



Formulation and Advancement of the National Adaptation Plan Process in Bangladesh”

Final Report



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Project Summary Table

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Disclaimer

This Terminal Evaluation report was prepared by two (2) Independent Consultants: Dr. Amal Aldababseh and Prof. Dr. Harunur Rashid commissioned by UNDP. However, the findings, interpretations, and conclusions expressed herein are those of the authors and do not necessarily reflect the views of the UNDP.

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Acronyms and Abbreviations

AWP	Annual Work Plan
BCCSAP	Bangladesh Climate Change Strategy and Action Plan
BDP2100	Bangladesh Delta Plan 2100
BMD	Bangladesh Meteorological Department
BWDB	Bangladesh Water Development Board
CCA	Climate Change Adaptation
BccGAP	Bangladesh Climate Change and Gender Action Plan
CCIKM	Climate Change Information Knowledge Management
CDRs	Combined Delivery Reports
CEGIS	The Center for Environmental and Geographic Information Services
CFF	Climate Fiscal Framework
COP	Conference of Parties
CPD	Country Programme Document
CSO	Civil Society Organization
CVF	Climate Vulnerable Forum
DAE	Department of Agricultural Extension under the MoA
DIM	Direct Implementation Modality of UNDP
DoE	Department of Environment under the MoEFCC
CO	Country Office
GCF	Green Climate Fund
GED	General Economic Division of the MoP
GDP	Gross Domestic Product
GEF	Global Environment Facility
GIZ	The Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GoB	Government of Bangladesh
IMED	Implementation Monitoring and Evaluation Division of the MoP
IP	Implementing Partner
IR	Inception Report
IW	Inception Workshop
LDC	Least Developed Country
M&E	Monitoring and Evaluation

MCP	Mujib Climate Prosperity Plan 2030
MoA	Ministry of Agriculture
MoDMR	Ministry of Disaster Management and Relief
MoEFCC	Ministry of Environment, Forest and Climate Change
MoF	Ministry of Finance
MoLGRD	Ministry of Local Government, Rural Development and Co-operatives
MoP	Ministry of Planning
MoWR	Ministry of Water Resources
NAP	National Adaptation Plan
NAPA	National Adaptation Programme of Action
NAP PM	NAP Project Manager
NDA	National Designated Authority
NDC	Nationally Determined Contribution
NECCC	National Environment and Climate Change Council
NGO	Non-Government Organization
NPD	National Project Director
NIM	National Implementation Modality
PB	Project Board
ProDoc	Project Document
PSC	Project Steering Committee
PMU	Project Management Unit
SDGs	Sustainable Development Goals
TE	Terminal Evaluation
UNFCCC	United Nations Framework Convention on Climate Change
UNDAF	United Nations Development Assistant Framework
UNDP	United Nations Development Programme
UNDP CO	United Nations Development Programme - Country Office
UNDP- GEF	United Nations Development Programme - Global Environmental Finance

1. Executive Summary

This report presents the findings, recommendations, and lessons learned from the Terminal Evaluation (TE) of the UNDP-supported Green Climate Fund (GCF)-financed Government of Bangladesh (GoB) Project “**Formulation and Advancement of the National Adaptation Plan Process in Bangladesh**”. This TE was performed by an Independent Evaluation Team composed of Dr. Amal Aldababseh, International Evaluator and Team Leader, and Dr. Harunur Rashid, National Evaluator.

This TE report documents the achievements of the project, an assessment of management arrangements and adaptive management, and includes an executive summary, five chapters, and a set of annexes. Chapter 1 provides an executive summary; chapter 2 presents an overview of the project; chapter 3 briefly describes the objective, scope, methodology, stakeholders, and limitations of the evaluation; chapter 4 presents the findings of the evaluation, and chapter 5 presents the main conclusions and recommendations, and; relevant annexes are found at the back end of the report.

Project Description

Bangladesh is a least developed country (LDC) that reached lower-middle income status in 2015 and is on track to graduate from the UN's LDC list in 2026. The country is a coastal delta that has a population of around 168 million with a population density of 1265 per Km². The share of industry in Bangladesh's GDP is 29.54%, agriculture contributed about 12.92% and the services sector contributed about 53.4%. The country continues to struggle to improve its infrastructure, business climate, and the quality of its workforce. Tackling the impacts of climate change remains a major development priority.

Bangladesh is experiencing the adverse effects of climate change, including sea level rise in coastal areas, increasing severity of tropical cyclones, and extreme rainfall events. Recognizing that climate impacts are undercutting hard-won human development gains, Bangladesh has already taken strides in adaptation planning over the last decade, by implementing the National Adaptation Plan of Action (NAPA), setting-up climate change trust funds, and pioneering community-based adaptation approaches. However, institutional arrangements and a coordinated strategy for mid and long-term climate change adaptation (CCA) investment are not yet in place.

To transition from urgent to long-term sustained investment planning in CCA, Bangladesh has prepared a “*Roadmap for Developing a National Adaptation Plan (NAP) for Bangladesh*”, issued by the Ministry of Environment and Forests in 2015. This NAP roadmap identifies steps, priority sectors, and thematic areas and results required and emphasizes the iterative nature of adaptation planning. In March 2017, this NAP roadmap was re-visited in a national stocktaking and consultation meeting organized by the government (supported jointly by UNDP and GIZ) and reaffirmed with more detailed discussions. The NAP roadmap is fully compatible with CCA priorities in Bangladesh's Nationally Determined Contribution (NDC).

In addition to the investment gaps, Bangladesh faces systemic barriers hindering increased CCA investment and risk reduction efforts. The barriers detailed below complicate the country's ability to address this key development challenge.

- Information for medium-term adaptation investment planning is not fully assessed or available.
- Coordination mechanisms are inadequate for the prioritization of CCA planning and action.
- Institutional and technical capacity is limited at the national level to address mid- and long-term CCA.
- Tracking of adaptation-related investment is not available and there is a lack of options for funding mid- to long-term CCA.

A Project concept was developed in 2018 and aimed to *formulate the Bangladesh National Adaptation Plan with a focus on long-term adaptation investment and enhancing national capacity for integration of climate change adaptation in planning, budgeting, and financial tracking processes* -here and afterward called the “Project”. The Project was submitted to the

GCF for funding (GCF NAP Project). This GCF NAP readiness support project proposed the following outcomes to achieve the project's objective:

- **Outcome 1:** Strengthened institutional coordination and climate change information and knowledge management for medium- to long-term planning.
- **Outcome 2:** Adaptation options appraised and prioritized, and National Adaptation Plan formulated.
- **Outcome 3:** Climate risk informed decision-making tools developed and piloted by planning and budget departments at national and sectoral levels.
- **Outcome 4:** Nationally appropriate adaptation investments tracking mechanism set up and financial plan for mid- and long-term CCA implementation prepared.

The NAP project, which was originally designed to have a three-year lifespan from 12 February 2018 to 11 February 2021, was delayed for about 14 months during its inception and for around two years in total due to: i) difficulties in reaching an agreement with the government/the NDA on implementation modality, ii) high turn over of the project's team, and iii) the COVID-19 pandemic. In 2020, the project kicked off and achieved progress into the first quarter of 2021 until the second and third spell of countrywide lockdown was imminent in mid-March due to the COVID-19. It is also important to note that 4 projects managers alternate to manage this project. The high turnover was due to different reasons, but this has already affected the project implementation.

One of the main priorities of the NAP process is to identify and plan for additional sources of funding for CCA in the medium- and long-term. Outcome 3 seeks to equip Bangladesh with an additional understanding of the landscape of CCA financing – public, donor-based, private, and hybrid/blended – as well as a strategy for funding the CCA activities and priorities outlined in the NAP. In addition, this outcome will develop a tracking protocol for the country to better understand how CCA is and can be funded.

The Project followed the Direct Implementation Modality (DIM) with a Project management Unit (PMU) established to implement the project daily. The Ministry of Environment, Forest and Climate Change (MoEFCC), Ministry of Finance (MoF), Ministry of Planning (MoP), and government departments and technical personnel working on CCA-relevant programming in water resources, agriculture and food security, coastal zones, and urban areas (the “priority sectors”) were the beneficiaries of the project.

Evaluation Rating Table

Based on the TE activities, project documentation reviews and the feedback gathered from the stakeholders, it was evident that the project made the expected progress and was perceived as a very important and instrumental initiative by the different governmental agencies in Bangladesh. Even though the project faced some delays mainly due to the COVID-19 outbreak, the project team was able to implement the project's activities and achieve considerable results by the end of the project implementation, and end-of-the-project targets.

Bangladesh's major challenges in terms of climate change include the lack of expertise and the absence of mentorship and training programmes necessary to engage in climate change-related activities. During the formulation of the NAP, four major challenges affected the smooth formulation of the NAP, those are: country ownership and implementation arrangement of the NAP, developing ownership of the climate change information knowledge management (CCIKM) portal among government officials, limited tenure of the project, and COVID 19 outbreak. To help overcome these challenges the project was able to develop the climate change-related capacity-building plan and a knowledge management plan which considered transformational change and institutionalization as the core principle. The Center for Environmental and Geographic Information Services (CEGIS) has completed all the district/division level and national level consultations /workshops. These include 10 Upazila/local level stakeholder consultations, 5 district/division level workshops, and 3 national stocktaking workshops, including development partners, youth, and the last one with NGOs/INGOs and CSOs.

CCIKM Portal was launched and maintained by MoEFCC, DoE. The Portal formulation team includes a wide range of experts, specialists and programmers to ensure that the knowledge that was generated from this project can be retained and transferred flexibly. However, there is

a need for allocation of financial resources and appointing dedicated DoE units/officials to regularly update CCIKM Portal and carry forward other activities relating to CCIKM.

In addition to delivering the 'NAP Bangladesh' document, the Project was also able to deliver a total of 19 working papers through a CEGIS-led consortium. These are Vision Document, System of Interests, Scenario Development, Risk and Vulnerability Assessment, Formulation of Adaptation Strategy and Options, Stakeholder Mapping, Appraisal, Prioritization, and Investment Plan Preparation, Institutional Arrangement and Coordination Mechanism, Financing Mechanism, Monitoring and Evaluation Framework, Capacity Development Strategy, Mainstreaming Guidelines, Communication and Dissemination, Gender Inclusion, Private Sector Engagement, and Policy and Legislative and additional three working papers in Nature-based Solutions for CCA, Green Growth Strategy and Global NAP Review.

The Project's success has been very much dependent on close consultation and coordination and hard work from the project team, beneficiaries, and the UNDP Country Office (UNDP CO). The project documents and meetings with key stakeholders indicated that the Project's objectives and outcomes were achieved, and some are in the process to be achieved but with a considerable delay. Hence, and based on the review and assessment and taking into consideration the difficulties the project team faced during the project launching phase, the overall rating on the achievement of results is **Satisfactory** as shown in Table 1.

The project was very much acknowledged by the GoB and very relevant to UNDP, GCF, and the Government's plans. With the confirmed interest and support provided by the UNDP and the GoB risks reduced and prospects for sustainability possible, overall sustainability is considered **moderately likely**.

Table 1: Terminal Evaluation Ratings and Achievement Summary Table for NAP Project

Measure	TE Rating ¹	Achievement Description
Progress Towards Results	Objective:	The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.
	Rating: 3.95 (MS)	
	Outcome 1 Rating: 5 (S)	The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings
	Outcome 2: Rating: 4.5 (MS- S)	The objective/outcome is expected to achieve most of its end-of-project targets but with minor to significant shortcomings
	Outcome 3: Rating: 4.5 (MS- S)	The objective/outcome is expected to achieve most of its end-of-project targets but with minor to significant shortcomings
	Outcome 4: Rating: 4.5 (MS-S)	The objective/outcome is expected to achieve most of its end-of-project targets but with minor to significant shortcomings
Project Implementation and Adaptive Management	Rating: 4 (MS)	Implementation of most of the four components is leading to efficient and effective project implementation and adaptive management except for only a few that are subject to remedial action.
Sustainability	Rating: 4 (ML)²	Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the terminal evaluation

Recommendations

The project design was very relevant to the priorities identified in Bangladesh's Climate Change Plans and Strategies as well as other national development priorities and continues to be of relevance to the current national development strategy. Adaptive management measures were taken during project implementation to avoid further delays in project implementation.

¹Rating Scale: 6=Highly Satisfactory (HS), 5=Satisfactory (S), 4=Moderately Satisfactory (MS), 3=Moderately Unsatisfactory (MU), 2=Unsatisfactory (U), or 1=Highly Unsatisfactory (HU).

²The 4-point scale: 4=Likely (L), 3=Moderately Likely (ML), 2=Moderately Unlikely (MU), and 1=Unlikely (U).

Corrective Action 1: Management arrangement should be discussed intensively and openly and agreed upon by all stakeholders during the project formulation. The selection of the DIM modality has many positive impacts, but several government officials indicated the need to build the Government's capacity in managing such a complex and internationally funded project, and thus, the need to follow the NIM modality instead of DIM (UNDP, GoB).

Corrective Action 2: Project monitoring and evaluation (M&E) is a critical tool to ensure the effective and efficient implementation of the project activities. Thus, the intensive review and discussion of the project proposal, its logframe, management arrangement and governance structure should have been discussed, clarified and agreed upon at the proposal development stage. (UNDP, GoB)

Correction Action 3: Project M&E tools are also useful to ensure smooth implementation of the project. Project report preparation should be taken seriously as tools to closely monitor and measure project progress. Ideally, they should include all qualitative and quantitative analysis and provide essential information (UNDP CO and project teams).

Exit strategy and sustainability plan are critical tools that need to be prepared in advance, before project closure, and should be used, approved, and put into operation to ensure the sustainability of the project outcomes.

Development of concept notes and funding proposals to implement the NAP promptly intended to generate funding for building resilience to CCA activities across the critical sectors, based on adaptation strategies and action plans identified during the project implementation.

The TE would like to make the following recommendation to ensure that there is a clear set of actions to follow up or reinforce the initial benefits of the project:

- **Recommendation 1:** Establish an effective financing mechanism to meet the needs and expectations of stakeholders. Allocating financial resources from the government, e.g. dedicating a budget line for financing climate adaptation initiatives, and efforts to promote learning and enhancing knowledge sharing to enhance resilience is required. There is a need to mainstream climate change into the budgeting process of all GoB institutions and engage in more investment planning and continuously use the same for scaling up purposes. (GoB, UNDP)
- **Recommendation 2:** Continuous capacity development activities over time and by different sectoral agencies to sustain and retain existing gains already made by NAP. (GoB)
- **Recommendation 3:** Allocation of financial resources and appointing dedicated DoE units/officials to regularly update the CCIKM Portal and carry forward other activities relating to CCIKM. Further, benefit from the established CCIKM Portal to engage in robust public awareness on climate change by which climate change will relate to daily activities. (MoEFCC, DoE)
- **Recommendation 4:** Engage the youth, women, and marginal groups associations, incorporate CCA planning and investment into youth and women activities by providing funds for CCA youth and women's initiatives, mainstream climate change in planning and budgeting processes, and create a budget line to accommodate youths and women's CCA development. (GoB)
- **Recommendation 5:** Promote establishing a private sector alliance and bring reliable actors together and provide enabling environment by strengthening the capacity of the private sector to promote CCA and strengthen its resilience. (MoEFCC, DOE)
- **Recommendation 6:** Because many local experts have extensive capacity on CCA, create a database of all national experts, create strategic core and develop synergies among these key players, access to climate change data, and assist the graduate programme with their research work. (GoB, UNDP)
- **Recommendation 7:** To ensure the sustainability of the Project's outcomes, MoEFCC and DoE in collaboration with other relevant agencies should establish a National

Environment and Climate Change Council (NECCC) as proposed in the NAP to be responsible to develop projects' concept notes, funding proposals and to ensure compliance strengthening, M&E of all CCA projects, and mobilize resources. **(MoEFCC, DOE, UNDP)**

Lessons learned

- **Lesson Learned 1:** High-level political support is critical for driving climate action. Therefore, identifying NAP focal points at sectorial entities to support the NAP process and enhance coordination is needed.
- **Lesson Learned 2:** Stakeholders' engagement with a robust coordination and communication mechanism is key to successful implementation. It was noticed and shared by different stakeholders that there is a lack of understanding and ownership at the inception of the intervention.
- **Lesson Learned 3:** There is a need to enhance the involvement and contribution of the private sector and academia in CCA for scaling up adaptation and knowledge management.
- **Lesson Learned 4:** NAP is a useful tool for supporting the attainment of NDC and SDGs targets at the national and local levels.
- **Lesson Learned 5:** Executing agency and beneficiaries are to exercise flexibility in the implementation modality so that the project activities are not hindered. Importantly, it is to ensure that both entities continue to demonstrate cooperation and understanding that can allow for overcoming bottlenecks to project implementation.
- **Lessons Learned 6:** Effective and continuous community engagement and intensive and proper communication are essential for NAP project implementation. Additionally, adaptation and planning resulting from community engagement, social and economic cohesion are now in effect and guarantee some level of security for the community.

