



YUMI STAP REDI LONG KLAEMET JENIS

EX-POST EVALUATION REPORT OF THE VANUATU NGO CLIMATE CHANGE ADAPTATION PROGRAM



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Title: Ex-Post Evaluation Report – Vanuatu NGO Climate Change Adaptation Program

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Cover page: *Inspired by the demonstration plots CARE helped establish in Herald Bay on the island of Futuna, Vanuatu, school plots were developed so that children could learn new gardening techniques that they could pass on to their parents to help them adapt to climate change. Photo: Simon Bradshaw/OxfamAUS.*

SUMMARY

The Vanuatu NGO Climate Change Adaptation (CCA) Program (the program), locally known as *Yumi stap redi long Klaemet Jenis*, began in July 2012 and was completed in December 2014. It was funded by the Australian Government through the Department of Foreign Affairs and Trade (DFAT)'s Community-based Climate Change Action Grant and implemented by Oxfam, CARE International in Vanuatu (CARE), Save the Children (SC), Vanuatu Red Cross Society (VRCS) in partnership with the French Red Cross Society (FRCS), the Vanuatu Rural Development Training Centre Association (VRDTCA), and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). The overall goal of the program was to increase the resilience of Vanuatu's women, men and young people with respect to the unavoidable impacts of climate change.

This report presents findings and provides recommendations from an ex-post evaluation of the program conducted two-and-a-half years after the program's conclusion, building on the findings and recommendations from the end-of-program evaluation conducted in late 2014 and early 2015.

Key findings

Good practice

The program contributed to creating numerous positive changes and structures that support climate change adaptation (CCA) and disaster risk reduction (DRR) in Vanuatu. Many of these changes and structures have continued to improve the resilience of communities facing the impacts of climate change and disaster risks.

The Vanuatu Climate Action Network (VCAN) has improved NGO coordination. VCAN was established by the program and it continues to play a key role in national coordination of NGO CCA/DRR programs. VCAN continues to represent consolidated NGO positions at the national level and was influential in drafting the *Vanuatu Climate Change and Disaster Risk Reduction Policy* (2016–2030) and the *National Sustainable Development Plan* (2016–2030). VCAN continues to support its members through training and workshops delivered at practitioners meetings.

Community Disaster and Climate Change Committees (CDCCCs) continue to function and be effective. The program established and encouraged the development of CDCCCs. Today they continue to function and provide key DRR services, such as providing communities with information; disaster-alert notification; community-coordination procedures; and post-disaster assessment. While effective in disaster preparation and response roles, CDCCCs need additional support to further embed CCA into its functions and community activities. Measures to address volunteer fatigue within CDCCCs need to be further explored.

Communities have increased DRR knowledge. Communities have retained and applied high levels of knowledge about disaster preparedness and response measures. These communities are better prepared for disaster events. The evaluation finds that the program contributed to this outcome.

Communities have improved access to water and improved water security. The program increased access to potable water in Mota Lava. The gravity-fed, water-supply system ensures convenient access to water, improved hygiene, health and sanitation. A functioning water committee supported by water-fee collection and an ongoing relationship with the provincial plumber demonstrate good practices that will help to maintain the system. Rainwater-harvesting systems installed in Mota Lava and at the Lume Rural Training Centre also continue to function and service the respective communities.

There has been an increase in gender equity and social inclusion. The program provided gender-awareness training at a community level and encouraged women, young people and people with disability (PWD) to become involved in program activities and to take on leadership roles. Stakeholders, at a community and provincial level, have reported that women are increasingly speaking up and some are stepping into leadership roles.

Some new and improved agricultural practices continue to be employed by communities. New agricultural practices that have continued since the conclusion of the program include the establishment of home gardens and crop diversification. Most community members have taken the household garden concept and adopted it by planting more traditional crops. Pests, disease and the frequency of maintenance were barriers to growing some new vegetables varieties promoted by

the program. Yet these new crops increased community resilience to climate change. Home and school gardens are good entry points to introduce new agricultural practices.

Program structure and strategy

The program's structure and strategy has increased the reach and impact of the program, and supported greater sharing and collaboration. It marked the beginning of ongoing relationships and collaboration between consortium partners.

The consortium model increased the reach and impact of the program. The CCA program was the first example of Vanuatu and international NGOs working together as a consortium. While NGOs worked under the consortium structure to achieve a shared goal, each NGO independently planned and implemented its own project activities. More recent consortium programs saw NGOs working together during the design and implementation phases. The joint development of program designs — including logical models, and Monitoring, Evaluation, Research and Learning (MERL) plans — improved the design process and made reporting easier. Drawbacks of working in a consortium were identified as the need for individual partners to re-write, re-format and/or re-enter financial data and reports in order to comply with their specific organisational templates and processes. Moreover, the absence of some key NGOs from the program created tension between participating and non-participating partners.

The Vanuatu Resilience Framework (VRF) provided a vision for building resilience that all partners could aim towards. The VRF as used by partner NGOs to guide the design of the program and to inform what resilience looked like for Vanuatu communities. CARE improved the VRF through the inclusion of gender-awareness across all of the resilience criteria. The VRF has subsequently been implemented regionally and internationally; there is evidence that the VRF was used internationally by Oxfam, including informing Oxfam's global *Framework for Resilient Development* and its regional *Pacific Islands Resilient Development Framework (PIRDF)*.

Other approaches and structures used within the program continue to be utilised by NGOs for subsequent programs. For example, the Community Based Approach (CBA), peer monitoring, mainstreaming gender into project activities, and linking traditional and scientific knowledge to climate change awareness activities were regular features of the consortium members' programs.

Areas for improvement

A number of positive changes and structures established during the program have not continued, including several livelihood interventions. This reflects the difficulty of supporting and sustaining change. It also highlights an opportunity to improve the design and implementation of program activities. Some key lessons uncovered by the evaluation are presented below.

The duration of the program was too short to support the introduction of some new practices. The program introduced a number of new ideas and encouraged new behaviours that were not able to be sustained after the program finished (including solar fruit-drying and some agricultural practices). There were many barriers to the uptake of these new activities and behaviours (including motivation, infrastructure, and knowledge); requiring a longer on-ground project delivery to facilitate collaboration of NGOs and communities to identify and overcome these barriers.

Some activities failed to continue due to a lack of post-program support. A contributing factor for the discontinuation of some activities was the absence of external support after the program ended. While the program had an exit strategy, it did not include all program activities including handover.

Tropical Cyclone Pam negatively impacted some activities. Beekeeping and clam farming activities were established by the program, however, damage caused to hives and ponds by TC Pam meant these activities could not be continued. This scenario highlights the importance of including disaster preparation and response into all program activities. Every new piece of infrastructure vulnerable to cyclones, and disasters generally, should be included in the community's disaster preparation plan.

New infrastructure to support program activities required more maintenance and support. In Ambae East, the Program helped establish an inland freshwater tilapia fish farm which functioned until December 2016 when the solar pump used to replenish pond water broke. Despite the project generating income from fish sales, there was no maintenance fund established to pay for the repair or replacement of key infrastructure (for example, the pond and pump). This highlights the need for all program activities that involve infrastructure to include some mechanism to fund future maintenance or

replacement costs. A business model and business plan should be developed for livelihood activities to document how these funds are going to be maintained. Financial literacy and governance training may also be required to support the proper management of these activities.

Better planning and management is required to cope with unexpected staff turnover. Some disruptive events, such as staff turnover, were a feature of the program, and while unavoidable, NGOs should ensure that they plan proactively for such events through identifying appropriate contingency measures and realistic timelines to support staff recruitment and handover processes.

Summary of practices for replication and scale up

Reflection on good practices in the program, and what could be improved, highlighted a number of activities that could be considered for replication and scale up in future consortium programs. Table 2 below provides a summary of these activities.

TABLE 1: SUMMARY OF PRACTICES RECOMMENDED FOR REPLICATION AND SCALE UP

SECTOR	RECOMMENDED PRACTICES
WASH	<ul style="list-style-type: none"> • Reticulated gravity-fed community water system • Rainwater harvesting and storage • Hygiene promotion • Improved sanitation
DRR	<ul style="list-style-type: none"> • Community Disaster and Climate Change Committee (CDCCC) establishment and development • Area Council Secretary (ACS) and Provincial Disaster and Climate Change Committee (PDCCC) strengthening • Evacuation shelters establishment and strengthening • High frequency (HF) radio installation • Coastal planting • Disaster simulation activities at the provincial and community level (including schools)
AGRICULTURE/FOOD SECURITY	<ul style="list-style-type: none"> • Home gardens • School gardens • Integrated food production systems • Establishment of Marine Protected Areas
HEALTH	<ul style="list-style-type: none"> • Nutrition education
CROSS SECTOR	
<ul style="list-style-type: none"> • Education of children about climate change, including DRR and CCA actions appropriate for children. 	

The selection of activities for future programs should be carefully informed by the Government of Vanuatu (GoV)'s priorities, as well as community needs, and demonstrated past effectiveness. Activity costs and NGO competency in the target sector should also be considered in the selection process, along with engagement of stakeholders in program design processes to ensure their appropriateness and feasibility.

Summary recommendations

Reflection on the program’s findings, established a number of recommendations to improve the design and delivery of future programs. Many reinforce the need to continue existing good practices that the program demonstrated. Only high priority recommendations are included here; the main text has all recommendations listed.¹

R#	HIGH PRIORITY RECOMMENDATIONS
10	Allow closer to five years of focused project delivery to support communities adopt new practices or establish new livelihood activities.
11	Provide basic business, finance and governance literacy training to relevant community members as part of any new livelihood activities (especially those that require financial management and/or ongoing funded maintenance).
12	Ensure project activities that will incur future maintenance expenditure establish a maintenance fund/account and have a business model that supports deposits into the account at a rate that will ensure funds are available when required to cover maintenance costs.
13	Clearly specify an exit strategy within the project design and outline activities the project will implement to support sustainability of key project activities, outcomes and structures.
14	Evaluate technological solutions to ensure they are durable and appropriate for remote outer island communities (for example, solar pump versus hand pump for extracting water from a well).
2/33	Continue to include a strong focus on gender equity and social inclusion in program design and implementation. This should be supported by the development of program-specific gender action plans.
3	Advocate for changes to ACS role position descriptions to include CCA and DRR responsibilities.
4	Continue to advocate for the GoV to absorb the funding of Provincial Disaster Officer (PDO) positions into the national budget.
15	Include contingency periods in project plans for delays when NGOs respond to unavoidable staff turnover.
16	Ensure sufficient processes are in place to support the handover of projects, knowledge and relationships to new staff to limit the impact of NGO staff turnover (documentation of past activities and future plans, and shadowing on-job field work).
17	Ensure consortium members conduct regular follow-up monitoring on the impact of project activities (process, output and outcome).
18	Develop strategies to ensure government collaboration and support in the development and implementation of project activities.

¹ The recommendation number (R#) allows the reader to find the recommendation in the full evaluation text.

