



**Terminal Evaluation of UNDP Project:
Advancing medium and long-term adaptation planning in the Republic
of Serbia (NAP) financed by the Green Climate Fund
(UNDP-GCF PIMS ID: 6080)**

Terminal Evaluation Report

Terminal Evaluation timeframe: 10 April – 9 June 2023

Date of Terminal Evaluation Report: 6 June 2023

Region and countries included in the project: Serbia

GCF Focal Area/Strategic Program: Readiness and Preparatory Support Programme (Readiness Programme)

Executing Agency, Implementing partner and other project partners:

UNDP (Direct Implementation Modality)

Beneficiary: Ministry of Agriculture, Forestry and Water Management, Ministry of Environmental Protection

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Disclaimer

This report has been prepared by independent consultant evaluators. The findings and conclusions expressed herein do not necessarily reflect the views of UNDP Country Offices or the UNDP Senior Management.

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Abbreviations

CCA	Climate Change Adaptation
CPD	Country Programme Document
CSOs	Civil Society Organizations
DIM	Direct Implementation Modality
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EU	European Union
GCF	Green Climate Fund
GRES	Gender Responsive Effectiveness Scale
INDC	Intended nationally Determined Contribution
IPR	Interim Project Report
M&E	Monitoring and Evaluation
MAFW	Ministry of Agriculture, Forestry and Water Management
MEP	Ministry of Environmental Protection
MESTD	Ministry of Education, Science and Technological Development
MF	Ministry of Finance
MME	Ministry of Mining and Energy
MPALSG	Ministry of Public Administration and Local Self-Government
MTTT	Ministry of Trade, Tourism and Telecommunications
MRV	Monitoring, Reporting and Verification
NAP	National Adaptation Plan
NCCC	National Climate Change Committee
NDC	Nationally Determined Contributions
NGO	Nongovernmental Organization
PIF	Project Identification Form
ProDoc	Project Document
RF	Results Framework
RHMS	Republic Hydrometeorological Service
RTA	Regional Technical Advisor
SCC	Serbian Chamber of Commerce
SCTM	Standing Conference of Towns and Municipalities
SDGs	Sustainable Development Goals
TE	Terminal Evaluation
UNDP	United Nations Development Programme
UNDP CO	UNDP Country Office

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1. Executive Summary

1.1. Project Information Table

Project title: Advancing medium and long-term adaptation planning in the Republic of Serbia	
Country: Republic of Serbia	
Implementing Partner: UNDP	Management Arrangements: Direct Implementation Modality (DIM)
UNDAF/Country Programme Outcome: UNDAF/CPD (2016-2020) Outcome 8: By 2020, there are improved capacities to combat climate change and manage natural resources and communities are more resilient to the effects natural and man-made disasters. UNDAF/CPD (2021-2025) Outcome 3: Serbia adopts and implements climate change and environmentally friendly strategies that increase community resilience, decrease carbon footprint and boost the benefits of national investments; Output 3.1: Climate change mitigation and adaptation measures designed and implemented, and climate ambition raised.	
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 climate change adaptation and mitigation, and prevent crisis. Signature Solution 4: Environment - Putting nature and the environment at the heart of national economies and planning; helping governments protect, manage and value their natural assets, and Signature Solution 3: Resilience - Supporting countries and communities in building resilience to diverse shocks and crises, including conflict, climate change, disasters, and epidemic (2022-2025)	
UNDP Social and Environmental Screening Category: EXEMPT	UNDP Gender Marker for the project output: GEN 2 (Gender equality as a significant objective)
Atlas Project ID (formerly Award ID): 00105424	Atlas Output ID (formerly Project ID): 00106706
UNDP-GCF PIMS ID number: 6080	GCF ID number: SRB-RS-002
Planned start date: 26 July 2019	PAC meeting date: 24 September 2019
Planned end date: 23 July 2023. The project received a 3-month COVID-related extension in 2020 and a 6-month extension at no additional cost in order to support the Government of Serbia to finalize and adopt the National Adaptation Planning (NAP) Programme, a public policy document complementary to the Law on Climate Change. The project will support ex-ante analysis of the NAP Programme as per the Law on Planning System and Strategic Environmental Assessment, as required by the Ministry of Environmental Protection.	
FINANCING PLAN	
GCF grant	USD 1,935,484
UNDP TRAC resources	USD 0
Cash co-financing to be administered by UNDP	USD 0
(1) Total Budget administered by UNDP	USD 1,935,484
PARALLEL CO-FINANCING (all other co-financing (cash and in-kind) administered by other entities, non-cash co-financing administered by UNDP)	
(2) Total co-financing	USD
(3) Grand-Total Project Financing (1) + (2)	USD 1,935,484

1.2. Project Description

The project builds on Serbia's Nationally Determined Contribution (NDC) commitments to advance medium and long-term adaptation planning in the Republic of Serbia with a National Adaptation Plan (NAP), providing support for iterative improvements to the NDCs under the enhanced transparency framework requirements, while enabling the Government of Serbia to build and strengthen capacities for mainstreaming climate change adaptation (CCA), produce actionable climate risk and vulnerability assessments, and implement effective methods, tools and information systems to better inform decision-making on climate risks.

Project activities addressed the main barriers to the integration of CCA into national, sectorial and local government planning and budgeting and support the formulation of financing strategies and mechanisms for the scaling up of medium- and long-term adaptation.

Overall goal of the Project is to reduce climate change related risks throughout Serbia by strengthening institutional and technical capacities that support integrated CCA planning and programming.

1.3. Evaluation Ratings Table

Evaluation Ratings Table	
Monitoring & Evaluation (M&E)	Rating
M&E design at entry	Highly Satisfactory (HS)
M&E Plan Implementation	Satisfactory (S)
Overall Quality of M&E	Satisfactory (S)
Implementation & Execution	Rating
Quality of UNDP Implementation/Oversight	Highly Satisfactory (HS)
Quality of Implementing Partner Execution	Satisfactory (S)
Overall quality of Implementation/Execution	Satisfactory (S)
Assessment of Outcomes	Rating
Relevance	Highly Satisfactory (HS)
Effectiveness	Satisfactory (S)
Efficiency	Satisfactory (S)
Overall Project Outcome Rating	Satisfactory (S)
Sustainability	Rating
Financial resources	Likely (L)
Socio-political/economic	Moderately Likely (ML)
Institutional framework and governance	Moderately Likely (ML)
Environmental	Likely (L)
Overall Likelihood of Sustainability	Likely (L)

1.4. Concise summary of findings, conclusions and lessons learned

The project objective to reduce climate change related risks throughout Serbia by strengthening institutional and technical capacities that support integrated CCA planning and programming is highly relevant to the needs and priorities of the country. At international level, the NAP project contributes towards achievement of the adaptation commitments of the Serbia's NDC, outcomes and outputs of the UNDAF and UNDP Strategic Plan documents and is supportive of the 2030 Agenda for Sustainable Development, in particular SDG 13, and EU accession process.

The Project contributed significantly to improving knowledge, understanding and awareness of CCA through its capacity building, communication and outreach activities. The Project enabled systematizing climatology data and analytics and performed assessments within the most vulnerable climate sectors and triggered stronger ties among them. One of the key Project achievements is the Digital Climate Atlas of Serbia which comprises many climate scenarios at national and sub-national level based on international referent climate scenarios, as well as visual presentations (maps and graphs) and raw data behind the scenarios. Due to its multipurpose nature, the Atlas is a Best Practice example. The developed CC/CCA Master's program is yet another Best Practice of the project, which being unique of its kind in Serbia, but also in the wider region, the has excellent prospects to be further developed and integrated in the European Research Area through participation in relevant Horizon Europe projects. Finally, the Project initiated, coordinated, and supported a comprehensive process of national adaptation planning, including a Draft NAP document which is expected to be adopted by the end of the Project.

The project team shown strong adaptive management by adjusting well to working under Covid-19 restrictions, managing to deliver effectively in the circumstances of political turmoil, displaying flexibility and efficient coordination with implementing partners, stakeholders and other relevant ongoing projects and initiatives. Management arrangements at implementing partners and support of the project activities were well-functioning within the limits of institutional and human capacities of the partnering ministries. Overall, the processes of work-planning, financial management, M&E, reporting and quality assurance were well-functioning. The project also greatly benefited from broad and active stakeholder participation.

Overall, the project exhibited a satisfactory level of performance. It was highly relevant and timely, both in an international and in a national context. Satisfactory level of effectiveness and efficiency were convincingly demonstrated. Sufficient evidence was found that the overall progress towards achievement of the project objective is satisfactory, as is the overall progress towards achievement of almost all end-of-project targets under the two outcomes. The overall sustainability of the project is likely, given the convincingly demonstrated sustainability of project results and the assessed level of likeliness along financial, socio-economic, institutional and environmental dimensions.

Analyzing the project performance along the criteria of relevance, effectiveness and efficiency, the TE team noted the following issues: Lack of cooperation between gender experts and sectoral experts and policymakers, ineffective pairing of scientific expertise with government officials and policy developers, unrealistic assumptions and missed risks from the design phase, difficulties in finding local experts due to lack of local expertise in specific areas/disciplines, impossibility to verify achievements in terms of capacity built and awareness raised. Also, in order to either maintain the project products' sustainability in the years to come, or to mitigate the potential risks identified along some of the sustainability dimensions, the following is needed: Continuous update and promotion of the Project products (particularly Best Practices), inclusion of the Ministry of Finance in the management and governance structure of the second phase of the project, targeted training for representatives of the Ministry of Finance and other stakeholders from the financing sector and developing effective solutions for addressing the negative socio-economic effects.

The project achieved an excellent result in engaging broadly the community across many sectors of the economy for CCA planning and building climate resilient Serbian society. A strong national ownership is convincingly demonstrated.

For a Project of Gender Equality Marker 2, the gender equality is adequately addressed in the project design. Collection of gender segregated data have been introduced as practice for monitoring of the attendance of most of the trainings, workshops and events. In the implementation phase, gender sensitive approaches and considerations are partially included (the assessed GRES scale is "gender targeted").

As to the other cross-cutting issues, principle for mainstreaming human-rights based approach was adopted. DRR was adequately addressed in the project design, implementation and monitoring as a cross-sectoral topic. Clear linkage to 2030 Agenda for Sustainable Development, including all SDG 13 targets, was drawn.

A prominent catalytic role is convincingly demonstrated through examples of catalyzed behavioral changes, contribution to institutional and policy changes, as well as catalyzed synergy creation among different sectors and disciplines and replication potential of the Best Practices products at regional (Western Balkans) and international level. Also, there are good prospects for sustained follow-on financing. The potential of the Project to have significant mid-term and long-term influence on CCA in the country is convincing, given its knowledge products, impact programs for capacity building and awareness rising, established CCA planning process and the NAP document.

Finally, as the NAP performed satisfactory along the Capacity Building, Awareness Rising, Knowledge Base Generation components and achieved the respective targets, a lesson learned for future initiatives in these areas is to follow suit of the NAP project. When it comes to the Development of a Planning Document, a lesson learned is to support preparation of background documents and reports, studies and assessments which will be in function of the strategic and planning documents, facilitate dialogue among various stakeholders and support logistically the process of planning without commitment for formal adoption by the government since the commitment (target) for governmental adoption of a strategic or planning document introduces are lot of uncertainties beyond control of the Project.

1.5. Recommendations Summary Table

No	Recommendation	Issue*/Need** addressed
1	Include evidence-based consultation with policy makers and planners as a requirement in the TORs for experts engaged for knowledge base development.	Ineffective pairing of scientific expertise with government officials and policy developers
2	Engage tandem-based expertise (national-international) for developing knowledge base products.	Difficulties in finding local experts due to lack of local expertise in specific areas/disciplines
3	Bring gender experts with sectoral experts and policymakers to work together.	Lack of cooperation between gender experts and sectoral experts and policymakers
4	Include monitoring of the contributions to the capacity built and awareness raised as a requirement in the TORs for experts engaged in development of training modules and awareness rising materials.	Impossibility to verify achievements in terms of capacity built and awareness raised
5	Analyse the assumptions and risks more thoroughly.	Unrealistic assumptions and missed risks in the design phase
6	Expand the management and governance structure of the second phase of the project with the Ministry of Finance.	Need for inclusion of the Ministry of Finance in the management and governance structure of the second phase of the project
7	Conduct targeted training for representatives of the Ministry of Finance and other stakeholders from the financing sector in the second phase of the project.	Need for targeted training for representatives of the Ministry of Finance and other stakeholders from the financing sector
8	Update, extend and promote continuously the Digital Climate Atlas.	Need for continuous update and promotion of the Project products (particularly Best Practices)
	Engage with the University of Belgrade for further promotion of the Master's program and its integration in the European Research Area.	
9	Analyse thoroughly the root causes of negative effects on vulnerable social groups that will require special care.	Need for developing effective solutions for addressing the negative socio-economic effects

*Issues identified by the TE team when analysing the project performance along the criteria of relevance, effectiveness and efficiency; ** Actions needed to maintain the project products' sustainability in the years to come, or to mitigate the potential risks identified along some of the sustainability dimensions.

2. Introduction

2.1. Purpose and objective of the Terminal Evaluation

The main **objective** of the Terminal Evaluation (TE) was to assess project performance against expectations set out in the project results framework. An analysis of achievements was carried out across both outcomes focused towards advancing medium to long term adaptation planning in climate sensitive sectors, in relation to the UNDP's Country Programme Document (CPD) (UNDAF/CPD (2021-2025)) Outcome 3. In addition, this Evaluation aimed to provide forward-looking recommendations to the GCF and UNDP on the sustainability of the Project results and the Project's scaling up potential including recommendation for the subsequent phase of the NAP process.

In line with the Evaluation Plan of UNDP Serbia and GCF Rules and Procedures, the TE is commissioned within the last six months of the project implementation with a **purpose** to capture evaluative evidence of NAP project relevance, effectiveness, efficiency, sustainability, and incorporation of gender and other cross-cutting issues in an effort to assess the achievement of project results against what was expected to be achieved. The TE 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. As such, it serves an important accountability function, providing national stakeholders and partners in Serbia with an impartial assessment of the results of NAP's intervention, as well as a learning function, ensuring better design and implementation of future projects in the area of CCA.

2.2. Scope

Within the **scope** of the TE, the extent to which the planned Project outcomes and outputs have been achieved since the beginning and likelihood for their full achievement by the end of the Project was assessed. Also, linkages were drawn between a project's outputs and its contribution to outcomes. The Evaluation investigated the overall Project performance and results of the Project, capturing the changes triggered by the Project in the area of CCA in the country. To the extent possible, the TE also considered the results of the Project's contribution to address the Covid-19 pandemic. The TE looked into the Project's processes, strategic partnerships and linkages in the specific country's context that proved critical in producing the intended outputs and the factors that facilitated and/or hindered the progress in achieving the outputs, both in terms of the external environment and risks, crisis caused by the pandemic, as well as internal, including weaknesses in programme design, management and implementation, human resource skills, and resources.

2.3. Methodology

The methodology entailed looking into the "consistency of evidence with causal relationship". This method identifies patterns that align with a potential causal relationship and was grounded in well-developed theory of change, seeking evidence to either confirm or disconfirm the identified patterns. In addition, "the most significant change of an initiative" was applied by collecting the stories of change from beneficiaries so it could be filtered upward in project.

The TE process follows the UNDP Evaluation Guidelines , as well as the Evaluation Policy for the Green Climate Fund which requires the following to be assessed (GCF evaluation criteria):

- GCF 1. Relevance, effectiveness, efficiency, impact and sustainability;
- GCF 2. Coherence in climate finance delivery with other multilateral entities;
- GCF 3. Gender equity;

- GCF 4. Country ownership;
- GCF 5. Innovativeness in result areas;
- GCF 6. Replication and scalability;
- GCF 7. Unexpected results, both positive and negative.

In line with the UNDP guidance, the TE will address a set of **evaluation questions**, so as to determine the Project's relevance, effectiveness, efficiency, sustainability (**evaluation criteria**), as well as gender equality and women's empowerment, catalytic role of the Project, progress to impact, and Covid-19 impacts, ensuring also a coverage of the GCF evaluation criteria (the corresponding GCF criterion is indicated next to the criterion or question and highlighted in grey). GCF 5. is not relevant given the type of activities the Project is focused on; GCF 6. is not relevant as the Project is undertaken at national level.

Relevance (GCF 1)

- Were the Project objectives relevant to the needs and priorities of the country, having in mind political, social, legal and institutional context of the country?
- To what extent has NAP's selected method of delivery been appropriate to the development context?
- Extent of country's ownership of the project (GCF 4)
- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?
- Were the Project's objectives and implementation strategies consistent with global, regional and country's environmental policies and strategies, considering GCF and UN/UNDP Strategic Frameworks, EU accession agenda and Agenda 2030? (GCF 2)
- Based on an analysis of Project stakeholders, the evaluation should assess the relevance of the Project intervention to key stakeholder groups.

Effectiveness (GCF 1)

- What evidence is there that the programme has contributed towards an improvement in national government capacity, including institutional strengthening?
- To what extent have the intended results been achieved? What are the main Project accomplishments?
- What are the unexpected results, both positive and negative? (GCF 7)
- Briefly explain the reasons behind the success (or failure) of the Project in producing its different outputs and meeting expected quality standards? Were key stakeholders appropriately involved in producing the programmed outputs?
- Has the NAP programme been effective in helping improve climate change adaptation planning in Serbia?

Efficiency (GCF 1)

- Were the Project activities implemented as scheduled and with the planned financial resources?
- To what extent have the target groups and other stakeholders taken an active role in implementing the Project? What modes of participation have taken place? How efficient have partner institutions been in supporting the Project's implementation?
- Has the communication and outreach of the Project been satisfactory?
- Did the Project have a sound M&E plan to monitor results and track progress towards achieving Project objectives?

Sustainability (GCF 1)

- To what extent are the achieved outcomes and outputs sustainable? How could Project's results be further sustainably projected and expanded, having in mind the remaining needs?
- What mechanisms have been set in place by NAP project to support the Government of Serbia to sustain improvements made through these interventions?
- Are there any social or political factors that may influence positively or negatively the sustenance of Project results and progress towards impacts?
- What opportunities exist for financial sustainability?

Gender equality and women's empowerment (GCF 3)

- Is resilience of men and women in response to climate change taken into consideration in the approaches, tools, action plans, consultations and analyses throughout the various outcomes?
- Are gender sensitive approaches included in vulnerability assessments and training and M&E tools?
- To what extent has gender been addressed in the design, implementation and monitoring of the NAP programme?

Catalytic role of the Project

- Catalysed behavioural changes in terms of use and application by the relevant stakeholders and of capacities developed;
- Contributed to institutional changes, for instance institutional uptake of Project demonstrated technologies, practices or management approaches;
- Contributed to policy changes (on paper and in implementation of policy);
- Contributed to sustained follow-on financing (catalytic financing) from Governments, private sector, donors etc.;

Progress to impact (GCF 1)

- What is the Project impact in qualitative as well as quantitative terms from a broader development and system building perspective?
- What real differences have the Project interventions made to the beneficiaries? How many people have been affected?
- To what extent has the Project elevated cooperation between relevant institutions?
- How have cross-cutting issues, such as gender equality and reaching the most vulnerable, been effectively taken up?
- What is the mid-term and long-term Project influence on climate change adaptation in the country resulting from the NAP policy frameworks?

Covid-19 impacts (Answered in 4.2 Project Implementation)

- To what extent has the project been impacted by Covid-19?
- What was the Project's contribution to address the Covid-19 pandemic?

These evaluation questions compose the **Evaluation Matrix** (A4: Evaluation Question Matrix), which was constructed along the four evaluation criteria – Relevance, Effectiveness, Efficiency and Sustainability, as well as the topics of gender equality and women's empowerment, catalytic role of the Project, progress to impact, and Covid-19 impacts. The Evaluation Matrix guided the review of the documentations and interviews with the stakeholders and informed the findings of the data analysis that are presented in the evaluation reports.

The TE team assessed the following:

a) Project Design/Formulation

- Results Framework
- Assumptions and Risks

- Lessons from other relevant projects (e.g., same focal area) incorporated into project design
- Planned stakeholder participation
- Linkages between project and other interventions within the sector

b) Project Implementation & Adaptive Management

- Management Arrangements
- Work Planning
- Finance and co-finance
- Project-level Monitoring and Evaluation Systems
- Stakeholder Engagement
- Reporting
- Communications

c) Project Results

The results were assessed according to the criteria outlined in the UNDP Evaluation Guidelines in the context of

- Relevance – the extent to which the outcome is suited to local and national development priorities and organizational policies, including changes over time;
- Effectiveness – the extent to which an objective was achieved or how likely it is to be achieved;
- Efficiency – the extent to which results were delivered with the least costly resources possible;
- Sustainability - The likely ability of an intervention to continue to deliver benefits for an extended period of time after completion.

The TE team applied an adjusted evaluative methodology to implement the evaluation effectively, applying safety guidance and remote data collecting methods such as extended desk reviews and virtual stakeholder meetings for interviews and focus groups. The selected methodology entailed looking into the “consistency of evidence with causal relationship”. This method identifies patterns that align with a potential causal relationship and was grounded in well-developed theory of change, seeking evidence to either confirm or disconfirm the identified patterns. In addition, “the most significant change of an initiative” was applied by collecting the stories of change from beneficiaries so it could be filtered upward in project.

2.4. Data Collection & Analysis

The TE team assessed the project’s achievements through a participatory, results-oriented methodology implemented within the established standards. The project team has been consulted and involved since the beginning of the Inception phase. Hence, the project team shared project documents, provided answers on immediate questions and requests, participated in the definition of the methodology and worked with the TE team in identification of the stakeholders and organization of the interviews. This facilitated the understanding of the dynamics, challenges, and opportunities that arose during the project implementation, which was particularly useful.

A mix of quantitative and qualitative **data collection** methods in line with explained methodology was used, as follows:

Documentation Review: A desk review was carried out of the key strategies and documents underpinning the project’s scope of work. This included reviewing the project document, different reports, country programme document, any monitoring, and other documents, provided by the Project staff and UNDP CO (A3: List of documents reviewed), as well as other relevant documents found from various other sources.

Interviews: The TE team conducted 22 online interviews with 32 persons (17 women). The interviewees were selected based on their role in the project design and implementation, institution and level of engagement. The TE team was able to reach out to the majority of targeted interviewees.

Focus groups: 2 focused groups were run. The first one was used to collect views and experiences of 5 agricultural experts (2 women) covering different areas of agriculture, and the other one, targeted 3 experts (3 women) from different sectors (health, biodiversity, roads and construction)

The list of persons interviewed is provided in A2: List of persons interviewed.

Administrative data: Financial records, procurement items, tenders and notes for the files were reviewed in order to gather info on different aspects of project implementation. .

Data analysis involved organizing and classifying the information collected, tabulating it, summarizing it, and comparing the results with other appropriate information to extract useful information that responds to the evaluation questions (comparative analyses). Triangulation of results, i.e., comparing information from different sources, such as documents review, interviews, administrative data or focus groups, or interviews on the same subject with different stakeholders, was used to check the reliability of evidence.

The TE team used basic gender-responsive tools that include data on gender disaggregated participation in the project activities and assessment of the level of institutional capacity and actions of the project implementing partners for integrating gender into the climate change, as well as capability for addressing knowledge gaps on gender issues in climate change. TE team conducted interviews with the expert for gender mainstreaming and other sectoral experts and desk review of the relevant deliverables in order to understand if and how gender-sensitive approaches are included in the tools, action plans, consultations, and analyses throughout the various outcomes, as well as in the vulnerability assessments and trainings. Gender Responsive Effectiveness Scale (GRES) was used to assess the level of gender responsiveness of the Project which include the following rating: Gender Negative, Gender Blind, Gender Targeted, Gender Responsive, Gender Transformative.

2.5. Ethics

The evaluation team put all efforts to comply with the requirement of ethical conduct of evaluations, namely the four United Nations Evaluation Group (UNEG) guiding ethical principles for evaluation: Integrity, Accountability, Respect, and Beneficence. In particular, the team ensured the anonymity of the interviewees (i.e., not citing without their permission, UNDP staff not present during the interviews), engaging with the interviewees in a way that honours their dignity, well-being, personal agency and characteristics, honesty, truthfulness, impartiality and professionalism in communication.

2.6. Limitations to the evaluation

The planned timeline for the TE is 8 weeks as is stipulated in the TE Terms of References and experts' contracts (contract period: 11 April - 7 June). The identified possible limitations in the inception phase (Easter, Labour Day and other holidays falling in the TE timeline, as well as busy agendas of the stakeholders) did not materialize. Both the TE team and UNDP staff managed to coordinate and implement scheduling and organizing the interviews quickly and efficiently. Data collection and analyses phase started immediately after the approval of the Inception report. Given the nature of the NAP project mainly based on desk work, trainings and communication (no technical installations, demonstration projects, pilots or similar), the stakeholders were offered remote options to provide their inputs and feedbacks which was accepted by all stakeholders. The applied online mode for interviews and focus groups ensured effective and efficient conduct in a week time (8-12 May).

The limitations due to possible language difficulties on the part of the stakeholders to be interviewed and for the document review are well compensated by the knowledge of Serbian language of the international TE expert.

Furthermore, answers to some of the evaluation questions from the inception report have not been sought. Those questions are listed below (also marked in red colour in A4: Evaluation Question Matrix) with indication

of the reasons for not being answered (e.g., being answered implicitly in some other section, lack of data, lack of time, irrelevance, etc.)

