting autonomy of the national team contributed to ownership of the project by national and regional stakeholders, with the name of UNEP rarely appearing in consultations at the regional level. Nonetheless, the NPC regretted the lack of visits from UNEP TM during project implementation, which impaired the TM's ability of observe project progresses and challenges *in situ*.

5.9.1.2 Partners/Executing Agency:

MEDD (Executing Agency)

178. The TE mission indicated that MEDD experienced institutional instability since the launch of PAZC, with changes in ministers, directors of BNCC-REDD+ (and therefore, de facto, of the project), and even ministry names. The project team was able to operate effectively despite this instability, and it did not significantly affect the execution of the project. Effective communication with each new national and regional management team, together with the project's support for the activities of the DREDDs, helped ensure support for PAZC from MEDD and BNCC-REDD+ throughout the project.
179. The initial choice to recruit a PCU attached to the BNCC-REDD+, but not from it, made it possible to limit the mobilization of the team for tasks not related to PAZC. While the PAZC team was occasionally mobilized for such tasks, this has not hindered the proper management of the project, as the evaluation consultant has seen for other projects in other countries for which UNEP acts as the Implementing Agency.

Project Coordination Unit (PCU)

180. The functioning of the PCU has been generally satisfactory, with a good definition of individual roles, adequate capacity of each of the members and effective coordination among the members. This coordination was reinforced by a tandem system set up by the NPC, in which each member of the PCU (including at the regional level) was associated with a counterpart, with which they could discuss any difficulties encountered. The TE notes that the NPC would have benefited from dedicated assistance to reduce the workload and pressure of having to operate in the country's complex political environment.
181. The role of the Project Director (Director of the BNCC-REDD+) has been considered as having been "purely institutional", likely because of the high turnover in this position. However, this was not considered as having impacted the implementation of PAZC significantly.
182. The PCU also reportedly benefited from the support of a Chief Technical Advisor (CTA) based in France, with whom communication and coordination seem to have been effective.

Project Steering Committee (PSC)

183. The TE found that eight meetings of the PSC had been undertaken, with a focus on disseminating information on actions being implemented in the intervention regions. Available minutes reportedly showed that PSC meetings were used as an opportunity to exchange information and for regional authorities to request support from PAZC on specific activities, rather than to give guidance to the project.

Rating for Quality of Project Management and Supervision: *Satisfactory*

5.9.2 Stakeholders Participation and Cooperation

184. Regional (Regional Development Directorate office/DDR, DREDDs, Regional Chiefs) and local (mayors, traditional chiefs) stakeholders confirmed good cooperation with the PAZC team. This underlined the effectiveness of the participatory approach planned in the ProDoc, which was further strengthened during project implementation – for example, by identifying and selecting small projects supported in the four regions.
185. However, failure to consistently communicate with regional and local authorities was a risk to project implementation. Limited communication between PAZC and the Regional Directorate of Agriculture, Livestock and Fisheries (DRAEP) was cited in the MTR as a problem to ensure ownership transfer of management of V7V fisheries. The TE mission was able to confirm that this risk was addressed in at least Atsinanana. Interviews with DRAEP indicated that they were continuing to work with the beneficiary fishermen communities under the aegis of another project. In Menabe, however, the TE mission to several project sites underlined the lack of follow-up of the communities and interventions by any institution and the high failure risks of project outputs (i.e. smoked fish production; honey production). This demonstrates a lack of post-project ownership from relevant local institutions, including DRAEP which was not significantly involved in the project implementation.

Rating for Stakeholders Participation and Cooperation: *Satisfactory*

5.9.3 Responsiveness to Human Rights and Gender Equality

186. Revisions to the PAZC Results Framework at MTR included two indicators with a gender-specific target (see sections 4 and 3.2) to align with UNEP's Strategy for Gender Equality and the Environment (2015), which specifies that under the Climate Change sub-programme, UNEP intends to promote gender-responsive project planning, implementation and monitoring, including through the collection of gender-disaggregated data and the implementation of activities to ensure "the increased participation of women in climate change-related decision-making".
187. Several project activities aimed to improve income for women, such as the development of the "Rambo" sector and the construction of workshops for fish processing and storage. Women were also involved in agricultural activities supported by PAZC, such as market gardening, in collaboration with women's groups.
188. However, the MTR noted that some activities could have benefited from better female participation, by targeted training for women or using local 'champions' to encourage participation. KII's undertaken as part of the TE highlighted an insufficient focus on the inclusion of women and other vulnerable groups. For example, there was reportedly no gender expert on the project team. The TE revised the Theory of Change to add improved gender considerations (see section 4 Theory of Change at Evaluation). While these aspects were noted and included as a greater focus under PAZC 2 – this remains a gap in terms of PAZC.
189. The TE also found no mention of human rights and/or minorities in the ProDoc and no dedicated strategy to support their inclusion; likewise, no gender inclusive targets were established at that time. There is an opportunity for gender-inclusive targets to be reconsidered under PAZC 2 through micro-projects focussing on women.

Rating for Responsiveness to Human Rights and Gender Equality: *Moderately Unsatisfactory*

5.9.4 Environmental and Social Safeguards

190. The ProDoc notes that PAZC was to be subject to national environmental regulations, including the need for Environmental Impact Assessments (EIAs) approved by MEDD (then Ministry of Environment and Forests) for all physical interventions. Ecosystem rehabilitation activities, while not requiring EIAs, would nonetheless be undertaken under the supervision of the Ministry of Environment and the National Environmental Office. EIAs were undertaken for the construction of the coastal protection infrastructures, which is further evidence of environmental safeguards.
191. Social safeguards were also undertaken in line with national practice, with the cooperation of local authorities and local technical assistants ensuring that project activities were undertaken in accordance with appropriate health, labour and social norms. Participatory consultations were to be conducted, and gender integration and equality strategies mainstreamed throughout all activities. Consultations conducted during the MTR confirmed that stakeholders were involved from the formulation and early stages of the implementation of the project.
192. The TE did not find evidence of negative impacts on vulnerable communities, women or disadvantaged people; however, these categories have not specifically benefitted from the project due to a lack of consideration during the design process.

Rating for Environmental and Social Safeguards: *Satisfactory*

5.9.5 Country Ownership and Driven-ness

193. The TE noted a good handling and ownership of the project by its Executing Agency within MEDD during PAZC's implementation, assisted in part by the absence of a UNEP office in Madagascar and the relatively autonomy practiced by the national project team. However, the lack of post-project sustainability, discussed under section 5.8, has hindered this ownership in the long-term, as evidenced by the dissolution of the national ICZM committee and discontinuation of the RC-ICZM work. KII's also suggested that local ownership was lacking and that this could be remedied in future initiatives by involving the decentralised branches of MEDD (DREDDs) and allowing them responsibility to execute some activities under the aegis of MEDD. BNCC-REDD+ and DREDD/ DRAE-DRAEP have requested a stronger engagement, and this could indeed have increased project ownership and sustainability.

Rating for Country Ownership and Driven-ness: *Moderately Unsatisfactory*

5.9.6 Communication and Public Awareness

194. The Communication Strategy for PAZC aimed to ensure effective awareness raising of climate change risks and adaptation opportunities under the project among target stakeholder groups, to facilitate engagement of local communities and align the project with their needs. The Communication Strategy also outlined the main stakeholder groups to be targeted, the purpose and channels for communication, as well as the expected communication products. Annual Communication Reports for 2017 and 2018 further refined the approach with updated action plans for each year.
195. For example, the approach in 2015 was to focus on general awareness raising of PAZC through the distribution of paper-based media (flyers, brochures etc.). From 2016 to 2018, Information Days were planned to raise local awareness in target regions, as well as to use media channels to broadcast information on the project – among other actions. Three reports on Information

Days were made available for consideration in the TE; these events were undertaken in Mahajanga, Toamasina and Antananarivo between 2016 and 2018.

196. The TE also notes that the NPC organised communications on various channels to inform communities and local populations of the purpose of project activities. In Manakara, for example, the project was bringing in sand for an embankment to rebuild and strengthen the coastline. The local community did not understand the logic behind the action and did not believe bringing in more sand would solve the problem. The NPC went on the local radio station to explain what was being done and brought in a scientist to explain how bringing in more sand could contribute to reducing erosion. This approach was successful in raising awareness of the need for the intervention among the community. A second example was a documentary that was made by TV Monde showcasing what the community was doing on the honey production micro-project. The documentary resulted in a viewer from Jordan visiting the community and being so impressed with what he found that he ordered large supplies to ship into Jordan. These two examples illustrate how diverse communication channels were used to sensitise stakeholders to the need for the project interventions as well as to advertise the project outputs – thereby gaining support from other initiatives which will continue after PAZC.
197. In addition, all the project progress reports, Half-Yearly Progress Reports, and PIRs were found to be complete and well formulated. An overview of the Information Day events, as well as other communications for which evidence was available, is provided in Table 25 below.

Table 25: Overview of communication and awareness activities undertaken

Entity	Communication	Stakeholders/audience reached	Reference
BNCC-REDD+	Information Day on Actions to Combat Climate Change (April 6, 2018, Sports Complex, Mahajanga)	- Local decision-makers: Prefect of Mahajanga, the head of the region of the Boeny Region, deputy mayor of the Urban Commune of Mahajanga and other mayors from the municipalities of intervention of the PAZC project, Central Directorates, Decentralised Technical Services from various sectors of the Boeny Region - Technical and financial partners - Climate change and environmental NGOs - Schools (public and private) - Media - General public	Report on the Information Day
BNCC-REDD+	Information Days on Actions to Combat Climate Change (June 16–17, 2016, Anosy National Library, Antananarivo)	- Local decision-makers: Minister of Environment, Ecology and Forests, Minister of Culture, Promotion of Handicrafts and Heritage Safeguarding, Prefect of the city of Antananarivo, Prefect of Police of the Analamanga Region, Head of the Region of the Analamanga Region, ministerial representatives - Technical and financial partners - Climate change and environmental NGOs - Schools (public and private) - Media - General public	Report on the Information Day
BNCC-REDD+	Information Day on actions to combat Climate change in Toamasina (March 16, 2016, Toamasina City Hall)	- Decentralised Technical Services and local authorities, - Various information networks - Technical and Financial Partners - Climate change and environmental NGOs - General public	Report on the Information Day

Entity	Communication	Stakeholders/audience reached	Reference
UNEP	Online news story: <i>'Bend, but never break: weaving a climate-proof future'</i> (link)	- Unclear at time of TE	N/A
UNEP/GEF	PAZC Project Fact Sheet	- Unclear at time of TE	Project Fact Sheet

Rating for Communication and Public Awareness: *Satisfactory*

Rating for Factors Affecting Performance and Cross-Cutting Issues: *Satisfactory*

6 CONCLUSIONS, LESSONS AND RECOMMENDATIONS

6.1 Conclusions

198. PAZC faced several challenges which undermined its full success and long-term sustainability – particularly, structural weaknesses prevalent in Madagascar including: (i) frequent changes in government staff limiting effectiveness of capacity building; (ii) limited coordination and collaboration between ministries and institutions (vertical and horizontal), impairing project ownership's transfer and sustainability; and (iii) high project dependency and limited post-project ownership. A 'pilot project' or piecemeal approach could not underpin sustainability and long-term climate resilience of the target communities.
199. However, the adaptive management skills and leadership of the PCU mitigated the significant political and external challenges faced by the project. As a result, PAZC successfully applied climate change adaptation models which are being replicated through other initiatives (i.e. continuing work with some project communities). Beneficiary communities were highly engaged in coastal adaptation interventions, which increased their climate resilience (during project implementation). PAZC also contributed to awareness raising about climate change vulnerability in Madagascar's coastal areas – especially at the regional level, among governmental and non-governmental organisations.

6.1.1 Key Strategic Questions

Q1: Despite previous ad hoc attempts to adapt, the capacity to address climate change impacts in Madagascar had remained limited. What aspect(s) of this LDCF intervention in Madagascar had the greatest impact on: (i) increasing institutional capacity building for coastal zone resource management, and (ii) integrating climate change into relevant national and sectoral policy instruments?

200. Increasing institutional capacity building for coastal zone resource management: The capacity building undertaken under project Component 3 aimed to increase the ability of government and non-state actors to identify climate risks and engage in gender-sensitive adaptation planning and actions. Despite the high turnover and political instability, government stakeholders who benefited from PAZC demonstrate a good awareness of coastal adaptation needs and priorities in their region and/or for Madagascar as a whole; this was particularly notable at the regional level. Non-state stakeholders trained under the project also demonstrate an improved understanding of the role of ecosystem restoration in protecting climate-sensitive areas, as well as in underpinning climate-resilient livelihoods.
201. Integrating climate change into relevant national and sectoral policy instruments: Outcome 1 delivered risk analyses, flood maps, mandates for regional ICZM committees and regional ICZM action plans to inform the establishment of a regional, multi-sectoral coordinating mechanism for climate change adaptation in Madagascar. Revised Regional Development Plans, as well as the National ICZM Strategy were also delivered under Outcome 3. These remain in place in most target regions to inform and guide future development initiatives and investments; likewise, the climate change-related tools (e.g. flood maps) developed by the project, have also been disseminated at the regional level through workshops aimed at capacitating regional stakeholders to use these tools in their planning activities.

Q2: To what degree of success did the project deliver a sustainable and resilient coastal development strategy /coastal management plans that was adapted to Malagasy's needs?

202. PAZC achieved the integration of climate change adaptation into national and regional development planning instruments, notably the national ICZM strategy and the Regional Development Plans (RDPs). Despite this strategic alignment, the operational and financial capacity of regional institutions to implement prioritized adaptation measures remains limited,

while the dissolution of the national ICZM committee calls into doubt the implementation of the national ICZM strategy. Likewise, the current lack of operational capacities of the regional ICZM committees impairs their ability to enforce their ICZM action plans, which also need to be updated to better fit new climate change realities.

Q3: What, if any, were the most notable effects (positive and/or negative) to the amendments introduced to the project's original results framework, following the Baseline Study that was completed in 2016, and has there been any significant deviation to the project's original intention (i.e. its intended objective as designed in the approved Project Document)?

203. Following the 2016 Baseline Study, changes were made to the original Theory of Change (ToC) and Results Framework, with the intention of making the results more specific and measurable. These changes reflected a substantive amendment and were recorded in the 2016 Project Implementation Report (PIR). Additional, minor modifications were proposed following the MTR. Minor modifications to Outputs 2.2 and 3.2 were suggested to better mainstream gender issues and promote gender equity through the project at the TE. None of these amendments made a significant change to the project's original intended objectives.

Q4: With regard to the issue of gender in the rehabilitation and conservation of coastal zone resources, how and to what extent has project performance been affected by the integration or absence of gender considerations during project implementation?

204. The TE found that PAZC had not had a sufficient focus on the inclusion of women and other vulnerable groups during its formulation. Gender considerations were poorly mainstreamed and gender-specific targets were only included following the MTR. While several interventions under the project had positive impacts for women, including agricultural activities and other income-generating opportunities (i.e. Rambo straws), positive gender impacts are limited - as the gender quota for training were never met – as a result of the limited early consideration of gender.

Q5: To what extent were the recommendations from the Mid Term Review actioned upon, and with what results?

205. Seven recommendations were delivered in the MTR, and revisions were made in response and reflected in the 2020 budget revision. These included the development of gender-specific targets for Outcome 3, as well as a shift in objectives under Outputs 1.1 and 3.3.

- Output 1.1: The MTR recommended replacing Activity 4 (production systems outlook for agricultural value chains, including crop modelling) with enhancing the dissemination of the already-developed tools (vulnerability assessment and maps of flood-prone areas) through targeted workshops in the regions. *This was done by the project team, as confirmed during the TE mission.*
- Output 3.3: Revision of laws and regulations were determined to be less aligned with overall project focus and approach and the MTR recommended redirecting resources from these activities to e.g. the dissemination of tools developed under Component 1, and the further development of the Rambo value chain. *This was done by the project team, as confirmed during the TE mission.*

Q6: What changes were made to adapt to the effects of the COVID-19 pandemic and how might those changes have affected the project's performance?

206. The adaptive management approach and strong leadership demonstrated by the Project Coordination Unit (PCU) and National Project Coordinator (NPC) mitigated the significant political and external challenges faced by the project – including the COVID-19 pandemic. Limitations on in-country travel prevented project management staff from reaching intervention sites and negatively affected climate-smart agriculture activities by limiting the support available to beneficiaries from the regional agronomist. Training for government representatives and ecotourism activities were delayed by constraints on public gatherings. Administrative delays were experienced, including the processing of bids and contracts, which

contributed to the delay of procurement processes for coastal infrastructure activities. Nonetheless, activities were able to continue given the relative independence of local actors and the efforts made by the NPC to continue to coordinate activities by making use of social media channels for communication with the intervention partners across the highly dispersed sites.

Q7: Community-based Project Implementation: Were the community interventions (i.e. support to climate-resilient livelihoods, ecosystem restoration) executed as planned, and was their efficacy demonstrated and documented to contribute to the project's outcomes?

207. Community-based micro-projects focussed on fishing, forestry, ecotourism and agriculture (including vegetable production, livestock and beekeeping) value chains were undertaken in several communities. Despite external challenges, these micro-projects were able to continue to function and generate benefits for local communities.

208. However, the micro-project approach focused on a single intervention per site and the singular focus on either ecosystem restoration or the production link of agriculture/ fishing value chains was not sufficient to create self-reliant and climate-resilient communities. Without the support of PAZC, a high rate of failure is expected among the micro-projects that have not been picked up by other initiatives since the close of the project.

209. The table below provides a summary of the ratings and finding discussed in Chapter 5. Overall, the project demonstrates a performance rating of **'Satisfactory'**.