ACRONYMS

ACRONYM	MEANING
ACS	Area Council Secretary
CARE	CARE International
CBA	Community Based Adaptation
CC	Climate Change
CCA	Climate Change Adaptation
CDCCC	Community Disaster and Climate Change Committee
CMG	Consortium Management Group
COP	Conference of Parties
CRP	Community Response Plan
DARD	Department of Agriculture and Rural Development
DFAT	(Australian) Department of Foreign Affairs and Trade
DRR	Disaster Risk Reduction
ECHO	European Civil Protection and Humanitarian Aid Operations
FGD	Focus Group Discussion
FRDP	Framework for Resilient Development in the Pacific
FSA	Farm Support Association
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GoV	Government of Vanuatu
GSI	Gender and Social Inclusion
HF	High Frequency
IEC	Information, Education and Communication
KEQ	Key Evaluation Question
KII	Key Informant Interviews
MELF	Monitoring, Evaluation and Learning Framework
MERL	Monitoring, Evaluation, Research, Learning
MFAT	(New Zealand) Ministry of Foreign Affairs and Trade
NAB	National Advisory Board
NDMO	Vanuatu National Disaster Management Office

ACRONYM	MEANING
NGO	Non-Government Organisation
NSDP	National Strategic Development Plan
PACAM	Pacific-American Climate Fund
PDCCC	Provincial Disaster and Climate Change Committee
PDO	Provincial Disaster Officer
PICAN	Pacific Islands Climate Action Network
PREA	Pacific Research and Evaluation Associates
PWD	Person With a Disability
RTC	Rural Training Centre
SC	Save the Children
SDG	Sustainable Development Goals
SG	Secretary General
SPC	Pacific Community
SPREP	Secretariat of the Regional Environmental Program
TAG	Technical Advisory Group
TC	Tropical Cyclone
TVL	Telecom Vanuatu Limited
UNDP	United Nations Development Program
UNFCCC	United Nations Framework Convention on Climate Change
VBRC	Vanuatu Business Resilience Committee
VCA	Vulnerability Capacity Assessment
VCAN	Vanuatu Climate Action Network
VCAP	Vanuatu Coastal Adaptation Project
VIP	Ventilated Improved Pit
VKS	Vanuatu Cultural Centre
VMGD	Vanuatu Meteorology & Geo-Hazard Department
VRCS	Vanuatu Red Cross Society
VRF	Vanuatu Resilience Framework
VRTDCA	Vanuatu Rural Development Training Centre Association
WASH	Water, Sanitation and Hygiene
WSB	WanSmolBag

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1. INTRODUCTION

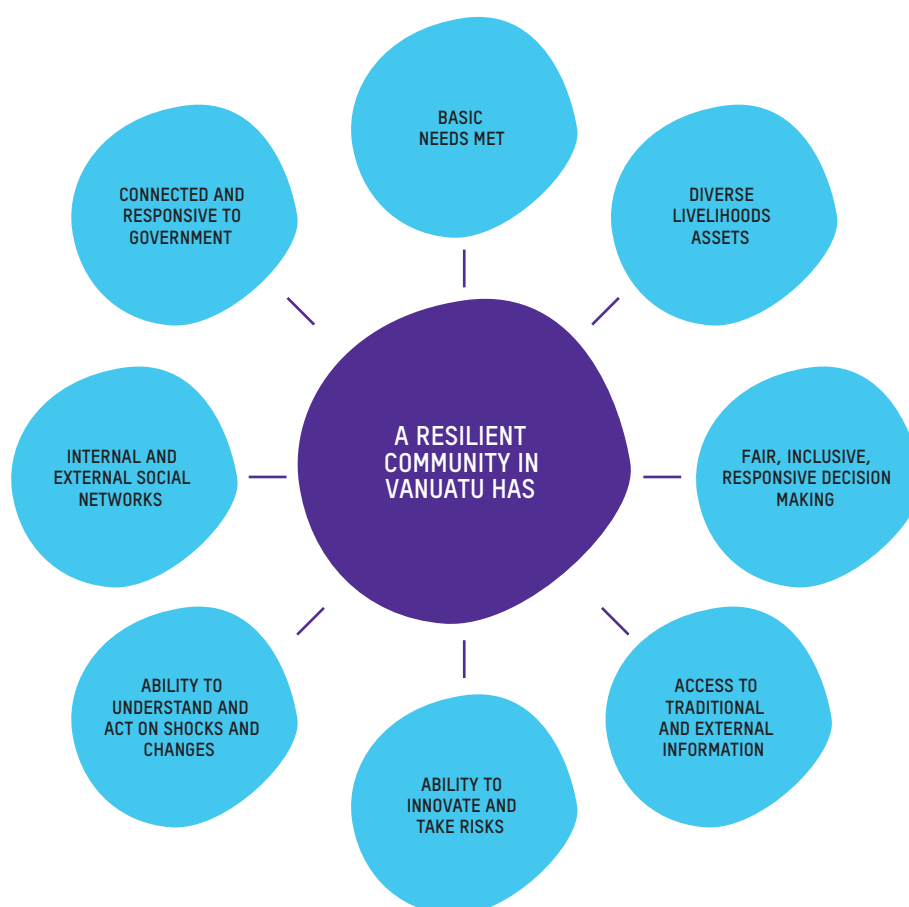
This section provides an introduction to the program, the purpose of the ex-post evaluation and the process followed.

1.1 Program overview

The Vanuatu NGO Climate Change Adaptation (CCA) program (program), locally known as *Yumi stap redi long Klaemet Jenis* began on 1 July 2012 and was completed on 31 December 2014. It was funded by the Australian Government through the Department of Foreign Affairs and Trade's (DFAT) Community-based Climate Change Action Grants and implemented by Oxfam, CARE International in Vanuatu (CARE), Save the Children (SC), Vanuatu Red Cross Society (VRCS) in partnership with the French Red Cross Society (FRCS), the Vanuatu Rural Development Training Centre Association (VRDTCA) and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ).

The overall goal of the program was to increase the resilience of Vanuatu's women, men and young people with respect to the unavoidable impacts of climate change. Underpinning this goal was a shared approach to building resilience, set out in the Vanuatu Resilience Framework (VRF) developed through the program. The VRF articulated the features of a Vanuatu community that is resilient to climate variability and change.

FIGURE 1: VANUATU RESILIENCE FRAMEWORK



This framework informed the approach and focus of the activities and program monitoring, evaluation and learning, and sought to contribute to resilience through the following objectives:

1. Women, men and young people across Vanuatu have a greater ability to adapt to the impacts of climate change, both short- and long-term changes
2. The delivery of climate change initiatives in Vanuatu is more efficient and effective due to increased capacity, collaboration and information sharing among the NGO sector and with the Government
3. The learning from this program supports government and other stakeholders to develop and implement policy and practice that better support women, men and young people in Vanuatu to adapt to climate change.

The program was implemented in 39 communities in 12 islands across four provinces in Vanuatu. Four of the consortium partners (VRCS, CARE, SC and VRDTCA) directly implemented projects in each of the 12 islands. GIZ provided technical assistance where required, while Oxfam provided overall management of the program, including work at the national level to establish and support Vanuatu Climate Action Network (VCAN) and Pacific Islands Climate Action network (PICAN).

In late 2014, an end of program evaluation was conducted, which provided evidence for the outcomes and lessons from the program.

1.2 Context overview

Vanuatu has a population of about 243,000, spread over 82 islands in six provinces. The majority (80 per cent) of the mostly Melanesian population live in rural areas. Most rural people live a subsistence lifestyle complemented by work in the informal economy.

Vanuatu's location on the Ring of Fire and cyclone belt means that it is subject to a wide range of geological and hydro-meteorological hazards (such as earthquakes, tsunamis, volcanic eruptions, cyclones, floods and droughts). Climate change projections and a short-list of anticipated impacts can be summarised as:

- Increased air temperatures and increased frequency of days of extreme heat resulting in negative impacts on the agriculture sector (for example, livestock, crops, marine resources).
- Increased rainfall in the wet season and more extreme rainfall events which can cause erosion and flooding, impacting homes, roads and the agricultural sector.
- Reduced rainfall in the dry season resulting in reduced water security impacting communities and the agricultural sector.
- Increased ocean acidification impacting marine resources and community food security.
- Continuing sea-level rise leading to coastal erosion, risks to coastal communities and infrastructure assets, and fresh water lens salinisation impacting on water security.
- Combined conditions may increase community exposure to vector-borne diseases such as malaria and dengue fever, and water-borne diseases such as dysentery and diarrhoea.²

These changes and resulting impacts place additional pressure on people in Vanuatu's remote communities (especially women, children, elderly and marginalised people) who are highly exposed and vulnerable to changes in climate and natural hazards.

The Government of Vanuatu (GoV), donors, local NGOs and international NGOs are all working to help Vanuatu adapt to climate change. This is occurring at the national level through guiding policies, plans and institutional structures, and at the community level through efforts to build community capacity and resilience.

2 PACCSAP, 2015, 'Current and future climate of Vanuatu', Vanuatu Meteorology and Geo-hazard Department & Pacific-Australia Climate Change Science and Adaptation Planning Program

1.3 Purpose of the ex-post evaluation

Pacific Research and Evaluation Associates (PREA) was contracted by Oxfam Australia to conduct an ex-post evaluation of the program two-and-a-half years after its conclusion. The purpose of the ex-post evaluation is to provide evidence of sustained program outcomes and assess the extent to which the program has influenced future projects and programs implemented by consortium partners. The findings and recommendations will be used to inform the development of a new Vanuatu resilience program.

The evaluation was guided by nine Key Evaluation Questions (KEQs) that target areas in each of the program's three key objectives. The evaluation's primary audiences are consortium agencies, and communities. The evaluation's secondary audiences are the GoV, peer NGOs in Vanuatu, and regional resilience networks.

TABLE 1: KEY EVALUATION QUESTIONS

1.	What, if any, are the major changes in the context since the program has concluded?
2.	To what extent have changes and structures established and supported during the program continued to build resilience since the program has finished (at different levels)?
3.	What evidence is there that communities affected by Tropical Cyclone Pam were better prepared, or have been able to recover more quickly due to program activities?
4.	What lessons are there on activities/approaches/structures that didn't work so well, and what could be done to reduce failures in any new program?
5.	Which elements of the program have potential for replication at a larger scale?
6.	What lessons are there on the value of working in a consortium (project management, implementation, impact)?
7.	What evidence is there of increased Government support for community based adaptation as a result of the program?
8.	Have any partnerships established outside of the consortium continued? What are the keys factors for their success, or lack of success?
9.	How have different elements of the program strategy and the Vanuatu Resilience Framework evolved and been used in subsequent programs (nationally, regionally, and internationally)?

1.4 Methodology

The evaluation was informed by qualitative methods including:

- Desktop review of program documentation: over 50 documents were reviewed to inform the evaluation including the program design document, project reports, post-program evaluation report, and research reports.
- Key Informant Interviews (KII): As well as detailed questions for each informant, KII also included the use of a tool to capture self-reported perceptions of resilience using the VRF.
- Focus Group Discussion (FGD): FGD included a tool to assess community perception of program activities and whether the benefits continued into the present time.
- Site visits/observations: Field trips were made to five program sites on four islands (Tanna, Futuna, Ambae East and Mota Lava).

The evaluation was also guided by the core principles of participation and inclusion; gender and cultural sensitivity, and informed consent.

1.5 Sampling approach

A stratified purposive sampling approach was used to choose locations for site visits and evaluation activities. Site visits were conducted to one community per province except in Tafea where two communities and one additional site were visited (see table 2). The sampling ensured that site visits were made to a community where each one of the consortium partners had delivered program activities. Sampling also ensured a diversity of program activities were included in the review. Time limitations and flight availability influenced the selection of communities included in the sample.

TABLE 2: SUMMARY OF COMMUNITIES AND SITES VISITED AS PART OF THE EVALUATION

PROVINCE	ISLAND	COMMUNITY	NGO LEADING PROGRAM ACTIVITIES
Tafea	Futuna	Herald Bay	CARE
Tafea	Futuna	Mission Bay	CARE
Tafea	Tanna	Lume	VRDTCA
Penama	Ambae East	Vatamemea	Save the Children
Torba	Moto Lava	Nereningman	Vanuatu Red Cross Society

Focus Groups Discussions (FGD) were held in four communities and involved 55 community members overall. FGD were held with men, women and young people (aged between 18 and 35), and were gender disaggregated with participants being separated into groups of men and women. Higher numbers of young people at the Mota Lava FGD enabled a separate group to be formed. Each individual group was separately facilitated by the lead evaluator or one of the consortium NGO support staff.

KII were conducted with community members (n=30), government staff (n=8) and NGO consortium.

TABLE 3: SUMMARY OF STAKEHOLDER CONSULTATIONS

CONSULTATION TYPE	MEN	WOMEN	YOUNG MEN	YOUNG WOMEN	TOTAL
KII community	10	7	9	4	30
KII government	7	1	0	0	8
KII NGOs	8	4	0	0	12
KII Other	2	2	0	2	6
Community FGD	16	16	16	7	55
Total	43	30	25	13	111

While men, women and young people were represented in the evaluation, there were generally less women and young people. The views of people with disabilities were not directly represented in the evaluation. Interviews with one carer and one parent of a person with a disability (PWD) were the only indirect representations.

1.6 Limitations

There were a number of limitations in the methodology and implementation of the evaluation. These include:

1. Time to consult with stakeholders in-country was limited by a very tight schedule and the need to accommodate travel to outer islands with infrequent flight services. Time constraints were exacerbated by two changes to flight schedules due to the death of the Vanuatu Head of State.
2. Inconsistencies in KII and FGD methodology meant that not all questions were asked of all stakeholders. This limitation was a consequence of initial data collection tools not being clear enough; inadequate time to practice using the data collection tools with enumerators; and also in some instances the need to skip over questions to meet time constraints.
3. Stakeholders were not always available to meet due to existing commitments and public holidays. Additionally, despite community visits being organised in advance of the field trips, there was low representation at several FGDs. It was also sometimes challenging finding participants with the time to engage in KII.
4. Attributing the continuation of positive outcomes to the program is difficult given NGOs have often continued to work in the same target communities.
5. The Vanuatu Rural Development Training Centre Association (VRDTCA) was one of the original program consortium partners. After the program it ceased to exist as a separate entity and was absorbed into the GoV Ministry of Education. The perspectives of VRDTCA and former VRDTCA staff have not informed this evaluation.