Relevance

- Were adequate steps taken by the Project to adjust its implementation strategy to the new circumstances and needs imposed by COVID-19 pandemic relevant? *(Answered implicitly in 4.2 Project Implementation)*

Effectiveness

- To what extent and how effectively have the Project specific approach and actions contributed to its outputs and outcomes? If so, why? If not, why not? *(Answered implicitly in Adaptive management (changes to the project design and project outputs during implementation))*
- 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? *Lack of time and lack of data to go to that level of detail)*
- Innovativeness in result areas – the extent to which interventions may lead to paradigm shift towards low-emission and climate-resilient development pathways *(Innovativeness is not relevant given the type of activities the Project is focused on)*

Efficiency

- Have resources (financial, human, technical) been allocated strategically and economically to achieve the Project results? Is the relationship between Project inputs and results achieved appropriate and justifiable? *(Lack of time and lack of data to go to that level of detail)*
- Has there been an economical use of financial and human resources and strategic allocation of resources (funds, human resources, time, expertise, etc.)? *(Lack of time and lack of data to go to that level of detail)*

Sustainability

- To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented? How has the project developed appropriate institutional capacity (systems, structures, staff, expertise, etc.) that will be self-sufficient after the project closure date? *(Answered implicitly in Effectiveness (*))*
- Is the level of ownership by the main stakeholders sufficient to allow for the Project results to be sustained? *(Answered implicitly in Country Ownership)*
- Are there sufficient government and other key stakeholder awareness, interests, commitment and incentives to utilize the tools, approaches and roadmaps in the development of NAP? *(Answered implicitly in Sustainability: financial (*), socio-economic (*), institutional framework and governance (*), environmental (*), and overall likelihood (*))*
- What are the innovations/ best practices that need to be further build upon? *(Best practices are clearly identified. Innovations are not relevant given the type of activities the Project is focused on)*

Gender equality and women's empowerment

- To what extent has NAP programme promoted positive changes in gender equality? Were there any unintended effects? *(No changes in gender equality were evidenced)*

Catalytic role of the Project

- Created opportunities for particular individuals or institutions to catalyse change (without which the Project would not have achieved all of its results). *(Lack of time and lack of data to go to that level of detail)*

- The extent to which the activities can be scaled up in other locations within the country (*Not relevant as the Project mainly is undertaken at national level*)

Progress to impact

- What would the development have been like without the Project interventions in the area of concern? (*Answered implicitly in Results Framework with the identified baselines*)
- What are the positive/negative, intended/unintended changes brought about by the Project's interventions? (*Answered implicitly in Effectiveness (*)*)
- Have women and men equally benefited from the Project? (*Answered implicitly in Gender equality and women's empowerment*)
- Assess any real change in gender equality, e.g., access to and control of resources, decision-making power, division of labour, etc. (*No changes in gender equality were evidenced*)
- To what extent are key stakeholders/final beneficiaries satisfied with the implementation and results of the Project, specifically in terms of the partnership support and what are specific remaining issues in the area of concern? (*Answered implicitly in Efficiency (*)*)
- Were there contributions to changes in socio-economic status (income, health, well-being, etc.)? (*Lack of time and lack of data to go to that level of detail*)
- Identify barriers and risks that may prevent further progress towards long-term impact. (*Lack of time and lack of data to go to that level of detail*)

2.7. Structure of the TE report

The TE report is composed of five chapters. The **executive summary**, **introduction** and **project description** chapters, are followed with a chapter on **findings**, presenting the assessment of:

- The project design/formulation
- The project implementation and adaptive management
- The achievement of project results against expectations set out in the project's Results Framework including also identification of risks to sustainability

The last chapter of the TE report, **main findings, conclusions, recommendations & lessons** elaborates:

- Main findings, presented as statements of fact that are based on analysis of the data
- Conclusions that are well substantiated by evidence and logically connected to the TE findings
- Future-looking concept and recommendations that are concrete, practical and feasible actions to take and decisions to make directed to the users of the evaluation;
 - What are the benefits and/or pitfalls observed and recommendations for the subsequent phase of the NAP process, to be focused on strengthening systems and capacities to monitor progress in adaptation and development of financing strategies to ensure long-term sustainability of adaptation planning in the country.
 - What are after-Project possible priority interventions and general recommendations, which could further ensure sustainability of Project's achievements and contribute to accelerated development in Serbia, particularly in the context of Agenda 2030?
 - What could be possible after-Project priority interventions and general recommendations for the Green Climate Fund and UNDP related to policy influencing, which could further ensure sustainability and scaling up of Project's achievements?
- Lessons learned including best practices in addressing issues relating to project performance and success that are applicable to other GCF and UNDP interventions.

3. Project Description

3.1. Project start and duration, including milestones

The project was approved for implementation following UNDP's Direct Implementation Modality (DIM), according to the Readiness and Preparatory Support Grant Framework agreement between UNDP and the GCF for duration of 3 years. The GCF grant administrated by UNDP amounted to 1,935,484 USD and no parallel co-financing was committed. The specific timeline of the project is summarized in Table 1.

Table 1 Timeline of the project

Milestone	Date
GCF Approval Date (project start date)	22 July 2019
Project Document Signature Date	26 October 2019
Project Inception Workshop	27 December 2019
Duration of TE	11 April - 7 June 2023 (8 weeks)
Date of full TE completion	05-09 June 2023
Planned Closing Date of the Project	23 July 2023

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

Serbia became a Party to the Paris Agreement in August 2017. The country submitted its Intended Nationally Determined Contribution (INDC) to the UNFCCC in June 2015 with a pledge to reduce its GHG emission by 9.8% from the 1990 level by 2030. Serbia's INDC also contains adaptation related part due to decades long negative impacts of the climate change and vulnerability of the country. Furthermore, the country is committed to working for the implementation of the 2030 Agenda for Sustainable Development, including achievement of all SDG 13 targets (Strengthening resilience and adaptive capacity to climate-related hazards and natural disasters; Integrating climate change measures into national policies, strategies and planning; and Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning). Finally, as a candidate country for the European Union membership, Serbia is progressing in transposing national legislation to the EU requirements.

In line with this commitments and negative impacts of climate change at national level, the country has established the basic institutional structure for overall coordination of the climate change policy. Coordination occurs mainly through the National Climate Change Committee (NCCC), comprised of key governmental institutions, state agencies, research community and Civil Society Organizations (CSO) representatives that is responsible for oversight and the Monitoring and Evaluation (M&E) of climate change related actions, and the process of preparing and implementing the NDCs. The Ministry of Agriculture, Forestry and Water Management is the Green Climate Fund (GCF) focal institution and the ministry in charge of the most climate-vulnerable sectors in Serbia. Within this ministry, the Unit for Climate Change in agriculture has the responsibility for inclusion of climate change issues into sectoral policies and legislation, among others. The Ministry of Environmental Protection - Climate Change Unit is the UNFCCC focal point and provides ad-hoc secretariat services to the NCCC. The Ministry of Environmental Protection is also the main Government institution responsible for coordination of the process of preparation of National Communications and Biennial Update Reports, and for overall compliance and coordination with UNFCCC and EU climate policy requirements.

Nevertheless, the capacities of state institutions and other stakeholders participating in the work of NCCC were insufficient to meet the transparency requirements under the Paris Climate Agreement, as well as those of the EU climate change policy framework. Also, there was no comprehensive framework for adaptation in Serbia and the majority of sectorial strategic and regulatory documents in the areas of agriculture, forestry, water management and health sectors contained only indirect and fragmentary references that relate to CCA, though CCA policies and measures were, to a certain extent, recognized in the National Communications. This indicated a need for further coordination, integration and progress monitoring across all sectors.

3.3. **Problems that the project sought to address, threats and barriers targeted**

Project outputs and activities aim to overcome barriers related to:

- **Weak NCCC mandate to coordinate CCA.** The Government lacked a coordinated CCA approach that involves all relevant ministries. Consequently, consistency amongst sectorial strategies and links between actions were limited.
- **Fragmented, incomplete and inaccessible climate data sets.** Data on CCA and disaster risk was fragmented and was not collected in a coordinated manner, nor was it accessible and digestible to relevant ministries, their decision-makers, and other sectorial and sub-national users. Institutions within Serbian Government were still working in siloes in many aspects and it also applied to the issues related to DRR and CCA. Although the NCCC existed and the Ministry of Environmental Protection had coordination role over the climate change policy planning and coordination, there was a lack of procedures and mechanisms for coordinated approach to data and information exchange between the sectorial institutions. Also, there was a low level of understanding of needs and procedures for the coordination and collaboration between the different levels of governance (central, regional and local), as well as lack of coordinated approach to other stakeholders vis-à-vis DRR & CCA data/information exchange (CSOs, research community, private sector, etc.). This often led to overlaps, non-coordinated actions resulting in duplication of programmes, projects, lack of integration of CCA into sectorial policies and measures, poor quality of EU and international reporting on CCA related measures and technology& capacity building needs.
- **Lack of knowledge and skills to effectively plan for and implement CCA action.** Besides lack of capacities, data and information needed, the line Ministry of Environmental Protection, as main climate change coordination agency of the Government, lacked capacities to monitor the implementation of CCA measures and actions. The same went for line ministries and other sectorial Government agencies. There was a lack of procedures and mechanisms for other stakeholders, as well as different levels of governance (regional and local authorities), to report on undertaken measures and actions, as well as for planning CCA measures.
- **Limited technical skills and lack of training programs on vulnerability and economic impact assessments, gender responsive methodologies, etc.** Climate change and its impacts were not included in the curricula for specialized (vocational) high schools for engineering, construction, technology, agriculture, economy, nor is it included in the training provided to civil servants. This limited the development of local capacity and the ability to fully mainstream climate related issues into decision-making. Also, lack of trained and skilled professionals in various sectors prevented further integration of climate change considerations into sectorial policies, measures and concrete actions.
- **Lack of an adaptation strategy (NAP), and limited integration of CCA in local planning.** As there was no national adaptation framework or strategy, the sectorial institutions were developing their

own strategic documents with very fragmented and not coordinated CCA elements, many times in contradiction to each other. There was no cross-sectorial approach in planning sector specific CCA, e.g., in water/agriculture nexus. In the Strategy of Energy Sector Development, there was no reference to strengthening climate resilience of the energy sector, while construction and transport strategic documents did not take climate change into consideration at all. The situation was even worse at the local level, while the new strategic planning framework will require local self-governments to produce their sector specific strategic documents in near future;

- **Low general awareness of climate related impacts.** Climate change was not adequately represented through the formal education. It was integrated in the curricula of the existing subjects such as biology, ecology and geography in primary and secondary/grammar schools. However, there were no specific programmes in curricula of professional schools dealing with energy, construction, technology, agriculture etc. This prevented further integration of climate change considerations into sectorial policies, measures and concrete actions at all levels of governance. Very few CSO programmes and projects were addressing climate change awareness raising of general population in Serbia, while media also were not very interested in reporting on climate change, except in case of accidents, extreme weather events and disaster. This was due to lack of capacities of CSO sector and specialized journalists with more specific knowledge on these issues. For example, issues related to climate change comprised barely 5% of daily media coverage and it is again on the basis of project activities being implemented with support of the EU or UN/international/bilateral donors. There were only few specialized TV broadcasts and radio shows dealing with the environmental issues (three on Radio Television of Serbia broadcast, one at Radio Television of Vojvodina and specialized TV station “Zdravlje”). There were two specialized printing magazines, but with very low outreach, Journalists covering climate change were also covering other topics on economy, health etc. Very few of them were specialized in reporting on environmental issues and even fewer (2) on climate change.

3.4. Immediate and development objectives of the project

This project was designed to help Serbia increase its capacity to address the country’s climate change vulnerabilities.

The overall goal of the NAP is to reduce climate change related risks throughout Serbia by strengthening institutional and technical capacities that support integrated CCA planning and programming. This is planned to be achieved through three outputs and related activities across two phases:

- Under the first project phase the emphasis is given to the development and setting up of the national mandate and steering mechanism for long-term CCA and capacity building for effective development of the NAP implementation strategy. The first phase also focuses on improved management of the CCA related knowledge and data, addressing institutional capacity gaps and needs in specific sub-sectors and at all levels of governance, establishing a system for effective monitoring and reporting on CCA measures and actions.
- Building on the results and achievements from the first phase, the second project phase will be focused on capacity building for setting up of a sustainable financing strategy to support medium- and long-term CCA. Both project phases are accompanied with the NAP and CCA engagement and communications plan and concrete measures at both national and local levels.

3.5. Expected results

The NAP is seen as one of the implementation mechanisms for achieving the adaptation commitments of the 2015 NDC. The NAP also is one of the main outcomes of the Serbia's revised NDCs. According to Serbia's NDCs, the most vulnerable sectors to climate change are agriculture, forestry, hydrology, as well as human health and biodiversity. However, Serbia's NDCs are very limited in terms of further elaboration of vulnerability data, information on tangible climate actions of relevance to climate adaptation as their main focus has been climate mitigation.

Consequently, NAP aims at addressing data and information gaps, as well as to defining concrete measures and actions to reduce vulnerability and increase resilience of these particular sectors. The NAP process for Serbia also is expected to contribute to the improvement of the system of data collection, coordination and exchange of information between competent institutions and various stakeholders, including between the Government agencies and CSOs, research sector and local self-governments. This, along with the projects pipeline development and capacity building and training measures, is also expected significantly to contribute to the quality of national communications and biennial update reports submitted to the UNFCCC for the Republic of Serbia. By focusing on crosscutting sectorial issues, and the national priority sectors, the NAP will build CCA capacity in key government institutions and sectors. In this way, it will also improve efficacy and concurrency of climate related information and its use by decision-makers. The NAP process will underpin Serbia's efforts to align with the new Transparency Framework of the Paris Climate Agreement. It will help Serbia to establish a constructive feedback loop between national and international decision-making on climate change for improved congruency with the implementation of the Paris Agreement, the Agenda 2030/SDGs and the Sendai Framework, as well as to transpose relevant EU requirements and legislation.

3.6. Main stakeholders: summary list

The main beneficiaries in the first cycle of NAP development are:

- National Climate Change Committee (NCCC),
- Ministry of Agriculture, Forestry and Water Management,
- Ministry of Environmental Protection,
- Ministry of Mining and Energy,
- Ministry of Construction, Transport and Infrastructure,
- Ministry of Interior (Sector for Emergency Situations),
- Hydrometeorological Service of the Republic of Serbia.
- Regions and local communities – targets of local adaptation actions
- Other ministries, local governments and entities receiving capacity development support
- Technical partners,
- Consultants, local CSOs, academia,
- Private sector,
- International and national non-governmental organizations (NGOs) including those that represent women and vulnerable groups, as well as representatives from Serbia's Coordinating Body for Gender Equality.

3.7. Theory of Change

In order to accomplish the overall goal, the project’s activities have been designed in three components:

- Outcome 1: National mandate and steering mechanism in place for long-term CCA
- Outcome 2: NAP implementation strategy developed
- Outcome 3: System to monitor progress on adaptation strengthened and financing strategy for medium- and long-term CCA established

During the final year of implementation of Phase 1, upon completion of 80% of planned activities within the Outcomes 1 and 2 and based on the lessons learned and to secure continuity of the finalization of the NAP process in Serbia, the proposal for a Phase 2 is to be submitted with the focus on the formulation and operationalization of a financing strategy for medium- and long-term CCA.

The respective theory of change represented through an outcome model, with indication of project goal (3.4), impacts and expected results (3.5), outputs, problem and barriers (3.3) and respective interlinkages, is presented in Figure 1.

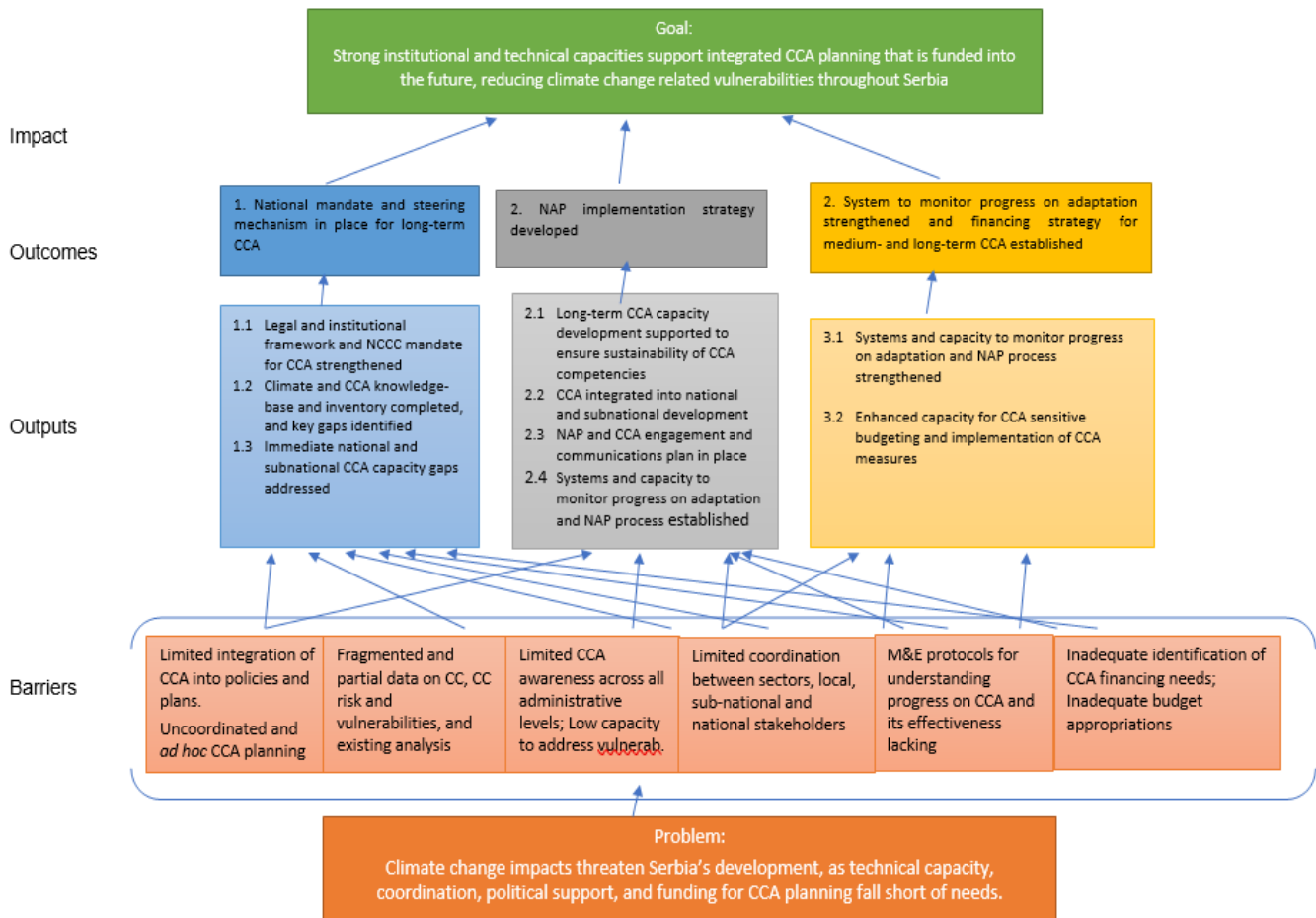


Figure 1 Theory of change diagram (Source: Project Document (ProDoc))

4. Findings

4.1. Project Design/Formulation

Analysis of Results Framework: project logic and strategy, indicators

The Results Framework from the ProDoc is clearly related to outcomes and outputs of the actual UNDAF and UNDP Strategic Plan documents:

- UNDAF/CPD (2016-2020) Outcome 8 (By 2020, there are improved capacities to combat climate change and manage natural resources and communities are more resilient to the effects natural and man-made disasters; Output 1: Capacities for policy-making and implementation of international agreements improved; Output 2: Climate change mitigation and adaptation measures implemented in key sectors, at national and local level)
- UNDP Strategic Plan (2018-2021) Signature Solution 4 (Environment - Putting nature and the environment at the heart of national economies and planning; helping governments protect, manage and value their natural assets; Outcome 2: Accelerate structural transformations for sustainable development; Output: 2.3.1: Data and risk-informed development policies, plans, systems and financing incorporate integrated solutions to reduce disaster risks, enable climate change adaptation and mitigation, and prevent risk of conflict)

Also, as indicated in the relevant progress report, this linkage is maintained with the subsequent edition of these strategic documents, namely:

- UNDAF/CPD (2021-2025) Outcome 3 (Serbia adopts and implements climate change and environmentally friendly strategies that increase community resilience, decrease carbon footprint and boost the benefits of national investments; Output 3.1: Climate change mitigation and adaptation measures designed and implemented, and climate ambition raised)
- UNDP Strategic Plan (2022-2025) Signature Solution 3 (Resilience - Supporting countries and communities in building resilience to diverse shocks and crises, including conflict, climate change, disasters, and epidemics)

This enables identification of project contributions to the UN strategic and programmatic priorities which are driven also by the national context.

The Results Framework for the first phase of the project contains 2 Outcomes, 6 Outputs, and 22 Activities. Baseline is well established reflecting the problems that the project sought to address, threats and barriers targeted in its Theory of Change (3.3, Figure 1). Baseline and targets (total 12) are established at the level of the Project Outputs. Also, for each activity, the associated deliverable(s) are specified. The targets are mostly of qualitative type. Quantitative targets are adopted for the number of events/participants/documents/interventions and similar and are not disaggregated by gender, although gender statistics, where possible, has been regularly collected as part of progress monitoring.

Overall, the Results Framework from the ProDoc is clearly linked to the strategic and programmatic priorities and the project's theory of change. It has a change pathway that explains how the project will contribute to outcome-level change and why the project strategy will likely lead to this change.

Following the GCF procedures, the Results Framework from the ProDoc was amended in order to ensure effective progress monitoring. The revised Results Framework includes assumptions and 22 indicators at output level and also additional quantitative targets. In general, the indicators and targets satisfactorily meet the SMART standard as they are Specific and Relevant - each output has own indicator (s) and target(s), Measurable – each target can be assessed at zero, low, medium, high and full level of achievement, and

Time-bound – milestones and deadlines for the deliverables are established. In some cases, Attainability might be an issue, given that the project is a pioneer in addressing climate change adaptation planning which requires very intensive intersectoral, interinstitutional, interdisciplinary and also interpersonal communication, coordination and cooperation.

Assumptions and Risks

This project makes several assumptions based on in-country stakeholder consultations:

- The project assumes that the government will support the strengthening of NCCC mandate and governing processes for CCA oversight;
- The project assumes that priority municipalities, regions and sector ministries/agencies will fully participate in the project's activities;
- The project assumes that documentation and lessons learned from other projects in Serbia will be made available to the implementation team, and that they will participate in the project's activities.

Five potential risks are identified in the Risk Log of the ProDoc of different category – organizational, financial and political. For each of them, potential consequence, countermeasures/management response, probability and impact are specified. Hence, probability for all five risks is estimated at level 2 (5 is highest), while impact, for four of the risks is estimated at level 3 (5 is the highest).

From today's perspective, with evidence provided by the Key Informants, the following can be concluded:

- The first two of the assumptions have proved to be unrealistic
- Very important risks were missed to be identified, like for example, those related to the negative impact on project efficiency that replacements of the personnel/key persons and institutional changes in partnering ministries had
- Probability of risks was largely underestimated since for all five risks it is estimated at level 2 (5 is highest)

Furthermore, the presented assumptions and risks framework does not reflect adequately the complexity of the project topic. Namely, the climate change adaptation planning requires involvement of many sectors of the economy, different types of institutions and stakeholders, many disciplines, different level of governance and many experts with variety of expertise, and finally, many individuals with different level of knowledge, capacities, interests and priorities who should communicate, coordinate and cooperate. On top of this, the NAP process is among the first initiative of this nature in the country, so the relevant operational mode of stakeholder engagement is yet to be established in the Serbian society. This drawback is mitigated with the revision of the Results Framework from the ProDoc which specified the assumptions in more details at output level.

Lessons from other relevant projects (e.g., same focal area) incorporated into project design

Project was designed building on the lessons learned from other relevant projects implemented by UNDP in Serbia, such as:

- Climate Smart Urban Development (CSUD) project: Lessons concerning cooperation with local self-governments on improved data collection and management in the area of climate change. Also, the NAP platform built upon the experiences and lessons learned concerning the development of the Climate Smart Information System for municipalities under the CSUD project.
- Capacity Building Initiative for Transparency (CBIT) project: Lessons concerning the increased transparency on climate change issues in Serbia. Particularly experiences and lessons learned concerning the established system for monitoring and reporting on climate change data, as well as

modalities, procedures and guidelines (MPGs) for the climate change adaptation planning and reporting. The NAP project also benefited from the capacity building activities on increased climate transparency under the Paris Agreement conducted through the CBIT project. Eventually, both projects (NAP and CBIT) contributed jointly to the revision of Serbia's Nationally Determined Contribution (NDC) and setting up the NDC tracking system.

Also, the NAP project built on the data and information collected and processed under Second Biannual and Third National Communication (2BUR-3NC) project, in particular concerning the observed and projected climate change data for Serbia, vulnerability assessments for particular sectors of the economy and formulation of climate change adaptation measures. Also, the NAP project built upon the climate financing needs assessment and the identified capacity building needs of the 2BUR-3NC project.

Planned stakeholder participation

The main beneficiaries in the first cycle of NAP development are:

- National Climate Change Committee (NCCC),
- Ministry of Agriculture, Forestry and Water Management,
- Ministry of Environmental Protection,
- Ministry of Mining and Energy,
- Ministry of Construction, Transport and Infrastructure,
- Ministry of Interior (Sector for Emergency Situations),
- Hydrometeorological Service of the Republic of Serbia.

Involvement of these institutions is crucial taking into account those are recognized under the first Serbian Readiness and Support Preparatory proposal lead by the UNEP as the key national institutions for identification and approval of project/programmes submitted to the GCF. The main coordinating role will be assumed by the Ministry of Agriculture, Forestry and Water Management as the GCF NDA, as well as the Ministry of Environmental Protection, as the main responsible institution for coordination of climate change policy and integration of climate change adaptation in key economic sectors.

Beneficiaries of the NAP development and results are also regions and local communities. Their benefits include improvements to infrastructure and identification of adaptation actions that are of critical importance for the local communities. Other ministries and local governments receiving capacity development support, as well as all other entities associated with CCA in Serbia are also beneficiaries. These include entities active in the water management, agriculture, housing, tourism and nature protection, forestry and health sectors, as well as the Standing Conference of Towns and Municipalities and the Provincial Government of Vojvodina.

A wide range of stakeholders are planned to be engaged in different roles at all stages of the NAP process, from its launching through its implementation and review. Stakeholders represented government institutions, technical partners, consultants, local CSOs, academia, the private sector, international and national non-governmental organizations (NGOs) including those that represent women and vulnerable groups, as well as representatives from Serbia's Coordinating Body for Gender Equality.