Table 26: Summary of project findings and ratings³²

Criterion	Summary assessment	Rating
Strategic Relevance	The project had strong alignment and coherence with major international, national and regional policies and strategies	HS
<i>Alignment to UNEP MTS, POW and Strategic Priorities</i>	The project was strongly aligned with UNEP's MTS, POW and Strategic Priorities	HS
<i>Alignment to UNEP Donor/GEF/Partner strategic priorities</i>	The project contributed to three GEF-5 Strategic Objectives, UNEP Climate Change subprogramme, as well as Expected Result 1a of the UNEP POW	HS
<i>Relevance to global, regional, sub-regional and national environmental priorities</i>	The project was well aligned with global (SDG 13 and 14, MDG 1 and 7), regional and sub-regional (WIOMER, IOC, SARCOF) and national (NAPA/NAP, NDC, RDPs, PAN-GIZC, PNLCCC – among others) environmental priorities	HS
<i>Complementarity with existing interventions/ Coherence</i>	The project was aligned with several interventions, including seven listed in the ProDoc with results areas as effective inputs to PAZC	HS
Quality of Project Design	The project was relevant for Madagascar, aligned with national priorities as well as those of UNEP and GEF and complemented several existing initiatives. The results framework was well elaborated and roles/responsibilities of the implementation team well defined. Interventions were designed based on extensive beneficiary consultations, with revisions guided by experts and additional studies. Notable gaps included: (i) lack of inclusion of women and minority groups in stakeholder consultation and project design; (ii) causal pathways and linkages with barriers, drivers, links and assumptions were not articulated in the Theory of Change; (iii) local implementing partners were not identified clearly; and (iv) community micro-projects were narrowly focused and lacked capacity for upscaling and financial sustainability beyond the project.	MS

³² Most criteria will be rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated, also on a six-point scale, from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU).

Criterion	Summary assessment	Rating
Nature of External Context	Political instability has been an ongoing challenge for PAZC, with the adaptive management strategies used by the PCU and NPC key to ensuring successful delivery. External factors, including challenges with security, climate change impacts and the global COVID-19 pandemic also affected project delivery.	HU
Effectiveness	PAZC partially achieved its objectives through adaptive and capable management.	S
<i>Availability of outputs</i>	Outputs were achieved to varying degrees, and the relevant deliverables were developed and made available for the TE.	S
<i>Achievement of project outcomes</i>	PAZC achieved most of its Outcomes as per the revised Results Framework, largely due to effective implementation and management of the project.	S
<i>Likelihood of impact</i>	PAZC could not catalyse the large-scale shift in policies, capacities and practices that would reduce climate change vulnerability in coastal areas at scale. This is because of several challenges linked to the context and project design. However, it did establish a strong basis for achieving this impact through raising awareness of coastal adaptation needs and piloting successful community-based adaptation experiences; many of these are continued through new initiatives.	MU
Financial Management	Overall, the financial management of the project has been rated as satisfactory.	S
<i>Adherence to UNEP's financial policies and procedures</i>	PAZC was broadly compliant with UNEP's Financial Policies and Procedures but experienced several challenges with effective communication with the UNEP Financial Office and multiple delays with disbursements of funds.	MS
<i>Completeness of project financial information</i>	Budget revision reports were made available for the TE and audits clearly underlined fund transfers. Co-finance reports with amounts were produced but do not detail on how the projects complemented PAZC.	S
Efficiency	<i>Cost effectiveness of activities and achievement of results:</i> Additional costs were expected for the construction of coastal protection infrastructure, with scope being adjusted accordingly. Limited integration of risks and mitigation measures into the design of project activities has resulted in damage and reduced functionality. <i>Efficiency-cost of project management:</i> The project management arrangements for PAZC have been economical, compared to other initiatives carried out in the region. <i>Calendar management:</i> Setbacks, including delays in the initial recruitment of the project team and an unstable political context, were managed effectively by the project team, advised by the CTA and the Task Manager. Delayed releases of funds by UNEP were the main challenge to scheduling.	S
Monitoring and Reporting	Project reporting was found to be largely complete and of high quality.	HS
Monitoring of project implementation	Monitoring activities and reporting were successfully and consistently carried out despite external challenges.	S
Project reporting	Reports from the CTA, Project Steering Committee, Project Implementation Reports and reports from service providers were all found to be of high quality.	HS
Sustainability	The long-term sustainability of PAZC has been rated as 'Moderately Unlikely' in light of the significant political and financial challenges undermining the effectiveness of its interventions.	MU
<i>Socio-political sustainability</i>	Several changes in the socio-political space during the implementation of PAZC negatively affected the likelihood of the project sustainability.	MU

Criterion	Summary assessment	Rating
<i>Financial sustainability</i>	Persistent financial dependence of public institutions on international support for the continuation of adaptation activities remains a challenge and undermines the long-term sustainability of project interventions. A follow-on project from PAZC – PAZC 2 – was proposed by the NPC, M&E Officer and supported by the UNEP Task Manager, in part with a view to ensuring the sustainability of PAZC.	MU
<i>Institutional sustainability</i>	The long-term sustainability of the project's outcomes is underpinned by the integration of climate change adaptation into national and regional development planning instruments. A critical constraint is the absence of dedicated implementation budgets for both the national ICZM strategy and the RDPs. Institutional dependency on the PAZC project remains a significant concern.	MU
Factors Affecting Performance		S
<i>Quality of project management and supervision</i>	Project management and supervision of PAZC has been effective, adaptive and responsive to both political instability and external challenges.	S
- <i>UNEP/Implementing Agency</i>	Three Task Managers succeeded each other in charge of the project within UNEP, but without material impacts on the implementation of PAZC. Overall, the support provided by UNEP to the implementation of the project was satisfactory, with the exception of delays in the management of the cash advance requests. Absence of a UNEP office in Madagascar and autonomy of the national team contributed to ownership of the project by national and regional stakeholders.	S
- <i>Partners/Executing Agency</i>	MEDD experienced institutional instability since the launch of PAZC, but the project team was able to operate effectively despite this instability, and it did not significantly affect the execution of the project. The functioning of the PCU was satisfactory, with a good definition of individual roles, adequate capacity of each of the members and effective coordination among the members. Eight meetings of the PSC had been undertaken, with a focus on disseminating information on actions being implemented in the intervention regions.	S
<i>Stakeholders' participation and cooperation</i>	Regional (DDR, DREDDs, Regional Chiefs) and local (mayors, traditional chiefs) stakeholders confirmed good cooperation with the PAZC team. But failure to consistently communicate with regional and local authorities was a risk to project implementation. There has been a lack of post-project ownership from relevant local institutions following the close of PAZC.	S
<i>Responsiveness to human rights and gender equality</i>	Revisions to the PAZC Results Framework at MTR included two indicators with a gender-specific target to align with UNEP's Strategy for Gender Equality and the Environment. Several project activities aimed to improve income for women in partnership with women's groups. KII's undertaken as part of the TE highlighted an insufficient focus on the inclusion of women and other vulnerable groups.	MU
<i>Environmental and social safeguards</i>	PAZC was to be subject to national environmental regulations, including the need for Environmental Impact Assessments (EIAs) approved by MEDD for all physical interventions – which were undertaken. Social safeguards were also undertaken in line with national practice.	S
<i>Country ownership and driven-ness</i>	High rate of national ownership but limited local ownership.	MU
<i>Communication and public awareness</i>	Efforts to communicate project activities and results and raise public awareness were undertaken through several channels and were demonstrably effective.	S

Criterion	Summary assessment	Rating
Overall Project Performance Rating	The overall project performance has been rated as Satisfactory ³³	S

6.2 Lessons learned

Lesson Learned #1:	Climate-adaptive, realistic, well-informed and flexible planning is required when designing, budgeting for, and implementing adaptation interventions – in particular grey infrastructure – in order to minimise risk.
Context/comment:	The cost of the Toamasina and Manakara coastal protection infrastructure was largely underestimated in the original project budget partly due to unforeseen changes in the coastline following a cyclone, which led to adjustments in its scope; budget flexibility and forward thinking (i.e. identification of new cofinance support) helped tackle this challenge and overachieve the objective.

Lesson Learned #2:	Climate change impacts need to be considered when designing, costing, and implementing grey infrastructure.
Context/comment:	The Manakara coastal dyke suffered damage during a cyclone where the wind speed (260 km/h) was substantially higher than the projected maximum wind speed for the site (180 km/h) that informed the design. Although the dyke was rehabilitated it remains weakened, indicating the need to make sure to use the latest climate model while designing such infrastructure. Likewise, the ecotourism infrastructure set up by the project was completely destroyed by cyclones, completely forfeiting this community-based intervention. These experiences highlight the limits of hard infrastructure alone as climate change adaptation solutions. Sometimes, it is relevant to consider combining them with soft/ EbA activities that can strengthen them, and skill building programmes for communities that would have had a longer impact.

Lesson Learned #3:	Large-scale or scalable interventions are more effective than small, dispersed interventions, and reducing dispersion of activities to instead promote complementarity among interventions can increase their resilience.
Context/comment:	Field visits indicated that a 'micro-project' or piecemeal approach focusing on a single intervention per community is not sufficient to create climate-resilient, self-reliant communities. Likewise, KII's highlighted the necessity of centralising best practices and focussing effort on interventions that serve a larger area, or on those that can be easily scaled up rather than small, dispersed interventions. This would be more effective and sustainable over the long-term. For example, communities participating in mangrove reforestation are seeing an increase in fish and crab populations. It would therefore have been beneficial to support these same communities in improving the value of fishery products. A more holistic approach would increase awareness of the importance of ecosystems in improving livelihoods—and therefore encourage community participation in mangrove conservation. In addition, the geographically dispersed sites posed a challenge for project management. The project team based in Antananarivo could not regularly travel to the project sites to monitor implementation.

Lesson Learned #4:	Thorough risk assessment and mitigation plans – including for climate change-related risks, as well as political and international crises – are needed to reduce risks of delays or damages to project Outputs
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³³ Where a project has been rated as facing either an Unfavourable or Highly Unfavourable external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Evaluation Consultant and Evaluation Manager together.

Context/comment:	The risk assessment and mitigation plan are key to the project design, underpinning its efficiency and sustainability. Therefore, such tools should not be prepared lightly but should be rooted into the context of the project's interventions. For PAZC, the risk analysis may have been prepared lightly compared to the risks faced by the project, and not all risks were properly mainstreamed into project implementation, management and intervention design. For example, political changes have delayed the recruitment of project consultants or staff members – though we note that this risk was minimised thanks to the innovative and flexible project management by the PCU –, fish smoking equipment was damaged due to use of wrong material, a dyke was weakened by a cyclone, and disease spread across bee colonies as population was unaware of detection and prevention practices. These risks could have been anticipated to some extent and mitigation measures mainstreamed into the project interventions.
Lesson Learned #5:	Frequent/ continuous training and capacity building on climate change are beneficial to government and non-government stakeholders, including the project coordination team.
Context/comment:	High governmental instability results in frequent staff changes and affects institutional capacity building and memory. Yet, the various trainings implemented through PAZC have helped carrying on the awareness and knowledge about climate change vulnerability in Madagascar's coastal areas both at national and regional level, despite these changes in staff position. Nonetheless, national and regional stakeholders, as well as community members have requested training refreshers to keep up to date with climate change-related matters, adaptation practices and livelihood activities.
Lesson Learned #6:	A robust financial and institutional sustainability strategy should be designed and implemented during the project's last year to ensure the continuation of key achievements when funding ends.
Context/comment:	The piecemeal approach adopted in most of the micro-projects is not sufficient to build robust, climate-resilient communities who are financially independent from the project. Likewise, a lack of financial strategy and institutional anchoring for the RC-ICZM has led to their current dormancy.

6.3 Recommendations

Recommendation #1:	Continue supporting project beneficiary communities through PAZC 2 and other (non-GEF) initiatives – i.e. current government initiatives in the fisheries and blue economy sector – to ensure efforts made and successes achieved under PAZC are not lost due to the low sustainability of the micro-projects
Challenge/problem to be addressed by the recommendation:	The sustainability of the micro-projects is threatened. While the single-activity approach implemented by PAZC was successful in improving ecosystem health/ livelihoods during the project lifetime, it failed to create climate-resilient, self-reliant communities that can withstand climate/ non-climate challenges. Without additional support – i.e. through the PAZC 2 project and other initiatives – these communities are likely to fall back in their previous (pre-project) conditions and climate change vulnerability. Such additional support should focus both on refreshing the training programmes already received by the communities and complementing them with other interventions aimed at building or strengthening value chains and climate-resilient economic development. Likewise, it is recommended that the government continues the support provided to regional ICZM committees, revitalising them and designing a robust resource mobilisation & sustainability strategy to anchor these committees as key regional platform with a clear action and financial plan. For example, updating the ICZM action plans and mainstreaming these plans into the Regional Development Plans (RDPs) could be a pathway to ensure these action plans are funded through support from development partners and the government. Regional ICZM committees could also become a platform to link communities

	engaged in climate-resilient IGAs with buyers, and receive a small percentage of the community profit to cover their operational costs.
Priority Level:	Critical
Type of Recommendation	Project level, Partners
Responsibility:	UNEP Climate Change Adaptation Unit and Executing Agency
Proposed implementation timeframe:	Second half of 2025/ as soon as PAZC 2 starts

Recommendation #2:	Promote an integrated ecosystem restoration/income-generating activity (IGA)/value chain approach – including gender-sensitive value chains – while building the climate resilience of local communities to ensure the sustainability of the project's Outcomes, and to support the project exit strategy
Challenge/problem to be addressed by the recommendation:	As PAZC successfully demonstrated the benefits of key interventions, particularly mangrove restoration, beekeeping and aquaculture, these pilots should now be further supported and/ or replicated in other communities as part of a more holistic climate-resilient development approach. Ecosystem restoration should be combined with climate-resilient IGAs, for which the whole value chain – from production to sale – is strengthened. Likewise, community organisation into efficient cooperatives or associations, and saving schemes (Village Savings and Loan Associations, VSLAs) should be supported by future projects. This will increase the sustainability chances of projects taking place among extremely poor communities.
Priority Level:	Opportunity for improvement
Type of Recommendation	Project level
Responsibility:	UNEP Climate Change Adaptation Unit
Proposed implementation timeframe:	Now/ future project

Recommendation #3:	Strengthen local project ownership by engaging all relevant decentralized institutions and private sector actors from project onset and ensuring their full participation in project implementation
Challenge/problem to be addressed by the recommendation:	An opportunity exists to increase local ownership of project interventions by decentralising responsibility for the implementation of local projects through the regional branches of MEDD, possibly with support of regional/ local project coordinators during the first years of implementation. KII's suggested that local ownership was lacking and that this could be remedied in future by involving the decentralised branches of MEDD (DREDDs) and allowing them responsibility to execute some activities under the aegis of MEDD. However, and given the structural weakness of decentralised institutions, it may be recommended to also associate private sector stakeholders in the process. This can be done as part of the value chain approach (see Recommendation #2) – producers and associations should be linked to key value chain actors such as processing/ transformation companies, retail shops or buyers who can provide financial and technical support to a community in exchange for steady supply of a specific product (i.e. example of the Rambo value chain that has been taken over by a private sector company which buys, packages and sells the straw within and outside of Madagascar).
Priority Level:	Critical
Type of Recommendation	Project level
Responsibility:	UNEP Climate Change Adaptation Unit
Proposed implementation timeframe:	Now/ future project

Recommendation #4:	Early preparation of relevant documents/ reports underpinning the project launch (e.g. staff ToRs, fiduciary risk analysis, technical studies) will ensure timely start of the project and reduce anticipated implementation delays
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Challenge/problem to be addressed by the recommendation:	For future interventions, it is recommended that the project design team also produce key documents underpinning the launch of the project, including detailed ToRs for the project core team (PCU) as well as its key consultants. Fiduciary capacity or risk analysis, which can also be required by UNEP before first disbursement, can also be prepared ahead of the project start. Finally, key technical studies and impact assessments should be launched as part of the first cash advance request to speed up usually slow processes, such as the identification and recruitment of construction companies.
Priority Level:	Important
Type of Recommendation	Project level
Responsibility:	UNEP Climate Change Adaptation Unit
Proposed implementation timeframe:	Now/ future project

Annex I. GEF Portal Inputs

The following table contains text to be uploaded to the GEF Portal. **It will be drawn from the Evaluation Report, either as copied or summarised text.** In each case, references should be provided for the paragraphs and pages of the report from which the responses have been copied or summarised.