2. FINDINGS

This section of the report responds to the nine KEQs using the evidence gathered throughout the evaluation. A summary and list of recommendations (where relevant) are provided at the end of the discussion of each question.

2.1 Key changes in context

Key changes in context at the national level since the end of the program include the endorsement of the Climate Change and Disaster Risk Reduction Policy (2016–2030), the endorsement of the National Sustainable Development Plan (2016–2030), and the destruction, recovery and rebuilding related to Tropical Cyclone (TC) Pam. Community level contextual changes included women vocalising their opinions and taking on decision-making roles at the community and provincial level. A change in attitude now results in communities taking appropriate action when disaster alerts are issued.

Changes at the national level

Several changes in context at the national level were identified by the evaluation. One significant change was that the GoV endorsed and launched the country's first Climate Change and Disaster Risk Reduction Policy (2016–2030) in October 2015, and its National Sustainable Development Plan 2016–2030 in November 2016. Both the policy and the plan were informed by stakeholder consultations dating back to 2014. The Vanuatu Climate Action Network (VCAN) and consortium partner GlZ were acknowledged for their involvement and contributions in their formation.

Vanuatu has been hit by three tropical cyclones since the program ended in 2014. TC Pam (2015), rated as category five, was the strongest of the three cyclones and caused significant damage to crops, houses and other key infrastructure. Significant amounts of disaster relief and rebuilding assistance have entered Vanuatu in response to TC Pam and to a lesser extent TC Cook (2017) and TC Donna (2017).³ Major contributors to TC relief funding and CCA funding have been Vanuatu's traditional partners: DFAT; Foreign Affairs and Trade (MFAT); and the World Bank. Assistance has also been received from emerging donors like the Green Climate Fund and regional organisations such as Pacific Community (SPC) and Secretariat of the Regional Environmental Program (SPREP). There has been increased Government expenditure on disaster preparedness, however, this has only been facilitated by direct budget support measures from foreign aid.

The National Advisory Board (NAB) portal documents that there have been around 20 to 30 CCA/DRR programs implemented by the GoV, development partners and NGOs since the end of the program.

The private sector in Vanuatu is currently organising itself through the Vanuatu Business Resilience Committee (VBRC). The VBRC aims to achieve numerous objectives including acting as a central point of contact for government and donors wanting to access the private sector to service specific CCA/DRR needs. The VBRC also aims to strengthen the capacity of the private sector to facilitate access to CCA/DRR related finance. The VBRC is supported by key regional donors who are pushing for greater involvement and growth of the private sector in development. NGOs should consider forming a relationship with the VBRC to explore its scope of services and possible mutually beneficial partnership opportunities.

Recent updates to climate scenarios developed in 2013 have shown no dramatic change to Vanuatu's potential climate futures. This means the kinds of activities developed under the program are likely to remain useful in the current range of climate futures.⁴

3 For example, AU\$ 10 million relief funding and AUD \$30.8 million long-term recovery funding from Australian Government; AU\$4 million from The Oxfam Affiliates; and \$25m from the World Bank.

4 PACCSAP, 2015, 'Current and future climate of Vanuatu', Vanuatu Meteorology and Geo-hazard Department & Pacific-Australia Climate Change Science and Adaptation Planning Program

Changes at the community level

Two key changes in context at the community level were noted during the evaluation. While difficult to quantify, stakeholder feedback indicated that more women were taking on leadership roles in provincial and community structures. Men and women reported that women were speaking more in community decision-making forums, however, men often still had the final say in decision-making. It was clear that the role of women in communities has changed to some extent. A range of factors are likely responsible for this change in context and it is not possible to directly attribute this progress to program activities. Gender equity and women's empowerment are explored in more detail later in the report.

Communities participating in the program now take disaster warnings more seriously and take action when disaster alerts are announced. Discussions with stakeholders in all participating communities revealed a shift in attitude towards disaster preparation, from complacency to vigilant preparedness. Communities are now better informed about the appropriate preparatory actions to take. Without prompting, most community members interviewed were able to list numerous activities they undertook to prepare and respond to recent cyclone events. It is not possible to attribute this shift in attitude directly to program activities, or subsequent DRR projects implemented by NGOs in Vanuatu. However, some evidence presented later in the report indicates that CARE's DRR activities in Tafea province have made a direct positive difference in how communities prepared for and responded to TC Pam. Generally speaking, there is a broad level of awareness and capability within Community Disaster and Climate Change Committees (CDCCC) on how to conduct post-disaster assessments which supports the start of the recovery process.

R#	RECOMMENDATION	PRIORITY
1	Learn more about the Vanuatu Business Resilience Committee and explore beneficial partnership opportunities.	Low

2.2 Extent to which resilient development gains have continued

Overall, the evaluation finds that most of the changes and structures created (or strengthened) during the program at the national, provincial and community level have continued to build the resilience of communities. Some structures like the Pacific Islands Climate Action Network (PICAN) have grown stronger since the program ended, but it is difficult to assess their direct impact on community resilience. Other changes like improved relationships between government and communities have not continued to the full extent and this weakness was confirmed by community members' self-reported perception of resilience, particularly in terms of accountable governance.

The program helped to build the resilience of targeted communities facing the unavoidable impacts of climate change and extreme disaster events. Increased resilience was achieved through project activities that led to changes in knowledge, behaviour and the introduction of new structures (or the strengthening of existing structures) at the national, provincial and community level. Changes achieved and structures created during the program are summarised in table 4 below.

TABLE 4: SUMMARY OF SUCCESSES AND CHALLENGES OF THE PROGRAM

CHANGES AND STRUCTURES	SUCCESSES	CHALLENGES
Vanuatu Climate Action Network (VCAN)	<ul style="list-style-type: none"> VCAN was established by the program, is strong, and continues to play a key national coordination role for climate change/DRR programs. VCAN continues to represent consolidated NGO positions at the national level through membership and attendance at the NAB.⁵ VCAN has been influential in drafting the Vanuatu Climate Change and Disaster Risk Reduction Policy and the National Sustainable Development Plan (2016–2030). VCAN’s contribution to UNFCCC task force has been maintained. VCAN continues to build the capacity of members through training and workshops delivered at practitioner meetings. Program consortium NGOs are often leading these activities. GIZ is also helping to inform NGOs about the process to access climate change funding opportunities (e.g. GCF). GIZ remains an active member of VCAN where it shares information and news captured through its engagement with the GoV. Women are highly represented at VCAN Heads of Agency and practitioner meetings. Opportunities exist for other NGOs to step up and take on more active roles in VCAN, either as the secretariat or by representing VCAN and regional and international events. 	
CDCCCs	<ul style="list-style-type: none"> The program established CDCCCs or expanded existing Community Disaster Committees to consider climate change (thus making them CDCCCs). They continue to function and provide key DRR services (such as information, disaster alert notification, community coordination, post-disaster assessment). CDCCCs are identified as an important mechanism to increase community capacity to prepare for and respond to disasters. 	<ul style="list-style-type: none"> Provincial-government representatives (Tafea PDO and Penama SG) did not believe that CDCCCs were currently capable of performing their roles and that ongoing skills development was required. It was unclear if they were talking about CDCCCs that were supported by program activities, or CDCCCs more generally. Further research into the reasons for this view is required. While climate change is included in the CDCCC title, there was very little evidence to demonstrate that CDCCCs were engaged in CCA beyond supporting measures implemented by NGOs. CDCCCs face several challenges including high workload during disasters and volunteer fatigue. An annual pre-cyclone season stocktake of CDCCC tools and equipment should be made to ensure broken or missing equipment is identified, repaired or replaced. The use of existing post-disaster assessment processes to conduct the equipment stocktake could be used to refresh links between CDCCCs and ACS, while also acting as a means to practice the process of completing and submitting assessment forms.

5 VCAN and Vanuatu Humanitarian Team (VHT) are currently informally represented at VCAN which has special observer status. Both were unintentionally removed as NAB members by the passing of outdated legislation in early 2017.

CHANGES AND STRUCTURES	SUCCESSIONS	CHALLENGES
Provincial Disaster and Climate Change Committees (PDCCC) and Area Council Secretaries (ACS)	<ul style="list-style-type: none"> The capacity of PDCCCs was built by the program. It enabled them to fulfil their community-level training and education role by visiting communities and participating in CDCCC training (funded by consortium NGO partners). The PDO plays an important role in the functioning of the PDCCC. Area Council Secretaries (ACS) play a key communication role between CDCCCs and PDCCCs. 	<ul style="list-style-type: none"> There are challenges in funding PDO positions. Some PDOs are donor funded which brings into question the sustainability of their positions. There is a need to continue to advocate for the GoV to absorb the funding of Provincial Disaster Office (PDO) positions into the national budget. The strength and competence of the ACS is essential to effective DRR and CCA; stakeholders identified the need to strengthen ACSs and embed climate change and DRR into the position descriptions. The continuation of PDO and ACS involvement at the community level has generally only been supported where NGOs continue to work on CDCCC development. Other challenges include: lack of mobile phone directories for communication between CDCCCs and PDCCCs; and duplication and overriding of community disaster assessment response processes.
Gender equity and social inclusion	<ul style="list-style-type: none"> The program provided gender awareness training at the community level and encouraged women, young people and PWD to be involved in activities and to take on leadership roles. Community and provincial stakeholders have reported that women are now more vocal and some are stepping up into leadership roles. Over 10 different examples of increased gender equality were uncovered during the evaluation. Examples ranged from increased participation of women in community activities to more women in leadership roles at the community and provincial level. 	<ul style="list-style-type: none"> Despite strong progress, elements of the established traditional patriarchy remain with some viewing women's roles as restricted to cooking, cleaning and fundraising. Some women acknowledged that while they could now share their opinions, men often made the final decisions. PWD were acknowledged as being included in community activities, yet it was also expressed that they were sometimes kept at home due to the shame associated with having a family member with a disability.
Increased knowledge about climate change/ DRR	<ul style="list-style-type: none"> Communities have retained high levels of knowledge about DRR preparedness and response activities. Disaster alerts are now taken seriously and communities take required action when an alert is communicated. It was strongly reported that communities are better prepared for disaster events. 	<ul style="list-style-type: none"> Information about climate change has been retained, however, there is still some confusion about what observed impacts are climate-change related or the consequence of other human activity. For example, coastal erosion was blamed on sea-level rise even when there is active sand and coral mining.
Improved access to water	<ul style="list-style-type: none"> The program increased access to water in Mota Lava and Vatamemea. The gravity-fed water supply system in Mota Lava continues to supply potable water to communities ensuring increased convenient access to water, improved hygiene, health and sanitation. A functioning water committee supported by water-fee collection and an ongoing relationship with the provincial plumber demonstrate best practices that will help to maintain and sustain the system. 	<ul style="list-style-type: none"> The water supplied by the solar pump at the Vatamemea tilapia farm was valued by women as a convenient water source for washing and cooking. This positive, unintended outcome ended in December 2016 when the solar pump broke down.