2. Introduction

2.1 Purpose and objective of the TE

The purpose of this independent evaluation commissioned by UNDP is intended to capture and demonstrate evaluative evidence of its contributions towards the development of results at the country level as articulated in UNDP's Country Programme Document (CPD). The evaluation captured evaluative evidence of its relevance, effectiveness, efficiency, sustainability, and incorporation of gender and other cross-cutting issues to assess the achievement of project results against what was expected to be achieved. The evaluation ascertained how beneficiaries have benefited from the project interventions and what lessons could be learned that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

Bangladesh is one of the most severely affected countries in the world, by the effects of climate change. Sea level rise, salinity intrusion, increased frequency and severity of cyclones, excessive rainfall and flood, drought - all sorts of climate change events are prominently felt in Bangladesh. Recognizing the impacts of climate change and in response to the decision of the Seventh Session of the Conference of the Parties (COP7) of the United Nations Framework Convention on Climate Change (UNFCCC), Bangladesh has already prepared 'The National Adaptation Programme of Action (NAPA)' more than a decade ago. To transition from urgent to long-term sustained investment planning in CCA, the country prepared a 'roadmap for developing a National Adaptation Plan (NAP) for Bangladesh' in 2015. Yet, institutional arrangements and coordinated strategies for mid- and long-term CCA investment were not in place.

In the rapidly changing climate, adaptation is taking place as a routine and necessary component of planning at all levels of the nation. During COP17, the UNFCCC acknowledged that national adaptation planning can enable all developing and least developed country (LDC) parties to assess their vulnerabilities, mainstream climate change risks and address adaptation. In agreement with these global initiatives and to achieve a long-term adaptation investment and enhance national capacity for integration of CCA in planning, budgeting and financial tracking processes, the country has initiated a project to formulate the Bangladesh NAP. This 'formulation and advancement of the NAP process in Bangladesh' project is funded by GCF Readiness and Support Programme, and implemented by UNDP Bangladesh in full collaboration and consultation with the MoEFCC, ERD and the NDA.

The main objective of the Project is to gather and analyze information, develop risk scenarios, and generate experience and science-based adaptation strategies in line with Bangladesh's priorities outlined in SDG, Bangladesh Delta Plan 2100, perspective plan, five-year plan and its ambition to graduate from LDC to a middle-income country. Accordingly, the project has two-fold objectives – to formulate the Bangladesh NAP with a focus on medium- to long-term adaptation investment and to enhance national capacity for integration of CCA in the planning, budgeting and financial tracking process.

According to the Guidelines, the TE should provide evidence-based credible, useful, and reliable information. It will set up a collaborative as well as a participatory approach to ensure close cooperation with the project team, and government counterparts in Bangladesh with a focus on the UNDP CO, UNDP NCE Regional team, GCF country team, and other key stakeholders.

The evaluation design examines the extent of the Project's realistic achievement in comparison to planned activities and value for money. The results framework is essential to understand whether the project achieved its desired outcome. The evaluators will seek to ascertain the extent to which the project has contributed to facilitating and promoting dialogue on topics linked to GCF strategic programming as well as in key areas of UNDP's work on CCA and disaster risk management. The evaluators will also seek to establish the existence of a well-defined results framework that is SMART³.

³Specific, Measurable, Assignable, Relevant and Time-based

The objective of the evaluation is to verify whether the project objectives have been achieved after nearly 5 years of implementation, to identify factors that helped or hindered the project, and to capitalize on the implementation experience for similar projects in the future.

The Evaluation followed the UNDP TE Guidance. It used the evaluation criteria of relevance, effectiveness, efficiency, sustainability, and impact, as defined, and explained in the UNDP Guidance for conducting Terminal Evaluations of UNDP Projects. It was undertaken following UN evaluation norms and policies, including UN Evaluation Group Norms and Standards for Evaluations and UNDP Handbook on Planning, M&E for Development Results and the UNDP Evaluation Guidance document.

To the extent possible, key informant interviews were used to collect data from project participants. These participants included project partners, project stakeholders and targeted beneficiaries. Sets of questions were used to facilitate data and document collection and knowledge sharing. The questions are arranged around the evaluation criteria. Many of the questions were used in the in-person and/or virtual interviews. These questions were used to make sure that all aspects are covered, and the needed information is requested to complete the review exercise and guide in preparing the semi-structured interviews.

Below are some of the guiding questions within the framework of the evaluation criteria⁴:

Relevance - How does the Project relate to the main objectives of the UNDP and the environment and development priorities?

- How well has the programme aligned with government and agency priorities?
- To what extent has NAP's selected method of delivery been appropriate to the development context?
- Has the NAP programme been influential in influencing national policies on climate change adaptation?
- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?
- To what extent was the project in line with the UNDP Strategic Plan, CPD, United Nations Development Assistance Framework (UNDAF), SDGs, and GCF Strategic Programming?

Effectiveness - To what extent are the expected outcomes of the Project being achieved?

- What evidence is there that the programme has contributed towards an improvement in a national government capacity, including institutional strengthening?
- Has the NAP programme been effective in helping improve climate change adaptation planning in Bangladesh?
- To what extent have outcomes been achieved or has progress been made towards their achievement?
- What has been the contribution of partners and other organizations to the outcome, and how effective have the programme partnerships been in contributing to achieving the outcome?
- What were the positive or negative, intended, or unintended, changes brought about by NAP's work?
- What contributing factors and impediments enhance or impede NAP performance?
- To what extent did the project contribute to gender equality, the empowerment of women, and/or a human-rights-based approach?

Efficiency - How efficiently is the Project implemented?

- Are NAP's approaches, resources, models, and conceptual framework relevant to achieving the planned outcomes?

⁴Most of the questions were extracted from the TOR. However, additional questions were added, as necessary.

- To what extent were quality outputs delivered on time?
- Has there been an economical use of financial and human resources and strategic allocation of resources (funds, human resources, time, expertise, etc.)?
- Did the monitoring and evaluation systems that NAP has in place help to ensure that activities and outputs were managed efficiently and effectively?
- Were alternative approaches considered in designing the programme?
- Were there any unanticipated events (e.g. COVID 19), opportunities, or constraints that contributed to or hindered the delivery of the interventions promptly?

To what extent were partnerships/ linkages between institutions/ organizations encouraged and supported?

- Which partnerships/linkages were facilitated? Which one can be considered sustainable?
- What was the level of efficiency of cooperation and collaboration arrangements? (between different actors, UNDP, and relevant government entities)
- Was an appropriate balance struck between the utilization of international expertise as well as local capacity?

Sustainability

- What is the likelihood that the NAP programme interventions are sustainable?
- What mechanisms have been set in place by NAP to support the government of Bangladesh to sustain improvements made through these interventions?
- To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed, or implemented?
- To what extent have partners committed to providing continuing support?
- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?
- What opportunities for financial sustainability exist?
- How has the project developed appropriate institutional capacity (systems, structures, staff, expertise, etc.) that will be self-sufficient after the project closure date?

Potential Impact

- What has happened because of the programme or project?
- What real difference has the activity made to the beneficiaries?
- How many people(w/m) have been affected?
- Were there contributions to changes in policy/legal/regulatory frameworks, including observed changes in capacities (awareness, knowledge, skills, infrastructure, monitoring systems, etc.) and governance architecture, including access to and use of information (laws, administrative bodies, trust-building and conflict resolution processes, information-sharing systems, etc.)?
- Were there contributions to changes in socio-economic status (income, health, well-being, etc.)?
- Discuss any unintended impacts of the project (both positive and negative) and assess their overall scope and implications.
- Identify barriers and risks that may prevent further progress towards long-term impact.
- Assess any real change in gender equality, e.g. access to and control of resources, decision-making power, division of labor, etc.

- The evaluation will also include an assessment of the extent to which programme design, implementation, and monitoring have considered the following cross-cutting issues:

Gender equality

- To what extent has gender been addressed in the design, implementation, and monitoring of the NAP programme?
- To what extent has the NAP programme promoted positive changes in gender equality? Were there any unintended effects?
- How did the programme promote gender equality, human rights, and human development in the delivery of outputs?

Human Rights:

- To what extent have poor, indigenous, and tribal peoples, women, and other disadvantaged and marginalized groups benefitted from NAP's interventions?
- The evaluation framework is presented in the annexes (a matrix that details evaluation questions, indicators, and sources of verification).

Considering a pre-determined time frame of (22) working days for the team, the evaluation was conducted in three (3) Phases as follows: -

- The First Phase covered (4) days for preparation of the inception report (IR) and evaluation matrix.
- The Second Phase covered (13) days to prepare a draft evaluation report and engage in a stakeholder workshop presentation. It involved engagement of consultation/meetings with partners, data collection, analysis, and preparations for the preliminary findings/terminal report.
- The Third Phase covered (5) days devoted to the preparation, finalization, and submission of the final report after the presentation of the draft evaluation report and lessons at the validation workshop and obtaining feedback from relevant stakeholders from comments solicited in a consultative process.

The selection of the right analytical approach depends on the list of questions being asked and the evaluation matrix that is developed to support the TE consultants. This process entailed having a clear understanding of the project, its objective, aim, outcomes, outputs, the theory of change, and the resulting impacts and approach for sustainability.

The analytical approaches and methods that were used included:

- **Descriptive:** this approach was used to define the status of the Project component implementation; it describes the project's objective, outputs, and impact.
- **Diagnostics:** this approach was used to understand - what happened? what did the project component achieve? how? why is this happening? partnerships developed, use of financial resources, project co-financing, analyses of project component risks and issues, and mitigation measures. It will also be used to define - what is the project component's impact? are these sustainable? what will happen after the closure of the project component?
- **Prescriptive:** this approach was used to define the main findings of the evaluation and to define a set of recommendations for the project component and future interventions.

2.2 Scope and Methodology

The evaluation assessed project performance against expectations set out in the project results framework. The TE assessed results according to the criteria outlined in the UNDP Evaluation Guidelines. The evaluation considered the pertinent outcomes and outputs as stated in the project document focused on advancing medium- to long-term planning in climate-sensitive sectors concerning Country Programme Document Outcome-3: Inclusive Growth-UNDP will support the Government to meet its obligations under the Paris Agreement by strengthening policy and legislative capacities, building partnerships for climate action, particularly with the

private sector, and mobilizing national and global finance. Mainstreaming environmental considerations into national policy and planning to ensure climate justice for women and marginalized groups will remain a priority.

An analysis of achievements across all the following four outcomes was conducted through this TE.

- Outcome 1: Strengthened institutional coordination and climate change information and knowledge management for medium- to long-term planning.
- Outcome 2: Adaptation options appraised and prioritized, and National Adaptation Plan formulated.
- Outcome 3: Climate risk-informed decision-making tools developed and piloted by planning and budget departments at national and sectoral levels; and
- Outcome 4: Nationally appropriate adaptation investments tracking mechanism set up and financial plan for mid- and long-term CCA implementation prepared.

The evaluation team, composed of an international and a national evaluator, produced the following reports and deliverables as a part of the TE - inception report, draft evaluation report, presentation at the validation workshop with key stakeholders, and final evaluation report.

2.3 Data Collection and Analysis

Project-related documents were shared by the project team. The methodology consists of several methods with an analysis of both qualitative and quantitative data. It will include, but will not be limited to, the following:

- **Data collection.** Project-related documents include progress reports, project performance reports, technical deliverables, annual work plans, budget revisions, combined delivery reports, co-financial data, etc. Also, a list of events, workshops, training and list of participants and their feedback reports were reviewed and analyzed. This helped in getting the perspective of both women and men beneficiaries and stakeholders. To the extent possible, data collection and analysis were disaggregated by gender.
- **Desk Review.** including amongst others: UNDP Project Document and proposals, Project Technical Deliverables, Annual and Quarterly Progress Reports, Project's inception report, Bi-annual Project Implementation Progress Reports, Project budget revisions, Project combined delivery reports, examples of technical deliverables, Lessons learned reports, and M&E Plan.
- **Consultations with the project's stakeholders** via semi-structured interviews and in-person and virtual meetings. A set of questions was prepared in advance and used to facilitate data collection and knowledge sharing. The questions were arranged around the evaluation criteria. Findings were crosschecked during different interviews and with the available evidence
- **Online questionnaires and/or interviews.** with those who have participated in and benefited from the component activities.
- **Online questionnaires.** were sent to those who have participated in and benefited from the component activities.
- **Observations based on the interviews and meetings.** The information collected, including documentary evidence, interviews, and observations, were compiled, summarized, and organized according to the questions asked in the evaluation.

2.4 Limitations to the evaluation

A few limitations, faced by the TE consultants, that represented issues to the TE:

- Inaccessibility of data or verification of data sources due to difficulties in interviewing stakeholders (limited internet access, language issues).

- Not all stakeholders were available/interested to engage virtually. This caused delay to the planned TE timeframe.

The TE consultants conducted a set of activities to mitigate these limitations, including:

- Introduced surveys/questionnaires when possible to ensure that all stakeholders are interviewed, and that more extensive and representative qualitative and/or quantitative evaluation data are collected.
- Utilized a wide range of available tools to ensure stakeholder engagement. When virtual meetings using zoom and skype tools were not an option for some stakeholders, phone calls and in-person interviews by the national consultant and email exchanges were all practical options.

All efforts to mitigate the limitations will be included in the TE report.