Linkages between project and other interventions within the sector

With the series of flood and extreme weather events, and the scale of damage and economic loss they caused, government focus has shifted to stronger emphasis on preventative policies and action. Recognizing that reducing Serbia's vulnerability to climate change requires greater investments and greater integration of CCA and DRR, in 2016 the Government began advancing a NAP process that will provide sector specific

guidance for the incorporation of climate change considerations and initiate greater integration with DRR.

CCA was indirectly supported by a number of DRR focused projects (funded by the Government directly, as well as through the bilateral and multilateral funds). Government funded projects included:

- International system for early warning of emergency in the Danube River Basin (AEWS) and the Sava to develop a national center for early warning, and coordinate with the international early warning system for emergencies in the Danube River (AEWS) and the Sava River basins;
- Building the link between flood risk management planning and climate change assessment in the Sava River basin” that aims to use available data and make a GIS model of the flood management related data.

Bilateral and multi-lateral projects included:

- About EUR 200 million investment from the private Al-Dahr company (United Arab Emirates) in modern irrigation systems to protect agriculture from climate change;
- Agricultural risk reduction/re-insurance mechanism for natural disasters as part of a GEF, World Bank, and SECO-funded project “Southeastern Europe and Caucasus Catastrophe Risk Insurance Facility (SEE CRIF);”
- GIZ collaboration on Climate Change Adaptation in Western Balkans, for the development and implementation of CCA strategies aimed at reducing flood and drought risks, as well as strengthening regional cooperation for integrated water resources management.

Additional donor/Government funded projects were focused on supporting the work of Ministry of Interior – the Sector for Emergency Management in floods risk management, research-oriented projects for in improvement of weather/climate data management system within the Hydrometeorological Service of the Republic of Serbia. The Government has also taken loans from the World Bank to implement an Irrigation and Drainage Rehabilitation Project whose main objectives are to: improve the capacity for increased agricultural yields through support to high priority rehabilitation of drainage and irrigation infrastructure, reduce the risk of damage from flooding to land, crops, property, infrastructure as well as reducing risk of life loss from flooding in project areas; and improve water resources management and strengthen the associated water resource management institutions and policies.

The project also coordinates and utilizes synergetic approach in implementation of activities with related UNDP projects, such as:

- EU DRR project – EU for Civil Protection and Disaster Risk Resilience Strengthening in the Republic of Serbia
- UNDP-GEF funded project - Capacity building to enhance transparency for the Republic of Serbia under the framework of the Paris Agreement (CBIT)
- UNDP-GEF funded project - Capacity Development for improved implementation of Multilateral Environmental Agreements (MEAs)

4.2. Project Implementation

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

The adaptive dimension of the project management is strong, demonstrated through the following:

- The project team adjusted well to working under COVID restrictions applying online and hybrid mode of operation (confirmed by all key informants, particularly relevant for training and some of

the outreach activities).

- The weak mandate of NCCC for CCA was compensated with a project Working Group with representatives of all relevant ministries and other stakeholders.
- The project managed to deliver effectively in the circumstances of political turmoil, parliamentary and presidential elections.
- The project managed to deliver effectively in the circumstances of changing of contact persons and personnel and mandates within the implementing partners and other stakeholders, as well as changes in UNDP team, displaying flexibility and efficient coordination.
- The project team managed to respond adequately to the changes within legal requirement affecting directly NAP development (adoption and enforcement of Law on Planning System and Law on CC) and emerging needs of the implementing partners and other stakeholders. Examples of adaptive actions include: Combining some training events, updates of some sectoral analyses and reports, inclusion of additional sectors, conducting ex-ante assessment and SEA.

Project implementation experienced certain delays in execution of planned activities, caused by COVID-19 crisis. Main reasons for delays were necessity to postpone certain planned procurement processes, as well as to extend deadlines for already published ones, due to different reasons and requests from all parties concerned (requests of potential bidders for prolongation of deadline for submission of offers, inability to communicate and cooperate with national partners in a timely and necessary manner due to COVID 19 restrictions, tremendous workload overall for UNDPs operating environment related to COVID-19 procurement cases). This led to changes in the whole three-years workplan, i.e., certain activities needed to be rescheduled/postponed/re-organized, funds also needed to be re-allocated accordingly. Still, the rescheduling and fund re-allocation did not critically influence the implementation of the project activities and expected results.

Actual stakeholder participation and partnership arrangements

With some minor deviations, the stakeholders have been included as planned.

On the implementing side, UNDP team worked closely with the Ministry of Agriculture, Forestry and Water Management as the GCF NDA, as well as the Ministry of Environmental Protection, as the main responsible institution for coordination of climate change policy and integration of climate change adaptation in key economic sectors. Ministry of Energy, Ministry of Infrastructure, Ministry of Construction, Transport and Infrastructure and Ministry of Interior (Sector for Emergency Situations Ministry for Public Investments (previous Public Investment Management Office) were involved as members of the Working Group. Chief Technical Advisor was engaged to ensure consistent approach and horizontal coordination among different sectors and type of activities. Other stakeholders included:

- Experts and consultants in the areas of climatology, meteorology, agriculture, forestry, public health, energy, transport and infrastructure and gender for conducting and development of:
 - Baseline analysis
 - Vulnerability assessments (agriculture, forestry, road infrastructure, health, biodiversity and energy),
 - Digital Climate Atlas of Serbia
 - Guidelines for gender sensitive methodology
 - Master Program Curricula for Climate changes
 - NAP document (consultancy mobilized both for preparation of Ex-ante analysis and conducting of SEA)
- Consulting company for organization and delivery of NAP trainings and WG meetings

- Consulting company for development and implementation of Communication and Outreach Strategy and organization of media trainings
- RHMS for preparation and delivery of specific training module on RHMS role and services

On the beneficiary side, the following stakeholders were involved in the project implementation:

- Key national institutions: Ministry of Agriculture, Forestry and Water Management and Ministry of Environmental Protection
- Other line ministries (Ministry of Energy, Ministry of Infrastructure, Ministry of Construction, Transport and Infrastructure and Ministry of Interior (Sector for Emergency Situations Ministry for Public Investments (previous Public Investment Management Office)),
- Hydrometeorological Service of the Republic of Serbia
- LSGs and other institutions at local level
- Media representatives
- International and local NGOs, donor and diplomatic representatives
- Relevant national research and scientific institutions
- Wider public and citizens of Serbia

Additionally, the Project established partnerships with:

- National Academy for Public Administration in ensuring institutionalization and sustainability of training for CCA
- University of Belgrade (Rectorate) in preparation and implementation of Master Program for CCA
- EU funded DRR Project enabling synergy in designing and implementing DRR trainings for LSGs and other stakeholders
- UNDP-GEF funded MEAs Project enabling joint NAPA online trainings and joint publication “Soil Degradation and Climate Change in Serbia”
- Editors in chiefs and journalist for reporting and media coverage of CCA and climate issues

An example for a deviation from original plan for stakeholder involvement is Serbia’s Coordinating Body for Gender Equality and non-governmental organizations (NGOs) that represent women and vulnerable groups which were not directly involved in the project implementation, although they are identified as a relevant stakeholder in the ProDoc. However, experienced organization was engaged for the development of gender responsive methodologies and review of NAP document with regards to gender. In addition, UNDP has inhouse gender specialist that was working closely with the engaged organization and the Project team.

Project Finance and Co-finance

The financial information, extracted from the UNDP financial system on 16 May 2023, is presented in Table 2. The project’s budget is at the outcome level and is specified for the duration of the project in a multi-year budget. Changing in the budget was adequately conducted as per UNDP standard operational procedures with justifications provided. There is an underspending in 2020 and 2021, but the most significant discrepancy occurred in 2022 (planned almost double actual expenditures). The underspending was a result of the COVID-19 related postponement of certain procurement processes, prolongation of deadline for submission of offers, inability to communicate and cooperate with national partners in a timely manner,

tremendous workload overall for UNDPs operating environment. The largest discrepancy from 2022 is justifiable with the fact that at the time of 2022 budget planning, the extension of the project was uncertain, so the remaining budget was planned to be fully spent by the end of 2022. Once the extension was approved, the remaining budget was transferred to 2023. Currently, the expenditure ratio is slightly above 93% with good chances for full spending at the end of the project given the remaining activities although delays in commitment of some funds (some of the vendors are not yet properly transferred to UNDP new operational platform Quantum, introduced since January 2023) are noted. Also, the total actual expenditures per outcome fit well into the total planned project budget per outcome.

Table 2 Project expenditures (in USD)

Outcome	2020		2021		2022	
	Planned	Actual	Planned	Actual	Planned	Actual
1	275,583	239,368	402,733	336,871	403,587	188,807
2	198,449	143,312	303,949	326,583	346,872	228,192
Contingency	3,000	44	3,000	-707	9,664	664
Project Management	28,550	17,586	54,500	42,033	70,016	35,046
Total	505,582	400,310	764,182	704,780	830,139	452,709

Outcome	2023			Total		Expenditure ratio (actual/planned)
	Planned	Actual	Committed	Planned	Actual+Committed	
1	125,814	15,650	55,415	891,249	836,111	93.81%
2	223,146	68,445	85,240	905,598	851,772	94.06%
Contingency	9,000	0	0	9,000	1	0.01%
Project Management	19,470	19,363	0	129,637	114,028	87.96%
Total	377,430	103,458	140,655	1,935,484	1,801,912	93.10%

Monitoring and Evaluation: design at entry (*), implementation (*), and overall assessment of M&E (*)

Design at entry:

The ProDoc specifies very clear and comprehensive M&E responsibilities for the Project Manager, Project Board, UNDP Country Office and UNDP. Audits are introduced according to UNDP Financial Regulations and Rules and applicable audit policies on DIM implemented projects. Additional audits are possible at the request of the GCF. Additional GCF monitoring and reporting requirements are also specified as to include:

- Inception Workshop and Report
- GCF Readiness Support bi-annual Interim Progress Report
- Lessons learned and knowledge generation
- Final Terminal Evaluation Report

Mandatory GCF M&E Requirements are adequately budgeted, and the allocated budget is specified by activity, responsibility, indicative costs and timeframe. Also, there is a well elaborated monitoring plan with monitoring activities and their purpose, frequency and expected action is also included.

Rating: Highly satisfactory (HS)

Implementation:

- Day-to-day project management and monitoring of project results was conducted effectively on a regular basis.
- The risks were adequately monitored, reviewed and updated by the project team in ATLAS.
- Well-functioning and timely communication between the Project Manager and the Project Board, the UNDP Country Office and the UNDP Regional Technical Advisor was established and maintained.
- Following the GCF procedures, the Results Framework from the ProDoc was amended at the project beginning with quantitative targets, indicators at output level and more output specific assumptions in order to enable progress monitoring in quantitative terms.
- Quality Assurance was adequately implemented through quality checks at the Design & Appraisal stage and at the Implementation stage (UNDP oversight supervision covering the start-up and implementation).
- Annual work plans to support the efficient implementation of the project were developed as required.
- Project Board meetings were organized as required to assess the performance of the project and appraise the Annual Work Plan for the following year.
- GCF monitoring and reporting requirements in terms of Inception Workshop and Report as well as GCF Readiness Support Interim bi-annual Progress Reports are adequately implemented.
- Progress monitoring was enhanced with two monitoring missions conducted at the end of 2020 and at the end of 2021 by the UNDP Programme Analyst and Portfolio Manager. The corresponding monitoring sessions reports were presented and discussed at Project Board meetings.
- Although the pre- and post- training participant surveys are included in the revised RF as means of verification of capacity built, they were not conducted, so it was not possible to verify the achievement.

Rating: Satisfactory (S)**Overall assessment:**

Overall, the M&E displays satisfactory conduct due to its comprehensive design and adequately adopted and conducted procedures. Robustness and clarity of progress reports could be improved and pre- and post-training participant surveys introduced. However, those are minor issues which did not affect the overall M&E performance.

Rating: Satisfactory (S)**UNDP implementation/oversight (*) and Implementing Partner execution (*), overall project implementation/execution (*), coordination, and operational issues****UNDP implementation/oversight:**

The UNDP team managed to deliver effectively dealing with a project - pioneer in addressing climate change adaptation planning which requires very intensive intersectoral, interinstitutional, interdisciplinary and also interpersonal communication, coordination and cooperation. Namely, the project team managed to engage many sectors of the economy, different types of institutions and stakeholders, many disciplines, different

level of governance and many experts with variety of expertise, and finally, many individuals with different level of knowledge, capacities, interests and priorities.

UNDP also delivered the following GCF-specific oversight and quality assurance services:

- Day to day project oversight supervision covering the start-up and implementation
- Oversight of project completion
- Oversight of project reporting

All Key Informants commended the UNDP team work planning, communication and coordination, responsiveness and readiness to respond to their needs and changing circumstances.

Rating: Highly satisfactory (HS)

Implementing Partner execution:

UNDP team worked closely with the Ministry of Agriculture, Forestry and Water Management as the GCF NDA, as well as the Ministry of Environmental Protection, as the main responsible institution for coordination of climate change policy and integration of climate change adaptation in key economic sectors. Ministry of Energy, Ministry of Infrastructure, Ministry of Construction, Transport and Infrastructure and Ministry of Interior (Sector for Emergency Situations Ministry for Public Investments (previous Public Investment Management Office) were involved as members of the Working Group which was established to compensate for non-functioning NCCC.

Since June 2022, the process was closely coordinated by the Ministry of Environmental Protection ensuring political commitment and ownership of the government over the process and the Plan, followed by the intensive consultations and bilateral discussions with all relevant policymakers and stakeholders.

Overall support of the project activities was well-functioning within the limits of institutional and human capacities of the partnering ministries, which were further affected by changing of contact persons and personnel and mandates.

Rating: Satisfactory (S)

Overall project implementation/execution, coordination, and operational issues:

The project brings together different types of institutions and stakeholders to work together on improvement of CCA planning through generation of CCA knowledge base, conducting capacity assessments, implementing impact programs for capacity building and awareness rising and developing of NAP document. This is among the first initiative of this nature in the country, so the relevant operational mode of stakeholders engagement is yet to be established in the Serbian society. Besides the complexity, the project had to deal with the lack of relevant institutional capacities, expertise and technical capacities, awareness and fragmented knowledge in the area of CCA, as well as Covid-restrictions and institutional, legislative and personnel changes and uncertainties related to parliamentary and presidential elections.

Under these circumstances, the project managed to follow its stipulated implementation pathway with minor deviations delivering a number of results and products like baseline analysis, vulnerability assessments, Digital Climate Atlas of Serbia, training modules and materials, Guidelines for gender sensitive methodology, Master Program Curricula for Climate changes and NAP document, as well as a contribution to increased capacity and awareness for CCA.

Rating: Satisfactory (S)

Risk Management including Social and Environmental Standards (Safeguards)

The project followed the respective UNDP procedures. The risks have been adequately monitored, reviewed and updated by the project team in ATLAS, along with management response. Apart from COVID pandemic, no new risks have been identified during project implementation.

Social and Environmental Standards were ensured by applying the overarching principles for mainstreaming human-rights based approach, improving gender equality and women's empowerment and mainstreaming environmental sustainability. Although SESP was not required as per the GCF readiness program rules and procedures, development of SESP was a UNDP requirement and one of the obligatory annexes of the ProDoc (please see A3: List of documents reviewed, Item no.5)

4.3. Project Results

Progress towards objective and expected outcomes (*)

The information presented in this section has been sourced from the progress reports, Implementation Stage Quality Assurance Report and Monitoring session reports supplemented and triangulated and with information collected from the Key Informants Interviews. The progress towards expected outcomes is presented in Table 3Table 3 and Table 4Table 4. The following colour-coding for the rating is applied: (HS, S, MS, MU, U, HU). The amendments introduced with the revision of the Results Framework from the ProDoc are highlighted in blue.

Table 3 Progress towards Output 1 National mandate and steering mechanism in place for long-term CCA

Output 1.1 Legal and institutional framework and NCCC mandate for CCA strengthened					
Activities	TE method&Findings	Baseline&Targets	Assumptions&Indicators	Assessment	Rate
<p>1.1 1. Strengthen the institutional arrangements of the NCCC to enable it to better serve as the coordination mechanism for adaptation:</p> <ul style="list-style-type: none"> Define the mission and mandate of the NCCC on adaptation related activities. Clarify and define the roles and responsibilities of all stakeholders. Identify sectorial focal points for CCA. Articulate the governing processes to allow for oversight and coordination of adaptation related issues. Establish the framework for a monitoring and evaluation system in which all sectors will need to report regularly to the Ministry of Environmental Protection and the NCCC on the implementation of UNFCCC commitments and multilateral agreements, such as the Paris Climate Agreement, with particular focus on CCA. Establish a formal NAP updating and reporting cycle (to support Outcome 2) concurrent with cyclical communication and awareness activities. Strengthen the technical and managerial capacity of the NCCC. <p>Deliverables: NCCC mission updated to include CCA responsibilities; validated document defining standard operating procedures and roles and responsibilities of all stakeholders articulating the coordination mechanisms and governing processes for CCA oversight (i.e., management arrangements)</p>	<p>TE method:</p> <ul style="list-style-type: none"> Interview with stakeholders on NCCC, sectorial focal points. Review of defined mission and mandate of NCCC and NAP updating process. <p>Findings:</p> <ul style="list-style-type: none"> 6 consultation meetings with the relevant ministries and institutions conducted to discuss and clarify their roles. Sectorial focal points for CCA identified and Project Working Group comprising all representatives from respective national institutions established. Report on “Rules and procedures for the NCCC, including the institutional arrangements, roles and responsibilities of stakeholders, monitoring and evaluation system, NAP updating and reporting cycle” compiled and communicated with MEP (approved by MEP on September 21, 2021) Monitoring and evaluation system in which all sectors will need to report regularly to the Ministry of Environmental Protection and the NCCC on the implementation of 	<p>Baseline:</p> <ul style="list-style-type: none"> NAP identified as NDC commitment. Weak NCCC mandate for CCA <p>Targets:</p> <ul style="list-style-type: none"> NCCC mission updated to include CCA; Legal and policy environment for climate adaptation improved as identified gaps are recommended for resolution through inclusion in relevant strategy, and policy documents At least 10 newly developed recommendations for improving legal and policy environment for CCA. 	<p>Assumptions:</p> <ul style="list-style-type: none"> NAP identified as NDC commitment. Weak NCCC mandate for CCA <p>Indicators:</p> <ul style="list-style-type: none"> Existence of a mandate and governing process for adaptation at the NCCC. Number of newly developed recommendations for improving legal and policy environment for CCA. 	<ul style="list-style-type: none"> The mandate of NCCC formally exists with stipulated Rules and Procedures; The mandate is not sufficiently comprehensive (example of missing aspects: Monitoring and Evaluation of CCA, NAP updating and reporting). The NCCC is not operational in reality, mainly due to external factors. The non-functioning NCCC to some extent is compensated by the Project Working Group and later with the Working group for NAP development established by the MEP. 11 newly developed recommendations for improving legal and policy environment for CCA are in place. Resulted in Changes in the draft amendments of 	MS

	<p>UNFCCC commitments and multilateral agreements, such as the Paris Climate Agreement is not sufficiently addressed.</p> <ul style="list-style-type: none"> • NAP updating and reporting cycle are not sufficiently addressed. 			<p>the Law on Environmental Impact Assessment, and Law on Strategic Impact Assessment were made in line with recommendations. Other recommendations are incorporated as actions in the NAP document.</p>	
<p>1.1.2 Increase support for the legal and policy environment for climate adaptation:</p> <ul style="list-style-type: none"> • Review of national and sectorial policies, including the Climate Change Law (to be approved by the end of 2018), and the National Climate Change Strategy. • Develop detailed recommendations to address gaps within Climate Change Law and National Climate Change Strategy, including a focus on improved coordination between disaster risk reduction and climate change policies for all sectors, and improved synergies with wider strategic frameworks, such as the Paris Agreement, the Agenda 2030/SDGs and the Sendai Framework <p>Deliverables: A document with detailed assessment of gaps in national and sectorial policies, strategies and laws; recommendations to address CCA in the relevant documents are communicated and validated by stakeholders</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of gap assessment and recommendations <p>Findings:</p> <ul style="list-style-type: none"> • Report Gap assessment in national policies, strategies and laws in CCA developed. • Report presented at National Adaptation Planning Dialogue (31 March 2021) • Report on Recommendations for revision of existing policy, strategic, and regulatory documents in order to address CCA compiled (contains 11 recommendations) • Changes in the draft amendments of the Law on Environmental Impact Assessment, and Law on Strategic Impact Assessment were made in line with recommendations. However, these Laws have not been adopted yet. Other recommendations are incorporated as actions in the NAP document. • Changes in institutional mandate on national level for DRR prevented putting sufficient focus on improved coordination between disaster risk reduction and climate change policies for all sectors and wider strategic frameworks. • Insufficient evidence is found for utilization of these assessments for developing of training materials nor as informants of the draft NAP document. 				

Output 1.2 Climate and CCA knowledge-base and inventory completed, and key gaps identified					
Activities	Findings	Baseline&Targets	Assumptions&Indicators	Assessment	Rate
<p>1.2.1 Synthesize available/existing analyses, assess gaps and availability of information including:</p> <ul style="list-style-type: none"> • current and future climate impacts across relevant priority sectors and at national and local levels, • economic impacts, including damage and loss information, across all administrative levels, • availability and access to climate and socio-economic risk information, and existing information sharing mechanisms, <p>Deliverables: A document synthesizing existing climate impact analyses and work-plan to address gaps; A document synthesizing economic impact information and work-plan to address gaps / Fulfilled: Month 22; A document detailing gap assessment and recommendations for climate information availability and existing sharing mechanisms / Fulfilled: M26</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of synthesis of climate impact analyses and associated workplan. • Review of gaps and verification with experts and other stakeholders. <p>Findings:</p> <ul style="list-style-type: none"> • Analysis of Availability of Climate and Socioeconomic Information, Including Climate Data, Data on Risks and Impact Assessments, and Information on Adaptation Measures compiled, covering: <ul style="list-style-type: none"> ➢ Agriculture (include analyses for Nis wine growing region and Banat region) ➢ Water management and water resources ➢ Energy production ➢ Transport, infrastructure and DRR ➢ Forest and forest management ➢ Public health • Recommendations for addressing gaps are included for most of the sectors. • Joint analytical work conducted by meteorological experts and sectoral experts for of agriculture, forestry and water resources and management. • Insufficient evidence is found for utilization of these analyses for developing of training materials nor as an analytical base to inform the drat NAP document. 	<p>Baseline:</p> <ul style="list-style-type: none"> • Data is fragmented and incomplete, and is not readily accessible; <p>Targets:</p> <ul style="list-style-type: none"> • Cohesive data sets for priority sectors and the priority regions developed, and a plan to address priority gaps created; • At least 1 compiled and synthesized climate impact analyses • At least 2 newly updated climate change scenarios. • At least 4 multi-hazard comprehensive risk and vulnerability assessments completed. • Gaps assessed, and existing vulnerability assessments, in priority sectors, updated • At least 10 relevant past adaptation projects documented 	<p>Assumptions:</p> <ul style="list-style-type: none"> • Sufficient data exists to analyse and assess gaps/future climate impacts. • Sufficient data exists to update climate change scenarios and perform risk and vulnerability assessments, including downscaled data at the subnational level. • Examples of successful adaptation projects are available and relevant to the Serbian context. <p>Indicators:</p> <ul style="list-style-type: none"> • Number of compiled and synthesized climate impact analyses. • Number of newly updated climate change scenarios. • Number of multi-hazard comprehensive risk and vulnerability assessments completed. • Status of DRM gap assessment. • Number of relevant past adaptation projects documented. 	<ul style="list-style-type: none"> • Data sets and synthesized climate impact analyses for 6 priority sectors and 2 specific regions are well elaborated and cohesive. • Very strong cooperation and multidisciplinary approach applied (meteorological experts with sectoral experts in agriculture, water and forestry) • Mainly expert work was conducted, no significant consultation with the relevant ministries and other stakeholders. • Significant contribution to building of relevant analytical capacities at national level. • Many climate scenarios at national and sub-national level which are based on international referent climate scenarios are included in the Digital Climate Atlas of Serbia and are publicly available. • 4 multi-hazard comprehensive risk and vulnerability assessments completed. Additional 2 multi-hazard risk and vulnerability assessments prepared with lower level of comprehensiveness mainly due to lack of data. • DRM addressed at local level through methodology for development of local 	S
<p>1.2.2 Based on assessments conducted in 1.2.1, update and improve climate change scenarios of relevance at sub-national level, as appropriate</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of climate scenarios • Verification with experts and other stakeholders. 				