CHANGES AND STRUCTURES	SUCCESSSES	CHALLENGES
PICAN	<ul style="list-style-type: none"> PICAN was strengthened and formally registered with support from Oxfam and VCAN during the program. While formally relying by the VCAN coordinator, PICAN capacity grew and now has its own paid coordinator. PICAN provides an official, legitimate voice for Pacific NGOs (including VCAN) at international climate change forums (such as COP). 	<ul style="list-style-type: none"> PICAN has minimal direct influence on increasing the resilience of Vanuatu communities. PICAN's influence is linked to its ability to influence policy relating to positive climate change action at the international and regional level.
UNFCCC COP representation	<ul style="list-style-type: none"> The program built the GoV capacity in climate-change negotiations and supported the GoV to send a representative delegation (including NGOs and women) to the UNFCCC COP 19. While still male dominated, the GoV has continued to send a representative delegation that includes women and NGOs to COP (20, 21, 22) and has plans to fund an NGO position for COP 23. The improvements made to the transparency of the selection process for COP delegates has been continued, including the involvement of VCAN in the selection panel. 	
Increased access to climate change/ DRR information	<ul style="list-style-type: none"> Communities in general continue to have very good access to DRR information and good access to climate change information. Communities targeted by CARE had more positive responses for climate change and weather. 	<ul style="list-style-type: none"> Some communities are still dependent on NGOs for climate change information. This calls into question the likelihood of benefits being sustained once NGOs move on to another community.
Relationships between Government and communities	<ul style="list-style-type: none"> The program helped create opportunities for national- and provincial-government staff to visit and meet with communities. 	<ul style="list-style-type: none"> Relationships established have only continued in some instances and this has been where there is financial support from NGO consortium partners. A lack of funding at the provincial level is cited as the main barrier for continued relationships. While there is potential for Vanuatu's Decentralisation Program to address the funding shortfall, progress in its implementation has been slow with no measurable on-ground impacts at the provincial level. There is a need to advocate for additional funding and support of the provincial governments to provide support and extension services to remote communities.
Improved diet	<ul style="list-style-type: none"> The program delivered nutrition education and training to improve health from an improved diet. The training was effective and led to changes in student lunches (Herald Bay) and more awareness in catering events to include the three types of food that provide a balanced diet. Some stakeholders also made reference to using the Kakai Blong Yumi recipe book distributed as part of the program. 	<ul style="list-style-type: none"> Health outcomes have not been measured so it is unclear if improved diet has led to actual improvements in health.

The results reported in the above table indicate that most of the changes and structures established during the program have continued to support and build the resilience of communities.

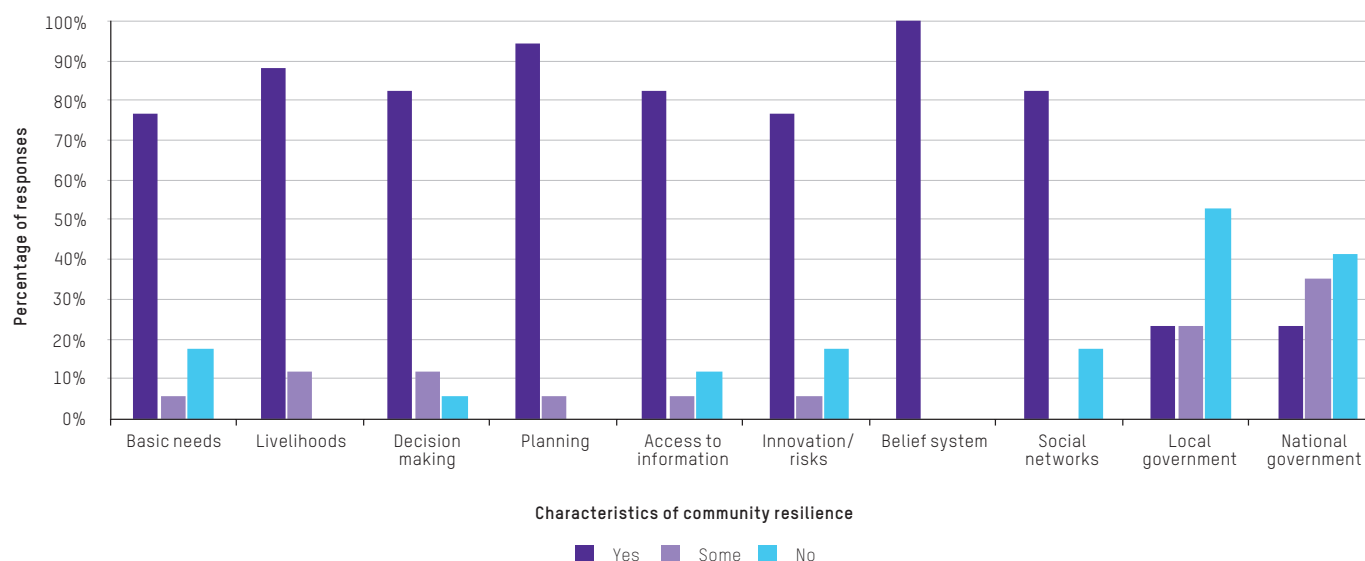
Community members' perceptions of resilience

The original end-of-program evaluation used a tool to measure self-reported perceptions of resilience. Each characteristic of the VRF was adapted into one or more simplified personal statements that key informants could respond to with a 'Yes', 'No' or 'Somewhat' (Some) followed by a more detailed explanation to justify their answer. The ex-post evaluation reused this tool in KIs to determine if there had been any significant shifts in self-reported resilience since the program ended. While the limited sample size (n=17 – 5 adult males; 7 adult females; 4 young men; and 1 young women) means that results are far from conclusive, some general findings can be drawn from the data collected (see table 5 and figure 1).

TABLE 5: COMMUNITY MEMBERS' PERCEPTIONS OF RESILIENCE

RESILIENCE CRITERIA	COMMUNITY MEMBER RESPONSE			COMMON REASONS FOR RESPONSE
	YES	SOME	NO	
'I have my basic needs met (safe home, enough food to eat, we are healthy)'	13	1	3	<ul style="list-style-type: none"> Has safe home, water and food. Needs improved access to health services/first aid kit. No water in dry season.
'I have a livelihood that provides for me now and into the future'	15	2		<ul style="list-style-type: none"> Has a job; income from taxi; selling weaving, kava, copra, fish, food crops No job; needs more employment; cyclone damaged all coconut trees
'I feel included in decisions affecting me within my community and this makes me happy'	14	2	1	<ul style="list-style-type: none"> Everyone is included in decision-making (men, women, and young people) Women can participate, but men make decisions.
'I can plan for my future'	16	1		<ul style="list-style-type: none"> References to farming, further study/education, building a better house, providing for children's future. References to farming, further study, building a better house, looking after children.
'I can access information about things that affect me (such as climate change and disasters) and can use this to improve my life'	14	1	2	<ul style="list-style-type: none"> Information can be sourced from NGOs, National Disaster Management Office, mobile phone, CDCCCs, family radio, internet No longer get information about climate change.
'I try new things to improve my life, even when there are risks'	13	1	3	<ul style="list-style-type: none"> Fishing, using Ventilated Improved Pit (VIP) toilet.
'I am connected to the land and sea and believe that it looks after me if I look after it'	17			<ul style="list-style-type: none"> Sea and land provide basic needs for community. If we care for it, it will continue

FIGURE 2: COMMUNITY MEMBERS' PERCEPTIONS OF RESILIENCE



A visual comparison of self-reported resilience perceptions results between the end-of-program evaluation (2015) and the ex-post evaluation results was performed. Given the small sample sizes involved, a quantitative comparison of results would likely lead to misleading findings. Generally speaking however, the findings from the end-of-program and ex-post project evaluation are very similar. The only notable variation was a decrease (40 per cent end-of-program evaluation to 24 per cent ex-post evaluation) in the belief that the national government listen to and respond to community needs. The number of 'yes' responses mostly moved across over into the next 'somewhat' category. This result is not surprising given that while the program was running it helped facilitate relationships between the government and communities, and that this facilitation of relationships reduced after the program ended.

Responding to the above findings, the evaluation makes a number of prioritised recommendations for consideration in future programs.

R#	RECOMMENDATION	PRIORITY
2	Continue to promote gender equality and social inclusion (young people and PWD) to increase community resilience to climate change and disasters.	High
3	Advocate for changes to ACS role descriptions to include CCA and DRR responsibilities.	High
4	Continue to advocate for the GoV to absorb the funding of PDO positions into the national budget.	High
5	Continue to strengthen structures to communicate climate change information to communities (for example, NDMO/VMGD -> PDCCC -> ACS -> CDCCC -> community members).	Medium
6	Conduct further research into areas where CDCCCs need further strengthening as reported by staff from the Tafea and Penama provincial government. This may help improve CDCCC development or identify gaps that need filling by future programs.	Medium
7	Explore and address challenges experienced by CDCCCs (high workload during times of disaster, volunteer fatigue, desire for financial reward).	Medium
8	Continue to strengthen ACS and PDOs.	Medium
9	Explore opportunities to use mobile phone and internet technology to overcome barriers to forming closer relationships between Government and communities.	Medium

2.3 Evidence of program contribution towards effective disaster preparedness, response and recovery post Tropical Cyclone Pam

Communities involved in the Program were better prepared for TC Pam and have been able to recover faster due to their involvement. All communities consulted as part of the evaluation demonstrated DRR knowledge and provided examples of how this knowledge was applied to take many of the actions recommended in NDMO's Community Response Plan (CRP). They understood what the cyclone category strength meant and they provided examples of what they did for each disaster warning alert level. Community members interviewed often cited consortium partners as their source of their DRR knowledge. This knowledge has been built up over time by several different programs and delivery partners (including NDMO/VMGD). While it is not possible to attribute increased community preparedness for TC Pam solely to the program, it has certainly contributed towards this positive outcome.

A research report commissioned by CARE in 2016 sought to uncover if there was any difference in TC Pam disaster preparedness, response and recovery between communities who had and had not been part of gender-responsive DRR activities delivered through CARE's Yumi Redi and Yumi Strong (2011 – 2016) programs.⁶ The study used a DRR checklist based on NDMO's CRP that CARE had used in its program activities. The research used the checklist to assess and score the type and extent of actions taken before, during and after TC Pam. Study findings clearly documents that communities who benefited from CARE's gender-responsive DRR activities were better prepared and have recovered faster following the cyclone. These communities understood what a 'category 5' cyclone rating meant and took preparatory action. This involved preparing water, food, crops, boats, and moving people to safe houses. Communities also worked together as a unit, with men and women taking leading roles in the functioning CDCCCs. Communities not targeted by CARE's activities took far fewer preparatory actions and executed action much later, exposing them to unnecessary hazards. These CDCCCs did not function effectively and the concerns of women about the approaching cyclone were largely ignored by the men.

DRR development activities (such as CDCCC formation and strengthening) implemented through Yumi Redi and Yumi Strong are very similar to the DRR activities implemented by CARE and other consortium partners in the Vanuatu NGO CCA Program. Due to the similarity in program activities, it is highly probably that the positive research findings on CARE's work in the Erromango and Aniwa (two target islands for Yumi Redi and Yumi Strong) would also be observed in Futuna where CARE implemented DRR activities for the Vanuatu NGO CCA Program. While it is not possible to extrapolate these positive findings to the communities targeted by other partners in other provinces, CARE's findings do highlight the potential for similar programs that strengthen communities and CDCCCs to make a real impact on community disaster preparedness, response and recovery.

"Futuna was prepared and recovered fast. Boats were in the water fishing 3 days after the cyclone had passed. Futuna was exporting food to Port Vila within the first week."

Futuna Fisheries Cooperative Manager, Mission Bay (male)

The Tafea PDO confirmed some of the CARE's research findings. He stated that CDCCCs in Tanna were not strong and that communities in Tanna had a much lower level of DRR knowledge compared to other communities where CARE had been working. The Tafea PDO also indicated that communities on Futuna recovered faster compared to Tanna communities.⁷ Several community members from Futuna made specific reference to CARE's training being responsible for their knowledge about what to do before, during and after a disaster. Comments from stakeholders in Futuna also confirm that communities were well prepared and that actions taken (securing boats and cutting back vegetation on root crops) has helped them recover.

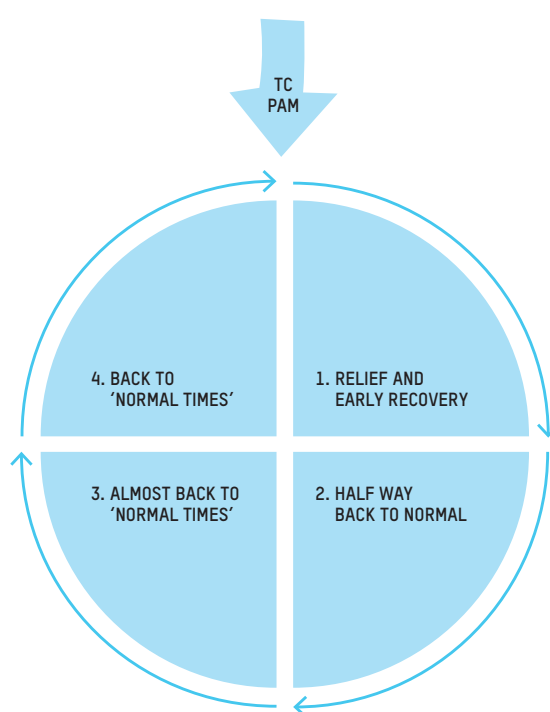
6 Webb, J., 2016, 'Does gender responsive disaster risk reduction make a difference? - A comparative study of Category Five Tropical Cyclone Pam in Vanuatu', CARE International

7 However, it must be acknowledged that Tanna experienced more cyclone damage as it was more exposed to the cyclone.

All communities consulted as part of the evaluation demonstrated DRR knowledge and provided examples of how this knowledge was applied to take many of the actions recommended in NDMO’s CRP. While this evaluation did not directly assess the degree of preparedness and response action taken by communities *not* involved in program activities, it has confidence — based on the evidence provided by CARE and the Tafea PDO — that communities targeted by the program’s DRR activities were most likely better prepared, took more actions, and as a result have experienced a faster recovery process.