Table 27: GEF portal inputs

Question: What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7³⁴, these indicators will be identified retrospectively and comments on performance provided³⁵).
Response: PAZC can be considered aligned with the following GEF LDCF Core Indicator (CI). 1. Number of people in targeted communities benefiting from climate change adaptation (direct project beneficiaries): <i>a) Mangrove restoration:</i> - Menabe: 2,098 direct beneficiaries (of whom 975 women) and 10,490 indirect beneficiaries (no information for women) - Boeny: 2,750 direct beneficiaries (of whom 687 women) and 11,000 indirect beneficiaries (of whom 2,750 women) <i>b) Climate-smart agriculture, crop diversification and improved farming techniques:</i> - Antsinanana: 523 direct beneficiaries (of whom 287 women) - Vatovavy-Fitovinany: 721 direct beneficiaries (of whom 377 women and 3,250 indirect beneficiaries) - Menabe: 842 direct beneficiaries (of whom 337 women) - Boeny: 2,556 direct beneficiaries (of whom 1,150 women) <i>c) Beekeeping:</i> - Vatovavy Fitovinany: 150 direct beneficiaries (of whom 20 women) and a,000 indirect beneficiaries - Menabe: 300 direct beneficiaries of whom 60 women and 1,200 indirect beneficiaries <i>d) Sustainable fisheries:</i> - Antsinanana: 640 direct beneficiaries (of whom 224 women) - Vatovavy Fitovinany: 560 direct beneficiaries of whom 252 women - Menabe: 315 direct beneficiaries of whom 126 women and 1,575 indirect beneficiaries - Boeny: 410 direct beneficiaries (of whom 143 women) <i>e) Coastal protection infrastructure:</i> - Antsinanana: 420 direct beneficiaries (of whom 252 women) 300,000 indirect beneficiaries - Vatovavy Fitovinany: 550 direct beneficiaries (of whom 320 women) and 40,000 indirect beneficiaries 2. Number of hectares of land under improved management: RC-ICZMs were established in the target regions and funding was provided to support their operationalisation. Coastal protection infrastructure (3km, including through co-financing), coastal revegetation (1 km), and mangrove restoration (~372.5 ha) was undertaken. 3. Number of adaptation technologies transferred to target communities: 15 local organisations have adopted adaptation technologies, including climate-resilient land rehabilitation, sustainable fisheries, poultry and beekeeping. 4. Number of policies, plans, or strategies developed or strengthened in line with climate change adaptation priorities:

³⁴ The GEF is currently operating under the seventh replenishment period of the GEF Trust Fund covering the period July 1, 2018 to June 30, 2022. The GEF Portal Reporting Guide for FY20 Reporting Process indicates that GEF-6 projects that have yet to map existing indicators to GEF-7 Core Indicators need to do so at MTR stage or (if already there) at the time of the TE. (i.e. not GEF projects approved before GEF-6)

³⁵ This is not applicable for Enabling Activities

Adaptation mainstreamed in national ICZM strategy and 2 RDPs
5. Number of people (or communities) trained in climate change adaptation: 12 local organisations supported to develop climate-resilient economic activities.
Question: What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? (This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)
Response: Effective engagement with regional (DDR, DREDD, Regional Chief), local organisations and local (mayors, traditional chiefs) stakeholders and the PAZC team was sought after since project onset. But lack of consistent communication with regional and local authorities was a risk to project implementation in some areas. The TE mission found a lack of post-project ownership from relevant local institutions, which increased the risk of failure in several outputs. Nonetheless, the TE praises the high engagement of civil society and CSOs in the selection and implementation of local, climate-resilient activities, which ensured their alignment with the local needs. The PAZC Communication Strategy focused on communication between the project and local authorities, as well as communication between the project and local communities. Open communication with local communities, providing information on climate risks and adaptation measures, and undertaking training to ensure sustainability of adaptation measures were seen as critical success factors for the project. The Communication Strategy had three main objectives, namely: • Inform and raise awareness of the effects of climate change and actions to address it for all targets; • Develop means and communication supports to publicize the project's adaptation actions; • Communicate and popularize best practices and lessons learned from the project. In 2015 general awareness raising of PAZC was undertaken through the distribution of paper-based media (flyers, brochures etc.). From 2016 to 2018, Information Days were undertaken to raise local awareness in target regions, and media channels were used to broadcast information on the project. The TE also notes that the NPC organised communications on various channels to inform communities and local populations of the purpose of project activities. Opportunities also arose to use media channels to effectively communicate project outcomes.
Question: What were the completed gender-responsive measures and, if applicable, actual gender result areas? (This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)
Response: Gender-specific targets were included in the indicators for Output 3.1 (200 people trained, including at least 40% women) and Output 3.2 (100 people trained, including at least 50% women). Neither target achieved this gender ratio, with representation of women only reaching 36% under Output 3.1 and 17% under Output 3.2. These targets were added following the MTR to align with UNEP's Strategy for Gender Equality and the Environment (2015). Several project activities aimed to improve income for women, and women were also involved in agricultural activities supported by PAZC, in collaboration with women's groups. However, limited participation by women was noted throughout the project and the TE highlighted an insufficient focus on the inclusion of women and other vulnerable groups. For example, there was reportedly no gender expert on the project team. The TE revised the Theory of Change to add improved gender considerations. While these aspects were noted and included as a greater focus under the new PAZC 2 project – this remains a gap in terms of PAZC.
Question: What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. (Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)
Response: No safeguards plan was submitted at CEO Approval. The CEO Endorsement for PAZC included an ESS checklist. The 2022 (final) PIR report notes an increase in the project risk rating from 'Low' to 'Medium' (2016 to 2019 rated as Low, 2020 rated as Medium, 2021 rated as Low). This was due to risks potentially affecting the long-term sustainability of the project results, namely: (i) the increasing frequency and intensity of extreme events, in particular cyclones and droughts; and (ii) the dissolution of the national ICZM committee, which left the

regional committees without a support structure. Restrictions on gatherings, related to the COVID-19 pandemic response, were also noted in the 2022 PIR as curtailing training events etc.

- **Extreme weather events:** Cyclones disrupted construction of coastal protection infrastructure and damaged community infrastructure for ecotourism projects. In response, construction on coastal infrastructure was halted during the passage of the storms. Damaged community infrastructure was rebuilt and reinforced. The 2022 PIR notes that additional sensitisation will be needed to protect infrastructure. ***Given the nature of these events, these responses are considered adequate.***
- **Withdrawal of political support:** The 2022 PIR reported the withdrawal of political support and funding for 'non-essential' organisations, including the national ICZM Committee. The project PMU participated in a ICZM committee partners' meeting in which it was decided that the partners will continue to finance the regional ICZM committees, justified by their status as associations. Many development partners also contest the decision to dissolve the national ICZM committee and continue to lobby for its reinstatement. ***As of the TE, this does not appear to have been successful, and the committees remain dormant.***

The new PAZC 2 project includes interventions addressing institutional weaknesses and risks at the national and regional levels – while continuing and upscaling EbA measures to increase resilience of coastal ecosystems and communities.

Question: What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions? (This should be based on the documentation approved at CEO Endorsement/Approval)

Response:

The knowledge management approach for PAZC rested largely in contributing to the ongoing knowledge management efforts under the MEF/MEDD. Additional knowledge sharing was planned and outlined in the PAC Communication Strategy.

Capacity building was undertaken with government stakeholders to ensure effective mainstreaming of EbA and other adaptation knowledge into the regional ICZM Committees.

The Communication Strategy for PAZC aimed to ensure effective awareness raising of climate change risks and adaptation opportunities under the project among target stakeholder groups, to facilitate engagement of local communities and align the project with their needs. This was achieved through regular communication reports, as well as a range of awareness raising activities undertaken through media channels.

Question: What are the main findings of the evaluation?

Response:

PAZC faced several challenges which undermined its full success and long-term sustainability – particularly, structural weaknesses prevalent in Madagascar, the negative impacts of extreme weather events and the disruption of implementation as a result of the global COVID-19 pandemic. However, the adaptive management skills and leadership of the PCU mitigated the significant political and external challenges faced by the project. As a result, PAZC successfully applied climate change adaptation models which are being replicated through other initiatives. PAZC also contributed to awareness raising about climate change vulnerability in Madagascar's coastal areas – especially at regional level, among governmental and non-governmental organisations. The strong relationships built through these efforts are going to underpin the replication and upscaling of adaptation efforts under PAZC 2.

Annex II. Evaluation Framework

Topics	Element to assess	Source of information	Potential questions
A. Strategic relevance			
1. Project alignment with national and regional (sub-national level) strategic priorities, as well as with other relevant initiatives at national and regional levels	- Degree of alignment between project objectives and national and regional (subnational level) strategic priorities in terms of climate change adaptation, development, coastal protection, and environmental protection - Degree of coordination, complementarity, and alignment with other relevant initiatives - Number and scale of co-financing	- Project document and deliverables - National and regional strategies - Members of national and regional administrations - Representatives of other national and regional initiatives	NATIONAL PROJECT DIRECTOR; KEY PARTNER MINISTRIES: - With which initiatives did the project coordinate? - How is this coordination demonstrated (meetings, emails, calls, joint missions, etc.)? - What key national/ sub-national strategies did the project strongly supports or aligned with?
2. Project alignment with the strategic priorities of UNEP and the GEF	- Degree of alignment between project objectives and UNEP strategic priorities - Alignment to UNEP POW - Degree of alignment between project objectives and GEF strategic priorities	- Project Document and Deliverables - UNEP Medium-Term Strategy and Programme of Work - GEF 6 – Strategic Priorities	n/a
3. Mainstreaming of climate change into development activities (e.g. agriculture, fishing, beekeeping)	- Consideration of existing and projected climate risks in the design of development activities - Consideration of non-climate causes of vulnerability	- Terms of reference for feasibility studies - Project documents - Project deliverables (strategies, activity reports)	n/a
4. Complementarity/coherence of the project with other initiatives	Extent to which project was coherent with other relevant interventions	- Project documents - Project deliverables (strategies, activity reports) - Key Informant Interviews (KIIs)	Extent to which the project activities accounted for planned and ongoing initiatives that address similar needs in the same target groups, including optimising synergies and avoiding duplication of effort or being implemented by other agencies in the same country, sector or institution.
	Did the project address human rights and gender equality?		- Extent to which the project applied the UN Common Understanding of the human rights-based approach (HRBA) and UN Declaration on the Rights of Indigenous People. - Extent to which the project adhered to the UNEP Policy and Strategy for Gender Equality and the Environment. - Extent to which the project context incorporated gender-related policies/plans/processes or trends linked with the project theme. - Extent to which marginalised groups were consulted in project design and implementation (as appropriate).

Topics	Element to assess	Source of information	Potential questions
	To what extent was country ownership achieved through the project?		- Existence of procedures and strategies related to gender equality, inclusion of gender experts etc. - Assessment of extent of country ownership, including consideration of management difficulties faced during the COVID pandemic - Assessment of stakeholder engagement and interaction/cooperation throughout the project implementation
B. Quality of the project design			
1. Need of the beneficiaries	- Stakeholder consultations during the project formulation phase - Effective consideration of consultations in the project document	- Project document - Beneficiaries and other stakeholders	BENEFICIARIES – COMMUNITIES, TRAINEES: - Were you consulted during the project design phase? If so, on what topic? - To what extent were your input integrated into the project design?
2. Adequacy of the logical framework with the national and local context	- Logical relevance of the sequence of activities, outputs, and results - Comparison of the revised logical framework with the initially planned logical framework - Reasons for revising the logical framework	Project documents	n/a
3. Planned project implementation conditions	- Adequacy of the initial budget with the expected results - Capacities of the implementing agency and its partners and their consideration during project formulation - Integration of lessons learned from past projects into the project formulation - Definition of the roles and responsibilities of stakeholders in project design - Realism of the initial project schedule given the remaining implementation time - Consideration of assumptions and risks in the formulation of the PIF and the project document	- Project document, budget, workplan - Beneficiaries and other stakeholders	UNEP TASK MANAGER (TM), FINANCIAL OFFICER, CTA: - In your opinion, was the planned budget realistic in relation to the expected results? - In your opinion, could certain difficulties in project implementation have been avoided by better drawing on lessons learned from other projects? - In your opinion, are the roles of each stakeholder well defined in the project? - Do you think the project workplan and schedule were realistic?
C. Nature of external context			
1. Challenges posed by the social, political, environmental and institutional context in which the project was implemented	Key obstacles faced by the project team during implementation, and how they were tackled or affected the project	- Activity reports, PIR/ HYPR - Project team	PROJECT COORDINATOR, CTA: - Did the project team face any obstacles related to the social, political, environmental, and institutional context? - If so, how did these contexts affect project implementation? - What measures were taken to limit these potential negative impacts? - Were these measures effective?

Topics	Element to assess	Source of information	Potential questions
D. Effectiveness			
1. Implementation of activities	Implementation of activities as described in the revised logical framework	- Activity reports - HYPR and PIR - Project team members	PROJECT COORDINATOR, CTA, TM: - Was the work plan described in the project document being followed? If not, why not? - Were planned timelines met and if not, what caused delays?
2. Outputs and Outcomes	Level of achievement of the project outputs and outcomes as per revised framework	- Progress report - HYPR and PIR - Project team	PROJECT COORDINATOR, CTA, PROJECT DIRECTOR: - What concrete outcomes can be linked directly to project interventions? How? - Were all the targets, results and activities indicated in the revised Results Framework relevant, and if not, what recommendations can be made for a future project? - How likely are the project's Outcomes sustainable over time? PROJECT TEAM, BNCC-REDD+, NATIONAL-LEVEL DIRECTORATE FOR INFRASTRUCTURE: - Is climate change mainstreamed into the ICZM strategy? - What budget is allocation to climate change adaptation measures within the ICZM strategy or other development plans? - Why was the national ICZM committee dissolved, and what have the impacts been? - Is there evidence of effective implementation of the ICZM strategy? BENEFICIARY COMMUNITIES, PROJECT COORDINATOR: - appropriate for the site? - To what extent were the ecosystem restoration objectives achieved and are they contributing to ecosystem health? - What tangible improvements in climate resilience have been observed in the community and has their adaptive capacity improved? - Has the project contributed to long-term ecosystem health? REGIONAL DIRECTORATE OF ENVIRONMENT, REGIONAL DIRECTORATE OF INFRASTRUCTURE, MAYOR OF TOAMASINA, REGIONAL ICZM COMMITTEE MEMBERS: - Does your institution have access to climate data and make use of them for decision-making? - Are climate change risks well integrated into development policies or strategies? - Was the coastal infrastructure built according to plans? - What are the observed positive impacts of the coastal infrastructure set up by the project? - What is the long-term maintenance plan for this infrastructure?

Topics	Element to assess	Source of information	Potential questions
3. Unforeseen co-benefits and/or adverse effects?	Potential co-benefits or negative effects of the project activities	- Beneficiaries - Project team	BENEFICIARY COMMUNITIES, PROJECT COORDINATOR: - Are there any perceptible co-benefits or negative effects of the project activities? - Can you cite any examples? - If there are negative effects, have you proposed solutions? If so, what are they? If not, have you raised the issues in question? With whom?
4. Unforeseen risks	Is the project document's risk matrix complete, relevant?	- Beneficiaries - Project team	PROJECT COORDINATOR, TM: - What are the main risks that affected the project? - Were these risks all identified in the project Risk Matrix? Have appropriate risk management measures been implemented, if necessary? - How to avoid such risks in a future project?
E. Financial management			
1. Financial reporting and auditing obligations	- Timeliness of financial reports and audits - Clarity of the financial reporting process - Completeness of project financial information	- PIR and HYPR - Budget reviews - Audits - Project team and UNEP	UNEP TM, FINANCIAL OFFICER; PROJECT TEAM INCL. NATIONAL PROJECT COORDINATOR, FINANCIAL & ADMINISTRATIVE OFFICER: - Were financial adjustments required? If so, were these explained and justified? - Did the cash advances support project activities in a timely manner? Were there any payment delays? - If so, did these delays cause delays for certain activities? Which ones?
2. Financial management	- Adequacy of the financial management: - Development of annual budgets, budgets by region, and implementation rates - Annual disbursement rate - Degree of diligence demonstrated in fund management by the project coordination unit - Management of procurement procedures and recruitment of service providers - Operating costs compared to forecasts - Communication between finance and project management staff - Co-finance mobilisation	- Budget reviews - Audits - Project team and UNEP - Cofinance partners	How were co-finance resources used to support the project? What were the impacts?
F. Efficiency			
1. Optimal use of project resources	- Implementation in the most efficient manner possible, compared to other approaches or alternatives - Use of other initiatives and partnerships to improve the project's efficiency	- Project documents - Planning documents - Budget revisions - Audits - Project Team & UNEP	UNEP TM, PROJECT COORDINATOR, CTA: Were there any initiatives or partnerships set up in order to maximise the project's efficiency?

Topics	Element to assess	Source of information	Potential questions
	Ability of the project team to build on the existing institutions, agreements, partnerships, data sources, synergies, and complementarity with other pre-existing initiatives to maximize the project's efficiency		
2. Management of activity timing	- Efficiency of the contracting processes - Measures taken to optimize project timelines and manage unforeseen events (e.g., socio-political instability)	- Project documents - Planning documents - Activity reports - PIR et HYPR	PROJECT COORDINATOR, TM: - Have you noticed any delays in certain contract awards compared to the planned schedule? If so, which ones and why? - If so, have you changed your approach to avoid further delays? - Can you name any measures that have allowed you to save time in project implementation?
G. Monitoring and Reporting			
1. Monitoring plan adequacy to track progress towards outcome and result targets	- Indicators SMART - Sufficient budgetary resources allocated to monitoring - Monitoring roles clearly defined - Central project team - Local project teams - UNEP (Task Manager / Evaluation Office) - External experts	- Project document - Work plans - Project team, UNEP	PROJECT COORDINATOR, M&E OFFICER: - Were there sufficient resources to carry out the monitoring described in the Monitoring & Evaluation Strategy? - Do you feel that monitoring roles were well defined?
2. Baseline studies	Adequate timing of the baseline studies and its adequacy to allow for effective monitoring?	- Project Document - Terms of Reference for Baseline Studies - Baseline Studies - PIR & HYPR	PROJECT COORDINATOR, CTA: - Was the baseline study useful for implementing and monitoring activities? - If it were to be conducted again, what would you change in the terms of reference?
3. Monitoring timing and quality	- Timing of the MTR/ TE and other progress reports - Quality of reports submitted - Budget availability - Use of GEF-related tracking tools - Use of recommendations (from PSC, UNEP, MTR, etc.) - Use of monitoring data for adaptive management	- PIR & HYPR - MTR - Other monitoring reports (tracking tools, quarterly and ad hoc reports) - Audits - Project team & UNEP	PROJECT COORDINATOR, M&E OFFICER: - Was there enough budget allocated to M&E? - How were key recommendations formulated in the MTR integrated into the projects? - What were other key recommendations from PSC or other stakeholders and how were they integrated?
H. Sustainability			
1. Mainstreaming of sustainability of the project's design	Integration of adaptation into regional and national strategies, including budgets	- Project Document & CEO ER - Sustainability Strategies - Project Team & UNEP	PROJECT COORDINATOR, CTA, TM, BENEFICIARY COMMUNITIES AND TRAINEES:

Topics	Element to assess	Source of information	Potential questions
	● Formulation of an exit strategy, with the following dimensions: ○ Institutional ○ Financial ○ Social ○ Economic ○ Environmental ● Concrete integration of sustainability into the intervention logic ● Actions aimed at strengthening institutional capacities, ensuring ownership by national and local stakeholders, and the potential of these actions to improve sustainability ● Formulation of exit strategies including the budgetary dimension	● Beneficiaries	● Has adaptation been integrated into regional and national strategies, including budgets? ● Has an exit strategy been formulated? Was it implemented and how? Was there a budget to support it? ● In your opinion, what actions aimed at strengthening institutional capacity and ensuring ownership by national and local stakeholders have been the most useful? ● How would you recommend improving a project sustainability, based on your experience?
2. Analysis and consideration of risks threatening the sustainability of project results	● Mainstreaming of various potential risks ○ Socio-political instability ○ Institutional turnover ○ Anthropogenic pressure on ecosystems ○ Climatic factors ○ Economic factors ○ Dependence on project financial support	● Project Document & CEO ER ● Sustainability Strategies ● Steering Committee Meeting Minutes ● Project Team & UNEP ● Beneficiaries ● Direct Observations	PROJECT COORDINATOR: ● Were all project identified risks discussed and potential solutions identified with relevant partners, including institutional, local, or other project partners?
3. Assessment of the likelihood of sustainability of project outcomes	● Extent to which the project outcomes are likely to be sustained following project closure, based on these dimensions: ○ Socio-political (H1) ○ Financial (H2) ○ Institutional (H3)	●	HI: SOCIO-POLITICAL SUSTAINABILITY ● Extent to which social or political factors support the continuation and upscaling of the benefits derived from project outcomes. ● Extent of ownership, interest and commitment among government and other stakeholders to take the project achievements forward. ● Are capacity development efforts likely to remain a priority and be sustained? H2: FINANCIAL SUSTAINABILITY ● Extent to which project outcomes are dependent on future funding for their benefits to be sustained. H3: SUSTAINABILITY OF THE INSTITUTIONAL FRAMEWORK ● Extent to which sustainability of project outcomes are dependent on institutional frameworks and governance.