<p>Deliverable: Updated climate change scenarios at sub-national level (updated analyses) / Fulfilled: Month 26</p>	<p>Findings:</p> <ul style="list-style-type: none"> • Climate change scenarios of relevance at sub-national level updated and improved as integral part of the NAP platform – Digital Climate Atlas of Serbia • High quality visualisation of relevant climate parameters and maps at national and sub-national level integrated in the Atlas. • Rich collection of raw data behind the climate scenarios at national and sub-national level integrated in the Atlas. • Presentation of Digital Climate Atlas conducted in October 2022 on Climate Talks pre-COP high level event. • CC scenarios presented on the NAP trainings conducted in 2021 • Digital Climate Atlas of Serbia two training sessions planned for June 2023. 			<p>DRR plans with integration of climate change and CCA.</p> <ul style="list-style-type: none"> • List of Climate Change mitigation and adaptation projects with 34 entries is in place. 	
<p>1.2.3 Conduct a comprehensive vulnerability assessment in the priority sectors (Agriculture & Water Management, Energy Infrastructure, and Transport Infrastructure and Construction) and identify the key climate risks in each sector. Where available, quantify the socioeconomic impact of climate change at national and sub-national levels</p> <p>Deliverable: 4 multi-hazard comprehensive risk and vulnerability assessments / Fulfilled: Month 27</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of risk and vulnerability assessments • Verification with experts and other stakeholders. <p>Findings:</p> <ul style="list-style-type: none"> • Vulnerability assessments compiled, covering: <ul style="list-style-type: none"> ➢ Agriculture & Water Management (3 reports) ➢ Energy Infrastructure ➢ Forestry ➢ Transport Infrastructure ➢ Construction ➢ Public health ➢ Biodiversity (additionally produced on request of MEP) ➢ Soil • Climate scenarios from the Digital Atlas were not used as input data 				

	<p>since both efforts were conducted in parallel.</p> <ul style="list-style-type: none"> • Gender sensitive CCA not sufficiently addressed. • Lack of data in some sectors (infrastructure, health) influenced quality of Assessments and Reports. • Short deadlines, lack of expertise and projects constraints influenced development of Reports in some sectors. • Revision of Reports in health and biodiversity additionally performed. • Insufficient evidence is found for utilization of vulnerability assessments for developing of training materials nor as informants of the drat NAP document. 				
<p>1.2.4 Review and assess existing disaster risk management practices and risk assessments in light of the comprehensive, multi-hazard climate vulnerability assessments to identify gaps</p> <p>Deliverable: Gap assessment and recommendations for disaster risk management practices and risk assessments (document) / Fulfilled: M19</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of DRM gap assessment • Verification with experts and other stakeholders. <p>Findings:</p> <ul style="list-style-type: none"> • Methodology for the development of local DRR plans with integration of climate change and CCA measures prepared. • Local Action Plan for CCA for Municipality of Mionica prepared (Activity 2.2.2) • The existing DRR practices are not sufficiently analysed, and gaps are not clearly identified. • Link with other activities is missing. No evidence on usage of DRR methodology for development of Mionica Local Action Plan for CCA. 				

<p>1.2.5 Prepare an inventory of existing sectorial, territorial and international adaptation projects, and of NGO driven adaptation activities to analyze lessons learned and successful implementation of adaptation experiences in order to identify options to scale up</p> <p>Deliverable: Report/compilation of relevant experiences of CCA actions / Fulfilled: Month 13</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of adaptation projects examples report <p>Findings:</p> <ul style="list-style-type: none"> • List of Climate Change mitigation and adaptation projects prepared with 34 entries. • Additional list of relevant projects implemented at international level compiled. • Analysis of lessons learned or recommendation for scaling up is missing. • Insufficient evidence on use of inventory is found. • The lists are not updated regularly. • NGO driven adaptation is not sufficiently addressed. 				
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Output 1.3 Immediate national and subnational CCA capacity gaps addressed					
Activities	Findings	Baseline&Targets	Assumptions&Indicators	Assessment	Rate
<p>1.3.1 Identify key capacities and resources required for:</p> <ul style="list-style-type: none"> • In cooperation with relevant ministries and government institutions competent for the DRR (e.g., Ministry of Interior, Public Investments Management Office etc.), review and assess quality of evidence-based local (i.e., sub-national and municipal) level risk and vulnerability assessments, • Iterative incorporation of CCA and risk reduction into sectorial and national plans in the priority areas/sectors (previously listed) <p>Deliverables: Technical analysis of strengths, weaknesses and resources needed to facilitate the integration of CCA into local level risk and vulnerability assessments / Fulfilled: Month 19; Technical analysis of strengths, weaknesses and resources needed to facilitate the integration of CCA into sectorial and national plans / Fulfilled: Month 24</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of technical capacity needs for CCA integration at the national and local level risk and vulnerability assessments. • Interviews with key stakeholders <p>Findings:</p> <ul style="list-style-type: none"> • Report on capacities and capacity building needs at the national and local self-government level for adaptation to changed climate conditions prepared. 	<p>Baseline:</p> <ul style="list-style-type: none"> • Climate adaptation not well understood by all relevant national and subnational stakeholders; • Technical knowledge and skill gaps detrimental to CCA <p>Targets:</p> <ul style="list-style-type: none"> • Data gathering and analysis 	<p>Assumptions:</p> <ul style="list-style-type: none"> • Capacity/base level of knowledge at a sufficient level that additional trainings in climate information and vulnerability/risk data analysis and dissemination, integration tools, appraisal and prioritization of CCA options, CCA project development, MRV, gender mainstreaming are sufficient. Initial state of technical understanding of the subject is objectively stated. 	<ul style="list-style-type: none"> • Sufficient information on capacity needs exists ensuring adequate design and scoping of the workshops and trainings. • Overall attendance of the trainings: > 700 participants (>220 from ministries and subnational stakeholders) • 11 trainings held on capacities for vulnerability assessments and for CCA planning (8) and CCA-DRR nexus (3). • The established synergy with the EU funded DRR 	S

<p>1.3.2 Upgrade and enhance the technical and database capacities of the Climate Change Center of the Hydrometeorological Service of the Republic of Serbia.</p> <p>Deliverable: At least 2 training sessions on data analysis to strengthen technical capacities of Climate Change Center of the Hydrometeorological Service of the Republic of Serbia / Fulfilled: Month 26</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Interviews with stakeholders participating in trainings. • Review of training materials • Review of workshop and training attendee lists and reports. <p>Findings:</p> <ul style="list-style-type: none"> • A Round table organized with RHMZ on topic of Climate data in the service of CCA revealing need of climate data users from different sectors (hybrid event, 60 participants 57% female). • Training module on RMHS role and climate data available prepared (Activity 1.3.6) • No clear linkage with the Climate Change Center of RMHS. • Insufficient evidence is found on improvement of technical capacities of RHMS. 	<p>processes in place;</p> <ul style="list-style-type: none"> • 350 people from at least 11 Ministries and subnational stakeholders sensitized through 50 of trainings on NAP process and CCA • At least 10 trainings held on CCA adaptation skills development • Completed (on a Risk Register platform) • At least 1 module 	<ul style="list-style-type: none"> • Relevant personnel are willing to participate in trainings and are incentivized to apply knowledge to their respective work streams. • Training modules are replicable and can be scaled and incorporated into output 2.1. <p>Indicators:</p> <ul style="list-style-type: none"> • Status of capacity assessment for CCA integration. • Number of personnel newly trained in climate information and vulnerability/risk data analysis and dissemination, integration tools, appraisal and prioritization of CCA options, CCA project development, MRV, gender mainstreaming (gender disaggregated). • Number of trainings held on CCA adaptation skills development (as above). • Status of risk data collection. • Number of new training modules created for CCA capacity development. 	<p>projects is supportive to efficient risk data collection.</p> <ul style="list-style-type: none"> • Training modules on (1) capacities for vulnerability assessments and for CCA planning, (2) RMHS role and climate data available and (3) CCA-DRR nexus developed • Pre- and post- training surveys were not conducted so the contributions to capacity improvement cannot be assessed. 	
<p>1.3.3 Technical training (including on climate information analysis and dissemination, tools for integration, appraisal and prioritization of CCA, project development, gender mainstreaming, etc.) for the Ministry of Environmental Protection, as the lead institution on climate change in Serbia and the Ministry for Agriculture, forestry and water management, as the GCF FP, for improved climate knowledge and climate action in all line ministries and across government operations</p> <p>Deliverable: At least 2 training sessions/workshops to strengthen the technical capacities of the Ministry of Environmental Protection / Fulfilled: Month 24</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Interviews with stakeholders participating in trainings. • Review of training materials • Review of workshop and training attendee lists and reports. <p>Findings:</p> <ul style="list-style-type: none"> • Representatives of the Ministry of Environmental Protection and of the Ministry for Agriculture, Forestry and Water Management participated in NAP trainings (11 trainings short notes available at Project website). • No evidence is found for technical trainings conducted only for representatives of these ministries. 				
<p>1.3.4 Develop a training module to improve implementation capabilities at national and territorial agencies, such as the Ministry for Agriculture, Forestry and Water Management, the Ministry of Mining and Energy, Ministry of Finance, Ministry of Construction, Transport</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of the training modules • Interviews with stakeholders participating in trainings. 				

<p>and Infrastructure, Environmental Protection Agency, Hydrometeorological Service of the Republic Serbia, Ministry of Interior, Provincial Government of Vojvodina and the Standing Conference of Towns and Municipalities. For this purpose, the guidelines for the identification of sectorial impacts of climate change and for vulnerability assessment will be prepared, as well as the methodology for cost-benefit analyses of different adaptation options, and tools for monitoring progress in implementation of sectorial adaptation measures.</p> <p>Deliverable: Training module on CCA adaptation measures, and monitoring, reporting and verification of the CCA data available, and at least 8 training workshops delivered / Fulfilled: Month 26</p>	<ul style="list-style-type: none"> • Review of workshop and training attendee lists and reports. <p>Findings:</p> <ul style="list-style-type: none"> • Training Program concept for national adaptation planning with focus on CCA measures prepared. • 8 trainings conducted for local and national representatives from October to December 2021 (14 training days, 398 participants, 25% state administration - ministries and local governments and state/public enterprises) • Report on NAP trainings published. • 11 presentations (training materials) prepared, 8 of them available at the Project website. • No clear evidence on participation of identified institutions in the training sessions. 				
<p>1.3.5 Based on the results of Output 1.2, formulate and develop a climate-related data collection and data sharing process to strengthen climate and risk related information collection, production and dissemination, make the relevant improvements/adjustments to existing mechanisms, where needed, and harmonize climate indicators to improve the quality of the data collected.</p> <p>Deliverable: Framework, including roles and responsibilities for multi-sectorial climate data collection and data sharing developed (document and online portal) / Fulfilled: Month 27</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of data collection and sharing process <p>Findings:</p> <ul style="list-style-type: none"> • Climate data collected, processed and synthesized in web-based platform – Digital Climate Atlas of Serbia (NAP platform) • Digital Climate Atlas tested and launched as web-based tool for national and local administration. • NAP platform report prepared. • NAP platform user manual prepared. • Presentation of Digital Climate Atlas conducted in October 2022 on Climate Talks pre-COP high level event. • Hosting of NAP platform transferred to MEP • Definition of Roles and responsibilities for multi-sectorial climate data collection and data sharing is not sufficiently addressed. 				

<p>1.3.6 Based on the results of Output 1.2, and using up-to-date and interactive climate information, establish a practical process/mechanism for Hydrometeorological Service of the Republic of Serbia to communicate its data to improve the dissemination of climate related data and information between producers and government and private sector users</p> <p>Deliverable: 1 Training module on available hydrometeorological data and its use, prepared and available, and at least 5 training workshops delivered by Hydrometeorological Service of the Republic of Serbia to support data sharing and dissemination among producers and end users / Fulfilled: Month 27</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of the training modules • Interviews with stakeholders participating in trainings. • Review of workshop and training attendee lists and reports. <p>Findings:</p> <ul style="list-style-type: none"> • Training module on RMHS role and climate data available prepared. • Round table enabling sharing of RMHS data and services available conducted (60 participants) instead of 5 training workshops. • RHMS experts involved as trainers in NAP trainings 				
<p>1.3.7. In cooperation with the Ministry of Environmental Protection, the Ministry for Agriculture, Forestry and Water Management and the Ministry of Interior provide relevant training and capacity building measures to improve disaster preparedness, mobilization and implementation of CCA measures for each of the priority sectors in the Ministry of State Administration and Local Self-Government, the Standing Conference of Towns and Municipalities and the Provincial Government of Vojvodina</p> <p>Deliverable: Training module to improve local level capacities to undertake evidence-based local level disasters risk and vulnerability assessments available, and at least 5 training workshops delivered / Fulfilled: Month 35</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of the training modules • Interviews with stakeholders participating in trainings. • Review of workshop and training attendee lists and reports. <p>Findings:</p> <ul style="list-style-type: none"> • 3 one-day DRR trainings organized (248 participants, 24.5% woman, 56% from state institutions) • Synergy established with EU funded Civil Protection and DRR Strengthening in the Republic of Serbia (DRR) Project and 3 Joint workshops organized. 				

Overall rating (Outcome 1 National mandate and steering mechanism in place for long-term CCA)

S

Table 4 Progress towards Output 2 NAP implementation strategy developed

Output 2.1 Long-term CCA capacity development supported to ensure sustainability of CCA competencies					
Activities	Findings	Baseline&Targets	Assumptions&Indicators	Assessment	Rate
<p>2.1.1 Develop an instructor led on-site training program focused on:</p> <ul style="list-style-type: none"> climate impact and climate vulnerability assessment methodologies, procedures and approaches and implement training over four years, economic assessment and damage and loss valuation methodologies and implement training over four years <p>Deliverable: Training module on climate impact and climate vulnerability assessment methodologies available, and at least 3 training workshops delivered; Training module on economic assessment and damage and loss valuation methodologies available, and at least 3 training workshops delivered / Fulfilled: Month 36</p>	<p>TE method:</p> <ul style="list-style-type: none"> Review of training modules/NAP Training Programme Interview with NAPA representatives and key stakeholders Review of NAPA's website <p>Findings:</p> <ul style="list-style-type: none"> NAP Training entered National Academy for Public Administration (NAPA) training program for 2021, 2022 and 2023 as a part of curriculum for Sustainable Development and Environmental Protection. 3 Training modules including video materials and knowledge tests (basic facts on climate change, mitigation and CCA) developed and uploaded on <u>NAPA's website</u>. The NAP training also addresses damage assessment and CC related needs at local level. Not sufficient evidence is found that the training modules are gender sensitive. 332 participants from public administration participated in trainings (72% women; leading participating institutions: MEP at national level (10%) and City of Belgrade at local level (10%)) 	<p>Baseline:</p> <ul style="list-style-type: none"> CCA is not well understood; Trainings are static and not ongoing. <p>Targets:</p> <ul style="list-style-type: none"> Cross-sectorial communities of practice and on-going training cycles established. At least 1 module At least 100 At least 4 	<p>Assumptions:</p> <ul style="list-style-type: none"> Relevant personnel are willing to participate in trainings and are incentivized to apply knowledge to their respective work streams Guidelines, tools and screening methodologies are shared, understood and used by relevant stakeholders. Training modules from 1.3 and 2.1 can be incorporated into the online training database for Serbia HR management service <p>Indicators:</p> <ul style="list-style-type: none"> Number of training modules created for climate vulnerability assessment, economic assessment, and damage and loss valuation that are gender responsive and available for long-term. Number of trained personnel (gender disaggregated) in climate vulnerability assessment, economic assessment, and damage and loss valuation and the assessment of the usefulness and uptake of the training contents in their workstream. 	<ul style="list-style-type: none"> Strong cooperation and on-going training cycles with National Academy for Public Administration established. 3 training modules are available for long-term. Up to now, 332 public servants undertook the training (122 passed the knowledge test). 5 gender of gender-responsive screening methodologies are under development (to be finalized by the end of the Project). 	S
<p>2.1.2 Develop gender responsive methodologies, procedures, screening tools and guidelines to assist sectorial technical planners and end users in integrating gender sensitive adaptation in national and sectorial plans and budgets.</p> <p>Deliverable: Develop at least 5 gender sensitive methodologies, guidelines and screening tools and integrate into use in the priority sectors / Fulfilled: M36</p>	<p>TE method:</p> <ul style="list-style-type: none"> Review of draft Gender responsive Guidelines Review of the draft NAP document <p>Findings:</p> <ul style="list-style-type: none"> Guidelines for gender mainstreaming of national climate change policies 				

	<p>with focus on adaptation planning developed for 5 sectors: energy, agriculture, water management, mobility (traffic) and infrastructure</p> <ul style="list-style-type: none"> • 5 gender sensitive planning methodologies are under development (to be finalized by the end of the project). • Gender sensitive policy briefs for CCA: overall, energy, agriculture and mobility (traffic) developed. • The Draft NAP document includes a section on gender reflective planning within the chapter on socio economic assessments. • Insufficient evidence is found for addressing gender aspects in the vulnerability and risk assessments and other background analyses. 		<ul style="list-style-type: none"> • Number of gender-responsive screening methodologies developed and in use. 		
<p>2.1.3 Develop a process and mechanism to ensure sustainability of climate adaptation related training programs by designing and updating a centralized database of CCA training materials accessible to all ministries and housed in the Human Resource Management Service of Serbia</p> <p>Deliverable: CCA integrated Human Resource Management Service of Serbia database and training modules / Fulfilled: Month 36</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Interview with NAPA representatives and key stakeholders • Review of NAPA's website <p>Findings:</p> <ul style="list-style-type: none"> • Training on sustainable development and environmental protection including CCA is integral part of General training programme for civil servants since 2021 • 3 online training modules on climate changes (basic facts, mitigation and adaptation) is available at National Academy of Public Administration - NAPA's website 				

Output 2.2 CCA integrated into national and subnational development					
Activities	Findings	Baseline&Targets	Assumptions&Indicators	Assessment	Rate
<p>2.2.1 Based on gaps and needs assessments for CCA in key priority sectors and stakeholder consultations, articulate a National Climate Change Adaptation Plan that includes a national implementation framework for CCA, required sectorial action and strategic priorities</p> <p>Deliverable: Approved National Climate Change Adaptation Plan / Fulfilled: Month 22</p>	<p>TE method:</p> <ul style="list-style-type: none"> Review of draft NAP documents Review of minutes from bilateral and WG meetings Interview with experts drafting NAP document and key stakeholders <p>Findings:</p> <ul style="list-style-type: none"> Two editions of Draft NAP document (November 2021, March 2022) developed. Draft NAP document sent to key national institutions for inputs and feedback (expected until May 17th) 7 bilateral meetings with key stakeholders on NAP conducted 30 meetings on NAP preparation between from 07/2022 until 03/2023 conducted. Latest NAP document includes general measures and measures in the sectors of agriculture, forestry, transport (road infrastructure), energy, public health, urban planning and biodiversity. The Draft NAP document includes a section on gender reflective planning and a section on vulnerable groups within the chapter on socio economic assessments. Delays in the development and adoption procedure mainly related to unforeseen legislative requirements (ex-ante Analysis stipulated in the Law on Planning System and Strategic Environmental Assessment (SEA) stipulated in the Law on SEA), as 	<p>Baseline:</p> <ul style="list-style-type: none"> No NAP; CCA mentioned in few ministry policies on ad hoc basis; Little integration into local planning documents <p>Targets:</p> <ul style="list-style-type: none"> At least three sectorial adaptation plans developed; National Climate Change Adaptation Plan approved; Phased and prioritized adaptation options in place 	<p>Assumptions:</p> <ul style="list-style-type: none"> There is Political will, sufficient inter-sectorial cooperation and capacity within priority sectors to develop and approve the NAP. Stakeholder consultations for the NAP include vulnerable groups and youth. Political will for uptake of recommended adaptation components by relevant ministry personnel and leadership. Prioritization criteria for adaptation interventions will be agreed upon by relevant parties. Sufficient data is available for costing of adaptation options. <p>Indicators:</p> <ul style="list-style-type: none"> Status of NAP Number of updated sectorial development plans containing adaptation components. 	<ul style="list-style-type: none"> The latest draft NAP document covers 6 sectors and DRR as cross-sectoral topic with CCA options. There is a political will to develop the NAP document. Newly established Working Group met in March 2023 and again in May 2023, accelerating the process of development final draft of the document. The document is in consultation process which is supported by the Project. The NAP document is expected to be approved by the end of the Project. Phased implementation strategy for investment in the prioritized CCA actions is expected to be developed by the end of the Project. 	MS

	<p>well as due to parliamentary elections held in 2020 and 2022, some changes were made in management structure of both ministries.</p> <ul style="list-style-type: none"> • SEA conducted in November 2022. • The ex-ante Analysis conducted by the experts who developed the latest draft of NAP document. 				
<p>2.2.2 Update the sectorial development plans with adaptation components for, or their equivalent, taking into account cross-sectorial impacts, for the three priority sectors and the crosscutting DRR function:</p> <ul style="list-style-type: none"> • Update the engineering design parameters, codes and standards for infrastructure assets to expected future climate range in the Transport Infrastructure and Construction sector, and develop a work-plan/strategy replacement of these assets • Integrate CCA into risk-based planning processes in the Energy sector to reduce the exposure and vulnerability of the production and distribution networks to climate related risks • Develop a CCA framework for the Agriculture/Water nexus, focused on climate-driven alterations to water supplies, to identify path dependencies, constraints to adaptation and potential synergies and reduce exposure and vulnerability of water supply systems • In cooperation with the Ministry of Agriculture, Forestry and Water Management, Ministry of Environmental Protection, Ministry of Interior and Public Investments Management Office, develop climate specific modifications to the National Methodology for Risk Assessment and Emergency Plan Development and integrate climate considerations into the implementation of the Action Plan for the National Strategy for Disaster Risk Reduction and <i>Protection and Rescue in Emergency Situations</i> <p>Deliverable: Four sectorial plans updated with adaptation components / Fulfilled: Month 36</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of draft NAP document • Interview with stakeholders <p>Findings:</p> <ul style="list-style-type: none"> • Draft NAP document includes subchapters on cross sectoral impact of water, soil and climate nexus and CCA measures within 7 identified priority sectors (agriculture, forestry, transport (road infrastructure), energy, public health, urban planning and biodiversity) • Inputs provided for development of National Methodology for Risk Assessment and Emergency Plan Development 				

<p>2.2.3 Based on the adaptation projects and plans gathered under Activities 1.2.7 and 2.2.2, and the National Climate Change Adaptation Plan, and in coordination with the Ministry of Agriculture, Forestry and Water Management as main responsible institution for development of the Country Work Programme and GCF NDA, identify a prioritized pipeline of strategic adaptation interventions for implementation (in particular infrastructure investments at local level):</p> <ul style="list-style-type: none"> • Develop a cross-sectorial evidence based systematic process for the Ministry for Agriculture, forestry and water management, Ministry of Environmental Protection and the Ministry of Finance to undertake prioritization of adaptation options for medium- and long-term adaptation planning and gap assessment of CCA financing for budgeting purposes; • Prioritize adaptation options based on climate vulnerability, contribution to the country strategic development priorities and related financial and social cost-benefit; and • Identify a phased financing and implementation strategy for the prioritized adaptation options, with particular focus on local infrastructure investment interventions <p>Deliverable: Phased implementation strategy for investment in the prioritized CCA actions / Fulfilled: M36</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of draft NAP document • Interview with stakeholders <p>Findings:</p> <ul style="list-style-type: none"> • LAP for Mionica municipality developed stipulating priority measures at local level • The short-listed project pipeline prepared. • 4 project concepts for the GCF and other potential donors prepared • Phased implementation strategy for investment in the prioritized CCA actions is still not in place 			
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Output 2.3 NAP and CCA engagement and communications plan in place					
Activities	Findings	Baseline&Targets	Assumptions&Indicators	Assessment	Rating
<p>2.3.1 Develop and implement a stakeholder outreach strategy, in coordination with the Country Work Programme on Readiness, to support medium- and long-term adaptation planning to sensitize policy makers, stakeholders, the general public and the private sector on adaptation and to ensure that advocacy on climate adaptation becomes a national priority.</p> <ul style="list-style-type: none"> • Develop actionable engagement and gender action plans for the Ministry of Agriculture, Forestry and Water Management and the Ministry of Environmental Protection, as main coordinating institutions for the Country Work Programme on Readiness and NAP Readiness, to support further 	<p>TE method:</p> <ul style="list-style-type: none"> • Review of draft NAP document • Interview with stakeholders <p>Findings:</p> <ul style="list-style-type: none"> • Communication and Outreach Strategy for the CCA activities in the Republic of Serbia prepared • Final Report on implementation of Communication and Outreach Strategy for the CCA in Serbia compiled 	<p>Baseline:</p> <ul style="list-style-type: none"> • Low general and sectorial awareness of CCA <p>Targets:</p> <ul style="list-style-type: none"> • Stakeholder outreach and awareness-raising strategy developed, and 10 (originally 26) 	<p>Assumptions:</p> <ul style="list-style-type: none"> • Stakeholder participation in outreach strategy development is broad and representative. • Stakeholders have incentives to provide feedback and participate in trainings and workshops. • Media and school districts willing to participate in CCA 	<ul style="list-style-type: none"> • Comprehensive Communication and Outreach Strategy for the CCA activities in the Republic of Serbia is in place. • 8 media workshop, 2 high level events and a number of other types of awareness rising events organized. 	<p>HS</p>

<p>actionable engagement and gender sensitization of key sectors of relevance to CCA;</p> <ul style="list-style-type: none"> • Develop knowledge management and outreach products on CCA, in correlation with the outreach strategy of the Country Work Programme • Organize regular (e.g., annual) stakeholder (local, sectorial, national, private, public) thematic consultations and workshops to raise awareness on threats and opportunities related to climate change and the NAP process in particular • Organize regular training on an annual basis for media and journalists on key aspects of climate change vulnerabilities and gender sensitive adaptation opportunities in order to use the media as knowledge sharing platform, not just for reporting on extreme weather events and disasters <p>Deliverable: CCA and NAP stakeholder outreach and awareness-raising strategy (document) developed and implemented through at least 8 workshops / Fulfilled: Month 36</p>	<ul style="list-style-type: none"> • 8 events for media and journalist organized (277 participants, chief editors’ participation ensured) • One article published in Novosti newspaper • Manager of NAP Project was guest in TV show • Media monitoring Report (15 announcements on SRBIJAVODE event, 6 announcements on NAP trainings, 8 announcements on Climate talks) • 6 sector brochures on CCA are developed and available on the <u>Project website</u>. • Agendas and list of participants in the communication and outreach events reported (>200 participants) 	<p>workshops conducted;</p> <ul style="list-style-type: none"> • At least 1 newly created outreach products on CCA and NAP • At least 450 participants on workshops and outreach events • School and higher education curricula on CCA integration developed. 	<p>and NAP information sharing.</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Number of engagement and gender action plans developed for CCA. • Number of newly created outreach products on CCA and NAP. • Number of published articles in media outlets. • Number of stakeholders attending workshops and outreach events on CCA and NAP process (gender disaggregated). • Status of CCA integration into school curricula. 	<ul style="list-style-type: none"> • 6 sectoral brochures on CCA are developed to facilitate Project outreach. • > 450 participants in the media workshops and outreach activities • High quality CC/CCA Master’s program curricula is developed at the University of Belgrade (accreditation is expected in the near future) 	
<p>2.3.2 In cooperation with the Ministry of Education, Science and Technological Development, develop a process to facilitate the communication and integration of climate change and CCA into school and higher education, and into the Republic Office for the Improvement of Education curricula for the civil service</p> <p>Deliverable: Process to facilitate the integration of CCA into curricula developed / Fulfilled: Month 33</p>	<p>TE method:</p> <ul style="list-style-type: none"> • Review of Master program documentation • Interview with key stakeholders <p>Findings:</p> <ul style="list-style-type: none"> • CC/CCA Master’s program curricula prepared which is aligned with the quality standards of the National Council for Higher Education, with national legislation, national and international higher education standards, General Act of the University of Belgrade. • Participation of 14 faculties and 20 professors • National accreditation is expected in the near future. 				

