

c) Review plan

The Consultant presented a draft review plan that was agreed with UNDP. The final updated mission programme is presented in Annex 2. The Consultant initiated the consultancy from the date of signing of the contract (August 3rd), and carried out the review mission in Samoa from August 18th to August 25th.



Fig. 2. METI field worker with harvest

4.1.3.2. Information and data collection

A lot of written information material and reports were provided by UNDP and the PMU. A complete list is included in Annex 7.

Table 2. Summary of written documents and online information reviewed during the MTR

Type of information
EWACC Project document
Project Information Form (PIF)
Total project budget and Work Plan
UNDP Development Assistance Framework (UNDAF)
GEFSEC Notification letter
GEFSEC Review Sheet
GEF CEO Endorsement document with annexes:
Meetings minutes
Logical framework and Results framework for the Project
Annual Work Plans (AWP)
Revised AWP August 2017 with financial statement and commitments
Quarterly Progress Reports (QPRs)
Annual financial project reports (CDRs)
Report of factual findings MNRE Dec. 2016 (Audit)
GEF focal area Tracking Tool
National laws and policies
Project Implementation Reports (PIRs)
M&E Framework for EWACC Project (Excel)
EWACC Tracking Tool
Information material and data from implementing partners
Integrated Watershed Management Plan with 8 annexes
Company contracts
National laws and policies (Internet)
Products: Studies and consultant reports, communication products, printed and audio-visual information, and knowledge products from service providers

Fig. 3. Constructors of the river wall and technical supervisor

The field visits included different areas where the river protection wall is being constructed with project funding, and field review of the work carried out by implementing partners. For local interviews, key informants were female and male community leaders, where it was important to detect local ownership and if the methods and pilot interventions promoted are sufficiently accepted.



Table 3. Other important sources of information for the MTR

Type of information
Meeting with UNDP Deputy Resident Coordinator
Interviews with UNDP TM (that has project supervision responsibilities)
Meetings with Samoan ministries and departments that have direct or indirect relations with the project
Interviews with PMU staff, with special importance the Project Coordinator
Field visits and interviews with local stakeholders (field staff, members of pilot communities, other beneficiaries, NGOs, etc.)
Meetings with other national stakeholders
Meetings with representatives for organizations that have relations with the Project

4.1.4. Main activities

4.1.4.1. Inception meeting in Samoa

The formal duties in Samoa initiated the first workday of the mission (18.08) with an Inception meeting with UNDP, and also an Inception meeting with MNRE and PMU. During these meeting key information was provided and the definite schedule and timetable for the review were agreed, including meetings and field trips.

4.1.4.2. Sequence and duration

During the first days of the mission travel main emphasis was given to assure additional information to complement the documents received and discuss with UNDP, PMU, Ministry of Natural Resources and Environment (MNRE); Ministry of Finance (MoF); Ministry of Works, Transport and Infrastructure (MWTI); Ministry of Women, Community and Social Development (MWCSD); and other national stakeholders.

The following period consisted infield visits In Upolu, combined with additional meetings in Apia. The visits included the project sites Vaisigano, METI project sites (Nofoalii, Faleasiu, Sapunaoa and Maninoa), and NEOC. During these visits emphasis was given to the pilot interventions, local stakeholders and beneficiaries, their participation and opinions.

Table 4. Interviews

Persons interviewed
UNDP Deputy Resident Representative
UNDP Programme Officer
UNDP Programme Associate
Government of Samoa – MNRE-GEF Focal Point (CEO)
Government of Samoa – MNRE-GEF ACEO
Ministry of Natural Resource and Environment, EWACC Project Management Unit
Ministry of Finance, Climate Resilience Investment Coordination Unit
Ministry of Finance, Aid Coordination & Debt Management Division
Ministry of Natural Resource and Environment, Water Resources Division
Ministry of Natural Resource and Environment, Disaster Management Office
Ministry of Works and Infrastructure, Building Management Division and Land Transport Division,
Ministry of Works and Infrastructure, Land Transport Division
Ministry of Women, Community and Social Development, Economic Empowerment Division
Ministry of Women, Community and Social Development, Youth Employment Programme
Samoa Land Transport Authority
Samoa Water Authority
Matuaileoo Environment Trust Inc. (METI)
Vaisigano watershed stakeholders
Representatives of communities
Kramer Aucesco
Project senior officials and task team/ component leaders
Local project stakeholders (including gender representatives)