Topics	Element to assess	Source of information	Potential questions
			- Will 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? - Are institutional capacity development efforts likely to be sustained following project closure?
4. Project exit strategy	Was the exit strategy planned sufficiently in advance of project closure?	- Sustainability Strategies - Steering Committee Meeting Minutes - Project Team & UNEP - Beneficiaries	n/a
I. Factors affecting project performance and cross-cutting issues:			
1. Preparation and readiness	Measures taken to address weaknesses in project design or respond to changes taking place between project approval, securing funds and mobilising the project.	- Project reports - Steering Committee Meeting Minutes - Beneficiaries	- Assessment of degree of project implementation from preparation phase to start of activities determine efficiency and initial implementation, considering: - Nature and quality of engagement of stakeholder groups by the project team - Confirmation of partner capacity and development of partner agreements - Initial staffing and financing arrangements.
2. Quality of project management and supervision	- Project management, including how the project coordination unit (Executing Agency) is organized and manages regional teams, and the management of human and financial resources - Management by regional staff - Risk identification and management system - Strengths and weaknesses of UNEP's (implementing Agency) project management	Project team	UNEP, CTA, PROJECT COORDINATOR: - What were the main challenges in managing the coordination team? At the national level? At the regional level? - In your opinion, what are UNEP's strengths and weaknesses in managing this project? - Were these strengths sufficiently exploited? - Were the risks as identified in the latest PIR tackled? How?
3. Participatory dimension (Stakeholders participation and cooperation)	- Evidence of participatory development of the project's intervention logic - National/local - Administration/communities/private sector/associations/NGOs - Number and types of partnerships established during project implementation (associations, NGOs, universities, etc.)	- Project document & CEO ER - Documents establishing partnerships (e.g., MoU) - Activity reports - Minutes and attendance sheets for workshops, seminars, training sessions, and Steering Committee meetings	TM, CTA, PROJECT COORDINATOR: How were the MTR recommendations regarding stakeholder participation (government, communities, women, etc.) taken into consideration?

Topics	Element to assess	Source of information	Potential questions
	- Active implementation of partnerships beyond their formal establishment - Evidence of representative participation of the population in the project's various activities - Evidence of consideration of stakeholders' observations, requests, and comments in the flexible project management	- Beneficiaries & partners - PIR & HYPR - Other reports (e.g., CTA report)	
4. Responsiveness to Human Rights and Gender dimension	- Existence of activities and results that take gender into account - Quality of analyses justifying the consideration of this dimension - Existence of indicators disaggregated by gender - Percentage of women present at various seminars, training sessions, and Steering Committee meetings - Considerations for Human rights	- Project document & CEO ER - Minutes and attendance sheets for workshops, seminars, training sessions, and Steering Committee meetings - Beneficiaries	PROJECT COORDINATOR, BENEFICIARY COMMUNITIES – WOMEN: - Which activities and products take gender into account? - What percentage of women attend the various seminars, training sessions, and steering committee meetings? - As a woman, were you consulted during the project design phase? Do you feel that the project sufficiently supported interventions aimed at improving your livelihood?
5. Environmental and social safeguards	Did the project effectively apply Environmental and Social Safeguards in its operations?	- Project reports - KIIs	- Were UNEP requirements met, including: - Regular reviews of risk ratings; - Monitoring project implementation for possible safeguard issues; - Responding (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting; and - Reporting on the implementation of safeguard management measures taken. - Degree to which any issues arising from the project environmental/ risk assessment impact in relation to gender and marginalized groups were integrated. - The extent to which the management of the project minimized UNEP's environmental footprint. - Implementation of management measures against Safeguards Plan submitted at CEO Approval.
6. Country ownership	- Involvement of national stakeholders - Number of government officials present at the various seminars, training sessions, and Steering Committee meetings - Number of laws, regulations, etc. influenced by the project	- Contracts/terms of reference - Minutes and attendance sheets for workshops, seminars, training sessions, and Steering Committee meetings - Laws, regulations, etc. - PIR, HYPR - Beneficiaries	N/A

Topics	Element to assess	Source of information	Potential questions
	- Existence of activities directly aimed at improving national stakeholders' ownership of the project's main issues (climate change adaptation, coastal management, ecosystem-based adaptation) - Perceived and measured progress		
7. Communication	- Existence and number of communication media - Types of media - Quality - Frequency - Target audiences and those reached - Distribution - Targets (by gender, age, socio-professional category, etc.) - Audience assessment	- Project document - Communication materials	PROJECT COORDINATOR, COMMUNICATION OFFICER: How did the project communicate about its objectives and progress made?
8. Awareness-raising	- Existence, number, nature, quality, and reach of awareness campaigns - Existence of measures of the impact of these campaigns - Surveys - Interviews - Different categories of target populations - Women - Youth - Elderly - Indigenous populations	- Project document - Awareness campaign materials - Beneficiaries	PROJECT COORDINATOR, COMMUNICATION OFFICER: - What kind of awareness-raising actions were carried out to encourage ownership of the project by national and local stakeholders? - What communication channels were used? Who did you reach out to?

Annex III. Project Budget and Expenditures

	Estimated cost at design (USD)	Actual Cost/ Expenditure (USD)	Expenditure Ratio
Sub-total Outcome 1	579,282.50	431,891.84	0.75
Sub-total Outcome 2	3,684,220.00	3,861,047.66	1.05
Sub-total Outcome 3	727,500.00	571,748.31	0.79
Outcomes total	4,991,002.50	4,864,687.81	0.97
Project Management and Coordination	346,497.00	472,811.70	1.36
Total Project Costs	5,337,499.50	5,337,499.51	1.00

Co-Financing

Co-financing	UNEP own Financing (US\$)		Government (US\$)		Other* (US\$)		Total (US\$)		Total Disbursed (US\$)
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Grants	1,000,000	1,130,000	8,380,000	13,371,451			9,380,000	14,501,451	14,501,451
In-kind support			2,670,000	425,000			2,670,000	425,000	425,000
Totals	1,000,000	1,130,000	11,050,000	13,796,451			12,050,000	14,926,451	14,926,451

Annex IV. Key Documents Consulted

Project planning and reporting documents

- CEO Endorsement Request
- ProDoc (2014)
- Council Notification Letter
- Appendix: Thematic Reports
- Baseline Study (2016) and associated annexes
- Regional Diagnostics (Atsinanana, Boeny, Menabe, V7V)
- Budget Revisions (2015, 2016, 2017, 2019, 2020, 2021, 2022)
- Project Communication Strategy (2018)
- Annual Communication Report (2017)
- Reports from information days (Mahajanga, Toamasina, Antananarivo)
- UNEP story and video on PAZC
- Madagascar LDCF PAZC Fact Sheet
- CTA mission reports (six reports, 2015–2019)
- M&E Strategy document, including national workshop agenda, mission report and chronogramme
- Project Implementation Reports (PIR, 2016–2022)
- Half-yearly Progress Reports (2015–2019)
- Annual Progress Reports (2015–2021)
- Project Cooperation Agreement (PCA, 2014) and amendments (2020, 2021, 2022, 2023)
- Announcement of creation of the Project Steering Committee and list of initial members
- Report of 8th meeting of the PSC (2021)
- Project Work Plans (2016 and 2017)

Project output: Outcome 1

- Output 1.1
 - (February 2016) Analyzing the vulnerability, impacts, and risks of climate change in four coastal areas in Madagascar: Menabe, Boeny, Atsinanana, and Vatovavy Fitovinany
 - (July, November 2016) Training in vulnerability analysis and climate change adaptation (CCA) for local authorities: Menabe, Atsinanana, Vatovavy Fitovinany, and Boeny regions
 - (October 2016) Analysis of risks and impacts of climate change in four coastal areas in Madagascar: Menabe, Boeny, Atsinanana, and Vatovavy Fitovinany
 - (July 2016) Climate modeling of the four regions: Atsinanana, Boeny, Menabe, and Vatovavy Fitovinany
 - (November 2016) Hydrological study and spatial analysis of floodplains: case studies of areas in the regions of Menabe, Atsinanana, Vatovavy-Fitovinany and Boeny
- Output 1.2
 - (October 2016) Implementation of Coastal Zone Governance in Four Regions – Atsinanana, Boeny, Menabe, Vatovavy Fitovinany: Technical Report No. 2 on the Formalization of Regional Committees for Integrated Coastal Zone Management and the Launch of the Process for Developing Regional Action Plans Integrating Climate Change Adaptation Measures
 - (September 2017) Final Report. Implementation of Coastal Zone Governance in Four Regions: Atsinanana, Boeny, Menabe, Vatovavy Fitovinany.

- (October 2017) Progress Report of the PAZC Project – National Committee for Integrated Coastal Zone Management
- Output 1.3
 - (June 2018) The National Committee for Integrated Coastal Area Management: ICZM National Action Plan (PAN-GIZC) Period 2018-2022
 - (June 2018) Regional ICZM Action Plan of the Vatovavy Fitovinany Region (2018-2022)
 - (June 2018) Regional ICZM Action Plan of the Boeny Region (2018-2022)
 - (June 2018) Regional ICZM Action Plan of the Menabe Region (2018-2022)
 - (June 2018) Regional ICZM Action Plan of the Atsinanana Region (2018-2022)

Project outputs: Outcome 2

- Outcome 2.1
 - (November 2016) Inception report on the initial diagnostic analysis for mangrove planting and rehabilitation in the Boeny region
 - (January 2017) Initial diagnostic analysis report for mangrove planting and rehabilitation in the Boeny region
 - (December 2017) Interim report for mangrove planting and rehabilitation in the Boeny region – Phase 2: Replanting and restoration
 - (November 2016) Inception report for the finalization of the initial diagnostic analysis for the restoration and rehabilitation of degraded and vulnerable mangroves to rehabilitate protective ecosystem services in the Menabe region
 - (February 2017) Initial diagnostic report on potential mangrove reforestation and restoration sites in the Menabe region
 - (July 2017) First interim report on the implementation of reforestation and restoration actions for degraded mangroves and vulnerable mangroves in the Menabe region
 - (June 2018) Third interim report on the implementation of reforestation and restoration actions for degraded and vulnerable mangroves in the Menabe region
 - (December 2018) Narrative report on the implementation of reforestation and restoration actions for degraded and vulnerable mangroves in the Menabe region
 - (December 2016) Initial diagnostic report: Stabilization of coastal shores by vegetation in the town of Mananjary, Vatovavy-Fitovinany region
 - Initiation note: Subcontracting for the stabilization of coastal shores by vegetation in the town of Mananjary, Vatovavy-Fitovinany region
- Output 2.2
 - Several Excel files related to micro-projects and restructuring of agricultural plans
 - Community Initiative Micro-Project – Atsinanana:
 - Development, processing, and marketing of local products
 - Promotion of improved poultry farming
 - Community Initiative Micro-Project – Boeny:
 - Compost production – establishment of a point of sale for agricultural products for PAZC beneficiaries
 - Sustainable development of freshwater tilapia fish farming at the community level
 - Community Initiative Micro-Project – Menabe:
 - Production and sale of vermicompost

- Establishment of a honey point of sale
- Community Initiative Micro-Project – Vatovavy Fitovinagny
 - Establishment of premises, a mini-honey house for grouped beekeepers, and Provision of extraction materials and equipment for a quality honey product in Ankazoharaka Nosiala (Fitama)
 - Establishment of a processing center for Rambo products, a composted fertilizer production unit, and a local supply and sales point for the Mangatsiotra producer community
- (2017) Mission report on the consultation and review meeting for the planning of resilient agriculture actions as part of adaptation to climate change
- Support the promotion of crop diversification and climate-resilient agricultural techniques such as market gardening, varietal improvement, and improved production techniques in the four regions (May 2017: Inception note, July 2017: Regional reports, December 2017: Final report, March 2018: Summary of missions carried out in the Vatovavy Fitovinagny, Menabe, Boeny and Atsinanana)
- Introduction of beekeeping technologies and promotion of beekeeping in and around mangroves in the Menabe region (May 2016: Inception Note, May 2017: Interim Report, February 2018: Final Report)
- Introduction of beekeeping technologies and promotion of beekeeping in the communes of Mangatsiotra, Anoloka, Nosiala, Marofody, Tsaravary and Fanovelona, Vatovavy Fitovinany region (October 2016: Initial Assessment, June 2018: Final Report)
- Introduce new fish/crab farming and production techniques in the Atsinanana region and raise awareness among fishermen about fishing calendars and techniques (2017: Inception Note, Diagnostic Report)
- Introduction of new fish and crab farming and production techniques in the Menabe region, and raising awareness among fishermen about fishing calendars and techniques (2017: Inception Note, December 2017: Diagnostic Report, October 2018: Interim Report)
- (2017) Inception Report: Development of Fisheries and Aquaculture in the Vatovavy-Fitovinany Region
- Final Report to Develop Natural Forest Regeneration Activities at the Level of Local Communities in the Boeny Region (December 2016: Inception Report, January 2017: Diagnostic Report, June 2018: Final Report)
- Output 2.3
 - 2017: Consultation Documents
 - 2017: Invitation Letter
 - (June 2018) Environmental Impact Assessment (EIA) for the rehabilitation/construction of coastal protection infrastructure in the towns of Toamasina (Atsinanana region)
 - Feasibility Study for the rehabilitation/construction of coastal protection infrastructure in the city of Toamasina (June 2017: Inception Note, July 2017: Preliminary Study Report, September 2017: APS Study Report, December 2017: APD Study Report – Volume 1–2, Call for Tenders Documents)
 - Rehabilitation/Construction of coastal protection infrastructure in the city of Manakara-Be (March 2016: Reference to the skills of design offices and companies in major port and coastal works, June 2016: Concept Note, 2016: Call for Expression of Interest, June 2017: Inception Report, August 2017: Preliminary Study Report, November 2017: Summary Preliminary Project Report, January 2018: Detailed Preliminary Project Report)

Project outputs: Outcome 3

- Output 3.1

- Development and implementation of a series of sectoral training programs on adaptation to climate change in the project regions and Antananarivo (Terms of Reference, April 2016: Inception Report, September 2016: Concept Note, November 2016: Mapping of actors related to adaptation in Madagascar, Trainer's Manual, December 2016: Mission Report)
- Output 3.2
 - Training and awareness-raising workshops for non-state stakeholders on adaptation to climate change in the project regions (April 2017: Mission report, self-assessment scores)
- Output 3.3
 - National ICZM Action Plan (PAN-GIZC), 2018–2022, related supporting documents
 - (May 2017) Call for applications for the recruitment of a national consultant specializing in government planning
 - Terms of Reference
 - Vatovavy-Fitovinany Regional Development Plan (RDP, 2017–2022) – and related reports
 - Atsinanana Regional Development Plan (RDP, 2018–2023) – and related reports
 - Regional Tourism Promotion Strategy for the Boeny Region (October 2018)

Previous evaluations

- Mid-Term Review (2019)
- Results Verification Exercise (2024)

Reference documents

- Audit reports (2015 to 2023)
- PAZC 2 approved project documents

Annex V. List of stakeholders consulted

A. People consulted through online interviews

04/04/2025: Gaetan Quesne, Project Chief Technical Advisor

07/04/2025: Anna Kontorov, UNEP Task Manager

B. People interviewed during the field mission

Date/ time	Individual/ institution	Role in project
Antananarivo		
26/05; 8h00	UNFCCC Focal Point, BNCC-REDD+	Coordination of all GEF-funding projects in Madagascar
9h00	Chief of Adaptation Service, BNCC-REDD+	Representative of the executing entity
11h00	Former Director of BNCC-REDD+	Former Project Director
12h00	Directeur de la Coordination de la planification et de la Valorisation du Territoire Maritime, Ministry of decentralisation and planning	Former member of PAZC steering committee
13h00	Chef de Projet AMPIANA2, Ministère de la Pêche et de l'Economie Bleu	Former consultant to design aquaculture interventions
15h00	Head of BNCC-REDD+	Current Project Director (since 2018)
Morondava, Menabe region		
27/05; 11h00		National Project Coordinator (NPC)
15h00	Representatives of the Menabe Region	Members of the ICZM Regional Committee
17h00	NGO mangrove ONG SARAGNA Menabe	Service provider in mangrove restoration for Menabe
28/05; 8h30	Director of DREDD	Regional project executing partner
10h00	Field visit in KIMONY – representatives of the Fishermen Cooperative FITAHIASOA	Direct project beneficiary
11h30	Field visit in MAROFOTOTRA – President of the honey producer Association LOVASOA and his wife (also member)	Direct project beneficiary
14h30	Field visit in ANDROVABE – various members of the market gardening association MIRAY-FO	Field visit in (add location) – President of the honey producer association and his wife (also member)
Toamasina, Atsinanana Region		
30/05; 8h30	Regional Office	Former regional coordinator, PAZC 1
9h30	DRAE	Executing partner and beneficiary of capacity building interventions
10h30	DREDD	Director of DREDD during PAZC, executing partner, member of the Regional Committee for Integrated Coastal Zone Management (RC-ICZM) (<i>Comités régionaux pour la Gestion intégrée des zones côtières</i>), and beneficiary of capacity building interventions