2.5 Structure of the TE Report

This evaluation document is divided into five Chapters including: -

- ✓ **Chapter 1:** Executive Summary. It provides the project's background, project description, evaluation rating table, a concise summary of findings, conclusion, and lessons learned and recommendations summary table.
- ✓ **Chapter 2:** Introduction; it covers the purpose and objective of the TE, scope, methodology, data collection and analysis, limitations, to the evaluation and the structure of the TE report.
- ✓ **Chapter 3:** Project Description: this chapter cover the project start and duration, including milestones, development context, problems that the project sought to address, threats and barriers targets, immediate and development objectives of the project, and expected results, main stakeholders and theory of change.
- ✓ **Chapter 4: Findings:** this is the longest chapter. It contains info about the project design/formation: the TE team analyzed the Project's Results Framework: project logic and strategy, indicators, Assumptions and Risks, Lessons from other relevant projects (e.g. same focal area) incorporated into project design, Planned stakeholder participation, and Linkages between projects and other interventions within the sector. It also covers the finding of the project implementation evaluation including: Adaptive management (changes to the project design and project outputs during implementation), Actual stakeholder participation and partnership arrangements, Project Finance, Monitoring & Evaluation: design at entry, implementation, an overall assessment of M&E, UNDP implementation/oversight and Implementing Partner execution, overall project implementation/execution, coordination, and operational issues and the finding concerning the project results: Progress towards objective and expected outcomes, Relevance, Effectiveness, Efficiency, Overall Outcome, Country ownership, Gender, Other Cross-cutting Issues, Social and Environmental Standards, Sustainability: financial, socio-economic, institutional framework and governance, environmental, and overall likelihood, Country Ownership, Gender equality and women's empowerment, Cross-cutting Issues, GCF Additionality, Catalytic Role / Replication Effect and Progress to Impact.
- ✓ **Chapter 5: Presents main findings, conclusion, recommendations, and lessons.**
- ✓ **Chapter Annexes several annexes are included under this chapter including:** TE ToR (excluding ToR annexes), TE Mission itinerary, List of persons interviewed, List of documents reviewed, Summary of field visits, Evaluation Question Matrix (evaluation criteria with key questions, indicators, sources of data, and methodology), The questionnaire used and summary of results, Co-financing tables (if not included in the body of the report), TE Rating scales, Signed Evaluation Consultant Agreement form, Signed UNEG Code of Conduct form, Signed TE Report Clearance form, Annexed in a separate file: TE Audit Trail, Annexed in a separate file: relevant Terminal GCF/LDCF/SCCF Core Indicators or Tracking Tools, as applicable.

3. Project Description

3.1 Project Start and duration, including milestones

- Project start date (actual): February 2018
- Project end date: June 2022. At the time of the TE, a request for a second no-cost extension was submitted by UNDP to the GCF to extend the project implementation period to December 2022.

Key milestone toward Bangladesh NAP process:

Month, Year	Development
November 2005	Submission of the National Adaptation Programme of Action (NAPA)
June, 2009	NAPA Updated
September 2009	Bangladesh Climate Change Strategy and Action Plan (BCCSAP) Approved
January, 2015	Roadmap for Developing a National Adaptation Plan for Bangladesh Developed
February, 2015	Development of GEF proposal to support NAP process, in implementation began
September 2015	The Nationally Determined Contribution of Bangladesh (NDC - 2015) Submitted
December, 2015	Inclusion of Climate change adaptation (CCA) in the Seventh Five Year Plan (2016-2020)
September, 2016	GCF NAP Readiness proposal development began
March, 2017	Stocktaking for National Adaptation Planning (SNAP) Process Conducted
September 2018	Third National Communication of Bangladesh Submitted to UNFCCC
March 2018	GCF NAP Readiness proposal for Bangladesh approved for implementation
May 2019	Formulation and Advancement of the National Adaptation Plan (NAP) Process initiated

Key milestones of the project activities:

Outcome 1: Strengthened institutional coordination and climate change information and knowledge management for medium- to long-term planning	
Output	Milestone
1.1: Assess capacity, information, and data gaps at the national, sectoral, and thematic levels in CCA planning	<ul style="list-style-type: none"> • Project team recruited and housed at the MoEFCC by March 2020 • Revised the report on Risk and Vulnerability • Revised report on gap analysis of existing status of climate change

	<ul style="list-style-type: none"> • Refurbished the report on Capacity Building Action Plan for Training on CCA mainstreaming and Bankable Project Development Skills
1.2: Enhance CCA mandate and institutional coordination mechanisms to support NAP process	<ul style="list-style-type: none"> • Four strategic notes developed in draft stage and undergoing peer review • Deliverables were completed by January 2022
1.3: Build expanded information and knowledge base with focus on detailed CC risks and vulnerability and CCA planning scenarios for the mid- and long-term	<ul style="list-style-type: none"> • The NAP-Risk and a Vulnerability and Stocktaking Adaptation Report, including literature review was developed in December 2020 and shared with the experts for further review in 2021. • Reports on existing portal and proposed outline of CCIKM were submitted incorporating existing knowledge and data portals from Bangladesh to understand the current practices, the involved ministries, and types of data it offers and the functionalities of the portal. More than thirty on-going information and data portals were identified that either hosts geospatial data and/or information related to climate change, vulnerability assessments, or data related to hydrometeorology, economics, and finances. • At the closure of the project (June 2022), CCIKM, as a scalable platform for climate change related data/information storage, analysis, dissemination, decision making and flexible (but secure) way to interchange data through API for different kind of organizations, is available in a proxy server (http://5.45.109.230/home/), which will be live soon after approval of the domain under MoEFCC ownership.
Outcome 2: Adaptation options appraised and prioritized, and National Adaptation Plan formulated	
2.1: Review and prioritize mid- and long-term adaptation options for inclusion in NAP, national development plan and other CCA policies, actions and programmes	<ul style="list-style-type: none"> • Draft documents were ready to be reviewed further by the national and international reviewers. • Review of national and sectoral development policies and strategies in view of NDC and BCCSAP targets for adaptation were complete together with identification of opportunities for integration with the NAP process and for future CCA mainstreaming. • Prioritized ranking of CC risks and vulnerabilities to address during the NAP process within the priority sectors were done. Later these prioritized CC risks were organized by associated development priority/SDGs and ecosystem co-benefit. • An in-depth report on future adaptation options in different scenarios was prepared, based on review of priority adaptation options outlined in past studies. • A repository of sector-specific prioritization of bankable adaptation projects in priority sectors was created, in coordination with similar readiness support by GCF and others.

2.2 Formulate and communicate NAP based on identified CCA priorities and in close coordination with plans already in place	<ul style="list-style-type: none"> So far, the NAP document has been drafted (latest version in May 2022) and circulated based on consultation meetings with diversity of stakeholders and feedback from them time and again. Once finalized, the NAP will be placed to Bangladesh Cabinet Meeting for final approval.
Outcome 3: Climate risk informed decision-making tools developed and piloted by planning and budget departments at national and sectoral levels	
3.1: Develop technical guidance and tools to support integration of CCA into development planning, programming, and budgeting in prioritized sectors	<ul style="list-style-type: none"> Achieved 80% by December 2021 and 100% by the end of the project. Achieved 70% by December 2021 and 100% by the end of the project.
3.2: Expand training on CCA mainstreaming and project management skills, specifically for personnel in priority sectors working on CCA programmes	<ul style="list-style-type: none"> A draft adaptation-specific capacity building action plan (CBAP) was revised in October 2021 which will be finalized after review by relevant national experts and TAB. ToTs were conducted on the training module for the relevant government officials. Local level trainings were held from January to April 2022. A Climate Change Knowledge Management Plan was also revised again which will be finalized soon after review.
Outcome 4: Nationally appropriate participatory adaptation investments tracking mechanism and financial plan for mid- and long-term CCA implementation set up	
4.1: Establish standards and a protocol to track CCA project financing and investments	<ul style="list-style-type: none"> A climate fiscal framework (CFF) has been updated in 2020 which provides standards and protocols with comprehensive functional tracking mechanisms for climate finance. Later, an ex-ante adaptation finance tracking protocol, in Annual Development Planning Process, was developed under the guidance of the CFF 2020.
4.2: Identify and prioritize actions, policy, and partnership strategies for prolonged investment in CCA and integrate into NAP Programming and financing strategy that focuses on priority sectors and builds on existing financing mechanisms	<ul style="list-style-type: none"> Due to Covid19 related lockdown and movement restrictions, not enough progress has been made in this area. It is expected that there will be significantly progress in this action by the end of the project closure.

3.2 Development Context: environmental, socio-economic, institutional, and policy factors relevant to the project objective and scope

Bangladesh is an LDC that reached lower-middle income status in 2015 and is on track to graduate from the UN's LDC list in 2026. The country is a coastal delta that has a population of around 168 million with a population density of 1265 per Km². The share of industry in Bangladesh's GDP is 29.54%, agriculture contributed about 12.92% and the services sector contributed about 53.4%. The country continues to struggle to improve its infrastructure, business climate and the quality of its workforce. Tackling the impacts of climate change remains a major development priority.

Bangladesh's location, climate, and development trajectory make it a country especially vulnerable to the effects of climate change. Bangladesh's climate is tropical, characterized by a summer monsoon and a winter dry season. However, future scenarios show increases in temperatures and precipitation in Bangladesh. An estimated temperature rise of 1.6°C and an increase in precipitation of 8% are expected by 2050. The country's location in the Bay of Bengal makes it susceptible to seasonal cyclones, while being a floodplain for two major rivers increases the risks related to seasonal flooding. For example, floods in 2007 inundated 32,000 sq. km, leading to over 85,000 houses being destroyed and almost 1 million damaged, with approximately 1.2 million acres of crops destroyed or partially damaged, 649 deaths and estimated damages over \$1 billion. Bangladesh's delta environment hosts a coastline that is dynamic and subject to coastal erosion, land subsidence, and sediment deposits, despite being home to the Sundarbans, the largest natural mangrove forest in the world. Bangladesh is already experiencing a host of climate impacts. Sea level rise is already observed along the coast. With future climate change, damaging floods, tropical cyclones, storm surges and droughts are likely to become more frequent and severe. And, the low-lying coastal land is particularly vulnerable to future sea level rise.

Despite development progress and decline in poverty, the increased impacts of storms, sea level rise, and drought due to climate change threaten to reverse the gains in social and economic growth and have implications for the lives and livelihoods of poor women and men across the country. They will also increase costs; the costs of adapting to tropical cyclones, storm surges and inland flooding by 2050 alone in Bangladesh could amount to USD 8.2 billion, in addition to recurring annual costs of USD 160 million. The impacts are also likely to have an impact on the attainment of the SDGs. All SDG Goals are climate sensitive to a lesser or greater degree. A major development challenge is to integrate the SDGs into national planning processes and to ensure that climate dimensions are addressed in policies and implementation.

Bangladesh has made considerable progress to address climate risk. CCA is a government priority. In 2005, Bangladesh was one of the first two LDCs to submit its National Adaptation Programme of Action (NAPA). The NAPA identified and prioritized adaptation projects for immediate and urgent implementation. It was updated in 2009, and additional projects were added. A corresponding Bangladesh Climate Change Strategy and Action Plan (BCCSAP) was adopted in 2009. The BCCSAP articulates the national vision for pro-poor, climate resilient, and low-carbon development in alignment with both the GoB's Vision 2021- and Five-Year Plan national planning documents. The BCCSAP sets forward 6 pillars for CCA and mitigation, while identifying 44 priority programmes. The Ministry of Environment, Forest, and Climate Change (MoEFCC) is now updating BCCSAP with support from GIZ.

CCA was included in the Seventh Five Year Plan (2016-2020), the country's development strategy, and the priorities reflect mostly urgent and immediate needs as gauged by ongoing adaptation planning activities. Under the related Annual Development Plans (ADP), climate change screening tools have been integrated into development project proposals. In addition, CCA has been integrated to a limited degree in key sectoral policies, such as those governing water and agriculture. In a related effort, the position of Principal Coordinator (SDG Affairs) has been created at the Prime Minister's Office, and prepared a Sustainable Development Goals tracking matrix as a tool for various ministries to coordinate, track and guide various ministries in implementation of SDGs.

The Nationally Determined Contribution of Bangladesh (NDC, 2015) to the UNFCCC identifies an adaptation goal to protect the population, enhance their adaptive capacity and livelihood options, and to protect the overall development of the country in its stride for economic progress and wellbeing for the people. In addition to this overarching goal, the NDC also identifies key adaptation priority areas of action. Also present in the NDC is a list of on-going adaptation actions, climate funds, and an estimate of adaptation costs.

Vision 2021, the 10-year perspective plan (2010-2020) and the 7th Five Year Plan (FY 2016-FY2020) were all parts of the government's ongoing national development strategies. Moreover, the Second Perspective Plan (2021-2041) envisaged Bangladesh to become a developed country by 2041, with a per capita income of over USD 12,500 in today's prices. It also projected that the extreme poverty rate would drop to less than 1%, and the economic growth rate would climb to 9.9% by 2041. Presently, the Government of Bangladesh spends approximately 6%-7% of its annual budget for adaptation and enhancing climate resilience.

In view of the special long-term challenges presented by climate change to the Bangladesh delta, the Government has developed a long-term Bangladesh Delta Plan 2100 (BDP2100). The BDP2100 seeks to integrate the short to medium term aspirations of Bangladesh to achieve Upper Middle Income status and eliminate extreme poverty by FY 2031 with the longer-term challenge of sustainable management of water, ecology, environment and land resources in the context of their interaction with natural disasters and climate change. In addition, the Mujib Climate Prosperity Plan 2030 (MCP) has been developed as a leader of Climate Vulnerable Forum (CVF) countries.

Effective medium- and long-term adaptation strategies hold the key to reducing the negative impacts by providing a viable path towards attaining climate resiliency while contributing to the global emission footprint next to nothing. Planning for futuristic development trajectory necessitates addressing the medium and long-term climate adversities and its simultaneous mainstreaming into the national planning process; the current drive towards planning and implementation is thus more focused on addressing medium and long-term CCA. Addressing medium- and long-term climate change impacts require a coordinated strategy document for implementing CCA to increase capacity and resilience and to bring about transformation and system transitions and make possible the required adaptation for sustainable human and ecosystems health and gender inclusive socio-economic wellbeing and to reduce losses and damages. This must be concluded through coordinated efforts to reduce climate risk and vulnerabilities and increase resilience.

3.3 Problems that the Project Sought to Address, Threats, and Barriers Targeted

While the NAPA and the BCCSAP lay a strong foundation for CCA in Bangladesh and the CFF and IBFCR make strides towards integrating climate change into national budgeting, there are several gaps that remain. For example, the NAPA identified immediate CCA priorities, but did not set out medium- and longer-term adaptation needs and options. By comparison, the GoB will address medium- and longer-term adaptation options by developing the NAP under the readiness support requested. In delivering the NAP process, GoB will give greater focus to institutional strengthening and capacity building than was the case with the project-oriented NAPA process.

Similarly, though the BCCSAP provided about 44 programmatic adaptation ideas and produced the general institutional mapping and initial funding mechanisms needed to facilitate their implementation, some institutional limitations, such as the lack of a framework for stakeholder collaboration and adaptation options with specific timelines, prevented effective implementation of BCCSAP. The GoB intends for the NAP to fill these institutional gaps by strengthening the required framework for effective strategic implementation of adaptation programmes by the relevant authorities. The NAP process will include more collaboration between stakeholders than was conducted under BCCSAP. Strengthening these fundamental systems and processes will ensure institutional buy-in so that implementation of the proposed BCCSAP adaptation programmes can proceed.

In addition, though PPCR funding set up an initial online knowledge sharing portal for CCA ("CCIKM portal"), at the MoEFCC, this portal does not house data needed for CCA planning and does not provide information that can be used for cross-sectoral engagement between line ministries involved in managing climate adaptation in the priority sectors. In addition, the portal lacks a repository for geospatial information necessary to manage and predict climate impacts. There has also been no consistent content management over time, and, as such, the portal is not a useful tool for sharing information about adaptation initiatives as it currently stands. Due to the unavailability of funding or a dedicated and professional ICT focal point and knowledge manager at the MoEFCC, the sustainability of the CCIKM has not been ensured.

In addition to the investment gaps detailed above, Bangladesh faces systemic barriers hindering increased CCA investment and risk reduction efforts. The barriers detailed below complicate the country's ability to address this key development challenge.