The last workday in Samoa the Consultant presented the preliminary impressions and conclusions through a PowerPoint presentation in a meeting with UNDP, MNRE and PMU.

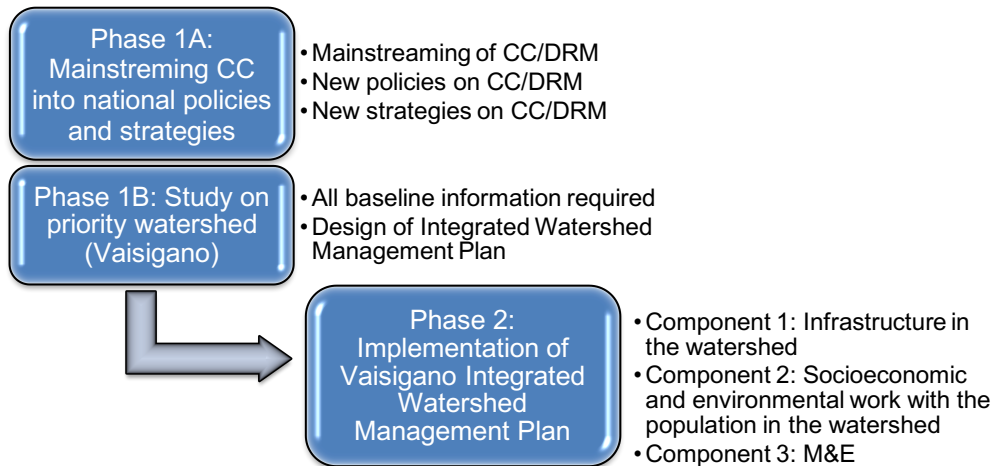
5. DETAILED SCOPE OF THE MTR

5.1. Project Strategy

5.1.1. Project design

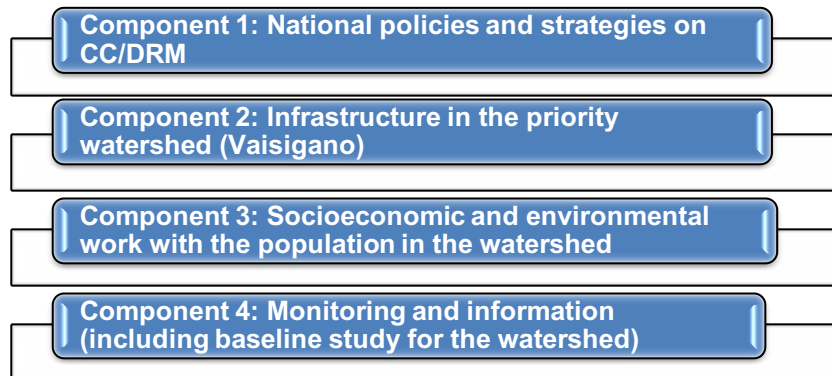
The project aims at establishing an economy-wide approach to CCA, for efficient integration and management of adaptation and DRR/DRM into national development planning and programming, and enhancing resilience of communities' assets and livelihoods to CC and disasters. The Consultant considers that there is not a coherent project strategy, but rather a combination of institutional strategies from the different implementing partners. The Project Strategy as outlined in the Project Document, "Project Framework" and "Project Results Framework" doesn't present a logical chain of events based on a Theory of Change (TOC) review. A reconstructed TOC could give the following alternative project structures:

Fig. 4. Alternative project structure, 2-phase approach



However, the Government could have considered that the legal framework was sufficiently solid and that enough studies had been done in the Vaisigano watershed, especially after the Cyclone Evan (2012), to start project activities directly. For that reason, the Government in consultation with UNDP/GEF could have preferred another alternative:

Fig. 5. Alternative project structure, 1-phase approach



The project as designed in the Project Document and mentioned frameworks corresponds to the title “Economy-wide Integration of Climate Change Adaptation and Disaster Risk Management”, however not so much to the second part of the title “...to Climate Vulnerability of Communities in Samoa”. It seems more like a “wish-list” where different ministries and NGOs have presented their proposals and some proposals have been selected. There is however a very weak logical connection between the different activities, no common geographic region (watershed), and nearly no coordination between the activities carried out. As we will see later, this is partly based on the project design. Another way to see the project is based on the 85% of the grant budget (GEF-LDCF) that was allocated to the river storm wall, considering it as an infrastructure project with some additional “soft component” to make it easier to accept for the financing institution. This is probably the first time GEF has financed an infrastructure project of this scale, so the Government of Samoa was very successful in achieving grant financing for the long expected river wall. However, the Consultant considers that it may not provide the most effective route towards expected/intended results (to be discussed later).

The risk analysis in the Project document is not good. A risk is something that might occur but is outside the project management's control. Based on this definition, 3 out of 12 issues in the risk matrix are not really risks, but issues that should be monitored and taken seriously during implementation, and if necessary mitigated. The risk analysis should also be updated whenever the situation changes.

Table 5. Issues in the risk matrix that are not real risks, and could be taken out.

Type of risk	Proposed in risk matrix
Operational and strategic	Poor coordination with AF and PPCR projects reduces opportunities for collaboration and alignment with interventions under LDCF project.
Operational	Project interventions are not implemented in a gender- and culturally sensitive manner.
Strategic	Unanticipated social and/or environmental impacts are caused by project activities.

A similar example is found in the Results Framework (but not mentioned in the risk matrix): Risk: "Implemented interventions are not climate resilient". This is not a risk, since project interventions is under project management's control (even though indirectly, through procurement of a solid company and monitoring of it's activities/outputs). The fact that it is under the project's control is even recognized in the same framework through the assumption beside it: "Proper design and planning of project interventions will ensure climate resilience".

The Project Results Framework (Annex A to Project Document) also includes many other assumptions and risks. However, it doesn't seem like the defined risks are product of a real risk analysis, since for each assumption the risk is that the assumption doesn't come through, *example* Risk: "Limited human resources in government ministries and agencies delay project activities". Assumption: "Human resources in government ministries and agencies will be sufficient to ensure successful implementation of project activities". This type Assumption/Risk as two sides of the same coin can of course happen sometime, but not always. Many assumptions could be so solid that they don't represent any risk, e.g. if the government policy and priority for climate change is solid enough it doesn't represent a risk at least in the first coming years (period of project implementation). In other cases the so-called assumptions are in fact another way to present the mitigation measure (the logical *assumption* that the risk will be reduced through proper mitigation).

Most of the risks defined in the risk matrix and results framework are institutional, however there is also one climate risk: "Disaster events/hazards destroy or delay project interventions". The assumption mentioned is that "Adequate monitoring of potential risks ensures that impacts of these risks are mitigated". This is not correct. The monitoring itself doesn't mitigate much more than the loss of lives (due to early warning). What can rally mitigate and reduce the impact of natural disasters like cyclones are the combined effects of more solid infrastructure/housing and both mechanical and vegetative protection of the watersheds. It seems like risks defined in the project document have not been important for risk monitoring and mitigation during implementation, while risk mitigation has been more ad-hoc (see 5.3.2 and 5.3.4).

Finally, the Consultant would like to comment that the Results Framework lacks a definition of Drivers, which are those factors that moves a process forward, and therefore is very important for the project's possible success.