CARE’s research report referred to above also made use of a ‘cyclone recovery process’ diagram (see figure 2) to assess community perceptions of where they were in the recovery cycle. The ex-post evaluation re-used the cyclone recovery process tool in the FGD to assess recovery post-Pam. The results (see table 5) indicate that all FGD groups (men, women and young people) in Herald Bay, Mission Bay, Vatamemea and Nereningman felt their community was almost back to normal (3) or had fully returned to normal (4), while Mota Lava FGD participants (men and young people) indicated their community was ‘halfway back to normal’.

FIGURE 2: CYCLONE RECOVERY PROCESS



2.4 Lessons and recommendations for interventions that were less effective

While many of the program’s interventions were effective, some aspects experienced challenges, reducing their effectiveness. Common themes identified across a number of activities included the need for longer timeframes to establish and sustain livelihood activities. The need for complementary governance and business planning education was also identified as a requirement to increase sustainability of some activities, alongside mainstreamed gender equality considerations. Finally, NGO engagement with government to increase collaboration and sustainability of activities could have been strengthened.

Program consortium partners implemented a large number of different project activities. Some activities were less effective than others or have not been sustained since the program ended. Other activities were successful, but could be improved through changes to their design or implementation. Exploration of activities and program elements that worked very effectively are discussed in the section 3.5.

New ideas take time to be adopted by the community

Introducing new livelihood activities and new ideas (such as growing new types of vegetables) to communities requires between closer to five years of on-ground project delivery time. This time period is required to support communities to overcome initial or delayed issues faced in running new livelihood activities or adopting new practices. This will increase the likelihood that activities will be sustained. For example, additional project delivery time would have helped CARE work with communities on Futuna to overcome the challenges of pests and disease faced when growing new vegetable crops. Additionally, SC could have assisted communities in Vanua Lava and West Ambae to determine the cause of layer chickens failing to lay eggs.

[we made] vegetable gardens, but because of rats and disease people give up."

Mission Bay community member (male)

DARD staff in Tafea agreed that new activities like growing vegetables, or keeping pigs and chickens required long periods of external promotion and support to assist communities. Guided by an exit strategy developed at the start of the project, and mainstreamed throughout the program (including working with local partners and service providers), these activities will help increase the likelihood that new initiatives or outcomes will be sustained beyond the program's funding period.

Frequent monitoring is needed to identify and address issues

Related to the need for extended periods of support is the need for closer monitoring of project activities during implementation. There were several instances where more frequent or more detailed monitoring would have identified issues within project activities and provided an opportunity to address these during the program period. For example, closer monitoring by SC of the inland tilapia fish farm in Vatamemea would have identified that there was a need to strengthen record-keeping and transparency about the farm's finances. Additionally, closer monitoring by VRCS of the tree nursery on Mota Lava may have identified signs that the project was experiencing difficulties before it failed.⁸ Closer follow-up could also have identified the reasons why CDCCCs on Mota Lava did not rollout training on hygiene promotion despite being trained themselves in this topic and having plans to implement this activity within their communities.

Supporting structures and foundational skills are needed to strengthen new livelihoods activities

Establishing new livelihood projects is a challenging task. The program's livelihood activities often focused on creating the physical infrastructure and transferring the technical knowledge to conduct the activity, while less attention was given to building appropriate management and governance structures to support the activity. Additionally, basic skills in management, financial literacy and record-keeping were found to be lacking. For example, while the Vatamemea fish farm was managed by a group of young people, there was no broader cooperative structure set up to ensure good governance and management. These structures could have ensured there was a maintenance fund to collect a percentage of all income from fish sold to support future expenditure would help to keep the activity running. Establishing a fund based on a basic business plan of estimated sales, income and likely future maintenance costs should be a core requirement of all livelihood activities involving an asset that requires maintenance.

8 The evaluation was unable to uncover the exact reasons the nursery failed.

9 The Tafea SG has only been in the role for the six months before the evaluation; this short period may partly explain their lack understanding of NGO activities.

Communication between some NGOs and provincial governments could be strengthened

Provincial government stakeholders consulted in Tafea and Penama stated that NGOs were not keeping them informed about the current or future work in the region.⁹ However, consortium partners provided evidence to the contrary stating that they communicate with provincial representatives regularly, via face-to-face meetings, written reports and emails, and that they have Memorandums of Understanding with government. Therefore, while NGOs appear to be keeping provincial governments informed, there is a perception at the provincial level that this is not occurring. This highlights the importance of NGOs engaging with the provincial governments to build trust and good relationships, and overcoming any barriers in the flow of information.

Mitigation and contingency measures are needed to deal with land disputes

Land disputes are a common occurrence in Vanuatu and they sometimes adversely impact project activities. The program experienced land disputes that complicated project delivery in Ambae and Mota Lava. For future programs, opportunities to reduce the likelihood of land disputes or reduce their impact should they occur include: signing MoUs with MoUs with Chief/landowner as early as possible, with clear responsibilities for all parties involved; selecting community owned and managed sites for new assets, rather than individual community members; and scoping secondary options sites should arrangements with the first site fail.

Gender justice – lifting everyone up together

The Herald Bay Chief and young men said that the Program provided no activities for male youths and only one small activity for young women. While programs need to be efficient and targeted, these views highlight the importance of lifting everyone up together (men, women, young men and young women) and making sure that everyone is involved and benefiting from program activities. The importance of mainstreaming gender justice in all project activities was highlighted by the Vatamemea fish farm project; while girls and young women were involved in the fish farm, their role was limited to feeding the fish and helping to clean the pond site. This highlights the need for broad gender justice activities that not only highlight the benefits and importance of being inclusive, but challenge existing cultural norms about the role of women and girls in communities.

“Both one man and one woman were sent to Port Vila for training with Save the Children. When the woman came back she was pushed out of the fish farm project.”

Former Chairperson of the fish farm project in Vatamemea (male)

High quality educational resources could be better promoted

Consortium partners noted that the program produced some high quality educational resources (such as CARE’s Climate Smart Agriculture Handbook). However, these have not been adopted at the national level. Case studies highlighting the positive program outcomes could be used to promote the effectiveness of program activities and the supporting resources. These resources could be uploaded to the NAB portal and promoted to GoV staff.

Improved measures to deal with high levels of staff turnover are required

As well as disaster events such as TC Pam, disruptions to the program were also caused by staff turnover. Stakeholder interviews confirmed that staff turnover delayed the implementation of some activities, and that the process of recruitment and training took valuable project time and resources. Even with efforts to ensure satisfactory working conditions and remuneration, staff turnover is unavoidable and partners must ensure that they plan proactively for such events, with appropriate contingency measures and realistic timelines.

Responding to the above findings, the evaluation makes a number of prioritised recommendations for consideration in future programs.

R#	RECOMMENDATION	PRIORITY
10	Allow closer to five years of focused project delivery to support communities adopt new practices or establish new livelihood activities.	High
11	Provide basic business, finance and governance literacy training to relevant community members as part of any new livelihood activities (especially those that require financial management and/or ongoing funded maintenance).	High
12	Ensure project activities that will incur future maintenance expenditure establish a maintenance fund/ account and have a business model that supports deposits into the account at a rate that will ensure funds are available when required to cover maintenance costs.	High
13	Clearly specify an exit strategy within the project design and outline activities the project will implement to support sustainability of key project activities, outcomes and structures.	High
14	Evaluate technological solutions to ensure that they are durable and appropriate for remote, outer-island communities (such as solar pump versus hand pump for extracting well water).	High
15	Include contingency periods in project plans for delays when replacing NGO staff in respond to unavoidable staff turnover.	High
16	Ensure sufficient processes are in place to support the hand-over of projects, knowledge and relationships to new staff in order to limit the impact of staff turnover (this includes documentation of past activities and future plans, and shadowing on-the-job field work).	High
17	Ensure consortium members conduct regular follow-up monitoring on the impact of project activities (process, output and outcome).	High
18	Develop strategies to ensure government collaboration and support in the development and implementation of program activities.	High
19	Ensure activities are designed in a way that fosters communities' sense of ownership of the process and outcomes.	Medium
20	Create appropriate organisational structures governed by rules to manage livelihood activities.	Medium
21	Ensure that any new technologies introduced in communities are locally-appropriate and climate-resilient.	Medium
22	If purchasing new electronic technology, push for extended product warranties, insurance or long-term maintenance contracts that extend beyond the project timeline.	Medium
23	Sign MoUs with relevant support partners (such as GoV Departments) at the initial project design stage to increase likelihood of ownership and continued post-program support.	Medium
24	Ensure educational resources and learning outputs are shared widely with government, communities and other stakeholders, and uploaded to relevant electronic knowledge management portals as a means of establishing a repository of resources for sharing and re-use.	Medium
25	To reduce the impact of community land disputes when attempting to site new project infrastructure, consider a) MoU with landowner and Chief at time of activity design (or early in implementation); b) using school and church locations; c) always have a back-up location.	Medium

2.5 Interventions to be considered for replication and scale up

Numerous program interventions including new water systems, CDCCC development, home gardens and nutrition education have been effective and are worthy of consideration for replication and scale up. Their selection for future programs should be carefully informed by community needs and GoV priorities, as well as demonstrated past effectiveness. Costs and NGO competency in the target sector should also be considered in the selection process.

Reticulated gravity-fed community water system

The reticulated gravity-fed community water system supported by VRCS is one example of a highly effective activity implemented by the program. Access to potable water in Mota Lava was a community priority and addressing this encouraged strong community support for implementation. This same level of community buy-in and support is being experienced by CARE's current Futuna WASH project, which has just upgraded the water supply system in Herald Bay.

Framed as a climate change adaptation measure, the water project increases water security by improving access to water in prolonged drought/El Niño events when other local water sources, such as wells, dry up or become overly saline.

The Mota Lava water project used a proven low-technology, effective solution that can be maintained using local, skilled labour. Replacement parts, tools and materials are all relatively affordable and can be sourced from hardware stores in Santo or Port Vila. The sustainability of the system was strengthened through the establishment of a water committee and a cost-recovery mechanism that collects water fees from business and community users of the water system. The water committee was still functioning and fees were being collected to pay for future maintenance (or enhancements). The Mota Lava water project was supported by the provincial planner and plumber, and these relationships continue to help support and maintain the system.

Women and children tend to be vulnerable to the impacts of climate change. Projects that improve water accessibility and water security specifically benefit women who are traditionally tasked with collecting water and meeting the household's WASH needs. Children are also primary beneficiaries through improved water quality leading to reduced incidence of water-borne diseases like diarrhoea (assuming water quality is considered in the technical design and ongoing monitoring).

The program installed new rainwater harvesting systems (tanks, gutters, connecting downpipes) at some locations (Lume, Mota Lava), and these were also effective activities that were highly valued by the community and increased water security. The installation of rainwater tanks is another appropriate low-technology solution to increase water security and a good CCA option where gravity-fed systems are not feasible. Some best practice rainwater harvesting features such as first flush diverters were installed at the French School in Mota Lava, but not at the Lume Rural Training Centre (RTC) in Tanna. These and other best practices (such as leaf eaters, screens to prevent mosquito breeding in tanks, grey water soak pits for water overflow) could become standardised options for future rainwater harvesting projects. This would improve water quality and decrease health risks. Behavioural change and maintenance plans to ensure seasonal tank cleaning and maintenance also need to be included in project design in order to reduce community exposure to unintended health risks and to increase the lifespan of infrastructure.