1. Information for medium-term adaptation investment planning not fully assessed or available: Medium and long-term adaptation needs are difficult to gauge and cost at national, sectoral and cross-sectoral planning levels without relevant information on climate impacts, vulnerability and adaptive capacity in a medium- to long- term perspective. Available information has been often generated through technical assistance programmes and projects

which have not been consolidated in part because of lack of a designated coordination mechanism but in part as they have been ad-hoc. Adequate Geo-spatial information is also lacking at the relevant agencies (e.g. Bangladesh Meteorological Department, Institute of Water Modelling, Flood Forecasting and Warning Centre, etc.). To date, there is no online or offline repository such as an operational portal on adaptation that allows for consolidation of all relevant information in one place, so that the user community can have easy access to climate information, services and knowledge. It is critical that such information and knowledge is packaged in a user-friendly format and is made available to all users from government to community level, in a language that can be understood. And, to be effective, such an approach will require enhanced capacities at the Ministries and relevant line agencies. Analysis of impacts, adaptive capacity of communities and institutions for each major vulnerability, and vulnerability to CC (by sector, by specific agro-ecological zone) have not been done due to technical capacity gaps, and lack of a structured process and prioritization of resources for undertaking longer-term assessments. Most of the current information is for immediate and short-term adaptation planning under the NAPA. Longer-term scenarios need to be analyzed with respect to impacts on climate sensitive sectors and vulnerability mapped out for. Funding estimates presented in NAPA and BCCSAP are crude and not based on standard scientific and economic valuation techniques.

2. Coordination mechanisms are inadequate for prioritization of CCA planning and action: Inter-ministerial coordination mechanisms have not been designated officially. For example, the BCCSAP does not provide a mandate or elaborate on how inter-sectoral coordination will be done but does elaborate on roles. At a high level inter-ministerial level, no mechanism currently exists, and the need for this is recommended in the NAP Roadmap. At the local level, there are no governance modalities for coordination on adaptation due to lack of official designation and lack of technical capacity. There are also frequent transfers of professional officers from relevant ministries (e.g. MoEFCC, MoP, etc.) to and hence there are losses of institutional memory as knowledge is not codified into systems. The NAP Roadmap observes that an action at any defined tier of governance system taken by a line ministry must define which line agency needs to be given responsibility and what might be the institutional interface where coordination towards successful implementation of the said adaptation will be possible.

3. Institutional and technical capacity is limited at national level to address mid- and long-term CCA: Technical capacities to collect, generate, use, and disseminate climate change risk information and services are limited across within both government agencies and research/universities. Capacity assessments have been undertaken but are not sufficiently detailed to the level of skills that need to be built and are dated. Institutional arrangements have not been designated for mainstreaming climate change in work-programmes at the sector level - some relevant ministries are MoA, MoWR, MoP, MoF, MoEFCC, MoDMR, MoLGRDC, etc. and line agencies (e.g. BMD, DoE, DAE, BWDB, etc.). Institutional capacity in terms of assessing CCA issues has not been invested in, and tools and methods have not been adopted for staff to integrate CCA into sector plans, budgets and programmes. There is limited professional capacity at national government level to implement CCA projects and monitor success. CCA and climate vulnerability scenarios are not adequately mainstreamed into existing policies, plans and programmes.

4. Tracking of adaptation related investment is not available and there is a lack of options for funding mid- to long-term CCA: The Public Financial Management system is not currently geared towards recognizing climate change risks in planning, budgeting, and performance management. This makes it challenging to accurately estimate resources already being spent which are relevant to adaptation - affecting realistic costing of financing gaps. The Bangladesh Climate Fiscal Framework's financial tracking systems initiative has been developed with the support of UNDP but is at an early stage and is not detailed to tracking adaptation relevant expenditure. Specifically, on adaptation related finance, the capacity to assess additional and incremental climate change cost by the ministries for developing medium- and long-term financial projection and resource allocation is also extremely limited. There is also a lack of viable revenue generating business models for adaptation.

3.4 Immediate and development objectives of the Project

NAP is one of the key outcomes of the processes comprising the structured and persistent pathways for transformation in CCA. It will devise strategies to communicate adaptation status,

and best practices globally recognizing the stress of COP26 for producing an adaptation communication by all countries. As a result, the NAP vision has been materialized and the subsequent goals conceptualized via taking into consideration context and some principles. The promotion of green growth strategies, backed by sustainable nature-based solutions for balancing economic growth and environmental sustainability, has been sought as a means of ecosystem-based adaptation. Careful consideration of these aspects has culminated into the overarching NAP vision of building a climate resilient nation through effective adaptation strategies for fostering a robust society, ecosystem and stimulating sustainable economic growth. In line with this vision, the objectives of the project have been set to – (i) ensure protection against climate change variability and induced natural disasters, (ii) develop climate-resilient agriculture for food, nutrition, and livelihood security, (iii) develop climate smart cities for improved urban environment and wellbeing, (iv) promote nature-based solutions for conservation of forestry, biodiversity and well-being of communities, (v) impart good governance through integration of adaptation into the planning process, and ensure transformative capacity building and innovation for CCA.

3.5 Expected results

This project seeks to overcome the barriers identified in project development and achieve the goals presented in the strategy above via a coordinated series of outcomes and related outputs. Therefore, the expected results of the project outcomes and outputs are as follows.

- Outcome 1: Strengthened institutional coordination and climate change information and knowledge management for medium- to long-term planning
- Outcome 2: Adaptation options appraised and prioritized, and National Adaptation Plan formulated
- Outcome 3: Climate risk informed decision-making tools developed and piloted by planning and budget departments at national and sectoral levels
- Outcome 4: A nationally appropriate participatory adaptation investments tracking mechanism and financial plan for mid- and long-term CCA implementation set up

One of the main priorities of the NAP process is to identify and plan for additional sources of funding for CCA in the medium and long-term. Outcome 3 seeks to equip Bangladesh with additional understanding of the landscape of CCA financing – public, donor-based, private, and hybrid/blended – as well as a strategy for funding the CCA activities outlined in the NAP. In addition, this outcome will develop a tracking protocol for the country to better understand how CCA is, and can be, funded.

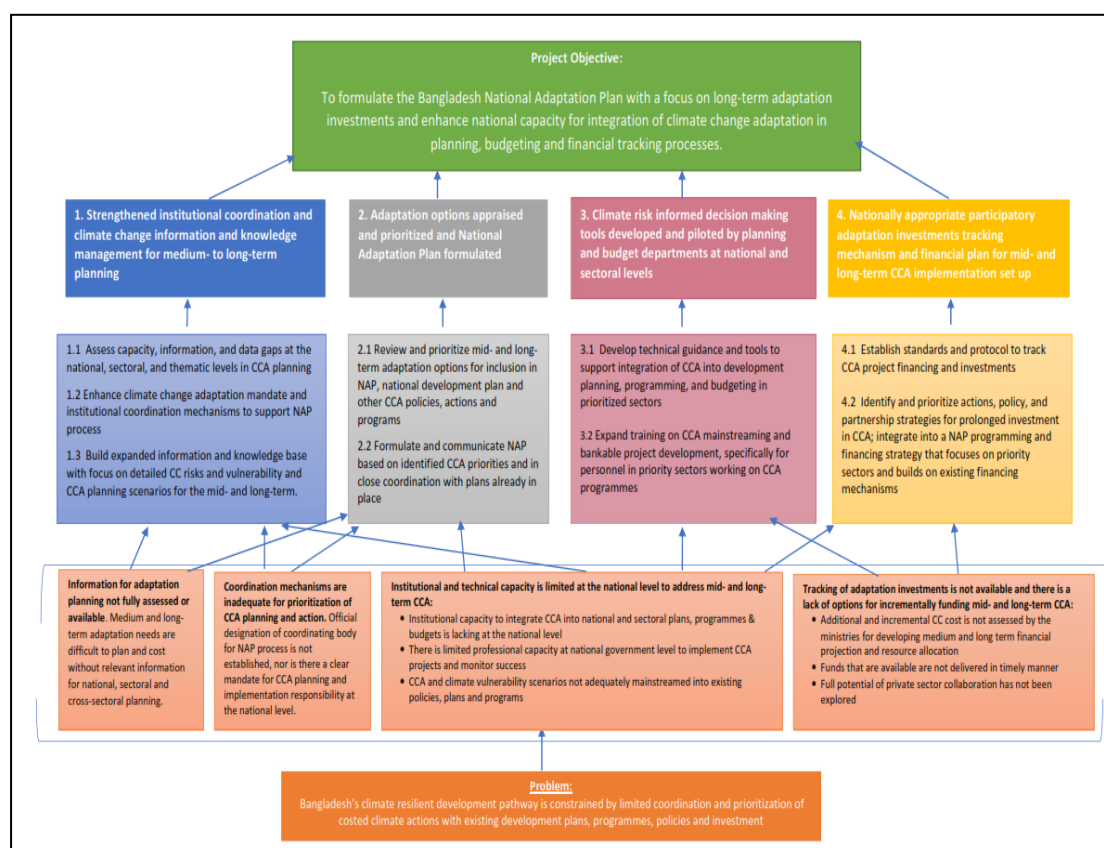
3.6 Main Stakeholders: summary list

The UNDP Project Document and the GCF Readiness Proposal identified main stakeholders to be included in the project implementing.

- i. The Ministry of Environment, Forest, and Climate Change
 - a. Department of Environment
 - b. Department of Forest
- ii. Ministry of Finance
 - a. Economic Relations Division
- iii. Ministry of Planning
- iv. Ministries of – Agriculture, Fisheries, Livestock
- v. Ministry of Water Resources
- vi. Centre for Geographical Information System (CEGIS)
- vii. Bangladesh Climate Change Trust
- viii. UNDP Bangladesh
- ix. Green Climate Fund (GCF)

3.7 Theory of Change

The evaluation team examined the Theory of Change (TOC) underlying the project's outcomes ensuring that they are aligned with the national development strategies and country context relative to the advancement of the NAP in Bangladesh.



The TOC is fundamental to this evaluation and it takes into consideration an implicit logic for how change is intended to happen based on the prioritized needs of the country concerning addressing the key outcomes namely:

- Outcome 1: Strengthened institutional coordination and climate change information and knowledge management for medium- to long-term planning
- Outcome 2: Adaptation options appraised and prioritized, and National Adaptation Plan formulated
- Outcome 3: Climate risk informed decision-making tools developed and piloted by planning and budget departments at national and sectoral levels
- Outcome 4: A nationally appropriate participatory adaptation investments tracking mechanism and financial plan for mid- and long-term CCA implementation set up

The project's intervention also increased participation of these vulnerable groups such as men, women and youths which has resulted into greater cohesion, increased levels of interpersonal and collective trust and increased confidence to promote social cohesion and sustainable livelihood. The NAP project has built various national capacities of target beneficiaries who are better positioned to understand CCA and its effects on their communities' land, natural resources and how to advance resilience to coastal vulnerability.

The TOC illustrated here shows the change pathways through which the GoB plans to use GCF readiness funds to achieve this goal and overcome the barriers identified in the NAPA and NAP Roadmap (and detailed) above.

4. Findings

This section provides a summary of the main facts based on data and information collected during the evaluation exercise, desk review of project documentation, questionnaire filled by relevant stakeholders, and virtual and in-person meetings. The TE team focused on cross-verification of the evaluative evidence using multiple sources of information and, to the extent possible, avoided overreliance on opinions obtained during the interviews.

4.1 Project Design/Formulation

The TE team carefully reviewed and analyzed the design of the project as outlined in the UNDP ProDoc and GCF Readiness Proposal to identify whether the project strategy is proving to be effective in reaching the desired results. In doing so, the evaluators assessed the extent to which the project addresses country priorities and whether it is country driven. Furthermore, the TE team evaluated the extent to which the project objectives are consistent with the priorities and objectives of the UNDP and GCF.

4.1.1 Analysis of Results Framework: project logic and strategy, indicators

The Project's main objective is to *formulate the Bangladesh National Adaptation Plan with a focus on long-term adaptation investment and enhancing national capacity for integration of climate change adaptation in planning, budgeting, and financial tracking processes*. The project was designed for Bangladesh to advance national level adaptation planning processes.

The Project provided, under the baseline analysis, challenges and barriers, the systemic barriers Bangladesh faced which were hindering increased CCA investment and risk reduction efforts and have complicated Bangladesh's ability to address the key development challenge. These include: *i) information for medium-term adaptation investment planning not fully assessed or available; ii) coordination mechanisms are inadequate for prioritization of CCA planning and action; iii) institutional and technical capacity is limited at national level; and iv) tracking of adaptation related investment is not available and there is a lack of options for funding mid to long-term CCA*⁵.

Within this context, the project is fully relevant for Bangladesh. The NAP process aimed to define long-term adaptation investment to enhance national capacity and integrating these investments in existing national planning, budgeting, and financial tracking processes. This required identifying specific institutional coordination and climate change information and knowledge management gaps and then developing a targeted approach to strengthening coordination, information, and knowledge management where they are needed most. Furthermore, climate risk informed decision-making processes were mostly needed and thus the project was designed for developing and piloting by planning and budget departments at national and sectoral levels.

The Project Results Framework formulated during the design phase of this project presents a coherent set of expected results with the proper level of details: Outcome ➡ Outputs ➡ Baselines ➡ Targets ➡ Activities ➡ and some of Key Deliverables. However, it does not include any indicators and thus makes it difficult for the project team to measure progress. During the inception workshop, the results framework was reviewed, and some changes were made. A few new activities have been added and some activities were slightly modified as per the discussion among the stakeholders⁶. The IR clearly documented all additionalities and deviations. However, no changes were proposed to the result framework itself.

The review of the Project's Framework components indicates a logical presentation of the chain of results. It starts with the intended outcomes to achieve the outputs, baseline, targets, and then activities including key deliverables where applicable. Outputs together, help in achieving the project outcomes and objectives. Project resources have been used to implement planned activities to reach a set of activities (32), which would contribute to achieving 9 expected outputs, which together should contribute to achieving the project four outcomes.

⁵UNDP ProDoc. Barriers to Increased CCA. Page 7.

⁶Stakeholders meetings include discussion with stakeholders during Strategic Planning Workshop in Rajendrapur and orientation meeting with clients i.e. UNDP and DoE.

The review of the Project logframe confirms that this project is well aligned with national priorities and its logic is appropriate to address clear national needs/priorities. The Project strategy includes one objective, 4 outcome, and 9 outputs as presented in the Project logframe. The Project logframe highlights and made direct link to supporting the country in achieving some of the SDGs, mainly SDGs 13. And further specified how the project can contribute by defining specific activities on the integration of national adaptation priorities into SDGs and aligning the NAPs process with the SDGs in national policies, budget, and indicators.

The project document covers gender mainstreaming issues well. Thus, gender aspects integrated were also clearly mainstreamed in the project results framework and clear references to gender were made in the project's activities; however, the targets were not gendered.

The project strategy confirmed during the inception phase of the project as no changes were made to the activities, inputs, and outcomes, including at the inception workshop held in Dhaka on 26 October 2019. No changes were made to the set of expected results presented in the Project Results Framework during the inception phase. The TE team confirms that a good discussion of the technical components was conducted during the inception phase, including the context of the project. The Project strategy provides a good response to national needs/priorities to increase resilience and help communities identify linkages relevant to their well-being and livelihoods, through public awareness-raising campaigns of poverty-environment issues. The TE team confirms that the review of the project logframe and objective and the management arrangement was not enough.