Overall rating (Outcome 2 NAP implementation strategy developed)	S
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Relevance (*)

The project design was informed by stocktaking exercise (UNDP 2017) which highlighted the existing weaknesses and prevailing barriers to CCA and DRR planning in the country. The results confirmed that Serbia must overcome its current information gaps, capacity weaknesses, as well as a general lack of awareness of CCA – both at the national and subnational levels in order to adequately address climate change vulnerabilities. Therefore, the project objectives are highly relevant to the needs and priorities of the country.

At international level, the NAP is seen as one of the implementation mechanisms for achieving the adaptation commitments of the Serbia's NDC. The project is firmly linked to outcomes and outputs of the UNDAF and UNDP Strategic Plan documents and is supportive to the country's commitment to working on the implementation of the 2030 Agenda for Sustainable Development, in particular SDG 13. Finally, the Project contributes directly towards country performance under Chapter 27 Environment of the EU accession negotiations.

The theory of change substantiated in the outcome model is an appropriate vision to base the interventions on. Meticulously planned activities which include generation of CCA knowledge base, conducting capacity assessments, implementing impact programs for capacity building and awareness rising and developing of NAP document ensure relevance to various stakeholder groups – ministries, local governments, agencies, experts and consultants, academia, private sector, international and national non-governmental organizations, as well as appropriateness of the delivery method to the developmental context. Also, these stakeholder groups had a valid role, either participating in/supporting the activities in the project or benefiting from the results, which underlines the strong country's ownership over the project.

Rating: Highly Satisfactory (HS)

Effectiveness (*)

It is convincingly demonstrated that the Project contributed significantly to improving knowledge, understanding and awareness of CCA through its capacity building activities. Namely, over 700 people participated in NAP trainings organized by the Project and 3 video training modules were developed and institutionalized within NAPA, representing an integral part of Programme for Professional Development of Civil Servants since 2021 and are available for attending by public servants. Over 300 public servants have already attended this training.

Taking into account externalities that affected Project implementation, in particular COVID-19 crises that occurred immediately after the Project start, the Project achieved significant impact by mobilizing stakeholders and partners in a highly challenging environment. This is evidenced from the progress reports and from the Key Informant Interviews. All planned trainings were conducted in hybrid mode, and with respect to all health and safety pandemic measures prescribed in terms of number of people, distance and protection gears. The trainings were preceded with capacity needs assessments and socioeconomic analyses which ensured adequate design and scoping of the workshops and trainings conducted. Hence, it can be safely concluded that the project achieved multisectoral impact and effects on climate change adaptation and its linkages and integration throughout various sectors through both capacity building and awareness raising activities.

All targets relevant for NAP capacity needs assessments and trainings are achieved.

The Project enabled systematized climatology data, analytics and performed assessments within 6 most vulnerable climate sectors revealing at the same time additional needs for qualitative and quantitative data sets in different sectors (infrastructure, health) and triggered stronger ties among vulnerable sectors. As evidenced from the interviews with the sectoral experts and the developed scientific papers, linkages

among various experts around the common topic was created and mutual knowledge built. Example is the joint work of meteorological experts and agriculture, water and forestry experts. As evidenced from the interviews with experts and policymakers, there was a lack of mutual communication and cooperation. Hence, although planned in the project design, the pairing of scientific expertise with government officials and policy developers did not occur. Also, evidenced from the interviews and review of the reports, the integrating gender aspects in both assessments and analysis, as well as design and preparation of capacity building activities and trainings, was almost exclusively led by the gender experts without consultations with the sectoral experts.

The Digital Climate Atlas of Serbia is one of the key Project achievements which justifiably can be highlighted as a project Best Practice. Namely, it comprises many climate scenarios at national and sub-national level based on international referent climate scenarios. Data base includes visual presentations (maps and graphs) and raw data behind the scenarios which can be freely downloaded and utilized. The Digital Atlas can be used to inform strategic planning at national and local level, to provide input data for sectoral socioeconomic, risk and vulnerability assessments, as well as to serve as provider of input data for capacity building and awareness rising materials. Because of these functionalities, the Atlas is also referred to as NAP platform. The platform has been tested and transferred to the host institution (Ministry of Environmental Protection), ensuring at the same time institutionalization of data, building capacities of the Ministry, and providing sustainable and transparent common input data for future socioeconomic, risk and vulnerability assessment, CCA planning at national and local level, as well as awareness rising activities and materials.

All targets relevant for knowledge base products are achieved.

Under the project, Rules and Procedures for NCCC mandate are developed, so the mandate of NCCC formally exists, but is not sufficiently comprehensive (example of missing aspects: Monitoring and Evaluation of CCA, NAP updating and reporting). The project also developed 11 recommendations for improving legal and policy environment for CCA, some of them resulted in changes in the draft amendments of the Law on Environmental Impact Assessment, and Law on Strategic Impact Assessment, and others were incorporated as actions in the NAP document.

The targets relevant for the NCCC mandate are partially achieved.

The NAP project has been effective in helping improve climate change adaptation planning in Serbia. Namely, the Project initiated, coordinated, and supported a comprehensive process of national adaptation planning, including two editions of Draft NAP document, covering 7 vulnerability sectors (6 plus DRR) with CCA options. Since June 2022, the process was closely coordinated by the Ministry of Environmental Protection ensuring political commitment and ownership of the government over the process and the Plan, followed by the intensive process of consultations and bilateral discussions with all relevant ministries and stakeholders. The Project additionally supported development of ex-ante analysis and Strategic Environmental Assessment for the NAP development stipulated by the relevant national regulations i.e., Law on Planning System (adopted during the Project implementation that stipulate obligation of the preparation of ex-ante analysis for national policy documents) and Law on SEA. The NAP is expected to be adopted by the end of the project.

The targets relevant for the NAP document are expected to be achieved by the end of the Project.

A Comprehensive Communication and Outreach Strategy for the CCA activities in the Republic of Serbia was developed under the Project. 8 media workshops, 2 high level events and a number of other types of awareness raising events were organized (more than 450 participants), as well as 6 sectoral brochures on CCA were developed to facilitate Project outreach. Within the University of Belgrade, a CC/CCA Master's program curricula was prepared which is aligned with the quality standards of the National Council for Higher Education, national legislation, national and international higher education standards and General

Act of the University of Belgrade. Participation is ensured of 14 faculties and 20 professors in line with the multidisciplinary and multicultural nature of CCA. The program will enroll future analysts, planners, project developers, experts and researchers in the area of CCA, contributing thus to relevant capacity building at national level. Being unique of its kind in Serbia, but also in the wider region, the CC/CCA Master's program has excellent prospects to be further developed and integrated in the European Research Area through participation in relevant Horizon Europe projects. National accreditation of the program is expected in the near future. This product could be considered as yet another Best Practice of the project.

All targets relevant for awareness and outreach activities are achieved.

In general, all the results were produced within the range of expectations.

Rating: Satisfactory (S)

Efficiency (*)

The project team shown strong adaptive management by adjusting well to working under Covid-19 restrictions, managing to deliver effectively in the circumstances of political turmoil, displaying flexibility and efficient coordination with implementing partners, stakeholders and other relevant ongoing projects and initiatives. Considering that NAP process, as such, require multi sectoral and multi-disciplinary approach with large number of different stakeholders, the Project team demonstrated high competencies in managing expectations, coordinating and facilitating dialogue and communication among all involved partners, actors and stakeholders. This was confirmed by all interviewed stakeholders.

In order to respond to the emerging needs caused by legislative and institutional changes (adoption on new Law on Planning System, separation of environmental protection sector from the Ministry of AFWM), several adjustments were made including additional consultancy for conducting ex-ante analysis and SEA, that prolonged the NAP process development itself. Additional vulnerability assessment in biodiversity has been made, and revision in health sector.

The project greatly benefited from active stakeholder participation and outreach activities. Despite political changes and elections occurred during the Project implementation, most of the initially planned stakeholders have been included as planned – the key national ministries: Ministry of Agriculture, Forestry and Water Management and Ministry of Environmental Protection, other key national institutions relevant for CCA (Ministry of Interior, Ministry of Mining and Energy, Ministry of Infrastructure), research institutes and individuals, LSGs, NGOs, etc. Furthermore, the Project established new partnerships and further enhanced existing cooperation with some institutions. Examples include NAPA through institutionalization of training programme for civil servants and Belgrade University, through development of Master's Programme for climate changes gathering 14 faculties, 20 professors from Belgrade University around the topic.

Synergy has been established with Project "EU for Civil Protection and Disaster Risk Resilience Strengthening in the Republic of Serbia (DRR) - EU funded, UNDP implemented from 2020-2024, through joint organization of NAP trainings and ensuring compliance of the Digital Climate Atlas of Serbia with the Disaster Risk Register recently developed by Public Investment Management Office of the Republic of Serbia within the DRR project.

The Project proved to be significantly successful in bringing the adaptation and climate change topic to the wider audience and public through well designed and carefully implemented Communication and Outreach Strategy, including innovative approach for attracting journalist, media, editors-in-chief and other interested groups. Examples includes ensuring participation of key media people, editors and directors at public events, tailor made media trainings, showcase events, or usage of the upcoming, already recognized events (like COPs) to promote the topic.

The actual expenditures fit into the planned project budget per outcome. Changing in the budget was adequately conducted as per UNDP and GCF policies, with justification provided.

In general, the Project had a sound M&E plan to monitor results and track progress towards achieving Project objectives. However, although capacity building for CCA planning is one of the Project main components, the monitoring of results was not very successful in measuring and verifying the capacity built. Pre- and post- training surveys were not conducted, although mentioned in the revised Result Framework.

Stronger involvement of other than MAFWE and MEP would have been helpful in ensuring ownership and political stability of the NAP process. This was external factor to the Project, and, to some extent, was compensated with establishment a Working Group consisting of representatives of other relevant ministries and stakeholders.

The implementation experienced some delays, but they were compensated with timely requests for extensions, so the Project received 3-month COVID-related extension in 2020 and a 6-month extension at no additional cost in order to support the Government of Serbia to finalize and adopt the National Adaptation Planning (NAP) Programme and to support ex-ante analysis of the NAP Programme as per the Law on Planning System and Strategic Environmental Assessment. Also, some of the experts pointed out short period for their assignments, but this was also compensated with their commitment and enhanced efforts to meet the deadlines.

Rating: Satisfactory (S)

Overall Outcome (*)

Sufficient evidence is found that the overall progress towards achievement of the project objective is satisfactory, as is the overall progress towards achievement of most of the targets related to the outputs.

Rating: Satisfactory (S)

Sustainability: financial (*), socio-economic (*), institutional framework and governance (*), environmental (*), and overall likelihood (*)

The sustainability of the achieved project results is convincingly demonstrated – Digital Atlas through its functionality to inform strategic planning at national and local level, provide input data for sectoral socioeconomic, risk and vulnerability assessments, as well as to serve as provider of input data for capacity building and awareness rising materials; Training modules through their inclusion in the NAPA programs for training of public servants; Master’s program through its comprehensive and multidisciplinary approach and its potential for integration into the European Research Area through participation in Horizon Europe projects (CC/CCA is among the top priorities Horizon Europe program); Finally, the NAP document as a first response to the requirement from the Law on Climate Change which is required to be regularly updated, also, as a commitment from the Serbian NDC.

Financial sustainability

The financial sustainability is ensured on the grounds that the second phase of the NAP project, which deals with the financial strategy and monitoring aspects of the NAP, has been already initiated. Furthermore, Environment and Climate Action is amongst the priority sectors for the IPA III (2021-2027). It is reasonable to expect that the Government of Serbia will allocate necessary co-financing resources if necessary.

Rating: Likely (L)

Institutional framework and governance sustainability

The Ministry of Environmental Protection, with support of the project, has coordinated the NAP process and the relevant planning document development. The sustainability of CCA planning has been ensured as stipulated in the adopted Law on Climate Change and also, as commitment from the NDC.

Harmonization of Serbia's legislation with EU acquis will be the main driver for improvement of the relevant CCA institutional and governance frameworks at national, but also at local level for the years to come. Therefore, it is expected that the national and local institutional and governance frameworks for CCA will be sustained and even strengthened during the process of Serbia's accession to EU.

However, risks related to inconsistency of political players and local policies, as well as risks of insufficient and inadequate institutional and human resources remain valid also for the years to come.

Rating: Moderately Likely (ML)

Socio-economic sustainability

The investments which contribute to addressing the negative effects of climate change, as well as building a resilient society will continuously be among the top country priorities, given also the country aspiration for EU membership.

In parallel, they can contribute to further enhancing or maintaining the quality and availability of public services and equal human rights to safety, healthcare, social security and education, while also creating new employment and business opportunities and support human rights to work.

However, the transformation into a carbon-neutral and climate change adapted society, as well as all other processes, could have negative effects on vulnerable social groups that will require special care. Throughout the projects' implementation, the root causes of potential negative effects should be clearly identified in order to develop effective solutions for addressing the negative socio-economic effects.

Rating: Moderately Likely (ML)

Environmental sustainability

The investments which contribute to climate change adaptation might impose some environmental risks related to land use change, particularly with projects in the area of forestry, but all of them are regulated through Environmental Impact Assessment requirement from the environmental law.

With these safeguards, the environmental sustainability of the project ensured

Rating: Likely (L)

Overall likelihood

Given convincingly demonstrated sustainability of project results and the level of likeness along all four dimensions, the overall sustainability of the project is rated likely.

Rating: Likely (L)

Country Ownership

The national ownership was strong overall. The project team had a strong support from all stakeholder groups and the implementing partners. The project achieved an excellent result in engaging broadly the community across many sectors of the economy for CCA planning and building climate resilient Serbian society.

Gender equality and women's empowerment

The Project Gender Equality Marker is 2, meaning that the Project has significant contribution to gender equality and the empowerment of women. Indeed, the project design supports the gender-sensitive adaptation planning in Serbia. It stipulates that the approaches, tools, action plans, consultations and analyses throughout the various outcomes take into consideration resilience of men and women in response to climate change. The inclusion of gender sensitive approaches in a) vulnerability assessments under Outcome 1, b) training and M&E tools in Outcome 2 and c) financing strategy in Outcome 3 was to be undertaken through a participatory and inclusive process. Serbia's Coordinating Body for Gender Equality is to be consulted as a major national entity that will ensure all NAP measures and activities are aligned with national gender policy.

During the implementation, the Project included gender sensitive approaches and considerations in the NAP programming by developing Guidelines for gender mainstreaming of national climate change policies with focus on adaptation planning for 5 sectors: energy, agriculture, water management, mobility (traffic) and infrastructure and by including a section on gender-CCA nexus within the chapter on socio economic assessments of draft NAP document and drafting 5 gender sensitive planning methodologies (under development and planned to be finalized by the end of the project). However, all these activities were based mainly on the individual work of gender experts. Hence, the effectiveness of gender mainstreaming in the implementation phase is not convincing without joint work between gender experts and sectoral experts and planners.

In the project monitoring, gender segregated data have been introduced as practice for most of the Projects capacity building activities, such trainings, workshops and events (proved equal, and in many cases over representation of women).

On the Gender Responsive Effectiveness Scale (GRES), the project is assessed to be "gender targeted".

Cross-cutting Issues

Social and Environmental Screening Report is included as an annex to the ProDoc which details the overarching principles used by Project in order to mainstream the human-rights based approach, to improve gender equality and women's empowerment and to mainstream environmental sustainability.

DRR is strongly addressed in the project design, implementation and monitoring. The latest draft NAP document covers 6 sectors and DRR as a cross-sectoral topic. Training module to improve local level capacities to undertake evidence-based local level disasters risk and vulnerability assessments was developed and joint training events were organized with the EU funded DRR project. The established synergy with the EU funded DRR project is supportive to efficient risk data collection.

Also, project draws clear linkage to 2030 Agenda for Sustainable Development, including all SDG 13 targets (Strengthening resilience and adaptive capacity to climate-related hazards and natural disasters; Integrating climate change measures into national policies, strategies and planning; and Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning).

Finally, gender equality was adequately addressed in the project design through inclusion of gender sensitive approaches in vulnerability assessments under Outcome 1, training and M&E tools in Outcome 2 and c) financing strategy in Outcome. The gender segregated data have been introduced as practice for attendance monitoring of most of the projects capacity building trainings and workshops (proved equal, and in many cases over representation of women). In the implementation phase, the project managed to introduce partially gender sensitive approaches and considerations in the NAP programming by including a section on gender-CCA nexus

within the chapter on socio economic assessments of the draft NAP document. 5 gender sensitive planning methodologies are under development and planned to be finalized by the end of the project.

Overall, the cross-cutting themes were adequately addressed.

GCF Additionality

As per the GCF policy, a project is considered additional if it would not have occurred in the absence of GCF funding and also if the mitigation/adaptation benefits of the project relative to a baseline scenario are clear. Being a project - pioneer in addressing climate change adaptation planning which requires very intensive intersectoral, interinstitutional, interdisciplinary and also interpersonal communication, coordination and cooperation and also with convincingly demonstrated improvements of CCA related capacities, awareness and knowledge base, the NAP project meets both conditions to qualify for GCF additionality.

Catalytic Role / Replication Effect

The project is a showcase of bringing together many sectors of the economy, different types of institutions and stakeholders, many disciplines, different level of governance and many experts with variety of expertise, and finally, many individuals with different level of knowledge, capacities, interests and priorities who should communicate, coordinate and cooperate in order to build and improve capacities and knowledge base required for effective CCA planning. Hence, the project stimulated an operational mode of the stakeholder engagement based on partnerships among the sectors and disciplines, but also among different groups of the stakeholders. An example is the established interdisciplinary cooperation among sectoral experts of meteorology and agriculture, water and forestry when developing the respective socioeconomic, risks and vulnerability assessments.

The project also contributed to a number of institutional changes. Hence, the Ministry of Environmental Protection, supported by UNDP, established a relevant inter-ministerial working group to contribute to the development of NAP document. Also, the Ministry of Environmental Protection has taken the hosting of the Digital Atlas. The relevant decisions were made at the project Board meetings, in consultations and agreement with the Ministry of Agriculture, Forestry and Water Management. No less important is the integration of CCA training modules into the Official Training Program for professional development of civil servants governed by NAPA.

Furthermore, within the Project, 11 newly developed recommendations for improving the legal and policy environment for CCA were developed. Some of those recommendations were applied in the draft amendments of the Law on Environmental Impact Assessment, and Law on Strategic Impact Assessment (yet to be adopted) and others incorporated as actions in the NAP document.

The applied synergetic approach to CCA and DRR, particularly at local level planning, is a good example which can catalyze synergy creation among other sectors and disciplines, not only relevant for CCA, but also for the overall Serbian society. The project also generated two Best Practices - Digital Climate Atlas and Master's Programme which are likely to have a replication effect at regional (Western Balkans) and international level.

Project has already initiated the second phase, with good prospects to receive financial support. Also, Environment and Climate Action is amongst the priority sectors for the IPA III (2021-2027). It is reasonable to expect that the Government of Serbia will allocate necessary co-financing resources if necessary. Therefore, there are good prospects for sustained follow-on financing.

Progress to Impact

In terms of social impact, the Project considerably contributed to increased CCA related capacities and awareness, both at national and subnational levels, considering that almost 1,500 various stakeholders (ministry representatives, local administrations, experts, scientists, journalist, policy makers, professionals NGO representatives) directly participated in training and outreach activities organized. Furthermore, through

supporting the process of NAP development, the project has also addressed the absence of strategies, plans and processes on CCA and DRR planning in the country. In this process, relevant line ministries, different institutions, and sectoral/departmental administrative units of the Government and LSGs were engaged, enabling thus creation of the linkages and supporting mechanisms that help bridging the sectorial 'silos. The Project Best Practice, the Digital Climate Atlas is designed to be used by many different target groups - from national and local policy makers and planners, experts and researchers to media, general public and individuals.

The project also impacted the CCA technical and analytical capacities in the country bringing together many experts from different disciplines to build a knowledge base through socioeconomic, risk and vulnerability assessments. This opened new avenues for interdisciplinary work which is to inform the sectoral strategic planning and to contribute to the lightening of the adaptation as topic within traditional vulnerable and also other sectors (energy, infrastructure, roads). The other Project Best Practice, the CC/CCA Master's program is expected to have large impact on the national research community and national capacity to address CCA enrolling the future analysts, planners, project developers, experts and researchers in the area of CCA.

Finally, the Project also has policy impacts by making interventions in the proposed amendments of the Law on Environmental Impact Assessment and Law on Strategic Impact Assessment and incorporating some recommendations from the background assessments into the NAP document. Also, the project contributes to achieving the adaptation commitments of the Serbia's NDC, commitment to working on the implementation of the 2030 Agenda for Sustainable Development, in particular SDG 13, as well as towards country performance under Chapter 27 Environment of the EU accession negotiations.

Overall, the potential of the Project to have significant mid-term and long-term influence on CCA in the country is convincing, given its knowledge products, impact programs for capacity building and awareness rising, established CCA planning process and the NAP document.

5. Main Findings, Conclusions, Recommendations & Lessons

5.1. Main Findings

Relevance

At national level, the **project design** was informed by stocktaking exercise (UNDP 2017) which highlighted the existing information gaps, capacity weaknesses, as well as a general lack of awareness of CCA, both at the national and subnational levels, as well as prevailing barriers to CCA and DRR planning in the country. Besides taking into account the perspectives of those affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, the project design incorporated properly the lessons learned of the previous projects implemented by UNDP in Serbia (CSUD, CBIT and 2BUR-3NC), capitalizing also on the knowledge body related to climate change impacts, vulnerabilities and initial assessment of adaptation priorities in Serbia developed under the FNC (2010) and SNC (2017) to the UNFCCC. At international level, the project was aimed to be a contributor to Serbia's NDC adaptation commitments, 2030 Agenda for Sustainable Development, in particular SDG 13, as well as towards country performance under Chapter 27 Environment of the EU accession negotiations.

The **Results Framework** from the ProDoc (2 Outcomes, 6 Outputs, and 22 Activities) is linked to the strategic and programmatic priorities (outcomes and outputs of the actual UNDAF and UNDP Strategic Plan documents) and the project's theory of change. It has a change pathway that explains how the project will contribute to outcome-level change and why the project strategy will likely lead to this change. Following the GCF procedures, the Results Framework from the ProDoc was amended at the project beginning in order to ensure effective progress monitoring. The revised Results Framework includes assumptions and 22 indicators at output level and also additional quantitative targets. In general, the indicators and targets satisfactorily meet the SMART standard.

Several **assumptions** are made through in-country stakeholder consultations and five **potential risks** are identified in the Risk Log of the ProDoc of different category – organizational, financial and political. For each of them, potential consequence, countermeasures/management response, probability and impact are specified.

The **gender aspects** are factored into the project design which stipulates that the approaches, tools, action plans, consultations and analyses throughout the various outcomes take into consideration resilience of men and women in response to climate change. The inclusion of gender sensitive approaches in vulnerability assessments under Outcome 1, training and M&E tools in Outcome 2 and financing strategy in Outcome 3 is to be undertaken through a participatory and inclusive process. Serbia's Coordinating Body for Gender Equality is to be consulted as a major national entity that will ensure all NAP measures and activities are aligned with national gender policy.

Regarding **other cross-cutting issues**, principle for mainstreaming human-rights based approach is adopted, covering (1) open monitoring, information and knowledge management and broad community engagement and participation; (2) improving the transparency and accountability of local governance, opportunities for public participation in decision making and quality and cost-efficiency of public services and (3) enhancing equal human rights to safety, healthcare, social security and education, new employment and business opportunities. Furthermore, DRR is strongly addressed in the project design as a cross-sectoral topic, and also a clear linkage to 2030 Agenda for Sustainable Development, including all SDG 13 targets is drawn.

Effectiveness

NCCC mandate and NAP draft document: The NCCC has not been operational in reality, mainly due to external factors. The non-functioning NCCC to some extent has been compensated by the Project Working Group and later with the Working group for NAP development established by the MEP, but sustainability is not ensured beyond the project. Under the project, Rules and Procedures for NCCC mandate are developed, so the mandate of NCCC formally exists, but is not sufficiently comprehensive (example of missing aspects: Monitoring and Evaluation of CCA, NAP updating and reporting). The project also developed 11 recommendations for improving legal and policy environment for CCA, some of them resulted in changes in the draft amendments of the Law on Environmental Impact Assessment, and Law on Strategic Impact Assessment, and others were incorporated as actions in the NAP document. The latest draft NAP document covers 6 sectors and DRR as cross-sectoral topic with CCA options. The document is in consultation process led by the MEP and supported by the Project. The NAP document is expected to be approved by the end of the Project. The phased implementation strategy for investment in the prioritized CCA actions is expected to be developed by the end of the Project.

Knowledge base products: Data sets and synthesized climate impact analyses (availability of climate and socioeconomic information, climate data, data on risks and impact assessments, and information on adaptation measures) compiled for 6 priority sectors and 2 specific regions are well elaborated and cohesive. 4 multi-hazard comprehensive risk and vulnerability assessments were completed, and additional 2 multi-hazard risk and vulnerability assessments prepared with lower level of comprehensiveness mainly due to lack of data. Evidenced from interviews and focus groups, very strong cooperation and multidisciplinary approach applied (meteorological experts with sectoral experts in agriculture, water and forestry) and additional analytical capacities at national level built. However, the generation of knowledge base products was based mainly on expert work, without significant consultation with the relevant ministries and other stakeholders. Also, no joint work with gender experts was conducted, so the mainstreaming of gender aspects in the knowledge base products was not realized as planned.