CDCCC establishment and strengthening

Establishing CDCCCs and strengthening existing CDCCCs was effective. Where consortium partners had pre-existing relationships with CDCCCs, the program facilitated and supported the continuation of those relationships by expanding the role of CDCCCs to incorporate climate change awareness and CCA. The program also enabled partners to reinforce existing DRR knowledge and skills within CDCCCs. This core competency is very important for improving community capacity to prepare for and respond to disaster events. Evidence from the desktop review and interviews confirmed that CDCCCs were playing an active role in disaster preparedness and response. Examples of CDCCC members leading the initial recovery and completing post-disaster assessment forms after TC Pam, TC Cook and TC Donna were provided as evidence of CDCCC competency.

Disaster simulation exercises used as part of CDCCCs training were recalled by community members and found to be a culturally appropriate and a practical means to reinforce knowledge. Simulation activities were also conducted in schools to help embed best practices at an early age. The involvement of schools is important given they are frequently used as evacuation centres when disasters occur.

CDCCCs have the potential to be used as effective entry points (alongside established Chief structures) for future development projects. Two community stakeholders considered the benefits to be reduced transport, accommodation and delivery costs, as well as the establishment of local, and trusted connections for use in future projects. Therefore, strengthening CDCCCs not only helps to build community resilience to disaster and climate change impacts, but also provides a platform for broader community development.

Home and school gardens

CARE's program activity to establish home and school gardens in Futuna was effective. The convenience of home gardens was highly valued by communities who had traditionally only grown food in the bush some distance from the home. This enabled adult and young women to increase their involvement in gardening and food production. Women found they had more control over meal planning and food choices as opposed to relying on men to harvest and bring home what would be eaten. Moving gardens closer to homes is a foundation for introducing changes to other agricultural practices such as introducing new vegetable varieties that require more frequent maintenance. Gardening

is an important rural subsistence and livelihood activity that can be adapted to better cope with climate-change impacts, thus increasing community resilience.

The establishment of a school garden in Herald Bay was an effective and relevant mechanism to engage children practically in CCA activities. The garden continued to be maintained by students, and staff reported that the food grown was used to cater school events which may contribute to reducing school costs.

School gardens also provide the opportunity for teachers to use the garden as a learning tool for different components of the curriculum such as biology or traditional practices such as cooking and agriculture. Programs promoting home and school gardens need to ensure that this shift is supported by the adoption of complementary agricultural practices (such as crop rotation, composting) that help keep soil healthy and productive. Programs introducing new agricultural practices should also consider barriers like the impact of pests (for instance, wild/domestic pigs and rats); convenient access to water; and the availability of gardening tools.

Nutrition education

The nutrition education activity led by CARE in Futuna worked well. The activity addressed documented health issues (such as anaemia) through promoting a more diverse diet which incorporated the daily consumption of the three food types: carbohydrates, vegetables and protein.¹⁰ A recipe book used in training workshops and handed out to community members supported the preparation of balanced meals.¹¹ Several community members interviewed in Futuna made reference to the recipe book and the importance of eating the three different types of food promoted by the activity. Improvements in the diversity of food prepared for school lunches and community events were reported by community stakeholders, which demonstrates that the activity was effective and has contributed to changing behaviours.

The nutrition education activity was supported by two other components of CARE's delivery: the promotion of new agricultural practices such as growing new types of vegetables in home gardens to increase consumption of vegetables; and the establishment of protected (tabu) areas for mangrove crabs (promoted at the Futuna Agricultural Festival) to ensure the security of this valuable protein source.

Water systems, CDCCC development, home and school gardens, alongside nutrition education are examples of activities that worked well and were effective at increasing community resilience to the impacts of climate change and disasters. Other activities that worked well, or that could work well with minor adjustments, are documented in table 6, and are recommended for broader scale up and replication in future programs. Factors influencing their selection include:

- Demonstrated effectiveness at increasing resilience to climate-change impacts and disaster risks
- Addressing community needs
- Predicted climate-change impacts for Vanuatu
- Estimated implementation costs
- Contextual factors that may limit replication or applicability of activities
- Alignment to the GoV's National Strategic Development Plan (NSDP) and Sustainable Development Goals (SDG).

10 FAO, 2010, 'Nutrition country profiles: Vanuatu', FAO, http://www.fao.org/ag/agn/nutrition/vut_en.stm

11 CARE International, 2014, 'Our Food - Recipes from Nutrition Training in Vanuatu', CARE International

TABLE 6: INTERVENTIONS THAT HAVE POTENTIAL FOR REPLICATION AND SCALE UP

SECTOR	ACTIVITY	COMMENTS
WASH	Reticulated gravity-fed community water system	<ul style="list-style-type: none"> Community priority, essential need Responds to water shortage challenges during prolonged drought Proven low-technology, effective solution that can be sustained Aligned to Vanuatu NSDP objective EC02.2 and SDG 6. Other reasons are discussed in more detail above.
WASH	Rainwater harvesting and storage	<ul style="list-style-type: none"> As above, but effective where gravity-fed system is not feasible Ability to demonstrate best practice rainwater harvesting (for example leaf eaters, first flush diverter, enclosed tanks with screens to prevent mosquito breeding) Ensure tank cleaning and maintenance is included in project design to reduce community exposure to unintended health risks Other reasons are discussed in more detail above.
DRR	CDCCC establishment and development	<ul style="list-style-type: none"> NGOs play a critical role in establishing and building the capacity of CDCCCs in remote communities CDCCCs and the accompanying community DRR education and simulation activities have been proven to effectively increase community preparedness for disasters, reduce disaster impacts and potentially save lives by increasing resilience. Simulation activities that include schools and school children will help embed best practices at an early age Strong CDCCCs can be effective entry points for future development projects Climate change projections for Vanuatu indicate that the country will experience an increase in the stronger cyclones, which highlights the importance of community preparedness Responds to claims by two provincial stakeholders that CDCCCs are still not strong/capable of fulfilling their roles. It was not clear if these CDCCCs were involved in program activities High level of alignment to GoV DRR processes.
DRR	ACS and PDO/PDCCC strengthening	<ul style="list-style-type: none"> Compliments CDCCCs' development activity ACS/PDO are essential links in the communication chain between the GoV (NDMO) and communities during a disaster (and potentially for communicating climate change information) Strength and competency of ACS was highlighted as a key enabling factor for community DRR and other community development Opportunity to work with GoV/provincial governments to integrate CCA/DRR in the ACS position description High level of alignment to GoV DRR processes.
DRR	Evacuation shelters	<ul style="list-style-type: none"> Responding to community needs / priorities Supports additional rainwater harvesting infrastructure to also increase water security and resilience to drought / water source for post-disaster Possible multi-use facility. For example, a new school classroom can help increase access to education. This may help support education continuity during disaster recovery, and to align with the Comprehensive School Safety Framework to which Vanuatu is a signatory Aligned to Vanuatu NSDP objective ENV3 and Sustainable Development Goal 13.
DRR	HF radio	<ul style="list-style-type: none"> ACS to have access to High Frequency (HF) radio. Assessment needed on costs/benefits for remote CDCCCs (far from ACS) to have HF radio Responding to community needs/priorities, and recommendations from Tafea PDO Increases effectiveness of communication during a disaster and helps address communication access where short-wave radio signals are of poor quality or when mobile phone networks fail Aligned to Vanuatu NSDP objective ENV3 and Sustainable Development Goal 13.

Food security	Home gardens and school gardens	<ul style="list-style-type: none"> • Positive feedback from communities adopting this practice • Effective means of engaging more adult and young women in agriculture/food production • Moving gardens close to houses is a foundation for introducing changes to other agricultural practices (such as introducing new vegetable varieties that require more frequent maintenance) • Need to ensure that a shift to home gardens is supported by the adoption of complementary agricultural practices (for example crop rotation, composting) that help keep soil healthy and productive. • School gardens are an effective and relevant mechanism to engage children in CCA activities
Food security	Integrated food production systems	<ul style="list-style-type: none"> • While not prescriptive, may involve integrating a chicken coup over the top of an inland freshwater fish farm and the use of organic liquid fertiliser from the fish farm to fertilise nearby crops • Programs should be careful in the selection of communities. They need to be far enough away from the ocean so that fishing or buying ocean fish is difficult, expensive or highly inconvenient. This will help ensure demand for freshwater fish and that the fish farm will not undermine ocean-fishing livelihoods • Potential to improve diet and community health while also increasing resilience to climate-change impacts on traditional agriculture • Creates sustainable livelihood opportunities for community members (which could be targeted at women or young people) • Aligned to work already being undertaken by DARD in Ambae, Pentecost, North Ambae and Maewo. DARD are piloting integrated food system for chickens, fish, vegetable crops (as outlined in the first dot point above).
Health	Nutrition education	<ul style="list-style-type: none"> • Complements home gardens and integrated food production systems. • Helps to address existing health impacts from nutritional deficiencies (such as stunted growth and anaemia) • Proven effective in shifting behaviours to a more diversified diet • Aligned to Vanuatu NSDP objective SOC3.2 and Sustainable Development Goals 2 and 3
Marine resources /Food security	Establish Marine Protected Area	<ul style="list-style-type: none"> • Anecdotally, have been effective in preserving biodiversity and increasing fish stocks in protected areas • Aligned to Vanuatu NSDP objective ENV5.1, 5.1 and Sustainable Development Goal 14.
DRR	Coastal planting	<ul style="list-style-type: none"> • Where applicable, coastal planting (soft landscaping) measures could be used to reduce coastal erosion • Low-cost, effective (when done properly), community-appropriate technology solution • Where appropriate, opportunities exist to pilot other measures demonstrated in other Pacific Island Countries (for example, groynes in Tonga).¹² Technical expertise (coastal engineers) would be needed • Aligned to Vanuatu NSDP objective ENV4.5 and Sustainable Development Goal 13.
Health	WASH (hygiene promotion and improved sanitation) ¹³	<ul style="list-style-type: none"> • Supported by improved access to water • Ensure program goes beyond 'education' as a means to shift hygiene behaviours • Aligned to Vanuatu NSDP objective EC02.2 and Sustainable Development Goal 6.

12 Groynes are being piloted by SPC Global Climate Change Alliance: Pacific Small Island States Program and GIZ Adaptation to Climate Change and Sustainable Energy Program in Tongatapu, Tonga.

13 The Mota Lava community rated the VRCS hygiene promotion activity as 'not good'. This perception resulted from the fact that the CDCCs were trained to deliver hygiene promotion activities in the community, but they failed to deliver this training. It is the judgement of this evaluation that hygiene promotion remains an activity worthy of future replication.

Responding to the above findings, the evaluation makes the following recommendations for consideration in future programs.

R#	RECOMMENDATION	PRIORITY
27	The evaluation recommended twelve activities that could be replicated and scaled up by future programs. These activities were: Reticulated gravity-fed community water system; rainwater harvesting and storage; CDCCC establishment and development; ACS and PDO/PDCCC strengthening; evacuation shelters (establishing or strengthening); HF radios for ACS; home gardens; integrated food production systems; nutrition education; Marine Protected Area; coastal planting; WASH (hygiene promotion and improved sanitation).	Medium
28	Consortium partners should seek to engage a range of stakeholders (by targeting communities, provincial governments and the GoV) in the program design process. Engaging stakeholders in the selection of project activities will help increase their later buy-in and support, and ensure activities address community needs.	Medium

2.6 Lessons on the value of working in a consortium

NGOs identified the benefits of working together in a consortium including increased trust, collaboration and shared learning. The joint development of program design (including logical models and MERL plans) improved the design process and made some aspects of the reporting process easier. Drawbacks of working in the consortium were identified as the need for individual partners to rewrite, reformat or re-enter financial data and reports to comply with its specific organisational processes.

The program was the first instance where NGOs in Vanuatu worked together in a consortium. This approach helped form stronger relationships and trust between partners. The program provided an opportunity for partners to learn how to collaborate and work together. Inter-agency relationships and trust were further strengthened during joint responses to TC Pam. Working in a consortium is valued by partners as evidenced by subsequent consortium programs:

- Yumi Redi – Everyone is prepared (2015–2016) involving Oxfam, SC, CARE, VRCS.
- Tugeta yumi strong blong fesem disasta mo climate change (Yumi Strong) – Increasing small island resilience to disasters and climate change in Vanuatu, involving CARE and SC.
- Yumi Redi 3 involving CARE, SC, VRCS and VTH.

Consortium partners continue to work together on submissions to GoV and other donors regarding the implementation of TC Pam response funds and other development programming. Participation in a consortium is now commonly practiced by the original program consortium partners.