Date/ time	Individual/ institution	Role in project
11h30	Fishery Service	Members of the RC-ICZM, beneficiary of capacity building interventions
14h00	General Secretary of the Mayor, Toamasina	Toamasina is a direct beneficiary of the project's sea wall
16h00	Governorate of Atsinanana Region	Member of the RC-ICZM, beneficiary of capacity building interventions
02/06; 10h00	Consultant	Former consultant for PAZC, aquaculture and fish breeding; institutional capacity building in the 4 regions
Antananarivo		
8h00	PAZC 2	National Project Coordinator (NPC) for PAZC 2

Annex VI. Evaluation TOR (Without Annexes)

Section 1: PROJECT BACKGROUND AND OVERVIEW

1. Project General Information

Table 1. Project summary

GEF Project ID:	4568	Trust fund:	LDCF
Implementing Agency:	UNEP, Climate Change Adaptation Unit \ Freshwater, Land and Climate Branch \ Ecosystems Division	Executing Agency:	Ministry of Environment and Forests, Regional Administrations (Madagascar)
Relevant SDG(s) and indicator(s):	Goal 13 Climate Action \ Targets 13.1, 13.2, 13.3 \ Indicators: 13.3.2, 13.B.1 Goal 14 Life Below Water \ Target 14.2 \ Indicator 14.2.1		
GEF Core Indicator Targets (identify these for projects approved prior to GEF-7³⁶)	N/A, as the project PIF was approved in GEF 5. Adaptation Tracking Tool (AMAT) was used		
Sub-programme:	Climate Change	Expected Accomplishment(s):	Expected accomplishment A: <i>Ecosystem-based and supporting adaptation approaches are implemented and integrated into key sectoral and national development strategies to reduce vulnerability and strengthen resilience to climate change impacts</i>
UNEP approval date:	November 2014	Programme of Work Output(s):	Subprogramme 1 PoW 2014-15 Output 2 and Out 4
GEF approval date:	July 2014	Project type:	Full-size Project (FSP)
GEF Operational Programme #:	GEF-5	Focal Area(s):	Climate Change Adaptation
		GEF Strategic Priority:	CCA-1; CCA-2; CCA-3
Expected start date:	August 2014	Actual start date:	November 2014
Planned operational completion date:	August 2019	Actual operational completion date:	December 2023
Planned project budget at approval:	\$17,387,500	Actual total expenditures reported as of 30 December 2023:	USD 5,167,080
GEF grant allocation:	USD 5,337,500	GEF grant expenditures reported as of 30 June 2023:	USD 5,076,896
Project Preparation Grant - GEF financing:	USD 129,650	Project Preparation Grant - co-financing:	USD 139,900
Expected Full-Size Project co-financing:	USD 12,050,000	Secured Full-Size Project co-financing as of 30 June 2022	USD 14,926,451 (PIR FY 2022)
Date of first disbursement:		Planned date of financial closure:	TBD
No. of formal project revisions:	4 Revisions: March 2019, April 2020, Feb 2021, June 2022	Date of last approved project revision:	June 2022
No. of Steering Committee meetings:	Eight	Date of last/next Steering Committee meeting:	9 July 2021
Mid-term Review (planned date):	May 2017	Mid-term Review (actual date):	July 2019
Terminal Evaluation (planned date):	December 2022	Terminal Evaluation (actual):	March 2024
Coverage - Country:	Madagascar	Coverage - Region:	Africa
Dates of previous project phases:	N/A	Status of future project phases:	N/A

2. Project Rationale

Madagascar is a low-income country with a national economy depending essentially on natural resource-based sectors including agriculture, mineral extraction, tourism, and fishing/aquaculture. During the past three decades, Madagascar appears to have been affected by frequent occurrence of disastrous climate linked hazards such as tropical storms. These changes are likely to adversely affect natural ecosystems, agriculture and community livelihoods throughout the country, especially in the coastal zones which have been identified by the National Adaptation Plan of Action (NAPA) as being one of most vulnerable areas of the country to climate change. The degrading effects of increasing human activity in the coastal zone are exacerbated by current climatic variability, principally sea level rise of 0.2m, warming, and increased frequency in extreme weather-induced events such as tropical storms, floods and droughts.

³⁶ This does not apply for Enabling Activities

National structures, including communities, local leaders, researchers and government agencies lacked the capacity to plan for, overcome and withstand these climate change-related threats. This capacity deficit as well as underlying vulnerability to climate change impacts were exacerbated by the following non-climate change-driven causes: (i) unsustainable use and management of natural resources; (ii) high poverty levels; (iii) high population density and rapid urbanization; (iv) dependence on rain-fed agriculture and coastal resources; and (v) inadequate policy and legislation to address climate change issues.

In 2001, the 194 parties to the United Nations Framework Convention on Climate Change (UNFCCC) set out to address this challenge by establishing the Least Developed Countries Fund (LDCF) – a facility that is managed by the Global Environment Facility (GEF) and is exclusively dedicated to helping these countries adapt to new climate realities.

This project (*Adapting coastal zone management to climate change considering ecosystems and livelihoods*) is supported the LDCF; it was designed to create adaptive capacity among all social groups, whether government or communities, from the local to the central administration level, while ensuring that the local environment can be protected and managed in a way that allows it to withstand climate change impacts and to provide continued livelihoods. This included demonstration interventions at pilot sites in four coastal regions – Menabe, Boeny, Atsinanana, and Vatovavy Fitovinany, to restore, protect and sustainably manage productive ecosystems, as well as invest in the restoration of coastal barriers and buffers such as sea walls and dykes.

The project built on a baseline of ongoing development programming supported by the Malagasy Government (and its partners), which had been addressing the above-mentioned issues, including in particular in sectors such as Environment, Agriculture, Water and Infrastructure, in and around the four targeted regions. It addressed NAPA priorities 1, 6, 7 and 3 as they pertain to the coastal zone, which is identified in the NAPA as a priority area for adaptation action. Specifically, the project interventions consisted of: (i) a strengthening of scientific and technical capacity towards adaptation in coastal zones; (ii) the implementation of key adaptive measures and technologies in vulnerable sites; and (iii) the creation of an enabling policy environment towards stronger coastal resilience.

3. Project Results Framework

The overall **goal** of the project was to reduce the vulnerability of the coastal zone of Madagascar to adapt to the adverse effects of climate change. Specifically, its **objective** was “to reduce vulnerability of the coastal zone to climate variability and change through institutional capacity building, concrete coastal adaptation interventions and integration of climate change into policy and planning”. The objective in the revised Results Framework is “to reduce the vulnerability of coastal communities in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana to the effects of climate change through capacity-building of governing institutions and concrete coastal adaptation interventions”.

The objective would be realised through the achievement of the following **Outcomes**: Strengthened institutional capacity to address climate change impacts in project sites (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana); restored and protected coastal zones; and climate change adaptation measures are mainstreamed into national and sectoral development strategies, and in non-state stakeholder actions.

Project activities were organised around three interlinked components as follows:

Component 1: Institutional capacity development. Outputs under this component include climate change vulnerability studies, the establishment or strengthening of regional coordination mechanisms for adaptation to climate change, and its integration into Integrated Coastal Zone Management (ICZM) through the development of ICZM strategies for the four target regions.

Component 2: Coastal rehabilitation and management for long-term resilience. This component focuses on the restoration of ecosystems to strengthen resilience to climate change (mangroves and forests), livelihoods improvement and the introduction of sustainable alternative livelihoods, and the demonstration of technologies protection and rehabilitation of coastal productive assets adjacent to restored ecosystems.

Component 3: Upscaling and mainstreaming adaptation measures into national ICZM policies and development strategies. This component encompasses training to increase institutional capacity of government officials to identify climate risks and integrate these risks into frameworks, strategies and legislative instruments, training to non-state stakeholders to participate in adaptation planning and adaptation actions, and the development of recommendations to integrate climate change into regional development frameworks, strategies and laws related to ICZM (including regional development plans).

Following a baseline study that was undertaken between 2015-2016, amendments were made to the original Results Framework that was in the CEO Endorsement and Project Document; this was done to make the results more specific and measurable, based on the information that was collected through the Baseline Assessment (**please refer to para 20-23 in “Section 6. Implementation Issues” for a detailed explanation on the revisions to the Results Framework**). Table 2, overleaf, presents an overview of the revised project components, programmed Outputs, expected Outcomes and performance indicators.

Table 2. Abridged Results Framework (showing a comparison between the original and revised versions)

Components	Outcomes / Outputs (original)	Indicators and Targets (original)	Outcomes / Outputs (revised)	Indicators and targets (revised)
Component 1: Institutional capacity development	OUTCOME 1.1: Strengthened institutional capacity to address climate change impacts in the project sites (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	Number of coastal regions that have institutions to tackle climate risk and have adopted adaptation plans and strategies to initiate locally coordinated actions, to mitigate the effects of climate change. Target: By the end of the project at least one action taken in each of the four project sites	OUTCOME 1: Strengthened institutional capacity to address climate change impacts in the project sites (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	Institutional capacity score of Regional Integrated Coastal Zone Management (R-ICZM) committees in Atsinanana, Boeny, Menabe and Vatovavy Fitovinany to effectively identify, prioritize, implement, monitor and evaluate adaptation strategies and measures. Target: By project end point, R-ICZM committees in targeted regions achieve an institutional capacity score of 6 (at least).
	Output 1.1.1 Climate change vulnerability and risks for the four coastal regions (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana) are identified.	Number of vulnerability assessments, maps, and crop models prepared for each region Target: none indicated	Output 1.1: Tools updated/developed to identify climate change vulnerability – including climate-related risks – for the four targeted coastal regions (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	Number of Climate change Vulnerability Risk Analyses, maps of flood-prone zones and crop models updated for each project region (Atsinanana, Boeny, Menabe and Vatovavy Fitovinany) Targets: By project mid point, at least 4 Climate change Vulnerability Risk Analyses, 4 maps of flood-prone zones and 4 crop models (1 of each for each region) have been updated and disseminated to relevant government institutions
	Output 1.1.2 An effective coordinating mechanism for climate change adaptation is established in project sites (in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	Number of coastal regions which have an established committee which includes Climate Change in its mandate or ToRs % of female participants/members in each coordinating committees Target: none indicated	Output 1.2: A regional, multi-sectoral coordinating mechanism for climate change adaptation strengthened in Menabe and established in Boeny, Vatovavy Fitovinany and Atsinanana.	Number of mandates for R-ICZM committees in targeted coastal regions developed/updated to promote planning for climate change adaptation in Integrated Coastal Zone Management sectors, and presented to these committees Targets: By project mid-term, four mandates for R-ICZM committees developed/ updated (i.e. for R-ICZMs in each region) to include a reference to climate change, adaptation or resilience
	Output 1.1.3 Comprehensive adaptation plans developed for four coastal regions (in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana).	Number of coastal regions with adaptation plans or strategies Target: by the end of the project, each region has its own coastal adaptation plan or strategy	Output 1.3: ICZM strategies developed for the four coastal regions (in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana).	Number of Integrated Coastal Zone Management strategies developed for regions targeted by the project (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana). Target: By the end of the project, four Integrated Coastal Zone Management strategies developed (i.e., one for each region targeted by the project)
Component 2: Coastal rehabilitation and management for	OUTCOME 2.1: Restored and protected coastal zone	Change in exposure to climate risk in pilot site Target: By the end of the project at least 15% change in exposure indicators to climate hazards has been achieved	OUTCOME 2: Adaptation technologies (including ecosystem restoration, protective infrastructure and livelihood improvement) are implemented to	Number and type of infrastructure items strengthened, and coastal ecosystems restored to withstand the effects of climate change. Targets: By project end point, at least:

Components	Outcomes / Outputs (original)	Indicators and Targets (original)	Outcomes / Outputs (revised)	Indicators and targets (revised)
long-term resilience			decrease the sensitivity of communities in Atsinanana, Boeny, Menabe and Vatovavy Fitovinany to climate change.	-1 seawall rehabilitated in Manakara; -1 seawall/groyne combination rehabilitated/upgraded in Toamasina; -2 strips of coastline revegetated (1 in Manakara and 1 in Toamasina); and -3 mangrove ecosystems restored around particular targeted villages (Ampitsopitsoka and Mahajamba in Boeny region, and Belalanda/Bemangonga in Menabe region).
	Output 2.1.1 Shorelines are rehabilitated through restoration of protective ecosystem services	Number of hectares of mangroves planted (Boeny, Menabe) Number of hectares of shorelines stabilized (Toamasina & Manakara) Targets: at least 1200 hectares of mangroves rehabilitated by year 4 of the project at least 3km² of shorelines stabilized	Output 2.1: Mangroves restored in Boeny and Menabe, and coastal shorelines revegetated in Manakara and Toamasina	Number of (ha) of degraded mangroves restored in Boeny and Menabe, with annual survivorship of 60% (at least). Length (km) of shoreline adjacent to the planned infrastructure in Toamasina & Manakara stabilised through revegetation. Length (km) of shoreline adjacent to the planned infrastructure in Toamasina & Manakara stabilised through revegetation, with annual plant survivorship of 60% (at least) Targets: By the end of the project, at least 300 ha degraded mangroves in Boeny and 50ha degraded mangroves in Menabe are restored. At least 2 km of the shoreline length adjacent to the planned infrastructure stabilised through revegetation.
	Output 2.1.2 Sustainable natural resource use practices and alternative livelihoods introduced in project sites	% increase in income (men and women) from resilient and sustainable use of natural resources (all four project sites) Target: At least a 25% increase in income (men and women) from sustainable fisheries, resilient agriculture	Output 2.2: Sector-based action plans developed and implemented to improve livelihoods of targeted communities in Menabe, Boeny, Vatovavy Fitovinany and Atsinanana	Number of sector-based action plans developed and implemented to improve livelihoods under conditions of climate change at project intervention sites. Targets: By the end of the project, at least 4 are developed: 1 for fisheries-related activities, 1 for agriculture-related activities (including vegetables, livestock and beekeeping), 1 for eco-tourism-related activities and 1 for forest-related activities
	Output 2.1.3 Technologies for protection and rehabilitation of coastal productive assets are demonstrated adjacent to restored ecosystems	km of sea wall constructed /rehabilitated in Manakara km of combined groyne and sea wall in Toamasina Targets: At least 1 km of sea wall constructed and rehabilitated in Mankara	Output 2.3 Technologies for protection and rehabilitation of coastal productive assets are demonstrated adjacent to restored ecosystems	Length of sea wall (km) constructed/ rehabilitated in Manakara to manage the effects of climate change. Length of combined groynes and seawall (km) upgraded in Toamasina to manage the effects of climate change. Targets: By the end of the project, at least:

Components	Outcomes / Outputs (original)	Indicators and Targets (original)	Outcomes / Outputs (revised)	Indicators and targets (revised)
		At least 1 km of existing protection systems (groynes and sea walls combined) is restored and completed		-1 km of sea wall constructed and rehabilitated in Manakara. -1 km of existing protection systems (groynes and sea walls combined) is restored and completed in Toamasina.
Component 3: Mainstreaming adaptation measures into national ICZM policies and development strategies	OUTCOME 3.1: Climate change adaptation measures are mainstreamed into national and sectoral development strategies, and in non-state stakeholder actions or planning	Number of national/ sectoral plans, strategies or norms that are being modified to include climate change adaptation. Number of non-state stakeholders that are in the process of integrating climate change into their activities. Targets: By end of project at least one sectoral development strategy modified. By end of project at least two non-state stakeholders in the process of integrating climate change into planning and activities	OUTCOME 3: Integration of climate change adaptation into activities, strategies, frameworks and laws in Madagascar is enhanced.	Climate change integration score of: (i) revised national Integrated Coastal Zone Management (ICZM) strategy; (ii) Regional Development Plans (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana); and (iii) Recommendations developed through the LDCF project for national laws. Increase in awareness of targeted NGOs and private sector stakeholders on climate change and relevant adaptation options. Targets: By project end point: - the national Integrated Coastal Zone Management (ICZM) strategy has been revised to achieve a score of 6 (at least); and - Regional Development Plans have been revised to achieve scores of 6 (at least). - Recommendations for integrating climate change adaptation into laws achieve a score of 4 (at least) By project end point, the awareness of targeted NGOs and private sector stakeholders is increased by at least 30%
	Output 3.1.1 Training provided to increase institutional capacity of government officials to develop resilient standards, legislative instruments, norms and sectoral plans	Number of government officials trained at national and regional level on the integration of environment and CC into planning % of women trained Targets: at least 200 people trained by end of project At least 20% of those trained are women	Output 3.1: Training provided to increase institutional capacity of government officials to identify climate risks and integrate these risks into frameworks, strategies and legislative instruments.	Number of government officials from MEEMF, MADR, MRHP and MPPATE trained at national and regional level on: (i) identifying climate risks; (ii) identifying best-practice options for adapting to these risks; and (iii) integrating the adaptation interventions into development planning. % of women trained Targets: By project end point, at least 200 people trained. At least 40% of those trained are women
	Output 3.1.2 Training provided to non-state stakeholders to participate in adaptation planning and adaptation actions	Number of people trained among NGO, the private sector on the integration of climate change into their activities, % of women trained	Output 3.2: Training provided to non-state stakeholders to participate in adaptation planning and adaptation actions.	Number of people from NGOs and the private sector trained on: (i) participating in regional adaptation planning processes; and (ii) integrating climate change considerations into their activities. % of women trained.