Guidelines for gender mainstreaming of national climate change policies with focus on adaptation planning developed for 5 sectors: energy, agriculture, water management, mobility (traffic) and infrastructure. 5 gender of gender-responsive screening methodologies are under development (to be finalized by the end of the Project). However, the guidelines and the methodologies are based mainly on gender expert work without significant consultation with the sectoral experts and policymakers.

Many climate scenarios at national and sub-national level which are based on international referent climate scenarios are included in the Digital Climate Atlas of Serbia and are publicly available. The Digital Climate Atlas of Serbia is one of the key Project achievements which justifiably can be highlighted as a project Best Practice based on its multi-purpose services – informing the strategic planning at national and local level, providing common input data for sectoral socioeconomic, risk and vulnerability assessments, as well as providing input data for capacity building and awareness rising materials.

Finally, the project delivered a methodology for development of local DRR plans with integration of climate change and CCA aimed at adequate addressing the DRM at local level.

NAP capacity needs assessments and trainings. Sufficient information on capacity needs was compiled, ensuring adequate design and scoping of the workshops and trainings. 11 trainings were held on capacities for vulnerability assessments and for CCA planning (8) and CCA-DRR nexus (3) with overall attendance of the trainings above 700 participants (>220 from ministries and subnational stakeholders). 3 training modules were developed on capacities for vulnerability assessments and for CCA planning on RMHS role and climate data available and CCA-DRR nexus. 11 presentations (training materials) prepared, 8 of them available at the Project website.

Strong cooperation and on-going training cycles with the National Academy for Public Administration were established. Since 2021, 3 training modules with knowledge test are available for long-term as an integral part of Programme for Professional Development of Civil Servants. Up to now, 332 civil servants undertook the training (122 passed the knowledge test).

Awareness and outreach results. A Comprehensive Communication and Outreach Strategy for the CCA activities in the Republic of Serbia was developed under the Project. 8 media workshops, 2 high level events and a number of other types of awareness raising events were organized (more than 450 participants), as well as 6 sectoral brochures on CCA were developed to facilitate Project outreach.

Yet another Best Practice of the Project is the CC/CCA Master's program curricula, developed at the University of Belgrade (accreditation is expected in the near future) with participation of 14 faculties and 20 professors in line with the multidisciplinary and multicultural nature of CCA. The program will enroll future analysts, planners, project developers, experts and researchers in the area of CCA.

Efficiency

UNDP management and oversight arrangements enabled engagement of many sectors of the economy, different types of institutions and stakeholders, many disciplines, different level of governance and many experts with variety of expertise, and finally, many individuals with different level of knowledge, capacities, interests and priorities (evidenced also in almost all interviews and focus groups).

The adaptive dimension of the project management is strong, demonstrated through the following:

- The weak mandate of NCCC for CCA was compensated with a project Working Group with representatives of all relevant ministries and other stakeholders.
- The project team managed to deliver effectively in the circumstances of changing of contact persons and personnel and mandates within the implementing partners and other stakeholders, as well as changes in UNDP team, displaying flexibility and efficient coordination.
- The project team managed to respond adequately to the changes within institutional and legal frameworks affecting directly NAP development (adoption and enforcement of Law on Planning System and Law on CC legislative and institutional changes (adoption on new Law on Planning System, separation of environmental protection sector from the Ministry of AFWM)) and emerging needs of the implementing partners and other stakeholders. Examples of adaptive actions include: Combining some training events, updates of some sectoral analyses and reports, inclusion of additional sectors, conducting ex-ante assessment and SEA.
- The project team adjusted well to working under COVID restrictions applying online and hybrid mode of operation (confirmed by all key informants, particularly relevant for training and some of the outreach activities), as well as in the circumstances of political turmoil, parliamentary and presidential elections

UNDP also delivered GCF-specific oversight and quality assurance services, such as day to day project oversight supervision covering the start-up and implementation, oversight of project completion and oversight of project reporting.

Management arrangements at implementing partners and support of the project activities were well-functioning within the limits of institutional and human capacities of the partnering ministries, which were further affected by changes of personnel and mandates, as well as changes in the legislative framework relevant to NAP process. Since June 2022, the NAP document development process was closely coordinated by the Ministry of Environmental Protection with support of the Project, ensuring political commitment and ownership of the government over the process and the Plan, followed by the intensive consultations and bilateral discussions with all relevant policymakers and stakeholders. Also, the MEP adopted the hosting of the Digital Atlas ensuring thus institutionalization of its data.

From today's perspective, with evidence provided by the Key Informants, the **Assumptions and Risk framework** does not reflect adequately the complexity of the project and its context (two out of three identified assumptions have proved unrealistic, very important risks were missed, like for example, those related to the negative impact on project efficiency that replacements of the personnel/key persons and institutional changes had, and probability of the identified risks was largely underestimated. This drawback is mitigated with the revision of the Results Framework from the ProDoc which specified the assumptions in more details at output level.

The work-planning process was results-based and followed strictly the Results Framework. Some delays in the implementation of the activities were experienced, but mostly due to COVID-19 and other changing context/ external factors. As confirmed by the UNDP team, lack of local expertise in specific areas/disciplines caused difficulties in finding appropriate experts and affected timeliness of the experts engagement. Also, some of the experts pointed out short period for their assignments, but this was also compensated with their commitment and enhanced efforts to meet the deadlines

Project finance came exclusively from GCF. The project's budget is at the outcome level and is specified for the duration of the project in a multi-year budget. Changing in the budget was adequately conducted as per UNDP standard operational procedures with justifications provided. There were some underspending in the first two years, and a major deviation in planned versus actual expenditures occurred in 2022 which were mainly related to the COVID-19 crises. Currently, the expenditure ratio is slightly above 93% with good chances for full spending at the end of the project given the remaining activities. Also, the total actual expenditures per outcome fit well into the total planned project budget per outcome.

Clear and comprehensive **Monitoring and Evaluation** responsibilities are specified for the Project Manager, Project Board, UNDP Country Office and UNDP. Additional GCF monitoring and reporting requirements are also specified as to include Inception Workshop and Report, GCF Readiness Support Interim Progress Report, Lessons learned and knowledge generation and Final Independent Evaluation Report. Mandatory GCF M&E Requirements are adequately budgeted, and the allocated budget is specified by activity, responsibility, indicative costs and timeframe. Also, there is a well elaborated monitoring plan with monitoring activities and their purpose, frequency and expected action is also included.

Day-to-day monitoring of project results and risks is conducted effectively on a regular basis. Following the GCF procedures, the Results Framework from the ProDoc was amended at the project beginning with quantitative targets, indicators at output level and more output specific assumptions in order to enable progress monitoring in quantitative terms. The gender segregated data have been introduced as practice for attendance monitoring of most of the projects capacity building trainings and workshops. Although the pre- and post- training participant surveys are included in the revised RF as means of verification of capacity built, they were not conducted, so it was not possible to verify the achievement.

Reporting of project performance and achievements was conducted following tightly the requirements. Hence, Project Board meetings were organized as required to assess the performance of the project and appraise the Annual Work Plan for the following year. GCF monitoring and reporting requirements in terms of Inception Workshop and Report, as well as GCF Readiness Support Interim Progress Reports are adequately implemented.

Quality Assurance was adequately implemented through quality checks at the Design & Appraisal stage and at the Implementation stage (UNDP oversight supervision covering the start-up and implementation). Annual work plans to support the efficient implementation of the project were developed as required. Progress monitoring was enhanced with two monitoring missions conducted at the end of 2020 and at the end of 2021 by the UNDP Programme Analyst and Portfolio Manager. The corresponding monitoring sessions reports were presented and discussed at Project Board meetings.

The project greatly benefited from broad and active **stakeholder participation**. Most of the initially planned stakeholders have been included as planned – the key national ministries: Ministry of Agriculture, Forestry and Water Management and Ministry of Environmental Protection, other key national institutions relevant for CCA (Ministry of Interior, Ministry of Mining and Energy, Ministry of Infrastructure), research institutes and individuals, LSGs, NGOs, etc. Furthermore, the Project established new partnerships and further enhanced existing cooperation with some institutions. Examples include NAPA through institutionalization of training programme for civil servants and Belgrade University, through development of CC/CCAMaster’s Programme. Synergy has been established with Project “EU for Civil Protection and Disaster Risk Resilience Strengthening in the Republic of Serbia (DRR) - EU funded, UNDP implemented from 2020-2024, through joint organization of NAP trainings and ensuring compliance of with the Disaster Risk Register of the Republic of Serbia recently developed by Public Investment Management Office of the Republic of Serbia within the DRR project.

The project also significantly benefited from the well-functioning **communication** and variety of **outreach** activities. The Project proved to be significantly successful in bringing the adaptation and climate change topic to the wider audience and public through well designed and carefully implemented Communication and Outreach Strategy, including innovative approach for attracting journalist, media, editors-in-chief and other interested groups. Examples include ensuring participation of key media people, editors and directors at public events, tailor made media trainings, showcase events, or usage of the upcoming, already recognized events (like COPs) to promote the topic.

All interviewed stakeholders commended the Project for the demonstrated responsiveness and readiness to accommodate their needs and changing circumstances.

Sustainability

The TE team found a number of elements that are supportive to the **main project products’ sustainability**. Hence, for the Digital Atlas, it is its high potential to integrate into Serbian society due to its multipurpose nature - to inform strategic planning at national and local level, provide input data for sectoral socioeconomic, risk and vulnerability assessments, as well as to serve as provider of input data for capacity building and awareness rising materials. For training modules, it is their inclusion in the NAPA programs for training of civil servants; Sustainability supportive element for Master’s program is its comprehensive and multidisciplinary approach and its potential for integration into the European Research Area through participation in Horizon Europe projects (CC/CCA is among the top priorities Horizon Europe program); Finally, the NAP document, which is a first response to the requirement from the Law on Climate Change, is required to be regularly updated, also, as a commitment from the Serbian NDC. As confirmed by the relevant Key Informants, there is a need for continuous update of the scenarios included in the Atlas following the development of the international referent scenarios, as well as extension of its scope to include historical data collected by the Hydrometeorological Service and data form the measuring stations. Furthermore, it was confirmed that there is a need for further promotion of the Master’s program and its integration in the European Research Area.

Specifically for **financial sustainability**, the second phase of the NAP project, which deals with the financial strategy and monitoring aspects of the NAP, has been already initiated. Furthermore, Environment and Climate Action is amongst the priority sectors for the IPA III (2021-2027). It is reasonable to expect that the Government of Serbia will allocate necessary co-financing resources if necessary.

As to the **institutional framework and governance sustainability**, the Ministry of Environmental Protection, with support of the project, has coordinated the NAP process and the relevant planning document development. The NAP preparation is a requirement from the adopted Law on Climate Change and also, as commitment from the NDC. Confirmed by the relevant Key Informants, Harmonization of Serbia’s legislation with EU acquis will be the main driver for improvement of the relevant CCA institutional and governance

frameworks at national, but also at local level for the years to come. It is expected that the national and local institutional and governance frameworks for CCA will be sustained and even strengthened during the process of Serbia's accession to EU. However, risks related to inconsistency of political players and local policies, as well as risks of insufficient and inadequate institutional and human resources remain valid also for the years to come.

Regarding the **socio-economic sustainability**, as also confirmed by the relevant Key Informants, the investments which contribute to addressing the negative effects of climate change, as well as building a resilient society will continuously be among the top country priorities, given also the country aspiration for EU membership. In parallel, they can contribute to further enhancing or maintaining the quality and availability of public services and equal human rights to safety, healthcare, social security and education, while also creating new employment and business opportunities and support human rights to work. However, the TE team noted that the transformation into a carbon-neutral and climate change adapted society, as well as all other processes, could have negative effects on vulnerable social groups that will require special care.

Finally, the TE team found a safeguard for **environmental sustainability** in the Environmental Impact Assessment requirement from the Environmental law.

5.2. Conclusions

The project is adequately aligned with the national and international priorities and properly incorporates synergies with and lessons from other relevant projects. The Results Framework is clearly linked to the strategic and programmatic priorities and the project's theory of change. Assumptions and risks, gender and other cross-cutting issues are adequately factored in the project design. The **relevance** is rated as highly satisfactory.

Progress towards Outcomes Analysis have shown that all targets but one for the knowledge base products, NAP capacity needs assessments and trainings and awareness and outreach products are met at TE stage. The one that is not met concerns 5 gender-responsive screening methodologies which are under development and will be finalized by the end of the Project. The TE team notes the lack of cooperation between sectoral experts and gender experts as an issue which prevented an effective gender mainstreaming (on the Gender Responsive Effectiveness Scale (GRES), the project is assessed to be gender targeted). Also, the TE team notes the ineffective pairing of scientific expertise with government officials and policy developers. Regarding NCCC mandate and NAP documents, targets are either partially met or expected to be met by the end of the project. Hence, Rules and Procedures for NCCC mandate are developed, so the mandate of NCCC formally exists, but is not sufficiently comprehensive. The NAP document is in consultation process, expected to be approved by the end of the Project. The phased implementation strategy is also expected to be developed by the end of the Project. The **effectiveness** is rated as satisfactory.

UNDP management and oversight arrangements were adequately established for a project - pioneer in addressing climate change adaptation planning which requires very intensive intersectoral, interinstitutional, interdisciplinary and also interpersonal communication, coordination and cooperation. A strong adaptive project management is convincingly demonstrated. Management arrangements at implementing partners and support of the project activities were well-functioning within the limits of institutional and human capacities of the partnering ministries. Overall, the processes of work-planning, financial management, M&E, reporting and quality assurance are well-functioning. Issues noted include unrealistic assumptions and missed risks in the design phase, difficulties in finding local experts due to lack of local expertise in specific areas/disciplines,

impossibility to verify achievements in terms of capacity built and awareness raised. The project greatly benefited from broad and active stakeholder participation and from the well-functioning communication and variety of outreach activities. The **efficiency** is rated satisfactory.

The sustainability of the main project products is convincingly demonstrated. Continuous update and promotion of the Project products (particularly Best Practices) is needed to maintain their sustainability in the years to come. Financial sustainability is rated likely, as is the environmental sustainability. Institutional framework and governance sustainability is rated moderately likely. Particularly for the second phase of the project, which is focused on CCA financing strategy, inclusion of the Ministry of Finance in the management and governance structure of the second phase of the project is needed to mitigate the risks of insufficient and inadequate institutional capacities. Targeted training for representatives of the Ministry of Finance and other stakeholders from the financing sector are needed to mitigate the risks related to human resources. Socio-economic sustainability is also rated moderately likely. For this dimension, a need for developing effective solutions for addressing the negative socio-economic effects is noted. The overall **sustainability** of the project is likely, given the convincingly demonstrated sustainability of project results and the assessed level of likelihood along financial, socio-economic, institutional and environmental dimensions.

5.3. Recommendations

Analysing the project performance along the criteria of relevance, effectiveness and efficiency, the TE team noted the following issues:

- Issue 1: Lack of cooperation between gender experts and sectoral experts and policymakers
- Issue 2: Ineffective pairing of scientific expertise with government officials and policy developers
- Issue 3: Unrealistic assumptions and missed risks in the design phase
- Issue 4: Difficulties in finding local experts due to lack of local expertise in specific areas/disciplines
- Issue 5: Impossibility to verify achievements in terms of capacity built and awareness raised

Also, the following needs are identified either to maintain the project products' sustainability in the years to come, or to mitigate the potential risks identified along some of the sustainability dimensions:

- Need 1: Continuous update and promotion of the Project products (particularly Best Practices)
- Need 2: Inclusion of the Ministry of Finance in the management and governance structure of the second phase of the project
- Need 3: Conducting targeted training for representatives of the Ministry of Finance and other stakeholders from the financing sector
- Need 4: Developing effective solutions for addressing the negative socio-economic effects

In line with the identified issues and needs, the TE team make the following recommendations:

Include evidence-based consultation with policy makers and planners as a requirement in the TORs for experts engaged for knowledge base development. This recommendation would address Issue 2 and ensure functional expert – policymaker partnerships aimed at producing high quality and relevant knowledge products. Policy makers and planners would also have an ownership over the knowledge products and utilize them to inform the CCA policy making and planning. Besides for UNDP and GCF, this recommendation is relevant for other donors or potential supporters of projects with high complexity related to their nature and context, as well as for experts – project designers and developers of project concepts and project documents and could be applied continuously.

Engage tandem-based expertise (national-international) for developing knowledge base products. This recommendation would address Issue 4. Also, it will help enhancing and building new technical and analytical capacities at national level. Preparation of joint publications in high impact scientific journals, which will acknowledge the support received from the project, should also be encouraged. Besides for UNDP and GCF, this recommendation is relevant for other donors or potential supporters of projects in the areas facing lack of technical and analytical capacities at national level, as well as for experts – project designers and developers of project concepts and project documents and could be applied continuously.

Bring gender experts with sectoral experts and policymakers to work together. This recommendation would address Issue 1. To ensure effective mainstreaming, gender experts should be involved and work together with sectoral experts and policymakers from the very beginning of the knowledge generation or planning processes. This will help advancing on the Gender Responsive Effectiveness Scale (GRES) towards “gender responsive” or even “gender transformative” assessment. Besides for UNDP and GCF, this recommendation is relevant for other donors or potential supporters of projects with high complexity related to their nature and context, as well as for experts – project designers and developers of project concepts and project documents and could be applied continuously.

Include monitoring of the contributions to the capacity built and awareness raised as a requirement in the TORs for experts engaged in development of training modules and awareness rising materials. Specific monitoring plan and tools, for example, pre- and post- surveys, should be required as additional deliverables in the TOR. This is particularly important for the projects with a prominent capacity building and awareness rising components, as is the NAP project, and would help monitoring the project performance and designing corrective actions if needed. This recommendation would address Issue 5. Besides for UNDP and GCF, these recommendations are relevant for other donors or potential supporters of projects with prominent capacity building and awareness rising components, as well as for experts – project designers and developers of TORs and could be applied continuously.

Analyse the assumptions and risks more thoroughly. The analyses should take into account the complexity of the project topic and theory of change, Social and Environmental Standards and screening, situation analysis, capacity assessments and other analysis such as funding potential and reputational risk, as well as lessons learned from the similar by nature and complexity national and international projects. Assumptions and risks should be identified through a consultative process with key internal and external stakeholders. Clear and complete plan should be devised and reflected in project budgeting and monitoring to manage and mitigate each risk, including security risks. This recommendation would address Issue 3. Besides for UNDP and GCF, this recommendation is relevant for other donors or potential supporters of projects with high complexity related to their nature and context, as well as for experts – project designers and developers of project concepts and project documents and could be applied continuously.

Expand the management and governance structure of the second phase of the project with the Ministry of Finance. Since CCA financing strategy is one of the focus areas of the second phase, this recommendation would ensure adequate governmental support for the project activities. This recommendation would address Need 2. Besides for UNDP and GCF, this recommendation is also relevant for other donors or potential supporters of similar projects (mobilizing CCA finance, implementation of specific CCA measure or program), as well as for experts – project designers and developers of project concepts and project documents. This recommendation is for the second phase of the project, but also could be applied continuously.

Conduct targeted training for representatives of the Ministry of Finance and other stakeholders from the financing sector in the second phase of the project. One of the topics to be covered by the training are the available financing mechanisms and innovative business models in the area of CCA. Other possible topic is the Climate Budget Tagging (CBT) which is a tool for monitoring and tracking of climate-related expenditures

in the national budget system, enabling government to make informed decisions and prioritize climate investments. This recommendation would address Need 3. Besides for UNDP and GCF, this recommendation is also relevant for other donors or potential supporters of similar projects (mobilizing CCA finance, implementation of specific CCA measure or program), as well as for experts – project designers and developers of project concepts and project documents. This recommendation is for the second phase of the project, but also could be applied continuously.

Update, extend and promote continuously the Digital Climate Atlas. The included national and subnational climate scenarios should be updated following the developments and updates of the referent international climate scenarios. The extension could be realized along two lines – to include sections for historical climate data from the Hydrometeorological service and to connect with the Measurement Stations to collect and display measured data. This way the Digital Climate Atlas will represent an all-in-one climate data provider serving for a number of purposes – national and local planning, background analyses and assessments, capacity building and awareness rising. This recommendation would address Need 1. Besides for UNDP and GCF, this recommendation is relevant for other donors or potential supporters of projects in the area of CCA, as well as for experts – project designers and developers of project concepts and project documents and could be applied continuously.

Engage with the University of Belgrade for further promotion of the Master’s program and its integration in the European Research Area. For example, specific activities could include organization of International Scientific Conference in the area of CCA, introducing awarding scheme (Best student, Best scientific paper, Best project concept, Best business plan for CCA action, etc.), preparation of joint proposals for participation in the relevant Horizon Europe calls. This recommendation would address Need 1. Besides for UNDP and GCF, this recommendation is relevant for other donors or potential supporters of projects in the area of CCA, as well as for experts – project designers and developers of project concepts and project documents and could be applied continuously .

Analyse thoroughly the root causes of negative effects on vulnerable social groups that will require special care. The negative socioeconomic effects should be specified through a consultative process with key internal and external stakeholders the develop effective solutions for addressing the negative socio-economic effects. This recommendation would address Need 4. Besides for UNDP and GCF, this recommendation is relevant for other donors or potential supporters of projects in the area of CCA, as well as for experts – project designers and developers of project concepts and project documents and could be applied continuously.

5.4. Lessons Learned

Capacity Building, Awareness Rising, Knowledge Base Generation, Development of a Planning Document, are the key words defining the focus of the NAP project, and all that for a topic of CCA. Although among the first initiatives of this type in the country, which had to deal the challenge of maintaining continuity of the processes in the circumstances of changes in political context, personnel and mandates, and institutional and legislative frameworks, as well as challenge of Adjusting to COVID related restrictions, the NAP performed satisfactory along the first three components and achieved the respective targets. A lesson learned for future initiatives in these areas is to follow suit of the NAP project.

When it comes to the last component, two editions of a NAP document were developed and consultation and inputs collection form relevant institution is ongoing. The adoption by the government is expected by the end of the project which introduces uncertainty about the project meeting its target. Therefore, a lesson learned is that a commitment (target) for governmental adoption of a strategic or planning document should be avoided. Particularly, for strategic or planning documents for which formal obligation is recently introduced (no experience and knowledge for preparation and adoption exist) and which require intensive

intersectoral and interinstitutional communication, coordination and cooperation. Instead, support preparation of background documents and reports, studies and assessments which will be in function of the strategic and planning documents, facilitate dialogue among various stakeholders and support logistically the process of planning without commitment for formal adoption by the government.

6. Annexes

A1: TE TOR (excluding TOR annexes)

A2: List of persons interviewed

A3: List of documents reviewed

A4: Evaluation Question Matrix

A5: TE Rating scales

A6: Signed UNEG Code of Conduct for Evaluators

A7: Evaluation Consultant Agreement form

A8: Signed TE Report Clearance form

Annexed in a separate file: TE Audit Trail OK

Annexed in a separate file: relevant terminal GCF/LDCF/SCCF Core Indicators or Tracking Tools, as applicable.

A1: Terminal Evaluation Terms of Reference**Terms of References**

Identification of the Position

Job Title:	International Terminal Evaluation Consultant
Project:	Advancing medium and long-term adaptation planning in the Republic of Serbia
Reporting to	Portfolio Manager
Evaluation Manager:	Programme Analyst, Monitoring and Evaluation, Reporting and Assurance
Location:	Home-based with one mission to Belgrade, Serbia
Travel requirement:	Yes (depending on Covid pandemic restrictions)
Application deadline:	3/15/2023
Type of Contract:	International
Duration:	April - 5 June 2023 (up to 25 work days)

Background and context

Serbia became a Party to the Paris Agreement in August 2017. Previously, Serbia submitted its Intended Nationally Determined Contribution (INDC) to the UNFCCC on June 15th, 2015, prior to the UNFCCC COP21 with a pledge to reduce its GHG emission by 9,8% from the 1990 level by 2030. Also, Serbia's INDC contains adaptation related part due to decades long negative impacts of the climate change and vulnerability of the country. This pledge/NDC will be achieved by reducing emissions in key sectors, such as energy production/consumption, agriculture, waste management, transport, and forestry. By ratifying the Paris Climate Agreement in July 2017, Serbia's INDC became its NDC.

Serbia has made much progress in establishing an effective institutional and legal framework to combat climate change, though significant gaps and needs remain. These include further capacity building and information/ knowledge sharing among responsible and competent institutions, at the national and local levels. Through the EU IPA assistance framework, there is on-going work on the development of a National Climate Change Strategy (it is expected that this document will be adopted by the end of 2019). The combination of the results of the NAP process and the expected National Climate Change Strategy will provide an enabling policy environment to support further integration of climate change adaptation (CCA) issues into existing strategies.

Serbia has also begun establishing the basic institutional structure for overall coordination of the climate change policy, with a focus on climate change mitigation. Coordination occurs mainly through the National Climate Change Committee (NCCC), comprised of key governmental institutions, state agencies, research community and CSO representatives that is responsible for oversight and the M&E of climate change related actions, and the process of preparing and implementing the NDCs.

The Ministry of Agriculture, Forestry and Water Management is the GCF focal institution and also the ministry in charge of the most climate-vulnerable sectors in Serbia. The Unit for Climate Change in agriculture within this ministry has the responsibility for inclusion of climate change issues into sectoral policies and legislation, among others. The Ministry of Environmental Protection, Climate Change Unit is the UNFCCC focal point, and provides ad-hoc secretariat services to the NCCC. The Ministry of Environmental

Protection is also the main Government institution responsible for coordination of the process of preparation of National Communications and Biennial Update Reports, and for overall compliance and coordination with UNFCCC and EU climate policy requirements. Serbia is party to the UNFCCC since 2001 and a Non-Annex 1 Party to the Kyoto Protocol).

Though CCA policies and measures have been, to a certain extent, recognized in the National Communications, the majority of sectorial strategic and regulatory documents contain only indirect and fragmentary references that relate to CCA. This indicates a need for further coordination, integration and progress monitoring across all sectors. The sectors whose documents some references to CCA include the agriculture, forestry, water management and health sectors. The new Law on Climate Change and the new Strategy for Climate Change with the Action Plan for the Republic of Serbia are key measures in improving the enabling environment.