Consortium partners noted the benefits of working together during the program design phase. For example, the Yumi Redi program used a single, shared program logic and common MERL plan. The shared program logic helps create a more integrated and robust design that considers the strength of each partner organisation. It also avoids the need for each individual partner to develop its own separate logic model. Having a shared MERL plan makes aggregating data easier when reporting to donors and it can also help facilitate the use of shared data collection tools and methods, which increases the consistency and quality of data. For example, all Yumi Redi projects used a common Vulnerability Capacity Assessment (VCA) tool that was originally developed by the Red Cross and later adapted and endorsed by the NAB.

Benefits of consortium projects were evident during program implementation. The consortium arrangement made it easier for partners to work together on the joint delivery of some program activities. For example, the training of local project field staff in Tanna saw SC, Oxfam and CARE come together to deliver the components of the training according to each organisation’s areas of expertise. Similar joint trainings have been employed for Area Council Secretaries and PDOs. Partners noted the benefits of using shared Information, as well as Education and Communication (IEC) material through the consortium. For example, the Yumi Redi program used common branding across all materials including the NAB-endorsed, Community-based Climate Change Disaster Risk Management handbook.

A Consortium Management Group (CMG) for each specific consortium program acts as a forum for program-specific coordination and news sharing. The CMG helps ensure better planning and sequencing of activities, and improves communication between partners. The importance of having one NGO lead the CMG was noted and Oxfam took on this

role during the program. Other partners such as SC have taken on this role for other programs (such as Yumi Redi). This arrangement of a consortium with a CMG and lead organisation should be replicated in future programs.

GIZ's involvement in the consortium as a non-financial partner was valued by NGOs. GIZ is an influential development partner in Vanuatu and its influence has been used to advocate for national reforms that provide more participation opportunities for NGOs. During the program, GIZ offered technical expertise to consortium partners and some activities used GIZ resources (such as developing the solar dryer manual). GIZ continues to support and partner with NGOs. Its continued involvement in consortium programs is recommended.

NGO partners also noted some barriers and drawbacks to working together as a consortium. Despite the benefits of a shared MERL plan, partners indicated that they often needed to recreate reports or re-enter data in formats consistent with its organisational templates and processes. The same issue is experienced with financial reporting and acquittals. While one partner can lead the consortium and be responsible for overall financial reporting back to the donor, each individual partner often needed to follow its own organisational financial accountability and reporting processes.

While consortiums built strength and trust between partners, obviously not all NGOs will be invited to participate, or can participate in any one consortium. This may lead to non-participating NGOs feeling excluded, as well as potentially diminishing their strength and viability in terms of access to donor funds. This exclusion can cause tension between participating and non-participating NGOs. Where mutually beneficial, involving non-consortium NGOs could be explored.

Not all the potential benefits of working together as a consortium could be realised by partner organisations. While NGOs are now working in a more coordinated manner, the opportunities for NGOs to share transport and logistics are limited. This limitation arises because islands (and communities) targeted by programs are generally divided geographically between partners. For example, Red Cross are currently working with communities in Torba province. As other NGOs don't have a strong presence in Torba, there is limited scope for reducing costs through shared or joint logistics and transport options. This geographical division enables consortium partners to cover all of Vanuatu without duplication and overburdening communities with multiple projects and development partner relationships.

Responding to the above findings, the evaluation makes a number of prioritised recommendations for consideration in future programs.

R#	RECOMMENDATION	PRIORITY
29	NGOs should continue to capitalise on the benefits of delivering programs as part of a consortium.	Medium
30	Continue to involve GIZ in consortium programs.	Medium

2.7 Evidence of increased Government support for community-based adaptation as a result of the program

The GoV support for CBA was observed in the Vanuatu Climate Change/Disaster Risk Reduction policy and through positive statements made by the NDMO Director. Despite this support, internal capacity constraints and a tendency for donors to fund initiatives at the national level have led to very limited uses of CBA by Government-led climate change/DRR programs.

The Vanuatu Climate Change and Disaster Risk Reduction Policy makes explicit reference to the CBA approach. The inclusion of CBA was advocated for by NGOs through VCAN and the NDMO Director expressed support for CBA when interviewed as part of the evaluation. The role of civil society in strengthening CDCCCs was specifically mentioned by the NDMO Director as an example of this approach in action. NGO CDCCC development combined with standardised tools (such as the CDCCC Handbook and post-disaster assessment form) endorsed by NDMO provides an example of civil society and the GoV cooperating and working effectively on CBA.

The Penama provincial government acknowledged the benefits of the CBA. NGOs like SC helped to build the capacity of communities by providing practical advice and direct support "teach[ing] people how to do things and manage their own projects", Penama Secretary General noted.

While the government is committed to the CBA process, current capacity constraints have prevented broad application of the approach in government-supported programs. Traditional donors tend to preference national-level initiatives and, given Vanuatu's reliance on external assistance for CCA programming, this has reduced the scope for large-scale CBA programs. This is continuing despite the GoV acknowledging the importance of working at a community level.

A review of projects on the NAB portal did not uncover any specific examples of GoV-led CBA work. The lack of evidence to support the GoV's use of CBA in projects may be attributed in part to limited consultation opportunities with Government staff. To inform this discussion further, the evaluation will briefly review a recent project implemented by the GoV.

The GoV was the implementing entity for the United Nations Development Program (UNDP)-supported Vanuatu Coastal Adaptation Project (VCAP) (2007–2017). VCAP's design documentation made reference to using targeted community approaches to CCA that were responsive to stakeholder needs and priorities. Some of the activities implemented by the project were similar to the Vanuatu NGO CCA Program, including:

- The VCAP process used to identify community vulnerabilities and priorities
- Planting vetiver grass in Epi
- Establishing Marine Protected Area (Aniwa, Epi)
- Establishing agricultural demonstration plots and distributing climate change resilient crop varieties.

The above activities addressed community needs and involved community members. However, the documentation reviewed did not demonstrate the building of a grassroots capacity to plan and implement these activities, which may result in a lack of community ownership and present difficulties for the long-term continuation of activities. Gender and social inclusion were considered during the VCAP project, but the evidence viewed indicated that this consideration did not go beyond encouraging participation of women, young people, and PWD, as well as ensuring the views of different groups were captured in the VCAP process. There was no evidence that the activity challenged broader gender awareness within communities or existing male-dominated structures.

Responding to the above findings, the evaluation makes the following recommendation for consideration in future programs.

R#	RECOMMENDATION	PRIORITY
31	VCAN to continue campaigning through the NAB for the GoV to adopt CBA approaches in its CCA/DRR programming.	Medium

2.8 Continuation of partnerships established outside of the consortium

Partnerships established during the program between consortium and non-consortium partners have generally continued beyond the program period. The establishment of trust and proven success combined with logistical time and cost benefits are factors that facilitate the continuation of these relationships. Unintended benefits from these partnerships include the sharing of new knowledge and skills. Non-consortium partners can then use this new knowledge to inform their future work.

The program established partnerships between consortium and non-consortium partners, which have continued beyond the program period. Partnerships were commonly established between a consortium partner and a smaller, local NGO who could offer services in a specialty area. For example, Farm Support Association (FSA) which specialises in agriculture and WanSmolBag (WSB)'s, which has expertise in child and youth education are current partners of consortium members. Other partnerships were established with government departments who provided support to project activities. Table 7 below outlines some of the relationships formed and provides examples where these relationships have continued.

TABLE 7. EXAMPLES OF PARTNERSHIPS BETWEEN CONSORTIUM AND NON-CONSORTIUM PARTNERS.

NON-CONSORTIUM PARTNER	CONSORTIUM PARTNER	FOCUS AREA OF PARTNERSHIP	RELATIONSHIP CONTINUED
WanSmolBag (WSB)	CARE (Futuna), Oxfam	Recipe book; nutrition training	Yes
Farm Support Association (FSA)	VRCS (Gaua), VRDTCA (Lume, Tanna)	Sharing climate change resilient root crops	Yes, with some consortium partners
VMGD and NDMO	All	Supporting CDCCC development	Yes
Vanuatu Department of Agriculture and Rural Development (DARD)	CARE	Household gardens and vegetable growing	Yes

Relationships formed between consortium and non-consortium partners have also delivered unintended benefits. For example, FSA and WanSmolBag have learnt more about climate change through working with consortium partners. FSA engagement with Oxfam has provided an opportunity for Oxfam to introduce the topic of gender into FSA's work. Partners take new knowledge and deliver it to the communities through the consortium-related projects and their own individual projects.

Key factors that facilitated the continuation of relationships were the presence of trust between partners and the recognition by consortium partners that there are benefits of contracting with other organisations with specialty skill sets and additional capacity. For example, it would be possible for consortium NGOs to hire more staff or train staff in a speciality area lacking within their organisation, yet engaging another organisation with specialty knowledge or capability would be more convenient, saving time and finances.

Responding to the above findings, the evaluation makes the following recommendation for consideration in future programs.

R#	RECOMMENDATION	PRIORITY
32	Consortium partners should continue to work with NGOs and other partners outside of the consortium where they lack expertise or need additional capacity.	Low

2.9 How different elements of the program strategy and the Vanuatu Resilience Framework have evolved and been used in subsequent programs

The VRF has been promoted regionally and internationally. Within Oxfam it has been used to influence the development of its global and Pacific regional resilient development frameworks. CARE has improved the VRF to increase the inclusion of gender across all of the resilience criteria. Approaches used during the program (such as the consortium approach; building on past activities; linking traditional and scientific knowledge; peer monitoring; and gender mainstreaming) have been used by NGO partners in subsequent programs. Flexibility in program design and project finance allocation was one component that has not been replicated. Donors are now very strict and require detailed project design at the time of funding/contracting. This limited flexibility restricts the capacity for current programs to respond to, and take advantage of, opportunities that emerge.

Vanuatu Resilience Framework

The VRF has been promoted at the international level through events and online publications. For example, staff from Oxfam gave a presentation on the VRF at the Community Based Adaptation meeting in Nepal (2014) and the Meeting

Challenges, Managing Risks Pacific conference in New Zealand (2014). Oxfam Vanuatu has more recently shared the VRF with Oxfam International where it was instrumental in the development of the *Oxfam International's Framework for Resilient Development* (OIFRD),¹⁴ as well as being used to help develop the organisation's *Pacific Islands Resilient Development Framework* (PIRDF). The OIFRD is now being rolled out internationally and has already been used to inform an Oxfam global resilience program in Central America and Melanesia. The VRF also gained international exposure through the former VCAN Coordinator publishing an article in online-magazine Outreach that promoted the role of VCAN and the use of the VRF.¹⁵ The use of the VRF at the international level could be shared further by engaging PICAN to promote a short case study on how the VRF is being used at the national and international level.

The theme of resilience is commonly referred to within GoV policy documents, however, the VRF does not inform national-level programs. This may be due in part to the lack of recent promotion at the national level. The only evidence found to support use of the VRF at the national level (outside of NGO programs) dated back to Vanuatu's COP 19 submission. Another potential reason for the limited adoption of the VRF at the national level may be due to the absence of an MERL framework with a clear qualitative and quantitative indicator and tools to measure progress against the VRF. The tool used by the Vanuatu NGO CCA post-program evaluation (and replicated in the ex-post evaluation) to measure perceptions of resilience using statements informed by the VRF characteristics could be re-used to measure base-line, mid-line and post-program resilience.

The VRF has been used by NGOs to inform program design and MERL plans, such as the Yumi Redi program. The Red Cross indicated that all new program designs are informed by VRF, including the Yumi Stap Redi Long Climate Change Project. SC also indicated that the use of the VRF had been a key feature in the ongoing development of a large multi-year national consortium program proposal for consideration by the Green Climate Fund. Oxfam indicated that the VRF was designed with climate change and DRR in mind, however, the principles in the VRF were applicable to all programs seeking to increase resilience. Oxfam demonstrated this by using the VRF to inform its Governance, Leadership and Gender Justice Program. Current consortium field staff on outer islands (Ambae, Mota Lava) were less familiar with the VRF and had either not seen it before or were unsure how it was being used. Other NGOs consulted (Vanuatu Christian Council and Act for Peace) were also unfamiliar with the VRF. This highlights an opportunity for broader promotion of its existence and usefulness.

The VRF was revised by CARE in 2015 to increase its consideration for gender equity in the descriptions of the eight key resilience criteria. The revised VRF was shared with consortium partners, however, there is a need to share the revised version again as not all partners were using it at that time. One way of raising the profile of the revised VRF may be to upload the VRF to the NAB portal and provide a refresher workshop on the use of the VRF at the next VCAN practitioners' group meeting.