The project document is well structured and follows the GCF Readiness and preparatory Support Grant Agreement and UNDP (ProDoc) formats. When considering the implementation timeframe of 3 years and a GCF financing of around US\$ 2.8 million, the project commencement was delayed due to several reasons⁷. An extension⁸ for a period of 10-months was granted up to June 2022 mainly due to COVID19 and its implication on finalizing some of the remaining activities.

Essentially, the logframe followed the GCF and UNDP formats. The targets are SMART in general that allowed for proper adaptive management and monitoring of progress.

In conclusion, the review of the project strategy and the national context for this project indicates that the project strategy is a direct response to national needs and priorities to advance Bangladesh's NAP process in climate-sensitive sectors.

4.1.2 Assumptions and Risks

The ProDoc referred to the Project's assumptions and risks under subsection 5: Results and Partnerships. However, it did not discuss any of these but stated the need to review them all and update the UNDP ATLAS risk log as part of the project monitoring efforts.

The table in the same subsection included the outcome, baselines, and end of project targets. Under the 'partnerships' subsection, the partner, role in project implementation and assumptions were all detailed. The review of the Project's assumptions showed that those identified assumptions were realistic.

Annex E included a detailed description of the Project's risks as per the UNDP template. It covered the description of the risks, potential consequences, counter measures and management responses, types of risks (risk category), and the probability and impact per risk.

⁷The reasons include delay in reaching an agreement with the government/the NDA on implementation modality and start-up delay. The project has also suffered delay due to COVID-19" **Readiness and Preparatory Support/ Interim Progress Report 2021**.

⁸The Project applied for a 10-month no-cost extension (from 11 August 2021 to 9 June 2022) to complete NAP formulation and capacity-building activities. Also, the project required some time to formulate the plan in line with other national strategies and action plans e.g., BCCSAP, NDC, sectoral development plans, etc. **Draft Interim Report, 2022**. The Project applied again for a 6-month no-cost extension (from 9 June – 9 December 2022) to complete the remaining activities. This latest request was approved after the submission of the draft TE report.

Thus, the ProDoc included a comprehensive analysis of the project's risks. The project identified **5 risks** during the formulation stage⁹.

The risks types included political and organization (3 risks), financial (1 risk), and political risk (1 risk). These risks were classified in the ProDoc according to their impact and probability and one can be considered as a high risk, while the rests vary between medium to low. However, during the inception workshop, the project risks were neither discussed nor updated. The total number of risks remained the same.

The TE found that risks were not examined and analyzed during project implementation. The 2020 and 2021 bi-annual and interim progress reports neither analyzed the identified risks nor identified new ones during the project implementation. Under the 'risks and challenges' sections of the biannual and interim progress reports, the discussions focused on the challenges and the proposed mitigation measures with no mention to the risks.

The Project's risks and issues logs were updated annually, along with the development of the Project annual report. The UNDP offline risk and issues logs were also reviewed, and the last update was done in October 2021. However, it was noticed that the risk and issues logs contain only one risk and two issues while other critical risks were not identified or listed in the risks log. The TE team believes that the management of the Project's risks is unsatisfactory as risks were not carefully identified and monitored and thus not updated or tracked during the project implementation.

4.2 Lessons from other relevant projects incorporated into project design

The project made intensive linkages and built on other ongoing projects. These were - the Bangladesh Climate Change Trust Fund (BCCTF) that was created in 2009 to channel government funds for climate change, including CCA, the Climate Fiscal Framework (CFF), Inclusive Budgeting and Financing for Climate Resilience (IBFCR) project, and the Climate Change Capacity Building and Knowledge Management Programme in Bangladesh. However, it was noticed that the ProDoc lacked any kind of lessons incorporated into the design from other relevant projects. The experiences gained from these projects were not highlighted and thus did not define how these projects can help in avoiding some risks and issues.

4.3 Planned stakeholder participation

The ProDoc highlighted¹⁰ the importance of the involvement of all the relevant partners mainly the non-staff actors during the project development phase. It highlighted the role of UN agencies and other NGOs in reducing climate risks in Bangladesh and the way they are working in concert with UNDP on many of the different initiatives. It also highlighted that the project idea was developed through a consultative process that was very much country-owned and driven.

The ProDoc listed ten main partner categories, their role in the project implementation and associated assumptions. These categories are - inter-ministerial CCA coordination body, LDCF- funded project, GCF Readiness programme with UNDP, integrating community-based adaptation into afforestation and reforestation programme, CCA programmes in Bangladesh NDC implementation support programme, research institutions and think tanks, civil society associations, chambers of commerce, small and medium enterprises foundation, private companies in priority sectors and universities.

The Project was developed in a consultative manner and based on a number of consultations in order to ensure the national ownership and to ensure that CCA planning in Bangladesh accounts for the needs of indigenous and local communities, women and children, the poor, and the disabled. It was envisaged that the NAP process will include consultation with women's groups, CSOs, and national gender and social inclusion experts. This will be critical during the process of prioritizing CCA actions for inclusion in a funding strategy. Indigenous peoples, gender, youth, and disability experts will also participate fully in capacity development trainings and curricula and tool development for government and other stakeholders to promote the integration of CCA policies and budgets that are inclusive and account for the needs of all

⁹UNDP Project Document, Section 2.4 Key Indicators, Risks, and Assumptions. Pages 36-38.

¹⁰UNDP project document, Partnership section. Page 22.

vulnerable groups in Bangladesh. The ProDoc highlighted the critical role to involve all partnership at every stage of the planning process to ensure that those future projects have beneficial results.

4.4 Linkages between project and other interventions within the sector

The Project made a linkage and benefited from other in-country GCF and UNDP work programmes. For example, it made linkages to the Climate Finance Readiness Programme supported by GIZ and GCF Readiness Support with the NDA Secretariat, ERD and the Finance Division, MoF. The UNDP is also supporting the NDA under readiness programme-2 for the preparation of a country programmes. GIZ launched a NAP/NDC Support programme in 2019 with more focus on operationalization and implementation of the NDC. UNDP has supported the MoEFCC with the development of the NAP Roadmap with the contribution of the Government of Norway. It is also supporting the Finance Division under the MoF with integration of climate change into budgeting as well as the development of a climate change fiscal framework. All these initiatives had helped the project document developer to define the gaps in CCA investments as well as the barriers to increased CCA.

This project was designed and built upon the information, data, networks, and experiences created by other CCA projects; thus, close coordination was essential to ensure that the NAP process built on the experience and good practices learned from past projects.

At the time of Project development, several key significant climate-related projects were ongoing. A list of these initiatives was provided in the ProDoc, Pages 5-6.

Besides, the project is being implemented under the UNDP Environment Portfolio which is directly responsible for implementing other ongoing UNDP-supported initiatives. However, the TE team expected to see stronger and more coherent partnerships developed by the project with the key stakeholders, such as the private sector.

4.5 Project Implementation

In this section, the TE discusses on the assessment of how the project has been implemented. It assesses how efficient the management of the project has been and how conducive it is to contribute to successful project implementation.

4.5.1 Management Arrangements

The Project followed the UNDP's DIM modality, according to the Readiness and Preparatory Support Grant Framework Agreement between UNDP and the GCF.

The **Implementing Partner (IP)** for the project is UNDP Bangladesh. It is responsible and accountable for managing this project, including the M&E of project interventions, achieving project outcomes, and for the effective use of UNDP resources. The UNDP CO in Bangladesh was responsible for: i) approving and signing the multi-year workplan and budget; and ii) approving and signing the combined delivery report at the end of the year and signing of the financial report of the project.

The **Project Management Unit (PMU)** carried out day-to-day project implementation, with the support of a Technical and Financial and Administrative Assistant under the supervision of the Project Board (PB). UNDP ran the project on a day-to-day basis within the constraints laid down by the PB. The PMU offices were hosted at DoE. The Project Management team liaised regularly with the UNDP for substantive and operational support.

The management arrangements for this project are as follows:

- The implementation of the project was carried out in full collaboration with and consultation of the MoEFCC, the ERD and the NDA, the MoP, and the Finance Division under the MoF.
- The project was guided by a Project Steering Committee (PSC) as the executive decision-making body of the project. The PSC comprised of the following organizations: MoEFCC, ERD, NDA, the MoP and the Finance Division under the MoF. UNDP as the Senior Supplier provided quality assurance for the project and ensured compliance with GCF and UNDP policies and procedures. The PSC was also chaired by UNDP Resident Representative as

the Executive¹¹. UNDP served also as the Senior Supplier¹². The PSC was responsible for approving workplans, by consensus, and to provide guidance when it was required by the NAP Technical Specialist/Project Manager. PSC decisions were made in accordance with standards that shall ensure management for development results, best value money, fairness, integrity, transparency, and effective international competition. The MoP was assigned as the Senior Beneficiary¹³.

- The PSC was supposed to meet at least once a year. Upon discussing the PSC members and based on documents reviewed, the PSC used to meet once to twice a year but only in 2021 and 2022. Since the project inception, the project had two PSC meetings as follows - August 2021, January 2022.
- It was also noticed that no changes were proposed or made on the management arrangement during the Project's inception workshop (IW).
- A **NAP Project Manager** (PM) was responsible for day-to-day management and decision-making for the project within the AWP approved by the Project Board. The NAP PM's prime responsibility was to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. He was supported by an administrative/financial assistant for operational aspects of the project. The AWP was prepared by the NAP PM and reviewed and approved by PB. However, the UNDP-Global Environmental Finance Unit, as part of its quality assurance role, provides the final approval. The NAP PM was also responsible for managing and monitoring the project risks initially identified and submit new risks to the PB for consideration and decision on possible actions if required and update the status of these risks by maintaining the project risks log according to the DIM Guidelines.
- The TE hereby presents the management arrangements for this project as specified in the project document and summarized in the organogram chart. It is observed that during the Project implementation, no changes or restructuring of the original management arrangements were done. In this regard, the PB still comprised of the following organizations: MoEFCC, UNDP, ERD and NDA, the MoP, and the Finance Division under the MoF. As the Senior Beneficiary, the MoP was part of the board. Furthermore, as the Senior Supplier, UNDP provided quality assurance for the project and ensured compliance with GCF and UNDP policies and procedures. The PB was responsible for making, by consensus, management decisions when guidance was required by the NAP PM. PB decisions were made following standards that shall ensure management for development results, best value money, fairness, integrity, transparency, and effective international competition. In case a consensus cannot be reached within the Board, the final decision shall rest with the UNDP (represented by the UNDP Resident Representative).
- Another committee, **NAP Technical and Advisory Board**, composed of:
 - delegates of the MoEFCC, MoP and MoF,
 - focal points and technical experts from nine sector' Ministries (Finance; Agriculture; Water Resources; Disaster Management & Relief; Local Government, Rural Development & Cooperatives; Industry; Power, Energy & Mineral Resources; Road, Transport and Bridges; Health & Family Welfare), and
 - Representatives from the development partners, from the private sector, and representatives from local CSOs and NGOs.
- This Committee provided support and guidance to the PB through the coordination with the NAP PM and the PMU. NAP Advisory board did not supersede PB and had three meetings only in July 2021, December 2021, and May 2022.

¹¹The Executive is an individual who represents ownership of the project who will chair the Project Board.

¹² The Senior supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project. The senior supplier role will have the authority to commit, acquire or supply resources required.

¹³The Senior Beneficiary is an individual or group of individuals representing the interests of those who will ultimately benefit from the project.

The day-to-day management of the project was done by the PMU which had been accountable to the UNDP Resilience and Inclusive Growth/ UNDP and committee for the performance of the project. The PMU was based in Dhaka, housed in the DoE headquarters. The PMU was manned by a full-time staff comprising a Project Manager, Project Technical, Finance and Administration Assistants.

In terms of project assurance, UNDP provided a three-tier supervision, oversight, and quality assurance role – funded by the agency fee and involved the UNDP CO, Regional and Headquarters levels. These different units monitored implementation and achievement of the Project outcomes and outputs and ensured proper use of UNDP/GCF funds.

As requested by the GoB, UNDP CO provided the following GCF-specific oversight and quality assurance services: (i) day-to-day project oversight supervision covering the start-up and implementation; (ii) oversight of project completion; and (iii) oversight of project reporting.

The PMU staffs were trained by UNDP during the early implementation phase on administrative issues, financial matters, procurement, etc. This contributed to strengthening the administration and financial management capacities of the project implementation partners.

4.5.2 Adaptive management (changes to the project design and project outputs during implementation)

The project took the following adaptive actions to expedite implementation and enhance project delivery during the COVID19 outbreak:

- The team utilized the online pre-bid meetings, online tests, interviews, etc. to expedite procurement processes wherever possible.
- The team utilized online tools to accelerate the approval of consultant recruitment and procurements of goods and services by using Docu-Sign and online platforms.
- Work from home-this new work modality required certain adaptive measures, both by the individual employee and the organization, which were not fully accommodated by different portions of the society due to time, technology, operational modality, and resource constraints. Poor and vulnerable communities do not have required software and hardware to connect and be a part of the stakeholder consultation processes. Also, stakeholders do not feel incentivized to join webinars or online meetings in the same way that they are in person.
- COVID-19 situation disrupted some of the activities; hence urgent adaptive measures were vital. The NAP project team conducted a thorough assessment of the activities under the project, and their relative risks on the COVID-19 situation. The work plan was re-programmed as part of the extension request process, and the workplan was modified accordingly. The team rescheduled activities that cannot be completed due to the COVID-19 situation.
- The team used different virtual software and media to conduct meetings and consultations with partners through web conferencing/zoom software, skype, MS team, etc.

Against this analysis, and based on collected information and evidence, the rating for the management arrangement and adaptive management component is **Satisfactory (S)**.

4.6 Actual stakeholder participation and partnership arrangements

The UNDP ProDoc included under the 'partnerships' subsection provided with a list of key stakeholders to be involved in the implementation of the project which also articulated their respective expected roles and responsibilities.

Although the Project followed the DIM modality the PMU was based at DoE headquarters. This might have created better scopes of working together between NAP PMU and relevant DoE staff. However, many of the interviewed stakeholders and partners indicated that this modality has its positive impact on the initiative; yet, it limited the country ownership in a way that the NAP development should be steered by the GoB rather than the UNDP. Thus, it was recommended that for any future project it should follow national implementation modality (NIM) and the PMU should be composed of GoB personnel. According to these interviewees, this would have been a good incentive to stimulate ownership of project achievements by key stakeholders.

To the TE team, the project was successful in engaging key stakeholders by involving them in the PB. The stakeholders not only provided strategic guidance to the Project but also supervised the actual implementation of the project by endorsing Annual Work Plans, budgets, etc.

In conclusion, the project was successful in involving the key stakeholders, mainly people at the local communities, relevant ministries, and GoB departments, in project implementation, and hence the stakeholders' participation has been done sufficiently. Yet, the involvement and partnerships developed with the private sector should have been strengthened.

4.7 Project Finance and Co-finance

At the time of the TE, the review of financial records in the UNDP Atlas system indicates that the actual expenditures including commitments allocated against the GCF project grant since the start of the Project represent about **72% (US\$ 1,836,648)** of the approved budget of US\$ 2,550,900. The breakdown of project expenditures by output and by year is presented in **Table 2**.

As of June 2022, the remaining budget from the GCF grant is US\$ **776,505.25 (27.67%)**. The spending is high for outcome 4 (around 81% of the total allocated budget for the outcome), while spending on outcomes 1,2 and 3 were not in line with the original plans as about 66%, 77%, and 71% of the total budgets were only utilized, respectively. Only **US\$101,761.26 (84%)** of the project management budget has been spent as of the end of June 2022.

In 2021, the project relocated budget between different budget lines. The reallocation of approved budget among the budget line items were made from one budget category to another, resulting up to 25% variation across the categories. The PMU has provided detailed documentation and justification supporting the budget reallocation in the interim report in line with the grant agreement.