It is an open question whether lessons from other relevant projects were *properly* incorporated into the project design. Both the National Climate Change Adaptation Strategy (NCCAS) and the Integrated Watershed Management Study (IWMS) have considered other comparable projects, however these studies are Project outputs and therefore not basis for the project design. Also in the monitoring part of the design there

is no reference to previous projects reviewed, only to lessons learned that the EWACC project would provide to other projects.

The Project Document is lacking reference to lessons from previous projects. Lessons learned from the UNDP-GEF-LDCF project ICCRIFS were not incorporated because that project was in its early stages of implementation during the PPG/PIF of EWACC. Instead of summarizing lessons considered for the design, the Project Document mentions: "There is consequently minimal analysis of information on project results to determine whether the projects are achieving their respective outputs and outcomes. Without detailed knowledge on how projects deliver benefits to communities, on-going planning and decision-making cannot be based on lessons learned and rely instead on anecdotal evidence".

The Project is however strongly aligned with national priorities. The Government of Samoa has since many years ago given high priority to the issue of climate change, and especially adaptation to climate change and related disaster risk management. In line with this political priority, there is strong country ownership of the project on national level. The project concept as defined during the design phase was also in line with the national sector development priorities and strategies for environment, natural resources and climate change for Samoa.

During the project PPG period, consultations were held and revisions made to the outputs that had been proposed in the original version of the PIF. These adjustments were partly made based on the Government priorities and partly based on specific needs expressed by NGOs/CSOs during stakeholder consultations, with the goal to achieve the desired project outcomes. The consultations, combined with contacts with other financing agencies, permitted achieving increased co-financing for the project. It is however not reflected in the Project Document that community consultations on the project design were carried out previous to project approval, and the document gave only references to consultations to be carried out *during* the implementation period (on infrastructure, early warning systems, etc.) to select socially appropriate measures.

The project has a relatively good **gender focus**, including alignment of activities with the special needs of rural women in DRM, agriculture and handicrafts. The Ministry of Women, Community and Social Development (MWCSD) is focusing on small business incubators, with priority to women and youth (see 2.7 b). The diverse and not well-coordinated stakeholder groups participating in the project makes it difficult to assure gender mainstreaming throughout implementation.

As discussed about risks above (see table 5), the risk matrix includes one gender related risk, with a probability of 2 and an Impact of 4 in case of occurrence. The Consultant considers that this is *not a risk*, but clearly something under project management's control. Even so, the proposed measures of ensuring that the project team is sensitised to gender and cultural sensitivities; and to involve women committees and traditional authority structures in planning and implementation of project activities, are still positive activities that should be encouraged.

People with gender relevant experience participated during the project design and representatives of women at national level were consulted throughout the project design and preparation process. The project budget includes funding for a gender-relevant output (2.1.3), for micro-enterprises for women (and youth) on agro-businesses with a sustainable and resilient value chain approach to promote diversified livelihoods.

The design of the EWACC project is in line with the Paris Declaration on donor coordination (2005), the Accra Agreement (2008) and the Busan Partnership for Effective Development Cooperation (2011), supported by UNDP. There is however a clear need for even stronger coordination between the projects, including alignment to assure complementarity and avoid duplication of efforts.

5.1.2. Results Framework/Logframe

The Consultant has undertaken a critical analysis of the project's logframe ("framework") indicators and the targets mentioned in the Project Results Framework. The conclusion is that the frameworks include good indicators and targets, being Specific, Measurable, Attainable and Relevant. The only weakness to comply as SMART indicators is on being time-bound (T), because there is no indication of time for compliance with the different targets. There are also no indicators regarding expected progress at midterm, which limits the opportunity for the MTR to compare expected and achieved results, because not all progress should necessarily be expected as 50% half way through the timeline.

The Consultant suggests that the PMU should define expected time for compliance and expected progress per year during the rest of the implementation period, for each target on output level, and present their proposal to the steering committee for approval. These yearly targets should be incorporated into the projects monitoring system, and be the basis for preparing the yearly work plans, to be able to comply with all project targets on time.