Components	Outcomes / Outputs (original)	Indicators and Targets (original)	Outcomes / Outputs (revised)	Indicators and targets (revised)
		Target: at least 100people trained, At least 20% of those trained are women		Targets: By project end point, at least 100 people are trained. At least 50% of those trained are women
	Output 3.1.3 Existing strategies and laws are modified to integrate climate change adaptation with adequate budgetary allocations for implementation	Number of strategies or acts, texts or norms that are modified to include climate change adaptation measures Targets: by the end of the project, at least the EIA procedures and one sectoral act/strategy are modified to integrate climate change	Output 3.3: Recommendations provided to integrate climate change into regional development frameworks, strategies and laws related to ICZM.	Number and type of Regional Development plans and strategies updated to integrate climate change adaptation. Number of reports on recommendations to integrate climate change adaptation into laws related to Integrated Coastal Zone Management. Targets: By the end of the project, at least: - 4 Regional Development Plans updated to integrate climate change adaptation (Atsinanana, Boeny, Menabe and Vatovavy Fitovinany). -1 ICZM strategy updated to integrate climate change adaptation. -3 reports on recommendations to integrate climate change adaptation into laws related to ICZM (1 report for the EIA law, 1 report for the fisheries law, 1report for the protected areas law).

4. Executing Arrangements

UNEP was the **Implementing Agency (IA)** for this proposed project and was responsible for overseeing and monitoring the project implementation process, including technical back stopping. It worked in close collaboration with the Ministry of Environment and Forests (MEF), which houses the Directorate of Climate Change (DCC), that acted as the **Executing Agency (EA)** for the project. The Executing Agency was responsible for the achievement of project outputs and outcomes, day to day management and coordination of project activities and inputs, as well as for the reporting on achievement of project objectives. The Executing Agency was also responsible for entering into agreements with other partners, as well as for ensuring that co-financing contributions from the Government of Madagascar and external sources materialize as planned.

The Director of the DCC served as the **National Project Director (NPD)** to provide continued cohesion between the project and the mandate of the EA and provide additional linkages and interactions with high level policy components within the Government. The NPD also helped to coordinate the contributions of the Government of Madagascar.

Project execution was overseen by a **Project Coordination Unit (PCU)** comprised of a **National Project Coordinator (NPC)**, a financial and administrative assistant and a Monitoring & Evaluation clerk. At the regional level, the PCU was assisted by regional technicians to provide technical support for project implementation. A **Chief Technical Advisor (CTA)** was hired by the project and participated as a member of the PCU.

A **Project Steering Committee (PSC)** was appointed to play an oversight role, and provide support, policy guidance and supervision for the project. Specifically, it was expected to approve and validate the project's annual work plans, budgets and procurement plans, as well as all progress, monitoring, evaluation and final reports. The PSC was to meet at least once annually and to review implementation progress and to address any challenges or major changes in implementation plans.

During the project implementation, the Executing Agency (MEF) entered on behalf of the project into agreements with other relevant ministries in order to delegate the delivery of sector specific activities, and to ensure the integration of project activities into the program of work of different ministries.

Figure 1: Project Management Structure

5. Project Cost and Financing

This is a Full-size Project of the LDCF, which is managed by the GEF. The overall project budget (at design) was USD 17,387,500 of which USD 5,337,500 was from GEF/LDCF funds and USD 12,050,000 was the expected co-financing. Of the total co-financing, \$ 9,380,000 was to be provided in grant, and \$ 2,670,000 in kind. See Table 3 and Table 4 below.

Source	Amount (USD)	Percentage
Cost to the LDCF	5,337,500	31%
Co-financing	12,050,000	69%
<i>Grant</i>		
Ministry of Environment and Forests	3,380,000	19%
Ministry of Agriculture	5,000,000	29%
UNEP	1,000,000	6%
Sub total	9,380,000	54%
<i>In kind</i>		
Ministry of Environment and Forest	2,170,000	12%
Ministry of Agriculture	500,000	3%

Project Component and Expected Outcome	LDCF (USD)	Co-financing (USD)
Component 1: Institutional capacity development Outcome 1.1: Strengthened institutional capacity to address climate change impacts in project sites (Menabe, Boeny, Vatovavy Fitovinany and Atsinanana)	579,283	3,380,000
Component 2: Coastal rehabilitation and management for long-term resilience Outcome 2.1: Restored and protected coastal zone	3,684,220	5,450,000
Component 3: Mainstreaming adaptation measures into national ICZM policies and development strategies Outcome 3.1: Climate change adaptation measures are mainstreamed into national and sectoral development strategies, and in non-state stakeholder actions or planning	727,500	2,500,000
Other costs (Project Management, M& E)	346,497	720,000
Total Project Cost	5,337,500	12,050,000

6. Implementation Issues

Between 11 November 2015 and 19 February 2016, a Baseline Assessment (BA) was undertaken for the LDCF project to: (i) collect baseline information specific to each project indicator; (ii) assess each indicator target according to particular criteria (specific, measurable, attainable, relevant, time-bound); (iii) update the project Results Framework (RF) and Logical Framework if necessary; and (iv) provide protocols for data collection and analysis to monitor the progress of activities against each target.

As a result of the Baseline Assessment, the majority of output indicators and targets in the RF were amended. The most notable amendments to indicators and targets were made within Component 2, specifically to **Output 2.1 "shorelines are rehabilitated through restoration of protective ecosystem services"**. In particular, the target for mangrove restoration was reduced considerably because the original target was not attainable in the sites prioritised by regional government stakeholders. Additionally, GIZ and WWF had been implementing mangrove restoration interventions in some of the sites within Boeny and Menabe that were prioritised during the Project Preparation Grant (PPG) phase. Visits to the sites that were prioritised for mangrove restoration—and consultations with local communities at these sites—revealed that the mangroves in these areas were generally in good condition. Geographic Information System (GIS) and remote sensing analyses also indicated an insufficient occurrence of large and easily accessible degraded areas to justify restoration interventions.

The only communication to the GEF on the changes made is found in GEF Project Implementation Report (PIR) FY2016 (page 28, item 4.8) which states: *"Indicators were revised during the baseline assessment. They are now the ones that are presented in section 3.1 above."* The tweaks made to RF targets, based on recommendations of the mid-term review, were also reported in the 2019 PIR.

As mentioned below, back in 2016 there was no requirement or system for communicating to the GEF in detail on amendments made to the results framework. These days it would be done in a section of the PIR that is dedicated to amendments. **While these changes do reflect a substantive amendment, the fact that the changes are recorded in the GEF PIR FY2016, is taken as confirmation that the GEF was made aware of the revision. The results and indicators as reported in the PIRs FY 2016 – FY 2022 are the revised versions and will be used to assess the project's performance.**

A Mid-term Review (MTR) was undertaken in 2019, to cover the project implementation period from November 2014 to July 2019, following Several indicators and targets were adjusted for greater consistency with the outputs and outcomes, in particular for Outcomes 1, 2 and 3, and Outputs 1.2, 1.3, 3.1, 3.2 and 3.3. This readjustment also ensured that the indicators used are specific, measurable, attainable, relevant, and time-bound (SMART). Adjustments in the wording of some outputs and outcomes were also adopted. Finally, originally planned activity 8 (studies on cost-effectiveness, the gender dimension and the resilience of livelihoods) was replaced by the funding of community adaptation initiatives ("micro-projects").

By the time the MTR was conducted, four budget revisions had been carried out since the project was launched: in May 2015, January 2016, February 2017 and February 2019, all of which were duly justified and recorded. The budget revisions, however, did not lead to significant shifts in funds between the different project components. As a result of the Mid-Term Review (MTR) recommendations, the following revisions were made to the project activities, and reflected in the 2020 budget revision:

- Under Output 1.1, the MTR recommended to replace Activity 4 (production systems outlook for agricultural value chains, including crop modelling) with enhancing the dissemination of the already-developed tools (vulnerability assessment and maps of flood-prone areas) through targeted workshops in the regions.
- Under Output 3.3, the MTR noted that the revision of laws and regulations seemed less aligned with overall project focus and approach, and recommended to redirect resources from these activities to e.g. the dissemination of tools developed under Component 1, and the further development of the Rambo value chain.

Other no-cost extensions occurred after the MTR, and were reflected in budget revisions in 2021 and 2022, where the remaining funds were rephased to the additional implementation months. Due to delays in the initial start of the project, and later on delays due to challenging procurement processes, the COVID-19 pandemic, and other challenges, the project was completed in December 2023.

The operating context was generally considered unfavourable. As noted in the MTR Report, the project experienced great political instability until the presidential election in January 2019. This instability was manifested in the form of insecurity across the country, and by a succession of officials in the positions of Minister of the Environment (Executing Agency), the National Project Director, and Regional Directors for the Environment in the four regions of intervention.

Project risk rating was medium due to: (i) increasing frequency and intensity of extreme events, in particular cyclones which resulted in damage to ecotourism facilities established by the project, as well as droughts which were jeopardizing the long-term success of the project's agricultural activities; and (ii) government decision to dissolve the national Integrated Coastal Zone Management (ICZM) committee due to restrictions on the government's budget, which left the regional committees without a key support structure and uncertainty about their fate in the longer term.

During the third wave of the COVID-19 pandemic from late 2021 to March 2022, the Government imposed restrictions on meetings and other gatherings of people. As a consequence, training activities for parliamentarians (Output 3.1) had to be postponed. Further, the pandemic resulted in continued restrictions to movement and travel within the country, as well as on gatherings of people, causing additional delays in project implementation.

At MTR (July 2019) the participation of women had remained below the targets set at project inception; it was therefore recommended to the project to increase efforts to promote gender equality in field activities and to systematically integrate the gender dimension in the implementation of the activities.

With regard to environmental and social safeguards, a potential risk of environmental degradation was identified earlier in project implementation, as the introduction of peanut cultivation in one of the project areas (Menabe) was observed to result in an increased risk of deforestation to provide land for the plantations. The implementation of this climate-smart livelihood diversification activity was therefore halted.

The continuity of the project's interventions despite the unfavourable context and implementation challenges was largely due to the adaptive management of the Project Management Unit, supported by the Chief Technical Advisor and UNEP.

Section 2. OBJECTIVE AND SCOPE OF THE EVALUATION

7. Objective of the Evaluation

In line with the UNEP Evaluation Policy³⁷ and the UNEP Programme Manual³⁸, the Terminal Evaluation is undertaken at operational 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 UNEP, the Malagasy Government (Ministry of Environment and Sustainable Development, Ministry of Environment and Forests, and Ministry of Agriculture), and other government and non-government agencies and institutions. Therefore, the Evaluation will identify lessons of operational relevance for future project formulation and implementation, especially where a second phase of the project is being considered. Recommendations relevant to the whole house may also be identified during the evaluation process.

8. Key Evaluation Principles

Evaluation findings and judgements will 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.

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 will 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 and is supported by the use of a theory of change approach. This means that the consultant(s) needs 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 (i.e. what contributed to the achievement of the project’s results). This should provide the basis for the lessons that can be drawn from the project.

Attribution, Contribution and Credible Association: In order to *attribute* any outcomes and impacts to a project intervention, one needs to consider the difference between what has happened with, and what would have happened without, the project (i.e. take account of changes *over time* and *between contexts* in order to isolate the effects of an intervention). This requires appropriate baseline data and the identification of a relevant counterfactual, both of which are frequently not available for evaluations. Establishing the *contribution* made by a project in a complex change process relies heavily on *prior intentionality* (e.g. approved project design documentation, logical framework) and the articulation of *causality* (e.g. narrative and/or illustration of the Theory of Change). Robust evidence that a project was delivered as designed and that the expected causal pathways developed supports claims of contribution and this is strengthened where an alternative theory of change can be excluded. A *credible association* between the implementation of a project and observed positive effects can be made where a strong causal narrative, although not explicitly articulated, can be inferred by the chronological sequence of events, active involvement of key actors and engagement in critical processes.

Communicating evaluation results. A key aim of the Evaluation is to encourage reflection and learning by UNEP staff and key project stakeholders. The consultant(s) should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons. Clear and concise writing is required on all evaluation deliverables. Draft and final versions of the Main Evaluation Report will be shared with key stakeholders by the Evaluation Manager. There may, however, be several intended audiences, each with different interests and needs regarding the report. The consultant(s) will plan with the Evaluation Manager 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.

9. Key Strategic Questions

In addition to the evaluation criteria outlined in Section 10 below, the Evaluation will address the **strategic questions** listed below. These are questions of interest to UNEP and to which the project is believed to be able to make a substantive contribution. Also included are five questions that are required when reporting in the GEF Portal and these must be addressed in the TE

Q1: *Despite previous ad hoc attempts to adapt, the capacity to address climate change impacts in Madagascar had remained limited. What aspect(s) of this LDCF intervention in Madagascar had the greatest impact on: (i) increasing institutional capacity building for coastal zone resource management, and (ii) integrating climate change into relevant national and sectoral policy instruments?*

Q2: *To what degree of success did the project deliver a sustainable and resilient coastal development strategy /coastal management plans that was adapted to Malagasy’s needs?*

Q3: *What, if any, were the most notable effects (positive and/or negative) to the amendments introduced to the project’s original results framework, following the Base line Study that was completed in 2016, and has there been any significant deviation to the project’s original intention (i.e. its intended objective as designed in the approved Project Document)?*

Q4: *With regard to the issue of gender in the rehabilitation and conservation of coastal zone resources , how and to what extent has project performance been affected by the integration or absence of gender considerations during project implementation?*

Q5: *To what extent were the recommendations from the Mid Term Review actioned upon, and with what results?*

Q6: *What changes were made to adapt to the effects of the COVID-19 pandemic and how might those changes have affected the project’s performance?*

Address the questions required for the GEF Portal in the appropriate parts of the report and provide a summary of the findings in the Conclusions section of the report:

Under Monitoring and Reporting/Monitoring of Project Implementation:

³⁷ <https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies>

³⁸ <https://wecollaborate.unep.org>

What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided³⁹).

Under Factors Affecting Performance/Stakeholder Participation and Cooperation:

What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? (This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)

Under Factors Affecting Performance/Responsiveness to Human Rights and Gender Equality:

What were the completed gender-responsive measures and, if applicable, actual gender result areas? (This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)

Under Factors Affecting Performance/Environmental and Social Safeguards:

What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. (Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)

Under Factors Affecting Performance/Communication and Public Awareness:

What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions? (This should be based on the documentation approved at CEO Endorsement/Approval)

10. Evaluation Criteria

All evaluation criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the criteria. A weightings table in excel format will be provided by the Evaluation Manager to support the determination of an overall project rating. The set of evaluation criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the availability 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 Consultant(s) can propose other evaluation criteria as deemed appropriate.

A. Strategic Relevance

The Evaluation will assess the extent to which the activity is suited to the priorities and policies of the donors, implementing regions/countries and the target beneficiaries. 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:

i. Alignment to the UNEP Medium Term Strategy⁴⁰ (MTS), Programme of Work (POW) and Strategic Priorities

The Evaluation should assess the project's alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building⁴¹ (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.

ii. Alignment to Donor/GEF/Partner Strategic Priorities

Donor, including GEF, strategic priorities will vary across interventions. GEF priorities are specified in published programming priorities and focal area strategies. The Evaluation will assess the extent to which the project is suited to, or responding to, donor priorities. In some cases, alignment with donor priorities may be a fundamental part of project design and grant approval processes while in others, for example, instances of 'softly-earmarked' funding, such alignment may be more of an assumption that should be assessed.

iii. Relevance to Global, Regional, Sub-regional and National Environmental Priorities

The Evaluation will assess the alignment of the project with global priorities such as the SDGs and Agenda 2030. 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 will be considered. Examples may include: UN Development Assistance Frameworks (UNDAF), national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc. Within this section consideration will be given to whether the needs of all beneficiary groups are being met and reflects the current policy priority to leave no one behind.

³⁹ This is not applicable for Enabling Activities

⁴⁰ 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. <https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents>

⁴¹ <http://www.unep.fr/ozonaction/about/bsp.htm>

iv. Complementarity with Relevant Existing Interventions/Coherence⁴²

An assessment will be made of how well the project, either at design stage or during the project inception or mobilization⁴³, took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) 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:

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

B. 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. The complete Project Design Quality template should be annexed in the Evaluation Inception Report. Later, the overall Project Design Quality rating⁴⁴ should be entered in the final evaluation ratings table (as item B) in the Main Evaluation Report and a summary of the project's strengths and weaknesses at design stage should be included within the body of the report. **For this exercise, the reference documents will be the CEO Endorsement document and the revised Results Framework.**

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

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

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 upheaval⁴⁵). 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, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability 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

i. Availability of Outputs⁴⁶

The Evaluation will assess the project's success in producing the programmed outputs and making them available to the intended beneficiaries as well as its success in 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. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, reformulations may be necessary in the reconstruction of the Theory of Change (TOC). In such cases a table should be provided showing the original and the reformulation of the outputs for transparency. The availability of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their provision. It is noted that emphasis is placed on the performance of those outputs that are most important to achieve outcomes. 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 supervision⁴⁷

⁴² This sub-category is consistent with the new criterion of 'Coherence' introduced by the OECD-DAC in 2019.

⁴³ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

⁴⁴ In some instances, based on data collected during the evaluation process, the assessment of the project's design quality may change from Inception Report to Main Evaluation Report.

⁴⁵ Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management by the project team. From March 2020 this should include the effects of COVID-19.