The NAP process is expected to help create these much-needed linkages and supporting mechanisms by helping bridge sectorial 'silos.' These linkages will also need to be reflected in a planned, comprehensive climate change MRV system that will allow for incremental and more ambitious increases in sectorial targets and goals, per the Paris Agreement, leading to future revisions and improvements in the NDC.

The underlying challenge is that currently there is no comprehensive framework for adaptation in Serbia, though the National Communications provide a preliminary assessment of climate-induced vulnerabilities. To leverage these preliminary activities towards climate resilience, this readiness effort aims to support priorities identified in the NDC by addressing existing weaknesses and barriers.

About the Project

Project title	Advancing medium and long-term adaptation planning in the Republic of Serbia (NAP)
Atlas ID	00105424
Corporate outcome and output	UNDP Strategic Plan 2018-2021, Signature solution 4: Promote nature-based solutions for a sustainable planet ¹ UNDP Strategic Plan 2022-2025, Signature solution 4: Environment ²
Country	Serbia
Date Project document signed	10 December 2019
Project End date	23 July 2023
Project budget	USD 1,935,484
Project expenditure at the time of evaluation	TBC
Funding source	Green Climate Fund
Implementing party	UNDP

¹ <https://www.undp.org/iraq/publications/undp-strategic-plan-2018-2021>

² <https://www.undp.org/publications/undp-strategic-plan-2022-2025>

The Project “Advancing medium and long-term adaptation planning in the Republic of Serbia (NAP)” is supported by the Green Climate Fund (GCF) and implemented by UNDP in Serbia.

Project activities and information is also available at the project’s website on the link <https://adaptacije.klimatskepromene.rs/en/home/>

The overall Project’s objective is to improve Serbia’s legal framework for addressing climate change vulnerabilities and strengthen institutional capacities for integrating climate change adaptation (CCA) measures into decision making and investment planning. The Project advances adaptation planning in Serbia with a focus on most vulnerable sectors such as agriculture, water management forestry, infrastructure, health and biodiversity, upgrading the knowledge base for adaptation, prioritizing adaptation interventions for the medium term, building institutional capacities for integrating climate change adaptation and demonstrating innovative ways of financing adaptation at the sub-national/local government level.

The project has suffered additional delay due to COVID-19. Serbia recorded its first COVID-19 patient on 6 March 2020 and by the end of the month the Government declared state of emergency, including a partial lockdown and restriction on public gathering, travel and curfew across the country. The Project has readjusted its activities to the new mode of work and importantly, supported the partners in addressing recovery from and resilience to pandemic. So far, the country has recorded over 2 million confirmed cases, with over 16,000 deaths. In August 2020, the GCF approved a 3-month extension of the project at no additional cost, due to COVID 19 delays in implementation of project activities.

In addition, The Government of Serbia adopted the Law on Climate Change in March 2021, and as per this Law, the Government of Serbia must adopt the National Adaptation Planning (NAP), a public policy document complementary to the Law on Climate Change. The deadline for adoption is March 2023. Furthermore, as per the Law on Planning System adopted in 2018, for every public policy document, ex-ante analysis (impact assessment) must be performed, which is a time-consuming process that requires engagement of numerous stakeholders. The Ministry of Environmental Protection (MEP), as the responsible institution is in the process of preparing and submitting the NAP Programme document to the Government. The Presidential and Parliamentary Elections took place on 3 April 2022 and the new Government was established in late October 2022, which led to a certain delay in MEP’s responses and the dynamic of the NAP development process. Considering these delays, the project requested and obtained an additional 6-month project extension at no cost.

In order to accomplish the overall objectives to advance medium and long-term adaptation planning, the activities have been designed under three components or outcomes, and two phases. This project is the first phase and covers the first two of the three outcomes:

Outcome 1: National mandate and steering mechanism in place for long-term CCA

Outcome 2: NAP implementation strategy developed

Outcome 3: System to monitor progress on adaptation strengthened and financing strategy for medium- and long-term CCA established

Evaluation purpose, objectives and scope

a) Purpose

UNDP commissions programme evaluations to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in UNDP's Country Programme Document (CPD). These are evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP Serbia and GCF Rules and Procedures, project evaluation is planned to be commissioned within the last six months of the project implementation.

The UNDP Office in Serbia is commissioning this independent evaluation on the NAP project to capture evaluative evidence of its relevance, effectiveness, efficiency, sustainability, and incorporation of gender and other cross-cutting issues in an effort to assess the achievement of projects results against what was expected to be achieved. The evaluation will ascertain 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. The evaluation serves an important accountability function, providing national stakeholders and partners in Serbia with an impartial assessment of the results of NAP's intervention.

b) Objective

The evaluation will assess project performance against expectations set out in the project results framework (Annex H). The TE will assess results according to the criteria outlined in the UNDP Evaluation Guidelines³. The evaluation will consider the pertinent outcomes and outputs as stated in the project document focused towards advancing medium to long term planning in climate sensitive sectors in relations to Country Programme Outcome #3: Serbia adopts and implements climate change and environmentally friendly strategies that increase community resilience, decrease carbon footprint and boost the benefits of national investments. The NAP programme has implemented 2 outcomes. An analysis of achievements across both 2 outcomes is expected. In addition, this Evaluation aims to provide forward-looking recommendations to the Green Climate Fund and UNDP on the sustainability of the Project results and the Project's scaling up potentials.

c) Scope

The Evaluation will assess the extent to which the planned Project outcomes and outputs have been achieved since the beginning of the Project on 10 December 2019 and likelihood for their full achievement by the end of the Project on 23 July 2023 (based on the Project Document and its results framework). The Evaluation will investigate the overall Project performance and results of the Project, capturing the changes triggered by the Project in the area of Climate Change Adaptation in the country.

To the extent possible, the Evaluation will also consider the results of the Project's contribution to address the COVID-19 pandemic.

The Evaluation will look into the Project's processes, strategic partnerships and linkages in the specific country's context that proved critical in producing the intended outputs and the factors that facilitated and/or hindered the progress in achieving the outputs, both in terms of the external environment and risks, crisis caused by the pandemic, as well as internal, including weaknesses in programme design, management and implementation, human resource skills, and resources.

Evaluation criteria and key questions

³ <http://web.undp.org/evaluation/guidance.shtml#handbook>

The Evaluation of the Project Advancing medium and long-term adaptation planning in the Republic of Serbia will address the following questions, so as to determine the Project's relevance, coherence, effectiveness, efficiency, impact and sustainability, including lessons learned and forward-looking recommendations:

Relevance and coherence

- Were the Project objectives relevant to the needs and priorities of the country, having in mind political, social, legal and institutional context of the country?
- To what extent has NAP's selected method of delivery been appropriate to the development context?
- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?
- Where the Project's objectives and implementation strategies consistent with global, regional and country's environmental policies and strategies, considering Green Climate Fund and UN/UNDP Strategic Frameworks, EU accession agenda and Agenda 2030?
- Based on an analysis of Project stakeholders, the evaluation should assess the relevance of the Project intervention to key stakeholder groups.
- Were adequate steps taken by the Project to adjust its implementation strategy to the new circumstances and needs imposed by COVID-19 pandemic relevant?

Effectiveness

- What evidence is there that the programme has contributed towards an improvement in national government capacity, including institutional strengthening?
- To what extent have the intended results been achieved? What are the main Project accomplishments?
- Briefly explain the reasons behind the success (or failure) of the Project in producing its different outputs and meeting expected quality standards? Were key stakeholders appropriately involved in producing the programmed outputs?
- To what extent and how effectively have the Project specific approach and actions contributed to its outputs and outcomes? If so, why? If not, why not?
- 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?
- Has the NAP programme been effective in helping improve climate change adaptation planning in Serbia?

Efficiency

- Have resources (financial, human, technical) been allocated strategically and economically to achieve the Project results? Were the Project activities implemented as scheduled and with the planned financial resources? Is the relationship between Project inputs and results achieved appropriate and justifiable?
- To what extent have the target groups and other stakeholders taken an active role in implementing the Project? What modes of participation have taken place? How efficient have partner institutions been in supporting the Project's implementation?

- Has the communication and outreach of the Project been satisfactory?
- Has there been an economical use of financial and human resources and strategic allocation of resources (funds, human resources, time, expertise, etc.)?
- Did the Project have a sound M&E plan to monitor results and track progress towards achieving Project objectives?

Impact

- What is the Project impact in qualitative as well as quantitative terms from a broader development and system building perspective? What would the development have been like without the Project interventions in the area of concern?
- What are the positive or negative, intended or unintended, changes brought about by the Project's interventions?
- What real differences have the Project interventions made to the beneficiaries? How many people have been affected? Have women and men equally benefited from the Project?
- Assess any real change in gender equality, e.g. access to and control of resources, decision-making power, division of labor, etc.
- To what extent are key stakeholders/final beneficiaries satisfied with the implementation and results of the Project, specifically in terms of the partnership support and what are specific remaining issues in the area of concern?
- To what extent has the Project elevated cooperation between relevant institutions?
- Were there contributions to changes in socio-economic status (income, health, well-being, etc.)?
- How have cross-cutting issues, such as gender equality and reaching the most vulnerable, been effectively taken up?
- What is the mid-term and long-term Project influence on climate change adaptation in the country resulting from the NAP policy frameworks?
- Identify barriers and risks that may prevent further progress towards long-term impact.

Sustainability

- To what extent are the achieved outcomes and outputs sustainable? How could Project's results be further sustainably projected and expanded, having in mind the remaining needs? And by which institutions?
- What mechanisms have been set in place by NAP to support the Government of Serbia 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? How has the project developed appropriate institutional capacity (systems, structures, staff, expertise, etc.) that will be self-sufficient after the project closure date?
- Are there any social or political factors that may influence positively or negatively the sustenance of Project results and progress towards impacts? Is the level of ownership by the main stakeholders sufficient to allow for the Project results to be sustained?

- Are there sufficient government and other key stakeholder awareness, interests, commitment and incentives to utilize the tools, approaches and roadmaps in the development of NAPs?
- What are the innovations/ best practices that need to be further build upon?
- What opportunities exist for financial sustainability?

Catalytic role of the Project

- The catalytic role of the Green Climate Fund interventions is embodied in their approach of supporting the creation of an enabling environment and of investing in pilot activities which are innovative and showing how new approaches can work. UNDP also aim to support activities that upscale new approaches to a national, regional or global level, with a view to achieve sustainable global environmental benefits. The evaluation will assess the catalytic role played by this Project, namely to what extent the Project has:
 - Catalyzed behavioral changes in terms of use and application, by the relevant stakeholders, of capacities developed;
 - Contributed to institutional changes, for instance institutional uptake of Project demonstrated technologies, practices or management approaches;
 - Contributed to policy changes (on paper and in implementation of policy);
 - Contributed to sustained follow-on financing (catalytic financing) from Governments, private sector, donors etc.;
 - Created opportunities for particular individuals or institutions to catalyze change (without which the Project would not have achieved all of its results).

Cross cutting issues

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

Human rights

- To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from NAP's interventions?

Gender Equality

- To what extent has gender been addressed in the design, implementation and monitoring of the NAP programme?
- To what extent has 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?

Future-looking concept and recommendations

- What are after-Project possible priority interventions and general recommendations, which could further ensure sustainability of Project's achievements and contribute to accelerated development in Serbia, particularly in the context of Agenda 2030?

- What could be possible after-Project priority interventions and general recommendations for the Green Climate Fund and UNDP related to policy influencing, which could further ensure sustainability and scaling up of Project's achievements?

The evaluation team will include a summary of the main findings of the evaluation report. Findings should be presented as statements of fact that are based on analysis of the data.

A section on conclusions will be written in light of the findings. Conclusions should be comprehensive and balanced statements that are well substantiated by evidence and logically connected to the evaluation findings. They should highlight the strengths, weaknesses and results of the project, respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to project beneficiaries, UNDP and the GCF, including issues in relation to gender equality and women's empowerment.

Recommendations should provide concrete, practical, feasible and targeted recommendations directed to the intended users of the evaluation about what actions to take and decisions to make. The recommendations should be specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation.

The evaluation report should also include lessons that can be taken from the evaluation, including best and worst practices in addressing issues relating to relevance, performance and success that can provide knowledge gained from the particular circumstance (programmatic and evaluation methods used, partnerships, financial leveraging, etc.) that are applicable to other GCF and UNDP interventions. When possible, the evaluation team should include examples of good practices in project design and implementation.

It is important for the conclusions, recommendations and lessons learned of the TE report to include results related to gender equality and empowerment of women.

Methodology

Based on the [UNDP Evaluation Guidelines](#) and [Evaluation Policy for the Green Climate Fund](#), in consultations with UNDP Country Office, the Evaluation will be participatory, involving relevant stakeholders.

The Evaluation will be conducted by an International Terminal Evaluation Consultant (International TE Consultant) in collaboration with the National Terminal Evaluation Consultant (national TE Consultant). The International TE Consultant shall propose an **adjusted evaluative methodology to implement the evaluation effectively, applying safety guidance and remote data collecting methods such as extended desk reviews, virtual stakeholder meetings and interviews**⁴. A detailed plan for the Evaluation process will be proposed by the International TE Consultant and agreed as a part of the Evaluation Inception Report.

The proposed methodology should employ relevant quantitative, qualitative or combined methods to conduct the Evaluation, with focus on gender sensitive data collection and analytical methods and tools applicable in the concrete case. The International TE Consultant is expected to combine the standard and other evaluation tools and techniques to ensure maximum reliability of data and validity of the evaluation findings.

Evidence obtained and used to assess the results of NAP's interventions must be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits. In the event where field mission is not possible due

⁴ UNDP Evaluation Guidelines: Evaluation During COVID-19.

to COVID, then remote interviews may be conducted. These formalities will be agreed upon during contract discussions and finalized in the inception meeting. The specific design and methodology for the evaluation should emerge from consultations between the evaluation team and the above-mentioned parties regarding what is appropriate and feasible for meeting the evaluation purpose and objectives and answering the evaluation questions, given limitations of budget, time and data. The evaluation team must use gender-responsive methodologies and tools and ensure that gender equality and women's empowerment, as well as other cross-cutting issues and SDGs are incorporated into the evaluation report.

The final methodological approach including interview schedule, site visits and data to be used in the evaluation must be clearly outlined in the evaluation Inception Report and be fully discussed and agreed between UNDP, stakeholders and the evaluation team. The final report must describe the full evaluation approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the evaluation. Limitations to the chosen approach/methodology and methods shall be made explicit by the International TE Consultant and the consequences of these limitations discussed in the proposed methodology. The International TE Consultant shall, to the extent possible, present mitigation measures to address these limitations. The following steps in data collection are anticipated:

Desk review - A desk review should be carried out of the key strategies and documents underpinning the project's scope of work. This includes reviewing the project document, different reports, country programme document, as well as any monitoring and other documents, to be provided by the project and Commissioning Unit;

Filed data collection - Following the desk review, National TE Consultant will build on the documented evidence through an agreed set of field and interview methodologies, including, but not limited to:

Interviews with key partners and stakeholders;

Field visits to partner institutions;

Survey questionnaires where appropriate;

Participatory observation, focus groups, and rapid appraisal techniques.

Each evaluation criteria should be assessed using the rating scale from Annex E.

Limitations to the chosen approach/methodology and methods shall be made explicit by the International TE Consultant and the consequences of these limitations discussed in the proposed methodology. International TE Consultant shall, to the extent possible, present mitigation measures to address these limitations.

International TE Consultant is expected to carry out the evaluation process with careful consideration of these Terms of References. In cases where sensitive or confidential issues are to be addressed in the evaluation, International TE Consultant should ensure an evaluation design that do not put informants and stakeholders at risk during the data collection phase or the dissemination phase.

Evaluation tasks / deliverables (Scope of work)

Following the initial briefing and a detailed desk review, International TE Consultant will be responsible for delivering the following products and tasks:

Inception Report

The evaluation team will produce an inception report clarifying the objectives, methodology and timing of the evaluation. The Inception Report should elaborate an evaluation matrix (provided in Annex C) for the Project and propose a schedule of tasks, activities and evaluation deliverables. The Evaluation Inception

Report should follow the structure proposed in the UNDP Evaluation Guidelines, p. 27. The inception report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report will be discussed and agreed with the UNDP Country Office before the National TE Consultant proceed with site visits. Report should not be more than 15 pages.

Draft Terminal Evaluation Report

Based on the findings generated through desk review and data collection process, the International TE Consultant will prepare and submit the Draft Evaluation Report to the UNDP team and key stakeholders for review. Following the implementation arrangements of the Project, the Evaluation findings, lessons learned and specific recommendations for the Project will be separately presented in distinct sections of the Evaluation Report. Structure of the Report is outlined in Annex B.

Presentation at the validation workshop with key stakeholders

The draft evaluation report will be shared by the evaluation team to the UNDP Country Office, who will circulate the draft to stakeholders. The evaluation tea will present the draft report in a validation workshop that the UNDP country office will organize. The Evaluation team shall allow up to 7 working days for the stakeholders to send their comments. In addition, short briefings on immediate findings with UNDP senior management will be considered after completion of the initial assessment

Final Terminal Evaluation Report

Feedback received from the validation workshop should be considered when preparing the final report. Both National and International TE Consultants will produce an 'audit trail' (Annex G) indicating whether and how each comment received was addressed in revisions to the final report. Based on the evaluation findings and in a distinct report section, the International TE Consultant will provide a forward-looking actionable recommendation for the Project, outlining key strategic priorities to be addressed after completion of the Project in terms of policy dialogue and policy influencing by UNDP and the Government of Serbia and follow-up activities by the government and public institutions in the country. Final Report should not have more than 40 pages.

Deliverables timeframe

Activity	Deliverable	Workday allocation		Deadline
		International TE Consultant	National TE Consultant	
Review materials and develop work plan	Inception report and evaluation matrix	6	4	24 April 2023
Participation at the Inception Meeting				
Draft Inception Report				
Review documents	Draft TE Report	13	16	8 May 2023
Interview stakeholders				
Conduct field visits				
Analyze data				
Prepare Draft TE Report				

Present draft Evaluation Report and lessons at Validation Workshop	Final TE Report	6	5	29 May 2023
Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders				
Total		25	25	9 weeks

In line with the UNDP's financial regulations, when determined by the Country Office and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the evaluation, that deliverable or service will not be paid. Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete to circumstances beyond his/her control.

Evaluation team composition and required competencies

The evaluation will be undertaken by a team of 2 external evaluators, International Terminal Evaluation Consultant and National Terminal Evaluation Consultant. International TE Consultant will oversee the entire evaluation process, ensure its successful execution and be responsible for the final product. . In addition to his/her direct reporting line to the international consultant, the National Terminal Evaluation Consultant will rely on the project staff and stakeholders to prepare the ground for effective and efficient implementation of the evaluation.

Both National and International TE Consultants cannot have participated in the project preparation, formulation and/or implementation (including the writing of the project document) and should not have a conflict of interest with the project's related activities.

International TE Consultant is expected to provide an independent and substantiated review of the Project achievements; capture underperformance; assess partnership strategy; capture feedback from beneficiaries of assistance provided by the Project, produce the Evaluation Report in light of development results; and provide strategic forward-looking recommendations, outlining pathways for the period beyond this Project phase.

In particular, the International TE Consultant will perform the following tasks:

Manage the evaluation mission; Review documents submitted by the UNDP team;

Develop the inception report, detailing the evaluation scope, methodology and approach, elaborating the evaluation matrix (provided in Annex C)

Prepare questions and conduct site visits to representatives of beneficiary institutions;

Conduct the project evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines;

Manage the team during the evaluation mission, and liaise with UNDP on travel and interview schedules';

Prepare Draft evaluation report and submit it to UNDP team;

Lead the presentation of draft findings in the stakeholders' workshop;

Finalize the evaluation report and submit it to UNDP.

Required competencies and qualification of the International TE Consultant

Education

Master's degree in natural resource management/ environmental management/ business/ public administration other related disciplines;

Experience

7 years of relevant professional experience in environment and/or climate change sectors;

Knowledge of UNDP and GCF/GCF monitoring and evaluation policies and guidelines;

Experience in project implementation of GEF/GCF-funded projects;

Experience in project evaluation of GEF/GCF-funded projects shall be considered as a strong asset;

Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (S Specific; M Measurable; A Achievable; R-Relevant; T Time-bound) indicators;

Experience of working in Serbia and/or the region shall be considered as a strong asset;

Understanding of issues related to climate change adaptation and gender responsive evaluation and analysis;

Experience working in or closely with UN agencies shall be considered as an asset.

Language

Fluency in English. Knowledge of Serbian shall be considered as an asset.

Core competencies

Demonstrates professional competence to meet responsibilities and post requirements and is conscientious and efficient in meeting commitments, observing deadlines and achieving results;

Results-Orientation: Plans and produces quality results to meet established goals, generates innovative, practical solutions to challenging situations;

Communication: Excellent communication skills, including the ability to convey complex concepts and recommendations, both orally and in writing, in a clear and persuasive style tailored to match different audiences;

Team work: Ability to interact, establish and maintain effective working relations with a culturally diverse team;

Client orientation: Ability to establish and maintain productive partnerships with national partners and stakeholders and pro-activeness in identifying of beneficiaries and partners' needs and matching them to appropriate solutions.

Core values

Demonstrates integrity and fairness by modelling UN values and ethical standards;

Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The International TE Consultant shall safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The Consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners. The Consultant must be free from any conflict of interest related to this evaluation.⁵

Implementation arrangements and reporting relations

The UNDP CO will select the evaluation team through standard UNDP procurement processes and will be responsible for the management of both National and International TE Consultants. Focal point for evaluation process shall be Monitoring and Evaluation, Reporting and Assurance Programme Analyst (M&R Specialist), unless declared otherwise by UNDP CO Resident Representative or Deputy Resident Representative. M&R Specialist will oversee and support the overall evaluation process. In addition, an evaluation reference group will be formed to provide critical and objective inputs throughout the evaluation process to strengthen the quality of the evaluation. The Country Office Senior Management will take responsibility for the approval of the evaluation report. UNDP will support the implementation of remote/virtual meetings. An updated stakeholder list with contact details (phone and email) will be provided by the Country Office to the evaluation team.

The evaluation will use a system of ratings standardising assessments proposed by both Consultants in the inception report. The evaluation acknowledges that rating cannot be a standalone assessment, and it will not be feasible to entirely quantify judgements. Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency, sustainability, gender equality and impact.

While the Country Office will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, it will be the responsibility of both consultants to logistically and financially arrange their travel to and from relevant project sites and to arrange most interviews. Planned travels and associated costs will be included in the Inception Report, and agreed with the Country Office.

Application process

The Consultant is required to submit the following documents in his/her application:

Recommended presentation of a proposal

CV in English language containing the date of birth, contact information (home address, phone number, e-mail) and timeline of work experience (including a description of duties);

Brief description of approach to work/technical proposal of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page)

Offeror's Letter confirming Interest and availability for the Individual Contractor (IC) Assignment. Can be downloaded from the following link <https://www.undp.org/sites/g/files/zskgke326/files/2022-07/confirmation.docx> . The Offeror's Letter shall include financial proposal specifying a total lump sum

⁵ [UNDP Evaluation Guidelines, Box 7. Sources of conflict of interest in evaluation](#)

amount for the tasks specified in this announcement with a breakdown of costs (Offeror’s Letter, including Annex 2, Table A: Breakdown of costs & Table B: Breakdown of costs by deliverables).

All application should be submitted by email to vacancy.rs@undp.org and with the subject name “International Terminal Evaluation Consultant of Advancing medium and long-term adaptation planning in the Republic of Serbia (NAP)” no later than **15 March, 2023** (5pm - Serbia Time). Any request for clarification must be sent by standard electronic communication to vacancy.rs@undp.org. Incomplete applications will be excluded from further consideration.

Selection criteria

Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP’s General Terms and Conditions will be awarded the contract.

1. Cumulative analysis

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

- a) responsive/compliant/acceptable, and
- b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

* Technical Criteria weight; 70%

* Financial Criteria weight; 30%

Only candidates obtaining a minimum of 49 points would be considered for the Financial Evaluation

Criteria	Weight	Max. Points
Technical	70%	70 points
Criteria A	Desk review of CVs based on relevant professional experience in relevant technical areas, preferably in climate change and/or climate change adaptation	30
Criteria B	Desk Review of CVs based on experience in working with the GEF/GCF and/or GEF/GCF evaluations	20
Criteria C	Methodology (brief description of approach to work)	20
Financial	30%	30 points

Additional Information:

Individual Contract (IC) will be applicable for individual consultants applying in their own capacity.

Reimbursable Loan Agreement (RLA) will be applicable for applicants employed by any legal entity. Template of RLA with General Terms and Conditions could be found on: <http://www.undp.org.rs/download/RLA%20with%20General%20Terms%20and%20Conditions.doc>

In the case of engagement of Civil servants under IC contract modality a no-objection letter should be provided by the Government entity. The 'no-objection' letter must also state that the employer formally certifies that their employees are allowed to receive short-term consultancy assignment from another entity without being on "leave-without-pay" status (if applicable), and include any conditions and restrictions on granting such permission, if any. If the previous is not applicable 'leave-without-pay' confirmation should be submitted.

Engagement of Government Officials and Employees

Government Officials or Employees are civil servants of UN Member States. As such, if they will be engaged by UNDP under an IC which they will be signing in their individual capacity (i.e., engagement is not done through RLA signed by their Government employer), the following conditions must be met prior to the award of contract:

- (i) A "No-objection" letter in respect of the individual is received from the Government employing him/her, and;
- (ii) The individual must provide an official documentation from his/her employer formally certifying his or her status as being on "official leave without pay" for the duration of the IC.

The above requirements are also applicable to Government-owned and controlled enterprises and well as other semi/partially or fully owned Government entities, whether or not the Government ownership is of majority or minority status.