The Consultant considers that despite delays in the first part of the implementation period, the project's objectives and outcomes are clear, practical, and feasible to comply with during the time frame of the project.

5.2. Relevance of the Progress Towards Results

5.2.1. Strategic relevance of the project

Relevance: The extent to which the objectives of the project are consistent with beneficiaries' requirements, country needs, global priorities and partners' and UNDP/GEFs' priorities

EWACC is without doubt a very relevant project for Samoa and well aligned with Government priorities. The pilot activities are aligned with national policies, priorities and plans, especially the overall priorities of climate resilience and disaster risk management, reflected in Samoa as a signature nation to the UNFCCC; Samoa's National Adaptation Programme of Action (NAPA); Samoa's Millennium Development Goals (MDG); Strategy for the Development of Samoa (SDS), 2012–2016 and 2017-21; GoS' Climate Public Expenditure and Institutional Review (CPEIR); and Samoa national priorities aligned with the "Pacific Islands Ridge-to-Reef National Priorities – Integrated Water, Land, Forest and Coastal Management to Preserve Ecosystem Services, Store Carbon, Improve Climate Resilience and Sustain Livelihoods" programme.

The project is consistent with the GEF Climate Change Focal Area and the following objectives of the Least Developed Countries Fund (LDCF): CCA-1 "Reduce vulnerability to the adverse impacts of climate change", CCA-2 "Increase adaptive capacity to respond to the impacts of climate change" and CCA-3 "Promote transfer and adoption of adaptation technologies".

As mentioned in the review of the quality of project design, a more logic project structure could have given room for an even more relevant project, as well as a more effective project in complying with the expected project outcomes. A stronger logic relation between the activities and geographic areas would also have facilitated project monitoring, which ideally should have used the watershed as geographic unit for biophysical data and the village as geographic unit for social and economic data.

The relevance of the project could become higher through a coordinated geographic coverage. Many outputs are on national level, and that is how it should be for national policies, strategies, regulations, etc. But for activities and outputs that are specifically situated in parts of the territory it is something else. Today the project activities are carried out in many different areas without much coordination between them on the ground: (i) MNRE, through NEOC, is carrying out a National Community Disaster and

Climate Risk Management (CDCRM) Household Survey, covering 100 villages spread over the country, or nearly 1/3 of the national total; (ii) MNRE has carried out 3 community consultations in the Vaisigano watershed regarding the new flood protection wall; (iii) MNRE has signed 2 MOUs with METI, the second during implementation in 15 villages; (iv) MWCSO has carried out a feasibility study for an investigation in 14 villages (7 in Upolu and 7 in Savai'i).

There is little relation between the geographic coverage of the different initiatives. Of the 15 villages covered by METI 3 are within the CDCRM Household Survey, and 2 are within the Vaisigano watershed. Of the 15 villages to be covered by the MWCSO study, 7 villages are within the CDCRM Household Survey and 2 are within the Vaisigano watershed.

All implementing partners of the project, together with UNDP, participate in the EWACC Technical Advisory Group. They therefore have the perfect opportunity to coordinate better and assure improved project efficiency. To mention an example, NEOF told MWCSO in one of the Advisory Group's meetings, that one of the 14 villages they were planning to cover had already been covered in the household survey. There are many ways to improve inter-institutional coordination, and when it is within the same project it should be an obligation. One way of improving coordination and efficiency, and also reduce costs could be:

- All project implementing partners should assure that their community activities financed through the project are among the 100 villages covered by the NEOF national household survey;
- NEOF should assure to cover all villages in the Vaisigano watershed (and add villages that are not already covered, if that is the case)
- MWCSO should include the most relevant villages in the Vaisigano watershed in their investigation, and assure that all the villages they would cover are among the 100 villages covered by NEOF. Their survey questions should *only* be on topics not already covered by NEOF.
- METI should also give priority to villages in the Vaisigano watershed and among the 14 villages covered by MWCSO. Only exceptionally other villages could be included, but also then selected among the 100 villages covered by the NEOF household survey. METI baseline and monitoring should incorporate data from NEOF and MWCSO, and their additional topics should only be on what is not covered by the other two.
- The NEOF database on village level should incorporate additional information from the other implementing partners, and all partners should have access to their database.
- Training events and seminars on village level (and several villages together) should be held in collaboration between two or more implementing partners, depending on the topics.