Finally, the project was not subject to any financial audit during the last 3 years.

Co-financing / Parallel Financing

No co-financing contributions were pledged by UNDP or the GoB. Further, at the time of the TE, there were no reported co-financing contributions.

Table 2. UNDP GCF Project Funds Disbursement Status (June 2022 in USD)¹⁴

Activity ID and Name (A)	Total Approved Grant Amount (B)	Total Expenditures (C)	Fund Balance (B-C)	Expenditures + Commitments against the Approved Budget %
Outcome-1: Strengthened institutional coordination and climate change information and knowledge management for medium- to long-term planning	747,960.00	496,221.94	251,738.06	66.34
Outcome-2: Adaptation options appraised and prioritized, and National Adaptation Plan formulated.	688,510.00	530,560.13	157,949.87	77.06
Outcome-3: Climate risk informed decision-making tools developed and piloted by planning and budget	676,510.00	483,050.83	193,459.17	71.40
Outcome-4: Nationally appropriate participatory adaptation investments tracking mechanism and financial plan for mid- and long-term CCA implementation set up.	317,500.00	258,491.59	59,008.41	81.41
Programme Management	120,420.00	101,761.26	18,658.74	84.51
UNDP Fees (10%)	255,090.00	159,399.00	95,691.00	62.49
Total	2,805,990.00	2,029,484.75	776,505.25	72.33

¹⁴Source: UNDP Atlas CDRs and Information Provided by the Project team.

4.8 Monitoring & Evaluation:

The standard UNDP and GCF M&E procedures were presented in a comprehensive M&E plan in the GCF Approved Readiness and Preparatory Support Proposal for NAP¹⁵ and the UNDP ProDoc¹⁶. A total budget of US\$ 37,000 was allocated to M&E, representing about **1.32%** of the GCF grant. According to the Project team information provided on the draft TE report, the M&E expenditure will reach 33,680 USD by October 2022.

Below is a summary of the M&E plan operational modalities (combined from UNDP ProDoc Readiness Proposal):

- **DIM Audit as per UNDP audit policies:** The project should be audited according to UNDP Financial Regulations and Rules and applicable audit policies on DIM implemented projects. Additional audits may be undertaken at the request of the GCF. The Project was not subject to any audit exercise, neither by UNDP nor by the GCF.
- **Inception workshop (IW) and report (IR):** it was organized on 26th October 2019 in Dhaka. During the IW, the project outputs were reviewed and changes to the activities were proposed. No discussion took place concerning the management arrangement. The logframe was not reviewed and the missing indicators were not added. Participants were divided into 4 working groups to discuss the key four sectors affected by the climate change: water, agriculture, livelihood, and urban problems. The participants started off the group discussion by agreeing that there is an urgency to find mid- and long-term action plans for adaptation. Some of the key gaps in data and research have been discussed throughout the group discussion. However, the TE team noticed that the project management structure and the project results framework were not thoroughly reviewed and discussed and thus, to the TE team, the IW and the corresponding report represent a weakness in the project monitoring cycle.
- **GCF Bi-Annual Interim Project Reports (IPRs, due 28 February and 31 August each year of project implementation):** The Project Manager, the UNDP CO, and the UNDP-GEF Regional Technical Advisor provided objective input to the bi-annual project report covering the prior six months of the calendar year for each year of project implementation. The IPR included reporting of environmental and social risks and related management plans, gender, and financial commitments, amongst other issues. So far, the Project submitted 5 IPRs; 1 report for July-December 2019, 2 reports in 2020, and 2021 each. *There will be two IPRs submitted in 2022 and PCR should be submitted within 6 months after the project completion date.* The TE team noticed that the IPRs were following the GCF format and provided the needed information as per the GCF and UNDP guidelines.
- **Lessons learned, and knowledge generation:** Results from the project are to be disseminated within and beyond the project intervention area through existing information-sharing networks and forums. The project is to identify, analyze, and share lessons learned that might be beneficial in the design and implementation of similar future projects. However, the TE noted that the work on this M&E tool was limited to documenting lessons learned in the project's IPRs. No standalone lessons learned, and knowledge generation report was prepared by the PMU.
- **Final Independent Evaluation (FIE) and final evaluation (FE) report:** The FE evaluation (Terminal Evaluation (TE)) is underway (this report) and follows UNDP ERM policy guidelines.
- **Project completion report:** Project Completion report along with the FE report will serve as the final project report package. These should be submitted to the PB during the project terminal review meeting, to discuss the lesson learned, opportunities for scaling up, and the recommendations made in the FE and associated management response.
- **Project Board Meetings (PB/PSC):** The PB/PSC meeting holds project reviews to assess the performance of the project and appraise the AWP for the following year. During the project duration, two PSC meetings were organized: August 2021, and January 2022. It was

¹⁵ GCF Readiness Proposal Pages 50-52.

¹⁶ UNDP ProDoc. Section VIII. Monitoring and Evaluation Plan. Pages 35-39

noticed that the minutes of the meetings were drafted, signed, and disseminated to members of the PSC. The PSC is chaired by Secretary, MoEFCC. The Project Executive Board (PEB) is chaired by UNDP Resident Representative, while the TAB is chaired by the national project director (NPD).

- **Supervision missions by UNDP:** UNDP CO was responsible to provide the needed technical and quality assurance support to the project as per the UNDP programme management standards. One site visit was conducted by UNDP CO in March 2022.
- **Oversight missions by the UNDP NCE Unit:** UNDP regional office was responsible to provide the needed technical backstopping as needed. No missions were conducted by the UNDP NCE unit due to Covid19 restrictions put in place corporately.
- **GCF Learning missions/ site visit:** No missions were conducted by the GCF.

Overall, the TE team noticed that the monitoring framework in place is workable, and the project implementation team has been able to use this framework to annually report progress made by the project. Yet, these were not adequate to assess the performance of the project at the mid-term point.

Based on the above, the evaluators adjudge that the project level monitoring needed more attention, particularly in the area of i) the annual monitoring of risks and issues that hinder the project implementation, and ii) the annual targets for individual outputs and activities of the project to improve effectiveness and efficiency of the project implementation.

Based on the above, the TE team believes that the project level monitoring component rating is **Moderately Satisfactory (MS)**.

Based on the above, the M&E at design and implementation is rated as:

Highly Satisfactory (HS)	Satisfactory (S)	Moderately Satisfactory (MS)	Moderately Unsatisfactory (MU)	Unsatisfactory (U)	HighlyUnsatisfactory (HU)
		MS			

4.9 UNDP implementation/oversight and implementing partner execution, overall project implementation/execution, coordination, and operational issues

UNDP exercised quality management actions to ensure achievement of project outcomes and objectives promptly. As the Project followed the DIM modality, UNDP was responsible for the overall implementation of the activities in coordination with the Government and under the supervision of the PB. Furthermore, UNDP as the Project Assurance provided support to the PB and the PMU and carried out objective and independent project oversight and monitoring functions. The key features of UNDP implementation were as follows:

- UNDP followed up on the Project's activities and carried out needed monitoring activities, reviewed project budgets and work plans and provided advice. Furthermore, UNDP provided necessary and timely guidance for AWP's development.
- UNDP worked collaboratively with MoEFCC and other key stakeholders and exercised prudent guidance and support. Working together with UNDP, MoEFCC undertook adaptive management measures like the hiring of consultants to undertake technical activities as a key for the successful implementation of the project's activities.
- UNDP CO visited the project and provided the needed political support to ensure effective coordination between different stakeholders in place.

It was noticed that many of the Project's stakeholders believed that the UNDP has played an efficient and effective role. This is because the project followed the DIM modality; however, most of the interviewed stakeholders shared their satisfaction of the level and quality of the services provided by the UNDP through the PMU. Despite delay during the inception phase and in the operational completion of the project, for all their individual and collective efforts and strong support exercised throughout project implementation to successfully achieve the project results and ensure sustainability, the evaluators rate the EA and beneficiaries coordination and cooperation as:

Highly Satisfactory (HS)	Satisfactory (S)	Moderately Satisfactory (MS)	Moderately Unsatisfactory (MU)	Unsatisfactory (U)	HighlyUnsatisfactory (HU)
	S				

4.10 Project Results

4.10.1 Progress towards objective and expected outcomes (*)

According to the UNDP TE guidelines, the achievements of expected results were evaluated in terms of attainment of the overall objective as well as identified outcomes and outputs. For this the performance by components is analyzed by looking at:

- general progress towards the established baseline level of the indicators,
- actual values of indicators by the end of the Project vs. designed ones, and
- evidences of relevance, effectiveness, and efficiency of the results as well as how this evidences were documented.

The information presented in this section have been sourced from the NAP Readiness Interim Progress Reports, AWP, annual reports, M&E plan, and review of the Project's technical reports supplemented with information collected during the TE, virtual and in-person interviews.

A detailed assessment at the output level is presented below (**Table 5**).

Overall results of the Project are rated as:

Highly Satisfactory (HS)	Satisfactory (S)	Moderately Satisfactory (MS)	Moderately Unsatisfactory (MU)	Un-satisfactory (U)	HighlyUnsatisfactory (HU)
	S				

The key used for indicator assessment (Color Coding):

Green = completed, the indicator shows achievement
Yellow = On target, to be achieved by the end of the project
Red = Not on target, to be achieved by project closure

Table 3. Matrix for Rating the Achievement of Outputs¹⁷

PROGRESS UPDATE ON PROJECT/PROGRAMME LEVEL INDICATORS OF THE LOGICAL FRAMEWORK					Rating ¹⁸	Justification for Rating
Project/Programme indicators	Baseline	Target (mid-term)	End-of-project targets	End-of-project assessment ¹⁹		
Output 1.1 Assess capacity, information, and data gaps at the national, sectoral, and thematic levels for climate change planning						
Prepared synthesis report on climate risk and vulnerability	- Partial (25%) sector and national level information is available on CCA, including vulnerability studies and climate services data gaps, however, gap assessments are not synthesized, validated, or complete or customized to priority sectors and ecosystems - Mainstreaming work has been undertaken at Planning Commission level, but the overall status of national level CCA mainstreaming activities not understood as well at sectoral level. 20 Ad-hoc capacity needs assessments on CCA are available but are not comprehensive or current. Most recent assessment by MOEFCC and ADB ²¹ provides overview but is not sufficiently detailed to sectors.	N/A	Nationwide gap analysis on climate risks and vulnerability information conducted ²² relevant to the priority sectors	Developed a synthesis report on climate risk and vulnerability reviewed by the Technical & Advisory Board Members.	S	The target has been achieved.
Conducted capacity assessment and information/data gaps for CCA Planning		N/A	Gap and opportunity analysis completed for CCA mainstreaming at national level Capacity building gap analysis and action plan for capacity building for CCA prepared and implemented.	The Technical & Advisory Board Members reviewed gap analysis of existing status of climate change report.	S	The target has been achieved.
Produced knowledge products on mainstreaming of CCA into planning and budgeting system				Capacity building gap analysis and action plan completed	S	The target has been achieved.
1.2 Enhance climate change adaptation mandate and institutional coordination mechanisms to support NAP process						

¹⁷Text in this table was mainly provided by the Project Team and the Project's Progress Reports 2021-2022

¹⁸The 6-point Progress Towards Results Rating Scale is used: HS, S, MS, MU, U, HU

¹⁹ This rating takes into consideration that the project might be extended till December 2022.

²⁰The Poverty Environment and Climate Mainstreaming (PECM) project follow-up IBFRC initiative has supported the Planning Commission and Finance ministry respectively of GoB to start building capacity so that future climate risks and resources can be included in the mainstream planning and budget process.

²¹MoEF and ADB, 2015

Prepared policy documents on NAP mandate and institutional coordination mechanisms to support NAP process including the establishment of IMWG and TAC	Limited implementation and coordination mechanisms exist at NDA and between ministries relevant for NAP completion. Mandate for NAP oversight established by UNFCCC at MoEFCC, but this is not nationally adopted in reference to indicator.	N/A	<p>Developed four strategic notes:</p> <ul style="list-style-type: none"> i) why Adaptation Options in Priority Sectors ii) The Formulation of Adaptation Strategy and Options iii) The Adaptation Options Need Appraisal iv) Build Back Better and Build Better Before) on NAP institutional framework and coordination mechanism was reviewed by internal experts. <p>Preliminary advocacy findings were shared with the expert team to support developing an adaptation mandate.</p>	<p>Inter-ministerial and inter-agency CCA coordination mechanism established, including technical advisory committee as established in the NAP Roadmap.</p> <p>Nationally agreed mandate for NAP oversight exists within one relevant ministry.</p>	S	On target to be achieved by the end of the project
1.3 Build expanded information and knowledge base with focus on detailed CC risks and vulnerability and CCA planning scenarios for the mid- and long-term.						
A central, web-based, and expanded national climate change information and knowledge management (CCIKM) portal is established and linked with relevant databases and websites.	<p>Agency-specific CCA information repositories and web databases exist, but information remains incomplete, fragmented, disaggregated, and inaccessible to all relevant institutions.</p> <p>Nascent CCIKM portal is live online but lacks content management and does not meet current data sharing needs.</p> <p>Not all priority sectors have existing comprehensive CC vulnerability assessments including mid- and long-term CC scenarios.</p> <p>Valuation of economic impacts of have not been completed at national level for Bangladesh in a comprehensive way.</p>	N/A	<p>A central, web-based, and expanded national climate change information knowledge management (CCIKM) portal is housed at MoEFCC and linked with relevant databases and websites.</p> <p>Medium & long-term climate vulnerability scenarios available for several prioritized sectors.</p> <p>Preliminary valuation of economic impacts of climate impacts over medium- and long-term is available for priority sectors.</p>	<p>The NAP-Risk and Vulnerability and Stocktaking Adaptation Report, including literature review was developed in December 2020 and shared with the experts for further review in 2021.</p> <p>Inception report and review report on existing portal and proposed outline of CCIKM were submitted incorporating existing knowledge and data portals from Bangladesh to understand the current practices, the involved ministries, types of data it offers, and the functionalities of those portal.</p> <p>So far, more than 30 on-going information and data portals were identified that either hosts geospatial data and/or information related to climate change, vulnerability assessments, or data related to hydrometeorology, economics, and finances.</p>	MS	On target to be achieved by the end of the project
2.1 Review and prioritize mid-and long-term adaptation options for inclusion in NAP, national development plans, and other CCA policies, actions, and programmes						