⁴⁶ Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2019)

⁴⁷ 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.

ii. Achievement of Project Outcomes⁴⁸

The achievement of project outcomes is assessed as performance against the project outcomes as defined in the reconstructed⁴⁹ Theory of Change. These are outcomes that are intended to be achieved by the end of the project timeframe and within the project's resource envelope. Emphasis is placed on the achievement of project outcomes that are most important for attaining intermediate states. As with outputs, a table can be used where substantive amendments to the formulation of project outcomes is necessary to allow for an assessment of performance. The Evaluation should report evidence of attribution between UNEP's intervention and the project 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 'substantive contribution' should be included and/or 'credible association' established between project efforts and the project outcomes realised.

Factors affecting this criterion may include:

- Quality of project management and supervision
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equality
- Communication and public awareness

iii. Likelihood of Impact

Based on the articulation of long-lasting effects in the reconstructed TOC (*i.e. from project outcomes, via intermediate states, to impact*), the Evaluation will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-lasting impacts. The Evaluation Office's approach to the use of TOC in project evaluations is outlined in a guidance note available and is supported by an excel-based flow chart, 'Likelihood of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from project 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 (e.g. will vulnerable groups such as those living with disabilities and/or women and children, be disproportionately affected by the project?). Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental and Social Safeguards.

The Evaluation will consider the extent to which the project has played a catalytic role⁵⁰ or has promoted scaling up and/or replication as part of its Theory of Change (either explicitly as in a project with a demonstration component or implicitly as expressed in the drivers required to move to outcome levels) and as factors that are likely to contribute to greater or long-lasting impact.

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-lasting or broad-based changes. However, the Evaluation will assess the likelihood of the project to make a substantive contribution to the long-lasting changes represented by the Sustainable Development Goals and/or the intermediate-level results reflected in UNEP's Expected Accomplishments and the strategic priorities of funding partner(s).

Factors affecting this criterion may include:

- Quality of Project Management and Supervision (including adaptive management)
- Stakeholders' participation and cooperation
- Responsiveness to human rights and gender equality
- Country ownership and driven-ness
- Communication and public awareness

E. Financial Management

Financial management will be assessed under three themes: *adherence* to UNEP's financial policies and procedures, *completeness* of financial information and *communication* between financial and project management staff. 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

⁴⁸ Outcomes are the use (*i.e. uptake, adoption, application*) of an output by intended beneficiaries, observed as changes in institutions or behavior, attitude or condition (UNEP, 2019)

⁴⁹ All submitted UNEP project documents are required to present 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 formal changes made to the project design.

⁵⁰ The terms catalytic effect, scaling up and replication are inter-related and generally refer to extending the coverage or magnitude of the effects of a project. *Catalytic effect* is associated with triggering additional actions that are not directly funded by the project – these effects can be both concrete or less tangible, can be intentionally caused by the project or implied in the design and reflected in the TOC drivers, or can be unintentional and can rely on funding from another source or have no financial requirements. *Scaling up* and *Replication* require more intentionality for projects, or individual components and approaches, to be reproduced in other similar contexts. *Scaling up* suggests a substantive increase in the number of new beneficiaries reached/involved and may require adapted delivery mechanisms while *Replication* suggests the repetition of an approach or component at a similar scale but among different beneficiaries. Even with highly technical work, where scaling up or replication involves working with a new community, some consideration of the new context should take place and adjustments made as necessary.

possible, at output/component level and will be compared with the approved budget. 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. The Evaluation will record where standard financial documentation is missing, inaccurate, incomplete or unavailable in a timely manner. The Evaluation will assess the level of communication between the Project/Task 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.

Factors affecting this criterion may include:

- Preparation and readiness
- Quality of project management and supervision

F. Efficiency

Under the efficiency criterion the Evaluation will assess the extent to which the project delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of project execution.

Focusing on the translation of inputs into outputs, cost-effectiveness is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. 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 and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

The Evaluation will give special attention to efforts made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities⁵¹ with other initiatives, programmes and projects etc. to increase project efficiency.

The factors underpinning the need for any project extensions will also be explored and discussed. As management or project support costs cannot be increased in cases of 'no cost extensions', such extensions represent an increase in unstated costs to implementing parties.

Factors affecting this criterion may include:

- Preparation and readiness (e.g. timeliness)
- Quality of project management and supervision
- Stakeholders participation and cooperation

G. Monitoring and Reporting

The Evaluation will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring implementation and project reporting.

i. Monitoring Design and Budgeting

Each project should be supported by a sound monitoring plan that is designed to track progress against SMART⁵² results towards the provision of the project's outputs and achievement of project outcomes, including at a level disaggregated by gender, marginalisation or vulnerability, including those living with disabilities. In particular, the Evaluation will assess the relevance and appropriateness of the project indicators as well as the methods used for tracking progress against them as part of conscious results-based management. The Evaluation will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for Mid-Term and Terminal Evaluation/Review should be discussed if applicable.

ii. Monitoring of Project 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. This assessment will include consideration of whether the project gathered relevant and good quality baseline data that is accurately and appropriately documented. This should include monitoring the representation and participation of disaggregated groups (including gendered, marginalised or vulnerable groups, such as those living with disabilities) in project activities. It will also consider the quality of the information generated by the monitoring system during project implementation and how it was used to adapt and improve project execution, achievement of outcomes and ensure sustainability. The Evaluation should confirm that funds allocated for monitoring were used to support this activity.

The performance at project completion against Core Indicator Targets should be reviewed. For projects approved prior to GEF-7, these indicators will be identified retrospectively and comments on performance provided.

iii. Project Reporting

UNEP has a centralised project information management system (Anubis) in which project managers upload six-monthly progress 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 (e.g. the Project Implementation Reviews and Tracking Tool for GEF-funded projects). The Evaluation will

⁵¹ Complementarity with other interventions during project design, inception or mobilization is considered under Strategic Relevance above.

⁵² SMART refers to results that are specific, measurable, achievable, relevant and time-oriented. Indicators help to make results measurable.

assess the extent to which both UNEP and donor reporting commitments have been fulfilled. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

Factors affecting this criterion may include:

Quality of project management and supervision

Responsiveness to human rights and gender equality (e.g. disaggregated indicators and data)

H. Sustainability

Sustainability⁵³ is understood as the probability of the benefits derived from the achievement of project 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 endurance of achieved project outcomes (i.e. 'assumptions' and 'drivers'). 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. Where applicable an assessment of bio-physical factors that may affect the sustainability of project outcomes may also be included.

i. Socio-political Sustainability

The Evaluation will assess the extent to which social or political factors support the continuation and further development of the benefits derived from project 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.

ii. Financial Sustainability

Some project outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised 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 project 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 natural 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 a project's outcomes have been extended into a future project phase. Even where future funding has been secured, the question still remains as to whether the project outcomes are financially sustainable.

iii. Institutional Sustainability

The Evaluation will assess the extent to which the sustainability of project outcomes (especially those relating to policies and laws) 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. In particular, the Evaluation will consider whether institutional capacity development efforts are likely to be sustained.

Factors affecting this criterion may include:

Stakeholders participation and cooperation

Responsiveness to human rights and gender equality (e.g. where interventions are not inclusive, their sustainability may be undermined)

Communication and public awareness

Country ownership and driven-ness

I. Factors Affecting Project Performance and Cross-Cutting Issues

i. Preparation and Readiness

This criterion focuses on the inception or mobilisation stage of the project (i.e. the time between project approval and first disbursement). 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. *(Project preparation is included in the template for the assessment of Project Design Quality).*

ii. Quality of Project Management and Supervision

In some cases 'project management and supervision' may refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects⁵⁴, it may refer to the project management performance of the executing agency and the technical backstopping and supervision provided by UNEP. The performance of parties playing different roles should be discussed and a rating provided for both types of supervision (UNEP/Partner/Executing Agency) and the overall rating for this sub-category established as a simple average of the two.

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.);

⁵³ As used here, 'sustainability' means the long-lasting maintenance of outcomes and consequent impacts, whether environmental or not. This is distinct from the concept of sustainability in the terms 'environmental sustainability' or 'sustainable development', which imply 'not living beyond our means' or 'not diminishing global environmental benefits' (GEF STAP Paper, 2019, Achieving More Enduring Outcomes from GEF Investment)

⁵⁴ For GEF funded projects, a rating will be provided for the Project Management and Supervision of each of the Implementing and Executing Agencies. The two ratings will be aggregated to provided an overall rating for Quality of Project Management and Supervision

maintaining project relevance within changing external and strategic contexts; communication and collaboration with UNEP colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive management should be highlighted.

iii. 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 and the Executing Agency. 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. The inclusion and participation of all differentiated groups, including gender groups should be considered.

The progress, challenges and outcomes regarding engagement of stakeholders in the project/program occurring since the MTR should be reviewed. *(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval).*

iv. Responsiveness to Human Rights and Gender Equality

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 Environment⁵⁵.

In particular the Evaluation will consider to what extent project-implementation and monitoring have taken into consideration: (i) possible inequalities (especially those related to gender) in access to, and the control over, natural resources; (ii) specific vulnerabilities of disadvantaged groups (especially women, youth and children and those living with disabilities) to environmental degradation or disasters; and (iii) the role of disadvantaged groups (especially those related to gender) in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

Note that the project's effect on equality (i.e. promoting human rights, gender equality and inclusion of those living with disabilities and/or belonging to marginalised/vulnerable groups) should be included within the TOC as a general driver or assumption where there is no dedicated result within the results framework. If an explicit commitment on this topic is made within the project document then the driver/assumption should also be specific to the described intentions.

The completed gender-responsive measures and, if applicable, actual gender result areas should be reviewed. *(This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent).*

v. Environmental and Social Safeguards

UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage, risk assessment and management (avoidance, minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project and programme activities. The Evaluation will confirm whether UNEP requirements⁵⁶ were met to: *review* risk ratings on a regular basis; *monitor* project implementation for possible safeguard issues; *respond* (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and *report* on the implementation of safeguard management measures taken. UNEP requirements for proposed projects to be screened for any safeguarding issues; for sound environmental and social risk assessments to be conducted and initial risk ratings to be assigned are evaluated above under Quality of Project Design).

The Evaluation will also consider the extent to which the management of the project minimised UNEP's environmental footprint.

Implementation of the management measures against the Safeguards Plan submitted at CEO Approval should be reviewed, the risk classifications verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. Any supporting documents gathered by the Consultant should be shared with the Task Manager.

vi. Country Ownership and Driven-ness

The Evaluation will assess the quality and degree of engagement of government / public sector agencies in the project. While there is some overlap between Country Ownership and Institutional Sustainability, this criterion focuses primarily on the forward momentum of the intended projects results, i.e. either a) moving forwards from outputs to project outcomes or b) moving forward from project outcomes towards intermediate states. The Evaluation will consider the engagement 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 (e.g. representatives from multiple sectors or relevant ministries beyond Ministry of Environment). This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long-lasting impact to be realised. Ownership should extend to all gendered and marginalised groups.

vii. Communication and Public Awareness

⁵⁵The Evaluation Office notes that Gender Equality was first introduced in the UNEP Project Review Committee Checklist in 2010 and, therefore, provides a criterion rating on gender for projects approved from 2010 onwards. Equally, it is noted that policy documents, operational guidelines and other capacity building efforts have only been developed since then and have evolved over time. https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf.pdf?sequence=3&isAllowed=y

⁵⁶ For the review of project concepts and proposals, the Safeguard Risk Identification Form (SRIF) was introduced in 2019 and replaced the Environmental, Social and Economic Review note (ESERN), which had been in place since 2016. In GEF projects safeguards have been considered in project designs since 2011.

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, including meeting the differentiated needs of gendered or marginalised groups, 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.

The project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions should be reviewed. This should be based on the documentation approved at CEO Endorsement/Approval.

Section 3. EVALUATION APPROACH, METHODS AND DELIVERABLES

The Terminal Evaluation 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 as appropriate to determine project achievements against the expected outputs, 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. Where applicable, the consultant(s) will provide a geo-referenced map that demarcates the area covered by the project and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)

The findings of the Evaluation will be based on the following:

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

- Relevant background documentation;
- Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project, the logical framework and/or its budget;
- Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and including the Project Implementation Reviews and Tracking Tool etc.;
- Project deliverables: (climate change vulnerability tools, ICZM strategies, development plans, coastal protection infrastructure, training material, etc.;
- Mid-Term Review Report;

Interviews (individual or in group) with:

- UNEP Task Manager (TM);
- Project management team, including the Project Manager within the Executing Agency, where appropriate;
- UNEP Fund Management Officer (FMO);
- Portfolio Manager and Sub-Programme Coordinator, where appropriate;
- Project partners, including Ministry of Environment and Sustainable Development, Ministry of Environment and Forests, Ministry of Agriculture, and other government and non-government agencies and institutions;
- Relevant resource persons;
- Representatives from civil society and specialist groups (such as women's, farmers and trade associations etc).

Surveys (where appropriate)

Field visits (the evaluation process shall include a field mission to Madagascar, if found feasible).

Other data collection tools as deemed appropriate.

11. Evaluation Deliverables and Review Procedures

The Evaluation Team will prepare:

Inception Report: (see Annex 1 for a list of all templates, tables and guidance notes) containing an assessment of project design quality, 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: 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.

An **Evaluation Brief**, (a 2-page overview of the evaluation and key evaluation findings) for wider dissemination through the UNEP website may be required. This will be discussed with the Evaluation Manager no later than during the finalization of the Inception Report.

Review of the Draft Evaluation Report. The Evaluation Consultant(s) will submit a 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 peer-reviewed and accepted, the Evaluation Manager will share the cleared draft report with the Task Manager and Project Manager, who will alert

the Evaluation Manager in case the report contains any blatant factual errors. The Evaluation Manager will then forward the revised draft report (corrected by the Evaluation Consultant(s) 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 draft reports will be sent to the Evaluation Manager for consolidation. The Evaluation Manager will provide all comments to the Evaluation Consultant(s) for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

Based on a careful review of the evidence collated by the Evaluation Consultants and the internal consistency of the report, the Evaluation Manager will provide an assessment of the ratings in the final evaluation report. Where there are differences of opinion between the evaluator and the Evaluation Manager on project ratings, both viewpoints will be clearly presented in the final report. The Evaluation Office ratings will be considered the final ratings for the project.

The Evaluation Manager will prepare a **quality assessment** of the first draft of the Main Evaluation Report, which acts as a tool for providing structured feedback to the Evaluation Consultant(s). The quality of the final report will be assessed and rated against the criteria specified in template listed in Annex 1 and this assessment will be appended to the Final Evaluation Report.

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 Evaluation Office will track compliance against this plan on a six-monthly basis for a maximum of 12 months.

12. The Evaluation Consultant

For this Evaluation, the Evaluation Team will consist of one Evaluation Specialist who will work under the overall responsibility of the Evaluation Office represented by an Evaluation Manager (Pauline Marima), in consultation with the UNEP Task Manager (Anna Kontorov), Fund Management Officer (Bwiza Wameyo-Odemba), Head of the Climate Change Adaptation Unit (Jessica Troni), Head of the Nature for Climate Branch (Mirey Atallah), Director of the Ecosystems Division (Susan Gardner) and the Sub-programme Coordinator of the Climate Action Sub-programme (Niklas Hagelberg).

The consultant will liaise with the Evaluation Manager on any procedural and methodological matters related to the Evaluation, including travel. It is, however, each consultant's individual responsibility (where applicable) to arrange for their visas and immunizations as well as to plan meetings with stakeholders, organize online surveys, obtain documentary evidence 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 consultants to conduct the Evaluation as efficiently and independently as possible.

The Evaluation Consultant will be hired over a period of **approximately 8 months (from the contract start date)** and should have the following: university degree in environmental or social studies, an advanced degree is desirable; at least 7 years' professional experience is required; working experience in the areas of environmental resource management, climate change adaptation, coastal zone management, is an added advantage; previous working experience in undertaking evaluation of projects, preferably using a Theory of Change approach, is required. Previous work experience in Madagascar is an advantage. Knowledge of English language along with excellent writing skills in English is required, and for this assignment, fluency in French is also required. Experience in managing partnerships, knowledge management and communication is desirable for all evaluation consultants. The work will be home-based with a possible field visit to Madagascar.

The Evaluation Consultant will be responsible, in close consultation with the Evaluation Office of UNEP for overall management of the Evaluation and timely provision of its outputs, described above in Section 11 Evaluation Deliverables, above. The consultant will ensure together that all evaluation criteria and questions are adequately covered.

In close consultation with the Evaluation Manager, the Evaluation Consultant will be responsible for the overall management of the Evaluation and timely provision of its outputs, data collection and analysis and report-writing. More specifically:

Inception phase of the Evaluation, including:

- 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);
- develop and present criteria for country and/or site selection for the evaluation mission;
- plan the evaluation schedule;
- prepare the Inception Report, incorporating comments until approved by the Evaluation Manager

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;
- (where appropriate and agreed) conduct an evaluation mission to the project country, visit the project locations, interview project partners and stakeholders, including a good representation of local communities where feasible, and ensure independence of the Evaluation and confidentiality of evaluation interviews.
- regularly report back to the Evaluation Manager on progress and inform of any possible problems or issues encountered and;
- keep the Project/Task Manager informed of the evaluation progress.

Reporting phase, including:

- draft the Main Evaluation Report, ensuring that the evaluation report is complete, coherent and consistent with the Evaluation Manager guidelines both in substance and style;

liaise with the Evaluation Manager on comments received and finalize the Main Evaluation Report, ensuring that comments are taken into account until approved by the Evaluation Manager

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

(where agreed with the Evaluation Manager) prepare an Evaluation Brief (2-page summary of the evaluation and the key evaluation findings and lessons)

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 Manager on any issues requiring its attention and intervention.

13. Schedule of the Evaluation

The table below presents the tentative schedule for the Evaluation.