Consortium Approach

The consortium approach has been used in subsequent NGO projects. See section 2.6 for more details.

Building on what has been done in the past

NGO programming has continued to build upon either existing relationships or past program components. In some instances, NGOs continue to work with the same communities, but with a different focus area. For example, CARE continues to work in Tafea province (in Futuna, Aniwa, Tanna, Erromango) and it has added WASH activities to its existing resilience and gender-equality program. In other instances, NGOs are replicating past CCA program components in new communities. For example, SC are supporting the introduction of freshwater tilapia farming into new communities in Ambae. The Red Cross are replicating the implementation of gravity-fed water supply systems in Vanua Lava. Many partners have used Klaud Nasara education resources in subsequent CCA projects.

14 Jeans, H., Thomas, S., Castillo, G., 2016, "The future is a choice: The Oxfam Framework and Guidance for Resilient Development", Oxfam International

15 Laban, S., 2014, 'Building resilient communities in Vanuatu', Outreach, <http://outreach.stakeholderforum.org/index.php/previous-editions/sids/206-sids-day-5-climate-change-and-social-development/11701-building-resilient-communities-in-vanuatu>

Linking community (traditional) and scientific knowledge

Where appropriate, NGOs and development partners continue to make reference to traditional and scientific knowledge in programs. For example, the Vanuatu Traditional Knowledge project involving GIZ, VMGD, VRCS and the Vanuatu Cultural Centre (VKS) has validated the accuracy of eleven traditional knowledge indicators of weather against scientific knowledge.

Communities' value and trust traditional knowledge, which makes it an effective entry point for introducing scientific knowledge that enhances, verifies or expands community understanding about climate change and climate-change impacts. Traditional knowledge is also local and appropriate for communities. Traditional knowledge is more accessible for communities and it does not require expensive or complicated meteorological scientific equipment to collect data, nor does it require numeracy and literacy skills to learn or interpret.

The Futuna Agricultural Festival (2014) hosted a debate on whether or not communities thought that traditional knowledge could be combined with scientific knowledge. The older generation did not support the introduction of scientific knowledge, whereas the younger generation were more in favour of using traditional and scientific knowledge.

The Lume RTC teaches three courses in building and construction. One focuses purely on traditional building techniques. Another blends new building knowledge and materials with traditional principles to create stronger (more cyclone proof) houses. The third course is focused on modern building techniques and materials.

CARE's traditional cropping calendar is another example of how traditional knowledge has been combined with scientific knowledge to support CCA measures within communities. Oxfam reported that they managed to incorporate traditional and scientific knowledge within the Yumi Redi 3 project involving VHT and NDMO.

Flexibility in program design and delivery

The program built flexibility into its design allowing specific program activities to be assessed during the initial phase. This helped to ensure that realised activities were targeted and responded to community needs and priorities. Through a good relationship with DFAT, the program had some budgetary flexibility enabling it to capitalise on some unexpected opportunities such as additional or replicated activities.

All consortium partners agreed that no future programs experienced this degree of flexibility in either program design or implementation. Partners reported that donors had become extremely strict and rigid, requiring all project activities to be determined during the initial design stage. Some donors wanted specific targets specified for each activity and outcome, such as the European Civil Protection and Humanitarian Aid Operations (ECHO)-funded programs. While setting targets is not an unreasonable expectation, implementing a non-flexible, rules-based approach to development can be detrimental. For example, requesting implementing partners to travel back to communities to train more members because a participation target was only 95% achieved could be considered a waste of time and resources.

Peer monitoring visits

The program piloted the use of peer monitoring visits. This involved a consortium partner not involved in a project activity accompanying the lead partner to their project implementation site to conduct a joint monitoring exercise. This practice promotes sharing and learning from direct first-hand field experience. It also provides an opportunity for a more independent assessment which can utilise the strengths of partners to identify recommendations that may improve implementation. Since the program ended, NGOs have continued to engage in peer monitoring visits for some, but not all, consortium programs. These include the Yumi strong program, and the TC Pam response. The Stockholm Environment Institute has also worked with Oxfam to undertake independent monitoring of TC Pam response projects.

Gender mainstreaming

Consortium partners continue to consider gender equality in program design. CARE and Oxfam have mainstreamed gender considerations into all their programming. CARE indicated that gender mainstreaming was just the first step and that a stronger commitment to gender was required through the development and implementation of project-specific gender action plans. These plans specifically highlight the main gender sensitive areas of a project and specify actions that either enhance positive gender outcomes or reduce the risk of reinforcing existing gender imbalances. Donors are helping to ensure that gender equality is considered in program design and implementation. For example, the Pacific-American Climate Fund (PACAM) required CARE and SC to develop separate gender action plans for the Yumi Redi Long Klaemet Jenis

program. The VRCS considers gender equality in its programming and uses CARE’s gender tools. However, the VRCS’s focus on gender was weaker than that of CARE and Oxfam. Oxfam was found to create gender action plans for some programs (such as the Margaret A, Cargill Philanthropies-funded Building Resilience program), including organisational actions that increase gender justice through broader institutional and transformative structural changes.

Responding to the above findings, the evaluation makes a number of prioritised recommendations for consideration in future programs.

R#	RECOMMENDATION	PRIORITY
33	Continue to include a strong focus on gender equity in program design and implementation. This should be supported by the development of program specific gender action plans.	High
34	Upload the VRF to the NAB Portal and provide a refresher workshop on the use of the VRF at the next VCAN practitioners’ group meeting.	Low
35	Promote the VRF through PICAN.	Low
36	Continue to include peer monitoring visits in MERL plans.	Low

3. CONCLUSION

The Vanuatu NGO CCA Program increased the resilience of targeted communities through project activities that led to changes in knowledge, behaviours, and introduced new structures (as well as strengthening existing structures) at the national, provincial and community level. At the national level, VCAN continues to be an effective mechanism to coordinate NGO climate-change activities and to take NGO positions to the GoV through its representation on the NAB. At the community level, CDCCCs continue to be key structures to support DRR, however, further support is needed for them to take on more active roles preparing communities for climate change and leading CCA.

Other positive outcomes included increased water security, improved diet and, to a lesser extent, the continuation of relationships between government and communities. However, the sustainability of project activities requiring government support and monitoring was undermined when the facilitation of these relationships relied on NGO funding. The program's focus on gender and social inclusion contributed to increased gender equity. This increased community resilience but also provided a stronger foundation to build future programs. Generally speaking, structures developed and positive outcomes achieved by the program have continued to build community resilience. These beneficial outcomes have made a real difference to the lives of community members. This was witnessed by communities involved in program activities being better prepared for TC Pam and being able to recover in less time. Increased DRR knowledge and capacity at the community level is one of the program's strongest and most significant legacies.

Most elements of the original program strategy (such as the consortium approach; building on past activities; linking traditional and scientific knowledge; peer monitoring; and gender mainstreaming) have been used in subsequent consortium programs. The benefits of the consortium approach were acknowledged and it is recommended that this approach be continued in future programming. Having one or more partners advocate at the national level is also viewed as beneficial. This ensures that while some partners are working at the grassroots level to build capacity and make positive change, others are working to improve policy, processes and structures to support the GoV to step up and lead these kinds of CBA activities themselves, or to provide the support required to sustain the positive outcomes achieved. Lobbying to increase funding of PDOs and to push for changes in ACS position descriptions were two other areas that require additional attention at the national and provincial level. The VRF has informed the design and MERL of recent NGO programs, however, it has not been more broadly adopted and used regionally or internationally.

New livelihood activities such as domestic poultry farming and inland freshwater fish farming proved difficult to sustain. This demonstrates the need for extended time periods for NGOs and partners to support communities adopt and own these new activities. The need for complementary governance and business planning education was identified as a requirement to increase the sustainability of some activities.

Overall, the evaluation commends the work undertaken by consortium partners who implemented the program. While the evaluation has identified some weaknesses, many activities were successful and have helped to build the resilience of communities facing the impacts of climate change and disaster risks.

4. RECOMMENDATIONS

Reflecting on the evaluation findings, a number of high, medium and low priority recommendations are made to improve the design and delivery of future programs. While there are many recommendations, some reinforce the need to continue existing good practices that are already being demonstrated. The recommendation number (R#) allows the reader to find the recommendation earlier in the report to provide additional context.

R#	HIGH PRIORITY RECOMMENDATIONS
10	Allow closer to five years of focused project delivery to support communities adopt new practices or establish new livelihood activities.
11	Provide basic business, finance and governance training to relevant community members as part of any new livelihood activity or activity dealing with money (for example, sales) or activity requiring ongoing funded maintenance.
12	Ensure project activities that will incur future maintenance expenditure establish a maintenance fund/account and have a business model that supports deposits into the account at a rate that will ensure funds are available when required to cover maintenance costs.
13	Clearly specify an exit strategy within the project design and outline activities the project will implement to support sustainability of key project activities, outcomes and structures.
14	Evaluate technological solutions to ensure they are durable and appropriate for remote outer island communities (for example, solar pump versus hand pump for extracting water from a well).
2/33	Continue to include a strong focus on gender equity and social inclusion in program design and implementation. This should be supported by the development of program-specific gender action plans.
3	Advocate for changes to ACS role position descriptions to include CCA and DRR responsibilities.
4	Continue to advocate for the GoV to absorb the funding of Provincial Disaster Officer (PDO) positions into the national budget.
15	Include contingency periods in project plans for delays when NGOs respond to unavoidable staff turnover.
16	Ensure sufficient processes are in place to support the handover of projects, knowledge and relationships to new staff to limit the impact of NGO staff turnover (documentation of past activities and future plans, and shadowing on-job field work).
17	Ensure lead NGOs conduct regular follow-up monitoring on the impact of project activities.
18	NGO partners need to continue to work closely with the relevant provincial government in the development and implementation of project activities.

R#	MEDIUM PRIORITY RECOMMENDATIONS
19	Ensure activities are designed in a way that fosters communities' sense of ownership of the process and outcomes. A community contribution (such as funds, materials, labour) may be a starting point.
20	Create appropriate organisational structures and rules to manage livelihood activities.
23	Sign MoU with relevant support partners (such as GoV Departments) at the initial project-design stage to gain buy-in, support and increase likelihood of continued post-project support.
5	Continue to strengthen processes to communicate climate change information to communities (for example, VMGD → PDCCC → ACS → CDCCC → community members)
6	Conduct research into areas where CDCCCs need further strengthening as reported by the Tafea and Penama provincial government staff. This may help improve CDCCC development or identify gaps that need filling by future programs.
7	Explore and address challenges experienced by CDCCCs (such as high workload during times of disaster, volunteer fatigue, and the desire for financial reward). Starting points include CDCCC member rotation and non-financial rewards.
8	Continue to strengthen ACS and PDOs.
9	Explore opportunities to use mobile phone and internet technology to overcome barriers to forming closer relationships between government and communities.
22	If purchasing new electronic technology, push for extended product warranties, insurance or long-term maintenance contracts that extend beyond the project timeline.
24	High quality educational resources should be uploaded to the NAB portal (and potentially the Pacific Climate Change Portal) as a means of establishing a repository of resources for sharing and reuse between partners, including the GoV.
25	To reduce impact from community land disputes when attempting to site new project infrastructure, consider a) MoU with landowner and Chief at time of activity design (or early in implementation); b) using school and church locations; c) having a back-up location.
28	Consortium partners should seek to engage a range of stakeholders (within the community, as well as the provincial and national government) in the program's design process where project activities will be selected. Engaging stakeholders in this manner will help increase their later buy-in and support, and ensure activities address community needs.
29	NGOs should continue to capitalise on the benefits of delivering programs as part of a consortium.
30	Continue to involve GIZ in consortium programs.
31	VCAN to continue to advocate through the NAB for the GoV to adopt CBA approaches in its CCA/DRR programming.

R#	LOW PRIORITY RECOMMENDATIONS
34	Upload the VRF to the NAB Portal and provide a refresher workshop on the use of the VRF at the next VCAN practitioners' group meeting.
36	Continue to include peer monitoring visits in MERL plans.
26	Develop case studies that highlight successful project activities and the effective, high quality educational resources that have supported training. Promote case studies to the GoV, including links to the quality resources uploaded to the NAB portal.
32	Consortium partners should continue to work with NGOs and other partners outside of the consortium where they lack specialist expertise or need additional capacity.
35	Promote the VRF through PICAN.

ANNEX: LIST OF DOCUMENTS

The following list of documents have informed the evaluation.

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