The interventions seem to have been adequate, except for possible overlap due to insufficient inter-institutional coordination. The financing seems to have been justified, considering the importance of the topics covered and comparison with similar projects in Samoa (especially other UNDP-GEF projects) and CC and DRM projects implemented in other countries in the South Pacific region through UNDP, SPREP and others.

5.2.2. Effectiveness

Development effectiveness: The extent to which the Project's purpose was achieved, or is expected to be achieved

The Consultant assessed compliance with the specific outcomes and outputs, and their quality, analysing factors that defined success or affected achievements.

Table 6 shows the effectiveness in achieving outcomes and outputs so far. There was delay from the start of implementation, mostly due to the need for recruiting staff of the PMU and slow procurement processes. The progress with slow procurement is nothing special for this project, because it has to do with the general public procurement system. However there are indications that this system is improving.

The slow start has affected the results achieved so far, but the outputs are gradually improving, and would probably be up to speed soon.

Progress towards results

The main results achieved so far are:

- MWTI: a) Review of National Building Code; b) Review of regulations to enforce the code; c) House standard plans.
- MNRE (IWMP): a) Finalized Integrated Watershed Management Plan; b) Training on CBA, GIS, Hydraulic CC modelling
- MNRE: Flood Wall: a) 3 community consultations; b) Flood Wall work started (Design & Supervision Firm: Kramer Ausenco/Construction Firm: Ott Constructors)
- MNRE: 2 MOUs with METI: Community resilience
- MNRE (NEOC): a) Household survey for Community Disaster and Climate Risk Management; (b) Data sharing
- MWCSD: Feasibility study for Small Business Incubator (SBI), including consultations with YEP programme, Upolu. Villages identified: 7 Savaii, 7 Upolu
- Training: CBA, GIS, hydraulic modelling with CC scenarios and damages to buildings/assets

Most progress has been achieved on the design and initial construction of the Vaisigano river protection wall, the finalized Integrated Watershed Management Plan for the Vaisigano watershed, the finalized revised National Building Code, and the increased capacity of government staff to access information on climate and disaster risks, as well as M&E on Climate Change Adaptation. *Least progress*, and not on target to be achieved, is the formulation and endorsement of a National Climate Change Adaptation Strategy, and development of village disaster risk management plans, where so far only one plan has been finalized.

The rest of the outcomes and sub-outcomes are in between, with a progress from medium satisfactory to medium unsatisfactory. The Consultant would like to highlight that even for the issues that are not on the target to be achieved during the implementation period, it could be possible to reach the final target with a strong effort. For the village disaster risk management plans this would probably require more staff dedicated to the subject, to be able to work in parallel.

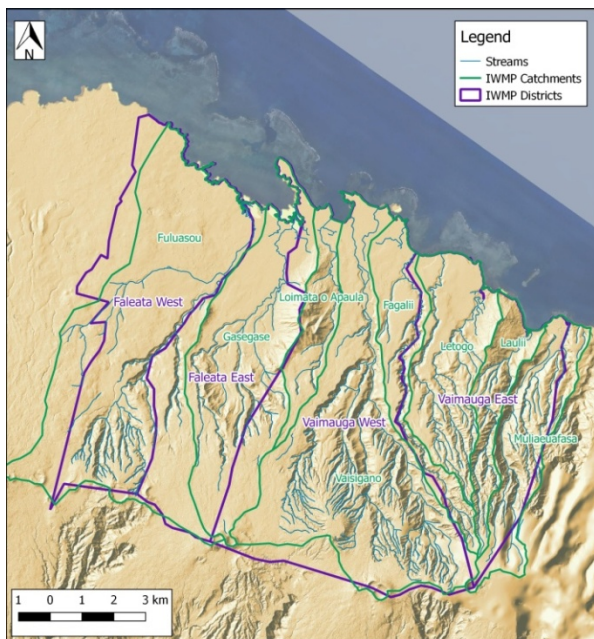


Fig. 6. Watershed limits in the Integrated Watershed Management Plan (source: IWMP)