Tentative schedule for the Evaluation

Milestone	Tentative Dates
Evaluation Initiation Meeting	Within 1 week from start date
Inception Report	1 month from starting date
Primary and secondary data collection and analysis	1.5 - 2 months from starting date
Presentation of preliminary findings	2.5 months from starting date
Draft report submitted to Evaluation Manager	3.5 months from starting date
Draft Report submitted to Task Manager and core project team	5 months from starting date
Draft Report shared with wider group of stakeholders	6 months from starting date
Submission of Final Report	7-8 months from starting date

14. Contractual Arrangements

Evaluation Consultants are selected and recruited by the Evaluation Office of UNEP under an individual Special Service Agreement (SSA) on a "fees only" basis (see below). By signing the service contract with UNEP/UNON, the Consultant shall 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. All consultants are required to sign the Code of Conduct Agreement Form.

Fees will be paid on an instalment basis, paid on acceptance by the Evaluation Manager of expected key deliverables. The schedule of payment is as follows:

Schedule of Payment for the Evaluation Consultant

Deliverable	Percentage Payment
Approved Inception Report (<i>as per Guidance Note</i>)	30%
Approved Draft Main Evaluation Report c	30%
Approved Final Main Evaluation Report (<i>as per Guidance Note</i>)	40%

Fees only contracts: Where applicable, air tickets will be purchased by UNEP and 75% of the Daily Subsistence Allowance for each authorised travel mission will be paid up front. Local in-country travel will only be reimbursed where agreed in advance with the Evaluation Manager and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

The consultant may be provided with access to UNEP's information management systems (e.g. SharePoint, Dropbox, etc.) and if such access is granted, the consultant agrees not to disclose information from that system to third parties beyond information required for, and included in, the evaluation report.

In case the consultant is not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Director of the Evaluation Office until the consultant has improved the deliverables to meet UNEP's quality standards.

If the consultant fails to submit a satisfactory final product to UNEP in a timely manner, i.e. before the end date of their contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultant's fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard⁵⁷.

⁵⁷ This may include contract cancellation in-line with prevailing UN Secretariat rules.

Annex VII. Response to Stakeholder Comments

Response to stakeholder comments received but not (fully) accepted by the evaluator(s), where appropriate

Page Ref	Stakeholder comment	Evaluator(s) Response	UNEP Evaluation Office Response
	Xxx	Xxx	

Annex VIII. Quality Assessment of the Evaluation Report

Quality Assessment of the Evaluation Report

Terminal Evaluation of the UNEP-GEF Project "Adapting coastal zone management to climate change considering ecosystem and livelihoods" GEF ID 4568

All UNEP 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.

Report Quality Criteria	UNEP Evaluation Office Comments	Final Report Rating
Section A: Executive Summary	Assessment	
1. Does the <i>Executive Summary</i> act as a concise, accurate standalone section, especially to inform decision-making? Consider how clearly and concisely the report presents: - a clear summary of the evaluation object - evaluation objectives, scope and methodology - the overall project evaluation rating - a summary of main evaluation findings, including key features of performance (strengths and weaknesses) - summary responses to key strategic evaluation questions - summary of main conclusions, lessons learned and recommendations	<u>Coverage/omissions:</u> <i>All required elements are addressed satisfactorily</i> <u>Strengths/weaknesses:</u> <i>The summary captures the key strengths and weakness of project performance in a balanced manner. Summary of the performance ratings by criterion are presented. Responses to key strategic questions are also covered here. The conclusions, overall rating, lessons learned and recommendations are also presented.</i>	6
Section B: The Project	Assessment	
2. Does the report clearly describe the <i>key parameters, scale and complexity of the evaluand</i>? Consider how well the report presents: - an overview of the main issue that the project is trying to address - timeline, including dates of project approval, duration and number of phases (where appropriate) - geographic coverage (regions/countries) - total secured budget and project financing, including a table with funding sources - implementing and funding partners - institutional context (i.e. UNEP sub-programme, Division, Branch etc) - implementation structure with diagram - UNEP results frameworks to which it contributes (e.g. PoW Direct Outcome) - summary of results framework as stated in the ProDoc (or as officially revised) - stakeholder groups organised according to relevant common characteristics - whether the project has been evaluated in the past (e.g. mid-term, by an external agency, etc.) - substantive or significant changes in design during implementation	<u>Coverage/omissions:</u> Chapter 1 and Chapter 3 of the report cover all the elements that describe the parameters, scale and complexity of the evaluand. <u>Strengths/weaknesses:</u> The description of the project is clearly written represents the evaluand well.	6
Section C: Evaluation Methods and Theory of Change	Assessment	

3. Does the report present a clear, comprehensive and adequate description of the <i>evaluation methodology</i>? Consider how well it presents the following elements, and their adequacy based on the scope of the evaluation: • statement of the purpose of the evaluation and the key intended audience for the evaluation findings • data collection methods and information sources • justification for methods used (e.g. electronic/face-to-face interviews, qualitative/quantitative analysis) • criteria and sampling strategies used to select stakeholders for consultations, and for sites/countries visited • number and types of respondents (<i>including in a table broken down by gender</i>) • strategies used to increase stakeholder engagement and response rate • methods used to include the voices/experiences of different and potentially excluded groups (e.g. women, marginalised) • data verification methods (e.g. triangulation) • data analysis methods (e.g. scoring, thematic analysis) • evaluation limitations and mitigation measures (e.g. how these were addressed by the evaluator) • consideration for ethics and human rights issues, including how anonymity and confidentiality were protected	<u>Coverage/omissions:</u> Methods section is complete <u>Strengths/weaknesses:</u> The report provides a comprehensive description of the evaluation methodology, including evaluation limitations and mitigation measures, and considerations for gender, ethics and human rights	6
4. Does the report describe an assessment and reformulation of the <i>Theory of Change</i>, and present an adequate articulation of the TOC causal pathways that were used to assess project performance (<i>narratively and diagrammatically</i>)? Consider how well the report presents: • whether the project design included a TOC • how the <i>TOC at Evaluation</i>⁵⁸ was designed (e.g. who was involved, etc) • confirmation/reconstruction of results in accordance with UNEP definitions (<i>including reformulation table, which may have initially been presented in the Inception Report and should appear in the Main Evaluation report.</i>) • articulation of causal pathways • identification of drivers and assumptions • identification of key actors in the change process	<u>Coverage/omissions:</u> The section on TOC assessment is complete <u>Strengths/weaknesses:</u> The TOC has been presented in both diagrammatic and narrative formats. A clear comparison between the original and reformulated TOC has been included in table format. The TOC narrative presents an overview of causality from outputs through to the Impacts. The assessment could have benefited from a more systematic and detailed description of each causal pathway and where interlinkages exist	5
Section D: Evidence and Analysis	Assessment	
5. Is the report based on <i>sufficient and adequate data</i> and <i>clear and credible evidence</i>? Consider how well the report presents: • sufficient evidence that is consistent throughout the report • evidence that is supported by data sources (e.g. quotes, reports, etc) • evidence that is explicitly triangulated, unless noted as having a single source • gaps in data are explained and justified • data sources that are reliable, adequate, sufficient for the scope of the evaluation	<u>Coverage/omissions:</u> <u>Strengths/weaknesses:</u> The evaluation findings are adequately corroborated with suitable examples from different data sources, providing clear and credible evidence.	5.5

⁵⁸ During the Inception Phase of the evaluation process a *TOC at Evaluation Inception* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions), formal revisions and annual reports etc. During the evaluation process this TOC is revised based on changes made during project intervention and becomes the *TOC at Evaluation*.

6. Does the report include <i>rigorous analysis</i> and <i>logical findings</i>? Consider the extent to which the findings are: - supported by clear analysis that is consistent with the evidence presented - logical, clear and coherent - aligned with UNEP's Criteria Ratings Matrix - aligned with the evaluation framework - more than descriptions and provide insights into 'how' and/or 'why' the project performed a certain way - balanced, presenting both successes and weaknesses	<u>Coverage/omissions:</u> <u>Strengths/weaknesses:</u> The analyses are logical, coherent, and well-reasoned. The findings are consistent throughout the report. The report is balanced, identifying both successes and weaknesses in project implementation. The assessment has been done in alignment with the latest approved Results Framework. The findings are insightful and provide a good overview of why the project performed as it did. Some factual errors and omissions were observed by the Task Manager during draft review, and these have been adequately addressed in the Final Report.	5.5
Section E: Evaluation Findings	Assessment	
7. Does the report present evidence and analysis of project <i>Strategic Relevance</i> with respect to UNEP, partner and geographic policies and strategies at the time of project approval? Consider how well the report addresses: - Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities - Alignment to Donor/GEF/Partners Strategic Priorities - Relevance to Regional, Sub-regional and National Environmental Priorities - Complementarity with Existing Interventions: complementarity of the project at design (or during inception/mobilisation⁵⁹), with other interventions addressing the needs of the same target groups.	<u>Coverage/omissions:</u> Section on Relevance is complete <u>Strengths/weaknesses:</u> The report has addressed all the sub-categories quite well and includes supporting examples as evidence	6
Does the report present a summary of the strengths and weaknesses of the Quality of Project Design, based on the detailed assessment presented in the Inception Report?	<u>Coverage/omissions:</u> Section is complete <u>Strengths/weaknesses:</u> Design strengths and weaknesses are described and the overall rating for project design is suitable justified.	NOT RATED
Does the report recognise and describe, when appropriate, key features of the Nature of the External Context under which the project was implemented that limited the project's performance (e.g. conflict, natural disaster, political upheaval⁶⁰), and how they affected performance?	<u>Coverage/omissions:</u> Section is complete <u>Strengths/weaknesses:</u> The external challenges faced by the project during implementation are presented in a structured and clear way. The rating (highly Unfavourable) is however not very consistent with the findings presented	NOT RATED

⁵⁹ A project's inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

⁶⁰ Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team.

8. Does the report present a well-reasoned, complete and evidence-based assessment of the <i>Availability of Outputs</i> to the intended beneficiaries? Consider how well the report presents: • a convincing, evidence-supported and clear presentation of the outputs made available by the project compared to its approved plans and budget • assessment of the nature and scale of outputs versus the project indicators and targets • assessment of the timeliness, quality and utility of outputs to intended beneficiaries • identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	<u>Coverage/omissions:</u> The section is complete <u>Strengths/weaknesses:</u> The assessment of Outputs is systematic, thorough, and addresses each output against their respective indicators and targets. Sufficient evidence has been provided to support the assessment of performance for each output, including the level of achievement. Unexpected effects (co-benefits to the community) have been identified. The report would have benefited from a more in-depth look at the effects of project Outputs from the perspective of gender equality, vulnerability or marginalisation	5.5
9. Does the report present a well-reasoned, complete and evidence-based assessment of the <i>Achievement of Outcomes</i>, as a result of the uptake, adoption and/or implementation of outputs by the intended beneficiaries? This may include behaviour changes at an individual or collective level. Consider how well the report presents: • a convincing and evidence-supported analysis of the uptake of outputs by intended beneficiaries • assessment of the nature, depth and scale of outcomes versus the project indicators and targets • discussion of the contribution, credible association and/or attribution of outcome level changes to the work of the project itself • any constraints to attributing effects to the projects' work • identification of positive or negative effects of the project on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	<u>Coverage/omissions:</u> The section is complete <u>Strengths/weaknesses:</u> The report provides a well-reasoned and evidence-based assessment and addresses each Outcome individually and systematically against their respective indicators and targets. The assessment is balanced, addressing both the successes and challenges in the uptake, adoption and/or implementation of outputs by the intended beneficiaries. It is possible to get a sense of the contribution, credible association and/or attribution of outcome level changes to the work of the project itself, though not explicitly. Unintended but positive effects on beneficiaries because of the project are covered under the section on 'Outputs'. Gender issues and effects on marginalised or vulnerable groups are not explicitly addressed	5
10. Does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to <i>Likelihood of Impact</i>? Consider how well the report presents: • an explanation of how causal pathways emerged and the resulting change processes • an explicit discussion of how drivers and assumptions played out • an explanation of roles played by key actors and change agents • identification of any unintended negative effects of the project, especially on disadvantaged groups, including those with specific needs due to gender, vulnerability or marginalisation (e.g. through disability).	<u>Coverage/omissions:</u> The section is complete <u>Strengths/weaknesses:</u> A clear and evidence-based assessment of the likelihood of impact is provided, including discussions on the status of intermediate states, assumptions and drivers, and how these have contributed to/affected the likelihood of longer-term results. The key change agents are identified. Gender issues and effects on marginalised or vulnerable	5.5

	groups are not explicitly addressed	
11. Does the report present 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: • <i>adherence</i> to UNEP's financial policies and procedures • <i>completeness</i> of financial information, including the actual project costs and actual co-financing used and explanation of any variances between planned and actual expenditures	<u>Coverage/omissions:</u> The section is complete and covers the sub-categories <u>Strengths/weaknesses:</u> The report presents an evidence-based assessment of the project's performance in financial management. A table has been included to show the assessment by sub-criteria including their corresponding evidence.	6
12. Does the report present an integrated analysis of all dimensions evaluated under Efficiency? Consider how well the report presents: • cost-effective or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe • implications of any delays and no cost extensions • discussion of making use, during project implementation, of/building on pre-existing institutions, partnerships and complementarities with other initiatives, programmes and projects etc. • the extent to which the management of the project minimised UNEP's environmental footprint.	<u>Coverage/omissions:</u> The section is complete <u>Strengths/weaknesses:</u> The report covers all the required aspects of efficiency in sufficient detail and includes supporting evidence.	6
13. Does the report present a well-reasoned, complete and evidence-based assessment of the project's Monitoring and Reporting? Consider how well the report addresses the following: • the quality of <i>monitoring of project implementation</i> (including use of monitoring data for adaptive management) • the quality of <i>project reporting</i> (e.g. PIMS and donor reports)	<u>Coverage/omissions:</u> The section is complete and covers both sub-categories <u>Strengths/weaknesses:</u> Section would have benefitted from a more robust assessment of the sub-criterion on monitoring of project implementation to explain the extent to which project monitoring supported results-based adaptive management. Overall, a more quality-focused assessment of both sub-categories would have improved the section	4.5
14. Does the report present an integrated analysis of all dimensions evaluated under Sustainability (i.e. the endurance of benefits achieved at outcome level)? Consider how well the report addresses the following: • socio-political sustainability • financial sustainability • institutional sustainability	<u>Coverage/omissions:</u> The section is complete and covers both sub-categories <u>Strengths/weaknesses:</u> The assessment of sustainability includes sufficient detail and supporting evidence to support the ratings.	6
15. Does the report present a well-evidence analysis of the Factors Affecting Performance, either in this section or in cross-referenced sections? <i>These factors are not always discussed in stand-alone sections and may be integrated in the other performance criteria as appropriate. However, if not addressed substantively in this section, a cross reference must be given to where the topic is addressed, and that</i>	<u>Coverage/omissions:</u> The section is complete <u>Strengths/weaknesses:</u> All the factors affecting performance have been	6

entry must be sufficient to justify the performance rating for these factors. Consider how well the report addresses the following cross-cutting issues: • quality of project management and supervision⁶¹ • stakeholder participation and co-operation • responsiveness to human rights and gender equality • environmental and social safeguards • country ownership and driven-ness • communication and public awareness	discussed in sufficient detail and are consistent with the findings presented in the report.	
Section F: Conclusions, Lessons Learned and Recommendations	Assessment	
16. Do the Conclusions present a summative assessment of the evaluand as a whole, reflecting on prominent aspects of the project's performance? Consider how well the conclusions: • provide a compelling narrative and integrated assessment of project project's performance (i.e. achievements and limitations) • add deeper insights and analysis beyond the findings under each individual criterion • are derived from the synthesized analysis of evidence gathered during the evaluation process • provide clear and succinct response to the key strategic questions • address the human rights and gender dimensions of the intervention explicitly (e.g. how these dimensions were considered, addressed or impacted on) • provide lessons that are rooted in real project experiences, describe the context from which they are derived, and do not duplicate recommendations	<u>Coverage/omissions:</u> The section is complete <u>Strengths/weaknesses:</u> The conclusion is succinct, giving a brief overview of the project's performance. The key strategic questions are explicitly addressed within the conclusions section and provide a more in-depth and cross-cutting summary of the project. Gender dimensions are discussed. A table showing the summary of project ratings by criteria is presented. The lessons learned are anchored on actual findings presented in the report. The contextual background from which they are drawn is included to support the validity of the lessons presented	6
17. Does the report present Recommendations for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of its results? Consider how well the recommendations: • are clearly formulated and logically derived from the findings and/or conclusions • are feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when • include at least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions • represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations. <u>NOTES:</u> (i) In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance.	<u>Coverage/omissions:</u> The report includes four (4) recommendations <u>Strengths/weaknesses:</u> The recommendations given in the evaluation report are actionable by UNEP through an upcoming project in the pipeline or an ongoing project (e.g. PACZ 2) that can implement the proposed actions. They comprise of proposals to remedy actual challenges identified by the evaluator and evidenced in the report. Gender dimensions are included in at least one recommendation. The recommendations could have benefited from a few measurable performance targets in order that the Evaluation Office can monitor and assess compliance with the recommendations	5

⁶¹ 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. This includes providing the answers to the questions on Core Indicator Targets, stakeholder engagement, gender responsiveness, safeguards and knowledge management, required for the GEF portal.

(ii) Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.		
Section G: Report Structure and Presentation	Assessment	
18. Is the report well-structured and complete? Does it: • follow the Evaluation Office structure and formatting guidelines • include all required sections and annexes, as applicable • not exceed 50 pages in length from the Executive Summary to the end of the Conclusion Does the report present information clearly and appropriately? Is it written: • in clear and accessible language • largely free from grammar, spelling and punctuation errors • in an adequate and professional tone • with the use of visual aids, such as maps, graphs tables and photos	<u>Coverage/omissions:</u> <u>Strengths/weaknesses:</u> The report is complete and well-structured, although it exceeds the limit. It is written in clear and professional language. Tables have been used as aids. It is largely free of grammatical errors.	6
OVERALL REPORT QUALITY RATING		5.6 Highly Satisfactory

A number rating 1-6 is used for each criterion, with half-point increments allowed (e.g., 3.5 or 4.5). Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall rating is based on a simple average of the ratings for each criterion.