Prepared an Investment Plan which is appraised and prioritized.	Adaptation options for prioritized sectors are available in NAPA, BCCSAP, NDC and national communications; however, scenarios are limited to short-term and options/actions are not properly costed, ranked, or prioritized.	N/A	Nationally appropriate adaptation options/actions (for priority sectors and various scenarios) prioritized, ranked and costed and included in CCKIM portal; pre-feasibility analysis for select priority projects completed.	National and international review groups were formed, and the hiring process was completed. The review of the process will be done by August 2022.	MS	On target to be achieved by project closure
Formulate and communicate NAP based on identified CCA priorities and in close coordination with plans already in place	NAP process begun with NAP Roadmap, but NAP document not drafted and implementation work plan and communications strategy not in place.	N/A	Formulated the NAP including implementation strategy and plan along with an M&E framework which is adopted by GoB and aligned with relevant other plans considering activities	NAP draft completed including peer and public review processes, implementation work plan and M&E plan in place, and communications strategy and outreach plan in place.	S	On target to be achieved by the end of the project
3.1 Integrate CCA into national development and sectoral planning, programming, and budgeting by beginning a pilot effort in at least 3 prioritized sectors						
NAP is mainstreamed into national planning and budgeting systems and processes (FYP, SAP, ADP, SDG PP etc.)	Though CFF and IBFCR exist, the latest 5-year development plan and other national policies do not adequately consider CC risk or integrate CCA into budgeting. For example, the Coastal Development Strategy needs to prioritize adaptation options. In the water sector, adaptation options are known, but need appraisal and prioritization. In the urban areas sector adaptation options suffer from lack of vulnerability assessments and lack of progress on identifying urban adaptation options specific to Bangladesh. Climate risks-screening tools and climate-proofing/resilience guidelines are not available for priority sectors. CCA is not integrated in current SDG tracking/tools mechanism at national level.	N/A	Communications are in progress to integrate NAP with NDC. Working papers on Vision Document, System of Interests, Formulation of Adaptation Strategy and Options, and Financing Mechanism has been drafted (90% completed). Consultations with experts are in progress, so far 10 local level and 5 regional level workshops have been completed in this regard.	A climate finance tracking methodology has been developed in partnership with the IBFCR Project of the UNDP/Finance Division for embedding climate adaptation tracking in the project formulation and budget setting process. So far more than 20 high-level Planning Commission Officers are trained on this. Technical guidelines to identify climate risks (screening tools) and climate proofing/resilient guidelines are available for 4 priority sectors CCA is integrated into the current SDG tracking mechanism/tools with Planning Commission	MS	On target to be achieved by the end of the project
3.2 Expand training on CCA mainstreaming and bankable project development, specifically for personnel in priority sectors working on CCA programmes						

Developed an adaptation-specific capacity building action plan Developed a knowledge management plan for training on CCA mainstreaming Prepared and adopted a number of training module on CCA and NAP by GoB Conducted a number of training events related to CCA and NAP	The NDA, MoEFCC, and a few relevant ministries and line agencies have staff trained for CCA project design and implementation, but institutional and technical capacity varies greatly across ministries and is not at the same level within all relevant departments. There are no mid- and long-term capacity building strategies and programmes to enhance capacity on CCA project management skills in an ongoing manner and track progress.	N/A	Capacity building action plan on CCA is drafted and capacity building action plan on CCA is drafted and capacity development activities are set up and begun, including workshops and mentorship programme for priority sectors. Effective tracking indicators in place with IMWG and at NDA, MoEFCC and relevant ministries to track capacity building efforts for CCA	The CBAP has been revised in October 2021 and presented to the Technical Advisory Board Meeting on 12 December 2021 Developed an adaptation-specific capacity building action plan, and knowledge management plan for training on CCA mainstreaming. The online indicators were developed, which will further be mainstreamed in the CCIKM portal for online monitoring.	S	On target to be achieved by project closure
4.1 Establish standards and a protocol to track CCA project financing and investments						
Establish standards and a protocol to track project financing and investments	A climate fiscal framework (CFF) was prepared in 2014 but is no longer operational. Standards and protocols with comprehensive functional tracking mechanisms for climate finance do not exist.		More than 20 senior level Planning Commission officials are trained on the newly crafted adaptation tracking methodology embedded in the project formulation process of Annual Development Programme (ADP) Process.	As of the TE time, the national experts and international consultants were assessing the progress for functional tracking mechanisms for climate finance. The investment plan for CCA was formulated, reviewed nationally in several workshops, and is begin reviewed by the international consultants.	MS	On target to be achieved by the end of the project
4.2 Identify and prioritize actions, policy, and partnership strategies for prolonged investment in CCA; integrate into a NAP programming and financing strategy that focuses on priority sectors and builds on existing financing mechanisms						
A fully costed NAP action plan is developed	BCCTF and BCCRF trust funds exist for financing urgent and immediate needs. Most CCA activities already identified are not adequately costed so resource requirements are not well understood. Comprehensive list of CCA financing options for Bangladesh does not exist.		CCA actions within NAP is being costed with a tentative resource requirement plan for implementation in priority sectors. Comprehensive analysis of options for CCA financing conducted and financing sources public and private – international and domestic options identified for priority sectors and in priority regions of the country. Target in progress. 50% completed as of December 2021. The final resource mobilization and financing strategy is expected to be in place by March 2022.	CCA actions within NAP are being costed with a tentative resource requirement plan for implementation in priority sectors. The investment plan along with the financing strategy are ready.	S	On target to be achieved by the end of the project

4.11 Relevance (*)

Reviewed evidence and stakeholders interviewed confirmed that the project is highly relevant to the government and addressed a highly important topic. The stakeholders interviewed during the TE expressed the added value of the project and emphasized that it was a first step in the process as it is essential to have a second phase to follow up and implement the plans. The elements of strategic relevance are:

alignment to the UNDP Strategic Plan Outputs

The project contributes to UNDP Strategic Plan Primary Outcomes as follows:

2018-2021 UNDP Strategic Plan Output: 2.3.1 Data and risk-informed development policies, plans, systems, and financing incorporate integrated solutions to reduce disaster risks, enable CCA and mitigation, and prevent crisis.

It also contributes to the achievement of all the SDG and in particular Goal13 (Climate Action, in particular to targets 13.2 y 13.3).

alignment to UNDAF Country Programme Outcome

The Project was designed to contribute to the UNDAF CP Outcome as follows:

Bangladesh UNDAF Outcome 2: “By 2020, relevant State institutions, together with their respective partners, enhance effective management of the natural and man-made environment focusing on improved sustainability and increased resilience of vulnerable individuals and groups”.

relevance to the GCF Readiness Programmes

The GCF has made a strong commitment to addressing climate change through financial support to the recipient governments. Bangladesh has received other preparatory support related to CCA from the GCF. The GCF supported Bangladesh to strengthen the NDA's capacity to effectively discharge GCF-related activities as well as developing a country programme coherently through a multi-stakeholder process that builds on existing relevant initiatives.

relevance to national environmental policies, plans and priorities

The project is fully relevant to Bangladesh and it contributes to the following key strategies and action plan:

- National Adaptation Programme of Action (NAPA). The NAPA identified and prioritized adaptation projects for immediate and urgent implementation. It was updated in 2009, and additional projects were added.
- The Bangladesh Climate Change Strategy and Action Plan (BCCSAP) which was adopted in 2009. The BCCSAP articulates the national vision for pro-poor, climate resilient, and low-carbon development in alignment with both the GoB's Vision 2021- and Five-Year Plan national planning documents. The BCCSAP sets forward 6 pillars for CCA and mitigation, while identifying 44 priority programmes.
- Support Bangladesh to achieve SDGs, and the Paris Agreement (2015).
- The Seventh Five Year Plan (2016-2020), the country's development strategy, and the priorities reflect mostly urgent and immediate needs as gauged by ongoing adaptation planning activities.
- The Nationally Determined Contribution of Bangladesh (NDC -2015) to the UNFCCC identifies an adaptation goal to “protect the population, enhance their adaptive capacity and livelihood options, and to protect the overall development of the country in its stride for economic progress and wellbeing for the people”.
- Vision 2021, the 10-year perspective plan (2010-2020) and the 7th Five Year Plan (FY 2016-FY2020) are all parts of the government's ongoing national development strategies. In view of the special long-term challenges presented by climate change to the Bangladesh delta, the Government has developed a long-term Bangladesh Delta Plan 2100 (BDP 2100). The BDP 2100 seeks to integrate the short to medium-term aspirations of Bangladesh to achieve Upper Middle Income status and eliminate extreme poverty by FY 2031 with the longer-term challenge of sustainable

management of water, ecology, environment and land resources in the context of their interaction with natural disasters and climate change.

complementarity with existing interventions

The project was designed to build on and complement key initiatives in the field of CCA in Bangladesh including:

- **Community-based coastal afforestation phases I and II:** This project, financed by the LDCF and several other donors and facilitated with UNDP support from 2009 to 2015, aimed to reduce the vulnerability of coastal communities to the impacts of climate change through afforestation and livelihood diversification in the coastal areas. The second phase of the project (July 2016-June 2020) is also implemented in 5 climate-vulnerable coastal districts (e.g. Noakhali, Bhola, Barguna, Patuakhali and Pirojpur).
- **Ecosystem-based approaches to Adaptation (EbA) in the drought-prone Barind Tract and Haor "wetland" Area:** This LDCF-funded and UNEP facilitated programme (2014-2018) aimed to reduce the vulnerability of communities to climate change impacts via restoration of critical landscapes and capacity building in ecosystem based adaptation.
- **Community Based Adaptation (CBA) Programme:** Bangladesh's national CBA programme, assisted by DFID, the GEF, and UNDP, focused on community-level natural resource management activities which reduce climate change risks while protecting biodiversity or sustainably managing land/conserving biodiversity, enhancing the resilience of communities and ecosystems in the face of climate change impacts. Activities are at the local level and focus primarily on the water and agriculture sectors and in the southern coastal belt region. The NAP, as a national framework, built on the success of CBA programmes to potentially scale these activities nationwide.
- **Integrating CCA into sustainable development pathways of Bangladesh:** The LDCF funded project supported NAP objectives in a complementary manner via focused appraisal and implementation of adaptation options in five climate vulnerable agro-ecological zones (Level Barind tract, Chittagong hill tracts, wetlands, Chittagong coastal plains and Tista floodplain), enhancing climate monitoring in collaboration with the Bangladesh Meteorological Department and the Soil Resource Development Institute and national and sub-national capacity building.
- **Adaptation of climate change into the national and local development planning:** The GIZ-funded programme (2016-18) worked specifically with the Planning Commission of Bangladesh to help integrate CCA into infrastructure planning programmes at the national and local levels.

Based on the above, project relevance is rated as:

Highly Satisfactory (HS)	Satisfactory (S)	Moderately Satisfactory (MS)	Moderately Unsatisfactory (MU)	Unsatisfactory (U)	HighlyUnsatisfactory (HU)
HS					

4.12 Effectiveness and Efficiency (*)

Effectiveness

The Project has been very effective in achieving its specific objectives to support the Government of Bangladesh to advance its NAP process in climate-sensitive sectors.

The effectiveness of the project strategy is evidenced by:

- The level of satisfaction with the Project progress expressed by all stakeholders during the TE is high. Stakeholders reported that the level of effectiveness of this Project is very high and exceed expectation even amidst the COVID19 outbreak.
- Despite the delay the Project encountered during its commencement, the project team with the support of the Government and UNDP CO were able to advance the work and provided the needed technical support.

Considering the above-mentioned facts, Effectiveness was rated as:

Highly Satisfactory (HS)	Satisfactory (S)	Moderately Satisfactory (MS)	Moderately Unsatisfactory (MU)	Unsatisfactory (U)	HighlyUnsatisfactory (HU)
	S				

Efficiency

The Project has been able to implement planned activities within three years of implementation with the GCF resource allocated. Overall, it appears the project has been efficient for the following reasons:

- Involvement of many relevant government agencies.
- The proper use of allocations. Several national and international consultants were hired to conduct technical works. This was very much appraised by the stakeholders as it serves two purposes: building the capacity of the national experts and save budget.

However, there were incidents where the project suffered from the long delay in the procurement processes due to the need to comply with the UNDP rules and regulations. However, the project was able to proceed and achieve all-end-of the project targets.

Overall, it emerges that the Project has been **Satisfactory (S)** when it comes to efficiency.

Highly Satisfactory (HS)	Satisfactory (S)	Moderately Satisfactory (MS)	Moderately Unsatisfactory (MU)	Unsatisfactory (U)	HighlyUnsatisfactory (HU)
	S				

4.13 Country ownership

As for the NAP documents, which is the main outcome of this project, all the parties have expressed their satisfaction regarding ownership of this documented and majority of the respondents have described it as a 'country-driven' document. The TE consultants also have observed involvement of national experts and consultants (organizations, their consortium partners and individual consultants) for developing NAP document and achieving other outcomes. For example, formulation of NAP document was led by CEGIS, a Public Trust under the Ministry of Water Resources of Bangladesh, which has extensive experiences working in nationwide climate change programmes and formulating long-term visionary policies, plans and programmes in the recent past on climate and water (e.g. the BDP2100).

The national project director (NPD) was appointed from the relevant ministry (MoEFCC) who was at a senior leadership position (additional secretary) heading 'climate change wing' of the ministry. And according to the senior government officials interviewed, the NAP document is in the process of being approved in the cabinet meeting chaired by the prime minister of Bangladesh.

Apart from this ownership by the government and commitment to embed Bangladesh NAP in the high-level planning processes, there were dissatisfactions from a good number of respondents from both (majority of) government and non-government stakeholders regarding modality of operation of this project. This UNDP project followed a DIM modality, while MoEFCC and other government agencies wanted it to be a NIM project. According to them, this has resulted in a 'lack of ownership'. As stated in the Interim Progress Report, 2021, one of the major challenges in the implementation is the country ownership and common consensus on implementation arrangements of the NAP as these are the pivotal issues for successful formulation of NAP.

4.14 Social and Environmental Standards and Progress Concerning the Gender Action Plan

The Project outcomes and the NAP document show a strong commitment towards gender-inclusive social and environmental standards and actions. Gender perspectives and dimensions (gender differentiated vulnerability and greater adaptation needs of the poor women and socially excluded groups) were identified and included in the NAP report through reviewing documents, expert's consultation, and extensive field research by involving women and women stakeholders. Moreover, gender responsive and women friendly adaptation and DRR options have been included in sectoral, regional, and local adaptation strategies. Effective participation of women and NGOs led by women (who work for the women, vulnerable groups, and indigenous communities) in local planning and decision making has been strongly

suggested in NAP. During implementation of the project, women were engaged in local consultation and adaptation planning, where they could identify their impacts and vulnerability as well as assert their adaptation needs and priorities, particularly in small agriculture, WASH, health risk management, energy security and resilient rural livelihoods in the face of current and future climate change impacts in their local contexts.

According to the ProDoc, UNDP gender marker for this project is GEN-2, implying significant contributions to gender equality through this project. Gender sensitive CCA was set as one of the thematic areas of importance during project formulation (output 1.1 under outcome 1). Output 2.1 (outcome 2) of the project has set to give consideration the 'Bangladesh Climate Change and Gender Action Plan (ccGAP)' published by MoEFCC in 2013. As a part of NAP implementation, develop technical guidance and tools to support integration of CCA into development planning (output 3.1 of outcome 3) has considered incorporation of gender disaggregated data for the personnel of the Finance Division under the Ministry of Finance & Development Planning and other relevant Ministries. Development of a NAP programming and financing strategy focusing on catalyzing CCA investments in the priority sectors (output 4.2 of outcome 4) has considered gender mainstreaming based on ccGAP.

The NAP Bangladesh document has tried to address medium- and long-term climate change impacts and emphasizes to develop coordinated strategies for implementing CCA to increase capacity and resilience and to bring about transformation and system transitions and make possible the required adaptation for sustainable human and ecosystems health and have placed gender inclusive socio-economic wellbeing at the center of these actions. Analysis of future climate risk and vulnerability in the NAP document (section 2.4) has included analysis of gender risk and vulnerability considering present GII (Gender Inequality Index) as the baseline.

The analysis revealed that health impact due to climate change is quite prominent among women since climate change-induced food shortage or crop loss and consequent nutritional adversities will impact women more during pregnancy and menstruation. Salinity intrusion in the drinking water has also been found to impact women health and reproductive health in the coastal south Bangladesh. CC-induced heat stress too has found to impact health of adolescent girl and children. These analyses have guided stocktaking of the NAP process towards inclusion of gender, youth, or ethnic communities with priority. While reducing immediate consequences of climate and climate change-induced slow onset and sudden extreme events on human, natural and economic resources are considered high priority entry points, inclusion of gender, youth, person with disabilities, ethnic communities and socially disadvantaged communities in all possible aspects are addressed as priority adaptation needs.