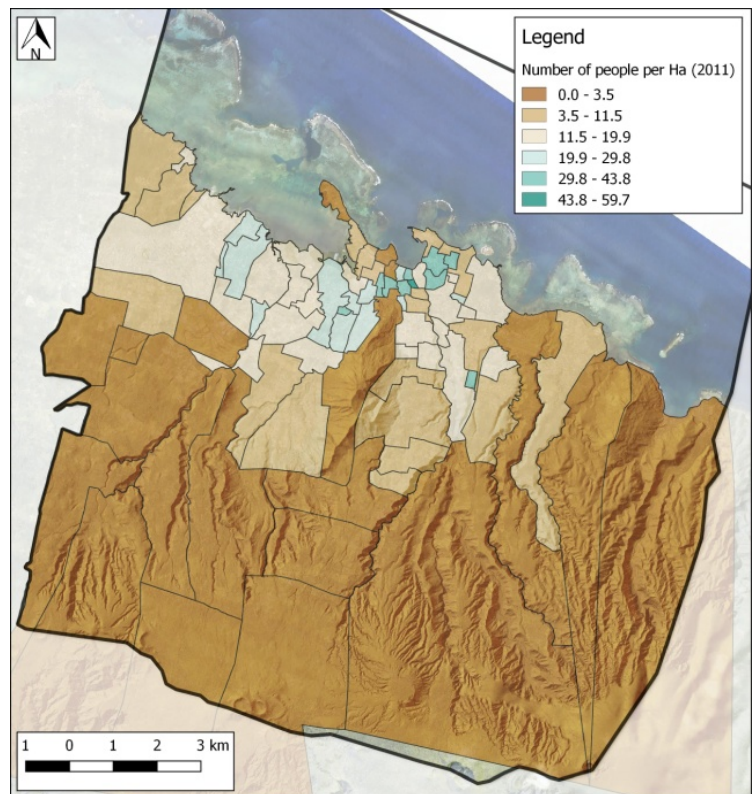


Fig. 7. Population density in the area of the Integrated Watershed Management Plan (source: IWMP)

The National Emergency Operations Centre (NEOC) had covered a household survey in 41 villages before the EWACC project started, with funding from Samoa Red Cross and Adventist Development Relief Agency. With 100 villages covered through the project, which leaves 219 villages left to cover. For a project with an approach for economy-wide integration, it makes sense to assure all villages in the country are covered, which could be financed by public funds, other international agencies, and maybe project budget transfers if funds are available.

The Community Disaster & Climate Risk Management (CDCRM) programme in NEOC is a process consisting of five modules:

- Site analysis,
- Mitigation planning,
- Response planning
- Village response team training, and
- Simulations.

The villages that pass through the whole process would be much better suited to confront the challenges of climate change and natural disasters.

The Consultant has been able to review a sample of project products finalized so far, and find a good quality. Especially the Integrated Watershed Management Plan and the finalized revised National Building Code (with designs) seem to have a very high standard. There is satisfaction among national stakeholders (Ministries) with these products, but so far the content is not well known among local stakeholders. There is also satisfaction among local stakeholders (community members) with the advisory services provided by METI. The NGO encourage participatory processes, training and awareness rising among local people on local agricultural production and healthy diet.

Progress towards Outcomes Analysis has been carried out through review of the Project Framework and Results framework, and indicators against progress made towards the end-of-project targets, using the Progress Towards Results Matrix (see next page). In this analysis, information at the Baseline has been compared with the information