UNDP recognizes the possibility that there are situations when the Government entity employing the individual that UNDP wishes to engage is one that allows its employees to receive external short-term consultancy assignments (including but not limited to research institutions, state-owned colleges/universities, etc.), whereby a status of "on-leave-without-pay" is not required. Under such circumstance, the individual entering into an IC with UNDP must still provide a "No-objection" letter from the Government employing him/her. The "no objection" letter required under (i) above must also state that the employer formally certifies that their employees are allowed to receive short-term consultancy assignment from another entity without being on "leave-without-pay" status, and include any conditions and restrictions on granting such permission, if any. The said document may be obtained by, and put on record of, UNDP, in lieu of the document (ii) listed above.

In line with the UNDP's financial regulations, when determined by the Commissioning Unit and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the TE, that deliverable or service will not be paid.

Due to the current COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete to circumstances beyond his/her control.

ANNEXES TO THE TOR

Annex A: Project Information Package to be reviewed by TE team

Annex B: Content of the TE report

Annex C: Evaluation Criteria Matrix template

Annex D: UNEG Code of Conduct for Evaluators

Annex E: TE Rating Scales

Annex F: TE Report Clearance Form

Annex G: TE Audit Trail

Annex H: Results framework

A2: List of persons interviewed

#	Name and function	Organization	Role in the Project	Interview conducted on:
1	Zorica Korać	UNDP CO Serbia	Portfolio manager	20 th April, 11:00
2	Milica Varga		Project coordinator	20 th April, 11:00
3	Aleksandar Bojić		Portfolio Associate	20 th April, 11:00
4	Emilija Oreščanin		Project Assistant	20 th April, 11:00
5	Goran Simunović, Portfolio manager		Former project staff	12 th May, 13:00
6	Miroslav Tadić, Programme Analyst		Project oversight	08 th May, 15:30
7	Prakash Bista, RTA		Project oversight	08 th May, 09:00
8	Miloš Stojanovic, GCF Focal Point	Ministry of Agriculture, Forestry and Water Management	Representative of the National Designated Authority (NDA)	08 th May, 11:00
9	Dragana Drobnjak, Head of CC Group within the Department for Agricultural Policy of the Ministry		Member of the Project WG	08 th May, 11:00
10	Igor Grabež	n/a	Former National Project Director	10 th May, 13:30
11	Ana Repac, Chief of Group for Climate Change Adaptation	Ministry for Environmental Protection	Member of the Project Board	04 th May, 12:45
12	Biljana Milić-Petrović	Hydrometeorological Service of the Republic of Serbia	Member of the WG/Project beneficiary	10 th May, 14:30
13	Slavica Radovanovic			

14	Miodrag Gluščević, Programme Director for Sector for Urban Development, Environment and Communal Services	Standing Conference of Towns and Municipalities	Project partner	09 th May, 13:30
15	Snežana Antonijević, Assistant Director	National Academy for Public Administration	Project partner	09 th May, 09:00
16	Sanja Stanojevic, Head of Project Management Unit			
17	Sandra Nedeljković, Assistant Minister	Ministry for Public Investment	Member of the WG/Project beneficiary	09 th May, 11:00
18	Prof Dr Vladimir Đurđević	Institute of Meteorology, University of Belgrade	Project Expert on Meteorology/Climate Atlas of Serbia	09 th May, 10:00
19	Mirjam Vujadinovic Mandic		Project Expert on Meteorology	10 th May, 14:30
20	Ana Vukovic Vimic			
21	Zdravko Maksimovic Head of Emergency Management Unit	City of Kraljevo	Project Expert on DRR	09 th May, 12:00
22	Olivera Vukovic	SeCons Development Initiative Group	Gender mainstreaming Expert on Project	09 th May, 16:00
23	Djordje Nikolic	Pricewaterhouse Coopers	Development of RIA and SEA for NAP	08 th May, 14:30
24	Jelena Spasić			
25	Dejan Filipovic	Belgrade University	Development of CC Master's programe	11 th May, 14:30
26	Nebojsa Pokimica	DVOPER	VAs and sectoral analysis, policy reviews	11 th May, 09:00
27	Nataša Djokić			
28	Vladan Risantijević	ENECA	NAP Trainings	08 th May, 12:00
29	Nikola Vukomanovic		Communication Expert on Project	08 th May, 13:30

30	Bojana Milovanovic	Ex UNDP staff	Comms support on Project	08 th May, 13:30
31	Jelena Marić Luković	UNDP CO Serbia	DRR project/ complementary activities	12 th May, 09:00
32	Milan Cerovac		CBIT project representative complementary activities	08 th May, 15:30

1st Focus group, 10th May, 2023, 10:00 – 11:00

1	Aleksa Lipovac	Faculty of Agriculture, Belgrade University	Project Expert for Agriculture/Training and Capacity Building Experts	10 th May, 2023, 10h
2	Zeljko Dolijanovic			
3	Dragan Stanojevic			
4	Marija Cosic			
5	Zorica Rankovic Vasic			

2nd Focus group, 10th May, 2023, 11:00 – 12:00

1	Elizabet Paunovic		Project Expert on Health	11 th May, 11:00 11 th May, 11:00
2	Jelena Beloica	Faculty of Forestry	Project Expert on Biodiversity	
3	Jelena Cirilovic Stankovic	Faculty of Civil Engineering in Belgrade	Project Expert on Roads and Construction	

A3: List of documents reviewed

#	Item (electronic versions preferred if available)	NAP relevant document/folder
1	Project Proposal	Approved GCF Readiness proposal
2	UNDP Initiation Plan	Not applicable
3	Final NAP Project Document with all annexes	Pro Doc Folder Serbia NAP PRF and Baseline Questions – October 2019
4	CEO Endorsement Request	Not applicable
5	UNDP Social and Environmental Screening Procedure (SESP) and associated management plans (if any)	NAP SESP document
6	Inception Workshop Report	GCF Inception Workshop Report_27.12.2019.
7	All progress reports	Progress Reports (IPR 1 - 6), Special Addendum Biannual Report Readiness_14_July_2020
8	Minutes of Project Board Meetings	Minutes of 6 Project Board Meetings (April, December_2020, October_2021, February, June, December_2022)
9	Minutes of Working Group Meetings	Minutes from 4 WG Meetings (03/20, 10/21, 06/22,03/23) 3 Government Decisions on WG establishment (2020, 2021, 2023)
10	Oversight mission reports	Two field visit Reports (2020, 2021)
11	Financial data, including actual expenditures by project outcome, including management costs, and including documentation of any significant budget revisions	6 Budget and Expenditure Bi-annual Reports (January-June 2020, July-Dec 2020, January-June 2021, July-Dec 2021, January-June 2022, June-Dec 2022) 4 Annual Work Plans (2020, 2021, 2022,2023) Revised AWP for 2020 Revised Pro Doc cover page (signed on March 25, 2023) NAP Project budget balance Excel table from April 18, 2023 NAP Project budget balance Excel table from May 16, 2023
12	Audit reports	Design and Appraisal Stage QAR Implementation Stage QAR

13	Electronic copies of project outputs (booklets, manuals, technical reports, articles, etc.)	<p>7 Vulnerability Assessment Reports (Agriculture, Energy, Forestry, Road and Infrastructure, Health, Biodiversity, Soil)</p> <p>2 Reports on the impact of climate change on the agriculture sector, with proposed adaptation measures</p> <p>Draft Report on analysis of Availability of Climate and Socioeconomic Information, Including Climate Data, Data on Risks and Impact Assessments, and Information on Adaptation Measures</p> <p>Draft report on capacities and capacity building needs for CCA</p> <p>Draft Review and evaluation of the existing policy and regulatory and institutional framework for CCA with recommendations for the development and improvement of a specific policy and regulatory framework</p> <p>Publication Soil degradation and Climate Change in Serbia</p> <p>5 documents (in SERBIAN), Procena rizika ranjivosti na klimatske promene u sektorima zdravlja, poljoprivrede, energetike, infrastrukture i šumarstva</p> <p>2 additional documents (Poljoprivreda – procena klimatskih promena u budućnosti, Poljoprivreda – mere adaptacije)</p> <p>Postojeća politika, institucionalni i regulatorni okvir</p> <p>Institucionalni kapaciteti za CCA</p> <p>NAP analiza dostupnosti za sajt (September 2022)</p>
14	Sample of project communications materials	<p>CCA Communication Strategy</p> <p>The list of project comms materials</p> <p>6 Brochures</p> <p>Press clipping Report_31 March 2021</p> <p>Media monitoring Report</p>
15	Summary list of formal meetings, workshops, etc. held, with date, location, topic, and number of participants	<p>List of participants NAP Workshops (11 workshops with Agendas and LoPs)</p> <p>6 press workshops (agendas, LOPs)</p>

		Summary list of formal meetings, workshops, etc. held, with date, location, topic, and number of participants
16	Any relevant socio-economic monitoring data	List of workshops participants with their gender structure Gender structure of RHMS meeting March 2022
17	List of contracts and procurement items over ~US\$5,000 (i.e., organizations or companies contracted for project outputs, etc., except in cases of confidential information)	Excel table with procurement services (contracted amount, dates and scope of work included) NFP Dvoper LOT 3 ToR CCA Technical Advisor
18	List of related projects/initiatives contributing to project objectives approved/started after GCF project approval (i.e. any leveraged or “catalytic” results)	The list of synergetic Projects
19	Data on relevant project website activity	4 Reports on WP statistics (pages, search visit, visitor) Copy of E-mail message with web page statistics
20	UNDP Country Programme Document (CPD)	Project Document and revised Project Document cover page
21	List and contact details for project staff, key project stakeholders, Project Board members, RTA and other partners	List of contact details of Project staff, NAP project partners and stakeholders 4 List of participants from NAP preparation meetings (Dec 2022, 2 from February 2023 and March 2023)
22	Project deliverables that provide documentary evidence of achievement towards project outcomes	
	Activity 1.1.1	NCCC Rules and Procedures Consultation Meetings (5 meeting minutes)
	Activity 1.1.2	Review and evaluation of existing Policy
	Activity 1.2.1	Analysis of Availability of Climate and Socioeconomic Information, Including Climate Data, Data on Risks and Impact Assessments, and Information on Adaptation Measures Proposal for revision of existing policies
	Activity 1.2.2 (SAME AS 1.3.5)	NAP platform User Manual NAP platform beta Report
	Activity 1.2.3	7 Vulnerability Assessment Reports (Agriculture, Energy, Forestry, Road and Infrastructure, Health, Biodiversity – DRAFT, Soil)

		2 Reports on the impact of climate change on the agriculture sector, with proposed adaptation measures
	Activity 1.2.4	DRR risk reduction methodology DRR risk reduction plan
	Activity 1.2.5	Inventory of CCA Project
	Activity 1.3.1	Report on capacity building needs for CCA
	Activity 1.3.2.	Minutes from meetings with RHMS
	Activity 1.3.3. (same as 1.3.1 and 1.3.7)	Report on capacities and capacity building needs at the national and local self - government level for adaptation to changed climate conditions (under Activity 1.3.1) 11 trainings short notes available at Project web page: https://adaptacije.klimatskepromene.rs/ 11 PPT from NAP trainings (SERBIAN)
	Activity 1.3.4	NAP training concept Integration of NAP into the MVR system
	Activity 1.3.5	NAP platform User Manual NAP platform beta Report
	Activity 1.3.6.	Training module RHMS
	Activity 1.3.7	Report on conducted NAP trainings 11 PPT from NAP trainings (SERBIAN)
	Activity 2.1.1	Report on damage assessment and climate needs in LSGs NAP training module program
	Activity 2.1.2	Draft Guidelines for gender responsive methodology (SER) 4 policy briefs: overall + 3 sectors (SER)
	Activity 2.1.3	3 NAPA online training modules (SERBIAN) 3 video trainings 3 Training Addendums 3 Training lectures
	Activity 2.2	7 Notes (meeting minutes) from bilateral meeting with key stakeholders LAP for Mionica municipality

		SEA on NAP_DRAFT Ministry decision on SEA for NAP
	Activity 2.2.1	NAP draft_2021 NAP draft 2_2023
	Activity 2.2.2 (SAME AS 1.2.3.)	7 Vulnerability Assessment Reports (Agriculture, Energy, Forestry, Road and Infrastructure, Health, Biodiversity – DRAFT, Soil) 2 Reports on the impact of climate change on the agriculture sector, with proposed adaptation measures
	Activity 2.2.3	4 short-listed project concepts for the GCF and other potential donors Proposal on Readiness and Preparatory Support (Green Infrastructure) NFF- Support for the Development of LAP for CCA for Mionica LAP for CCA for Mionica (SERBIAN)
	Activity 2.3.1	NAP Communication Strategy 2021 Final Report on Development and Implementation of Communication and Outreach Strategy for CCA Activites Media Outlets Report 2021 Visuals (4 printed, 4 web brochures and roll up visual) 8 agendas for Media trainings Events attendees lists (2 webinars, Climate talks, NAP Studio)
	Activity 2.3.2	Master's Progame Structure Master's Programm Curricula Background of lecturers

A4: Evaluation Question Matrix

Questions from the Inception report that were not answered are marked in **red**. Explanation for not answering them is included in 2.6 Limitations to the evaluation.

Evaluation Criteria	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GCF Focal area, and to the environment and development priorities at the local, regional and national level?			
Were the Project objectives relevant to the needs and priorities of the country, having in mind political, social, legal and institutional context of the country?	Alignment with national policies and local development plans	ProDoc, National strategies and policies, regional development plans, EU accession agenda and Agenda 2030	Document review Comparative analysis
To what extent has NAP's selected method of delivery been appropriate to the development context?	Evidence of appropriateness of delivery method	UNDP Stocktaking report (2017), ProDoc, Project staff	Document review Comparative analysis Interviews with project staff
Extent of country's ownership of the project	Evidence that the stakeholders take ownership over the Project achievements	Stakeholders	Interviews with stakeholders
To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?	Evidence of appropriateness of the Project vision	UNDP Stocktaking report (2017), ProDoc, Stakeholders	Document review Comparative analysis Interviews with stakeholders Triangulation
Were the Project's objectives and implementation strategies consistent with global, regional and country's environmental policies and strategies, considering GCF and UN/UNDP Strategic Frameworks, EU accession agenda and Agenda 2030?	Alignment with global, regional and country's environmental policies and strategies	GCF policies and UN/UNDP Strategic Frameworks, EU accession agenda and Agenda 2030	Document review Comparative analysis
Based on an analysis of Project stakeholders, is the Project intervention relevant to the key stakeholder groups.	Evidence that the project design was informed by the perspectives of stakeholders	Stakeholders, Project staff, ProDoc,	Interviews with stakeholders Triangulation
Were adequate steps taken by the Project to adjust its implementation strategy to the new circumstances and needs imposed by COVID-19 pandemic relevant?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Monitoring session reports	Interviews with stakeholders Document review

Evaluation Criteria	Indicators	Sources	Methodology
Effectiveness and results: To what extent have the expected outcomes and objectives of the project been achieved?			
What evidence is there that the programme has contributed towards an improvement in national government capacity, including institutional strengthening?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables, Reports from NAP Trainings	Document review Comparative analysis Interviews with stakeholders Triangulation
To what extent have the intended results been achieved? What are the main Project accomplishments?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
What are the unexpected results, both positive and negative?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
What are the reasons behind the success (or failure) of the Project in producing its different outputs and meeting the expected quality standards? Were key stakeholders appropriately involved in producing the programmed outputs?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
To what extent and how effectively have the Project specific approach and actions contributed to its outputs and outcomes? If so, why? If not, why not?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
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?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables, Memorandum of Understanding	Document review Comparative analysis Interviews with stakeholders Triangulation

Has the NAP programme been effective in helping improve climate change adaptation planning in Serbia?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
Innovativeness in result areas – the extent to which interventions may lead to paradigm shift towards low-emission and climate-resilient development pathways	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation

Evaluation Criteria	Indicators	Sources	Methodology
Efficiency: Was the project implemented efficiently, in line with international and national norms and standards?			
Have resources (financial, human, technical) been allocated strategically and economically to achieve the Project results? Were the Project activities implemented as scheduled and with the planned financial resources? Is the relationship between Project inputs and results achieved appropriate and justifiable?	Evidence from document review and project staff feedback	Annual work plans, Progress reports, Minutes of the Board meetings, Minutes from the Working group meetings, Monitoring session reports, Budget expenditure reports, Proj. staff	Document review Comparative analysis Interviews with project staff
To what extent have the target groups and other stakeholders taken an active role in implementing the Project? What modes of participation have taken place? How efficient have partner institutions been in supporting the Project's implementation?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes from the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
Has the communication and outreach of the Project been satisfactory?	Concurrence of interviewee feedback and evidence from document review	Project staff, Stakeholders, Progress reports, Minutes from the Board meetings, Minutes from the Working group meetings, Communication strategy and materials, Website statistics, Media outlet Reports	Document review Comparative analysis Interviews with Project staff Interviews with stakeholders Triangulation
Has there been an economical use of financial and human resources and strategic allocation of resources (funds, human resources, time, expertise, etc.)?	Evidence from document review	Project staff, Progress reports, Minutes from the Board meetings, Minutes from the Working group meetings, Monitoring session reports, Budget Expenditure Reports	Document review Comparative analysis Interviews with project staff

Did the Project have a sound M&E plan to monitor results and track progress towards achieving Project objectives?	Evidence from document review	Project staff, Progress reports, Minutes from the Board meetings, Minutes from the Working group meetings, Monitoring session reports	Document review Comparative analysis Interviews with project staff
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Evaluation Criteria	Indicators	Sources	Methodology
Sustainability: To what extent are there financial, institutional, socio-political, and/or environmental risks to sustaining long-term project results?			
To what extent are the achieved outcomes and outputs sustainable? How could Project's results be further sustainably projected and expanded, having in mind the remaining needs? And by which institutions?	Evidence from project staff and stakeholder feedback	Project staff, Stakeholders	Interviews with project staff Interviews with stakeholders Comparative analysis
What mechanisms have been set in place by NAP to support the Government of Serbia to sustain improvements made through these interventions?	Evidence from project staff and stakeholder feedback	Project staff, Stakeholders, Minutes of Board meetings	Interviews with project staff Interviews with stakeholders Comparative analysis
To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented? How has the project developed appropriate institutional capacity (systems, structures, staff, expertise, etc.) that will be self-sufficient after the project closure date?	Evidence from project staff and stakeholder feedback	Project staff, Stakeholders, Minutes of Board meetings	Interviews with project staff Interviews with stakeholders Comparative analysis
Are there any social or political factors that may influence positively or negatively the sustenance of Project results and progress towards impacts? Is the level of ownership by the main stakeholders sufficient to allow for the Project results to be sustained?	Evidence from project staff and stakeholder feedback	Project staff, Stakeholders, Minutes of Board meetings	Interviews with project staff Interviews with stakeholders Comparative analysis
Are there sufficient government and other key stakeholder awareness, interests, commitment and incentives to utilize the tools, approaches and roadmaps in the development of NAP?	Evidence from stakeholder feedback	Stakeholders, Minutes of Board meetings	Interviews with stakeholders Comparative analysis
What are the innovations/ best practices that need to be further build upon?	Evidence from project staff and stakeholder feedback	Project staff, Stakeholders, Minutes of Board meetings	Interviews with project staff Interviews with stakeholders Comparative analysis
What opportunities exist for financial sustainability?	Evidence from project staff and stakeholder feedback	Project staff, Stakeholders, Minutes of Board meetings	Interviews with project staff Interviews with stakeholders Comparative analysis

	Indicators	Sources	Methodology
Gender equality and women's empowerment: How did the project contribute to gender equality and women's empowerment?			
Is resilience of men and women in response to climate change taken into consideration in the approaches, tools, action plans, consultations and analyses throughout the various outcomes?	Concurrence of interviewee feedback and evidence from document review	Gender expert, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Gender related project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
Are gender sensitive approaches included in vulnerability assessments and training and M&E tools?	Concurrence of interviewee feedback and evidence from document review	Gender expert, Sectoral experts, Gender related project deliverables, Vulnerability assessments and training and M&E tools	Document review Comparative analysis Interviews with stakeholders Triangulation
To what extent has gender been addressed in the design, implementation and monitoring of the NAP programme?	Concurrence of interviewee feedback and evidence from document review	Project staff, Gender expert, Sectoral experts, Gender related project deliverables, Vulnerability assessment and training and M&E tools	Document review Comparative analysis Interviews with stakeholders Triangulation
To what extent has NAP programme promoted positive changes in gender equality? Were there any unintended effects?	Concurrence of interviewee feedback and evidence from document review	Gender expert, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Gender related project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation

	Indicators	Sources	Methodology
Catalytic role of the Project: To what extent the Project has			
Catalyzed behavioral changes in terms of use and application by the relevant stakeholders and of capacities developed;	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
Contributed to institutional changes, for instance institutional uptake of Project demonstrated technologies, practices or management approaches;	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
Contributed to policy changes (on paper and in implementation of policy);	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Affected national policies and regulations	Document review Comparative analysis Interviews with stakeholders Triangulation
Contributed to sustained follow-on financing (catalytic financing) from Governments, private sector, donors etc.;	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports	Document review Comparative analysis Interviews with stakeholders Triangulation
Created opportunities for particular individuals or institutions to catalyze change (without which the Project would not have achieved all of its results).	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports.	Document review Comparative analysis Interviews with stakeholders Triangulation
The extent to which the activities can be scaled up in other locations within the country.	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports.	Document review Comparative analysis Interviews with stakeholders Triangulation

	Indicators	Sources	Methodology
Progress to impact: Are there indications that the project has contributed to, or enabled progress toward reduced environmental stress and/or improved ecological status?			
What is the Project impact in qualitative as well as quantitative terms from a broader development and system building perspective? What would the development have been like without the Project interventions in the area of concern?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
What are the positive or negative, intended or unintended, changes brought about by the Project's interventions?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
What real differences have the Project interventions made to the beneficiaries? How many people have been affected? Have women and men equally benefited from the Project?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Gender related project deliverables, gender segregated data from project activities (trainings)	Document review Comparative analysis Interviews with stakeholders Triangulation
Assess any real change in gender equality, e.g., access to and control of resources, decision- making power, division of labor, etc.	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Gender related Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
To what extent are key stakeholders/final beneficiaries satisfied with the implementation and results of the Project, specifically in terms of the partnership support. Remaining issues in the area of concern?	Evidence from interviewee feedback	Stakeholders	Interviews with stakeholders
To what extent has the Project elevated cooperation between relevant institutions?	Evidence from interviewee feedback	Stakeholders	Interviews with stakeholders

Were there contributions to changes in socio-economic status (income, health, well-being, etc.)?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
How have cross-cutting issues, such as gender equality and reaching the most vulnerable, been effectively taken up?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
What is the mid-term and long-term Project influence on climate change adaptation in the country resulting from the NAP policy frameworks?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation
Identify barriers and risks that may prevent further progress towards long-term impact.	Evidence from interviewee feedback and from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports, Project deliverables	Document review Comparative analysis Interviews with stakeholders Triangulation

	Indicators	Sources	Methodology
Covid-19 impacts: To what extent have the project been impacted by Covid 19?			
To what extent has the project been impacted by Covid-19?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports	Document review Comparative analysis Interviews with stakeholders Triangulation
What was the Project's contribution to address the Covid-19 pandemic?	Concurrence of interviewee feedback and evidence from document review	Stakeholders, Progress reports, Minutes of the Board meetings, Minutes of the Working group meetings, Monitoring session reports	Document review Comparative analysis Interviews with stakeholders Triangulation

A5: TE Rating scales

Ratings for Project Implementation & Adaptive Management

6	Highly Satisfactory (HS)	Implementation of all seven components – management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as “good practice”.
5	Satisfactory (S)	Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action.
4	Moderately Satisfactory (MS)	Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial action.
3	Moderately Unsatisfactory (MU)	Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive, with most components requiring remedial action.
2	Unsatisfactory (U)	Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management.
1	Highly Unsatisfactory (HU)	Only a negligible level of outcomes achieved and/or there were severe shortcomings.
	Unable to Assess (U/A)	Available information does not allow an assessment.

Ratings for Progress towards Results

6	Highly Satisfactory (HS)	The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”.
5	Satisfactory (S)	The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.
4	Moderately Satisfactory (MS)	The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.
3	Moderately Unsatisfactory (MU)	The objective/outcome is expected to achieve its end-of-project targets with major shortcomings.
2	Unsatisfactory (U)	The objective/outcome is expected not to achieve most of its end-of-project targets.
1	Highly Unsatisfactory (HU)	Only a negligible level of outcomes achieved and/or there were severe shortcomings.
	Unable to Assess (U/A)	Available information does not allow an assessment.

Ratings for Sustainability

4	Likely (L)	Negligible risks to sustainability, with key outcomes on track to be achieved by the project’s closure and expected to continue into the foreseeable future
3	Moderately Likely (ML)	Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review
2	Moderately Unlikely (MU)	Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on
1	Unlikely (U)	Severe risks that project outcomes as well as key outputs will not be sustained
	Unable to Assess (U/A)	Available information does not allow an assessment.

A6: Signed UNEG Code of Conduct for Evaluators

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals and targets: utility, credibility, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

Evaluators/Consultants:

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

A7. Evaluation Consultant Agreement Form

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

Name of Evaluator: Natasa Markovska

Name of Consultancy Organization (where relevant): _____

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

Signed at Skopje, North Macedonia (Place) on 22.05.2023

Signature:



A6a: Signed UNEG Code of Conduct for Evaluators

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals and targets: utility, credibility, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

Evaluators/Consultants:

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

A7a. Evaluation Consultant Agreement Form


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

Name of Evaluator: Tanja Popovicki

Name of Consultancy Organization (where relevant): _____

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

Signed at Belgrade, Serbia (Place) on 22.05.2023


Signature: 

A8: Signed TE Report Clearance form

Terminal Evaluation Report for 'Advancing medium and long-term adaptation planning in the Republic of Serbia (NAP) financed by the Green Climate Fund (UNDP-GCF PIMS ID: 6080) Reviewed and Cleared by:

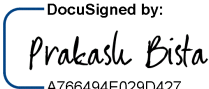
Commissioning Unit (M&E Focal Point)

Name: Daniel Varga

Signature: _____  _____ Date: 13.06.2023

Regional Technical Advisor (Nature, Climate and Energy)

Name: Prakash Bista

Signature: _____  _____ Date: 13.06.2023