As a result adaptation preferences in the NAP document includes – gender sensitive livelihood diversification, development and expansion of climate and gender sensitive WASH, public health and diseases prevention facilities, gender and youth inclusive adaptation initiatives, construction and rehabilitation of gender sensitive multipurpose and climate resilient cyclone and flood shelters, focusing on women while planning and implementing protection and enhanced resilience against internal climate change-induced displacement, development of gender responsive and youth led disaster preparedness and emergency rescue and evacuation services, introducing gender responsive diversified livelihood, effective insurance mechanism and climate resilience fund, development of gender and youth inclusive e-commerce based entrepreneurship, setting gender sensitive climate change risk and vulnerabilities as compulsory prioritization criteria for annual development plan formulation. Emphasis has been given to ensure that the gender gap is reduced in accessing education, livelihood, services, technology, and financial resources. NAP also plans to operate youth-led adaptation plan and update existing ccGAP. Further, the NAP process emphasizes the impactful engagement of women and other vulnerable groups, including the elderly, ethnic community, persons with disabilities, and other marginalized groups, in the decision-making processes concerning CCA. Development of 'gender inclusion' as one the 14 NAP working papers further emphasizes gender-inclusive socio-environmental aspects in the plan.

4.15 Sustainability: financial, socio-economic, institutional framework and governance, environmental, and overall likelihood.

The TE team has observed an overall confidence among the respondents regarding sustainability of the outcomes of this project. Time and again, most of the respondents have mentioned NAP Bangladesh to be the key outcome of this project and they have shown their confidence about sustainability and implementation from top-most policy level in Bangladesh.

Both by government agencies and non-government organizations, NAP document has been recognized as a legally binding document for Bangladesh awaiting submission to UNFCCC after final approval by the cabinet meeting chaired by the prime minister. The NPD has mentioned about personal interest of the PM regarding progress of NAP formulation. Since NAP is a legal binding document, it should be embedded in the planning process of the government agencies and should have a very high-level commitment which was visible during TE. Since most of the plans, programmes and strategies in the NAP document are determined in line with country policies and priorities it is expected that the NAP document will guide future national plans and budgets by different ministries. This is one of the key reasons behind sustainability of NAP.

Government agencies consider NAP as a pre-requisite for climate negotiation that will attract climate finance in Bangladesh, further strengthening sustainability of NAP document. The NAP document has identified some 740 activities under eight broad sectors of CCA; once approved, both government and non-government agencies will projects/programmes in line with these activities under government. In addition to allocation of regular funding by different ministries to operate CCA activities/projects, some of these will be able to attract external funding (since Bangladesh is one of the ten most climate vulnerable countries of the world); together supporting financial sustainability of NAP. NAP project has consulted with the Bangladesh Bank (central bank of Bangladesh) and other financial institutions of the GoB which will create windows for sustainable financing to carry forward NAP. UNDP Bangladesh too, has shown their interest to continue supporting post-NAP activities of Bangladesh through a global support programme called 'pledge to implementation' (which is a NAP and NDC support programme), which will definitely make a strong footing of the NAP just after approval.

General Economic Division (GED) of the Planning Commission of the MoP was a party in this project. Since planning commission of the MoP, by their mandate, is involved in planning of projects from all the ministries, it is expected that the commission will take NAP as one of the planning documents having utility for their planning process. Several indicators developed along with NAP will help Implementation Monitoring and Evaluation Division (IMED under MoP) to monitor and evaluate projects and programmes related to NAP; this will strengthen M&E framework of the MoP. So far, financial planning by government agencies in Bangladesh was dependent on development needs, and mitigation and adaptation needs were not defined. NAP, equipped with adaptation needs, will guide financial planning concerning climate adaptation actions by different government agencies. Further, NAP implementation roadmap will also support the pathway for implementation of CCA programmes by planning commission. Together, these will further strengthen institutional sustainability of the NAP document owned by MoEFCC.

According to MoEFCC and UNDP respondents, the government has decided to form a National Environment and Climate Change Council (NECCC) as proposed by the NAP. Approval of the NAP document will also give approval of NECCC, which will help sustain NAP outcomes regarding institutional and organization sustainability.

CCIKM is climate change knowledge portal that is equipped with historical and projected climate data, environmental data by sector, impacts, key vulnerabilities, and what adaptation measures are being taken. Both CCIKM and NAP will help to downscale climate risks for Bangladesh, thus any development programme will have scopes of climate-proofing. CCIKM portal requires a regular maintenance and update with current climate information, literature, and data. Sustainability of the CCIKM portal is dependent upon MoEFCC's actions to own and take over activities of this portal. At the closure of the project, a five-member committee has been formed (composed of government officials from relevant agencies) to develop action plans to take care of this portal beyond the project period. However, changes/transfer of trained staff involved with CCIKM component will threaten update process of this portal. Moreover, if government funding is mobilized after closure of the project, collection and updating with current data might be hampered due to lack of fund which will compromise usefulness of this dynamic knowledge product.

Sustainability of the knowledge transferred through training is dependent upon retention of staff in the same desk; it is often the case in government departments that the staffs are transferred from one desk/district to other every 2/3 years.

Based on the above discussion, the financial risks are evident, and sustainability is rated as:

Likely (L)	Moderately Likely (ML)	Moderately Unlikely (MUL)	Unlikely (U)
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	ML		
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Based on the above-mentioned Socio-economic Risk, risks are negligible and thus the sustainability is rated as:

Likely (L)	Moderately Likely (ML)	Moderately Unlikely (MUL)	Unlikely (U)
L			

The Institutional framework and governance risks are medium, and sustainability is:

Likely (L)	Moderately Likely (ML)	Moderately Unlikely (MU)	Unlikely (U)
	ML		

The Environmental risks are negligible, and the sustainability is:

Likely (L)	Moderately Likely (ML)	Moderately Unlikely (MS)	Unlikely (U)
L			

Based on the assessment of the categories above, and the presence of medium risks, the overall sustainability rating is:

Likely (L)	Moderately Likely (ML)	Moderately Unlikely (MS)	Unlikely (U)
	ML		

4.16 GCF Additionality

The GCF is a fund established within the framework of the UNFCCC as an operating entity of the Financial Mechanism to assist developing countries in adaptation and mitigation practices to counter climate change.

Affected by the climatic extremities like frequent cyclones, flooding, erratic rainfall, drought, salinity intrusion and sea level rise, Bangladesh is considered as one of the most climate-vulnerable countries in the world. Recognizing that climate impacts are undercutting hard won human development gains, Bangladesh has already taken strides on adaptation planning over the last decade, by implementing the NAPA, setting-up climate change trust funds, and pioneering community-based adaptation approaches. However, institutional arrangements and a coordinated strategy for mid- and long-term CCA investment were yet to be in place.

To transition from urgent to long-term sustained investment planning in CCA, Bangladesh has prepared a 'Roadmap for Developing a National Adaptation Plan for Bangladesh', issued by the Ministry of Environment and Forests in 2015. This NAP Roadmap identifies steps, priority sectors and thematic areas and results required and emphasize the iterative nature of adaptation planning. In March 2017, this NAP Roadmap was re-visited in a national stocktaking and consultation meeting organized by the government (supported jointly by UNDP and GIZ) and reaffirmed with more detailed discussions. The NAP Roadmap is fully compatible with CCA priorities in Bangladesh's NDC. The objective of this GCF funding was to formulate the Bangladesh National Adaptation Plan with a focus on long-term adaptation investment and enhancing national capacity for integration of CCA in planning, budgeting, and financial tracking processes.

5 Main findings, conclusions, recommendations, and lessons learned

Based on the TE activities, project documentation reviews and the feedback gathered from the stakeholders, it was evident that the project made the expected progress and was perceived as a very important and instrumental initiative by the different governmental agencies in Bangladesh. Even though the project faced some delays mainly due to COVID19 outbreak, the project team was able to implement the project's activities, achieve considerable results by the end of the project implementation, and achieve end-of-the project targets.

Major challenges faced by Bangladesh, in terms of climate change, include the lack of expertise and the absence of mentorship and training programmes necessary to engage in climate change-related activities. During the formulation of the NAP, four major challenges affected the smooth formulation of the NAP, those are: country ownership and implementation arrangement of the NAP, developing ownership of CCIKM portal among government officials, limited tenure of the project, and COVID 19 outbreak. To help overcome these challenges the project was able to develop the climate change-related capacity-building plan and a knowledge management plan which considered transformational change and institutionalization as the core principle. CEGIS has completed all district/division level consultations and national level consultations /workshops, including 10 Upazila/local level stakeholder consultations, 5 district/division level workshops, and 3 national stocktaking workshops, including development partners, youth, and the last one with NGOs/INGOs and CSOs.

CCIKM Portal was launched and maintained by MoEFCC, DoE. The Portal formulation team includes a wide rate of experts, specialists, and programmers to ensure that the knowledge that was generated from this project can be retained and transferred in a flexible way. However, there is a need for allocation of financial resources and appointing dedicated DoE units/officials to regularly update the CCIKM Portal and carry forward other activities relating to CCIKM.

In addition to delivering NAP Bangladesh, the NAP Project was also able to deliver a total of 19 working papers through CEGIS Led Consortium, as follows: - Vision Document, System of Interests, Scenario Development, Risk and Vulnerability Assessment, Formulation of Adaptation Strategy and Options, Stakeholder Mapping, Appraisal, Prioritization and Investment Plan Preparation, Institutional Arrangement and Coordination Mechanism, Financing Mechanism, Monitoring and Evaluation Framework, Capacity Development Strategy, Mainstreaming Guidelines, Communication and Dissemination, Gender Inclusion, Private Sector Engagement, and Policy and Legislative and additional three working papers include, Nature based Solutions for CCA, Green Growth Strategy and Global NAP Review.

The Project's success has been very much dependent on close consultation and coordination and hard work from the project team, beneficiaries, executing and implementing partners, and the UNDP Country Office (UNDP CO). The project documents and meetings with key stakeholders indicated that the Project's objectives and outcomes were achieved, and some are in the process to be achieved but with a considerable delay. Hence, and based on the review and assessment and taking into consideration the difficulties the project team faced during the project launching phase, the overall rating on the achievement of results is **Satisfactory**.

The project was very much acknowledged by the GoB and very relevant to UNDP, GCF, and the Government's plans. With the confirmed interest and support provided by the UNDP and the GoB risks reduced and prospects for sustainability possible, the overall sustainability is considered **moderately likely**.

5.1 Corrective Actions for Design, Implementation, Monitoring, and Evaluation of Project

The project design was very relevant to the priorities identified in Bangladesh' Climate Change Plans and Strategies as well as other national development priorities and continues to be of relevance to the current national development strategy. Adaptive management measures were taken during project implementation to avoid further delays in project implementation.

For Design

Corrective Action 1: Management arrangement should be discussed intensively and openly and agreed upon by all stakeholders during the project formulation. The selection of the DIM modality has many positive impacts, but several government officials indicated the need to build the Government's capacity in managing such a complex and internationally funded project, and thus, the need to follow the NIM modality instead of DIM (UNDP, GoB).

For Implementation

Corrective Action 2: Project monitoring and evaluation (M&E) is a critical tool to ensure the effective and efficient implementation of the project activities. Thus, the intensive review and discussion of the project proposal, its logframe, management arrangement and governance structure should have been discussed, clarified and agreed upon at the proposal development stage. (UNDP, GoB)

For Monitoring and Evaluation

Correction Action 3: Project M&E tools are also useful to ensure smooth implementation of the project. Project report preparation should be taken seriously as tools to closely monitor and measure project progress. Ideally, they should include all qualitative and quantitative analysis and provide essential information (UNDP CO and project teams).

Exit strategy and sustainability plan are critical tools that need to be prepared in advance, before project closure, and should be used, approved, and put into operation to ensure the sustainability of the project outcomes.

Development of concept notes and funding proposals to implement the NAP promptly intended to generate funding for building resilience to CCA activities across the critical sectors, based on adaptation strategies and action plans identified during the project implementation.

5.2 Actions to Follow Up or Reinforce the Initial Benefits of Project

The TE would like to make the following recommendation to ensure that there is a clear set of actions to follow up or reinforce the initial benefits of the project:

- **Recommendation 1:** Establish an effective financing mechanism to meet the needs and expectations of stakeholders. Allocating financial resources from the government, e.g. dedicating a budget line for financing climate adaptation initiatives, and efforts to promote learning and enhancing knowledge sharing to enhance resilience is required. There is a need to mainstream climate change into the budgeting process of all GoB institutions and engage in more investment planning and continuously use the same for scaling up purposes. (GoB, UNDP)
- **Recommendation 2:** Continuous capacity development activities over time and by different sectoral agencies to sustain and retain existing gains already made by NAP. (GoB)
- **Recommendation 3:** Allocation of financial resources and appointing dedicated DoE units/officials to regularly update the CCIKM Portal and carry forward other activities relating to CCIKM. Further, benefit from the established CCIKM Portal to engage in robust public awareness on climate change by which climate change will relate to daily activities. (MoEFCC, DoE)
- **Recommendation 4:** Engage the youth, women, and marginal groups associations, incorporate CCA planning and investment into youth and women activities by providing funds for CCA youth and women's initiatives, mainstream climate change in planning and budgeting processes, and create a budget line to accommodate youths and women's CCA development. (GoB)
- **Recommendation 5:** Promote establishing a private sector alliance and bring reliable actors together and provide enabling environment by strengthening the capacity of the private sector to promote CCA and strengthen its resilience. (MoEFCC, DOE)
- **Recommendation 6:** Because many local experts have extensive capacity on CCA, create a database of all national experts, create strategic core and develop synergies

among these key players, access to climate change data, and assist the graduate programme with their research work. **(GoB, UNDP)**

- **Recommendation 7:** To ensure the sustainability of the Project's outcomes, MoEFCC and DoE in collaboration with other relevant agencies should establish a National Environment and Climate Change Council (NECCC) as proposed in the NAP to be responsible to develop projects' concept notes, funding proposals and to ensure compliance strengthening, M&E of all CCA projects, and mobilize resources. **(MoEFCC, DOE, UNDP)**

5.3 Proposal for Future Directions Underlining Main Objectives

Development of concept notes and funding proposals to implement the NAP promptly intended to generate funding for building resilience to CCA activities across the critical sectors, based on adaptation strategies and action plans identified during the project implementation.

5.4 Lessons learned

- **Lesson Learned 1:** High-level political support is critical for driving climate action. Therefore, identifying NAP focal points at sectorial entities to support the NAP process and enhance coordination is very much needed.
- **Lesson Learned 2:** Stakeholders' engagement with a robust coordination and communication mechanism is a key to successful implementation. It was noticed and shared by different stakeholders that there is a lack of understanding and ownership at the inception of the intervention.
- **Lesson Learned 3:** There is a need to enhance the involvement and contribution of the private sector and academia in CCA for scaling up adaptation and knowledge management.
- **Lesson Learned 4:** NAP is a useful tool for supporting the attainment of NDC and SDGs targets at the national and local levels.
- **Lesson Learned 5:** implementing and executing agencies are to exercise flexibility in the implementation modality so that the project activities are not hindered. Importantly, they are to ensure that both entities continue to demonstrate cooperation and understanding that can allow for overcoming bottlenecks to project implementation.
- **Lessons Learned 6:** Effective and continuous community engagement and communication is essential for NAP project implementation. Additionally, adaptation and planning resulting from community engagement, social and economic cohesion is now in effect and guarantees some level of security for the community.